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Date: 19 November 2019

Dear Sir/Madam

You are invited to the following meeting:

**Policy and Resources Committee**  
**Council Chamber, Town Hall, Lerwick**  
**Monday 25 November 2019 at 10am**

Apologies for absence should be notified to Louise Adamson at the above number.

Yours faithfully

Executive Manager – Governance and Law

Chair: Steven Coutts  
Vice-Chair: Emma Macdonald

## **AGENDA**

- (a) Hold circular calling the meeting as read.
- (b) Apologies for absence, if any.
- (c) Declarations of Interest - Members are asked to consider whether they have an interest to declare in relation to any item on the agenda for this meeting. Any Member making a declaration of interest should indicate whether it is a financial or non-financial interest and include some information on the nature of the interest. Advice may be sought from Officers prior to the meeting taking place.
- (d) Confirm the minutes of the meeting held on 9 September 2019 (enclosed).

## Items

1. SIC Overall Management Accounts 2019/20 Projected Outturn at Quarter 2  
*F-054*
2. Council Investments – 2019/20 Mid Year Performance Review Report  
*F-058*
3. Chief Social Work Officer Report  
*CS-30-19*
4. Shetland Islands Health and Social Care Partnership: Joint Strategic Commissioning Plan 2020-2023 – Process of Refresh  
*CC-49-19*
5. Palliative and End of Life Strategy for Shetland 2019-2022  
*CC-47-19*
6. Scottish Household Survey  
*ACP-14-19*
7. Travel at Work – Update  
*HR-09-19*
8. Equally Safe Policy Reviews  
*HR-08-19*
9. Strategic Roads Network – Strategic Outline Programme  
*RD-06-19*
10. Business Transformation Programme Phase Two Update Report  
*CRP-21-19*
11. Service Redesign Programme Update Report  
*CRP-22-19*
12. Tall Ships' Race 2023 – Business Justification Case  
*DV-32-19*
13. Crown Estate Income Distribution  
*DV-35-19*
14. Business Continuity  
*GL-21-19*
15. Property Disposal  
*ACP-15-19*

**The following items contain Exempt Information**

16. Asset Investment Plan – Business Case – Staff Travel Project  
*ACP-16-19*
17. Contract Matter  
*PH-13*







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## **MINUTES**

## **B - Public**

**Policy and Resources Committee  
Council Chamber, Town Hall, Lerwick  
Monday 9 September 2019 at 10am**

**Present:**

A Cooper	S Coutts
S Leask	E Macdonald
R McGregor	I Scott
C Smith	G Smith
T Smith	R Thomson

**Apologies:**

A Duncan

**In Attendance:**

M Sandison, Chief Executive  
N Grant, Director of Development Services  
J Robinson, Interim Director of Community Health and Social Care/  
Interim Chief Officer - IJB  
D Bell, Executive Manager – Human Resources  
J Manson, Executive Manager – Finance  
J Riise, Executive Manager – Governance and Law  
R Sinclair, Executive Manager – Assets, Commissioning and Procurement  
H Sutherland, Head of Planning and Modernisation, NHS  
C Gadsby, Asset Strategy Manager  
L Adamson, Committee Officer

**Chairperson**

Mr Coutts, Leader of the Council, presided.

**Circular**

The circular calling the meeting was held as read.

The Chair advised that for the convenience of Officers, the report “Social Work Standby Service”, would be taken at Item 7.

**Declarations of Interest**

Mr T Smith declared an interest in the report at Item 14 on the agenda.

**Minutes**

The minutes of the meeting held on 13 May 2019 were approved on the motion of Mr G Smith, seconded by Mr Scott.

The minutes of the meeting held on 2 July 2019 were approved on the motion of Mr Scott, seconded by Mr Leask.

46/19      **Management Accounts for Community Health and Social Care Directorate 2019/20 – Projected Outturn at Quarter 1**

The Committee considered a report by the Executive Manager – Finance (F-047-F) presenting the projected outturn position for 2019/20 as at the end of the first quarter for revenue and capital.

In introducing the report, the Executive Manager – Finance advised that the £238k projected overspend across the Directorate relates mainly to agency staff and to an increase in Self-Directed Support (SDS) packages. In that regard, he advised that while a proportion of the Additionality Funding awarded from the Scottish Government has been directed to support the increased demand for SDS packages, there was still an overspend of approximately £120k in this area. He confirmed this would be monitored going forward.

In response to a question, the Interim Director of Community Health and Social Care referred to the legislation and the obligation on the Council to offer each client an SDS package. She said that while over time the aim would be to reduce the reliance on traditional care packages, currently these were still having to be funded while having to meet the increased demand for SDS packages. In response to a further question, the Interim Director of Community Health and Social Care referred to the SDS Action Plan that had recently been approved by the Integration Joint Board (IJB), which detailed actions and timescales going forward. It was agreed that the Action Plan would be circulated to all Members.

On the motion of Mr Coutts, seconded by Ms Macdonald, the Committee approved the recommendation in the report.

**Decision:**

The Committee RESOLVED to:

- review the Management Accounts for the Community Health and Social Care Directorate showing the projected outturn position at Quarter 1.
- RECOMMEND to the Council that it approves an increase in the payment for 2019/20 to the Community Health and Social Care Partnership Integration Joint Board of £18k, recognising carry-forward funding allocated as per the Council's budget carry-forward scheme and minor adjustments made in respect of maintenance budgets. This will increase the payment for 2019/20 to £22.037m.

47/19      **Management Accounts for Policy and Resources Committee: 2019/20 – Projected Outturn at Quarter 1**

The Committee considered a report by the Executive Manager – Finance (F-048-F) that presented the projected outturn position for 2019/20 as at the end of the first quarter for revenue and capital.

In introducing the report, the Executive Manager – Finance referred to the overspend on revenue of £61k at Quarter 1, but said that as there were only minor variances he projected to come in on budget at year end.

There were no questions. During debate, comment was made that while there were no significant variances to report, the absence of any detail on the minor variances prevented any scrutiny by Members on the areas of overspend.

**Decision:**

The Committee NOTED the Management Accounts showing the projected outturn position at Quarter 1.

48/19

**SIC Overall Management Accounts 2019/20 – Projected Outturn at Quarter 1**

The Committee considered a report by the Executive Manager – Finance (F-044-F) which set out the overall Council projected financial position as at Quarter 1.

In introducing the report, the Executive Manager – Finance advised that the General Fund overspend of £129k was not particularly significant at this time, but would be an area monitored going forward. He also advised on the additional detail included in the appendices, following feedback from the external auditors.

In responding to a question on the variances in the Directorates reported in the table “General Fund Projected Revenue and Capital Outturn” at Appendix 1, the Executive Manager – Finance advised that there were no particular issues to report, and that the overspends were similar to those of previous years. He advised on areas for reduced spending going forward, including looked after children, where the new residential facility should reduce off-island placements, and the reliance on agency staff. He added that the pay award, which was now into the second year, was currently a significant cost to the Council.

In responding to a question relating to the £1m variance in Development Services, the Director of Development Services explained that the majority was associated with the cost of running the Colleges, which he advised will remain in the accounts until the vesting date of 6 January 2020.

In response to a concern relating to the ongoing overspends on agency staff, the Executive Manager – Human Resources confirmed that work was ongoing to develop incentives to encourage staff into social care. In that regard, she advised on the move to advertise vacancies for Senior Social Worker posts outwith Shetland, which up until this time has been restricted to manager level. She acknowledged that initially there would be additional relocation costs, but in the long term savings would be achieved.

During debate, disappointment was expressed on the overspend in Development Services relating to the Colleges project, and comment was made on the importance to continue to press the Scottish Funding Council

on its commitment and the need to meet its obligations for the merger of the two Colleges and Train Shetland in early course. The Leader agreed, and stated that the burden should not fall to the Council. He went on to say that while only at quarter one, the outturn position highlights the challenges on a small local authority to deliver services for the community.

On the motion of Mr Coutts, seconded by Mr G Smith, the Committee approved the recommendation in the report.

**Decision:**

That Committee RECOMMENDED that the Council RESOLVE to note the Management Accounts showing the overall projected outturn position at Quarter 1.

49/19

**Council Investment Review for Quarter to June 2019**

The Committee considered a report by the Executive Manager – Finance (F-045-F) presenting a review of the Council’s external investments over the quarter to June 2019.

The Executive Manager – Finance summarised the main terms of the report, advising on the generally positive trend during the quarter to June 2019. He reported that the value of the Council investments had increased to £362m by the end of July, however with the current political situation there was uncertainty and volatility on investments going forward.

In responding to a question as to whether there could be opportunities for the Fund Managers to make positive gains during this time of uncertainty around Brexit, the Executive Manager – Finance advised that with the Council’s balanced and diversified portfolio, investments held globally may offset potential adverse movements in investments held closer to home. In response to a further question, the Executive Manager – Finance gave assurance in terms of the various holdings and investments in both the short and longer-term, which allows movement between cash and stock and vice versa, whereby should certain investments be underperforming flexibility was in place whereby action could be taken to reduce stock accordingly.

During debate, reference was made to the final paragraph of Section 6.8 of the report, namely “All of the Council Fund Managers have signed up to the United Nations Principles on Responsible Investment. The principles reflect the view that environmental, social and corporate issues.....”. In that regard, concern was expressed that a Fund Manager continued to be involved in fracking companies, and a comment was made as to whether the Council had to reconsider where investments are made. In responding, the Leader referred to the Council’s Investment Strategy, and advised that the Fund Managers have signed up to the Principles of Ethical Investments.

The Leader went on to say that while the report informed on the investment position at the three month period, there was a need to take a longer-term view to have reliable returns to support the delivery of services to Shetland.

There was no further discussion, and the Committee noted the report.

**Decision:**

The Committee NOTED the outcome of the quarterly review.

50/19

**Review of Shetland Islands Health and Social Care Partnership Integration Scheme**

The Committee considered a joint report by the Director of Corporate Services – SIC, Interim Chief Officer – IJB and the Head of Planning and Modernisation – NHS Shetland (CC-36-19-F), which informed on the review of the Shetland Islands Health and Social Care Partnership Integration Scheme, being a requirement of Section 44 of the Public Bodies (Joint Working) (Scotland) Act 2014.

In introducing the report, the Executive Manager – Governance and Law advised on the statutory requirement to review the Integration Scheme by June 2020. He also reported from the discussion at the Liaison Group on the desire to involve stakeholders and to keep the Integration Joint Board (IJB) heavily involved during the process. The Interim Chief Officer – IJB advised that since the start of the process contributions have been made by stakeholders and a number of areas have been added to the review.

In response to positive comments on the recent work undertaken to explore the health and care needs of residents in Bressay, the Interim Chief Officer – IJB advised that the model for Bressay would fit well to engage in a meaningful way going forward.

During debate, reference was made to Section 4.2 of the report where there was support for an open and inclusive approach to reviewing the Integration Scheme. Caution was however expressed around any suggestion to change the structure of the scope of services, but to continue to build on areas of agency and partnership working.

On the motion of Mr Coutts, seconded by Mr Leask, the Committee approved the recommendation in the report.

**Decision:**

The Committee:

- CONSIDERED the information in the report and the appendices with regard to the statutory process of reviewing the Shetland Islands Health and Social Care Partnership Integration Scheme; and
- APPROVED the process at Appendix 1, and
- AGREED that in the event of the NHS or Council seeking to take a different approach, to delegate to the Interim Chief Executive of the Health Board and the Chief Executive of the Council authority to work with the Liaison Group to agree a common approach.

51/19

**Integration Self Evaluation Development Plan**

The Committee considered a joint report by the Director of Corporate Services – SIC, Interim Chief Officer – IJB and the Head of Planning and Modernisation – NHS Shetland (CC-34-19-F), which presented the draft Integration Development Plan.

In introducing the report, the Executive Manager – Governance and Law advised that the approach taken with the Plan had been welcomed by the Integration Joint Board (IJB) and NHS Board. He added that the review of the Integration scheme will look at governance and accountability arrangements, which is also a key feature in the Development Plan.

The Interim Chief Officer – IJB advised that one area of activity will be the review of the wider Integration Scheme, and she referred to the detail of activities to be undertaken as included in the Development Plan at Appendix 1. She then referred to the request from the IJB meeting on 5 September 2019, to strengthen the Action Plan under the “Meaningful and Sustained Engagement” Area in particular, to ensure that additional patient information training is imbedded into the plan and that this should be done with partners”.

In referring to the section “Governance and Accountability Arrangements” in the Development Plan, assurance was sought that structural change would not be targeted as an area of improvement. In responding, the Executive Manager – Governance and Law advised that the focus would be on outcomes, rather than structural changes.

There was no debate.

On the motion of Mr Coutts, seconded by Mr Thomson, the Committee approved the recommendation in the report.

**Decision:**

The Committee RESOLVED to agree the Development Plan in response to the Self Evaluation on Integration, as set out in Appendix 1.

52/19

**Social Work Standby Service**

The Committee considered a report by the Director of Children’s Services and Interim Director of Community Health and Social Care (CS-21-19-F), which presented a request from Social Workers for back pay of the national Scottish Joint Council agreed rates for their standby duty from 1 April 2016 to 31 December 2017.

The Interim Director of Community Health and Social Care introduced the report.

There were no questions.

During debate, Mr Leask advised that the Employees Joint Consultative Committee had supported the request for back pay, and no adverse

comments had been made. Mr Leask moved that the Committee approve the recommendation in the report, and Mr Coutts seconded.

**Decision:**

The Committee RESOLVED to backdate payments set by the national Scottish Joint Council Standby Duty Allowance for social workers for the period from 1 April 2016 to 31 December 2017.

53/19

**Islands Deal**

The Committee considered a report by the Director of Development Services (DV-26-19-F), which provided an update on the work to develop an Islands Growth Deal and sought endorsement for the next steps in the programme with the aim of securing a funding announcement from UK and Scottish Governments.

In introducing the report, the Director of Development Services reported on the structure of the Islands Deal around Joint Innovation Investments, and Island-Specific Investments, which he advised for Shetland included the Knab Site Regeneration and the Oil and Gas hub. The Leader advised on the importance to continue to promote good projects which will make a difference to the island communities. He advised however on the challenge around dialogue with Government, referring also to the challenge of Brexit from the UK Government perspective.

During the discussion, it was questioned whether a process was in place to share knowledge between the islands, when a project was unique to one of the island groups. The Director of Development Services said that in terms of any significant projects, the bulk of benefits accrued would be to the island where the project was based. He advised however on the existing arrangements for sharing information between the island groups, for example through Highlands and Islands Enterprise and University of the Highlands and Islands.

During debate, the Leader advised on the need to strive for engagement with national government, and to present a positive picture on what Shetland can contribute to the UK and local economy. He also advised on the need to look for opportunities outside the Deal to ensure there is infrastructure investment in Shetland, and on the need for the focus to be on additionality to be funded by Central Government. Mr Coutts moved that the Committee approve the recommendation in the report. Mr McGregor seconded.

During further debate, comment was made on the significant amount of work undertaken by officers, and across the community partnerships, to develop the Deal proposals. Reference was also made to the significant economic stimulus through the new monies that will come in to Shetland, and on the importance for engagement with Government going forward.

**Decision:**

The Committee:

- NOTED that the Chief Executive, in consultation with the Political Leader, continues to negotiate and progress, for Shetland Islands Council's interest, a Deal for the Islands for discussion with the Scottish and UK Governments.
- NOTED that Growth Deals are the UK and Scottish Governments' stated vehicles for adopting strategic approaches to improving regional economies and that their intent is to tackle economic barriers and maximise opportunities to drive local, regional and national economic growth.
- RESOLVED to delegate powers to the Chief Executive, or her nominee, in consultation with the undernoted Members, to finalise Shetland's contribution to the Islands Deal proposal documents, for submission to the Scottish Government and UK Government:
  - Political Leader
  - Depute Leader
  - Convener
  - Chair of Development Committee
  - Chair of Education and Families Committee
  - Chair of Environment and Transport Committee
  - Vice Chair – Integration Joint Board

54/19

#### **Asset Investment Plan – Progress Report**

The Committee considered a report by the Executive Manager – Assets, Commissioning and Procurement (ACP-08-19-F) which informed on progress of the projects contained within the Asset Investment Plan which are currently underway in 2019/20, including a summary of the financial status of the full life of each project.

In introducing the report, the Executive Manager – Assets, Commissioning and Procurement referred to Section 4.4, where he advised on the recommendation relating to the carry forward of £208k on the Eric Gray Project. In referring to Section 4.5, he also advised on the re-profiling of the budget for the ferry replacement programme and associated projects into 2020/21 and beyond.

In response to questions, the Executive Manager – Assets, Commissioning and Procurement provided updates on a number of the projects to support Early Learning Provision, Children's Supported Accommodation and the Lerwick Library project.

Mr G Smith advised that he had recently attended the open event for the refurbished Cunningsburgh nursery where there had been positive feedback particularly around the design and the new indoor/outdoor areas. He also advised that those involved with the Sound Nursery were content with the interim arrangements in place, which will allow for the works to be completed as part of the expansion of early learning and childcare. The Executive Manager – Asset, Commissioning and Procurement undertook



to keep Members informed of any changes to the programme of works to support the expansion of early learning and childcare.

In response to comments relating to the works to the roof of the Mossbank School which started later in the school holidays, the Executive Manager – Asset, Commissioning and Procurement advised the priority works during the school break had been to support the expansion of early learning and childcare.

In response to a question, the Director of Development Services advised that following the return of tenders for the Fibre project to the North Isles, which were due by the end of September 2019, a Full Business Case would be presented to Council for a decision.

*(Ms Macdonald left the meeting).*

In response to a question, the Director of Development Services provided an update on the Town Centre Fund Project. He advised that detailed applications had been received, and were progressing to meet the deadline for the Scottish Government funding to be spent by September 2020.

In responding to a question on the Toft Pier Project relating to the further external funding opportunities as referred to in the update provided, the Executive Manager – Assets, Commissioning and Procurement said that he would provide further information in a briefing to Members. In noting that the works had commenced on the new pier, it was questioned whether that could impact on further external funding towards the project. In responding, the Chief Executive advised from the Business Case, that the project was still open to further external funding support.

During further discussion, a suggestion was made for future reporting to include proposed completion dates for each project. The Executive Manager – Assets, Commissioning and Procurement said that he would take forward that proposal.

During debate, comments were made on the significant programme of works in the Asset Investment Plan, and on the level of activity for quite a small community. The pressures on officers and the wider contractor base were also acknowledged.

On the motion of Mr Coutts, seconded by Mr G Smith, the Committee approved the recommendation in the report.

### **Decision:**

The Committee NOTED the progress of the projects within the Asset Investment Plan, and RECOMMENDED that the Council RESOLVE to APPROVE the 2018/19 proposed capital carry forward on the Eric Gray Project of £208,513.

**Terminal Linkspans Life Extension – Project Update**

The Committee considered a report by the Executive Manager – Assets, Commissioning and Procurement (ACP-12-19-F) which presented proposals to reallocate funding to the Terminal Linkspans Life Extension project to allow it to proceed in line with its original scope.

In introducing the report, the Executive Manager – Assets, Commissioning and Procurement highlighted the original budget at Section 4.4, and the proposed increased budget at Section 4.14. He reported on the proposal that the additional funding requirement of £1.75m would be met from additional fees and charges received into the Harbour Account, being where the original funding of £2m for this project had been approved in March 2017.

In response to questions, clarity was provided on funding for the Linkspans, and on the recent submission to the Scottish Government for Fair Ferry Funding.

During debate, reference was made to the delay to progress the project, and disappointment expressed at the increased costs, however it was hoped that the project could now commence for the improvements to be made at the terminals and from a health and safety perspective.

Concern was expressed that the National Government were not fulfilling their obligation to provide fair ferry funding, and to the frustration on the Council, who now have to make the best provision for the community and for the future prosperity of Shetland. In referring to the progress being made on the business cases for the Whalsay and Fair Isle routes, comment was made that unless funding is forthcoming from the Scottish Government, there would be a need for the Council to be honest with communities in terms of lifeline services.

The Leader referred to the Council's recent submission for Fair Ferry funding, adding that full and fair funding is what the community needs and is relying on from the Government. Mr McGregor advised on the need for the Council to stop emphasising the need for fair funding from the Scottish Government, but instead to go for full funding, and to move forward to engage in a reasonable manner.

On the motion of Mr Thomson, seconded by Mr Coutts, the Committee approved the recommendation in the report.

**Decision:**

The Committee RESOLVED to:

- AGREE that the project proceeds in line with the decision made by the Council on 8 March 2017 and as described in this report;
- APPROVE additional funding of £1.75m; and,

- AGREE that it be funded from income from the additional fees and charges projected to be received into the Harbour Account by the end of the current financial year.

56/19

**Asset Investment Plan – Business Case – Knab Service Relocations and Storage Improvement Project**

The Committee considered a report by the Executive Manager – Assets, Commissioning and Procurement (ACP-10-19-F) which presented a Business Justification Case for the project “Property Asset Action Plan – Knab Service – Relocations and Storage Improvement”.

In introducing the report, the Executive Manager – Assets, Commissioning and Procurement advised that the various works presented in the business case would completely vacate the Knab site. He reported on the £266k projected annual savings in terms of revenue, and that if the proposal was approved by Members the intention would be to apply for a spend to save funding.

In response to a question, the Asset Strategy Manager advised on the proposal to engage with the lease holders on any requirements for an early close down or surrender of leases.

During the discussion, further explanation was provided on the significant energy savings that would be achieved in vacating the Knab site, as reported in Table 1 of Appendix A. It was noted that buildings that are to remain on site would form part of the refurbishment programme in the Asset Investment Plan, and would be brought up to standard. The Executive Manager – Assets, Commissioning and Procurement advised from Phase 1 of the project, that heating would be retained in the Listed Buildings on site.

On the motion of Mr Coutts, seconded by Mr Cooper, the Committee approved the recommendation in the report.

**Decision:**

The Committee RECOMMENDED that the Council RESOLVE to approve the proposal described in Section 4.3 and included as Appendix A of the report.

57/19

**Asset Investment Plan – Business Case – Former Eric Gray Resource Centre – Demolition**

The Committee considered a report by the Executive Manager – Assets, Commissioning and Procurement (ACP-11-19-F) which presented a Business Justification Case for the project “Eric Gray (Former) – Demolition”.

The Executive Manager - Assets, Commissioning and Procurement introduced the report.

In response to a question, the Executive Manager – Assets, Commissioning and Procurement advised that there were no proposals for future use of the site at this time.

On the motion of Mr Coutts, seconded by Mr Leask, the Committee approved the recommendation in the report.

**Decision:**

The Committee RECOMMENDED that the Council RESOLVE to approve the proposal described in Section 4.3 and included as Appendix A of the report.

**58/19      Policy and Resources Committee Business Programme – 2019/20**

The Committee considered a report by the Director of Corporate Services (CRP-16-19-F) which presented the Business Programme for the financial year to 31 March 2020.

The Executive Manager – Governance and Law introduced the report and the business programme at Appendix 1.

During the discussion, disappointment was expressed that only one Member was using a laptop to access the on-line agenda for this meeting, and that it would appear Members are reverting back to paper agendas. The Leader suggested that an update on this matter should be included in the next Business Transformation Programme update report to Committee.

**Decision:**

The Committee considered and NOTED the business planned for the Policy and Resources Committee in the financial year 2019/20.

**Mr Coutts moved that in order to avoid the disclosure of exempt information, the Committee resolve to exclude the public in terms of the relevant legislation during consideration of the following item of business. Mr Thomson seconded.**

*(Mr T Smith declared an interest in the following item, as a Board Member of Hjaltsland Housing Association (HHA) and confirmed he would take no part in the discussion).*

*(Mr T Smith left the meeting).*

**59/19      Land Transaction**

The Committee considered a report by the Executive Manager – Assets, Commissioning and Procurement, which presented a proposal for a further land transfer that would contribute to the provision of 40 homes on the Staney Hill, Lerwick.

The Executive Manager – Assets, Commissioning and Procurement summarised the main terms of the report.

In response to a question, the Executive Manager – Assets, Commissioning and Procurement advised on the proposal in principle, for pedestrian access to the area of land from North Loch Drive, however he confirmed there has been no indication of a direct vehicular access from that direction.

On the motion of Mr Coutts, seconded by Mr Leask, the Committee approved the recommendation in the report.

**Decision:**

The Committee RECOMMENDED that the Council RESOLVE to approve the transfer of the area of land shown in Appendix A to this report to Hjaltland Housing Association (HHA); and agree that the land transfer described in this report is subject to the Council receiving 50% nomination rights in line with existing agreements.

The meeting concluded at 11.47am.

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Chair





<b>Meeting(s):</b>	Policy & Resources Committee Shetland Islands Council	25 November 2019 27 November 2019
<b>Report Title:</b>	SIC Overall Management Accounts 2019/20 Projected Outturn at Quarter 2	
<b>Reference Number:</b>	F-054-F	
<b>Author / Job Title:</b>	Jamie Manson Executive Manager - Finance	

## 1.0 Decisions / Action required:

1.1 That the Policy & Resources Committee RECOMMENDS that the Council RESOLVE to:

- 1.1.1 note the Management Accounts showing the overall projected outturn position at Quarter 2; and
- 1.1.2 approve an increase in the contribution to ZetTrans of up to £0.099m to fund the delivery of business cases as part of the transport network re-design.

2.1 The report sets out the overall Council projected financial position as at quarter 2.

2.2 On 26 February 2019 (SIC Min Ref: 10/19) the Council approved the 2019/20 revenue and capital budgets for the Council (including the General Fund, Harbour Account, Housing Revenue Account and Spend to Save) requiring a draw from reserves of £17.573m. It is vital to the economic wellbeing of the Council that the financial resources are managed effectively and expenditure and income is delivered in line with the budget, as any overspends will result in a further draw on reserves and would be evidence that the Council is living beyond its means.

2.3 This report forms part of the financial governance and stewardship framework, which ensures that the financial position of the Council is acknowledged, understood and quantified on a regular basis. It provides assurance to the Corporate Management Team and the Committee that resources are being managed effectively and allows corrective action to be taken where necessary.

2.4 Since the approval of the 2019/20 budget, revisions to the budget have been incorporated for the Council's budget carry-forward scheme and spend to save, and other changes etc., totalling £18.902m, resulting in an additional budgeted draw on reserves of £18.865m for both revenue and capital. This report refers to the revised budget that is now in place for each of the services.

## 3.0 Corporate Priorities and Joint Working:

- 3.1 There is a specific objective in the Corporate Plan that the Council will have excellent financial management arrangements to ensure that it continues to keep a balanced and sustainable budget, and is living within its means; and that the Council continues to pursue a range of measures which will enable effective and successful management of its finances over the medium to long term. This involves correct alignment of the Council's resources with its priorities and expected outcomes, and maintaining a strong and resilient balance sheet.
- 3.2 The Medium Term Financial Plan also includes a stated objective to achieve financial sustainability over the lifetime of this Council.

#### 4.0 Key Issues:

- 4.1 At quarter 2 the combined revenue and capital outturn projections by fund (details are set out in Appendices 1,2 and 3) results in a projected underspend as follows:

2019/20 Actual Spend Qtr 2 £000	Fund	2019/20 Original Budget £000	2019/20 Budget Revisions Qtr 2 £000	2019/20 Revised Budget Qtr 2 £000	2019/20 Projected Outturn Qtr 2 £000	2019/20 Projected Variance under/ (over) £000
77,977	General Fund	128,313	20,142	148,455	146,078	2,377
(3,869)	Harbour Account	(10,793)	(1,249)	(12,042)	(15,032)	2,990
(130)	Housing Revenue Account	1,124	9	1,133	1,163	(30)
<b>73,978</b>	<b>TOTAL</b>	<b>118,644</b>	<b>18,902</b>	<b>137,546</b>	<b>132,209</b>	<b>5,337</b>

- 4.2 The budget revisions of £18.902m are funded as follows:

Fund	2019/20 Revenue Projected Variance under/(over) Qtr 2 £000
Council Reserves	18,865
Scottish Government Grants	(765)
Borrowing	802
<b>TOTAL</b>	<b>18,902</b>

The major revisions are for the purchase of SLAP £16.967m and carry forwards £4.285m. Details of all revisions are set out in Appendix 4. At quarter 2, the percentage of actual spending against the revised budget is 54%. Full details of variance analysis by service area is set out in Appendix 4.



- 4.3 The following table shows the projected variance of each of the funds by revenue and capital expenditure.

Fund	2019/20 Revenue Projected Variance under/(over) Qtr 2 £000	2019/20 Capital Projected Variance under/(over) Qtr 2 £000	2019/20 Total Projected Variance under/ (over) Qtr 2 £000
General Fund	(1,403)	3,780	2,377
Harbour Account	1,538	1,452	2,990
Housing Revenue Account	(76)	46	(30)
<b>TOTAL</b>	<b>59</b>	<b>5,278</b>	<b>5,337</b>

- 4.4 The net projected underspend is mainly achieved from underspending on capital budgets, with a very minor underspend on revenue. A number of capital projects have slipped their timescales and require to be re-profiled into next year. Details are set out in Appendix 4.
- 4.5 Included within the General Fund revenue projections is the additional grant contribution to ZetTrans to meet the additional cost of delivering business cases as part of the transport network re-design. This shortfall has arisen from consultancy fees. A decision of the Council is required to increase the payment to ZetTrans. This is to be funded from the contingency budget.
- 4.6 The 2019/20 projected total draw from reserves on both revenue and capital expenditure is £31.233m, which is under the revised budgeted draw of £36.438m by £5.205m (see Appendix 5). This is the combined position for the General Fund, Harbour Account and Housing Revenue Account.
- 4.7 Appendices 1-6 set out this information in more detail.

## **5.0 Exempt and/or confidential information:**

- 5.1 None.

## **6.0 Implications :**

### **6.1 Service Users, Patients and Communities:**

There are no implications arising from this report.

### **6.2 Human Resources and Organisational Development:**

There are no implications arising from this report.

### **6.3**

There are no implications arising from this report.

<b>Equality, Diversity and Human Rights:</b>	
<b>6.4 Legal:</b>	There are no implications arising from this report.
<b>6.5 Finance:</b>	<p>Overall expenditure in the second quarter of the year is 54% of the revised budget.</p> <p>The projected underspend for the Council for 2019/20 is £5.337m.</p> <p>The total revenue budgets underspend of £59k is due to additional income on the Harbour Account £1.538m offset by both the General Fund £1.489m and Housing Revenue Account £76k anticipating an overspend.</p> <p>Total capital budgets underspend of £5.278m is due to slippage on a number of project which require to be re-profiled into future years.</p> <p>The overall projected draw on reserves at quarter 2 is £31.233m, which is £5.205m less than the revised draw of £36.438m.</p> <p>The projected draw equates to a daily draw on reserves of £86k as opposed the original budgeted draw of £48k per day.</p> <p>The quarter 2 actual spend figures do not include £1.008m allocation from the Scottish Crown Estate, this was received after quarter 2 closedown. A separate report to this meeting is to be presented to determine how this funding will be spent.</p>
<b>6.6 Assets and Property:</b>	There are no implications arising directly from this report.
<b>6.7 ICT and new technologies:</b>	There are no implications arising from this report.
<b>6.8 Environmental:</b>	There are no implications arising from this report.
<b>6.9 Risk Management:</b>	<p>There are numerous risks involved in the delivery of services and the awareness of these risks is critical to successful financial management.</p> <p>From a financial perspective, risks are an integral part of planning for the future, as assumptions are required to be made. These assumptions can be affected by many internal and external factors, such as supply and demand, which may have a detrimental financial impact.</p>

	<p>The main variable assumptions are around anticipated income levels, returns on investments and cost pressures and demands.</p> <p>This report is part of the framework that provides assurance, or recognition of any deviation from the budget that may place the Council in a financially challenging position and requires remedial action.</p> <p>The Council makes provision within its budget for cost pressures that may arise. This approach provides additional confidence for the Council to be able to mitigate any adverse financial circumstances.</p>
<b>6.10 Policy and Delegated Authority:</b>	<p>Section 2.1.2(3) of the Council's Scheme of Administration and Delegations states that the Committee may exercise and perform all powers and duties of the Council in relation to any function, matter, service or undertaking delegated to it by the Council. The Council approved both revenue and capital budgets for the 2018/19 financial year.</p> <p>The Policy &amp; Resources Committee has delegated authority for securing the co-ordination, control and proper management of the financial affairs of the Council, and has referred authority to make recommendations to the Council as to the level of any expenditure not provided for in the annual budgets.</p> <p>The Council's Financial Regulations state that the Executive Manager - Finance has a responsibility to ensure that detailed monitoring by Directors and Executive Managers is carried out and that the Council will determine the reporting content, timescale, frequency and receiving committee(s) required for monitoring statements and the Executive Manager - Finance will be responsible for ensuring compliance with this.</p>
<b>6.11 Previously considered by:</b>	<p>n/a</p>

#### **Contact Details:**

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#### **Appendices:**

Appendix 1 – 2019/20 General Fund Projected Revenue and Capital Outturn at Q2

Appendix 2 – 2019/20 Harbour Account Projected Revenue and Capital Outturn at Q2

Appendix 3 – 2019/20 Housing Revenue Account Projected Revenue and Capital Outturn at Q2

Appendix 4 – 2019/20 Variance Analysis of Main Variances Q2

Appendix 5 – 2019/20 Summary of Budget Revisions at Q2

Appendix 6 – 2019/20 Projected Outturn for Use of Reserves at Q2

#### **Background Documents:**

SIC Budget Book 2019/20, SIC 26 February 2019

<http://www.shetland.gov.uk/coins/submissiondocuments.asp?submissionid=23748>

## General Fund Revenue - Projected Outturn Position for 2019/20

2019/20 Projected Variance	2019/20 Year to Date Actual	General/Support	2019/20 Original Budget	2019/20 Budget Revisions	2019/20 Revised Budget	2019/20 Projected Outturn	2019/20 Projected Variance
Qtr 1	Qtr 2				Qtr 2	Qtr 2	Qtr 2
£000	£000		£000	£000	£000	£000	£000
(2)	1,020	Chief Executive Services	1,721	28	1,749	1,771	(22)
(302)	23,866	Children's Services	44,589	927	45,516	45,448	68
(238)	10,174	Community Health & Social Care Services	20,765	(81)	20,685	20,549	135
(61)	5,032	Corporate Services	8,904	1,079	9,984	10,265	(281)
(1,056)	4,974	Development Services	13,644	36	13,679	14,663	(984)
(120)	12,390	Infrastructure Services	15,353	9,924	25,276	26,236	(960)
(1)	223	Fund Managers Fees	1,387	0	1,387	1,396	(9)
0	0	Energy*	3,264	(3,264)	0	0	0
0	0	Water*	377	(377)	0	0	0
0	0	Building Maintenance*	2,557	(2,557)	0	0	0
0	0	Grass Cutting*	173	(173)	0	0	0
0	0	FMU*	721	(721)	0	0	0
0	0	Training**	584	(584)	0	0	0
1,425	(166)	Contingencies & Cost Pressures	1,904	(456)	1,448	1,069	379
208	0	Financing Costs	1,592	0	1,592	1,392	200
14	(121)	Economic Development Investment Income	(1,134)	0	(1,134)	(1,168)	34
4	0	Interest on Revenue Balances	(14)	0	(14)	(14)	0
0	0	Spend to Save (Unallocated)	250	24	274	274	0
0	0	Net Recharges to Other Fund	(2,910)	(1,544)	(4,454)	(4,491)	37
3,318	(22,901)	Other Investment Income ***	0	0	0	(22,865)	22,865
(3,318)	22,901	Other Investment Income transfer to Reserves ***	0	0	0	22,865	(22,865)
<b>(129)</b>	<b>57,392</b>	<b>Total Net Expenditure/(Income)</b>	<b>113,725</b>	<b>2,263</b>	<b>115,988</b>	<b>117,391</b>	<b>(1,403)</b>
		<i>Funded by:</i>					
0	(30,388)	Government Grants	(79,315)	(929)	(80,244)	(80,570)	326
0	(9,754)	Council Tax	(9,738)	0	(9,738)	(9,754)	17
0	0	Spend to Save	(250)	(328)	(578)	(578)	0
129	(17,250)	Contribution from General Fund Reserve	(24,422)	(1,006)	(25,428)	(26,489)	1,060
<b>129</b>	<b>(57,392)</b>	<b>Total Funding/Contribution</b>	<b>(113,725)</b>	<b>(2,263)</b>	<b>(115,988)</b>	<b>(117,391)</b>	<b>1,403</b>
<b>0</b>	<b>0</b>	<b>Balanced Budget</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

\* These budget lines have been incorporated into the Infrastructure Services budget line

\*\* This budget line has been incorporated into the Corporate Services budget line.

\*\*\* These budget lines are the recording of investment returns which are immediately re-invested by fund managers.

## General Fund Capital - Projected Outturn Position for 2019/20

2019/20 Projected Variance	2019/20 Year to Date Actual	General Fund	2019/20 Original Budget	2019/20 Budget Revisions	2019/20 Revised Budget	2019/20 Projected Outturn	2019/20 Projected Variance
Qtr 1	Qtr 2				Qtr 2	Qtr 2	Qtr 2
£000	£000		£000	£000	£000	£000	£000
580	777	Children's Services	1,735	1,001	2,736	2,160	576
(111)	15	Community Health & Social Care Services	355	208513	564	218	345
0	17,467	Corporate Services	2,387	17,783	20,171	18,541	1,629
0	0	Development Services	0	205	205	205	0
2,701	2,325	Infrastructure Services	10,111	(1,318)	8,792	7,562	1,230
<b>3,170</b>	<b>20,585</b>	<b>Total Costs</b>	<b>14,588</b>	<b>17,879</b>	<b>32,467</b>	<b>28,687</b>	<b>3,780</b>
		<i>Funded by:</i>					
0	(2,642)	General Capital Grant	(7,689)	0	(7,689)	(7,689)	0
0	(772)	Capital Grants Unapplied	(38)	(801)	(839)	(839)	0
(3,280)	0	External Grants	(4,037)	2,495	(1,542)	(966)	(576)
0	(543)	External Borrowing	0	(803)	(803)	(903)	100
0	(241)	Spend to Save Reserve	(755)	(1,806)	(2,561)	(1,069)	(1,493)
110	(16,318)	Capital Fund Reserve	(1,814)	(16,965)	(18,779)	(16,966)	(1,812)
0	(68)	Capital Receipts	(255)	0	(255)	(255)	0
<b>(3,170)</b>	<b>(20,585)</b>	<b>Total Funding &amp; Financing</b>	<b>(14,588)</b>	<b>(17,879)</b>	<b>(32,467)</b>	<b>(28,687)</b>	<b>(3,780)</b>
<b>0</b>	<b>0</b>	<b>Balanced Budget</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>



## Harbour Account

## Revenue and Capital - Projected Outturn Position for 2019/20

2019/20 Projected Outturn Qtr 1 £000	2019/20 YTD Actual Qtr 2 £000	Harbour Account	2019/20 Original Budget £000	2019/20 Budget Revisions £000	2019/20 Revised Budget Qtr 2 £000	2019/20 Projected Outturn Qtr 2 £000	2019/20 Projected Variance Qtr 2 £000
		<b>REVENUE:</b>					
(13,035)	(7,686)	Sullom Voe	(10,965)	(1,623)	(12,588)	(14,497)	1,909
394	(222)	Scalloway	496	(104)	392	136	256
222	(159)	Other Piers	171	3	174	291	(117)
0	793	Jetties & Spur Booms	0	0	0	0	0
(1,506)	239	Terminals	(1,536)	0	(1,536)	(1,725)	190
<b>(13,925)</b>	<b>(7,035)</b>	<b>Ports &amp; Harbours Net Expenditure/(Income)</b>	<b>(11,834)</b>	<b>(1,724)</b>	<b>(13,558)</b>	<b>(15,796)</b>	<b>2,238</b>
(1,350)	(160)	Shetland Gas Plant	(1,350)	0	(1,350)	(650)	(700)
<b>(1,350)</b>	<b>(160)</b>	<b>Other Income</b>	<b>(1,350)</b>	<b>0</b>	<b>(1,350)</b>	<b>(650)</b>	<b>(700)</b>
<b>(15,275)</b>	<b>(7,196)</b>	<b>Total Net Revenue Expenditure/(Income)</b>	<b>(13,184)</b>	<b>(1,724)</b>	<b>(14,908)</b>	<b>(16,446)</b>	<b>1,538</b>
		<b>CAPITAL:</b>					
8,626	3,329	Capital Expenditure	8,500	683	9,183	7,730	1,452
(19)	(2)	Capital Receipts	(19)	0	(19)	(19)	0
(500)	0	Capital Other Non-Government Grants	(500)	0	(500)	(500)	0
(5,797)	0	External Borrowing	(5,590)	(208)	(5,797)	(5,797)	0
<b>2,310</b>	<b>3,327</b>	<b>Total Net Capital Expenditure/(Income)</b>	<b>2,391</b>	<b>475</b>	<b>2,866</b>	<b>1,414</b>	<b>1,452</b>
12,965	3,869	Contribution to/(from) Reserve Fund	10,793	1,249	12,042	15,032	(2,990)
<b>0</b>	<b>0</b>	<b>Balanced Budget</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>





## Housing Revenue Account

## Revenue and Capital - Projected Outturn Position for 2019/20

2019/20 Projected Outturn Qtr 1 £000	2019/20 YTD Actual Qtr 2 £000	Housing Revenue Account	2019/20 Original Budget £000	2019/20 Budget Revisions £000	2019/20 Revised Budget Qtr 2 £000	2019/20 Projected Outturn Qtr 2 £000	2019/20 Projected Variance Qtr 2 £000
		<b>REVENUE:</b>					
861	57	Supervision & Management	870	0	870	852	18
2,481	527	Repair & Maintenance	2,338	0	2,338	2,467	(129)
171	31	Void Rents & Charges	171	0	171	171	0
30	1	Garages	30	0	30	29	1
1,277	0	Capital Charges - Dwellings	1,279	0	1,279	1,246	33
<b>4,820</b>	<b>615</b>	<b>Total: Expenditure</b>	<b>4,687</b>	<b>0</b>	<b>4,687</b>	<b>4,766</b>	<b>(78)</b>
(6,847)	(1,187)	Rents - Dwellings	(6,847)	0	(6,847)	(6,847)	0
(244)	(46)	Rents - Other ie garages/sites etc	(242)	0	(242)	(244)	2
<b>(7,091)</b>	<b>(1,233)</b>	<b>Total: Income</b>	<b>(7,089)</b>	<b>0</b>	<b>(7,089)</b>	<b>(7,091)</b>	<b>2</b>
<b>(2,271)</b>	<b>(617)</b>	<b>Total Net Revenue Expenditure/(Income)</b>	<b>(2,401)</b>	<b>0</b>	<b>(2,401)</b>	<b>(2,325)</b>	<b>(76)</b>
		<b>CAPITAL:</b>					
3,554	498	Capital Expenditure	3,546	9	3,554	3,554	0
(20)	(10)	Capital Receipts	(20)		(20)	(66)	46
<b>3,534</b>	<b>487</b>	<b>Total Net Capital Expenditure/(Income)</b>	<b>3,525</b>	<b>9</b>	<b>3,534</b>	<b>3,488</b>	<b>46</b>
(1,263)	130	Contribution to(from) HRA Reserve	(1,124)	(9)	(1,133)	(1,163)	30
<b>0</b>	<b>0</b>	<b>Balanced Budget</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>



General Fund - Revenue	Projected Outturn Variance (Over)/Underspend £	Reasons for Variances over £50k
<b>Chief Executive Services (sub total)</b>	<b>(31,070)</b>	
Executive Services	(21,664)	No significant variances.
Council Members	(291)	No significant variances.
Fund Manager Fees	(9,115)	No significant variances.
<b>Children's Services (sub total)</b>	<b>67,655</b>	
Director of Children's Services	(41,000)	No significant variances.
Children & Families	(90,418)	The projected <b>overspend</b> is due to the additional cost of agency staff to cover for staffing vacancies and specialist family support. The recruitment process is underway for remaining vacancies.
Children's Resources	163,374	The projected <b>underspend</b> is due to staff vacancies which have not been filled due to the ongoing restructure of Children's Social Work.
Library	458	No significant variances.
Quality Improvement/Schools	35,207	The projected <b>underspend</b> is due mainly to current teaching vacancies across the school estate, and highlights the challenges for Children's Services around recruitment, and obtaining the level of supply cover required to fill all teaching vacancies on a temporary basis.
Sport & Leisure	35	No significant variances.
<b>Community Health &amp; Social Care Services (sub total)</b>	<b>135,305</b>	
Director of Community Care & Social Care	10,610	No significant variances.
Adult Services	(28,818)	No significant variances.
Community Care Resources	659,095	The projected <b>underspend</b> is mainly due to estimated overachievement of charging income for board and accommodation, £873k. Income can vary significantly depending on the financial circumstances of those receiving care. There is also anticipated underspend in employee costs due to vacant posts across the service, £298k, as a result of difficulties in recruitment and retention and reduced bed capacity at Islesham. This is off-set by projected overspend on agency staff of (£624k), required as a result of vacant posts and long-term sickness in areas of the services. The introduction of the pool cars and the end of ECU is projecting a saving on mileage costs of £66k.
Criminal Justice	(477)	No significant variances.
Adult Social Work	(555,903)	The projected <b>overspend</b> is mainly due to an increase in demand and the value of Self-Directed Support packages in the year. The uplift in SDS packages is mainly due to offering people the choice in their own care and supporting people to remain in their own homes. There are now several packages over £100k, the equivalent care home cost is £78k. This has increased partly due sleep-in cover costs which are more expensive in individual SDS as opposed to the cost in a care home where this is shared between a number of individuals.
Occupational Therapy	50,798	No significant variances.
IJB	0	No variance.
<b>Corporate Services (sub total)</b>	<b>(281,001)</b>	
Director of Corporate Services	(23,666)	No significant variances.
Assets, Commissioning & Procurement	(127,068)	No significant variances.
Finance	11,945	No significant variances.
Joint Valuation Board	7,292	No significant variances.
Governance & Law	38,351	No significant variances.
Human Resources	(194,845)	The projected <b>overspend</b> is mainly due to anticipated spend on Training £173k.
ICT	6,990	No significant variances.
<b>Development Services (sub total)</b>	<b>(983,510)</b>	
Director of Development Services	(138,573)	Projected <b>overspend</b> is due to additional staffing costs to deliver College Merger project, funding for this was originally anticipated to come from Scottish Funding Council (£131k).
Community Planning & Development	134,604	Projected <b>underspend</b> is primarily due to temporary vacancies £103k.
Economic Development	(692)	No significant variances.
Housing	27,819	No significant variances.
Planning	(4,168)	No significant variances.
Shetland College	(1,074,295)	The projected <b>overspend</b> is primarily due to the Scottish Funding Council no longer agreeing to underwrite the operational costs of the College in the lead up to the proposed merger. The SFC had originally sent a letter of intent in December, following internal discussion no budget provision was made by the Council to meet this cost.
Train Shetland	(81,769)	The projected <b>overspend</b> is primarily due to additional staff required in Vocational Training to deliver modern apprentice programme throughout the Council (£57k).
Transport Planning	153,564	The projected <b>underspend</b> is primarily due to the ZetTrans public bus operations under budget by £123k; a number of school transport services is no longer required with a projected saving of £163k; and special needs school transport underspent by £56k due to the introduction of "parental mileage claims". This is offset by additional consultancy costs in delivering the transport network redesign across Transport Planning and ZetTrans (£227k).
<b>Infrastructure Services (sub total)</b>	<b>(959,821)</b>	
Director of Infrastructure Services	3,615	No significant variances.
Environmental Services	(215,885)	The projected <b>overspend</b> relates to additional temporary staff and overtime to cover long term sickness in Street Cleansing and Refuse Collection (£107k); and reduced income at the Waste Processing Centre due to the delay in completion of new Recycling Shed and resulting delay in the introduction of commercial recycling (£135k).
Estate Operations	61,940	The projected <b>underspend</b> relates to minor underspending across the Council energy budgets £60k.
Ferry & Air Services	(612,005)	The projected <b>overspend</b> is due to increased overtime to cover vacancies and sickness cover for marine staff (£87k); additional costs for vessel maintenance across the fleet for breakdown and unanticipated additional deterioration (£622k); offset by unsuccessful recruitment exercises for vacant electrical engineering posts due to market forces, and unavailability of contractor electrical engineers £167k.
Roads	(197,486)	The projected <b>overspend</b> is for additional costs to hire surfacing plant until new plant arrives (£75k); and reduced income at the Scord Quarry due to reduction in demand from the private sector (£135k).
<b>Total</b>	<b>(2,052,443)</b>	

GENERAL FUND - CAPITAL	Projected Outturn Variance (Over)/Underspend £	Reasons for Variances over £50k
Children's Resources	0	No variance.
Quality Improvement/Schools	575,516	The projected <b>underspend</b> is due to the re-phasing of the works for expansion of Early Learning and Childcare programme in line with the project plan, and the underspend will be required to be carried forward into 2020/21.
Director of Community Care	345,000	The projected <b>underspend</b> is due to the preparation of a business case for the Health & Social Care Information System to be approved by Council prior to commencement.
Director of Community Care & Social Care	320	No significant variances.
Assets, Commissioning & Procurement	1,629,400	The projected <b>underspend</b> is due to profiling of the budgets for the Knab Service Relocations and Storage Improvements project and the Knab Site and Former Eric Gray Demolition Works, which are predominantly scheduled to take place in 2020/21.
ICT	0	No variance.
Director of Development	0	No variance.
Environmental Services	(140,891)	The projected <b>overspend</b> is mainly due to the Recycling Shed build which required additional groundworks for watershed purposes and additional costs for in-house completion of the building once the contractor ceased trading (£123k).
Estates Operations	278,978	The projected <b>underspend</b> on Capital Maintenance Works is for the Baltasound School curtain walling which will not be carried out this year due to delays receiving the engineering specifications for the project. This project will now be tendered for start in 2020/21 £216k; and no spend likely on the Baltasound Wind Turbine until noise constraints and supplier issues are resolved £68k.
Ferry & Air Operations	629,248	The projected <b>underspend</b> is due to staff capacity issues delaying the Foula Airstrip Licensing Works business case preparation resulting in the project slipping to 2020/21 £85k; and less capital life extension works on Ferry vessels than anticipated, with focus on revenue repairs and maintenance £543k.
Roads	462,737	The projected <b>underspend</b> relates to the Roads Rolling Bridge Replacements programme, with the Stonganess Bridge Replacement not started awaiting decisions on potential road replacement affecting design £500k; offset by emergency works for Bastavoe Bridge in Yell which has failed (£50k).
<b>Total</b>	<b>3,780,308</b>	

Housing Revenue Account	Projected Outturn Variance (Over)/Underspend £	Reasons for Variances over £50k
Supervision & Management	17,667	No significant variances.
Repair & Maintenance	(129,428)	The projected <b>overspend</b> is due to the increased requirement for contracted and hired services for the year (£170k) as a result of properties requiring additional painting due to the poor state properties are being left in. In addition, some electrical works which would have been completed in-house have been contracted due to a vacancy, this post has now been filled.
Void Rents & Charges	0	No variance.
Garages	368	No significant variances.
Capital Charges - Dwellings	33,157	No significant variances.
<b>Total: Expenditure</b>	<b>(78,236)</b>	
Interest on Revenue Balances	0	No variance.
Rents - Dwellings	0	No variance.
Rents - Other i.e. garages/sites etc.	2,022	No significant variances.
<b>Total: Income</b>	<b>2,022</b>	
Capital Expenditure	0	No variance.
Capital Receipts	0	No variance.
<b>Net Capital</b>	<b>0</b>	
<b>Increased/(Decreased) Contribution from the HRA Reserve</b>	<b>76,214</b>	

Harbour Account	Projected Outturn Variance (Over)/Underspend £	Reasons for Variances over £50k
Sullom Voe	1,908,961	The projected <b>underspend</b> relates to additional tanker movements anticipated as Clair oil production increases £2.25m; offset by staff cover for two long term absences in Launch Crews (£114k); Tugs Dunter and Tystie dry docking overspend for additional steel works and scaffolding to check mast lights and fittings, and additional welding works and replacement parts no long serviceable (£170k); and additional consultant and legal costs associated with the Clair Request for Information Project (£55k).
Scalloway	256,214	The projected <b>underspend</b> is due to additional annual dues for wellboats at Blacksness due to higher activity in the aquaculture sector £70k; increased fish landing dues from the thriving fishing industry £100k; and additional commercial shipping dues related to increased activity in the West of Shetland oil sector resulting in more visiting supply boats £80k.
Other Piers	(116,674)	The projected <b>overspend</b> is due to slippage on the Skerries pier fendering project which was budgeted and contracted in 2018/19 but delayed due to difficulties in sourcing materials but will now be completed (£50k); reduced salmon landing income at Cullivoe this year due to cyclical harvesting seasons (£60k); refund of prior year harbour dues for a fishing vessels charged in error (£70k); offset by dredging works scheduled for Fair Isle delayed pending the outcome of the Fair Ferry Funding request £58k.
Terminals	189,856	The projected <b>underspend</b> is due to the waiting room refurbishment at Symbister delayed until further decisions made on Whalsay Ferry Service terminal location £180k.
<b>Total - Harbour Operations</b>	<b>2,238,357</b>	
<b>Total - Gas Plant</b>	<b>(700,000)</b>	The projected <b>overspend</b> is due to no income for throughput anticipated this year due to very low gas price.
Capital Expenditure	1,452,160	The projected <b>underspend</b> relates to the Tug Jetty Cathodic Protection project which is no longer going ahead as investigations have concluded that cathodic protection cannot extend the life significantly, resulting in the need for consideration of a new way forward £917k; the Hamarsness Ferry Terminal Painting project has been delayed due to staffing re-organisation and high workload and is required to be rolled forward into 20/21 £350k; the rolling Piers Cathodic Protection programme is now being put out to tender due to in-house staff changes to continue in future years under the proposed contract £240k; offset by an overspend on the crane installation at Blacksness Pier to assist boats landing their catch, prompted by Shetland Fishermen's Association as a manual handling health and safety issue (£55k).
Capital Receipts	(648)	No significant variances
Capital Receipts Reserve	0	No variance.
Other Government Grants	0	No variance.
External Borrowing	0	No variance.
<b>Net Capital</b>	<b>1,451,512</b>	
<b>Increased/(Decreased) Contribution to Reserve Fund</b>	<b>2,989,869</b>	



## Revenue and Capital - Budget Revisions 2019/20

Revisions	Reasons	2019/20 General Fund Revenue Qtr 2 £000	2019/20 General Fund Capital Qtr 2 £000	2019/20 Harbour Account Revenue Qtr 2 £000	2019/20 Harbour Account Capital Qtr 2 £000	2019/20 Housing Revenue Account Capital Qtr 2 £000	2019/20 TOTAL Qtr 2 £000
Purchase of SLAP	Delay in purchase of SLAP, it was planned to be purchased in 2018/19.		16,967				16,967
Budget Carryforwards	Report F-036-F (11/6/19) draft outturn report including approval of revenue and capital carry forwards.	1,526	1,169		780	9	3,484
Harbour Graduate (RF change fund)	Change Fund Application (10/4/19) to support the Sullom Voe Hub project.			28			28
Fair Funding for Ferries Final Funding Change	Scottish Government Finance Circular 2/2019 (7/3/19) this included additional funding after the SIC approved the 2019/20 budget.	(200)					(200)
Roads Resurfacing Re-profiling	Report ACP-04-19 (11/6/19) business case for asphalt surfacing equipment purchase to change method of delivery. Revenue budget not required in 2019/20 but will be required in the revenue budget in future years once new equipment is in place.	(100)					(100)
Knab - Service Relocation	Report ACP-10-19 (SIC 11/9/19) approved funding for Knab site service relocations in line with the Property and Asset Management Strategy Report ACP-02-19 (11-6-19).		743				743
Linkspan Budget CFCR	Report ACP-12-19 (SIC 11/9/19) approved additional budget to meet the additional cost of linkspan tenders received to allow the project to progress.			(1,750)	1,750		0
Re-profile Linkspan Budget to future years	Report ACP-12-19 (SIC 11/9/19) re-profiling of linkspan budget in line with projected spending.				(2,057)		(2,057)
Internal Service Allocations Re-organisation	CMT (18/12/18) agreed the re-organisation of internal service allocations.	108	(108)	(2)	2		0
<b>Total Funded from Reserves</b>		<b>1,334</b>	<b>18,771</b>	<b>- 1,724</b>	<b>475</b>	<b>9</b>	<b>18,865</b>
Teacher Pay Settlement	Scottish Government Funding Letter for SNCT Pay Award (21/6/19)	898					898
Town Centre Regeneration	Scottish Government Capital Grant for Town Centre Fund (7/3/19)		205				205
Budget Carryforwards	Report F-036-F (11/6/19) draft outturn report including approval of revenue and capital carry forwards.		801				801
Homelessness Housing Grant	Scottish Government Grant for Rapid Rehousing Transition Plans (17/7/19)	31					31
Re-profile Fair Funding for Ferries (ferry replacement)	Report ACP-09-19 (SIC 11/9/19) approved the reprofiling of the ferry replacement programme pending a decision by Transport Scotland on funding.		(2,700)				(2,700)
<b>Total Funded from Scottish Government Grants</b>		<b>929</b>	<b>(1,694)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(765)</b>
Budget Carryforwards	Report F-036-F (11/6/19) draft outturn report including approval of revenue and capital carry forwards.		802				802
<b>Total Funded from Borrowing</b>		<b>-</b>	<b>802</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>802</b>
<b>TOTAL REVISIONS</b>		<b>2,263</b>	<b>17,879</b>	<b>(1,724)</b>	<b>475</b>	<b>9</b>	<b>18,902</b>





## Use of Reserves in 2019/20

(includes General Fund/Harbour Account/Housing Revenue Account/Spend to Save)

Draw on Reserves	2019/20 Original Budgeted Draw £000	2019/20 Revisions £000	2019/20 Revised Budgeted Draw £000	2019/20 Projected Draw £000	2019/20 Revised Variance Draw £000
<b>Revenue Draw on Reserves</b>	<b>9,088</b>	<b>(390)</b>	<b>8,698</b>	<b>8,296</b>	<b>402</b>
Revisions:					
Carry Forwards - GF		1,526			
Increase in Fair Ferry Funding - GF		(200)			
Roads Resurfacing Project - GF		(100)			
Internal Service Allocations - GF/HA		106			
RF Change Fund - Graduate - HA		28			
Linkspan CFCR - HA		(1,750)			
<b>Capital Draw on Reserves</b>	<b>8,485</b>	<b>19,255</b>	<b>27,740</b>	<b>22,937</b>	<b>4,803</b>
Revisions:					
Capital Carryforwards - GF		1,169			
Purchase of SLAP - GF		16,967			
Knab - Service Relocation - GF		743			
Capital Carryforwards - HA		780			
Capital Carryforwards - HRA		9			
Linkspan CFCR/Reprofiling - HA		(307)			
Internal Service Allocations - GF/HA		(106)			
<b>Total Budgeted Draw on Reserves</b>	<b>17,573</b>	<b>18,865</b>	<b>36,438</b>	<b>31,233</b>	<b>5,205</b>





<b>Meeting(s):</b>	<b>Policy and Resources Committee</b>	<b>25 November 2019</b>
<b>Report Title:</b>	<b>Council Investments - 2019/20 Mid Year Performance Review Report</b>	
<b>Reference Number:</b>	<b>F-058-F</b>	
<b>Author / Job Title:</b>	<b>Report Presented by Executive Manager - Finance</b>	

### 1.0 Decisions / Action required:

- 1.1 That the Policy and Resources Committee NOTE the outcome of this Mid Year review.

### 2.0 High Level Summary:

- 2.1 This report will allow the Policy and Resources Committee to review the 2019/20 mid year investment position and performance of the Council's long term external investments, managed on its behalf by fund managers.
- 2.2 The Council's investments increased in value by £14 million over the first six months of the 2019/20 financial year and now have an overall value at the end of September of £355 million.
- 2.3 Over the first six months of 2018/19 BlackRock were close to their benchmark aim, while Baillie Gifford were above their benchmark and Insight were below their benchmark. The combined investment return over the six month period was 6.9%, which was 0.5% above the benchmark return. See additional information in Appendix 1.
- 2.4 The conclusion of the Mid Year review is that Fund Manager performance has been mixed but the overall total return is above the benchmark and there is no immediate action recommended to be taken.
- 2.5 A new investment strategy was approved by the Council on 22 August 2018. The new investment strategy required tender exercises for new investments, which resulted in two new investment mandates being awarded by the Council on 16 January 2019, a Direct Lending mandate to Partners and a Diversified Alternatives mandate to BlackRock. These new mandates will be funded when the fund managers find appropriate investment opportunities. During the six month period to September 2019 Partners requested 16% of their mandate, which was transferred to them in cash. They have now received 46% in value of their mandate as at the end of September 2019.

### 3.0 Corporate Priorities and Joint Working:

- 3.1 The Council's overall investment strategy is important to the Council's Reserves,

which play a key role in helping the Council deliver its corporate objectives, as described in the Community Plan, the Corporate Plan and other strategic documents.	
<b>4.0</b>	<b>Key Issues:</b>
4.1	This report is only a six month snapshot of how the markets and fund managers have performed. Over the remainder of the financial year the performance of the Council's investments could easily increase or decrease depending on economic and investment circumstances.
<b>5.0</b>	<b>Exempt and/or confidential information:</b>
5.1	<i>None</i>

<b>6.0</b>	<b>Implications :</b>
<b>6.1 Service Users, Patients and Communities:</b>	The performance of the Council's investments has a direct impact on the level and volume of services that it can afford to provide to the people and communities of Shetland. Therefore monitoring of performance provides assurance that the additional funding which is created through the investments is sustainable.
<b>6.2 Human Resources and Organisational Development:</b>	<i>None</i>
<b>6.3 Equality, Diversity and Human Rights:</b>	<i>None</i>
<b>6.4 Legal:</b>	This report complies with the consent issued by the Scottish Ministers under the Local Government Investments (Scotland) Regulations 2010, to give a Mid Year Report on the investment position to the Council.
<b>6.5 Finance:</b>	<p>It is recognised that the actual investment performance each year will be different to what is expected or required however over the long term this will be monitored and reviewed to ensure that the Council is working towards meeting its long term investment objectives.</p> <p>It is not likely that the Council can expect a positive investment return from its investments every year but having robust governance and monitoring in place, alongside a diversified investment strategy, mitigates the financial risks and enables the Council to take action at appropriate times to address poor performance by the fund managers. This report is part of that governance and monitoring framework, and complies with the reporting requirements of the CIPFA Code of Treasury</p>

	Management that requires a Mid Year Review report and an Annual Year End Performance Review Report.
<b>6.6 Assets and Property:</b>	Long term investments are assets of the Council and represent money given to fund managers to manage on its behalf for sustainable long term benefits. The Council relies upon each fund manager's fiduciary duty and to buy and sell appropriate assets in accordance with the mandate awarded to them and to report regularly on the value and performance of the fund in which Council money is invested. The value of long term investments under these mandates can go down as well as up.
<b>6.7 ICT and new technologies:</b>	<i>None</i>
<b>6.8 Environmental:</b>	<p>Whilst the fund managers have delegated powers for the acquisition and realisation of investments, fund managers will be expected as part of their investment process to consider all factors, including the social, environmental and ethical policies of companies in which they may invest, to the extent that these may materially affect the long term prospects of such companies. The fund managers will also be expected to enter into dialogue with companies in which they invest, in relation to the pursuance of socially responsible business practices, and report on these activities.</p> <p>Corporate Governance is a key responsibility for institutional shareholders and as a matter of principle the Council will seek to exercise all of its voting rights in respect of its shareholdings. It is recognised however that in practical terms this may not always be possible for overseas holdings. However for UK stocks all voting rights will be exercised in a positive fashion, i.e. no abstentions.</p> <p>The fund managers, who will act in accordance with this policy, will exercise voting.</p> <p>All of the Council fund managers have signed up to the United Nations Principles on Responsible Investment. The principles reflect the view that environmental, social and corporate governance (ESG) issues can affect the performance of investment portfolios, and therefore must be given appropriate consideration by investors, if they are to fulfil their fiduciary (or equivalent) duty. The Principles provide a voluntary framework by which all investors can incorporate ESG issues into their decision-making and ownership practices, and so better align their objectives with those of society at large.</p>
<b>6.9 Risk Management:</b>	All investments carry risk. Risks, such as market risk are mitigated and actively managed through diversification of fund managers, asset classes, markets, size of holdings and through performance monitoring against benchmarks.

<b>6.10 Policy and Delegated Authority:</b>	In accordance with Section 2.2.1(7) of the Council's Scheme of Administration and Delegations, the Policy and Resources Committee has delegated authority to secure the coordination, control and proper management of the financial affairs of the Council.	
<b>6.11 Previously considered by:</b>	<i>None</i>	

**Contact Details:**

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**Appendices:**

*Appendix 1 – 2019/20 Mid Year Performance Review Report*

**Background Documents:**

*None*

## 2019/20 Mid Year Performance Review Report

**1.0 Investment Position and Market Performance**

- 1.1 This report complies with the consent issued by the Scottish Ministers under the Local Government Investments (Scotland) Regulations 2010, and with the requirements of the CIPFA Code of Practice for Treasury Management in Public Services 2011, in respect of the requirement to report the mid year investment position to the Council.
- 1.2 This report concentrates on the six-month period from April to September 2019. The report looks at the performance of the Council's fund managers, the overall investment performance relative to the markets, the physical movement of funds, any changes from the investment strategy, and any other relevant issues relating to the investments over the period.
- 1.3 The Council has three fund managers with total investments under management at the end of September 2019 of £355 million. The funds, type of mandate and market values at the end of September 2019 are as follows:

Manager	Mandate	% of Reserves	Market Value (£m)
Baillie Gifford	Equity and Diversified Growth	55%	195
BlackRock	Equity	33%	117
Insight	Bonds and Cash	7%	24
Partners	Direct Lending	5%	19

- 1.4 The Council's investment strategy is being reorganised into a new investment strategy (min ref: 45/18). Two new mandates were awarded, to Partners in Direct Lending and to BlackRock in Diversified Alternatives (minute ref: 01/19), following a fund manager tender exercise conducted by investment consultants KPMG.
- 1.5 Partners mandate will be funded from Insight's outgoing mandate. Partners will ask for funds when they find appropriate investments, so it may take up to a year to be fully funded in the Direct Lending mandate. Partners have so far requested and received £19.7 million up to the end of September 2019. BlackRock will reorganise their investments and transfer funds between their equity mandate and their new Diversified Alternatives mandate when investment opportunities arise.

- 1.6 Individual fund manager performance is detailed later but there is the need to consider the effect of the markets themselves and of any cash withdrawals or injections into the funds. The following table shows the effect on the overall investments of these factors during the six-month period.

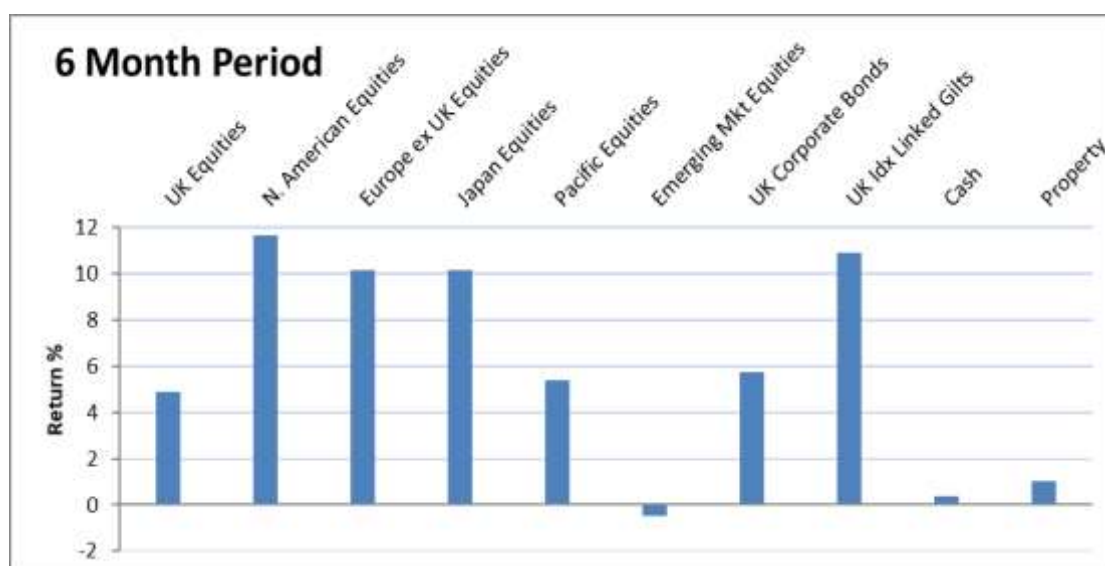
SIC Funds

	£ Million
Market value as at 31/03/19	341
(Withdrawals) / Additions	(8)
Investment Return	<u>22</u>
<b>Market value as at 30/09/19</b>	<b><u>355</u></b>

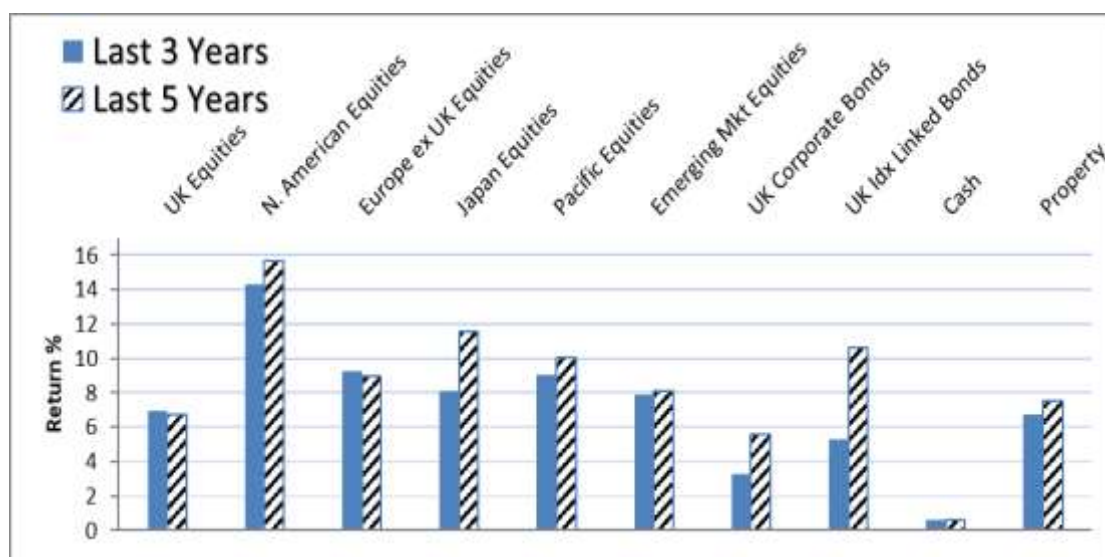
- 1.7 The figures show a £22 million positive investment return over the six month period. The increase in investment returns is due to investment returns from various asset classes, with equities being the best returning asset class over the period.
- 1.8 Over the six month period £8 million was withdrawn from the Council's investments. This withdrawal was required to support the Council's bank account, which covers both the revenue expenditure and the capital programme.
- 1.9 The Council's Reserves have therefore increased in overall value by £14 million over the first six months of this financial year.
- 1.10 The six month period to September 2019 saw equity markets initially rise quite strongly to June, but since then they have been quiet with only modest gains. Worries about the US-China trade tensions, Hong Kong protests and political uncertainty in Italy have led to a difficult final few months. However, the US has seen improving economic data during this six month period, which has resulted in the US cutting interest rates twice.
- 1.11 In the UK concerns over Brexit has dominated the news his year. The UK equity market has remained in positive territory over the six month period, helped by the fall in sterling against other major currencies, which has boosted overseas profits of UK companies.



- 1.12 The investment markets performance, over the main asset classes the Council invests into, over the six month period looked like this:



- 1.13 This is only a six month snapshot of how the various investment classes and sectors have performed and it shows how, in the short term, you can have volatility that produces both positive and negative returns. History shows that investments in these asset classes over the long term are usually positive, which is the reason the investment strategy is based on a long term investment horizon. As an example of the differences in market returns over a slightly longer time period, the following graph shows the same asset classes returns per annum over the last three and five years.



- 1.14 The fund manager has negligible influence over the market return but they may be required by the mandate agreement to invest into these markets. The main constituent of a fund's performance is the market return where the fund is invested. A fund manager with an active mandate is asked to outperform the market return by a certain percentage, whereas a fund manager with a passive mandate is aiming to match the market return.

## 2.0 Fund Manager Performance

- 2.1 The Council invests in various asset classes for the long term, generally five years or more. This report looks at the performance of the fund managers and the investment return they have achieved over a six month period only.
- 2.2 The Council's fund managers have, over the six month period to the end of September 2019, performed as follows:

Manager	Fund Return	Benchmark Return	% Return Compared to Benchmark
Baillie Gifford	6.2	5.4	0.8
BlackRock	8.4	8.3	0.1
Insight	5.3	5.7	-0.4

### **Baillie Gifford**

- 2.3 Baillie Gifford's Fund was split between an active Global Equity Fund (30%), an active UK Equity Fund (30%) and a Diversified Growth Fund (40%) up to June 2019. In line with the new investment strategy Baillie Gifford's Fund was reorganised in July 2019 and is now split between their Global Equity Fund (55%), UK Equity Fund (18%) and Diversified Growth Fund (27%).
- 2.4 Over the six month period to the end of September the diversified growth fund and the UK equity fund were above their respective benchmarks, but the global equity fund was below its benchmark. UK equities were the best performing sector against the benchmark over the six month period returning 7.0%. The global equity fund, although under its benchmark, still had the highest six monthly return of 8.7%. The diversified growth fund returned 3.7% against its benchmark of 2.2%. The overall combined fund returned 6.2% over the six month period and outperformed the benchmark by 0.8%.

### **BlackRock**

- 2.5 The fund with BlackRock is invested passively in equities, this means that BlackRock is trying to track the market return, which is the benchmark for the fund. The equity markets were positive over the six month period, therefore BlackRock's fund also produced a positive return. Over the six month period BlackRock were only 0.1% from the benchmark return of 8.3%.
- 2.6 The fund with BlackRock is split between a developed world equity fund 75% and emerging market equity fund 25%. Over the six month period developed world equities returned 10.6% compared to emerging market equities which returned 1.8%.

### **Insight**

- 2.7 The bond fund with Insight is invested equally in three sub funds, which are corporate bonds, index linked bonds and a bonds fund with a cash plus benchmark. Insight underperformed the benchmark over the six month period in a rising bond market, but produced a positive investment return of 5.3%. Over the six month period all three investment areas produced positive investment returns, UK Index linked bonds produced the highest return at 10.8%, corporate bonds returned 5.8% and the bonds fund returned 0.7%.

### **Partners**

- 2.8 Partners have so far requested and received 46% in value of their investment mandate. Partners mandate is in Direct Lending. Performance monitoring of their mandate will commence once the Council is fully invested.

### **Overall**

- 2.9 The overall Council investment return for the six-month period to the end of September 2019 was 6.9%, which was 0.5% above the benchmark return.

## **3.0 After the end of September 2019**

- 3.1 At the end of October 2019 the Council investments had a value of £348 million (unaudited).





Shetland Islands Council



Agenda Item

**3**

<b>Meeting(s):</b>	<b>Education and Families Committee Policy and Resources Committee Integration Joint Board</b>	<b>18 November 2019 25 November 2019 28 November 2019</b>
<b>Report Title:</b>	<b>Chief Social Work Officer Report</b>	
<b>Reference Number:</b>	<b>CS-30-19-F</b>	
<b>Author / Job Title:</b>	<b>Interim Chief Social Work Officer</b>	

#### **1.0 Decisions / Action required:**

- 1.1 Education and Families Committee is asked to CONSIDER and NOTE the Annual Report from the Chief Social Work Officer.
- 1.2 Policy and Resources Committee is asked to CONSIDER and NOTE the Annual Report from the Chief Social Work Officer.
- 1.3 The Integration Joint Board is asked to CONSIDER and NOTE the Annual Report from the Chief Social Work Officer.

#### **2.0 High Level Summary:**

- 2.1 The Chief Social Work Officer (CSWO) is required to prepare a summary annual report for the Council and the Integration Joint Board on the functions of the Chief Social Work Officer role and delivery of the local authority's social work services functions.
- 2.2 The overall aim of the CSWO role is to ensure that the Council and the Health and Social Care Partnership receive effective, professional advice and guidance in the provision of all social work services, whether these are provided directly; in partnership with other agencies or purchased on behalf of the local authority. The CSWO is also required to assist local authorities and their partners in understanding the complexities and cross cutting nature of social work service delivery and this is evident throughout the report.
- 2.3 This report provides an overview of social work and social care activity including key developments, achievements and information on statutory duties. It is not intended to be exhaustive but gives an indication of the types of work undertaken over the past year including priorities, challenges and opportunities.

### **3.0 Corporate Priorities and Joint Working:**

- 3.1 The Chief Social Work Officer's report was prepared by engaging with Leads across the services to gather data and information on the way we deliver services.
- 3.2 Social Care and Social Work services contribute to the Corporate Priorities as detailed in the Integrated Children's Services Plan and the Health and Social Care Joint Strategic Commissioning Plan.
- 3.3 The Integrated Children's Services Plan 2017-2020 centres around three key themes: improving emotional wellbeing and resilience, strengthening families and tackling inequalities.
- 3.4 The Joint Strategic Commissioning Plan 2019-2022 describes the way in which health and social care services can be delivered jointly across Shetland. It outlines projects intended to deliver change, which includes the development of sustainable models of care.

### **4.0 Key Issues**

- 4.1 Social work and social care services enable, support, care for and protect people of all ages in Shetland. This is achieved by providing services designed to promote individual safety, dignity and independence and by contributing to community safety by reducing offending and managing the risks posed by those on community sentences.
- 4.2 The Services have continued to contribute to the work of the Shetland Partnership's Local Improvement Plan by being actively involved with partners who work towards:
  - Protection and Safety, including child and adult protection, community justice, offender management and domestic violence.
  - Working together with partners to develop outcome focused services for children, adults and families.
- 4.3 Key Achievements:
  - Social Work and Social Care continue to deliver good quality services and this is evidenced in the grades achieved by registered services. The balance of care continues to shift towards supporting more people in their homes and communities with opportunities for increasing use of Self Directed Support and better use of technology.
  - The Services continue to work in partnership with other statutory and third sector partners to progress key strategies including mental health; children's services; learning disability; unpaid carers and community justice. We have been successful in caring for and supporting individuals with complex needs across Adult Services, Children's services and Criminal Justice.
  - Protection and Safety remains a priority and this covers child and adult protection, and offender management. There is continuous progress in

identifying and responding to children and young people and vulnerable adults at risk of abuse and neglect.

- Social services continue to adapt and evolve in line with new legislation, policy and best practice. Improved engagement with people using services, their carers and other partners is supporting people to achieve their agreed outcomes.
- Children's Fieldwork and Resource teams have integrated, bringing the two teams together under one Executive Manager. The redesign is helping to promote a shared vision and unity of purpose amongst Children's Social Work staff, helping them to develop wider skills and promoting flexibility across the professional staff group.
- The completion of the new Eric Gray @ Seafield provides an accessible modern hub for adults with learning disabilities; autism and complex needs, and offers supported day opportunities and vocational activities.

#### 4.4 Key Challenges / Opportunities:

- Caring for children, young people and adults with complex need within their own communities' and preventing people being placed off island for care, remains a priority and a challenge. Services are continually looking for ways to meet individual need without the need to access specialist services on the mainland.
- The importance of early intervention, prevention and enablement, remains a focus and work is ongoing to try to balance the conflicting need for growth, at a time when statutory need is growing and finances are becoming tighter.
- Ageing population and high employment rates means we are competing for posts within a limited work pool. We have relied on agency staff to help deliver key functions in Children's Services and Adult Care and are actively addressing this. Differences in roles, responsibilities and pay across social work is causing concern and there is a need to try to establish some consistency. We also need to compete with mainland authorities in order to attract staff to Shetland.
- There is a need to find a way of streamlining systems to free up workers to spend more time supporting individuals who use our services.

#### 4.5 Key Priorities:

- To celebrate the good work social work, social care and our partners achieve.
- Develop quality assurance and data management systems that support the work of the services and contribute towards service development, identification of personal outcomes and fulfilment of statutory duties.
- To improve workforce development and succession planning by reviewing internal and external challenges to recruitment, roles and responsibilities and training opportunities.
- Working in partnership with and listening closely to people who use services; unpaid carers; families and communities. Community Led Support will be the cornerstone of this engagement to shape the way we deliver services and build

community resilience. This will provide us with the opportunities to have real conversations with communities about the shape of future services.

- Review of governance arrangements, ensuring that they remain fit for purpose and receive the correct information to fulfil their duties.
- Addressing the recommendations in the Audit Scotland Impact Report 2018.

## **5.0 Exempt and/or confidential information:**

5.1 None

## **6.0 Implications**

<b>6.1 Service Users, Patients and Communities:</b>	Social services are delivered, often in partnership with other services, and takes account of the views of carers and service users.
<b>6.2 Human Resources and Organisational Development:</b>	Workforce planning and development is fundamental to ensuring there is the capacity and skills within the workforce to deliver services. Work is underway to consider career pathways and succession planning solutions.
<b>6.3 Equality, Diversity and Human Rights:</b>	Ethical awareness, professional integrity, respect for human rights and a commitment to promoting social justice are at the heart of social work practice.
<b>6.4 Legal:</b>	The Social Work (Scotland) Act 1968 requires local authorities to appoint a single Chief Social Work Officer. Guidance on the Chief Social Work Officer role (Scottish Government, July 2016) summarises the scope of the role of the Chief Social Work Officer.
<b>6.5 Finance:</b>	This report provides relevant social work and social care information that can be used when considering financial priorities.
<b>6.6 Assets and Property:</b>	No implications arising from this report.
<b>6.7 ICT and new technologies:</b>	None
<b>6.8 Environmental:</b>	No implications arising from this report.
<b>6.9 Risk Management:</b>	Each key challenge brings with it a level of risk that impinges on the ability of the Local Authority to deliver on its statutory duties and personalisation agenda. The ability to be aware of and manage our risks is dependent on the quality of our staff;



	<p>processes; data collection; data management and governance systems.</p> <p>The management of risk is part of daily practice in social work and there are mechanisms in place to address risks at various levels. The CSWO has a contribution to make in supporting overall performance improvement and management of corporate risk. The CSWO is a member of the Council's Risk Management Board, Shetland Public Protection Committee and MAPPA Strategic Oversight Group.</p>	
<b>6.10 Policy and Delegated Authority:</b>	<p>In accordance with Section 2.3.1 of the Council's Scheme of Administration and Delegations, the terms of this report concerning matters relating to Children and Families, are within the remit of the Education and Families Committee.</p> <p>The Policy and Resources Committee has delegated authority for the development and operation of the Council as an organisation and all matters relating to organisational development and staffing.</p> <p>Shetland's Integration Joint Board is responsible for the operational oversight of Integrated Services and through the Chief Officer is responsible for the operational management of Integrated Services, including Adult Social Work.</p>	
<b>6.11 Previously considered by:</b>	Social Work Governance Group Clinical Care and Professional Governance Committee	September 2019 October 2019

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 Report Finalised: 07 November 2019

#### Appendices

Appendix 1 - Chief Social Work Officer Annual Report 2018/19



**Shetland Islands Council**  
**Chief Social Work Officer**  
**Report 2018-19**



Flag designed by #Shetland Crew, Care Experienced Young People in Shetland for National Care Day. The Flag was raised on the Lerwick Town Hall.

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## **1 Introduction**

I am pleased to present the Chief Social Work Officer's Annual Report for the period 1 April 2018 - 31 March 2019. The report provides an overview of social work and social care services across the Community Health and Social Care Directorate and the Children's Services Directorate. It includes information on activity, performance and key achievements, as well as information on the statutory decisions made by the Chief Social Work Officer on behalf of Shetland Islands Council and highlights key challenges and priorities for services.

The Social Work Services workforce is diverse and includes roles and responsibilities across social work and social care that are necessary in providing good quality and responsive services. This includes the protected functions of social workers who are involved in supporting and managing high risk and complex needs of the most vulnerable members of our communities and those who cause serious harm to others and are managed through the criminal justice system; Social care employees, who provide the day to day care and support to enable people to live in their own homes or in supported and residential care. Mental Health Officers, who have specific duties to carry out independent assessments on individuals in crisis and Occupational Therapy staff, who work across the services to ensure the most effective support mechanisms are in place to meet individual changing needs.

All staff work within their own professional frameworks and most are registered with professional organisations. All staff strive to uphold the Council's values and behaviours of Providing Excellent Service, Working Well Together and Taking Personal Responsibility.

This report is not intended to be exhaustive but will give insight into the varied and complex environments that we work in and demonstrate the good work that is being undertaken to meet individual need and personal outcomes. It will demonstrate the complex and challenging processes staff work within and the services ability to be responsive to ever changing demands both locally and nationally. Partnership working and co-production have been evident across both Directorates and we are committed to continue with this approach to delivering good quality care and protection for those most vulnerable within our communities.

I would like to take this opportunity to thank Martha Nicolson, Chief Social Work Officer from 2015 - 2018 who has now retired. Martha worked for the Shetland Islands Council for around 16 years and has been invaluable in assisting and leading on developments within Children's Services. Whilst undertaking the CSWO role Martha provided professional leadership across the social work functions and; helped highlight the good work that is undertaken in Shetland. She promoted good governance through the establishment of a social work governance framework and introduced a new integrated approach to the delivery of services and better outcomes for our children and families.

I would also like to thank all social work and social care staff for their hard work and dedication to delivering quality services across the islands, it is challenging but staff work hard to overcome any obstacles they face. I would also like to acknowledge and thank our colleagues across the statutory services and third sector who help us on a daily basis to make positive differences to people's lives.

## **2 CSWO's Summary of Performance**

Social Work and Social Care Services continue to provide quality services to those members of our communities who are in need of support, care and protection. The Services have continued to contribute to the work of the Shetland Partnership's Local Improvement Plan by being actively involved with partners who work towards:

Protection and Safety including child and adult protection, community justice, offender management and domestic violence.

Working together and developing outcome focused services for children, adults and families through the Integrated Children's Services Plan and the Health and Social Care Joint Strategic Commissioning Plan.

We have been successful with working with partners to care for and support individuals with complex needs across adult care, child care and criminal justice. Social Justice and human rights remain paramount to social work ethics and these are promoted at all opportunities.

### **Key Developments and Achievements**

#### **Children's Services**

Children's Services have focused on the integration of the Children's Fieldwork and Children's Resource team, bringing the two teams together under one Executive Manager. This is part of a stepped process of change, with the aim of encouraging staff to work more closely together to deliver the best outcomes for children and young people in Shetland. The project team delivered on its action plan in March 2019 and this approach is helping to promote a shared vision and unity of purpose amongst Children's Social Work staff, helping them to develop wider skills and promoting flexibility across the professional staff group. This has also provided the service with an opportunity to review processes and ensure a more streamlined service for our children and young people. The service has led on or supported:

- Changes to the way we manage risk through the introduction of the Care and Risk Management Case Conference (CARM) which has provided a formal opportunity for agencies to discuss high risk cases and look at more creative ways of caring for young people on island. This has included the trialling of 24 hour support to prevent young people having to go off Island.
- The new build children's home is progressing which will provide capacity to meet the needs of those children already in our care and up to the age of 21 years as required by the Continuing Care (Scotland) Order 2015.
- The recruitment of additional foster carers and assessed families to be Kinship Carers and Adopters.
- Participation in the Independent Care Review and the STOP and GO programme. The Stop and Go programme encourages Local Authorities to assess their activities in relation to Looked After Children and identify what we want to STOP and new things we want to proceed with.

## **Services for Adults**

The Services within Adult Social Work, Adult Services and Community Care Resources have continued to focus on enabling people to live as independently as possible in their own homes or in a homely environment within their communities. We have worked in a creative manner to help people develop support plans that meet their individual needs. Self-directed support continues to change the way care is delivered and is providing individuals with more opportunities to live fulfilling lives. The Services have led on or supported:

- The implementation of the Carers (Scotland) Act 2016 with the introduction of adult carer support plans and eligibility criteria.
- The opening of the New Eric Gray Centre @ Seafield that provides support for individuals with learning disabilities.
- The establishment of a transition group to review processes for young people with learning disabilities transitioning from education/children's services to adult services.
- The Self Directed Support Thematic Inspection led by the Care Inspectorate and Health Improvement Scotland.
- The development of a new strategy for palliative and end of life care.

## **Criminal Justice**

Criminal Justice Social Work Services continues to work closely with partners across the statutory and third sector ensuring that individuals who commit offences are provided with the best opportunities to reduce their offending behaviour and lead fulfilling lifestyles within their own communities.

This Service works closely with the Community Justice Partnership in delivering on its Strategic Plan. This work has included:

- Developing opportunities for individuals to participate in physical activity and build their own support systems through work with third sector groups and churches.
- A review of youth justice social work which has resulted in all young adults under the age of 18 who are not subject to statutory sentences being worked with by the Children's Service and not the Adult Criminal Justice Service.
- Changes to systems to extend the Whole System Approach to Care Experienced Young People up to the age of 21. This ensures a holistic approach is taken to their welfare and criminogenic needs.

## **Public Protection**

In March 2019 the Shetland Public Protection Committee (SPCC) was established. The SPCC brought together Shetland Child Protection and Adult Protection Committees under an independent chair. It fulfils all the functions of Adult and Child Protection Committees as laid down in legislation and guidance. The Committee has established its remit and membership and developed a Business Plan for 2019/20 that captured continuing work for Child Protection and Adult Protection. It highlights the importance of quality assurance of interagency practice in protecting adults and children and improving the participation of young people and adults in the work of the SPCC.

We have developed a Senior Officer Case Review Group with a remit to meet and discuss those cases that are not progressing as intended. The group has met twice and this is proving to be very beneficial to interagency working at a senior level.

## **Key Challenges and Priorities**

The social work landscape is continually being shaped and changed by legislation and national guidance and the services work hard at adapting to the demands placed on them. There will always be key challenges to delivering social work services as that is the nature of the work. People's needs are not static and we need to have a responsive and sustainable service to meet these changes. We are fortunate that the Shetland Islands Council has continued to finance service development and provide opportunities to try out steps of change but we are aware that this will become more difficult as funding decreases.

The Audit Scotland Social Work in Scotland report 2016 and the Impact report 2018, highlighted challenges that Social Work is facing and made recommendations to Councils and Integration Joint Boards in relation to governance, sustainability of services, role and capacity of the CSWO role and these will be addressed locally over the coming year.

### **Key Challenges:**

- Caring for children, young people and adults with complex need within their own communities' and preventing people being placed off island for care remains a challenge and priority for all services.
- Building self-resilience through early prevention work at a time when statutory need is growing and finances are becoming tighter.
- Increase in demand for services at a time when resources both human and financial are diminishing.
- Ageing population and a high employment rates means we are competing for posts within a limited work pool. We have relied on agency staff to help deliver key functions in Children's Services and Adult Care.
- Compete with mainland authorities for key social worker roles when local rates of pay are not viewed as competitive.
- Maintaining responsive and sustainable services to meet changing needs of individuals due to complex needs and co morbidity.



- Balancing time spent with individuals with the need to ensure paper work and systems are kept up to date.

Key Priorities:

- To celebrate the good work social work, social care and our partners achieve.
- Develop quality assurance and data management systems that support the work of the services and contribute towards service development, identification of personal outcomes and fulfilment of statutory duties.
- Review of governance arrangements, ensuring that they remain fit for purpose and receive the correct information to fulfil their duties.
- Being creative with recruitment and increasing training and apprenticeship opportunities.
- Further development of Self Directed Support systems and opportunities across age groups.
- Working in partnership with and listening closely to people who use services, carers, families and communities. Using this engagement in shaping the way services are delivered and building community resilience through Community Led Support. This will provide us with the opportunities to have real conversations with communities about the shape of future services.
- Addressing the recommendations in the Audit Scotland Impact Report 2018.

## Celebrations

We have had lots to celebrate this year and below is a few of the key events: The focus of International Social Work / Social Care Day and National Care Week was around the importance of relationships and the positive experiences that can be achieved through good, caring relationships and I think this is evident in the things we have achieved this year.

### National Care Week:

The flag depicts the care journey of some young people. The distance between the Sumburgh and Flugga Lighthouses, represents the care journeys of some of our children and young people.

The lighthouse symbolises the light shining over rough waters leading the ships safely to shore. It asks us to consider how we can be lighthouses for our care experienced children and young people within our communities.

The Orca represents the strength needed by our care experienced young folk and the mirrie dancers light up the sky to represent their skills, talents, hopes, dreams and achievements.

The young people invited their personal lighthouses to celebrate with them.

The Poem: Resilient, was written by a young person as part of a creative writing workshop.

Well done to all the children and young people who are involved in #Shetlandcrew and Sian, Who Cares Scotland Advocacy and Participation Worker, for the fantastic work you have created this year.



Journeys: Young people created a doll that reflected themselves and their journeys.

### Resilient

I am resilient like a fishing boat  
Full of fish

I am resilient like the crew  
Who work aboard her  
Who know how to work her  
Who know how to keep her  
Clean and shipshape.

Who know where to fish.

They must leave home for weeks at a time

Like me they sail in ferocious seas

Steady yourself for the sail ahead, as the huge waves crash.

Take a deep breath, steer straight ahead, steady as we go.

Like me the boats are strong.

There is a rock in the middle of the harbour

Marking shallow water that the boats must turn really hard to avoid.

Care is like shallow water  
You are lucky to get through it.

Sometimes you want to give up.

And drift.

Where will it take you?

Stranded on a beach?

On the rocks?

Or out to open water?

My lighthouses look out for me.

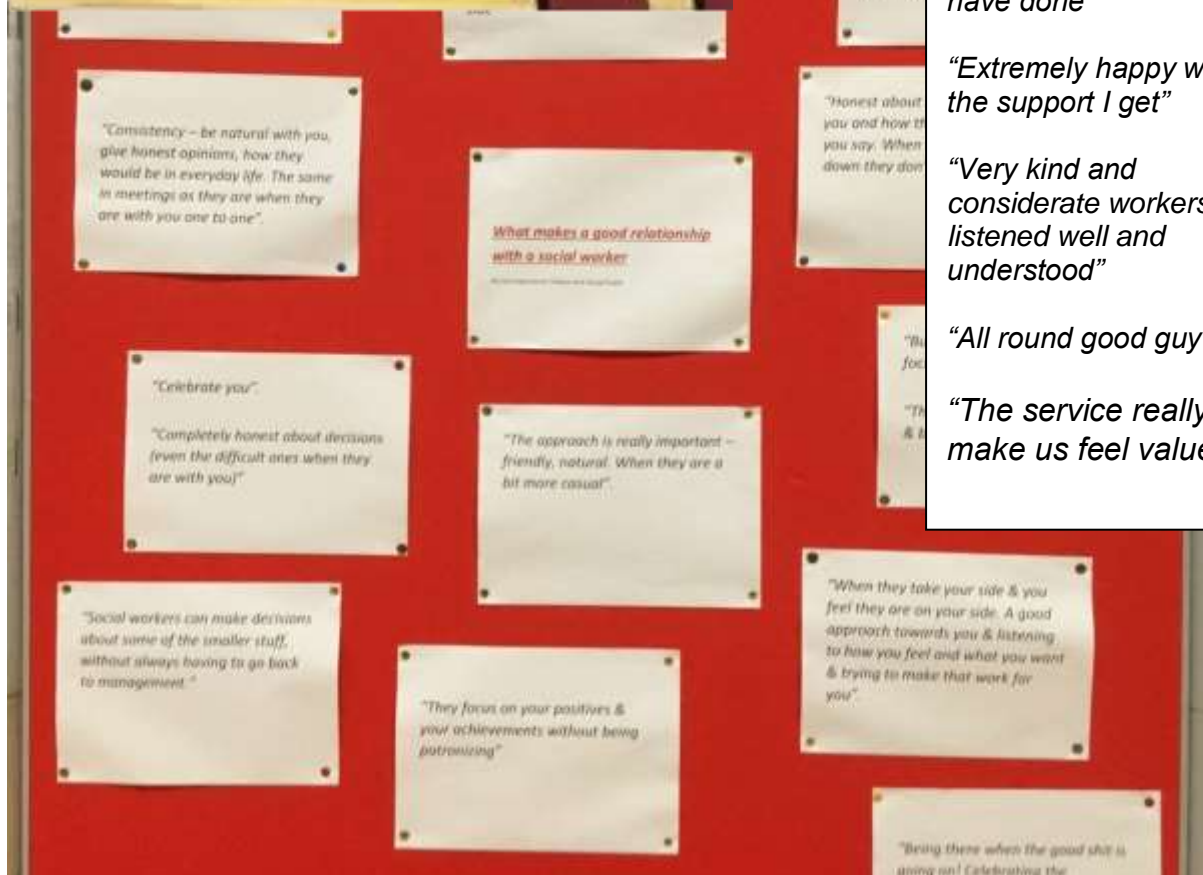
I am strong like the boat.

We have been through rough times

The fiercest of storms,

And made it to the harbour.

International Social Work/Care Day which focused on the positive feedback received from service users throughout the year. Care Experienced Young people helped create a stand “what makes a good relationship with your social worker” and we promoted the positive feedback received from service users across the year.



The formal opening of the new Eric Gray @ Seafield building. The new premises provide an accessible modern hub for adults with learning disabilities, autism and complex needs, and offers supported day opportunities and vocational activities. Well done to all the staff and service users for making this a very special occasion.



The Council's Appreciation Awards, launched by the Chief Executive this year focused on those individuals who had demonstrated excellent values and behaviours. I am delighted that there were members of staff throughout social work and social care who were nominated by their colleagues.

### **3 Partnership Working - Governance and Accountability Arrangements**

#### **The Role of the Chief Social Work Officer**

The Social Work (Scotland) Act 1968 requires local authorities to appoint a single Chief Social Work Officer. It was established to ensure the provision of appropriate professional advice in the discharge of the local authority's statutory functions. The role of the Chief Social Work Officer is to provide professional governance, leadership and accountability for the delivery of social work and social care services. This applies to services provided both by the local authority and those commissioned by the Council. In Shetland, the role is currently being undertaken on an Interim basis by the Executive Manager Criminal Justice, reporting directly to the Director of Community Health and Social Care with a line of accountability to the Council Chief Executive in relation to the Chief Social Work Officer function.

The Chief Social Work Officer is responsible for:

- Providing professional leadership and ensuring that professional issues are considered as part of strategic, corporate and operational service delivery;
- Providing professional advice on the discharge of statutory duties including corporate parenting, child protection, adult protection and managing high risk offenders;
- Ensuring senior social work posts appropriately reflect professional leadership responsibilities to support the development and delivery of professional assurance arrangements across social work;

- Ensuring social work practice and standards across all social work functions;
- Ensuring only registered social workers undertake functions that are reserved in legislation for this role;
- Taking a leading role in supporting the workforce;
- Taking the final decision on behalf of the local authority on a range of statutory matters including the adoption of children, secure accommodation and guardianship;
- Ensuring there are effective governance arrangements for the management of complex issues involving the balance of need, risk and civil liberties.

Within Shetland the CSWO is a member of:

- The Corporate Management Team and Risk Management Board, and has the opportunity for involvement in corporate decision making, and provides the professional guidance, governance and scrutiny to ensure risks for the profession and local authority are managed.
- The Chief Officer's Group, the remit of which is to provide strategic leadership and scrutiny to the public protection work of their respective agencies and to inter-agency work. The key areas overseen by the Chief Officers' Group are child protection, adult support and protection, offender management and domestic violence.
- Non-voting member of the Integration Joint Board
- The Shetland Community Justice Partnership
- Children and Young People's Strategic Planning Group
- Shetland Alcohol and Drug Partnership
- Shetland Public Protection Committee
- Reports to Council, IJB and Committees as required.
- Highland and Islands Management of Offenders Strategic Oversight Group.
- Corporate Parenting Board

The social services delivery landscape is varied and governance and accountability arrangements are complex. The social work statutory functions sit across two Directorates each having their own governance framework. Social work and social care services for children, young people and families are managed within the Council's Children's Services Directorate with Education, Sports and Leisure and Libraries. The Services are managed by an Executive Manager reporting to the Director of Children's Services. The Service reports to the Education and Families Committee.

Adult Social Work, Community Care Resources, Adult Services, Occupational Therapy and Criminal Justice Social Work sit within Community Health and Social Care Directorate and report to the Integration Joint Board. These services are also part of the Joint Governance Group and Clinical, Care and Professional Governance Committee. The joint governance arrangements currently cover all services delegated to the IJB and acute health services. Significant work is underway in order to ensure that the model is fit for purpose and effective in order to achieve a balanced agenda and good governance for social work services.

The Executive Managers for social work and social care comprise the Social Work Governance Group, which takes an overview of governance across all areas. This group focuses on risk, performance and service developments. The Group reports into the Joint Governance Group and is currently looking at how best to report into the Children's Services Directorate.

## Partnership Working and Organisational Governance

Scrutiny, monitoring and governance of operational social work functions sits with the management team of each service area, who in turn report to the Social Work Governance Group chaired by the CSWO. Social work services also operate within a number of strategic partnerships each having their own agreed governance structure. In addition to those listed below there are also partnership arrangements in place to address areas of protection; domestic abuse; alcohol and drugs and mental health.

## Shetland Community Planning Partnership

The [Shetland Partnership Delivery Plan 2019-22](#) / Local Outcome Improvement Plan provides a high-level summary of the partnership projects that will be delivered over the next three years. It is a plan for all partners and communities in Shetland. It identifies a shared vision and priorities for all of us to work towards, both individually and collectively, to improve the lives of everyone in Shetland

Our Shared Vision: "Shetland is a place where everyone is able to thrive; living well in strong, resilient communities; and where people and communities are able to help plan and deliver solutions to future challenges"

### The Four Priorities





## **Integrated Children and Young People's Strategic Planning Group**

The Shetland Integrated Children's Services Plan

[https://www.shetland.gov.uk/children\\_and\\_families/documents/ShetlandICSPFinal01.05.17v1.pdf](https://www.shetland.gov.uk/children_and_families/documents/ShetlandICSPFinal01.05.17v1.pdf)

The Shetland Integrated Children's Plan is to create services that:

- Shift the focus from crisis intervention to prevention and early intervention
- Are evidence based, using local data and best practice
- Promote the resilience and wellbeing of children, young people, families and communities
- See children and young people as partners
- Continue to develop the workforce in delivering the best outcomes for children and young people through multi-agency working.

Work undertaken:

The Anchor Project - Big lottery funding was secured for a 4.5 year research and practice project focusing on prevention and early intervention, building individual and community resilience to prevent families requiring statutory intervention.

Emotional Wellbeing and Resilience Project - The Project's aim is that building emotional resilience will become part of universal service. Outcomes for vulnerable children will be improved and the cost and impact of negative outcomes for young people in our communities reduced. The aim is to proactively contribute a significant part of the wider strategy to break inter-generational cycle impact.

## **Health and Social Care Partnership Joint Strategic Commissioning Plan**

<http://www.shetland.gov.uk/coins/submissiondocuments.asp?submissionid=23847>

The IJB is responsible for strategic planning of the functions delegated to it by the Council and the Health Board and for the preparation of the Strategic Plan. The Joint Strategic Commissioning Plan specifies the services to be delivered by the Parties. The governance for the joint services delivered through the plan sits with the Joint Governance Group which is attended by the Executive Managers of the Directorate and the Clinical and Professional Care Governance Committee, which consists of elected members, Board members and Officials.

The Plan includes:

- Working with individuals to help them to look after their own health and care needs.
- Implementing the primary care improvement plan to create multi-disciplinary teams.
- Repatriation of care back to Shetland where it is safe to do so.
- Unscheduled, or emergency, care including reviewing Out of Hours arrangements.

- Managing long term conditions, such as diabetes, respiratory disease and stroke.
- Working with people to maintain or increase independence and quality of life.
- Developing an enhanced care at home service.

Work being undertaken:

- Support for unpaid carers through the implementation of the Carers Act (Scotland) 2016, specifically in relation to effective support planning.
- Investigate a 24-7 responsive service to further support care at home and out of hour's arrangements. This will involve exploring partnership arrangements with other statutory and third sector partners.
- Completing the review of the Short Breaks services for Adults with Learning or Autism Support needs
- Completing the implementation of the review of Mental Health Services, with a focus on staffing, training, protocols and pathways.

### **Shetland Community Justice Partnership**

<https://www.shetland.gov.uk/communityplanning/documents/SCJOIP.pdf>

The Shetland Community Justice Partnership works together to:

- Prevent and reduce further offending
- Reduce the harm that offending causes
- Promote social inclusion and citizenship

Community Justice is about individuals, agencies and services working together to support, manage and supervise people who have committed offences and also to support those who are affected by crime. The Community Justice Local Outcome Improvement Plan sets out how its partners are going to work together to design, develop and deliver services.

Work Undertaken:

- Participatory Budgeting Event - Partners presented short term projects that were voted for by the community. 260 people voted at the event and five successful projects were awarded £5000:  
Advocacy Shetland - to develop advocacy service for individuals who have offended.  
Rape Crisis - to provide awareness raising workshops within schools on healthy relationships.  
Women's Aid - to provide drama based workshops across schools.  
Dogs Against Drugs - to provide drugs education within schools.  
Moving On - Employability skills programme.
- Shetland Fire and Rescue Service designed a week long firefighting programme for people who have offended or those on the periphery of offending. The Bridgehead programme focuses on core values, beliefs and behaviours and includes the operation of firefighting equipment.



- An “Unpacking a Restorative Justice” event was hosted by Space2face - a local restorative justice arts organisation.
- Youth Justice Review and Extension of Whole System Approach for care experienced adults up to the age of 26 years.

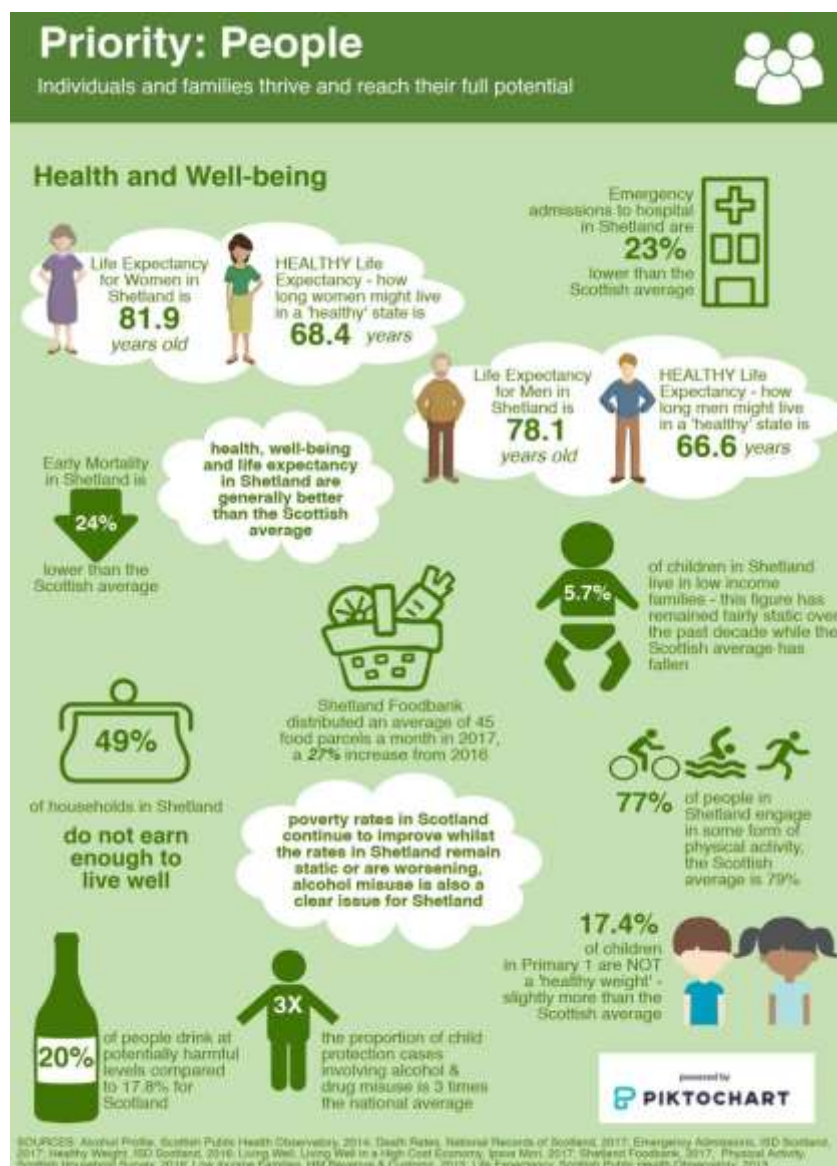
### **Statutory Complaints**

Shetland Islands Council recognises that complaints are an important source of customer feedback and strives to resolve them at the earliest opportunity. Complaints are low in number and the majority are dealt with by the relevant service area ensuring that they have more control over the management of the complaint and the learning that can arise from resolutions. A total of 16 stage 1 and 2 stage 2 complaints were investigated and issues addressed included poor communication, missed care visits and general support. We are aware that the use of Pentana to record complaints is not fully utilised and can lead to inaccurate data and this is currently being addressed.

There were no complaints investigated by the Scottish Public Ombudsman.

## 4 Social Services Delivery Landscape and Statutory function

Shetland is the most northerly group of islands in the UK. On 30 June 2017, the population of Shetland Islands was 23,080. This is a decrease of 0.5% from 23,200 in 2016. Over the same period, the population of Scotland increased by 0.4%. Between 2016 and 2026, the population of Shetland Islands is projected to increase from 23,200 to 23,235 due to natural change i.e. more births than deaths (ref: National Records of Scotland, 2018). The number of people aged 65 and over is set to rise from 17% to 29% in the next 20 years. Combined with increasing life expectancy, the number of residents aged 80+ will more than double. At the same time, the working age population is expected to decrease by around 8%.



Unemployment in Shetland has been very low for three decades although some fragile island communities experience higher rates. Health, wellbeing and life expectancy in Shetland are generally better than the Scottish average yet 49% of households in Shetland do not earn enough to live well. Affordable and accessible housing, fuel poverty, transportation and access to specialist services is challenging.

Local data would indicate that 5.7% of children in Shetland live in low-income families, a figure which has not changed over recent years.

Delivering services within an island community comes with its own unique challenges and opportunities. Most of our health and social care services are provided by public services with limited opportunity to commission services from the more established third sector agencies. However, this also motivates local agencies to work together to create services bespoke to individual need.

### Children's Social Work

Children's social work and social care encompasses a wide range of services including: statutory social work, family support services, early intervention, short breaks provision to children with additional support needs and disabilities, family placement services and residential and through care and after care support for 'looked after' children and young people.

Social workers in the Children & Families team are predominately engaged in fulfilling statutory duties in relation to children and young people who are in need of protection or who are subject to statutory measures. The best interests of children are paramount in any decisions that are made about them. Social workers work closely with colleagues in Schools, Health, Police, the Children's Reporter and Voluntary Services, essential for Getting it Right for Every Child.

Where there are concerns that a child may be at risk of significant harm, a multiagency child protection case conference is held to identify the risk, consider how this can be reduced and a decision made about placing a child's name on the child protection register. Those children on the At Risk Register and their families will then be supported to reduce and manage the risk.

In the year 2018/19, there were 106 child protection referrals relating to 164 children. There were 47 joint police/social work investigations of which 14 were referred to a Child Protection Case Conference. The table below summarises child protection case conference activity over the past three years:

**Table 1: Child Protection Case Conference Activity**

Child Protection	No of children 2016/17	No of children 2017/18	No of children 2018/19
Initial Child Protection Case Conferences	11	10	14
Review Child Protection Case Conferences	24	25	19
Number of children on the Child Protection Register	32	19	25
Number of children on the Child Protection Register on 31 March	10	<5	14

Nationally, the majority of children have their names on the register for up to a year - some children may be registered for up to two years. In Shetland, children were registered for between 3 months and 9 months. This shows the effectiveness of registration as a way of improving the safety of a child and supporting families. There were four pre-birth case conference. 17 of the children whose names were on the child protection register were under 5 (this includes unborn babies) and 8 were over 5. This fits with national patterns where the majority of children registered are under the age of 5. All conferences apart from 4 were held within the nationally prescribed timescales.

### Looked After Children

The local authority has a responsibility for the care of looked after children. On 31 March 2019, there were 33 looked after children in Shetland. National data indicates that Shetland has the lowest percentage of looked after children per population group aged 0-17.

**Table 2: Looked After Children at 31 March**

Looked After Children	No of children 2017/18	No of children 2018/19
Total number of Looked After Children	28	33
Looked After at Home	7	7
Looked After in Kinship Care	<5	<5
Looked After in Foster Care	10	14
Looked After in Residential Care	<5	<5
Accommodated Off-Island	<5	<5
Throughcare and Aftercare	28	33
Continuing Care		<5

Children with additional support needs who access over-night stays with the Short Breaks for Children Service, are regarded as looked after for the period of time that they have respite for. A total of 16 children and young people received over-night stays. The service also provided day care, outreach and activity groups to a further 23 children and young people.

### Accommodated Young People

When children are unable to remain safely within the family home, social work has a duty to explore placements with extended family and friends in the first instance. This type of arrangement is known as kinship care. In Shetland, there are 22 kinship care households.

Foster care is another way in which the care needs of children can be met. There are 13 approved foster carers in Shetland, 11 of which are fee paid carers. During the reporting year, a total of 2,800 nights were provided for children and young people requiring foster care. During this period, two new adopters and two foster carers were approved. For those children who require permanent care we strive to ensure that this is achieved as quickly as possible.

In February 2019, the Council approved plans for a new residential childcare service, which will be located in Tingwall. The project will be delivered in partnership with Hjaltdland Housing Association. It is anticipated that building work will commence in September 2019, and will take approximately one year to complete. The new service will complement the two current residential homes and will accommodate up to five young people, increasing residential childcare capacity in Shetland and reducing our reliance on out of area placements on the Scottish mainland.

Ongoing support for children and young people who are looked after remains a priority and this includes direct therapeutic work through life story and theraplay, which helps them understand their circumstances and sense of identity. This work has been found to be very effective in helping them become settled and able to participate more fully in all aspects of social, educational and family life. Nurturing and safe caring was the focus of training and specialist Attachment training was offered to foster carers and adopters. Fun and Activity Days were organised and seemed to be enjoyed by the children who attended.

Young people moving on or transitioning from care are entitled to throughcare and aftercare support from the age of 16 to 26 years. By 31 March 2018 there were 37 young people engaging with the service ranging from 16 to 26 years of age. 25 are receiving regular support with the remainder receiving support as required. The majority of service uptake comes from young people who are looked after away from their own home in foster or residential care. Positive destinations remains a priority and of the 37 young people in the service 18 are in full time education or training and 11 in paid employment. The service never completely closes cases as young people will continue to return for support and guidance beyond 26 and they are not turned away.

The Scottish Government is currently commissioning an independent review of the care system in Scotland and have so far have listened to over 1,500 children, young people and care experienced adults about their views and experiences of care. The Council is participating in the review to identify and evidence areas of good practice or improvements for care experienced children and young people in Shetland.

The Corporate Parent Board was established in 2018, bringing together those agencies with corporate parenting responsibilities for our looked after children and care leavers. The Board has met on two occasions over the past year and is in the process of ensuring agenda and structure of meetings are inclusive and focused on the delivery of the corporate parent plan.

### Adult Social Work

The Adult Social Work Team provides a generic social work service to any adult who request or require an assessment for care. Our supported people include adults with dementia, mental health difficulties, brain injuries, lifelong conditions, autism, learning disabilities, physical disabilities, older and frail people, unpaid carers and those at risk of abuse. In addition, Adult Social Work supports young people with additional support needs in transition, alongside colleagues in Children's Services, NHS Shetland, Adult Services and the third sector.

Those who have a social worker as a care manager have complex and changing needs and usually have several services or agencies providing support in addition to family and community support. The number of people supported on a short-term basis, either through screening or assessment will be higher than this and can fluctuate.

The number of people supported by the service has increased significantly in recent years. In 2013/14 a total of 393 people were supported by the service, this increased to 428 in 2016/17. Current figures show that 431 people were supported by the service.

Current Activity	Numbers Service Users
Current team caseload	431
Incoming contacts	210 per month
Assessments completed	22 per month
With You For You Reviews	30 per month

*Social Care Client Group (all allocations across services)*

	Dementia	Mental Health	Learning Disability	Physical Disability	Older people	Addiction	Palliative Care	Carer's	Other	Not Known	Total
Total	47	66	88	458	257	12	<5	73	19	88	1,112

The Service works alongside the Substance Misuse Recovery team and assesses people for rehabilitation where there are substance use issues.

### Self-Directed Support

Since 2014, there has been significant increase locally in individuals choosing to direct their own support through Self-directed Support (SDS) Options 1 and 2. Self-directed support forms a key part of the national and local integrated landscape, enabling people to have choice and control over their social care support:

During 2018, the Care Inspectorate led a thematic review of self-directed support in Scotland, which was carried out jointly with Healthcare Improvement Scotland. The scope of this review was to consider the delivery of self-directed support in six partnerships across Scotland, including Shetland, to evaluate how well they have embedded the principles and values of self-directed support to deliver better outcomes for supported people.

In addition to the reporting of specific findings and recommendations for the individual partnerships visited, the Care Inspectorate published an overview report, in June 2019, which provides a summary of what they found across the partnerships and what that tells us about self-directed support in Scotland in general.

The Self-directed Support Programme Board was established in September 2018, as the body to take oversight of the strategic direction and delivery of the 'Self-directed Support Work Plan'. The Work Plan is a 'live' document, which is aligned with the

national Self-directed Support Implementation Plan, which is the Scottish Government's key strategic driver. The Board will also take forward the recommendations from the thematic review.

Over the next year, we will continue to offer choice and encourage growth within the independent sector through community capacity building and co-production of services. Shetland Community Connections, an independent brokerage and support service for individuals looking to make meaningful connections in the community, became fully operational towards the end of 2018. They, along with other key third sector organisations, form part of the Self-directed Support Programme Board.

The Service is engaged with the National Development Team for Inclusion (NDTi) to support the delivery of the taking forward a Community Led Support programme in Shetland. NDTi supports Health and Social Care Partnerships in Scotland to put their work right at the heart of communities, thus providing a framework to progress the service elements highlighted above. Community Led Support:

- seeks to change the culture and practice of community health and social work delivery so that it becomes more clearly values-driven, community focused in achieving outcomes, empowering of staff and a true partnership with local people;
- assists organisations to work collaboratively with their communities and their staff teams to redesign a service that works for everyone, that evolves and is continually refined, based on learning;

## Adult Support and Protection

Responsibility for carrying out inquiries into adults at risk sits with suitably qualified and trained social work staff known as a Council Officer. In Shetland this is carried out by registered social workers. Adult Support and Protection procedures are in place and are monitored and scrutinised by the Shetland Public Protection Committee and the Quality Assurance sub group.

*Table of Adult Support and Protection Activity*

Category	2017/18	2018/19
<b>Adult Concern Referrals</b>	118	112
Initial Inquiries	118	112
<b>Adult Support Referrals (Meeting 3 point test)</b>	9	19
Number of Investigations	<5	12
<b>Source of Referral:</b>		
Police	63	53
Health	32	24
SIC	19	26
Third Sector	<5	6
Carer/Family Member	<5	9
Self-Referral	<5	<5
Other	7	17



Category	2017/18	2018/19
<b>Outcomes for those meeting 3 point test</b>		
Number of Case Conferences	<5	<5
Number of Protection Plans	<5	<5
Safeguarding measures	7	16
<b>Outcomes for those not meeting 3 point test</b>		
NFA	28	43
Advice and Support	86	69

The above table highlights that although the majority of individuals subject to adult support and protection processes do not meet the criteria for a full investigation, over half go on to receive advice and support through social work services or referral to other agencies. Physical, Emotional and Financial harm are the most prevalent. No legal orders were necessary during 2018-19.

### Mental Health Officers

Mental Health Officers (MHOs) are registered Social Workers who have been qualified for at least two years, have relevant experience and undertake intensive post-qualifying training to secure their Mental Health Award. The local authority has a duty to employ a sufficient number of MHOs.

MHOs have extensive statutory duties under several pieces of legislation which impact on both children and adults. A significant part of the MHO role is ensuring that individuals' statutory rights are upheld and can impact on an individual's freedom through compulsory detention orders. MHOs make decisions independent of the Council, senior management or colleagues from other disciplines.

The table below shows the different mental health activity undertaken by the team:

Category	2017/18	2018/19
MHO Contacts	62	45
Individuals subject to Compulsory Treatment Orders	9	7
Emergency Detentions up to 72 hours	<5	<5
Short Term Detentions	9	7
Social Circumstances Reports	16	11
Other Mental Health Assessments	6	<5
Assessment Order	0	0
Adults With Incapacity Reports	<5	9
Mental Health Reviews	12	7
Mental Health Tribunals	9	9
Welfare Guardianship Reviews	33	42
Consultations under the Mental Health (Care and Treatment) (Scotland) Act 2003	< 5	<5
Individuals subject to Welfare Guardianships	20	27
Individuals CSWO Guardianship	<5	<5
Compulsory Treatment Order Applications	6	7
Consultation under Adults with Incapacity (Scotland) Act 2000	<5	8



Category	2017/18	2018/19
Mental Health Officer report for Compulsory Treatment Order Extension / Variation	6	<5

MHOs participate in an informal out of hour's rota whereby they attend in an MHO emergency, if available. This arrangement generally works well and MHO consent is consistently provided in emergency detention certificates.

There are currently 1.5 FTE Social Workers and two Senior Social Workers who are qualified as MHOs - all are based in the Adult Social Work Team. There are also two relief MHOs employed by Shetland Islands Council who are based in Aberdeen. This provides a better service for Shetland patients as the MHOs can maintain regular contact during admissions. It also prevents Shetland MHOs having to frequently travel to Aberdeen at short notice to undertake statutory work.

No Social Workers have undertaken MHO training since 2017 and the Service has been unsuccessful in recruiting to a vacant post. The service will become vulnerable if there are any further vacancies. The pay scales for mental health officers is below the national average and therefore not attractive to those based on the mainland. As MHO duties are in addition to the social work role there is also little incentive for local social workers to undertake the training. This situation will be reviewed and addressed as part of workforce planning and development.

### **Occupational Therapy**

The Occupational Therapy Service is an integrated SIC/NHS service and works across hospital and community settings to provide the best possible service to service users. In May 2018 the Service became responsible for coordinating the Post Diagnostic Support Service, as part of the Primary Care Programme. Changes were made to the way anticipatory care plans were written and outcome focused support plans were introduced. An audit of the new service was completed in early 2019 which showed 100% of individuals had an outcome focused support plan and 97% of individual had or are completing an anticipatory care plan compared to 31% under the previous model.

The Service has run a successful pilot of a new Occupational Therapy intervention for Home-Based Memory Rehabilitation, this supports individuals with mild to moderate dementia to use strategies and memory aids to maintain independence and quality of life. This pilot has been successfully completed with 4 clients and work is ongoing to formalise this intervention with a referral pathway and referral forms.

Over the coming year the service aims to work collaboratively with Youth Services and the employability scheme in order to support more people in their journey to employment or voluntary work.

## Criminal Justice

Criminal Justice social work services ensure that those referred to the service are appropriately assessed, supervised and risk managed. Responsibilities include the preparation of court reports and risk assessments to aid Court in making effective sentencing decisions, reducing re-offending and public protection through supervision and management of offenders who are subject to community based sentences, and rehabilitation of offenders who have been subject to custodial sentences. The service also offers support to family members.

The service continues to work closely with the Shetland Community Justice Partnership to ensure those involved in community justice receive the best possible service. There have been some interesting developments over the past twelve months, including a participatory budgeting event which saw members of the community voting for their top project. Physical and mental health has been a focus for the service and opportunities were developed with the Partnership for people to attend physical activities, this has enabled individuals to do something positive with their time and improve their wellbeing.



The Community Payback Order is the main community based sentence in Scotland and is a direct alternative to custody. The Criminal Justice service has been involved in the following community payback activity over the past year:

**Table 5: Criminal Justice Service Activity**

Category	2017/18	2018/19
Criminal Justice Social Work Reports/203's	132	62
Community Payback Orders	59	44
Offender Supervision Requirement	38	31
Unpaid Work Requirement	39	35
Other Requirements	<5	<5
Unpaid Work Hours Imposed	4460	4850
Unpaid Work Hours Completed	3815	2750

There has been a significant reduction in requests for Criminal Justice Social Work Reports and this reflects a decrease in cases being heard at the Lerwick Sheriff Court. Although the overall numbers of new community payback orders has decreased there is less fluctuation with individual requirements and a slight increase

in unpaid work hours imposed. The service is seeing an increase in intensive programme work such as sexual offending and domestic violence, which, hopefully, will lead to changes in individual behaviour. Managing complex behaviour and need whilst supporting community safety is common practice and good work is undertaken to ensure individuals are supported to build more positive lifestyles.

This case involves a young man on licence who had risks linked to reoffending, attitudes & beliefs. He was socially isolated and had mental health and alcohol issues. A major function of the supervision was to support safe and positive community access, to reintegrate him into the community whilst managing risk and reduce the factors that could lead to reoffending.

To meet this dual need safely and to offer the best chance of change, a multi-agency approach was essential. Social Work, Police and voluntary agencies worked together to allow this individual to undertake voluntary work and attend social groups safely. Safeguarding and monitoring arrangements were put in place and this allowed the person the opportunity to develop positive, pro-social acquaintances and friendships, become part of a group and reduce social isolation.

Over the year, unpaid work projects included painting and decorating at public halls, churches and other community venues. A variety of maintenance work was undertaken, for example, walking trail clearance, beach cleaning and grass cutting. All projects focus on assisting the individual to payback for their crimes and help build on practical skills and wellbeing.

The service worked in partnership with the Children's service, to redesign the way young people subject to diversion from prosecution are worked with, all young people who commit an offence will be referred to the Children's Services. There is also joint work being undertaken in the delivery of the Respect domestic violence programme.

Multiagency Risk Assessment Conferencing (MARAC) is established for people who are experiencing high risk domestic abuse. MARAC is provided for Shetland through the Highlands and Islands service. The Lead Officer for Adult and Child Protection represents Shetland as part of the Highlands and Islands Operating Group. In the year January to December 2018, there were 22 cases that went through MARAC, 16 cases less than the previous year.

## Community Care Resources

Community Care Resources provides services to adults in need across 7 localities within Shetland. The service enables people to remain within their own homes and communities by providing person centred care to increase levels of independence, self-care and self-managed care. Increasingly, staff are working flexibly across residential, day care and care at home settings which ensures consistency of care and an ability to respond quickly to changing needs and circumstances.

A hospital inpatient who sadly experienced a bereavement during his treatment was enabled to return to his home to spend time with his family members through the quick actions of the multi-disciplinary team who were supporting him. A respite placement was found in his locality where staff were able to offer emotional support and practical assistance to ensure this gentleman was able to spend time with family, attend to his dog and plants before returning to hospital after the weekend.

During the last week of March 2019, social care services provided 214 clients over the age of 65 with 1536 hours of care at home. 55 people over 65 were in receipt of 10 hours or more home care and 85 people required residential care.

Personalised assessments highlight that wishing to remain living as independently as possible, within their own home is the main outcome for the majority of people. The reduction in individuals living for lengthy periods of time within residential care and the increase in respite care is evidence of the service meeting this outcome.

The service has been working closely with the local hospital to support early discharge through short term intermediate and re-ablement placements prior to individuals returning home. Statistics show that individuals are returning home earlier than the maximum six week period for reablement.

It is important that progress is made with social care projects to further reduce reliance on the traditional residential care model. Several pilots are proposed which will develop and increase provision in the areas of overnight care, telehealth and telecare support and care at home.

Enabling individuals to remain at home means staff, families and communities have to live with a level of risk and at times this can be uncomfortable. The Mental Welfare Commission Good Practice Guide states:

**‘Life is never risk free. Some degree of risk taking is an essential part of good care. Self-determination and freedom of choice and movement should be paramount, unless there are compelling reasons why this should not be so’**

**Case study - Managing Risk**

**‘Please can you help me go home?’**

A client with dementia has developed a trusting relationship with her care at home team visiting 4 times per day to ensure a safe and secure environment. This support enables the client to remain in her own home, leading an independent/self-directed and fulfilled life, within the community that she has lived for many years. While initially reluctant to accept any supports whatsoever the staff team worked hard to gain the clients trust and warm, personal bonds have formed with the regular carers.

Following a hospital admission there were concerns from some of the multi-agency team that the client could not safely return home and required a 24 hour supported environment. Following negotiation a stepped support plan was put in place to manage the risk which included an intermediate placement in a care home with a view to assessment and re-ablement home. Within hours of discharge from hospital the client became acutely distressed and her care at home team attended the residential centre to offer 1:1 support. She was delighted to see a familiar face and made it clear she wished to go home. The carer was able to reassure the client and indeed, spend a relaxed and pleasant evening in her company.

In view of the client’s distress and having regard to relevant evidence based practice (Nothing Ventured, Nothing Gained – risk guidance for people with dementia. DOH 2010) it was agreed to accompany the client home the following morning. The client has remained at home with some enhanced supports (including assistive technology) to ensure her wellbeing and happiness. This case study is a positive example of staff having the courage to advocate on behalf of a client’s right to self-determination, take positive risks, maximise independence and minimise risk.

Staff in residential and day care centres are aware of the need for individuals to remain mentally and physically stimulated and each have their own activities programme. A new initiative that has been introduced to maintain and improve wellbeing is the national CAPA programme Care About Physical Activity.



Visit from a Shetland pony.

Game of Golf as part of CAPA. The Great Westside Bake Off;

## Adult Services - Learning Disability and Autism

The Service continues to provide support to people living in their own homes and those in supported accommodation. Respite facilities are available to support unpaid carers and the training and employment opportunities are available through the services delivered at the Eric Gray Centre @ Seafield and in partnership with COPE.

It assists people to look after their own health and wellbeing and to live in good health for longer. Supporting people to maintain and improve their quality of life and live as independently as possible.

The Service and its partners continue to consider how best to deliver local priorities in relation to meeting the needs of Autistic people and their families in Shetland in line with Shetland's Autism Spectrum Disorder Strategy 2016-21

<http://www.shetland.gov.uk/coins/submissiondocuments.asp?submissionid=19212>

Priority areas addressed this year included:

- Employment - To improve outcomes locally, Project SEARCH has been set up as an evidenced approach to supporting people into real jobs. Project SEARCH is a one-year transition to work programme, supporting young people with additional needs to gain skills and experience into sustainable employment. Project SEARCH is delivered in partnership between Shetland Islands Council (Adult Services, Children Services and Human Resources) and Shetland College. Work placements were offered across Shetland Islands Council and NHS Shetland service delivery areas. Outcomes from the first year include supporting three young people into full time, paid employment.
- Community Awareness Raising - Adult Services (LD & ASD) and Children's Services secured funding through the 'Shetland Community Choices' participatory budgeting event to deliver a Community Awareness Raising project. The project brought together a group of autistic volunteers and family members from late spring to summer 2018. The project focus being to participate in creative sessions to produce material that could be used to raise awareness of autism. The group met over 10 weeks with two professional artists and produced a number of short animations and film, which was screened at Shetland Arts Screenplay Festival and can be viewed here:

<https://www.youtube.com/watch?v=U4Nv-TINhoA>

<https://www.bing.com/videos/search?q=Youtube+Autism+Shetland&qpv=Youtube+Autism+Shetland&FORM=VDRE>

At the end of the project, the group continued to meet and formed Autism Friendly Shetland. The membership was extended to anyone with autism and their family and friends, in order to provide a friendly and inclusive meeting place for neurodiverse/autistic people of all ages. The group have since secured further participatory funding for materials, room hire and events.



- In January 2019, Eric Gray @ Seafield opened as a replacement for the former Eric Gray Resource Centre. This modern, fully accessible, purpose built hub provides excellent facilities for adults with autism; learning disabilities and complex need. Staff deliver needs led support through a range of vocational learning, training and recreational activity to promote inclusion, choice and independence, recognising the rights of the individual to participate as meaningfully and as independently as possible in everyday life. People who use the service, family members and carers have commented on the positive difference the new building is making to the excellent standard of service delivered by the team in space that enhances practice.
- Review of short break services and the transition processes between children and adult services. Both reviews are progressing and should lead to service improvements.

Continued investment in preventive services is paramount to managing growth in demand, alongside supporting existing need. With the majority of specialist support centralised, providing services in the more rural areas is challenging.

**The Carers (Scotland Act) (2016)** has been in force since April 2018. In its first year, Adult Social Work have worked closely with carers and colleagues across Shetland to develop values, practice and systems that support the EPIC (Equal Partners in Care) principles. Work has included:

- A local **Eligibility Criteria** for Unpaid Carers was produced in line with the wider Adult Social Work eligibility criteria and based on the work of the National Carers Collaborative.
- A local 'Short Breaks Statement' has been produced and published in collaboration with Voluntary Action Shetland Carers Service team and carers representatives. The purpose of this statement is to provide information to carers and cared for people so that they are aware of the different ways they can take a break away from their caring role and what local support is available to help this happen
- We sponsored Enable to deliver training on emergency planning and adopted the Enable toolkit to support carers to plan ahead for times when they are unable to fulfil their caring role, setting out practical arrangements for short-term, unplanned periods. [ENABLE Emergency Planning Workbook](#)

### **Palliative and End of Life Care.**

In Shetland, it is estimated that around 129 people per year will require some form of palliative or end of life care. With the number of people dying in Scotland due to increase by 13% over the next 25 years we need to act now in order to ensure that access to this type of care is available to all who can benefit from it. In order to meet this need the Health & Social Care Partnership have spent the past 12 months developing a new strategy that will ensure a multi-agency approach to developing early identification processes and person-centred anticipatory care planning. This will enable individuals and their families to have more control and support to die well.



## **5 Financial Resources**

Shetland Islands Council Medium Term Financial Plan 2018/19-2023/24 <http://www.shetland.gov.uk/coins/submissiondocuments.asp?submissionid=22838> provides the financial framework for the delivery of Council services to the people of Shetland. The plan takes account of the desired outcomes of the Council's Corporate Plan recognising the need to improve productivity and efficiency in order to maintain and improve the services provided, as well as continue to prioritise its spending.

In 2018/19, the Children's Services revised budget totalled £42.1m. £6m of this budget related specifically to Children's Social Work and showed an overspend of £510k. These overspends were mainly in relation to the use of agency staff to cover vacancies and to undertake specific work in relation to Youth Justice; accommodation and travel costs for young people accommodated off island and off island mother and baby placements; and the cost of opening an additional property (now closed) to provide residential on-island care. It is recognised that some service areas are experiencing growth, for example, children's residential and foster care. Whereas in other areas, demand can fluctuate from one year to another, for example, off island placements and direct payments, and any unexpected demand for these services may be costly.

The Council and the Shetland Health Board delegate responsibility for planning and resourcing service provision of adult health and social care services to the Integration Joint Board. The Council's Community Health and Social Care Directorate's revised budget for 2018/19 totalled £22.4m. This budget was overspent by £157k, mainly due to continued difficulties in recruitment and retention of social care staff, leading to the use of agency staff across various localities. There was also an increase in off-island placements costs in-year and increased staffing costs early in the year to deal with specific packages of care. It was possible to off-set some for this overspend, as the income from care charges was higher than anticipated. This can fluctuate greatly depending on the financial circumstances of those receiving care. Allowance was made in the budget for the impact of waiving charges as a result of legislation, such as the Carers Act.

The 2019/20 budget set for Children's Services was £44.6m, £6.4m of which was for Children's Social Work; and for Community Health and Social Care Services, it was £23.3m. For future years, the Medium Term Financial Plan identifies further savings of £16m to be achieved across the Council by 2023/24 in order to continue to set a financially sustainable budget. In order to meet the challenges of changing demographics and shrinking resources, services must have the ability to change and adapt, including exploring different models of service delivery. Similar situations are being faced across Scotland and also stated in the Social Work in Scotland Impact Report. Recommendations were made around the need for redesign and open conversations with communities and we hope some of this will be addressed through the community led support work.

## **6 Service Quality and Performance**

Quality assurance and self-evaluation activity is improving and remains a priority across services for both adults and children. The imminent replacement of the SWIFT Information System has provided an added impetus to improve existing processes and data collection in relation to Key Performance Indicators as this clearly impacts on the reliability of published data.

Ad hoc quality assurance work is being undertaken across the individual services and this is informing service improvement. However, it has been agreed by the Social Work Governance Group that a structured programme of quality assurance would ensure a consistent approach across the statutory functions and ensure that good practice and lessons learned are shared. This is also important to ensure the continuous improvement of service delivery and outcomes.

Many pieces of work that evidence good performance are not recorded as many staff are modest about their achievements on behalf of service users, seeing it as 'just what we do'. However, without their dedication and commitment much of the innovative care planning and support activity that makes such a difference to individuals would simply not occur. Recording these interventions and the exceptional impact for individuals does need to improve.

Service User feedback and views are routinely recorded at reviews and service questionnaires. Independent feedback is also gathered by the Care Inspectorate as part of the inspection process. The majority of feedback is very positive in relation to quality of interaction with staff and services received.

Key performance areas:

- Personal Outcomes - The improvements in the use of personal outcomes and asset based approaches in assessing individual support needs can be seen in the recent collection of data showing better identification of what matters to individuals, and 84% of people have achieved or mostly achieved their agreed outcomes.
- Plan, Do, Study Act (PDSA) Cycles- Social care staff have been encouraged to initiate small scale improvement activity through the use of PDSA cycles. This is ensuring that the new initiatives are being captured.
- Quality of Staffing - Inspection work and feedback from service users is positive with individuals being pleased with the service they receive.
- Administration Review - Several pilots have been underway in relation to administration within community care resources. The information gleaned from these processes suggests that structure and roles and responsibilities require further consideration to ensure efficient and effective use of resources.
- Community Mental Health - A review of Community Mental Health Services has concluded in the last year. Part of the review considered the services offered from Annsbrae House to tenants and outreach clients. The review concluded that Annsbrae services were performing well which is consistent with Care Inspectorate grading.

- Criminal Justice Social Work continues to meet key performance indicators for the submission of reports, commencement of Orders and completion of reviews.

Many of our social care services for children and adults are registered with the Care Inspectorate and inspected against National Care Standards. The table below provides a summary of the inspections that took place during 2018/19.

**Table 7: Inspection Activity of Registered Services (April 2018 to March 2019)**

Grade	Care and Support	Environment	Staffing	Management and Leadership	Well being
6 - Excellent	2	0	0	1	0
5 - Very Good	16	1	5	4	5
4 - Good	4	5	2	11	2
3 - Adequate	2	0	1	0	1
2 - Weak	0	0	0	0	0
1 - Unsatisfactory	0	0	0	0	0
Not Inspected	0	18	16	8	16

Individual service inspections are reported to relevant committees regularly and reports can be found at the Care Inspectorate website <http://www.careinspectorate.com/index.php/inspection-reports>. Shetland generally provides very good quality care services. Further detail is attached at **Appendix 1**. Those Services who receive grades of adequate or below or have specific requirements that they must meet, have support plans in place and are monitored by the Executive Manager.

## **7 Workforce**

The Chief Social Work Officer is responsible for having an overview of workforce development across social services. As a regulated workforce, there is an emphasis on ensuring that all staff are appropriately trained in order to register with their professional body and to enable opportunities for continuing professional development.

Managers in social work and social care work closely with Human Resources to ensure effective staff training and development programmes are in place for staff groups as well as individuals. Over the year, staff have participated in annual Personal Development Plan sessions and the information gathered has informed training plans. There has been a focus on supporting staff to obtain relevant SVQs and greater opportunity to take personal responsibility for training through e-learning modules. Protection training has been undertaken through Joint Investigative Interviewing, START AV and CARM which assists in the assessment and support of high risk complex child care cases. Council Officer and Adult Support and Protection training has ensured skill levels are maintained across adult services. Within Criminal Justice, staff have participated in Risk of Serious Harm and Moving Forward, Making Changes which is specifically for individuals who commit sexual offences.

Workforce planning and development is fundamental to ensuring that we have both the capacity and the skills to meet the care and protection needs of our population and this is actively looked at by the individual services and teams. Recruitment continues to be a challenge especially in some areas of adult social care and children's social work and it has been necessary to cover key posts through the employment of agency staff. The use of agency staff is only considered once all other available options have been exhausted. The need for staff within children's social work was to fill key management posts due to sickness and acting up duties.

In Community Care Resources, the management of staffing rotas is particularly complex due to the requirement to meet concentrated need at certain times of the day. For example a residential care home may require additional staff in the morning and in the evening and it is difficult to recruit to these types of low hour contracts. The Service is committed to reducing its reliance on agency staff and initiatives have included the provision of pool cars that has enabled individuals to apply for posts that require travel without the need to own a vehicle. Relocation packages for senior social care worker posts are being advertised to appeal to applicants on the Scottish mainland and beyond.

The Council continues to be committed to sponsoring its employees to undertake training and qualifications that will help sustain key posts such as social workers and practice teachers. There are currently four staff members being sponsored to undertake the BA in Social Work and one being sponsored to become a practice teacher. We have re-established links with Universities to take students on social work placements and this has resulted in one student returning to employment in Shetland. The Social Care Services across all disciplines have actively promoted their services at careers events and school visits, targeting young people who may be interested in a career in care. As well as applying for vacancies, people can also access Modern Apprenticeships in care and administration.

Supervision and support of staff remains a priority and we are currently in negotiation with Robert Gordons University to design and deliver a social work supervision course open to social workers and social work line managers. This will ensure all parties are aware of their responsibilities with regards to the supervision process.

Priorities for the coming year will be to continue with the project set up in 2018 to look at staff structures, roles and responsibilities to ensure our services and skill sets continue to meet service requirements. We will sponsor two more employees to undertake the BA in Social Work and Practice Teaching. We will also be looking at employee wellbeing initiatives and acknowledge that, as well as core/technical skills, it is important to ensure that the softer skills (coaching, team building, crucial conversations, etc.) relating to the Council's values, are developed and embedded across the workforce.

Dedicated workforce development support ensures that the Council continually reviews the way in which staff are developed with an increasing focus on creating on-line learning that enables staff to access learning and development wherever and whenever they need it. There is close partnership working with NHS Shetland to ensure sharing of resources and opportunities.

<b>10      Contact Details</b>
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**Social Services Inspection Grades**
**Appendix 1**

Service	Quality of Care & Support		Quality of Environment		Quality of Staffing		Quality of Leadership & Management		Wellbeing
	2018/19	Previous Grade	2018/19	Previous Grade	2018/19	Previous Grade	2018/19	Previous Grade	2018/19
Adoption	4 Good	4 Good	N/A	N/A	N/A	4 Good	4 Good	N/A	N/A
Fostering	4 Good	4 Good	N/A	N/A	N/A	4 Good	4 Good	N/A	N/A
Children's Residential	4 Good	5 Very Good	N/A	N/A	N/A	4 Good	4 Good	N/A	N/A
Windybrae	5 Very Good	N/A	4 Good	N/A	5 Very Good	N/A	4 Good	N/A	N/A
Short Breaks for Children	5 Very Good	4 Good	4 Good	N/A	5 Very Good	N/A	4 Good	3 Adequate	N/A
Edward Thomason & Taing	5 Very Good	5 Very Good	N/A	5 Very Good	N/A	4 Good	N/A	5 Very Good	4 Good
Fernlea	5 Very Good	5 Very Good	N/A	5 Very Good	N/A	4 Good	N/A	4 Good	5 Very Good
Fernlea Day Care	5 Very Good	5 Very Good	N/A	5 Very Good	N/A	4 Good	4 Good	4 Good	N/A
Isleshavn	5 Very Good	4 Good	N/A	4 Good	N/A	4 Good	4 Good	4 Good	5 Very Good
Annsbrae Mental Health Support Service	5 Very Good	5 Very Good	N/A	N/A	N/A	5 Very Good	5 Very Good	5 Very Good	N/A
Montfield Support Service	5 Very Good	5 Very Good	N/A	4 Good	N/A	4 Good	N/A	5 Very Good	N/A
Newcraigielea	5 Very Good	5 Very Good	N/A	4 Good	N/A	4 Good	5 Very Good	4 Good	N/A
Nordalea	5 Very Good	5 Very Good	N/A	5 Very Good	N/A	4 Good	N/A	5 Very Good	5 Very Good
Nordalea Day	6 Excellent	5 Very	N/A	5 Very	N/A	5 Very	5 Very	5 Very Good	N/A

Care		Good		Good		Good	Good		
North Haven	3 Adequate	4 Good	N/A	4 Good	N/A	3 Adequate	N/A	4 Good	4 Good
Overtonlea	5 Very Good	4 Good	N/A	4 Good	N/A	4 Good	4 Good	4 Good	5 Very Good
Overtonlea Support Service	5 Very Good	5 Very Good	N/A	4 Good	N/A	4 Good	5 Very Good	4 Good	N/A
Support at Home Shetland	5 Very Good	5 Very Good	N/A	N/A	5 Very Good	4 Good	N/A	5 Very Good	N/A
Wastview	5 Very Good	4 Good	N/A	4 Good	N/A	4 Good	N/A	4 Good	5 Very Good
Wastview Support Service	5 Very good	5 Very Good	N/A	5 Very Good	5 Very Good	5 Very Good	N/A	4 Good	N/A
New Craigelea	5 Very Good	5 Very Good	4 Good	N/A	4 Good	N/A	4 Good	5 Very Good	N/A
Eric Gray Centre	6 Excellent	N/A	5 Very Good	N/A	5 Very Good	N/A	6 Excellent	N/A	N/A
Walter and Joan Gray Day Care (commissioned service)	4 Good	4 Good	4 Good	4 Good	4 Good	4 Good	4 Good	4 Good	N/A
Walter and Joan Gray Home (commissioned service)	3 Adequate	4 Good	4 good	N/A	3 Adequate	N/A	4 good	3 Adequate	3 Adequate





 <b>Shetland NHS Board</b>	 <b>Shetland Islands Council</b>
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<b>Meeting(s):</b>	NHS Shetland Board Policy and Resources Committee Integration Joint Board (IJB)	15 October 2019 25 November 2019 28 November 2019
<b>Report Title:</b>	Shetland Islands Health and Social Care Partnership: Joint Strategic Commissioning Plan 2020-2023 – Process of Refresh	
<b>Reference Number:</b>	CC-49-19 F	
<b>Author / Job Title:</b>	Jo Robinson, Interim Director Community Health & Social	

## 1.0 Decisions / Action required:

- 1.1 That the Integration Joint Board (IJB) agrees that no separate process be undertaken to update the Shetland Islands Health and Social Care Partnership's Joint Strategic Commissioning Plan for 2020-23.
- 1.2 That the NHS Board, SIC Policy and Resources Committee and Shetland Islands Council agree not to require the IJB to rewrite the Strategic Plan at this stage.

## 2.0 High Level Summary:

- 2.1 In the spring of 2019, the IJB and NHS Shetland approved the Shetland Islands Health and Social Care Partnership's Joint Strategic Commissioning Plan for 2019-22, as set out below.

Integration Joint Board (IJB)	13 March 2019	Minute Reference 10/19
NHS Board	16 April 2019	Minute Reference 2019/20/013
Policy and Resources Committee	13 May 2019	Minute Reference 28/19
Shetland Islands Council	15 May 2019	Minute Reference 24/19

- 2.2 It is best practice to undertake a refresh of the Plan each year, to make sure that it still addresses all the relevant issues and responds to need and demand in an effective way.
- 2.3 The process of updating the Strategic Commissioning Plan needs to be aligned to the budgeting process, to make sure that the planning and budgeting arrangements are complementary to one another. The planning process describes what services should be delivered; the budgeting process puts in place the resources to make that happen.
- 2.4 The needs assessment, taking account of current activity levels and any emerging

trends and issues being faced by each service area, has been reviewed. The professional advice is that the needs assessment which underpinned the current plan has not changed significantly enough to warrant any major shift in strategic direction.

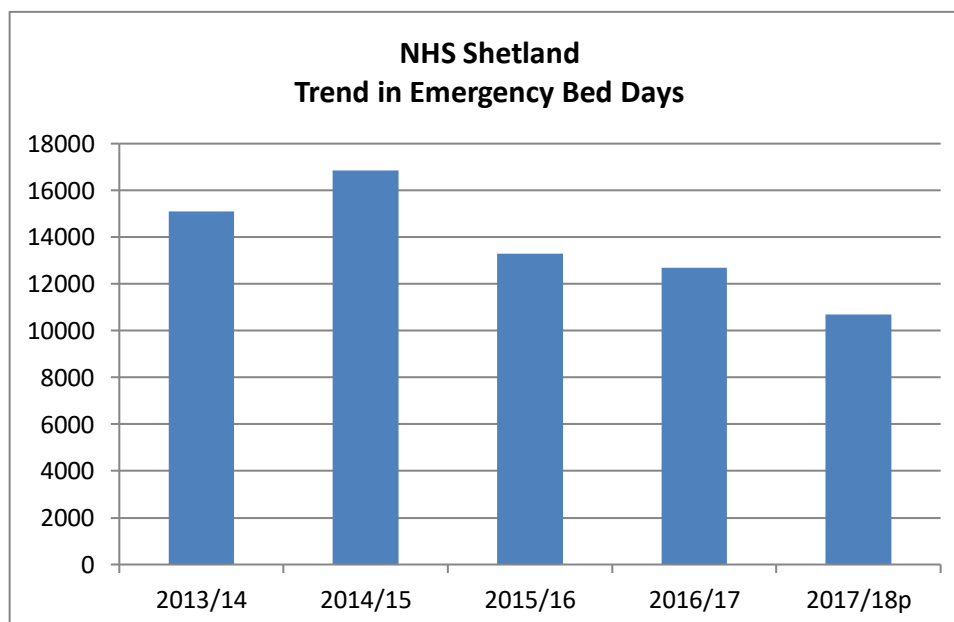
- 2.5 The Strategic Planning Group considered the approach to take with regard to the update of the Plan. The Strategic Planning Group recommends that the focus be on implementing the intent of the Plan and that the 'refresh' be a light touch. The Group identified some specific areas to strengthen as follows: crisis Intervention services for adult Mental Health; a recognition of the contribution made by services outwith care; a careful watch on the current increased need for 'beds' (hospital and community) to determine if any specific trends emerge; acknowledgement that Self Directed Support options are likely to grow. These issues are acknowledged and can be addressed through strengthening the existing text.
- 2.6 The recent inspection of Self Directed Support recommended that a strategy would help to underpin the implementation of the development plan to take forward the improvement actions identified. The agreed action plan states, "self-directed support forms a key part of the integrated landscape, therefore, further work will be undertaken to ensure that the Strategic Commissioning Plan reflects this and addresses the requirement to be more robust in our strategic planning around self-directed support." It is suggested that the Plan be strengthened by the inclusion of a specific section on Self Directed Support and the underpinning principles.
- 2.7 The Strategic Plan can also take account of the work to review the Integration Scheme. A separate report is being presented to each of the parties to consider an approach to explore the extent to which the current Integration Scheme and Joint Strategic Commissioning Plan are 'fit for purpose'. That report acknowledges the close relationship between the review of the Integration Scheme and the Strategic Plan. It would make sense for the Strategic Plan to be updated to reflect the outputs from the review of the Integration Scheme. The project is being undertaken by the IJB Liaison Group with a view to engaging with a wide range of people who are directly and indirectly affected by health and care integration, who want to have a say on this matter.
- 2.8 A separate engagement exercise on Community Led Support will provide good evidence to help to inform and shape the Strategic Plan. The objective of that project is for practitioners to engage with local communities to help to design the 'right services, delivered in the right place and at the right time'. The work, which is scheduled to take place over an 18 month period, will provide a wealth of information upon which to help to shape the Strategic Plan, particularly from a practitioner and community perspective. Specific geographically based co-production projects will also provide evidence of key themes to address, for example the Caring for Bressay project.
- 2.9 The emerging conclusion, therefore, is that no separate exercise need be progressed, meantime, to update the Strategic Plan for 2020-23. Instead it is suggested that the evidence and knowledge gained from the related projects (especially the review of the Integration scheme, the Community Led support project and the co-production projects) will be used to update and shape the Strategic Plan for reporting back by spring 2020.

### 3.0 Corporate Priorities and Joint Working:

- 3.1 The IJB Joint Strategic Commissioning Plan describes how health and care services can be delivered, jointly, across the services described in the Shetland Islands Health and Social Care Partnership's Integration Scheme.
- 3.2 The Plan is a significant part of public sector delivery in Shetland and supports the Shetland Partnership Plan, Shetland Islands Council's Corporate Plan and NHS Shetland's 2020 Vision and Annual Operational Plan.
- 3.3 Delivery of the Strategic Commissioning Plan relies on partnership working between Shetland Islands Council, NHS Shetland, Shetland Charitable Trust, other regional and national organisations (such as the Scottish Ambulance Service, NHS Grampian and other specialist Health Boards) and voluntary sector providers.
- 3.4 It supports a fundamental shift in the philosophy of how public sector services should be designed and delivered with and for each community, based on natural geographical areas, or localities, and integrated around the needs of service users, rather than being built around professional or organisational structures.

### 4.0 Key Issues:

- 4.1 There is considerable interest in being able to demonstrate what difference 'integration' has made to people's health and wellbeing outcomes. Each year, the Health and Social Care Partnership publishes an Annual Report to help to tell the story of progress in Shetland. One of the indicators is the number of emergency bed days needed and is an indicator which is commonly used as a proxy measure, at a national level, for measuring the success of integration. Shetland has performed well in this indicator, showing a year on year improvement (ie a reduction) in the total emergency bed days required per annum from 2014-15 (16,856) to 2017-18 (10,688 provisional data).



- 4.2 The current Plan has a number of service change projects and over the next while there will be some key activities which will help to give shape to future service models, such as the work on out of hours services, the staffing model in the

hospital, and creating multi-disciplinary teams within primary care services. The Strategic Plan can be updated as that work comes to fruition.	
4.3	It has not yet been possible to fully align the budgeting process with the planning process in the current year. However, there is a continuing ambition to work to close the funding gap between the cost of the current model of service and available resources, as recognised in the Development Plan activities – update of the Medium Term Financial Plan and presentation of Sustainable Service Models.
<b>5.0 Exempt and/or confidential information:</b>	
5.1	None.
<b>6.0 Implications :</b>	
<b>6.1 Service Users, Patients and Communities:</b>	The Strategic Commissioning Plan sets out the services to be delivered over the next 3 years. Any significant changes to services will be of interest to services users, patients, unpaid carers and communities, particularly in respect of quality, equality, accessibility and availability. It is expected that the current models of delivery will continue to evolve and change to reflect the policy direction of shifting the balance of care from hospital to community settings and supporting people to live independently at home. The service focus will also be on finding ways to help people to help themselves and by increasing self-help and self-care to help people to live in good health for longer.
<b>6.2 Human Resources and Organisational Development:</b>	None.
<b>6.3 Equality, Diversity and Human Rights:</b>	None.
<b>6.4 Legal:</b>	The Public Bodies (Joint Working) (Scotland) Act 2014 requires Health and Social Care Partnership IJBs to produce a strategic commissioning plan and update it annually.
<b>6.5 Finance:</b>	The cost of the current service model exceeds the funding made available to the IJB. The indication, from the medium term financial plan, is that the funding gap is likely to continue to grow and effort needs to be made to find sustainable models of service within the available funding levels. There is a commitment in the Development Plan for the Chief Officer to bring forward sustainable service model options for consideration.
<b>6.6 Assets and Property:</b>	None.
<b>6.7 ICT and new technologies:</b>	The Plan outlines the need to continue to modernise our working practices by maximising eHealth, Telehealthcare and Telecare

	opportunities.
<b>6.8 Environmental:</b>	None.
<b>6.9 Risk Management:</b>	On balance, it is felt that there is minimal risk in not undertaking a separate review of the Strategic Plan at this stage. There will be considerable data, knowledge and evidence gained from the related projects to shape and inform a revision of the Strategic Plan for the spring of 2020.
<b>6.10 Policy and Delegated Authority:</b>	<p>Shetland's Integration Joint Board (IJB) was formally constituted on 27 June 2015 and operates in accordance with the approved Integration Scheme, Scheme of Administration and the Financial Regulations.</p> <p>The IJB assumed responsibility for the functions delegated to it by the Council and the Health Board when it (the IJB) approved and adopted the Joint Strategic (Commissioning) Plan at its meeting in November 2015. The delegated functions are set out in the Integration Scheme.</p> <p>The responsibility for decisions about the planning and strategic commissioning of all health and social care functions that have been delegated to the IJB sits wholly with the IJB as a statutory public body. Such decisions do not require ratification by the Health Board or the Local Authority, both of which are represented on the IJB. However, if both the Parties, ie the local authority and the health board, require the IJB to rewrite the Strategic Plan, then the IJB must do so.</p> <p><u>IJB</u> The Integration Scheme states that, "The IJB has responsibility for the planning of the Integrated Services. This will be achieved through the Strategic Plan....The IJB will be responsible for the planning of Acute Hospital Services delegated to it....". Consideration of the process of any update of the Strategic Commissioning Plan is therefore within the authority delegated to the IJB.</p> <p><u>NHS Shetland Board</u> NHS Shetland delegated functions, including planning for acute and hospital services, to the IJB. The NHS Board has the overall authority for consideration and approval of strategic planning process.</p> <p><u>SIC Policy and Resources Committee</u> Shetland Islands Council delegated functions, including the planning arrangements, to the IJB. The Policy and Resources Committee is responsible for receiving reports on any matters relating to functions delegated to the IJB that require to be reported to the Council. Consideration of strategic policies, including the Strategic Commissioning Plan, falls within this remit.</p>

<b>6.11 Previously considered by:</b>	Strategic Planning Group	21 August 2019
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**Contact Details:**

Jo Robinson

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2 September 2019

**Background Documents:**

Shetland Islands Health and Social Care Partnership Joint Strategic Commissioning Plan 2019-2022.

<http://www.shetland.gov.uk/coins/submissiondocuments.asp?submissionid=23847>

# Shetland Islands Health and Social Care Partnership

Agenda Item

**5**



<b>Meeting(s):</b>	Integration Joint Board NHS Board Policy and Resources	28 November 2019 10 December 2019 21 January 2020
<b>Report Title:</b>	Palliative and End of Life Care Strategy for Shetland 2019 - 2022	
<b>Reference Number:</b>	CC-47-19-F	
<b>Author / Job Title:</b>	Jo Robinson Interim Director Community Health & Social Care	

## 1.0 Decisions / Action required:

- 1.1 That the Integration Joint Board, Policy and Resources Committee and NHS Board APPROVE the Palliative and End of Life Care Strategy for Shetland 2019-2022.

## 2.0 High Level Summary:

- 2.1 In Scotland, it is estimated that around 40,000 of the 54,700 people who die each year need some palliative care. That is 73%, equating to 129 people in Shetland per year (average number of deaths in Shetland is 212).
- 2.2 With the number of people dying in Scotland due to increase by 13% over the next 25 years action is required now in order to ensure that access to palliative and end of life care is available to all who can benefit from it, regardless of age, gender, diagnosis, social group or location.
- 2.3 This strategy focuses on what is important to people who are dying, their relatives and the carers/family who support them. The strategy promotes respect, choice, dignity and safety for all regardless of age, ability and of diagnosis.
- 2.4 The strategy contains an action plan. Implementation will be overseen by the Palliative Care Managed Clinical Network.

## 3.0 Corporate Priorities and Joint Working:

- 3.1 The PEOLC strategy supports the National Health & Wellbeing Outcomes, specifically:
- **Outcome 3.** People who use health and social care services have positive experiences of those services, and have their dignity respected
  - **Outcome 4.** Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services
  - **Outcome 8.** People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide

3.2	The PEOLC Strategy supports the Shetland Partnership Plan 2018 – 28 priority of “People participate and influence decisions on services and use of resources”.	
3.3	The PEOLC Strategy supports delivery of the Scottish Government’s Strategic Framework for Action on Palliative and End of Life Care 2015.	
<b>4.0</b>	<b>Key Issues:</b>	
4.1	The content of the strategy is based on contributions from patients/service users, health and social care professionals working in a number of settings, cancer and palliative care specialists, specialist nurses, children’s occupational therapy and physiotherapy, community care services, public health, voluntary services and members of the public.	
4.2	<p>Whilst most definitions describe a formal approach to PEOLC by Health &amp; Social Care services, what appeared to be missing was a community-based perspective. It was important to recognise the amount of support family members, carers and communities provide in supporting people to die well as well. Therefore a local definition of palliative and end of life care was agreed for this strategy as follows:</p> <p>“Palliative and end of life care is a supportive approach, (based on values of compassion, respect, and understanding), to improving the quality of life of individuals and their families/Carers, facing the problems associated with life-threatening illness , dying and death.”</p>	
4.3	<p>The PEOLC strategy for Shetland offers a framework that enables stakeholders to:</p> <ul style="list-style-type: none"> <li>• Identify individuals who may need support early.</li> <li>• Offer person-centred holistic anticipatory care planning, supporting choice and control to the individual, their family and carers, engaging in timely, open and honest conversations that focus on quality of life outcomes.</li> <li>• Promote coordination of support across multi-disciplinary teams that provide appropriate care to meet physical, practical, functional, social, emotional and spiritual needs in the place of choice of the individual.</li> <li>• Promote confidence and opportunities to gain the appropriate skills to offer good PEOLC to all.</li> <li>• Focus on involving and using wider resources in the community and promotes improved understanding of the importance of good palliative care.</li> </ul>	
4.4	Figures from Information Services Division Scotland show that in 2018/19 Shetland had a percentage of 94% of time in the last 6 months of life spent at home or in a community setting. This is the highest percentage of anywhere in Scotland, and consistently the highest percentage in Scotland since 2013/14. The strategy provides further data about age and cause of deaths in Shetland.	
4.5	The strategy contains an action plan. Implementation of the plan will be monitored by the Palliative Care Managed Clinical Network.	
<b>5.0</b>	<b>Exempt and/or confidential information:</b>	
5.1	None	
<b>6.0</b>	<b>Implications :</b>	
<b>6.1</b>	<b>Service Users,</b>	The strategy has been developed in conjunction with service



<b>Patients and Communities:</b>	<p>users, patients and communities. It aims to improve identification, assessment and provision of support to people who palliative and at the end of their life.</p> <p>The Strategy has been widely consulted on during development, including:</p> <ul style="list-style-type: none"> <li>• Realistic Medicine working group</li> <li>• People with lived experience</li> <li>• Community Health and Social Care Management team</li> <li>• Spiritual Chaplain</li> <li>• Dementia Services</li> <li>• Mental Health Team</li> <li>• Faith Group &amp; Humanist Representatives</li> <li>• GP Representative</li> <li>• British Redcross</li> <li>• Child Health Management</li> <li>• Senior Charge Nurse Team Lead</li> <li>• Area Nursing and Midwifery Advisory Committee</li> <li>• Palliative and End of Life Care Managed Clinical Network</li> </ul>
<b>6.2 Human Resources and Organisational Development:</b>	The workforce is key to success to providing good quality end of life care and therefore it is recognised that appropriate planning and development is needed to ensure the skills are within the workforce. Planning and training will be identified through the Palliative Care Managed Clinical Network and individual personal development plans.
<b>6.3 Equality, Diversity and Human Rights:</b>	<p>This Strategy is inclusive offering a palliative and end of life approach to <b>all</b> regardless of age, gender, disability, diagnosis, social group or location.</p> <p>Human rights underpin the ethos and principles of this Strategy</p>
<b>6.4 Legal:</b>	No implications
<b>6.5 Finance:</b>	<p>No specific financial implications arising from this report.</p> <p>Funding for training will be met from within existing budgets.</p>
<b>6.6 Assets and Property:</b>	No implications for major assets and property.
<b>6.7 ICT and new technologies:</b>	No specific implications for ICT and new technologies, although these will be used where necessary and appropriate to provide enhances services where possible.
<b>6.8 Environmental:</b>	No implications
<b>6.9 Risk Management:</b>	<p>Without implementing this Strategy there is a risk to the quality of Palliative and End of life Care as demand increase with an ageing population, and financial constraints may hamper the ability to meet rising need for palliative care effectively without an efficient strategy being in place. This in turn creating negative experiences for individuals and their families/friends.</p> <p>This strategy is key to supporting people, their families and their carers, helping to prevent unresolved grief for individuals, avoid hospital admissions and minimising delays in hospital.</p>

<b>6.10 Policy and Delegated Authority:</b>	<p><u>IJB</u></p> <p>Shetland's Integration Joint Board (IJB) was formally constituted on 27 June 2015 and operates in accordance with the approved Integration Scheme, Scheme of Administration, and the Financial Regulations.</p> <p>The IJB has delegated authority to determine matters relating to those services for which it has responsibility and oversight for, as set out in the Integration Scheme and the IJB Scheme of Administration [2015]. In exercising its functions the IJB must take into account the requirement to meet statutory obligations placed on the NHS and SIC, including those that pertain to delegated IJB functions.</p> <p>The responsibility for decisions about the planning and strategic commissioning of all health and social care functions that have been delegated to the IJB sits wholly with the IJB as a statutory public body.</p> <p><u>NHS Shetland Board</u></p> <p>The NHS Board holds the responsibility for reviewing strategic documents and the report is therefore presented directly to the NHS Board for consideration.</p> <p><u>SIC Policy and Resources Committee</u></p> <p>The Policy and Resources Committee has delegated authority for the development and operation of the Council as an organisation and all matters relating to organisational development and staffing, and is responsible for receiving reports on any matters relating to functions delegated to the IJB that require to be reported to the Council.</p> <p>As this report concerns a strategic policy, the matter is reserved to the Policy and Resources Committee.</p>		
<b>6.11 Previously considered by:</b>	<table border="1"> <tr> <td data-bbox="528 1458 1139 1570"> NHS Shetland Clinical Care and Professional Governance Committee (CCPGC) </td><td data-bbox="1139 1458 1481 1570"> 3<sup>rd</sup> September 2019 </td></tr> </table>	NHS Shetland Clinical Care and Professional Governance Committee (CCPGC)	3 <sup>rd</sup> September 2019
NHS Shetland Clinical Care and Professional Governance Committee (CCPGC)	3 <sup>rd</sup> September 2019		

**Contact Details:**

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**Appendices:**

Palliative and End of Life Care Strategy for Shetland 2019 - 2022



# **Palliative and End Of Life Care Strategy 2019 - 2022**

# **Contents**

1. Executive Summary
2. Introduction
3. Background - understanding death and dying in Shetland
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  - b. Protecting and promoting dignity – Choice and Control
  - c. Valuing & supporting staff
  - d. Realistic Medicine
  - e. A strength based approach
  - f. A greater openness
  - g. Compassionate Communities
  - h. Working together
6. Appendix 1 Outcomes Framework
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8. Appendix 3 Last Aid course
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## **Executive Summary**

Death and dying, whilst a natural part of life, can be one of the most difficult times for everyone involved. Having a good death is just as important as having good quality of life. *‘Whilst dying is inevitable, and universal, that is the only certain thing about it. So much else is unpredictable. It is therefore vital to offer people choice and control over the things that are important to them at this point of maximum vulnerability in their lives’.*<sup>1</sup>

A group of local people passionate about individuals having a good death has developed this revised strategy for Shetland. It takes account of the changing health and wellbeing needs of the Shetland population, in response to an increase of awareness and demand for good palliative and end of life care (PEOLC), particularly in relation to the move towards a more personalised approach. The aim was to create a strategy that focuses on what is important to people who are dying, their relatives and the carers/family who support them, a strategy that promotes respect, choice, dignity and safety for all regardless of age, ability and of diagnosis.

The team of people that brought this strategy together came from a variety of professional and personal backgrounds and included health and social staff, carers and family members, individuals from the community and local organisations. Their purpose was to create a strategy that:

- Gives confidence in staff and service users that we will meet local outcomes and need.
- Raise awareness of and give confidence in, the valuable support that Health & Social Care staff, families, carers and communities do and builds on these strengths.
- Improves joint working relationships, where all key staff, carers, family and community members feel their contributions to the strategy are valued.
- Gives people with experience of palliative and end of life care a voice and opportunity to influence how we all work together to support people who are dying.

A local definition of palliative and end of life care was considered for this revised strategy. Whilst most definitions describe a formal approach to PEOLC by Health & Social Care services, what appeared to be missing is a community-based perspective. In addition, ‘clinical’ language does not acknowledge individuals roles in supporting loved ones/community members during this time. A recognition of the amount of support family members, carers and communities do in supporting people to die well had to be recognised within a local definition. The local ethos to work closely in collaboration with all involved to ensure individuals have a good death needed to be reflected.

Palliative care focuses on the person, not the disease, and applies a holistic approach to meeting the physical, practical, functional, social, emotional and spiritual needs of individuals and carers facing progressive illness and bereavement.

A local definition of Palliative and End Of Life Care:

“Palliative and end of life care is a supportive approach, (based on values of compassion, respect, and understanding), to improving the quality of life of individuals and their families/Carers, facing the problems associated with life-threatening illness , dying and death.”

The ethos that underpins this definition:

Through good conversations, early identification and assessment/support planning, the prevention and relief of suffering and treatment of pain and other symptoms, (physical, psychosocial and spiritual support), we can work together in collaboration with the individual and those people that matter to them honour individuals’ choice, control and dignity.”

## **Introduction**

Dying, death and bereavement are important parts of everyone's lives; they happen to us all and many of us will be affected by the death of people close to us.

There is predicted rise in the number of people living with long-term conditions and how we all need to respond to these changes is crucially important.

In terms of service provision, there will be an increased requirement to provide appropriate palliative and complex care, where people live longer and hopefully, healthier lives. Nevertheless, there will be new challenges, such as the increasing requirement to support people with dementia and other degenerative conditions, and children/young people living with complex disabilities. How palliative care services will adapt to meet changing population needs is fundamental.

The content of the strategy is based on contributions from patients/service users, health and social care professionals working in a number of settings, cancer and palliative care specialists, specialist nurses, children's occupational therapy and physiotherapy, community care services, public health, voluntary services and members of the public.

The importance of supporting choice and control for people with palliative and end of life care needs continues to be vitally important to individuals', families and carers.

There are a number of national frameworks that give guidance locally to Health & Social Care Partnerships on how they deliver this care:

Living and Dying Well, Strategic Framework for Action on Palliative and End of Life Care, Palliative and End Of Life Care – Enriching & improving experience and of course the new National Health & Social Care Standards. In summary, these frameworks promote a PEOLC strategy for Shetland that:

- Identifies individuals who may need support early.
- Offers person-centred holistic anticipatory care planning, supporting choice and control to the individual, their family and carers, engaging in timely, open and honest conversations that focus on quality of life outcomes.
- Promotes coordination of support across multi-disciplinary teams that provide appropriate care to meet physical, practical, functional, social, emotional and spiritual needs in the place of choice of the individual.
- Promotes confidence and opportunities to gain the appropriate skills to offer good PEOLC to all.
- Has a focus on involving and using wider resources in the community and promotes improved understanding of the importance of good palliative care.

## **Background**

In Scotland, it is estimated that around 40,000 of the 54,700 people who die each year need some palliative care. That is 73%, equating to 129 people in Shetland per year (average number of deaths in Shetland is 212).

With the number of people dying in Scotland due to increase by 13% over the next 25 years we need to act now in order to ensure that access to palliative and end of life care is available to all who can benefit from it, regardless of age, gender, diagnosis, social group or location, by 2021.

Changing demographics, in terms of an ageing population, increase in complex conditions and a shift in the landscape of care provision, require us to look at how we support people to have more choice and control of the care and support they receive through an agenda of personalisation.

The following demographic information can help us determine where prevention and early involvement is best targeted. However, as previously mentioned, age and diagnosis are not used to determine how we respond to individuals; this must be done in a person-centred way.

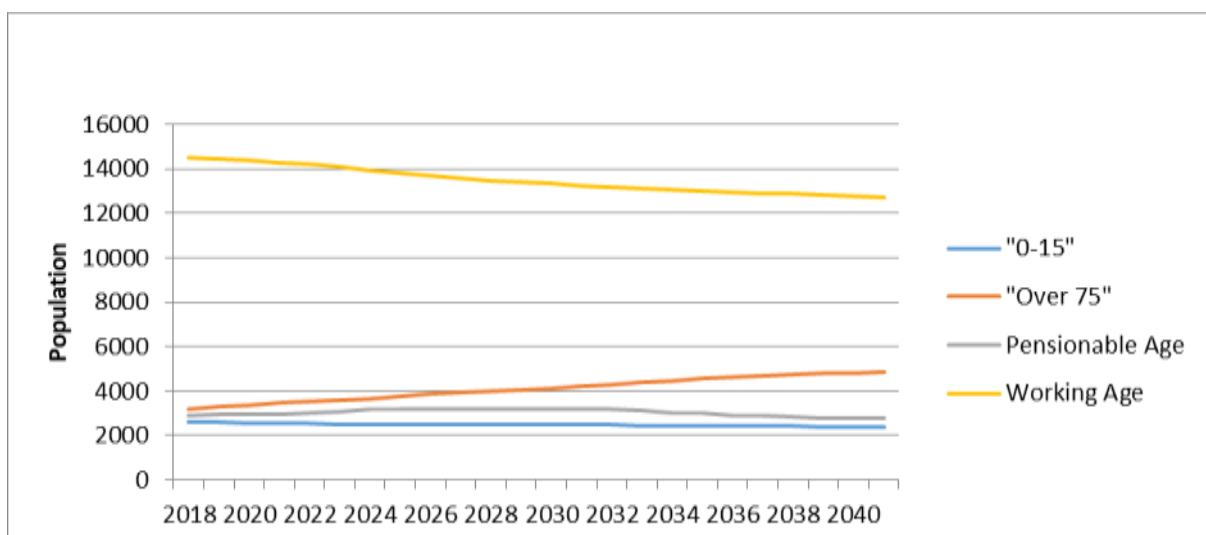
### **Percentage of the last 6 months of life, which are, spent at home or in a community setting:**

Scotland		Shetland	
2016/17	87.% Average	2016/17	93.9% Highest rate in Scotland

Those living in more remote rural areas spend more time at home or in a community setting in the last six months of life compared to those living in urban areas.

The proportion of time spent at home or in a community setting towards the end of life provides a high-level indication of progress in implementation of the national action plan. It reflects both quality and value through more effective, person-centred and efficient end of life care.

### **Population predictions for Shetland 2018 – 2041:**

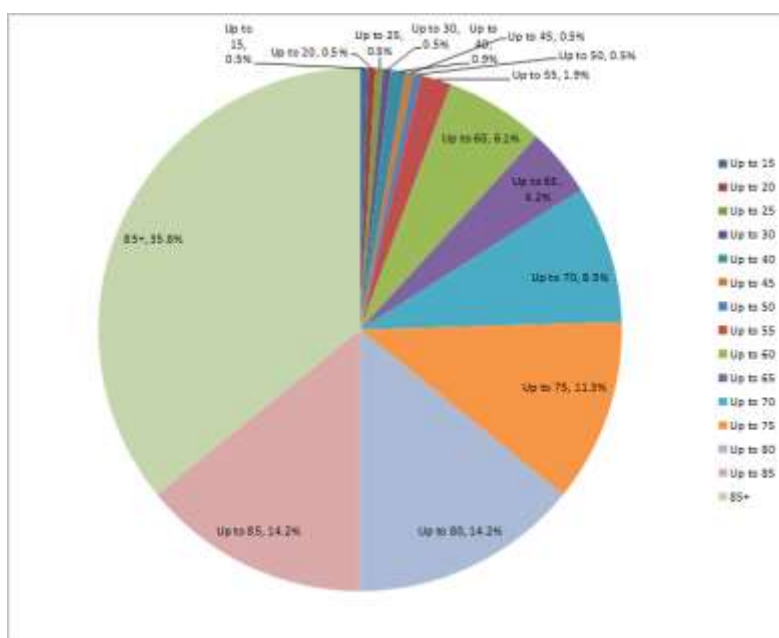


In 2017 there were 212 deaths in Shetland, detailed below are the demographics of deaths by age and condition.

### Deaths in Shetland by age – a comparison between 2011 and 2017

2011 Percentage		2017 Percentage	
Under 60	11 %	Under 60	11.8%
60 – 65	7 %	60 – 65	4.2%
65 – 70	7 %	65 – 70	8.5%
70 – 75	10 %	70 – 75	11.3%
75 – 80	10 %	75 – 80	14.2%
80 – 85	15 %	80 – 85	14.2%
	39 %	85+	36.8%

### 2017 Data



### Causes of Death in Shetland (2017)

The main causes of death in Shetland are cancer, coronary heart disease, stroke and respiratory conditions, which is comparable with the figures for Scotland overall.

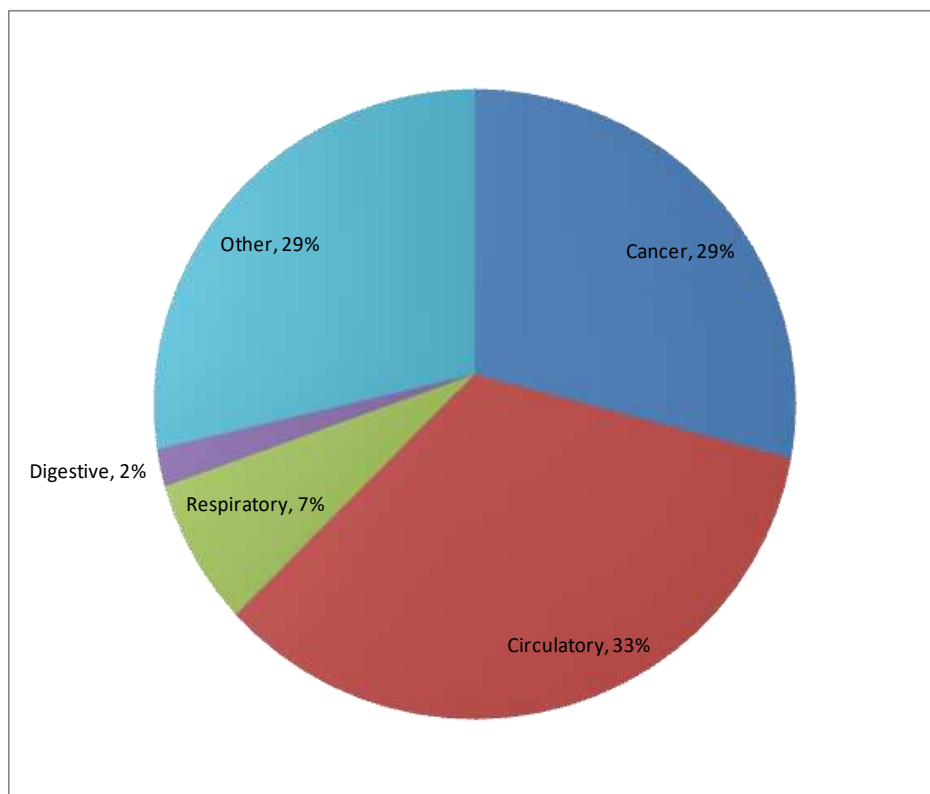
Pathways for palliative and end of life care related to cancer care are well understood. However, there is more work to do to ensure that there is effective communication, co-ordination of care between partner organisations, activation of anticipatory care plans and access to place of death for all dying people regardless of cause.



## 2017 Deaths in Shetland by cause:

2011 Percentage		2017 Percentage	
Circulatory	30%	Circulatory	33%
Cancer	30%	Cancer	29%
Other	30%	Other	29%
Respiratory	9%	Respiratory	7%
Digestive	1%	Digestive	2%

## 2017 Data



## 2017 Deaths by cause and age:

Age Group	Deaths from Circulatory	Deaths from Cancer	Deaths from Respiratory
85+	34.3%	27.4%	26.7%
80 – 85	8.6%	17.7%	20%
75 – 80	11.4%	19.4%	13.3%
70 – 75	14.3%	9.7%	6.7%
65 – 70	8.6 %	9.7%	
60 – 65	7.1 %	4.8%	
55 – 60	4.3 %	8.1%	
Under 60	11.1%	3.2%	

## **What do we want to achieve – outcomes and indicators**

Personal outcomes for those people we care for, their loved ones and carers are to be the focus in PEOLC here in Shetland. Person-centred care supports people to develop the knowledge, skills and confidence they need to more effectively manage and make informed decisions about their own health and health/social care.

Whilst Person-centred care is not new, recently there has been greater emphasis on its importance in both Health and Social Care services and services and staff developing this approach further and in a more meaningful way.

*‘Over the past few years in particular, there has been a lot of focus on self-directed support as a central component of personalisation. Indeed, it was almost impossible to discuss the progress of personalisation without commenting on the numbers of personal budgets people had and how many of those were delivered as direct payments. But personalisation has always been a much broader concept.’<sup>12</sup>*

In order to ensure true personalisation happens, health and social care services too have to approach delivery, commissioning and procurement of services, in a way that provides personalised and flexible support; ready to adapt to the needs and wishes of the individuals who use them.

The overarching outcomes for this strategy are guided by the Strategic Framework for Action on Palliative and End of Life Care:

- People receive health and social care that supports their wellbeing, irrespective of their diagnosis, age socio-economic background, care setting or proximity to death.
- People have opportunities to discuss and plan for future possible decline in health, preferably before a crisis occurs, and are supported to retain independence for as long as possible.
- People know how to help and support each other at times of increased health need and in bereavement, recognising the importance of families and communities working alongside formal services.
- People access cultures, resources, systems and processes within health and social care services that empower staff to exercise their skills and provide high quality person-centred care.

The following Health Improvement Scotland PEOLC indicators are measured nationally and here in Shetland:

- **Increase in the number of people with palliative and end of life care needs who are identified**

Locally the Key Information Summary (KIS) is used to collect information about a patient, which is extracted from the patient's general practice record. A KIS has to be specifically created for each patient. This is a task normally carried out by a doctor, and with the consent of the patient or their carers. There are currently 700 patients with an eKIS in Shetland. However, having an eKIS does not necessarily mean someone is palliative or end of life (it can also be used for other conditions where appropriate) but anyone who is palliative should be offered an eKIS.

Planning ahead is one of the most important elements of good PEOLC. Understanding what individual's wishes and care plan is well in advance gives all involved the opportunity to plan and prepare themselves and ultimately makes the end of life more meaningful and symptom free.

- **Increase in the number of people with palliative and end of life care needs who are assessed and have a care plan**

Using KIS formed part of the GP Contract requirements from 2012-2013 and GPs were encouraged to use KIS to create 'Anticipatory Care Plans' (ACPs) for vulnerable patients at risk of admission to hospital. The hope is that better information and planning for these patients can help keep them at home or in the community, reducing unnecessary hospital admissions.

- **Increase in the number of electronic palliative care summaries accessed**

The KIS information is shared by the GP's computer system twice a day, making this information available to other people and services looking after the patient. For example, out of hours services, Scottish Ambulance Service or NHS24 may use the KIS to gain more information about people they are in contact with.

The Electronic Palliative Care Summary (ePCS) is a system which allows the automatic update and sharing of health records across community nursing, specialist nursing and GP teams. The sharing of information can be further extended to hospital based teams.

The ePCS system is in place in all ten practices and palliative care registers are in place in all of the practices. However, whilst communication was considered on the whole to be good, it still presented as one of the main areas for improvement, particularly the role of technology and eHealth systems in supporting communication between teams and partner agencies.

- **Place of death**

More people prefer to die at home, with Shetland achieving the highest rate of the last 6 months at home in Scotland at a rate of 94%. The proportion of time spent at home or in a community, homely setting towards the end of life provides a high-level indication of progress in implementation of the national action plan through meeting people's wishes. It reflects both quality and value through more effective, person-centred and efficient end of life care.

### **Our Strengths:**

- 94% of people in Shetland die in their own home or in a homely setting. (The highest rate in Scotland).
- Electronic Palliative Care Summaries are now in use.
- Palliative Care registers are in place.
- Where Anticipatory Care plans are completed they are used to ensure care and needs are met in line with the individuals wishes.
- Scottish Palliative care guidelines in use in Shetland

## **Approaches to palliative and end of life care**

### **Values, Principles and Human Rights**

Shetland is a compassionate community, where support to people dying is based on a common set of values, a desire to give people choice; with formal services delivered by very experienced and dedicated staff; people who go 'above and beyond' to make things comfortable, dignified and person-centred.

Values are a set of beliefs or views that people hold about what is right or wrong and reflect a sense of what is good or bad. They have a strong influence on people's attitudes and behaviours and act as a set of rules or guidelines about how to behave in certain situations. Holding or developing values can be one of the greatest influences on peoples' experience of the care they receive.

The way we care for individuals who are dying is a measure of the values of the community in which we live. Attitudes such as kindness, caring, shared understanding, honesty, reliability, trust – the interpersonal parts of delivering care, are critical to people's perception of their own worth, something that is significantly important at the end of life. These values reduce fear and anxiety and revive hope and optimism. Hope and optimism have a valuable place in end of life care.

*'Time spent with a person, a hand held, a small kindness, a caring act, honesty – any of these seemingly inconsequential actions have a critical impact well beyond their stand-alone worth. These critical but unmeasurable behaviours cannot be bought or commanded, they arrive with a set of values and thrive or wither as a function of organizational culture'.<sup>2</sup>*

The importance of these attitudes and attributes are sometimes at risk of being neglected due to the preoccupation with systems, procedures and scientific medicine. Investment and access to care are important and only make a difference if an individual feels they are treated well. Value-Based care equates to efficient, high-quality, low-cost care to patients across the continuum. This means enhancing care coordination and improving communication between providers, as well as between providers and individuals. It also means finding ways of putting individuals at the centre of their care – viewing them holistically and treating more than an isolated acute episode.

Values play an enormous part in upholding the dignity of individuals. In a local staff survey the following values were seen as being vital to underpinning PEOLC:

- Compassion and Empathy
- Respect
- Comfort and Warmth
- Person-centred approach
- Kindness
- Understanding
- Sensitivity

### **Our Strengths:**

- A staff group who are experienced, dedicated and compassionate about PEOLC.
- A Social Care model of assessment, support planning (WYFY) based on personal outcomes.
- A team of specialist nurses trained in PEOLC based on best practice values and principles.

- The Specialist Nursing Team are available to provide expert advice and guidance on the following specialities:
  - Coronary Heart Disease  
[www.heartfailurehubscotland.co.uk](http://www.heartfailurehubscotland.co.uk)
  - Diabetes
  - Stroke  
[www.chss.org.uk](http://www.chss.org.uk)
  - Multiple Sclerosis  
[www.mssociety.org.uk](http://www.mssociety.org.uk)
  - Parkinson's Disease  
<https://www.parkinsons.org.uk/>
  - Motor Neurone Disease  
[www.sad.scot.nhs.uk/video-wall/](http://www.sad.scot.nhs.uk/video-wall/)
  - [www.mnd.org.uk](http://www.mnd.org.uk) Cancer  
<https://www.macmillan.org.uk/>
  - Financial advice and support in PEOLC

## Protecting and promoting dignity – Choice and Control

Promoting and protecting dignity comes from supporting people who are nearing the end of life to maintain the best quality of life possible, to remain in control and to minimize suffering. This strategy aims to encourage dignity in PEOLC through:

- Supporting people to have as much control over decisions, care and treatment as possible
- Supporting people to die where they want and in a way that they choose
- Providing support to minimise pain and suffering
- Ensuring staff are open to talking to people who wish to discuss issues around their death and that they have the training and skills to respond appropriately
- Helping people to plan and to say goodbye to loved ones
- Allowing people time for reflection and provide professional support where needed
- Encouraging, as far as possible, meaningful activity and discussion to support a sense of self-worth and purpose
- Ensuring you are fully aware of people's cultural and religious preferences when providing end of life care
- Providing support for family and carers
- Providing support for those receiving care who may experience bereavement from the death of friends and peers <sup>5</sup>

Studies have shown that around 70% of people with terminal illnesses towards the end of life experience significant pain as well as other distressing symptoms such as anorexia, constipation, anxiety, lethargy, breathlessness, sleeplessness.

Symptoms may be caused by a variety of mechanisms such as progression of disease; side effects of treatments; debility or unrelated causes and each symptom responds to different approaches. People may have several different symptoms at the same time, which may need different approaches and treatments concurrently. Each requires careful history taking, physical examination, and appropriate investigations, if these investigations will alter the treatment plan and the outcome for the adult or child.

In Shetland we operate a generalist model for providing palliative and end of life care, and therefore we need to have easy access to specialists in Palliative Care for advice and help, as well as to other specialists who can undertake “palliative interventions” as necessary.

Priorities set in the 2009 strategy included the need to develop systems in the community to allow staff to be able to appropriately support symptom control, particularly pain management. The recent staff survey suggests that there have been improvements in staff confidence in managing symptoms with more work around the following required:

- Pain management plans
- managing anorexia
- bowel obstruction
- delirium/agitation and
- using syringe pumps

Other priorities included looking at ways of bringing together existing and potentially new services to provide appropriate psychological support for people who have palliative or end of life care needs.

We have been particularly successful in regard to the development of systems to ensure that the correct medications and equipment are available to respond to changing symptoms and provide good symptom control.

Work locally has continued to build services with all partners, to provide psychological support, including promotion of positive psychology and wellness through health improvement programmes and reducing isolation through work with community resilience initiatives. Kindness Cafes have started up in Shetland and a programme of training looking at isolation has been well attended.

### **Our Strengths:**

- Holistic care delivered in local communities through collaboration between community nursing, pharmacy, social care staff, Specialist nurses, and VAS
- Highly valued specialist MacMillan nursing for individuals with cancer.
- NHS Spiritual Care- Dedicated Chaplain in post.
- Self-directed support – Offering individuals choice and control in how they receive social care.
- Where Anticipatory Care plans are completed they are used to ensure care and needs are met in line with the individuals wishes.
- Ceilings of treatment
- Just in case boxes.
- Shetland Bereavement Service – promoting awareness and good practice in bereavement care, psychological support, providing information, training and education.

## Valuing and supporting staff.

Practitioners locally were asked what being involved in PEOLC meant for them and nearly all staff responded positively:

*“Feeling like I have made a difference, and made this difficult time a bit less frightening.”*

*“Families remember the support and this has a direct impact on their grieving process.”*

*“It is one of the greatest markers of society if we provide good end of life care for the elderly frail and vulnerable.”*

*“Being part of a team that can help allow a person to die in comfort, in a place of their choice, surrounded by the people they want.”*

Continuing to address education and training is a high priority for professionals from health, social care and voluntary organisations in Shetland. Having the skills and confidence to deliver consistently high quality care across all care settings is paramount. In a recent staff survey:

- 81% said they were either very or somewhat confident in PEOLC
- 39% said they'd had adequate or enough amount of training, with 36% receiving face to face taught and 32% on the job training
- 33% said individuals always have pain management plans in place, and 37% said these were in place most of the time
- Over 50% of staff said they were confident in managing mouth care, nausea & vomiting, sweating, weakness & fatigue, and other medication related to end of life care.
- Staff said they were least confident in managing anorexia, bowel obstruction, delirium and syringe pumps.

Training in regard to supporting social care workers in the community setting and maintaining an ongoing programme of training that is relevant to healthcare generalists at all levels of clinical seniority has begun locally.

### Training framework:

NHS Education for Scotland (NES) has developed a Knowledge and Skills framework for Palliative and End of Life Care for the health and social services workforce. Using this to map the skills and knowledge strengths and gaps across the Shetland workforce is vital in understanding what we need to do to ensure staff are confident in delivering PEOLC. The Strategic framework identifies 10 commitments with one commitment specifically focused on education, learning and training:

*“We will support the workforce by commissioning NHS Education for Scotland and the Scottish Social Services Council to develop a new palliative and end of life care Educational Framework. This will address the needs of the whole workforce and will be focused on fostering an integrated and collaborative approach to educational provision.”*

The framework states that:

- A workforce that feels adequately trained and supported to provide the palliative and end of life care that is needed.



- All health and care workers require an appropriate level of knowledge and skill in palliative care and end of life to match level of involvement with people with PEOLC needs

Three sets of principles underpin the framework, which promote a person-centred, outcomes focused, human rights based approach to palliative and end of life care. These principles are at the centre of the integration of health and social care and wider public service reform.

- World Health Organisation Definitions of Palliative Care. Palliative care is internationally recognised as a basic human right, promoting person-centred care.
- The PANEL Principles (Participation, Accountability, Non-discrimination and Equality, Empowerment and Legality). These principles underpin a human rights based approach which empowers people to know and claim their rights.
- The National Care Standards Principles are integral to the standards which outline what everyone in Scotland can expect when using health and social care services, and how providers of care should deliver and improve services. These are based on a human rights approach underpinned by the PANEL principles

Within each domain, there are four levels of knowledge and skills. These outline what workers need to know and do, depending upon their degree of involvement in palliative and end of life care, and their role responsibilities in the care and support of people with palliative and end of life care needs, their families and carers. Some of the knowledge and skills are integral to all health and social care, and in the framework, are applied in the context of palliative and end of life care.

**Informed level** outlines the knowledge and skills required by all health and social service workers in relation to palliative and end of life care.

**Skilled level** outlines the knowledge and skills required by health and social service workers who by virtue of their role and level of responsibility regularly provide care and support to people with palliative and end of life care needs, their families and carers.

**Enhanced level** outlines the knowledge and skills required by health and social service workers who by virtue of their role and level of responsibility provide, co-ordinate and manage the care and support of people with palliative and end of life care needs, their families and carers.

**Expert level** outlines the knowledge and skills required by health and social service workers who by virtue of their role and level of responsibility play an expert specialist role in the care and support of people with palliative and end of life care needs, their families and carers.

The framework also confirms our local thinking around Palliative care being provided by a range of health and social care sectors and informally by families, carers, friends and communities. Training for families, carers and communities should also be considered if we are to enhance the considerable asset of this informal care.

Using our local knowledge and skills found in staff with experience is one of the best ways to use our assets and deliver local training. For example joint delivery of the MacMillan Foundations in Palliative Care course has started in community health & social care settings, by MacMillan Nursing and Workforce Development.

SSSC open badges in PEOLC are another way of accessing the basic knowledge. Fundamentals in palliative care (Informed level) is available to all social care staff and ought to be encouraged for all staff. The Enriching and Improving Experience Framework identifies the knowledge and skills required by all workers who might come into contact with people who have palliative and end of life care needs. The framework has five domains and this badge reflects the core knowledge and skills considered integral to the fundamentals to the delivery of high quality palliative and end of life care at the Informed level.

The University of Highlands and Islands in conjunction with Highland Hospice are in the process of developing a professional development award for PEOLC.

### **Our Strengths:**

- Percentage of staff who feel supported by managers
- Percentage of staff who feel confident in their PEOLC practice
- 35% of staff who responded to the staff survey, have worked in their role for more than 10 years, demonstrating we have an experienced workforce. Local experience is crucial to promote and share. Using our own assets will strengthen our understanding of what works and when shared with less experienced staff, helps to ensure this valuable experience is not lost.
- Local annual training delivered by Macmillan and Roxburgh House team

## Realistic Medicine:

*But in our attempts to defeat death, the question is this - are we over-medicalising death and the final years of life at the expense of providing better palliative care that would result in a better quality of life? Is it time to reset the system, and learn how to die a better death?' 7*

In the Chief Medical Officer's third annual report, 'Practicing Realistic Medicine' there are a number of areas highlighted relevant to palliative and end of life care:

- Building Our Personalised Approach To Care With People Across Scotland
- Changing Our Style To Shared Decision Making
- Asking the Right Questions Matters
- Valuing Our Workforce
- Tackling Unwarranted Variation, Harm And Waste
- To Provide Value Based Healthcare
- A Realistic Approach To Population Health

Local practitioners are establishing a working group to look at the implementation of realistic medicine in Shetland. This group aims to ensure that professionals are realistic about prognosis and outcomes – including how they advise people about the benefits of ongoing treatments, and quality of life (as opposed to quantity of life) and how they record this.

## Asking the Right Questions Matters

**To help ensure you have all the information you need to make the right decisions about your care, please ask your doctor or nurse:**

- Is this test, treatment or procedure really needed?
- What are the potential benefits and risks?
- What are the possible side effects?
- Are there simpler, safer or alternative treatment options?
- What would happen if I did nothing?



Locally we aim to implement Realistic Medicine in a number of ways:

- Listening to understand patients' problems and preferences
- Sharing decision making between healthcare professionals and their patients
- Ensuring that patients have all the understandable information they need to make an informed choice
- Moving away from the 'doctor knows best' culture to ensure a more equal partnership with people
- Supporting healthcare professionals to be innovative, to pursue continuous quality improvement and to manage risk better
- Reducing the harm and waste caused by both over-provision and under-provision of care
- Identify and reduce unwarranted variation in clinical practices.

*'We want people working in health and social care and people who use services to think about the values and the behaviours that underpin good experience. Drawing on these values to have meaningful conversations with people to plan and agree care will support all staff and patients to base care around what matters most to people, with a shared understanding of what healthcare might realistically contribute to this. This is the ethos of Realistic Medicine.'* <sup>6</sup>

*There is also evidence that people are more likely to have greater confidence in decisions reached and less likely to regret their treatment choices. So good communication, listening to people, displaying empathy and asking the right questions all lie at the heart of practising Realistic Medicine'*<sup>6</sup>

#### **Our Strengths:**

- Dedicated multidisciplinary team formed to take forward Realistic Medicine approach
- Use of Telehealth anywhere within community setting or patients home
- Difficult Conversations training

## **A strength based approach to palliative and end of life care:**

Nationally and locally there is a cultural shift in care and support; away from a deficit led model of care to one that identifies and builds on the natural strengths of the individual, their family/friends and carers, the local community and the services/staff themselves.

Through a staff survey, interviews and the PEOLC event staff and individuals have identified what local strengths Shetland has in relation to PEOLC:

- A committed, confident & compassionate Health & Social Care workforce who go above and beyond their remit to provide care & support
- A workforce with lots of experience in working in PEOLC
- GP Palliative Care Registers
- High percentage of people dying at home or in a homely setting
- A smaller close community spirit, where we often know the person we are taking care of
- Working together in a multi-disciplinary – with strong relationships and willingness to share tasks
- A valued Specialist and Community Nursing Service

What are Asset/Strength Based Approaches?

*In the context of health improvement assets may be defined as “the collective resources which individuals and communities have at their disposal, which protect against negative health outcomes and promote health status” 3.*

Asset based approaches are contrasted with traditional approaches to the delivery of health care and other public services which tend to use narrow interventions which focus on deficits/problems/disease. Asset based approaches are not new but are currently enjoying a higher profile within a number of strands of Scottish Government policy for example:-

- The Chief Medical Officer makes use of assets as a concept in his analysis of Scotland’s health inequalities and poor performance in international comparisons of health status
- Asset based approaches are highlighted in the Christie Commission on the Future Delivery of Public Services. Demographic and financial projections have placed an imperative on approaches which are not based on increasing the scale of existing formal services.
- Re-shaping Care for Older People emphasises the potential for strengthening informal community support and individual assets as a means to extend independent living in the community.

The National Alliance ‘*Good Life Good Death Good Grief*’ promotes a strength-based approach to palliative, end of life care, and suggest the following positive outcomes:

- people are able to talk about death and deal with related issues in a constructive way
- children grow up treating dying as an inevitable part of ordinary life
- people are comfortable using words such as “death”, “dead” and “dying”, and are able to make choices relating to their own dying and death
- health and social care professionals and volunteers in all care settings feel able to have discussions relating to death, dying and bereavement with patients and families, and with colleagues

- communities of all kinds are empowered to provide effective support to those dealing with death, dying, bereavement and loss.

**Our Strengths:**

- Outcome focused strength based approach used in With You For You
- Asset based community development currently being explored
- Valued 3<sup>rd</sup> sector involvement in PEOLC

## **A greater openness about death, dying and bereavement in Shetland – having good conversations**

One cultural challenge is how we all talk to each other about death and dying. The Scottish Government identifies encouraging greater openness about death, dying and bereavement as a pursuit on achieving the outcomes under the Strategic Framework for Action on Palliative and End of Life Care.

Timely conversations around death and dying can be both practical and emotionally supportive and can often prevent or reduce fear, confusion, distress and complicated grief.

*‘Having the chance to review the options properly, and get the care that’s right for us is a really important part of all health care. But it’s especially poignant in palliative and end of life care’.* Marie Cure

The aim of having good conversations about death and dying is to put the person at the centre of their own care, taking into account their priorities and how they want to live and die. It’s about having a sensible and practical idea of what can be achieved or expected, and representing things in a way that is accurate and true to life.

Whilst compiling this updated strategy we had open and honest conversations with family members who had recently lost a loved one. All of them without exception said that talking about a person’s wishes for dying and death had been invaluable in both reducing the distress for their loved one but also in their own grief. Below is an extract of a conversation held with family member V.

*V describes how close she became with her father during the hours they spent planning his funeral. She felt it was the best thing she could do for him, to support him have choice and control over the arrangements, this also gave him dignity. He picked his coffin and planned the service. V says this meant that when it came to his death she wasn’t having to make arrangements, trying to guess what he would have wanted when her emotions and grief was so raw. V says she can’t emphasis enough how this helped her in her own grieving process. She learnt how resilient she was and it strengthened her relationship with her father. Although she says she also learnt to ask for help, “you’re not a failure if you ask.*

### **Anticipatory Care planning, Ceilings of care, DNACPR and Power of Attorney.**

Anticipatory Care Planning is about individual people thinking ahead and understanding their health. It’s about knowing how to use services better and it helps people make choices about their future care. Planning ahead can help the individual be more in control and able to manage any changes in their health and wellbeing. Many people with long term conditions or chronic health problems can benefit from having an Anticipatory Care Plan.

*‘The moral questions about death that face not just the medical profession, but each and every one of us. The question of how we die is a question that all of us must face, and yet we avoid talking about it. Modern medicine is focused on saving lives. Amazing technical advances have increased doctors’ ability to treat a wide range of life-threatening diseases, meaning many more people live longer lives. Life expectancy has surged, and we regard death as something to be battled. It is common for the medical system to throw everything into treating patients right to the very end.’*<sup>7</sup>

Increasing the uptake of ACPs amongst those on long-term condition registers, over 70 years old and those identified as higher risk to premature death i.e. those with multiple complex conditions is crucial to PEOLC. Having clear understanding of what is important to individuals and ensuring conversations that help prepare for dying and death will help us develop support that is personalised. In the PEOLC staff survey 48% said that sometimes individuals have an anticipatory care plan in place.

Promoting ACP is an area that is under development locally, with a recent introduction of the use of The Scottish Government & Health Improvement Scotland document 'My Anticipatory Care Plan'. Continued work to implement this would help promote the early identification for people who may need PEOLC and clear support plans can be put in place before individuals reach crisis point or their capacity to make choices deteriorates.

ACP's also incorporates the writing of wills or "Living Wills" now known as advance directives or advance decisions which can be done by the well person early on in life to plan for what **may** happen at the end of life. Anticipatory care planning is more commonly applied to support those living with a long term condition to plan for an **expected** change in health or social status. It also incorporates health improvement and staying well. Completion of a common document called an anticipatory care plan is suggested for both long term conditions and in palliative care.

The decision to give any treatment has to be made after weighing up potential benefits against potential risks and in collaboration with the individual. As a person's disease/illness progresses, the likelihood of benefitting from aggressive treatment decreases and the likelihood of side-effects and complications increase.

Having a conversation about a decisions not to attempt cardiopulmonary resuscitation needs to be discussed and recorded in an individual's anticipatory care plan.

Having timely, honest conversations with individuals allows them to have informed choice, is vital to care planning and can save needless distress for them and their family members. What care might be appropriate needs to be reassessed as the disease advances, in order to reduce the risk of harm and avoid excessive burden to the individual as a result of over-treatment.

### **Our Strengths:**

- NHS Spiritual Care Lead in post
- What matters to You
- Introduction of The Scottish Government & Health Improvement Scotland document 'My Anticipatory Care Plan'.
- Ceilings of care documentation
- DNACPR in place



## Compassionate Communities – a Public Health approach

Compassionate communities are examples of the engagement of neighbourhoods in caring for others as a humanitarian practice, which includes palliative care and end-of-life care provision. Kellehear was the first to introduce the term “compassionate community”. He stated that compassionate communities are needed as a public health approach to palliative care. Kellehear also called all citizens to action by his statement: “end-of-life care is everyone’s responsibility.”

What it is	What it is not
Social Movement	A service
Involves ordinary people	About health professionals
Community development	A palliative care service
Needs based evolution, with no blue print development	Prescriptive

In early 2013, an online survey of over 200 UK palliative care services published in the British Medical Journal found that most of these services were prioritising ‘community engagement’ initiatives, most commonly adopting a ‘compassionate community’ model. This development embraces a public health approach including health promotion, community development and death education into a field that has previously focused primarily on the clinical care.

Compassionate communities are derived from the World Health Organisation concept of ‘Healthy Cities’ or ‘Healthy Communities’ and reinforces the move towards asset based community development (ABCD). Promoting the idea that ‘health and wellbeing’ is everyone’s responsibility – not just services.

The lack of death literacy is a common problem in many countries. Death literacy consists of four parts: 1) skills, 2) knowledge, 3) experiential learning, and 4) social action. It is not enough to only talk about death—social action is needed. This underlines the fact that education alone is not the solution in improving palliative care in the community. Education must be accompanied by a reflection on attitudes, as well as action. Without reflection and action, there may be no change in practice and no practical improvement.

Opportunities to develop the strengths of community members to support each other in PEOLC is also central to this strategy. Knowledge in palliative care can be very limited or totally absent in most communities, and information about the effects of educational procedures in teaching non-professionals in basic palliative care is sparse. The ‘Last Aid’ course, described as an ingredient to compassionate communities, is a relatively new concept for teaching the public about palliative care.

Individuals, families and carers may lack knowledge about palliative care, and there is an urgent need to educate non-professionals in palliative care and end-of-life care. At present, the main

source of citizens' palliative care knowledge is often through personal experience. The experiences with Last Aid courses in different countries are overall very positive.

Last Aid courses are well-attended. The evaluation of questionnaires in a German pilot study has shown a favourable response. Last Aid courses may form the educational basis of compassionate communities, and are well-suited to inform the public about palliative care and end-of-life care

**Our Strengths:**

- SIC delivery of 'Training' to tackle loneliness
- The British Red Cross development of 'Kindness Café's'
- The British Red Cross Connecting Community Service

## Working together

Key to a personalised approach to PEOLC, is communication and working collaboratively.

Communication between professionals and with individuals and families was highlighted as crucial by the local people who took part in our PEOLC event and staff survey – particularly in relation to discussing treatment choices, future planning and end of life care and how this is then translated into an appropriate, shared anticipatory care plan. Strengthening communication between specialist (sometimes off island services) and local teams is considered an important factor to improve communication and provide responsive, flexible care for patients.

There continues to be a strong theme running through staff feedback which noted the importance of positive psychology, self-management and public awareness raising regarding „living a healthy life and having a good death“. There was an emphasis on how we need to work together to support people to have conversations about „life and death“ in a positive way, in an attempt to change the societal culture and taboos, which are associated with talking about death and dying. Providing appropriate psychological services, counselling and information for people who need additional support to manage their grief and loss following the death of a loved one, was also considered a key aim to be incorporated into this strategic plan.

Evidence-Based remains at the core of informing best practice and guidance, but for it to truly take place, we must use best available evidence, clinical/professional judgement and individuals' preferences together.

In the recent staff survey 44% said that communication between health & social care staff is adequate most of the time.

Consultation with staff continues to demonstrate the need to have a particular focus on anticipatory care to support people with long-term conditions, as there is a predicted increase in the prevalence of people who will be living with complex health needs who will also access palliative care services, over the next five years and beyond. As part of this work, we will also need to consider the changing pattern of diseases (epidemiology) and the death trajectory (rapid or slow decline) associated with common long term conditions such as Dementia, which can have an uncertain prognosis (Mitchell et al, 2009).

The Gold Standards Framework (GSF) is a tool which has been developed to facilitate effective communication, co-ordination and continuity as well as emphasising the need for assessment and review of those people with palliative and end of life care needs. This includes the use of a palliative care register to enhance communication about patients between healthcare professionals.

In terms of death trajectory, staff would benefit sharing knowledge and understanding through the consistent use of a palliative indicator tool such as SPICT. Supportive & Palliative Care Indicators Tool (SPICT™) is used to help identify people at risk of deteriorating and dying with one or multiple advanced conditions for holistic, palliative care needs assessment and care planning. Sharing these with all those involved in supporting a person will enhance the

The Gold Standards Framework (GSF) is a tool which has been developed to facilitate effective communication, co-ordination and continuity as well as emphasising the need for assessment and review of those people with palliative and end of life care needs. This includes the use of a palliative care register to enhance communication about patients between healthcare professionals.

The Electronic Palliative Care Summary (ePCS) is a system which allows the automatic update and sharing of health records across community nursing, specialist nursing and GP teams. The sharing of information can be further extended to hospital based teams.

The ePCS system is in place in all ten practices and palliative care registers are in place in all of the practices. However, whilst communication was considered on the whole to be good, it still presented as one of the main areas for improvement, particularly the role of technology and ehealth systems in supporting communication between teams and partner agencies.

Communication was also noted concerning the individual conversations with patients and their families about planning for the future and their wishes in relation to end of life care and how we can effectively support people who are dying and the professionals providing care and treatment, to manage these difficult and emotional discussions.

Much work has been taken forward to revise and improve the single shared assessment process for adults (known as With You For You) and for children (known as Getting it Right for Every Child) across Shetland, it has been noted in the feedback that we need to continue to prioritise the development of a co-ordinated approach to support people who need to access a wide range of services (e.g. specialist, local hospital, community based and voluntary sector). Particularly where additional support might need to be provided to ensure that a person can remain at home (if that is a preferred place of care and/or death) and support timely discharge from hospital.

**With You For You (WYFY)** - Staff were divided on the clarity of a main point of contact for coordination with 32% saying it was always clear, 32% saying most of the time it was clear and 32% saying it was sometimes clear. As discussed above having a collaborative approach to PEOLC is crucial in meeting the needs of individuals, family members and carers. This is particularly crucial with 'fast track' care needs. The WYFY process aims to offer a coordinated approach to supporting someone, where they have one point of contact. During the writing of this strategy, we spoke to many family members and carers who stressed how important this was to them. Improvements and quality assurance for the WYFY process is vital in understanding how well we coordinate our care.

**Getting It Right For Every Child (GIRFEC)** – Getting it right for every child (GIRFEC) supports families by making sure children and young people can receive the right help, at the right time, from the right people. The aim is to help them to feel loved, safe and respected. Children's Services are provided using the GIRFEC practice model, which puts the child and the family at the heart of decision making and planning to optimise health and wellbeing <sup>(21)</sup>.

The Children's Act (Scotland) 2014 <sup>(22)</sup> gives a structure for the 'integrated' planning and delivery of all children's services across partner organisations with a provision for all Children and Young People (CYP), up to their 18th birthday (if still at school) and beyond (if in local authority care), to have a Named Person. The Named person is a single point of contact and they have a responsibility for "promoting, supporting and safeguarding the child's wellbeing."

Providing care for children who are dying (their families & carers) can be one of the most difficult journeys anyone takes. There are many elements in common between children and adults' palliative care, such as similar approaches to symptom management and the need for care to embrace the whole family. It is important that we also recognise, however that palliative care for children is different from adult palliative in several ways. The importance of provision of play for children for example, is essential and education is a legal entitlement and must be taken into account when planning support.

What research shows us is that the national prevalence of children and young people with life limiting conditions is rising and CYP with life limiting conditions have complex health care needs often with repeated hospital admissions, particularly at end of life care. Research suggests that increased early intervention from specialist palliative care services could reduce the number of children who become unstable or deteriorate and are therefore more likely to need hospital admission, including paediatric intensive care.

In Shetland, children with complex health care needs are supported by local generalists teams e.g. GPs, Specialist Nurses, School Nurses, Secondary care clinical teams and specialist based in Aberdeen. A strategic priority for children's service planning across the North of Scotland is to review how we deliver care and support to CYP and their families with complex needs, recognising the intensity of support that is required and the huge role that parents and families assume. A review will commence during 2019-20, led by Child Health Commissioners and Directors of Public Health with an expected set of recommendations

'Together for short lives' (2018) <sup>(23)</sup> states that *'parents bear a heavy responsibility for personal and nursing care and siblings are especially vulnerable'* and many children with life threatening and life limiting conditions will live to young adulthood.

This is particularly important for services such as those in Shetland, which are remote from specialist centres and care teams. Our strategy will continue to be to provide the best quality of care that we can, in conjunction with the wider network of services available on mainland Scotland and ensuring that children, their families and practitioners have access to appropriate specialist support.

Evolving models of care include increased use of technology enabled care e.g. to link children to specialist teams in Aberdeen, or parents to their babies on the neonatal unit as well as using technology in Shetland to improve access to services. The School Nurses and Paediatric OT and Physiotherapist are all using digital platforms such as Attend Anywhere to link into families in their homes of places that are convenient for patients to ensure that we maximise equality of access, particularly for children that need intensive support.

Transition from children's services to adult services is important and needs to be managed well.

The 2016 NICE 'End of life care for infants, children and young people with life-limiting conditions: planning and management' guidance <sup>(24)</sup> sets out the following general principles which are considered within the child's plan:

- Recognise that children and young people with life-limiting conditions and their parents or carers have a central role in decision-making and care planning.
- Discuss and regularly review with children and young people and their parents or carers how they want to be involved in making decisions about their care, because this varies between individuals, at different times, and depending on what decisions are being made.
- Explain to children and young people and to their parents or carers that their contribution to decisions about their care is very important, but that they do not have to make decisions alone and the multidisciplinary team will be involved as well.
- When difficult decisions must be made about end of life care, give children and young people and their parents or carers enough time and opportunities for discussions.

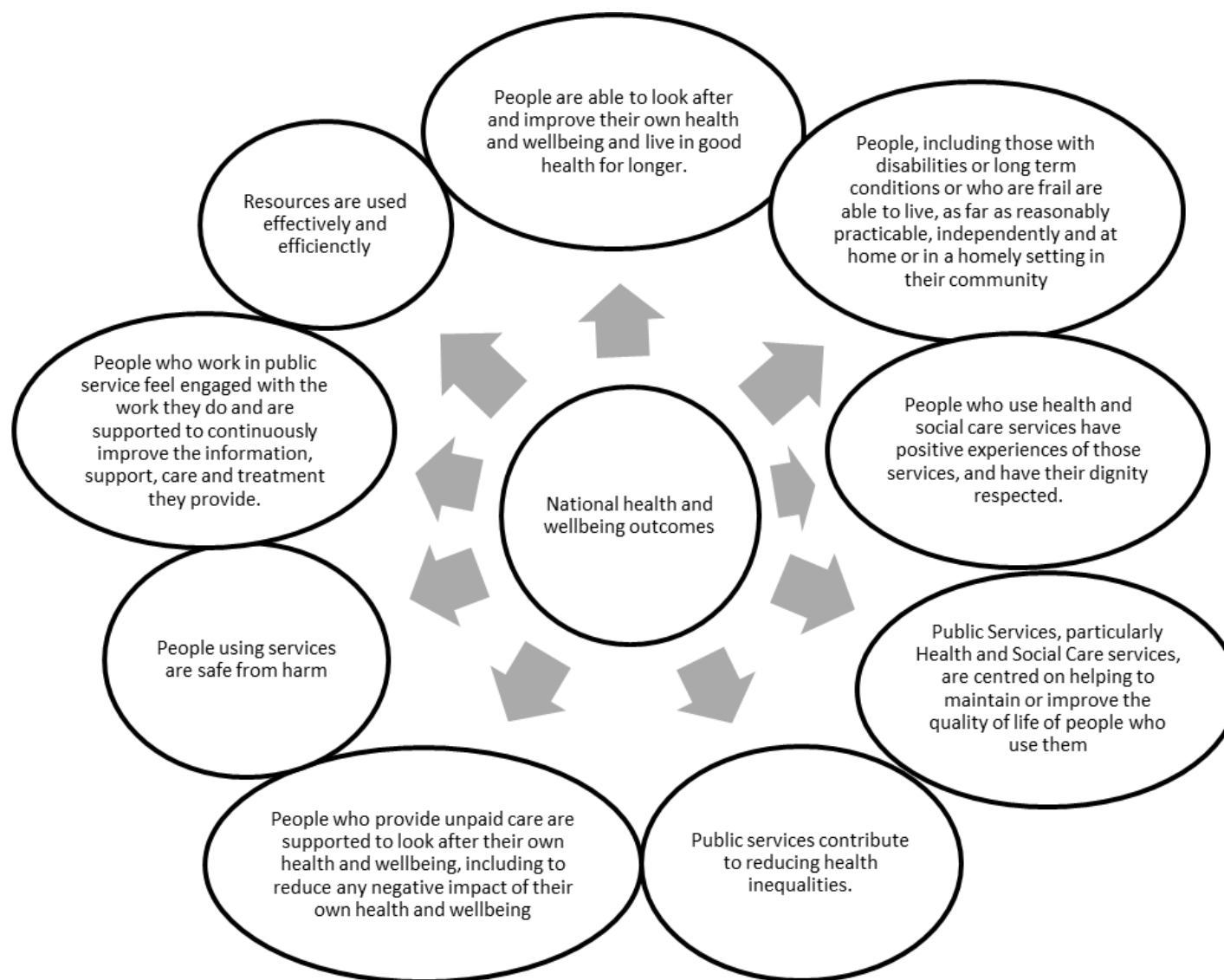
- Be aware that continuity of care is important to children and young people and their parents or carers. If possible, avoid frequent changes to the healthcare professionals caring for them.
- Be aware that siblings will need support to cope with:
  - their brother's or sister's condition and death
  - the effects of their parents' or carers' grieving.
 This may include social, practical, psychological and spiritual support.
- Be aware that other family members/loved ones (for example grandparents) and people important to the child or young person (for example friends, boyfriends or girlfriends) may need support. This may include social, practical, emotional, psychological, and spiritual support.
- When developing plans for the care of the child or the young person with a life-limiting condition, use parallel planning to take account of possible unpredictability in the course of the condition.

### **Our Strengths:**

- Model of Intermediate Care Team – multi-disciplinary approach to helping people remain at home.
- WYFY & GIRFEC – process for assessing, support planning that are based on a collective approach to care.
- Dedicated Named persons and Care Coordinators.
- We have an integrated Specialist Nursing services for Children \*. The practitioners work in conjunction with both children's Social Care Workers, Health Visitors, School Nurses, Therapists, Education staff and Adult Community Nursing colleagues.
- Links are established with Children's Nurse Specialists in the mainland children's hospitals in Aberdeen Glasgow and Edinburgh.
- Shetland offers a local 'short break' service for CYP with additional support needs who are palliative.
- Shetland has benefited from input from the Children's Hospice Association Scotland (CHAS) with families being able to access 'respite' at one of the two hospices for children on mainland Scotland; home visits from the Home care team, as well as health, social care and education staff receiving training sessions into supporting CYP in need of palliative care.

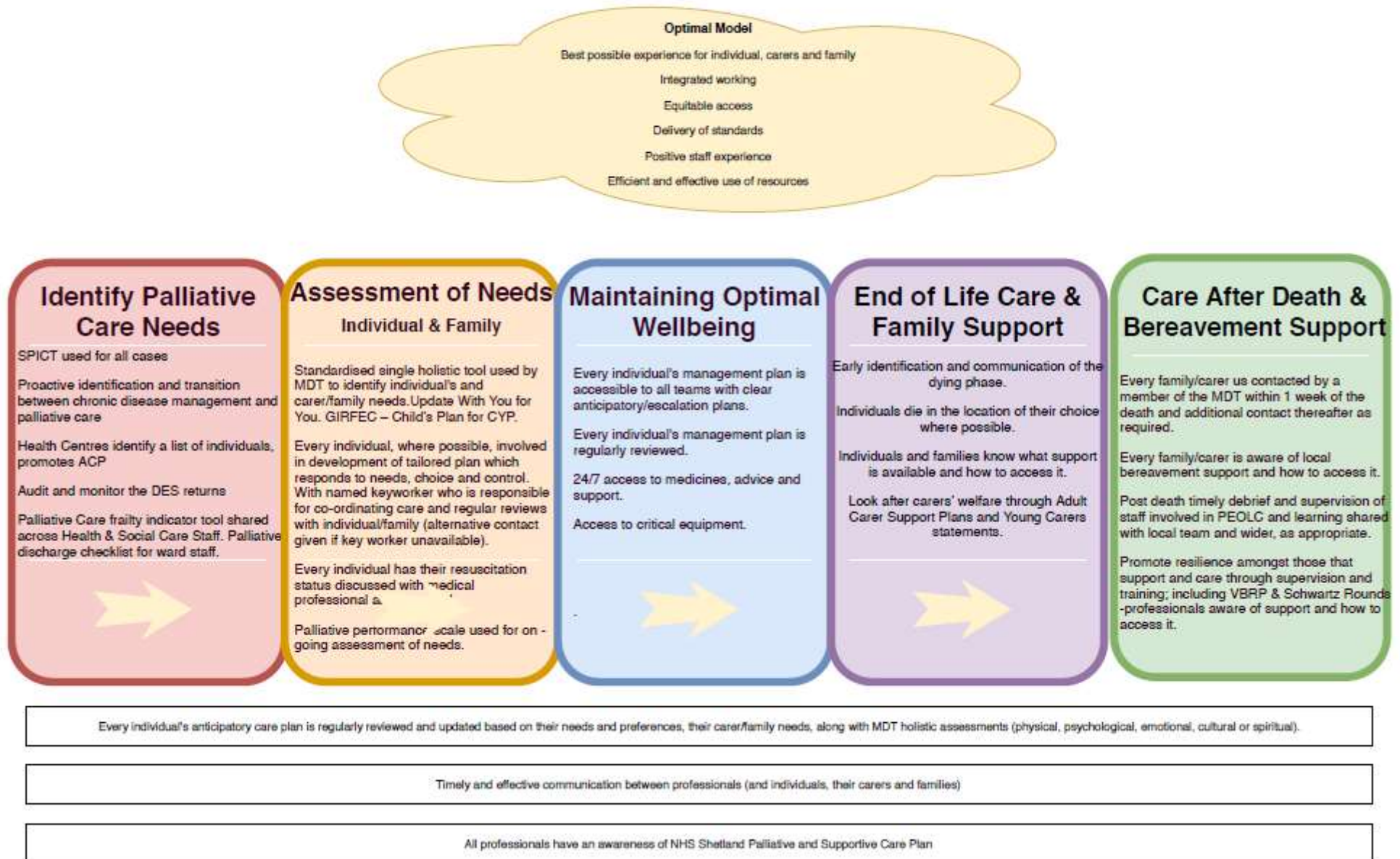
## Appendix 1 Outcomes Framework

The Palliative and End of Life Care strategy is in line with the general Health and Wellbeing Outcomes for Integration.

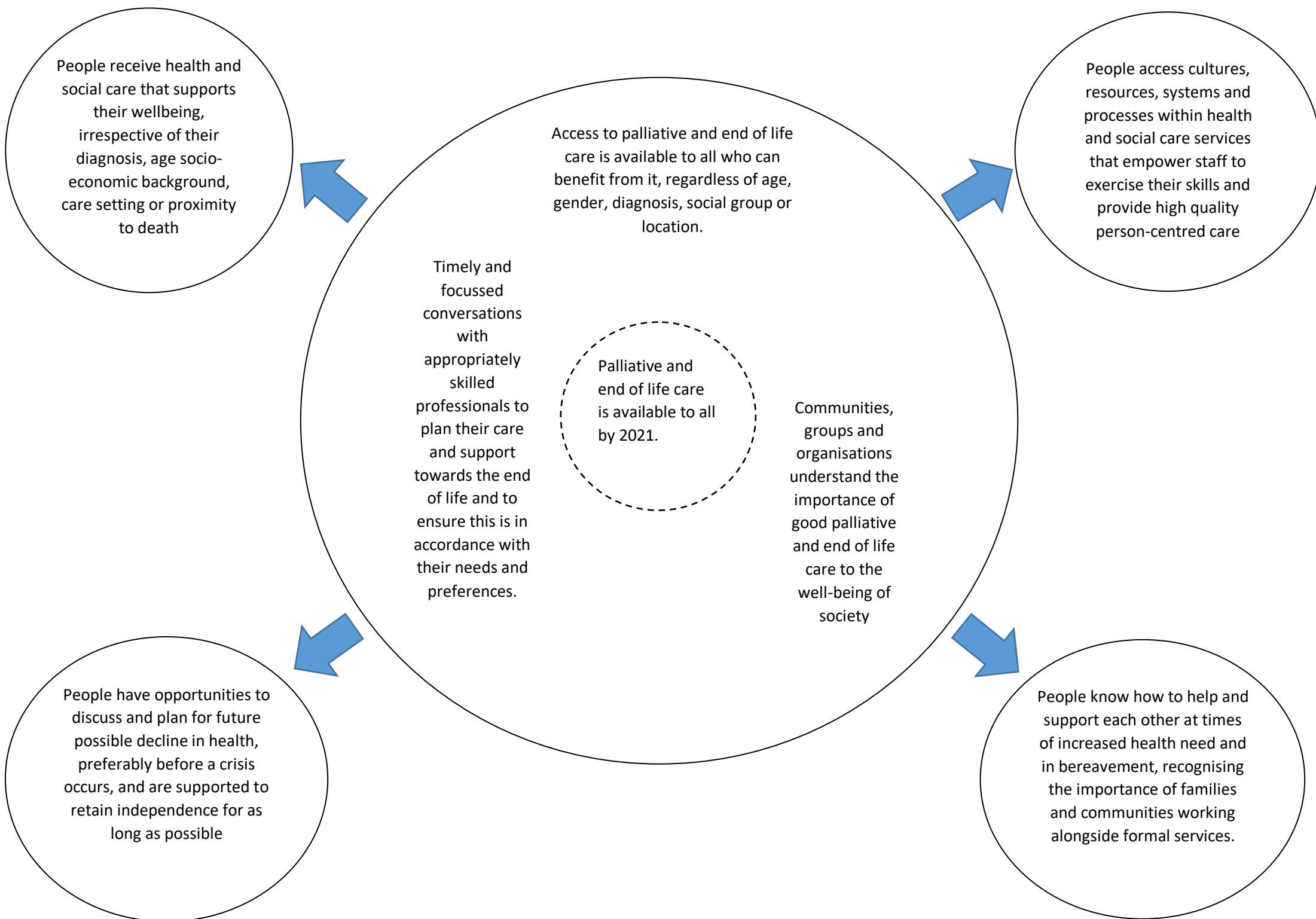




## Proposed Key Standards for Palliative & End of Life Care







## Appendix 2 Action Plan

Outcome	Output	Process	Lead & Input
<b>People have opportunities to discuss and plan for future possible decline in health, preferably before a crisis occurs, and are supported to retain independence for as long as possible.</b>	Improved identification of people who may benefit from palliative and end of life care and conversations about PEOLC start earlier in an individuals' Care.	Each Health Centre identifies a list of individuals, promotes ACP, and offers documentation for self-completion to all those on long-term condition registers, over 70 years old and those identified as higher risk to premature death i.e. those with multiple complex conditions.	Primary Care - WER
	Increased and timely use and promotion of the 'My Anticipatory Care Plan' to encourage good conversations and care planning.	Nurse Specialists routinely offer ACP tools to patients on their caseload to discuss at home with their families.	Long-term Conditions Specialist Nurses - WER
		Identify groups at higher risk of premature death and encourage GP practices to offer ACP to these groups.	Health Improvement Manager - Public Health - WER
		Promote ACP as part of WYFY and signpost individuals to their health centre. Offer documentation for self-completion.	Senior Social Care Workers Social Workers Assistant Social Workers Care Coordinators – All WER
		Audit and monitor the DES returns across primary care services feeding back	Primary Care - WER

		performance data to MCN PEOLC.	
<b>Outcome</b>	<b>Output</b>	<b>Process</b>	<b>Inputs</b>
<b>People receive health and social care that supports their wellbeing, irrespective of their diagnosis, age socio-economic background, care setting or proximity to death.</b>	24-hour support is available for end of life care in the community for those that need it.	Investigate a 24/7 response service to further support care@home and out of hours arrangements based in Lerwick. This will involve exploring partnership arrangements with other statutory and 3 <sup>rd</sup> sector partners.	Executive Manager for Community Care
	Enhanced community support that prepares people for death and dying.	Explore the use of Volunteers for compassionate companionship service.	NHS Spiritual Chaplain – WER  British Red Cross – Community Connectors Service  VAS
	Clear written guidance on roles and responsibilities for Care Coordination in PEOLC.	Using the With You For You process for those with social care/support needs and via community/specialist nursing.	Executive Managers in Adult Social Work and Community Resources Senior Social Workers Care Coordinators
	Consistent joint process in place for fast track palliative referrals/hospital discharge.	Update With You for You guidance regarding use of WYFY Referral tools for palliative support.  Review pathway for palliative fast track referrals. Introduce a palliative discharge checklist for ward staff.	Executive Managers in Adult Social Work and Community Resources Senior Social Workers Care Coordinators Community Nursing Hospital discharge group  Hospital discharge group
	Consistent use of Palliative Care Indicator Tool shared	MCN to decide which tool to use and members to	PEOLC MCN Executive and Service Managers

	across Health & Social Care Staff	promote shared use within their service areas.	
<b>Outcome</b>	<b>Output</b>	<b>Process</b>	<b>Lead &amp; Inputs</b>
<p><b>People know how to help and support each other at times of increased health need and in bereavement, recognising the importance of families and communities working alongside formal services.</b></p>	<p>Training delivered for both health (Community and Acute) and all social care staff, unpaid carers and Personal Assistants on the following:</p> <ul style="list-style-type: none"> <li>• Person Centred PEOLC practice.</li> <li>• Pain &amp; Symptom management</li> <li>• Having good conversations about death and dying</li> <li>• Ensure that professionals are realistic about prognosis and outcomes</li> <li>• Staff have wider range of skills and knowledge development opportunities in PEOLC</li> </ul> <p>A sense among unpaid carers and health/social care staff of feeling adequately trained and supported to provide the palliative and end of life care that is needed, including a better understanding of how people's health literacy</p>	<p>Promote resilience amongst those that support and care through supervision and training.</p> <p>Joint delivery of the MacMillan Foundations in Palliative Care course</p> <p>Promotion of Health Literacy and 'teach back' techniques.</p> <p>Multi-disciplinary debriefs following deaths where there are shared learning opportunities.</p> <p>Sharing evidence based practice and local stories about good outcomes.</p> <p>Advise people about the benefits of ongoing treatments, and quality of life (as opposed to quantity of life) and record these conversations.</p>	<p>Managers and Supervisors within Services</p> <p>SIC &amp; NHS Workforce Development</p> <p>Public Health/Health Improvement</p> <p>Team Leaders / Service Managers / Supervisors</p> <p>PEOLC MCN</p> <p>Realistic medicine</p>
<p><b>People access cultures, resources, systems and processes within health and</b></p>			

<b>social care services that empower staff to exercise their skills and provide high quality person-centred care.</b>	<p>needs can be addressed</p> <p>An information guide/leaflet on practical tasks, realistic expectations of dying and death, managing symptoms and other useful local signposting information.</p> <p>GP's, Acute medical and social care staff will be confident and skilled in talking about death and dying.</p>	<p>Promotion of stress and distress management through supervision.</p> <p>Sharing staff experience and encouraging staff to be involved with PEOLC across all social/health care.</p> <p>Professional development award developed by UHI and Highland Hospice Training on 'Having Good Conversations' focusing on:</p> <ul style="list-style-type: none"> <li>Promoting ACP's</li> <li>Breaking bad news'</li> </ul> <p>Debrief and supervision of staff involved in PEOLC</p>	<p>Team Leaders / Service Managers / Supervisors</p> <p>MCN PEOLC</p> <p>UHI, Shetland College and Workforce Development</p> <p>SIC &amp; NHS Workforce development</p> <p>Team Leaders / Service Managers / Supervisors</p>
<b>Outcome</b>	<b>Output</b>	<b>Process</b>	<b>Lead &amp; Inputs</b>
<b>People, their families and carers have timely and focussed conversations with appropriately skilled professionals to plan their care and support towards the end of life, and to ensure this is in accordance with their needs and preferences.</b>	<p>A greater openness about death, dying and bereavement in Shetland.</p> <p>Strength based self-management conversations are had with people with long-term health conditions</p>	<p>Community Conversations about death and dying will be promoted through existing groups.</p> <p>Continue to develop ethos and principles that focuses on the strengths of staff, individuals in receipt of PEOLC, their families, friends, carers and the communities in which they live.</p>	<p>Health &amp; Social Care all staff Voluntary Sector Community Groups Spiritual and Faith groups</p> <p>Through all directorate Leadership NHS &amp; SIC workforce Development</p>
<b>Outcome</b>	<b>Output</b>	<b>Process</b>	<b>Lead &amp; Inputs</b>
<b>Communities, groups and</b>	A guide on practical tasks,	Promote resilience amongst	Health Improvement along with Spiritual

<b>organisations of many kinds understand the importance of good palliative and end of life care to the well-being of society.</b>	<p>realistic expectations of dying and death, managing symptoms and other useful local signposting information.</p>	<p>those that support and care. Through community based training.</p>	<p>Chaplain</p>
	<p>An asset based map of community support that supports PEOLC.</p>	<p>Gather information on relevant community groups that could support PEOLC</p>	<p>Community Development</p>
	<p>Community based training such as 'Last Aid' course delivered.</p>	<p>Develop community interest and ownership of a good citizen approach to PEOLC, through encouraging existing groups to reach out.</p>	<p>Health Improvement Workforce development VAS British Red Cross</p>
	<p>Recognition of the wider sources of support within communities that enable people to live and die well.</p>	<p>Look after carers' welfare through Adult Carer Support Plans and Young Carers statements.</p>	<p>Senior Social Care Workers Social Workers Assistant Social Workers Care Coordinators</p>
		<p>Encourage a space for peer support.</p>	<p>NHS Spiritual Chaplain, VAS &amp; British Red Cross</p>
<b>Outcome</b>	<b>Output</b>	<b>Process</b>	<b>Lead &amp; Inputs</b>
<b>Greater emphasis in strategic plans, research activities and improvement support programmes on enhanced access to and quality of palliative and end of life care.</b>	<p>Quality assurance framework across PEOLC implemented.</p> <p>Clearer understanding of areas of improvement in service delivery.</p>	<p>Develop a QA framework for PEOLC and gather data</p> <p>Collect and evaluate individuals' experience of dying at home; focusing on dignity, choice and control, management of pain and distress, and on the individuals wider support needs.</p>	<p>PEOLC MCN</p> <p>All Service areas</p>

	<p>SIC/NHS policy/procedure for use of PEOLC indicator tools.</p> <p>Clear procedure regarding individuals with incapacity and the role of significant others (POA, Guardians, non-instructed advocates) to ensure preferences are heard.</p> <p>Opportunities for community based 'Hospice' care are researched.</p> <p>Explore opportunities to introduce a model of care in the community across all PEOLC similar to the MacMillan service.</p>	<p>Presented to MCN PEOLC twice a year.</p> <p>Explore use of most appropriate tool locally and write procedure for use across all service areas.</p> <p>Produce procedure or explore existing guidance and share with all staff</p> <p>Encourage small test for change projects that look at personalised, community approaches to PEOLC. Adequate investment in supporting communities in their role in PEOLC.</p>	<p>PEOLC MCN</p> <p>Mental Health Officers</p> <p>Executive managers of Community Nursing &amp; Support@Home</p> <p>PEOLC MCN</p>
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### **Appendix 3 – Last Aid programme**

The Last Aid course contents (version May 2018). Last Aid Care for seriously ill and dying people at the end of life.

<b>Topic Course Content</b>	
Module 1 Dying as a normal part of life	Welcome and introductions First Aid and Last Aid What you can do to care The process of dying
Module 2 Planning ahead	Networks of Support Making decisions Medical and ethical aspects Advance care planning Advance Directive Power of Attorney
Module 3 Relieving suffering	Typical problems and symptoms Caring/relieving suffering Nutrition at the end of life How to comfort
Module 4 Final goodbyes	Saying good bye/final fare-well rituals Funeral and various forms of burials Grieving is normal Grief and ways of grieving Questions, Comments



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<b>Meeting(s):</b>	Audit Committee Policy & Resources Committee	18 November 2019 25 November 2019
<b>Report Title:</b>	Scottish Household Survey	
<b>Reference Number:</b>	ACP-14-19	
<b>Author / Job Title:</b>	Robert Sinclair - Executive Manager – Assets, Commissioning and Procurement	

## 1.0 Decisions / Action required:

- 1.1 That the Audit Committee and Policy & Resources Committee discuss the content of the linked report and highlight any Indicators where further attention or explanation is required through this Committee, other Committees or by Council management.

## 2.0 High Level Summary:

- 2.1 The Scottish Household Survey is a continuous survey based on a sample of the general population in residences in Scotland.
- 2.2 The Scottish Household Survey Annual Report presents reliable and up-to-date information on the composition, characteristics and behaviour of Scottish households at a national level.
- 2.3 Full Local Authority Tables for 2018 were published in October 2019 providing comparable information at Local Authority level. The full 2018 report for Shetland is linked here: [Scotland's People Local Authority Tables - SHETLAND](#)
- 2.4 The Shetland sample size for most indicators is 230 or higher (1 in 90 households). This is one of the highest proportionate sampling size in Scotland and produces consistent year-on-year results. Where sample size is too small to produce statistically significant results, these tables are omitted from the survey report.

## 3.0 Corporate Priorities and Joint Working:

- 3.1 The indicators in this report cover areas directly influenced by the Authority, areas of joint working and areas where the Authority has little or no influence.
- 3.2 Corporate Plan: *“Our performance as an organisation will be managed effectively, with high standards being applied to the performance of staff and services. Poor performance will be dealt with, and good service performance will be highlighted and shared.”*
- 3.3 Five indicators in this report are used to monitor performance in the delivery of Shetland's Partnership Plan. These have been marked with an asterisk. \*

## 4.0 Key Issues:

- 4.1 This report provides an opportunity for the Committee to discuss the Scottish Household Survey results, the trends in local indicators, and how local indicators compare with national indicators.
- 4.2 The report is comprehensive and analyses data in over 600 tables. Members may wish to consider the following results in particular:

### 4.2.1 Housing (Chapter 3 – Pages 25-36)

#### **Table 3.3f (p30) – How well household is managing financially**

30% of the Social Sector rented households “*do not manage well financially*”, the Scottish figure is 22%

#### **Table 3.7a (p34) – Rating of neighbourhood as a place to live**

75% of households rate their areas as “*very good*” places to live, the Scottish average is 57%.

#### **Table 3.7b (p34) – Strength of belonging to immediate neighbourhood**

84% of households rate their “Strength of belonging to their immediate neighbourhood as “*very strong*” or “*fairly strong*”. The Scottish average is 78%

#### **Table 3.10a (p35) - Home adaptations that are already in place**

31% of households have adaptations in place, compared to a Scottish average of 19%

### 4.2.2 Neighbourhoods & Communities (Chapter 4 – Pages 37-53)

#### **Table 4.3 (p42) – People agreeing with statements about their neighbourhood strengths**

64% of people “*strongly agree*” that “This is a neighbourhood where most people can be trusted”. The Scottish figure is 38%. Shetland significantly outperforms Scotland on each of the 6 measures in this area.

#### **Table 4.7 (p44) – Strength of feeling of belonging to community \***

84% of people “*very strongly*” or “*fairly strongly*” feel that they belong to their local community; this is a slight reduction from 90% in 2017. The Scottish figure is 78%.

#### **Table 4.17 (p47) – Rubbish or litter lying around**

The number of households reporting problems with rubbish or litter lying around has more than halved, from an average in recent years of around 20% to 10%.

#### **Table 4.21 (p49) – Experience of neighbourhood problems**

12% of Lerwick households have experienced problems with “Noisy neighbours / loud parties”, this compares to 9% for similar sized towns throughout Scotland. Also, 11% of Lerwick households have problems with neighbour disputes compared with 6% in Scotland.

#### **Table 4.28 (p52) – Prepared for events like severe weather or flooding**

The number of households “*fully prepared*” for events like severe weather or flooding is 20%, compared to 6% in Scotland.

#### **4.2.3 Economic Activity (Chapter 5 – Pages 54-67)**

##### **Figure 5.6 (p62) – Adults aged 16-64 currently in work**

In Shetland, over 80% of women are “in work”, this compares to 66% in Scotland. In Shetland 76% of male respondents were employed full-time, this compares to only 58% for Scotland.

#### **4.2.4 Finance (Chapter 6 – Pages 68-74)**

##### **Figure 6.1 (p69) – How households are managing financially by year**

Historically, Shetland has outperformed Scotland in this measure. 2018 is the first time Shetland has had a higher proportion of households than Scotland that “*Don't manage well*” or “*Are in deep financial trouble*” (11% compared to 9%).

#### **4.2.5 Internet (Chapter 7 – Pages 75-81)**

##### **Figure 7.1 (p77) – Households with home internet access by year**

For the past 4 years, Shetland has reported higher household connectivity than Scotland. This is now at 94% in Shetland compared to Scotland's 87%.

##### **Figure 7.7 (p78) & Table 7.2 (p79) – Internet Usage**

While Shetland's internet usage is higher (96% compared to 87%), internet access “on the move” is significantly less (37% compared to 54% in Scotland). However, the rise in “on the move” internet since 2013 (6% to 37%) suggests that it's signal availability rather than choice that is behind the increase.

#### **4.2.6 Physical Activity and Sport (Chapter 8 – Pages 82-93)**

##### **Figure 8.1 (p83) – Participation in physical activity/sport in the last four weeks \***

Shetland has a very similar participation profile to Scotland; this now includes cycling which, historically, Shetland has lagged behind Scotland.

##### **Figure 8.4 (p92) – Satisfaction with local authority sport and leisure facilities**

Although showing a decrease in the past 4 years, those “very/fairly satisfied” with “local authority” sport and leisure facilities remains significantly higher in Shetland (75%) compared to Scotland (47%). For the purposes of this survey, this included the Recreation Trust facilities. Actual users of the facilities (Table 8.5) also shows a reduction from 97% last year to 90% this year.

#### **4.2.7 Local Services (Chapter 9 – Pages 94-99)**

Very or fairly satisfied with:	2010	2012	2013	2014	2015	2016	2017	2018
Shetland								
Local Health Services	84	82	77	73	74	80	77	80
Local Schools	93	94	92	86	87	89	89	79
Public transport	50	65	60	56	55	71	72	63
% satisfied with all 3 *	48	59	48	42	42	59	55	47
Scotland								
Local Health Services	86	87	85	86	83	83	82	81
Local Schools	83	83	81	79	74	73	70	71
Public transport	75	72	71	75	74	72	69	65
% satisfied with all 3	64	63	60	62	57	56	52	52

**Table 9.1 (p99 and above) – Percentage of people very or fairly satisfied with the quality of public services delivered**

Schools satisfaction remains higher than Scotland but has dropped significantly this year to the lowest level for over a decade. Public Transport satisfaction had risen significantly in the previous 2 surveys but has now returned to previous values. Local Health Services is now similar to Scottish levels. Further analysis in Table 9.3 shows Local Health Service satisfaction in Lerwick has risen from 2017's result of 53% to this year's figure of 74%.

Agree with these statements:	2015	2016	2017	2018	Scotland 2018
Shetland Islands Council					
Good at communicating services	51	59	51	57	40
High quality services	60	66	67	64	46
Good at communicating performance	50	46	43	41	34
Services designed for needs	38	48	43	43	33
Does its best with the money	31	34	33	44	43
Addressing key issues	43	43	41	43	33
Good at listening	23	26	22	25	22
I can influence decisions *	28	27	32	25	20
I want more involvement in decisions *	46	41	42	35	34

**Table 9.4 (full table p99,extract above) – Percentage agreeing with various statements about local authority services by year**

Shetland now scores higher than Scotland in every category including, for the first time, "Does its best with the money".

Further analysis in Figure 9.3 (p98) does show a significant drop in the youngest, 16-39 age category that want to be "*more involved in decisions*" (38% down from 62% in 2017).

#### **4.2.8 Environment (Chapter 10 – Pages 100-110)**

**Figure 10.5 (p105) – "I understand what actions people like myself should take to help tackle climate change"**

In Shetland 80% agreed with the above statement compared to 92% last year. The Scottish figure is 74%.

#### **4.2.9 Volunteering (Chapter 11 – Pages 111-128)**

**Figure 11.1 (p114) – Whether provided unpaid help to organisations or groups in the last 12 months**

Shetland continues to report "formal" volunteering at almost double the national rate (47% vs 26%). Further analysis in Figure 11.2 shows volunteering in the 16-39 age group at 45% compared to 25% nationally.

**Table 11.5 (p117) – Shows that, even when comparing Shetland to geographically similar areas elsewhere, Shetland still significantly outperforms in volunteering for groups.**

#### 4.2.10 Culture and Heritage (Chapter 12– Pages 127-150)

Satisfaction with Local Authority cultural services: “Very/fairly satisfied”	2015	2016	2017	2018	Scotland 2018
Libraries	76	74	67	62	45
Museums and Galleries	83	85	81	78	42
Theatres and concert halls	77	77	74	74	43

**Table 12.17** (full table p145, extract above) – The figures above are for **all** respondents, not just those respondents who used the services. For users of the services in the last 12 months, table 12.18 (p146) shows the “very/fairly satisfied” results are: Libraries 93%, Museums & Galleries 95% and Theatres & Concert Halls 94%.

#### 5.0 Exempt and/or confidential information:

5.1 None

#### 6.0 Implications :

<b>6.1 Service Users, Patients and Communities:</b>	The Scottish Household Survey Annual Report is compiled from responses from our community.
<b>6.2 Human Resources and Organisational Development:</b>	The high employment rate indicated in this survey will impact on the council’s ability to recruit.
<b>6.3 Equality, Diversity and Human Rights:</b>	Section 2 of the report contains some indicators related to protected characteristics. Tables 4.25 and 4.26 shows discrimination against some protected characteristics. The high proportion of women in work will be helped by the Council’s support of flexible working arrangements including part-time work predominantly carried out by women throughout Shetland.
<b>6.4 Legal:</b>	None
<b>6.5 Finance:</b>	There are no financial implications arising directly from this report
<b>6.6 Assets and Property:</b>	None
<b>6.7 ICT and new technologies:</b>	None
<b>6.8 Environmental:</b>	None
<b>6.9 Risk Management:</b>	There is a risk that, due to the small sample size, the results are not a true representation of local issues. However, despite the sample size (230 people, around 1 in 90 households); results are consistent year-on-year.
<b>6.10 Policy and Delegated Authority:</b>	The Audit Committee has responsibility for performance management. The linked report gives Members an opportunity to compare local performance against national averages. As outlined in Section 2.2.1.4 of the Council’s Scheme of Administration and Delegations, the Policy & Resources Committee’s remit includes “ <i>Ensure the effectiveness of the Council’s planning and performance management framework</i> ”.
<b>6.11 Previously considered by:</b>	N/A

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11 November 2019

**Appendices:** None

**Background Documents:**

[Scotland's People Local Authority Report - SHETLAND](#)





<b>Meeting(s):</b>	Employees Joint Consultative Committee	12 November 2019
	College Lecturers Joint Consultative Committee	12 November 2019
	Policy and Resources Committee	25 November 2019
	Local Negotiating Committee for Teachers	3 December 2019
<b>Report Title:</b>	Travel at Work - Update	
<b>Reference Number:</b>	HR-09-19-F	
<b>Author / Job Title:</b>	Executive Manager – Human Resources	

## 1.0 Decisions / Action required:

- 1.1 That the LNCT, EJCC, and College Lecturers JCC consider the update on Travel at Work arrangements and support the proposed change to Employee Mileage rates, set out at paragraph 4.8 and Appendix A.
- 1.2 That Policy and Resources Committee RESOLVE to approve the revised Employee Mileage rates set out at paragraph 4.8 and Appendix A.

## 2.0 High Level Summary:

- 2.1 Since 1 April 2018 all Council employees have been paid HMRC mileage rates for all business mileage claimed. This report provides an update on the implementation of the unified mileage rate arrangements and proposes the introduction of the HMRC passenger payments to Shetland Islands Council employees, with effect from 1 April 2020.
- 2.2 The decision to pay all business mileage claimed by employees using HMRC mileage rates rather than the previous Essential and Casual mileage rates and ceasing payment of an Essential Car User lump sum addressed equality issues identified through Equality Audits. The introduction of a fleet of small, efficient low carbon vehicles for the Care at Home service, given the gender balance within that Service has also had a positive impact on equality in this regard as well as contributing towards meeting the Council's objectives regarding "reducing the effect we have on the local environment" (Objective 17 in 20 by 20 aims).

### **3.0 Corporate Priorities and Joint Working:**

- 3.1 Addressing inequalities related to travel at work terms and conditions identified in previous Employee Equality Audits by paying all business mileage at the same rate supports the Council's Equal Pay Objectives as set out in Shetland Islands Council's Equal Pay Statement 2017-2021 to "Identify and eliminate any unfair, unjust or unlawful practices that impact on pay equality" and "to take appropriate remedial action".
- 3.2 The introduction of a fleet of small, efficient low carbon vehicles for the Care at Home service supports achievement of the Shetland Partnership Plan 2018-2028 "Place" objective to reduce carbon emissions as well as to help attract and retain into "hard to fill" vacancies. Reducing carbon emissions is at the forefront of the aims of the Fleet Review, delivered through the Service Redesign Programme 2018-22 and led by Infrastructure Services, in its identification of suitable fleet vehicles, including pool vehicles which supports effective service delivery within the context of the Shetland Partnership Plan objective and the Council's "20 by 20" aim in the council's corporate Plan of "we will have reduced the effect we have on the local environment" (17).
- 3.3 Introducing the HMRC passenger rate of 5p per mile and promoting car sharing for work purposes will also support achievement of these aims to reduce the Council's carbon emissions.

### **4.0 Key Issues:**

- 4.1 On 13 December 2017 the Shetland Islands Council agreed to cease payment of an Essential Car User lump sum and Essential and Casual car user mileage rates, and apply HMRC mileage rates to all business mileage claimed, with effect from 1 April 2018 (Min Ref: 87/17). This decision was made primarily to ensure that travel at work arrangements were fair and equal across all employee groups.
- 4.2 In making their decision the Council determined that posts advertised from that date no longer attracted an Essential Car User allowance, but that where an employee was already designated as an Essential Car User, the lump sum continued to be paid while negotiations took place between Trades Unions and the Chief Executive, or her nominee, on how the Council managed the transition to remove the allowance by no later than 1 April 2018. A review of fleet management arrangements was also agreed.
- 4.3 The Director of Corporate Services led the negotiations with the Trades Unions, and agreed to a joint Trades Union request for transitional arrangements for casual car users who had been impacted by the introduction of the HMRC mileage rates. The basis for this was similar to the transitional arrangements agreed for the 351 employees who, at 13 December 2017, were designated as an Essential Car User and continued to receive the ECU lump sum. It was agreed that it was equitable to look at whether those casual car users who were in post at 1 April 2018 had been disadvantaged during 2018/19 because of the introduction of HMRC mileage rates. A cut-off date of 31 May 2019 was set for all mileage claims for 2018/19 to be included in the calculation period, and using the same eligibility criteria applied to entitlement to the ECU lump sum transitional arrangements, where an employee received less during 2018/19 for business mileage paid at HMRC rates than they would have been paid using the previous casual car user rates, the difference was paid. This resulted in approximately £20k being paid to 598 employees.

- 4.4 During the transition period in 2018/19 all posts advertised attracted HMRC mileage rates. By 31 March 2019 there were less than 300 employees receiving the ECU lump sum transition payment and all received an amended Written Statement of Particulars of Employment with the requirement to provide a suitable vehicle for work removed. Job Profiles/ Persons Specifications were updated where necessary to include “you must have the ability to travel throughout Shetland at short notice and where public transport is limited”. While no grievances were submitted by employees whose travel allowances had changed there has been dialogue with local Trades Unions representatives and some managers, primarily regarding access to Council vehicles.
- 4.5 As described at consultative fora in 2017 there was a particular issue of availability of pool vehicles for care at home staff. This group of predominately female workers each year claimed the most business mileage and were not designated as Essential Car Users. Taking account of a short pilot in a remote rural area a Business Justification Case was made, supported by the Asset Investment Group, and approved by Policy and Resources Committee and the Council in December 2018 (Min Ref: 69/18). Thirty small, efficient low carbon cars were purchased through a “spend to save” model. This initiative is currently exceeding the predicted “pay back” schedule and positive feedback has been gained regarding the objectives of removing recruitment barriers, improving carbon management and mitigating lone working risks.
- 4.6 In order to provide increased access to a vehicle for work purposes a pilot arrangement was put in place to assess the likely ongoing requirements for a wider pool car fleet. This was done utilising current council vehicles available including some electric vehicles, vehicles due for replacement through current fleet protocols and supplemented by leased vehicles through current contracts. Taking account of information from this pilot, and that gained through analysis of a Travel at Work employee survey a Business Justification Case has been made for investment in a fleet of efficient low carbon vehicles, and subject to approval by the Asset Investment Group will be considered by Policy and Resources Committee and the Council at this cycle of meetings.
- 4.7 An electronic survey on Travel at Work was run in September 2019 with 341 employees taking part. Of those responding almost 60% (201 respondents) said they used their own vehicle at work as it was difficult to access a Council /pool vehicle. When asked if they would prefer to use a Council/pool vehicle of this group 49.2% said Yes while 50.7% said No. This is consistent with feedback gained through the pilot; in some workplaces greater access to pool vehicles is required to meet employee and service demand, while in other settings more employees’ preference is to use their own vehicles or other methods of travel.
- 4.8 During negotiations with the Joint Trades Unions on the management of the transition to remove the ECU/Casual mileage allowances and replacement with HMRC rates a request was made that the Council should introduce a passenger payment rate. HMRC mileage rates includes provision of a “5p passenger rate per business mile for carrying fellow employees in a car or van on journeys which are also work journeys for them. The Director of Corporate Services as the Lead Officer for the Council in these discussions, was persuaded that this may assist the Council in achieving its aims of reducing its carbon footprint, and is therefore recommending that with effect from 1 April 2020 the HMRC passenger rate is

added to the HMRC business mileage rates paid by the Council to its employees. This is set out at appendix A.

## **5.0 Exempt and/or confidential information:**

*none*

## **6.0 Implications :**

<b>6.1 Service Users, Patients and Communities:</b>	The change in how business mileage is reimbursed by itself did not change service delivery, however there is a potential for service disruption as a consequence of failures in travel at work arrangements. Increasing availability of fleet vehicles such as the Care at Home pool fleet, while continuing to offer employees' choice in using their own vehicles, should safeguard effective service delivery.
<b>6.2 Human Resources and Organisational Development:</b>	Delivery of the Council's Workforce Strategy 2016-2020 ensures that "Employment policies are appropriate, fit for purpose" and "best use of resources to establish greater flexibility in deployment and working practices", and we "overcome barriers to employment". These aims are supported through the review and implementation of revised Travel at Work terms and conditions, and greater accessibility of pool vehicles.
<b>6.3 Equality, Diversity and Human Rights:</b>	The previous travel at work mileage arrangements showed a gender imbalance in their implementation highlighted in the 2017 Equal Pay Audit. Applying HMRC mileage rates across the organisation provides a fairer and transparent model. Applying transitional arrangements during 2018/19 to existing employees designated as Essential or Casual Car users demonstrated equality in addressing the impact of the change.
<b>6.4 Legal:</b>	Mileage arrangements have been confirmed as allowances rather than remuneration therefore can be changed through the giving of notice. The introduction of the HMRC passenger rate with effect from 1 April 2020 if approved can be communicated through normal staff communication methods.
<b>6.5 Finance:</b>	The cost associated with business travel, and impact of changes in these arrangements have been met from within previous years' budgets. Similarly, any additional costs as a result of the introduction of the 5p per mile passenger rate with effect from 1 April 2020 will be met within existing travel budgets. While it is difficult to estimate what the up-take of a passenger rate may be it is likely that these costs will be more than covered if the colleague being claimed for as a passenger would otherwise have claimed mileage for that journey.
<b>6.6 Assets and Property:</b>	None
<b>6.7 ICT and new technologies:</b>	The Council's objective of becoming more digital in the way we work can be supported through utilising an electronic booking system and reviewing systems for processing mileage claims.

<b>6.8 Environmental:</b>	<p>It is recognised that what is called the “grey fleet” (private vehicles used for work purposes) is typically older, and less carbon efficient, than the Council fleet. By providing employees with greater access to carbon efficient pool vehicles, and promoting more active travel options such as walking, and cycling, the organisation’s carbon footprint can be reduced. Estates Operations have noted that through introducing vehicle tracking, mileage in council vehicles has reduced through improved route management and impact on driving style. Reduction in overall mileage means a consequential reduction in carbon emissions.</p> <p>Introducing payment of the HMRC passenger rate may increase car sharing with some reduction in mileage and impact on the environment.</p>	
<b>6.9 Risk Management:</b>	<p>Providing one mileage rate applied to all Council employees regardless of grade or work status removed the risk of grievances/equal pay claims inherent in the travel at work arrangements in place prior to 1 April 2019.</p> <p>Increased access to Council provided vehicles means that more business journeys will be covered by telematics data, thus mitigating risks in regard to lone working.</p>	
<b>6.10 Policy and Delegated Authority:</b>	<p>All matters which relate to staffing are referred to the Employee’s Joint Consultative Committee, College Lecturer’s Joint Consultative Committee and the Local Negotiating Committee for Teachers, prior to a final decision by Policy and Resources Committee.</p> <p>The Policy and Resources Committee has delegated authority for the development and operation of the Council as an organisation and all matters relating to organisational development and staffing.</p>	
<b>6.11 Previously considered by:</b>	<p>This is an update on Travel at Work – Introduction of HMRC Mileage Rates Min ref: 87/17</p>	<p>Shetland Islands Council 13/12/2017</p>

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#### **Appendices:**

Appendix a – Mileage Rates applicable wef 1 April 2020

#### **Background Documents:**

HMRC Guidance: Travel – Mileage and Fuel Rates and Allowances, updated 4 July 2019

[www.gov.uk/government/publications/rates-and-allowances-travel-mileage-and-fuel-allowances/travel-mileage-and-fuel-rates-and-allowances](http://www.gov.uk/government/publications/rates-and-allowances-travel-mileage-and-fuel-allowances/travel-mileage-and-fuel-rates-and-allowances)

Shetland Islands Council's Equal Pay Statement 2017-2021

[www.shetland.gov.uk/equality-and-diversity/documents/EqualityPayStatement.pdf](http://www.shetland.gov.uk/equality-and-diversity/documents/EqualityPayStatement.pdf)

Shetland's Partnership Plan 2018-2028

[www.shetland.gov.uk/communityplanning/ShetlandPartnership.asp](http://www.shetland.gov.uk/communityplanning/ShetlandPartnership.asp)

**Proposed Mileage Rates with effect from 1 April 2020****HRMC Rates:**

<b>Type of Vehicle</b>	<b>First 10,000 miles</b>	<b>Above 10,000 miles</b>
Cars and Vans	45p	25p
Motorcycles	24p	24p
Bikes	20p	20p

**Passenger Payments**

If an employee carries another employee in their own car or van on a business journey which is also a business journey for them they can claim an additional 5p per mile







<b>Meetings:</b>	Employees Joint Consultative Committee	12 <sup>th</sup> November 2019
	College Lecturers Joint Consultative Committee	12 <sup>th</sup> November 2019
	Policy and Resources Committee	25 <sup>th</sup> November 2019
	Local Negotiating Committee for Teachers	3 December 2019
<b>Report Title:</b>	Equally Safe at Work – New and Revised Policies	
<b>Reference Number:</b>	HR-08-19-F2	
<b>Author / Job Title:</b>	Executive Manager – Human Resources	

## 1.0 Decisions / Action required:

- 1.1 That the LNCT, EJCC and College Lecturers JCC consider and support the Violence Against Women – a Policy to Support Employees as set out in Appendix 1;
- 1.2 That the LNCT, EJCC and College Lecturers JCC consider and support the updated Equality and Diversity Policy as set out in Appendix 2;
- 1.3 That Policy and Resources Committee RESOLVE to approve the Violence Against Women – a Policy to Support Employees (Appendix 1).
- 1.4 That Policy and Resources Committee RESOLVE to approve the updated Equality and Diversity Policy (Appendix 2).

## 2.0 High Level Summary:

- 2.1 As part of the Council's commitment to achieving Bronze accreditation in the Equally Safe at Work pilot scheme, a Violence Against Women – a Policy to Support Employees has been developed setting out how to respond to and support staff who experience or perpetrate violence against women, including domestic abuse. This Policy is an essential element of the Council's commitment to addressing gender inequality (see Appendix 1). It also delivers an action within the Shetland Domestic Abuse and Sexual Violence Strategy 2018 - 2023 to "Develop and adopt a gender based violence policy for Shetland Islands Council".
- 2.2 Also in relation to Equally Safe at Work, the Equality and Diversity Policy has been reviewed in relation to specific elements of workplace culture. Appendix 2 is an updated

Equality and Diversity policy, with seven (7) suggested additions identified by the use of italics and underlining.

- 2.3 In working towards Bronze accreditation in the Equally Safe at Work scheme the Employee Code of Conduct has also been reviewed. This has identified specific elements related to workplace culture which will need to be updated in the forthcoming review of the Employee Code of Conduct and which will be reported to consultative fora and Policy and Resources committee in 2020.

### **3.0 Corporate Priorities and Joint Working:**

- 3.1 The new policy and proposed revisions to existing policies support the Council's '20 by 20' aims within the Corporate Plan that staff have the highest possible standards of leadership and management, helping to create a culture that makes sure we achieve the things set out in this plan.
- 3.2 The new policy and proposed policy changes support the Council's Workforce Strategy aim to have a workforce profile that reflects the local community profile by having a positive impact on retention, turnover and attendance. These also deliver the aim of raising awareness of and monitoring effectiveness of employee welfare and support provisions. This will also ensure continuous improvement of our resources available to support and develop managers to better manage attendance, health and social issues.
- 3.3 The Council's Values statement of "working well together, demonstrating a positive attitude by being open-minded, fair, respectful, trustworthy and honest" underpins the development of the new policy and proposed policy changes. These values are evidenced by supporting colleagues and treating everyone fairly and with respect, listening to the views of others and accepting they may be different from your own, and being aware of your behaviour and how it affects others.
- 3.4 The new policy and proposed policy changes are aligned to Shetland's Partnership Plan in that, whilst there is no specific mention of violence against women in the high level Strategy, there is a priority entitled '*People: Individuals and families thrive and reach their full potential.*' The new policy and proposed policy changes equally follow the underlying consistent themes in the Partnership Plan of partnership working, prevention, tackling inequalities and empowerment.
- 3.5 The Shetland Domestic Abuse and Sexual Violence Strategy 2018 - 2023 was approved by the Council and Integration Joint Board in early 2019. These policy changes and additions directly support the outcomes and activities set out within the strategy, and specifically the short term actions set out at 5.2 to "Develop and adopt a gender based violence policy for Shetland Islands Council.
- 3.6 The Council's Equal Pay Statement 2017-2021 includes an objective to ensure recruitment and employment practices promote equality of opportunity and eliminate discrimination. The Violence Against Women – a Policy to Support Employees supports the achievement of this objective by advancing the gender equality agenda.

### **4.0 Key Issues:**

- 4.1 Through the development of the Violence Against Women – a Policy to Support Employees, along with procedure, guidance and training the Council recognises that violence against women affects all aspects of women's lives, and the workplace is no exception. Violence significantly impacts on women's day to day lives; it occurs in and outside of the workplace and has a drastic impact on women's experiences at work. It is critical that, as an employer, we understand the impact of gender-based violence on women, so that we are better able to support women to stay in work, and to access the support and services they may need.
- 4.2 The Council already provides support for employees through supportive line management, consideration of adjustments and access to free counselling support. Advice is available from HR, Health and Safety and the Staff Welfare Officer, and referrals can be made to Occupational Health where their assistance is required. Employees can self-refer to the Staff Welfare Officer or be referred by their manager, and can access free counselling support via the Staff Welfare Officer. The provision of free counselling is normally limited up to 6 sessions, although an extension can be granted where there are extenuating circumstances. The new policy formalises this support specifically in relation to staff experiencing violence against women.
- 4.3 The Council has a duty of care in the workplace, which means making sure that the workplace environment is healthy and safe for all employees, that steps are taken to prevent any foreseeable injury and to maintain employee wellbeing. The Violence Against Women – a Policy to Support Employees promotes a working environment in which employees can disclose concerns relating to violence against women in a safe and confidential setting.
- 4.4 The Violence Against Women – a Policy to Support Employees sets out commitments in the Statement of Policy, including how it is communicated, and the training and support employees and managers can access. Key to this is ensuring a culture and environment is promoted in which we foster a culture of zero-tolerance towards violence against women.
- 4.5 The Violence Against Women a Policy to Support Employees is supplemented by procedures, as well as guidance and training for line managers. There is also information on understanding violence against women issues and sources of support, both local and national. Within the new policy, Appendix 1 gives a more detailed introduction to the topic and aims to dispel some myths about the causation of domestic abuse and Appendix 2 sets out sources of support, including national and local helplines.
- 4.6 Shetland Islands Council was selected to take part in the Equally Safe at Work pilot. Equally Safe at Work is an employer accreditation programme that enables employers to better support employees who have experienced gender-based violence and work towards creating an inclusive workplace culture that prevents violence against women. The development of this employer accreditation programme is action 1.26 of the delivery plan for Equally Safe, the strategy agreed by the Scottish Government, CoSLA and key partners to prevent and eradicate all forms of violence against women and girls.

## **5.0 Exempt and/or confidential information:**

*None*

## **6.0 Implications :**

- |            |   |
|------------|---|
| <b>6.1</b> | Having a diverse, supported workforce supports service delivery, as it means that there are employees who are more likely to appreciate the wider experience and needs of service users and patients. |
|------------|---|

<b>Service Users, Patients and Communities:</b>	
<b>6.2 Human Resources and Organisational Development:</b>	The policy revisions, new policy, guidance, training and support mechanisms assist in the delivery of the Council's Workforce Strategy 2016-2020, including promoting a positive and inclusive culture and creating a framework that encourages effective employee engagement.
<b>6.3 Equality, Diversity and Human Rights:</b>	The policy revisions, new policy, guidance and training support the Council in its aim to have a workforce profile that reflects the local community profile, and to make sure that people experiencing violence against women can be supported to contribute their talents, skills and experience in the workplace. Treating perpetrators of violence against women with dignity in the workplace, but not colluding, and keeping information confidential, will support their human rights being met.
<b>6.4 Legal:</b>	The revised policy, guidance and training will support the Council to comply with relevant legislation.
<b>6.5 Finance:</b>	There may be a reduction in Service staffing costs as a result of a reduced need for cover if absence can be prevented or reduced because of improvements in the support provided to staff experiencing violence against women. Training and development costs shall be met from within existing resources.
<b>6.6 Assets and Property:</b>	None
<b>6.7 ICT and new technologies:</b>	None
<b>6.8 Environmental:</b>	None
<b>6.9 Risk Management:</b>	The policy revisions, new policy, guidance and training will ensure that managers are more proactive in supporting and managing employees who experience or perpetrate violence against women. This reduces the likelihood of litigation due to discrimination as well as the reputational damage that could result from an employment tribunal case. A positive impact on retention and turnover and attendance can also be anticipated, as well as improved public perception of the Council as an employer of choice.
<b>6.10 Policy and Delegated Authority:</b>	<p>All matters which relate to staffing are referred to the Employee's Joint Consultative Committee, College Lecturer's Joint Consultative Committee and the Local Negotiating Committee for Teachers, prior to a final decision by Policy and Resources Committee.</p> <p>The Policy and Resources Committee has delegated authority for the development and operation of the Council as an organisation and all matters relating to organisational development and staffing.</p>
<b>6.11 Previously considered by:</b>	None

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**Appendices:**

- 1 Violence Against Women – a Policy to Support Employees
- 2 Updated Equality and Diversity Policy with revisions

**Background Documents:**

Code of Conduct

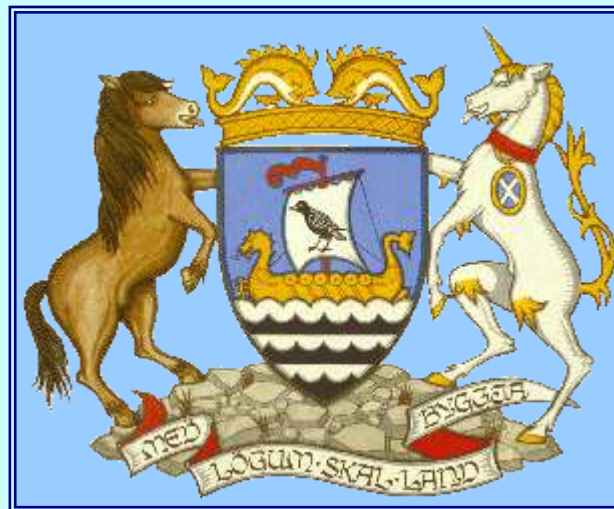
Equality and Diversity Policy

Shetland Domestic Abuse and Sexual Violence Strategy 2018- 2023



# **SHETLAND ISLANDS COUNCIL**

## **Violence against Women – a Policy to Support Employees**



**Operational Date: 01/01/2020**

**Applies to: All staff groups**

Document Information			
Document Name/Description		Violence against Women - a Policy to Support Employees	
Version Number e.g. V1.1		V0.4	
Author		Emilie Smith, HR Officer – Human Resources	
Lead Officer/Manager		Denise Bell, Executive Manager – Human Resources	
Final Approval Date		25/11/2019	
Approved by –		Policy and Resources Committee	
Review Frequency		Full review – 3 yearly	
Date of next planned review start		Summer 2022	
Summary of changes to document			
Date	Version updated	New version number	Brief description of changes



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### **Appendix 1 – What is Violence Against Women?**

Appendix 1a – What About the Men?

Appendix 1b – Myth Busting Domestic Abuse

### **Appendix 2 – Sources of Help and Support**

## **1.0 Statement of Policy**

- 1.1 Shetland Islands Council recognises that violence against women affects all aspects of women's lives, and the workplace is no exception. Violence against women significantly impacts on women's day to day lives; it occurs in and outside of the workplace and has a drastic impact on women's experiences at work. It is critical that, as an employer, we understand the impact of gender-based violence on women, so that we are better able to support women to stay in work, and to access the support and services they may need.
- 1.2 This policy, supplemented by procedures, training and guidance for line managers, describes how the Council will support victim-survivors in the workplace, as well as how it will manage employees who choose to perpetrate violence against women.
- 1.3 Preventing violence against women is intrinsically linked to addressing women's inequality in all areas of society. This is because violence against women is a cause and consequence of gender inequality. Similarly, women's labour market inequality is also caused, and sustained, by wider gender inequality. Women's labour market and economic inequality reduces their financial independence, restricts their choices in employment and creates a conducive context for violence against women. Financial dependence and poverty can make it harder for women experiencing violence or abuse to move on and maintain employment. Addressing women's labour market inequality is therefore a necessary step in ending violence against women.
- 1.4 The Council considers that the safety and wellbeing of its employees is fundamental to delivering its objectives in line with its organisational values. The Council is committed to providing a working environment in which employees can disclose concerns relating to violence against women in a safe and confidential setting. The Council therefore seeks to foster a culture of zero-tolerance towards violence against women.
- 1.5 Through communication and training, the Council will raise awareness and develop the skills of line managers to enable safe disclosure and appropriate support. Managers will be supported to develop knowledge that will help them to recognise and supportively manage employees who are experiencing violence against women. Managers will be supported to develop skills and behaviours to create a work environment which does not tolerate violence against women. The Council will ensure that managers meet their duties under relevant legislation.
- 1.6 Shetland Islands Council provides support for employees experiencing violence against women through supportive line management, consideration of adjustments and access to free counselling support. Advice is available from HR, Health and Safety and the Staff Welfare Officer, and referrals can be made to

Occupational Health where their assistance is required. Employees can self-refer to the Staff Welfare Officer or be referred by their manager, and can access free counselling support via the Staff Welfare Officer. The provision of free counselling is normally limited up to six sessions, although an extension can be granted where there are extenuating circumstances. The Staff Welfare Officer works closely with specialist partner organisations such as Shetland Rape Crisis and Shetland Women's Aid and can refer staff for specialist support.

- 1.7 The Council will raise awareness of violence against women in the workplace through a programme of activities as part of its Equally Safe at Work accreditation and proactively engage in the fostering of a culture of zero-tolerance towards violence against women, in line with local and national initiatives and guidelines.
- 1.8 This policy, accompanying procedures and guidance for line managers describe the actions that support the delivery of the policy statement. The Violence Against Women - a Policy to Support Employees and its provisions are promoted through Induction, Management training and development, and through the staff magazine, InTouch.
- 1.9 Guidance is available to managers and employees on understanding violence against women issues and sources of support, both local and national. This includes practical guidance for managers, including a quick reference guide, template letter and monitoring form as well as more detailed procedures on Supporting and Protecting Victim-Survivors and Managing Alleged or Convicted Perpetrators. Appendix 1 gives a more detailed introduction to the topic and aims to dispel some myths about the causation of domestic abuse and Appendix 2 sets out sources of support, including helplines.
- 1.10 Any training and development opportunities in this area is communicated through the Workforce Development page of the Intranet including that delivered by local and national partners, such as NHS Shetland or Close the Gap. Online training will also be developed and subsequently available through the council's e-learning package, iLearn.
- 1.11 This policy, supporting procedures and guidelines form a core part of meeting the standards of Equally Safe at Work, an innovative and world-leading employer accreditation programme being piloted in Scotland's local government. It supports the implementation of Equally Safe, the Scottish Government and COSLA joint strategy to prevent and eradicate violence against women and girls. Equally Safe recognises that violence against women and girls is a cause and consequence of gender inequality. Eliminating women's workplace inequality and other

inequalities in society is therefore a fundamental step in preventing violence against women.

## **2.0 Introduction**

### **2.1 Scope**

- 2.1.1 The Violence against Women- a Policy to Support Employees and associated procedures apply to all Shetland Islands Council employees.
- 2.1.2 This Policy is designed to complement other Shetland Islands Council Human Resources policies including Disciplinary, Grievance, Bullying & Harassment, Equality & Diversity and Maximising Attendance policies.
- 2.1.3 To promote a workplace culture in which violence against women is recognised and addressed, this issue should be incorporated explicitly into health & safety risk assessment programmes and core training programmes, including induction.

### **2.2 Aim**

The aim of the Violence against Women - a Policy to Support Employees and supporting guidance is to:

- a) Provide reasonable and appropriate support to victim-survivors.
- b) Foster a culture of zero-tolerance towards violence against women.
- c) Ensure issues relating to violence against women are managed safely and effectively.
- d) Help employees to safely access support.

### **2.3 Legislation**

#### **2.3.1 Health and Safety Legislation**

Health and safety laws are designed to ensure that workers have the right to work in a safe environment where risks to health and wellbeing are considered and dealt with effectively. An effective workplace policy, procedures, guidance and training on violence against women helps to ensure that employers are complying with these laws. This extends to wherever the workplace may be, including people who work from home. There are four main areas of health and safety legislation in the workplace relevant to domestic abuse:

- a. Health and Safety at Work Act 1974
- b. Management of Health and Safety at Work Regulations 1992
- c. Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995

- d. Health and Safety (Consultation with Employees) Regulations 1996

### **2.3.2 Domestic Abuse and the Law**

2.3.2.1 The Domestic Abuse (Scotland) Act 2018 came into force on 1<sup>st</sup> April 2019. The Act creates an offence with respect to the engaging by a person in a course of behaviour which is abusive towards that person's partner or ex-partner. The new law covers not only spouses, civil partners and cohabitants, but also people in intimate personal relationships who do not live together. As well as physical abuse, it covers other forms of psychological abuse and coercive and controlling behaviour that could not be easily prosecuted under previous law.

2.3.2.2 The Act provides a description as to what constitutes abusive behaviour. It includes behaviour which is violent, threatening or intimidating and behaviour that is designed to have one or more of the following effects on the victim or would be considered by a reasonable person to be likely to have one or more of the following effects:

- a. Making them dependent on or subordinate to the perpetrator.
- b. Isolating them from their friends, relatives or other sources of support.
- c. Controlling, regulating or monitoring their day to day activities.
- d. Depriving them of, or restricting their freedom of action.
- e. Frightening, humiliating, degrading or punishing them.

2.3.2.3 The above could include for example preventing the victim having access to money or from having access to their phone or other forms of communication. Further it could include controlling the victim's movements; abusive name calling and playing mind games with the victim that cause them to doubt their sanity. Often children can be involved in some way by either the child witnessing the abuse or by the perpetrator of the abuse involving the child in their behaviour. The offence covered under the Act will be aggravated if there is a child involved and therefore recognises the profound impact of domestic abuse on the child/children of the relationship.

## **3.0 Roles and Responsibilities**

### **3.1 Organisation Responsibilities**

Shetland Islands Council recognises that developing a life free from violence against women is a process not a one-off event and will provide ongoing support for employees who disclose. We will also work cooperatively with other agencies to help staff experiencing violence against women. The Council will create a culture of zero-tolerance towards violence against women through policy development, training and capacity building, as well

as responding appropriately to employees, on a case-by-case basis who are alleged or convicted perpetrators of violence against women.

### **3.2.1 Managers' Responsibilities**

- 3.2.1 Individual Line Managers, in consultation with staff in HR, can play a key role in supporting staff that are being subjected to, or have experienced violence against women. However, Managers must not feel that they are responsible for resolving this issue. Managers will be advising staff of the provisions within the policy and procedures to assist in providing the most appropriate support available, and providing contacts to ensure that employees who wish to seek assistance have access to the most appropriate professional help available.
- 3.2.2 Managers have an overall responsibility for the health, safety and wellbeing of the employees they manage; they also have a role to address the needs of employees who have experience of violence against women. In responding to staff, they are expected to be available and approachable; to listen and reassure; respond in a sensitive and non-judgemental manner and discuss how the organisation can support them.
- 3.2.3 In cases where a member of staff raises their experience of violence against women, managers should endeavour to provide flexible support, tailored to meet the circumstances of each individual, taking account of any additional needs that they may have. Managers should be aware of the potential barriers that make it difficult for employees to seek support and should be conscious not to make judgements or to provide counselling or advice.
- 3.2.4 When responding to employees, managers should refer to other relevant policies developed in line with and act in accordance with child/adult protection procedures, referring to Occupational Health and Human Resources as appropriate.
- 3.2.5 Although managers should try to be as supportive as possible, employees should, nonetheless, have a clear understanding of what is expected of them in relation to performance, conduct and attendance. If an employee discloses experience of violence against women during procedures in relation to performance, attendance and conduct, this should be taken into account. If it is felt that the issue can be resolved by addressing the support/safety needs of the employee, then the relevant process may be suspended as a reasonable adjustment.
- 3.2.6 A manager can support staff by:
  - a. Being aware of the possibility that staff members could be affected by past or current violence against women.

- b. Recognising potential signs of violence against women.
- c. Initiating discussion if you have concerns about violence against women.
- d. Responding sensitively to disclosure.
- e. Helping a staff member assess their level of risk and supporting them to plan their safety at work in cases of domestic abuse.
- f. Considering what workplace supports you could provide within the scope of current policy provisions.
- g. Providing information about other sources of help.
- h. Keeping good records, documenting discussion and actions taken, ensuring that information is stored confidentially.

3.2.7 Managers must be aware that it is often very difficult for a person experiencing domestic abuse or sexual violence to admit to the reality of the situation. The decision to break free from abusive relationships is the employee's alone. This must be acknowledged and respected throughout the process of support.

### **3.3 Individual Responsibilities**

- 3.3.1 The chances are that you know someone who is experiencing domestic abuse. If you know or suspect that someone you know is experiencing domestic abuse or sexual violence it can be upsetting, and difficult to know what to do. For most people, their first instinct is to try to 'save' someone from the relationship, and to tell the person being abused that they have to leave their relationship. Unfortunately it is almost never that simple.
- 3.3.2 There are lots of reasons why people stay with abusive partners, and leaving is often the most dangerous time for a woman and her children. It's really important that you don't put pressure on her to end the relationship; she can only do this when she is ready, and there are other ways you can help her until then.
- 3.3.3 It's important that if you do suspect domestic abuse, you do not ignore it. Women experiencing abuse are often scared, ashamed and confused, and many don't want to accept that their partner is abusive. If you are worried about someone you know, speak to your line manager if it's in a work setting or get in touch with Scotland's 24 hour Domestic Abuse and Forced Marriage Helpline on 0800 027 1234 who can help you to talk through your options.

### **3.4 HR Responsibilities**

The Human Resources Service has the central responsibility of developing a policy and procedures that advises both employees and managers on violence against women. They will also review and update other policies, procedures and practices which are linked and could affect the implementation of this policy to ensure that awareness and support mechanisms are instigated and applied, for example, health and safety management,

performance and absence management, special leave, flexible working and redeployment. Their direct involvement will be one of consultancy, support and advice to Managers and staff.

#### **4.0 Indicators of Success – How Will We Know this Policy is Working?**

- 4.1 In order to measure how successful the policy has been in operation, it is important to establish a baseline position. Where possible, this should be achieved by carrying out a general staff survey and undertaking a comparison survey at the end of the first year. Other indicators include:
- a. Staff awareness that a policy exists and they have an understanding of how it works.
  - b. Management and staff using the policy.
  - c. Evaluation of training for key staff.
  - d. Improvements in responding to the issue of Violence against Women.
  - e. Discussion at Staff Consultative Committees on the implementation/effectiveness of the policy.
- 4.2 Information should be recorded and collated on the use of the policy, ensuring anonymity of staff with experience of abuse, i.e. numbers of staff seeking support, action taken, outcomes for employees, where known, and numbers of allegations of abuse against employees.
- 4.3 Other information will include feedback from staff through disclosures and training sessions, online/other questionnaires.

#### **5.0 Review, Impact Assessment and Monitoring**

Shetland Islands Council is committed to the continuing development of the policy and procedures and will endeavour to maintain their accuracy and relevance. This Violence against Women Policy will be reviewed as necessary following any changes in relevant legislation or operational experience or requirement. The policy will be made available in accessible formats on request. An Equality Impact Assessment has been carried out in respect of this policy. Clearly, as the central purpose of the policy is to support and address gender bias at its most fundamental level, the impacts of implementation for disadvantaged groups are positive. Whilst some men may indirectly feel marginalised by the focus of the policy, it is not inherently discriminatory against men as a gendered-analysis helps to make sense of the disproportionate scale and impact of violence against women. The policy also looks at intersectionality, which goes further in looking at how violence against women affects women with more than one protected characteristic.



## 6.0 Protecting Confidentiality

- 6.1 All disclosures of violence against women experienced by employees should be treated confidentially, the key exception being situations where there is reason to believe that there may be a risk to others, such as where the employer needs to act to protect the safety of employees, or when there are concerns about children or vulnerable adults, where local child/adult protection procedures should be followed.
- 6.2 Employees who disclose experiencing abuse can be assured that the information they provide is confidential and will not be shared with other members of staff without their permission.
- 6.3 Where domestic abuse, sexual violence or other forms of violence against women in a same sex relationship is disclosed, due regard will be paid to the double disclosure of confidential information particularly where the individual recipient of abuse may not be out at work.
- 6.4 In circumstances where Shetland Islands Council has to breach confidentiality it will seek specialist advice before doing so. If it decides to proceed in breaching confidentiality after having taken advice, it will discuss with the employee why it is doing so and it will seek the employee's agreement where possible.
- 6.5 As far as possible, information will only be shared on a need-to-know basis.
- 6.6 All records concerning violence against women will be kept strictly confidential. No local records will be kept of absences related to violence against women and there will be no adverse impact on the employment records of victim-survivors of violence against women.
- 6.7 Confidentiality is particularly important if the police have been involved and in smaller rural communities, where there is greater likelihood of people in the community knowing each other. Where the employee is also a service user, it is important that you don't use their service user information to inform their employment issues, for example their MARAC assessment notes or score.
- 6.8 Improper disclosure of information i.e. breaches of confidentiality by any member of staff will be taken seriously and may be subject to disciplinary action.
- 6.9 Recording of information on violence against women will have no adverse impact on the employee's work record.

## **7.0 Feedback and Appeals Process**

- 7.1 Employees are encouraged to feed back their experience to management, to help the organisation better understand how well the policy is implemented and whether we are responding appropriately to disclosures relating to violence against women.
- 7.2 In the circumstance in which an employee feels dissatisfied by the reporting process they have the option to raise concerns through a route they feel comfortable with, such as via their next level of line management, the Human Resources Service or through the Staff Welfare Officer. Concerns can be raised in writing or in person, and in responding managers should follow the guidance set out in section 6 above, ensuring an appropriately sensitive approach.

## Appendix 1 – What is Violence against Women?<sup>1</sup>

Violence against women<sup>2</sup> is perpetrated at epidemic levels; it affects all aspects of women's lives, and the workplace is no exception. It is critical that, as an employer, we understand the impact of gender-based violence on women, so that we are better able to support women to stay in work, and to access the support and services they may need.

Three million women each year in the UK experience some form of violence against women with many more women living with past experiences of abuse.<sup>3</sup> Violence against women is a violation of a women's human rights and an enduring social problem that undermines workplaces and communities.

Equally Safe, Scotland's national strategy to prevent and eradicate violence against women<sup>4</sup>, defines violence against women as:

- Physical, sexual and psychological violence including domestic abuse, rape, and incest.
- Sexual harassment, bullying and intimidation in any public or private space, including work.
- Commercial sexual exploitation, including prostitution, pornography and trafficking.
- Child sexual abuse, including familial sexual abuse, child sexual exploitation and online abuse.
- So called 'honour-based' violence, including dowry-related violence, female genital mutilation, forced and child marriages, and 'honour' crimes.

They are grouped together by the term violence against women to highlight that they are a cause and consequence of women's inequality. Women's experiences of violence against women vary according to their other aspects of their identities.

- Disabled women are twice as likely to experience domestic abuse and sexual violence as non-disabled women, particularly when the abuser is also their carer.<sup>5</sup>
- Black and minority ethnic (BME) women face additional barriers to accessing race-sensitive support; they may be unwilling to seek help from statutory agencies because of fear of racism or that their culture will be judged.<sup>6</sup>

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<sup>1</sup> <https://www.equallysafeatwork.scot/>

<sup>2</sup> We recognise that gender-based violence not only affects the lives of women, but also girls, and this is captured in the overarching descriptor 'violence against women and girls'. This policy uses the shortened 'violence against women' because of its employment focus.

<sup>3</sup> Coy, M., Kelly, L. & Foord, J. (2009) Map of gaps 2: The postcode lottery of violence against women support services in Britain, London: End violence against women.

<sup>4</sup> Scottish Government (2014) Equally Safe: Scotland's strategy to eradicate and prevent violence against women and girls

<sup>5</sup> Breiding, M.J., Armour, B.S. (2015) "The association between disability and intimate partner violence in the United States", *Annals of Epidemiology*;25(6): 455-457, doi:10.1016/j.annepidem.2015.03.017

<sup>6</sup> TUC (2016) Still just a bit of banter? Sexual harassment in the workplace in 2016

- Older women are less likely to report their experiences of domestic abuse.<sup>7</sup>
- Lesbian and bisexual women can be vulnerable to abusers who threaten to 'out' them to colleagues, employers or family members.<sup>8</sup>
- Younger women are more likely to experience sexual harassment,<sup>9</sup> and are less likely to feel able to report because of their propensity to be in insecure work and think that their job would be at risk if they did.<sup>10</sup>
- Transgender women are particularly vulnerable to transphobic emotional abuse, and can be reluctant to access support services or contact the police for fear they may be met with prejudice or that they may not be understood.<sup>11</sup>
- Pregnancy can be a trigger for domestic abuse and existing abuse may get worse during pregnancy or after giving birth.<sup>12</sup>

## **The Link between violence against women and Women's Inequality in the Labour Market**

Preventing violence against women is intrinsically linked to addressing women's inequality in all areas of society. This is because violence against women is a cause and consequence of gender inequality. Similarly, women's labour market inequality is also caused, and sustained, by wider gender inequality. Women's labour market and economic inequality reduces their financial independence, restricts their choices in employment and creates a conducive context for violence against women. Financial dependence and poverty can make it harder for women experiencing violence or abuse to move on and maintain employment. Addressing women's labour market inequality is therefore a necessary step in ending violence against women.

The gender pay gap is the key indicator of women's labour market inequality, and the persistently divergent experiences men and women have in the workplace, and in education, training, care and domestic labour. While there are commonalities experienced by all women at work, disabled women<sup>13</sup>, BME women<sup>14</sup>, Muslim women<sup>15</sup>, lesbian and

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<sup>7</sup> Business in the Community (2018) Domestic abuse: a toolkit for employers

<sup>8</sup> Unison (2017) Domestic Violence and abuse: a trade union issue. A UNISON guide 2016

<sup>9</sup> TUC (2016) Still just a bit of banter? Sexual harassment in the workplace in 2016

<sup>10</sup> Equality and Human Rights Commission (2018) Turning the Tables: Ending sexual harassment at work

<sup>11</sup> Scottish Transgender Alliance (2010) Out of sight, out of mind? Transgender People's Experience of Domestic Abuse

<sup>12</sup> Business in the Community and Public Health England (2018) Domestic abuse: a toolkit for employer

<sup>13</sup> Close the Gap (2018) Response to the Scottish Government Consultation on Increasing the Employment of Disabled People in the Public Sector 19 Scottish Commission on Older Women (2015) Older Women and Work: Looking to the future

<sup>14</sup> Close the Gap (2019) Still not visible: Research on BME women's experiences of employment in Scotland; and Scottish Parliament Equal Opportunities Committee (2016) Removing Barriers: Race, ethnicity and employment

<sup>15</sup> House of Commons Women and Equalities Committee (2016) Employment Opportunities for Muslims in the UK

bisexual women<sup>16</sup>, trans women<sup>17</sup>, refugee women<sup>18</sup>, young women<sup>19</sup>, and older women<sup>20</sup> experience different, multiple barriers to participation in the labour market, and to progression within their occupation.

Socioeconomic background also has an influence on women's labour market outcomes, with working class women less likely to be represented in higher paid jobs, and more likely to be in lower paid, stereotypically female work. This can result in financial inequality or instability which diminish women's resilience and options in the face of violence.

Gender norms and stereotyping about women's capabilities and interests results in a stark segregation in the types of work that men and women do. In local government, this means women are more likely to work in homecare, admin, primary teaching, and early years and childcare, while men tend to work in IT, refuse collection and trades. A lack of quality part-time and flexible jobs, coupled with women's disproportionate responsibility for caring, finds women underrepresented in management and senior roles. While pay modernisation programmes in the public sector, including Single Status in local government, have addressed some of the historical gendered pay inequalities, some women are still paid less than men for doing equal work.

To address violence against women it is essential to address gender inequality in the workplace. By advancing women's labour market equality we can reduce and prevent violence against women.

## **The Cost of Violence against Women**

It is estimated that violence against women costs the UK economy £40 billion each year<sup>21</sup>. This includes the cost to public services and the lost economic output of the affected women. Domestic abuse is estimated to cost the UK £16 billion per year<sup>22</sup>, which includes an estimated £1.9 billion lost due to decreased productivity, administrative difficulties from unplanned time off, lost wages and sick pay. It therefore makes good business sense for employers to support employees who have experienced gender-based violence, and to take steps to address gender inequality at work and prevent violence against women.

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<sup>16</sup> Stonewall (2014) The Double-Glazed Glass Ceiling: Lesbians in the workplace

<sup>17</sup> House of Commons Women and Equalities Committee (2015) Transgender equality

<sup>18</sup> Scottish Refugee Council (2014) One Step Closer

<sup>19</sup> YWCA Scotland (2016) Status of Young Women in Scotland

<sup>20</sup> Scottish Commission on Older Women (2015) Older Women and Work: Looking to the future

<sup>21</sup> Jarvinen, J., Kail, A., & Miller, I. (2008) Hard Knock Life: violence against women – a Guide for Donors and Funders. London: New Philanthropy Capital. 21Walby, S. (2009) The Cost of Domestic Violence: Update 2009.

<sup>22</sup> Walby, S. (2009) The Cost of Domestic Violence: Update 2009.

## **The impact of violence against women on staff and the council**

Violence against women significantly impacts on women's day to day lives; it occurs in and outside of the workplace and has a drastic impact on women's experiences at work.

### **Domestic Abuse**

Domestic abuse is a pattern of controlling, coercive, threatening, degrading and/or violent behaviour, including sexual violence, by a partner or ex-partner<sup>23</sup>. It affects women from all economic, educational, cultural, age, racial and religious demographics. One in five women in Scotland will experience domestic abuse in her lifetime<sup>24</sup>, and three quarters of women are targeted at work.<sup>25</sup>

Perpetrators of domestic abuse often use a number of tactics to disrupt women's employment including:

- Using workplace resources such as phone and email to threaten, harass or abuse them.
- Isolation from their colleagues by not allowing them to attend social events or insisting on attending with them.
- Destroying personal documents which may prevent them from applying for jobs.
- Preventing them from going to work by locking them in, or by hiding their keys or purse.
- Offering to provide childcare and not turning up.
- Following them into their workplace or waiting outside for them.
- Verbal harassment or assault when women leave to go to work, or at the workplace.
- Assault or threats of assault.
- Sending abusive and threatening phone calls, text messages or emails to their personal phone while at work.
- Following them to and from work
- Controlling the finances to prevent them from paying for transport costs
- Sabotaging their work clothes
- Threatening to take the children if they go to work. For non-English speakers, preventing them from learning English which would enable them to work.
- Discouraging them from applying for promotion or positions where they would become the primary earner in the household.
- Securing their own employment with the same employer to more closely monitor her activities and increase access to her whilst at work.

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<sup>23</sup> 22Scottish Women's Aid, What is domestic abuse? Available at [womensaid.scot/information/support/what-is-domestic-abuse/](http://womensaid.scot/information/support/what-is-domestic-abuse/)

<sup>24</sup> 23Engender (2017) Gender Matters Roadmap: Towards women's equality in Scotland.

<sup>25</sup> Equality and Human Rights Commission (2013) Managing and Supporting Employees Experiencing Domestic Abuse

Women report experiencing trauma, stress and other mental health problems as a result of domestic abuse, which affects their work performance due to being distracted, tired or unwell.<sup>26</sup> It can also cause financial instability or loss of employment because of unexplained absences, or moving house or job to avoid perpetrators. The effects of domestic abuse are significant, and multifaceted, and therefore affect women's productivity, absenteeism and job retention.<sup>27</sup>

## **Sexual Harassment**

Sexual harassment is unwanted conduct of a sexual nature, which is intended to, or has the effect of, violating a person's dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment.<sup>28</sup> Examples of sexual harassment include unwelcome physical contact, sexual comments, inappropriate and sexist jokes, and displaying sexually graphic pictures.

As a result of the #MeToo movement,<sup>29</sup> the prevalence of sexual harassment in the workplace is now a high-profile issue and there is increasing pressure for employers to take action. In the UK, more than half (52%) of women have experienced sexual harassment, with this figure rising to two thirds of women aged 18-24.<sup>30</sup> Experiences range from unwelcome sexual comments to serious sexual assaults.<sup>31</sup> Research found that 70% of women in Scotland had witnessed or experienced sexual harassment.<sup>32</sup> Experiences of sexual harassment are under-reported because of fear of being blamed or not being believed, feeling embarrassed, and a lack of confidence in the complaints procedure.<sup>33</sup>

Women who have reported sexual harassment stated that it had a negative impact on their mental health, making them less confident at work, and inducing them to avoid certain work situations in order to avoid the perpetrator.<sup>34</sup> All of these effects and responses are likely to diminish their performance at work, and their propensity to apply for and be appointed to promoted posts. Sexual harassment therefore contributes to the glass ceiling, to women's subordinate role in the workplace, and to the gender pay gap.<sup>35</sup>

Women's experiences of sexual harassment are often minimised by colleagues, and dismissed as 'banter'. Women may be considered humourless or unable to take a joke by

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<sup>26</sup> Equality and Human Rights Commission (2013) Managing and Supporting Employees Experiencing Domestic Abuse

<sup>27</sup> Swanberg, J.E., and C. Macke (2006) Intimate Partner Violence and the Workplace: Consequences and disclosure, Affilia

<sup>28</sup> EHRC (2017) Turning the table: Ending sexual harassment at work

<sup>29</sup> #MeToo is a movement started in 2006 that gained global prominence in 2017. The movement highlights the widespread prevalence of sexual assault and harassment and sexual assault.

<sup>30</sup> TUC (2016) Still just a bit of banter? Sexual harassment in the workplace in 2016

<sup>31</sup> House of Commons Women and Equalities Committee (2018) Sexual Harassment in the Workplace Inquiry

<sup>32</sup> Zero Tolerance (2017) Sexism is a waste: The need to tackle violence and misogyny in Scotland's workplaces

<sup>33</sup> TUC (2016) Still just a bit of banter? Sexual harassment in the workplace in 2016

<sup>34</sup> Ibid.

<sup>35</sup> Engender (2018) Submission to the Independent Review of Hate Crime Legislation in Scotland

colleagues if they challenge or report inappropriate behaviour. Experiences may be framed as 'flirty' behaviour or that it should be taken as a compliment. This can have a significant effect on women's self-esteem and confidence, and trust in the reporting process.

Research has demonstrated that sexual harassment can have serious professional, financial, and psychological impacts.<sup>36</sup> The impact of sexual harassment on employees includes

- Feelings of embarrassment, shame and humiliation.
- A sense of being undermined professionally.
- Avoiding certain work situations include meetings, training courses, or particular shifts.
- Feeling less confident at work.
- A significant detriment to their mental health.
- Leaving a role or job.

## **Stalking**

Stalking is a persistent and unwanted attention that aims to curtail freedom. It is defined as two or more incidents of behaviour directed towards a victim-survivor which causes physical or psychological harm, or fear for the safety of the victim-survivor.<sup>37</sup> It can involve following a person, watching or spying on them or forcing contact with them through any means, including social media. Stalking is a common tactic used by perpetrators of domestic abuse, but can also be perpetrated by acquaintances such as colleagues, neighbours and friends, and strangers. The most common stalking behaviours are unwanted telephone calls, repeatedly asking for a date having previously been refused, and unwanted texts.

Research has shown that in episodes of stalking that progress from texts and harassment on social media to physical stalking such as waiting outside of workplaces, 71% of victims were women.<sup>38</sup> Victims of stalking are often targeted at work, and perpetrators will use workplace resources such as phones and email to threaten, harass and abuse the victim-survivor. The effects of stalking include:

- Increased fear, stress, anxiety and isolation.
- Loss of safety or trust.
- A fear that they will not be taken seriously or that others will not understand, which is played out when trying to report acts which in themselves are not criminal.
- Worry that it will impact their work, and their job.

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<sup>36</sup> TUC (2016) Still just a bit of banter? Sexual harassment in the workplace in 2016

<sup>37</sup> Police Scotland, Stalking available at [www.scotland.police.uk/keep-safe/personal-safety/stalking](http://www.scotland.police.uk/keep-safe/personal-safety/stalking)

<sup>38</sup> Scottish Government (2014) Bringing Together Scotland's Crime Statistics: Analysing using the comparable crime subset



- Financial instability because they may have unexplained absences or change jobs to avoid their stalker.

## **Sexual Assault and Rape**

Sexual assault and rape can be defined as any behaviour of a sexual nature which is unwanted and that takes place without consent or understanding. Sexual assault covers other sexual contact and behaviour that is unwanted, ranging from touching to any other activity if it is sexual. Rape is when a man penetrates another person against their will, either vaginally, anally or orally.<sup>39</sup>

Experiences of sexual assault or rape can severely impact on the victim-survivor's life in various ways, and the workplace is no exception. Research<sup>40</sup> has found that the impact of sexual assault and rape on women's employment can include:

- Difficulties in holding down a job after experiencing sexual violence, as a result of needing to take extended periods off because of emotional and physical impacts, or frequent shorter periods to attend other appointments.
- Low self-esteem and depression making it difficult to carry out normal work or participate socially or professionally at work.
- Leaving a job they enjoy and value without being able to discuss what happened or why their performance dropped; Fear of disclosing at work and worry that people will treat them differently.
- Experiences of trauma which can make it difficult to be in work situations which may involve groups of men or being alone with men.

Experience of child sexual abuse can also have a lasting impact on victim-survivors. It can have long-term emotional and psychological effects, including trauma, lack of trust, inability to develop meaningful relationships, lack of self confidence, flashbacks and harmful coping strategies. Many victim-survivors of child sexual abuse do not seek support or access services for a long time.

## **So-Called 'Honour-Based' Violence**

So-called 'honour-based' violence is a form of violence and abuse that is committed to protect family and community honour.<sup>41</sup> It is the belief that family and community honour is rooted in women's behaviour, appearance, and sexuality, and is to be guarded by men.<sup>42</sup> It includes restricting women from doing certain things that are perceived as going against culture, family, community and religion, and can involve physically and sexually harming a

<sup>39</sup> Rape Crisis Scotland (2013) Rape and sexual violence

<sup>40</sup> Walden, I & McFerran, L. (2013) Report on a scoping study into the effects of sexual violence on employees and the workplace, Safe at Home, Safe at Work project. Gendered Violence Research Network. UNSW Australia.

<sup>41</sup> Shakti, So-called 'honour-based' violence, available at [shaktiedinburgh.co.uk/what-is-domesticabuse/](http://shaktiedinburgh.co.uk/what-is-domesticabuse/)

<sup>42</sup> Dryer, E. (2015) 'Honour' killing in the UK, The Henry Jackson Society

woman, forcing marriage and isolating them from friends and family. It can also involve controlling finances, preventing women from learning the language of their new country, restricting movement and using their immigration status to threaten to send them away.

In many cases of 'honour-based' violence, victim-survivors have multiple perpetrators which can include partners and family members. Women can be subject to 'honour-based' violence for having a relationship or socialising with someone that the family and community disapprove of, becoming too 'western', refusing a forced marriage or wearing make-up or certain clothing. Victim-survivors of 'honour-based' violence are also policed by members of their wider community, particularly around socialising with people from different cultures.

A woman's behaviour is not only linked to the family's honour, but also her dowry price which can drastically decrease if it is perceived that she has not behaved in line with her family and community's strict expectations. The concept of dowry is practiced in different ways by different communities, but dowry-related abuse is often associated with the wider family, and occurs when a husband and his family believe the dowry to be inadequate, where the dowry has not been paid or where the dowry has been devalued as a result of the woman's behaviour.

'Honour-based' violence has similar impacts to those of domestic abuse on women's experiences of the workplace. In addition to the impacts of domestic abuse listed above, 'honour-based' violence can also affect women's experiences of work by:

- Being coerced into specific occupations.
- Being coerced into not going for a promotion because it is seen as inappropriate for a woman, or because they will be expected to interact with men.
- Shaming and judging a woman for wanting a job.
- Threatening to have a woman deported or send her away unless she stops going to work.
- Preventing women from applying for a job by restricting access to a language course.

## **Commonalities in Experience**

Violence against women has a long-lasting effect on the lives of victim-survivors. Although violence against women takes many forms, and impacts different groups of women in a variety of ways, there are also many commonalities in experiences. By developing violence against women-sensitive employment practice and creating a positive workplace culture you can create a supportive and responsive workplace for women to feel safe to disclose their experience and maintain their employment, including in managing incidences where the alleged perpetrator is also an employee.

## Zero Tolerance

Creating a culture of zero tolerance sends a powerful message to the workforce that addressing violence against women is a priority. It creates a supportive and responsive workplace for different groups of women to feel safe disclosing their experience.

Zero tolerance towards violence against women means creating a culture whereby violence against women is not accepted. In practice, it means that when a victim-survivor discloses or reports violence against women, then it's taken seriously and handled according to the best practice. This includes prioritising and identifying their support needs and informing them of what policies are available in the council. As well, zero tolerance can include responding to perpetrators in the workplace when there's clear reasons for the employer to take action. This will be determined on a case by case basis.

It's important to highlight that employers have a duty of care to both the victim-survivor and alleged or convicted perpetrator. Therefore, employers will take this into consideration when managing perpetrators in the workplace.

When we use the term 'zero tolerance' in relation to managing perpetrators of violence against women, we mean that:

- There is never an excuse for perpetrating violence against women; where employees choose to do so, it will not be treated as a 'private issue' and allegations will not be brushed under the carpet. Abusive behaviour is a choice and is always unacceptable; it will likely constitute criminal behaviour.
- All allegations and disclosures will be subject to thorough and robust formal investigation, will be taken seriously and may be subject to disciplinary action, in particular where employees work with vulnerable people or bring the organisation into disrepute. Shetland Islands Council views the perpetration of violence against women by an employee, wherever this occurs, as a breach of the organisation's Code of Conduct for disciplinary purposes.
- It is possible for perpetrators to change if they recognise they have a problem and take steps to change their behaviour – a zero tolerance approach means we expect employees who perpetrate violence against women to make efforts to change.
- Continued and/or serious abuse may affect the perpetrator's contract of employment.

In a wider context, by fostering a culture of zero tolerance, we want all employees and managers to feel confident to challenge sexist or misogynistic behaviours, and not become bystanders. By allowing sexist behaviour to go unchallenged we merely condone it; any employee found to be assisting an abuser in perpetrating violence against women may be subject to disciplinary action, as may employees displaying sexist or misogynistic workplace behaviours.

Examples of sexist or misogynistic workplace behaviours include:

- **Expectations of stereotypical tasks:** some employers expect women to accomplish certain job duties, such as answering the phone, filling out paperwork, getting coffee or setting up meetings. A manager may tell a female worker to accomplish these secretarial tasks even if they are not relevant to her job.
- **Descriptive biases:** many people automatically assume women are sensitive, emotional and caring. While these are not necessarily negative characteristics, they can have harmful consequences for women who work in positions that are usually held by men. For example, a male employer may say that a woman does not fit into a particular role because he assumes she has stereotypical traits and is not strong enough to handle a leadership role.
- **Negative comments about feminism:** feminism is a term that has many negative connotations. Some people view feminists as intolerant, aggressive and bitter. This inaccurate stereotype often makes its way into workplaces, where some people will make derogatory comments about feminism and feminists.
- **Constant interruptions while talking:** sometimes men feel like it is okay to interrupt women while they are speaking. Men cutting off women mid-conversation can be annoying at best, but if it is a consistent problem, it may contribute to a hostile work environment. This behavior is common and often overlooked, but is a serious issue.
- **Jokes or statements** suggesting anger towards women or a belief that they are inherently beneath men.
- **Sexual pictures in the workplace**, e.g. calendars, posters, centrefolds displaying naked or semi-naked women or any images that degrade or objectify women and reinforce outdated gender roles.
- **A man who assumes a patronizing tone** when explaining a concept to female colleague, even something about which they're familiar.
- **Criticising women for behaviors tolerated in men;** in an office setting or otherwise, someone who criticises a woman for behavior they accept or even laud in men is a sign that they are unfairly biased against women.
- **Disparaging measures that promote equality:** someone who displays negative reactions or anger about legislation and other measures taken to promote equality, such as the women's rights movement, with no bearing on whether they actually affect them may be unfairly biased against women.
- **Male colleagues believing they are entitled** to certain "things" from women. They may, for example, believe that women owe them sex or loyalty.

- **Dismissing a woman's, or all women's, opinions:** someone biased against women may not place any value in what a woman has to say and will generally view her beliefs as irrelevant. Meanwhile, they may well put stock in what other men have to say.

## Appendix 1a

### What About the Men?

#### The Case for a Gendered Analysis of Violence Against Women

This policy is not intended to diminish men's experience of violence or domestic abuse. Whilst it is acknowledged that men experience violence within intimate relationships, they do not necessarily experience it *because* they are men, whereas violence against women is a recognised cause and consequence of women's status in society.

'Gender based violence is a function of gender inequality, and an abuse of male power and privilege... By referring to violence as 'gender based' this definition highlights the need to understand violence within the context of women's and girl's subordinate status in society. Such violence cannot be understood, therefore, in isolation from the norms, social structure and gender roles within the community, which greatly influence women's vulnerability to violence.'<sup>43</sup>

United Nations

While men may be victims of violence and abuse, a gendered-analysis helps to make sense of the scale and impact of violence against women. Statistics show that women are disproportionately affected by sexual harassment, rape and sexual violence, domestic abuse, commercial sexual exploitation and other forms of violence against women.

In comparison to men, women's descriptions of abuse indicate a pattern which typically includes tactics of control, humiliation and degradation and the abdication of responsibility of the man and the blame of the woman.<sup>44</sup>

Moreover, the impact of violence and abuse is often different for women than it is for men with 31.1% of women affected by domestic abuse reporting experiencing four or more psychological effects, compared to only 8.8% of men.<sup>45</sup>

Research shows there is a causal story between gender inequality and violence and abuse, with societies with fewer economic, social or political differences between men and women experiencing lower rates of violence against women.<sup>46</sup>

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<sup>43</sup> This definition is based on the United Nation's Declaration on the Elimination of Violence Against Women (1993), available at <http://www.un.org/documents/ga/res/48/a48r104.htm>

<sup>44</sup> For more information please see, The Scottish Government (2010), What Does Gender have to do with Violence Against Women, available at <http://www.gov.scot/Publications/2010/02/05102715/0> and McNeish and Scott (2014), Women and Girls at Risk: Evidence Across the Life Course, available at <http://lankellychase.org.uk/wp-content/uploads/2015/12/Women-Girls-at-Risk-Evidence-Review-040814.pdf>

<sup>45</sup> Scottish Government (2016), Scottish Crime and Justice Survey: Partner Abuse, available at <http://www.gov.scot/Resource/0050/00500328.pdf>

<sup>46</sup> Scottish Government (2016), Equally Safe: Scotland's Strategy for Preventing and Eradicating Violence Against Women and Girls

## Appendix 1b - Myth Busting Domestic Abuse<sup>47</sup>

There are many myths surrounding domestic abuse. How you understand an issue will determine how you address it. If your understanding of domestic violence is clouded by myths and inaccuracies then you will not be able to address the problem effectively. Understanding the real facts helps to deconstruct these misconceptions so employers can develop truly effective support for their employees.

*Myth: Alcohol and drugs are to blame*

Fact: Many people are abusive when they are sober. Most people who drink alcohol are not domestic abusers. Blaming drink or drugs is an excuse, a way of denying responsibility.

*Myth: It only happens to families from lower socio-economic backgrounds*

Fact: People experiencing domestic abuse come from all walks of life, and can be any race, sexuality or religion.

*Myth: People who are being abused would leave if it was that bad*

Fact: It can be extremely difficult to leave an abusive partner. People experiencing domestic abuse may fear what a partner will do if they leave, particularly if the partner has threatened to kill her/him or the children. They may believe that staying is better for the children. Those who suffer abuse are often at the greatest risk of harm at the point of separation or after leaving a violent partner. The person experiencing abuse may feel ashamed of what has happened and believe it is their fault. They may hope that the partner will change, remembering good times at the start of the relationship and hoping they will return. They may not have access to money, or anywhere to go. They may not know where to turn for help, particularly if English is not their first language.

*Myth: Abusers grow up in violent homes*

Fact: Growing up in a violent home is a risk factor, and some children who experience abuse do go on to be abusive in their relationships. But many do not. Instead they may be repelled by violence because they have seen the damage it causes. Abusers may learn to be violent from the society within which they grow up but people who blame violence solely on their childhood experiences are avoiding taking responsibility for their actions. Violence is a choice an abuser makes; they alone are responsible.

*Myth: Some people like violence*

Fact: Most people who are abused live in fear of their abuser. This is a way of blaming the survivor for what is happening.

*Myth: Some people ask for it. They get what they deserve*

Fact: Violence and intimidation are not acceptable ways to solve conflict in a relationship. People using abusive behaviours will often attack their partner for no apparent reason.

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<sup>47</sup> Public Health England: Domestic Abuse: A Toolkit for Employers

Again, this is a way of making excuses for the abuser's behaviour. It allows an abusive person to avoid taking responsibility for their actions.

*Myth: People using abusive behaviours have a mental illness*

Fact: The vast majority of people who abuse are not mentally ill. Research shows that the proportion of abusers with mental health problems is no higher than in society as a whole.

*Myth: Stress is to blame for domestic abuse*

Fact: Some people who abuse their partners do suffer from stress. Again, this is a factor – not the underlying cause of the abuse. Many people who are stressed are never abusive.

*Myth: They lose their temper sometimes, that's all* Fact: It often is said that people who use abusive behaviours "lose their temper" or are "out of control". The truth is that they are very much in control. Abusers are usually selective about when they hit their partner, for example in private or when the children are asleep. They choose not to mark their face or other parts of the body which show. They never "lose their temper" with other people.

This suggests they are very aware of what they are doing and are "in control". Many abuse their partners emotionally and psychologically, without ever using physical violence. This shows the extent of their control.

*Myth: Domestic abuse is a private matter, you shouldn't get involved*

Fact: For far too long domestic abuse has been allowed to happen behind closed doors. People think what goes on in the home is private, and not their problem. Domestic abuse is a crime wherever it occurs. It is against the law. We are all affected by domestic abuse; we all have a responsibility to speak out against it. Only then can we tackle it effectively.

*Myth: Men can't experience domestic abuse*

Fact: Although women are disproportionately affected by domestic abuse, it is certainly a very real issue for male survivors too, in heterosexual, gay and other kinds of relationships.

*Myth: Perpetrators of domestic abuse cannot change*

Fact: Perpetrators can change. Treatment and support is available.

(Source: Public Health England - Employers Toolkit – Domestic Abuse)

### **Key messages**

- No victim or survivor of violence is responsible for the abuse they experience
- An abuser's behaviour will only change if they recognise that they have a problem and are prepared to take responsibility for changing their violent behaviour
- Domestic violence is everyone's responsibility - we all have a role to play in ending domestic violence - don't ignore it



## **Appendix 2 – Sources of Help and Support**

### **I Need Help, Who Can I Talk To at Work?**

If you want to talk confidentially to someone at work about domestic abuse, sexual violence or any other form of violence against women, there are lots of sources of support for you. It is important that you disclose your experience to someone you trust who can give you the support that you need. You may choose to speak to your line manager or a colleague, a trade union representative or someone from the Human Resources Team.

The Council has a dedicated Staff Welfare Officer, Wendy Borrill, who is located at 8 North Ness, Lerwick. If you would like to speak to Wendy you may either telephone her on 01595 744580 or e-mail [wendy.borrill@shetland.gov.uk](mailto:wendy.borrill@shetland.gov.uk). Appointments can be arranged at Wendy's office, in your own workplace, at your home or at a suitable neutral venue.

**Shetland Women's Aid** - provides counselling, support, advice and information for women of all ages and young people up to age 18 who have experienced or are experiencing physical, emotional or sexual abuse. They also offer refuge to women and children needing safe accommodation.

Tel: 01595 692070 / Email: [office@shetlandwa.org](mailto:office@shetlandwa.org) / Website: [www.shetlandwa.org](http://www.shetlandwa.org)

### **Scotland's Domestic Abuse and Forced Marriage Helpline**

Tel: 0800 027 1234 / Email: [helpline@sdafmh.org.uk](mailto:helpline@sdafmh.org.uk) / Website: <http://sdafmh.org.uk/>

### **Shetland Islands Citizens Advice Bureau**

Tel: 01595 694696 / Address: 14 Market Street, Lerwick, ZE1 0JP

### **Shetland Rape Crisis**

Tel: 01595 747174 / Email: [contact@shetlandrapecrisis.scot](mailto:contact@shetlandrapecrisis.scot) / Website: [www.shetlandrapecrisis.scot](http://www.shetlandrapecrisis.scot)

### **Rape Crisis Helpline**

08088 01 03 02 (daily 6pm – midnight) / [www.rapecrisisscotland.org.uk](http://www.rapecrisisscotland.org.uk)

### **National Stalking Helpline**

Tel: 0808 802 0300 (Monday, Tuesday, Thursday and Friday from 9.30am to 4.00pm; Wednesday from 1.00pm to 4.00pm) / Email: [advice@stalkinghelpline.org](mailto:advice@stalkinghelpline.org) / Website: [www.stalkinghelpline.org](http://www.stalkinghelpline.org)

### **Scottish Women's Aid**

0131 226 6606 / [www.scottishwomensaid.org.uk](http://www.scottishwomensaid.org.uk)

**The Scottish Women's Rights Centre** can help you with free legal advice, for example about court orders to protect you from abuse and reporting the abuser to the police.

Helpline: 0808 801 0789 (Tuesdays 6-9pm, Wednesdays 1.30pm-4.30pm)

Website: [www.scottishwomensrightscentre.org.uk](http://www.scottishwomensrightscentre.org.uk)

**Respect** promotes, supports and develops effective interventions with perpetrators of abuse across the UK. Useful information can be found on its website: [www.respect.uk.net](http://www.respect.uk.net)  
Helpline: 0845 122 8609 and the website can be visited at: [www.respectphoneline.org.uk](http://www.respectphoneline.org.uk)

**Broken Rainbow LGBT DV (UK)** offers advice, support and referral services to LGBT people experiencing homophobic, transphobic and same sex domestic abuse.

Helpline: 0300 999 5428 Mon & Thurs 2-8pm; Wed 10am – 1pm / [www.broken-rainbow.org.uk](http://www.broken-rainbow.org.uk)

### **Galop National LGBT Domestic Violence Helpline**

Tel: 0300 999 5428 or Freephone 0800 999 5428 (Monday and Thursday 10.00am to 8.00pm; Friday 1.00pm to 5.00pm; Tuesday and Wednesday 10.00am to 5.00pm with Tuesday 1.00pm to 5.00pm being a Trans specific service).

Admin: 08452 605 560 / Email: [help@galop.org.uk](mailto:help@galop.org.uk) / Website: [www.galop.org.uk](http://www.galop.org.uk)

**Fearless** is a Scottish support service anyone from the LGBT+ community affected by domestic abuse. The service is available in many, but not all areas of Scotland. To refer yourself or someone else to the service use the online form or email.

Tel: 0131 624 7266 - this is not a support line and calls may go to answer machine

Email referral: [fearlessinfo@sacro.org.uk](mailto:fearlessinfo@sacro.org.uk) / Website: <https://fearless.scot/>

Online referral form available at: <https://fearless.scot/make-a-referral/>

There's specialist advice for Asian, black and minority ethnic women and children:

### **Hemat Gryffe Women's Aid**

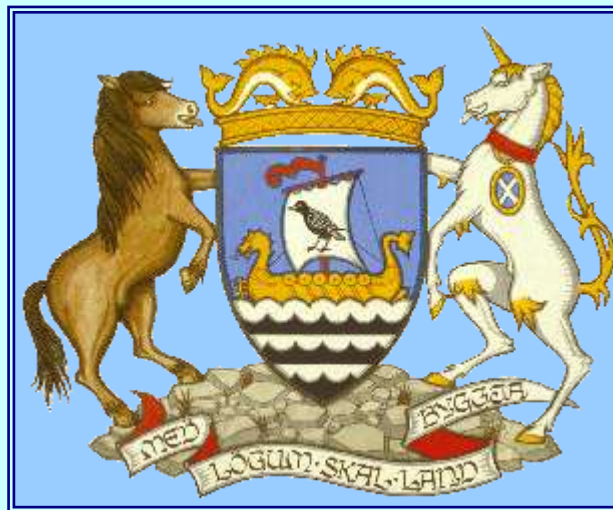
Tel: 0141 353 0859 / Website: [www.hematgryffe.org.uk](http://www.hematgryffe.org.uk)

### **Shakti Women's Aid**

Tel: 0131 475 2399 / Website: [www.shaktiedinburgh.co.uk](http://www.shaktiedinburgh.co.uk)

# **SHETLAND ISLANDS COUNCIL**

## **EQUALITY AND DIVERSITY POLICY**



**Operational Date: 1 January 2019**  
**Applies to: All Staff**

Document Information			
Document Name/Description		Equality and Diversity Policy	
Version Number <i>e.g. V1.1</i>		V2.1	
Author		Emma Manson, Senior Human Resources Adviser	
Lead Officer/Manager		Denise Bell, Executive Manager – Human Resources	
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Date of next planned review start		Formal review – October 2021	
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Date	Version updated	New version number	Brief description of changes
1/5/18	V1	V2.1	This is a complete revision of the Equality and Diversity Policy which has been effective from 30 March 2005
28/10/19	V2.1	V2.2	This is a minor review of the Equality and Diversity Policy for the purpose of meeting criteria in the Equally Safe at Work accreditation

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## EQUALITY AND DIVERSITY POLICY

### 1 STATEMENT OF POLICY

- 1.1 The Council's commitment to equality and diversity is not just about treating employees and job applicants fairly and consistently. It is also about managing a diverse workforce, providing equality of access to our services and promoting equality in everything the Council does. This is supported by the Council's values of providing **excellent service** by **taking personal responsibility** and **working well together** and our **Customer First Strategy**.
- 1.2 This commitment is to ensure that no employee or job applicant is unlawfully discriminated because of the Equality Act 2010 protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race (including colour, nationality, and ethnic or national origin), religion or belief, sex (gender) and sexual orientation. The Council recognises that differences between people in the workplace should be respected and valued.

Our commitment is to:

- Ensure that no unlawful discrimination occurs in the workplace or work-based social events;
- Ensure that the Council complies with equalities legislation for protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race (including colour, nationality, and ethnic or national origin), religion or belief, sex (gender) and sexual orientation.
- Ensure that employees are aware of what types of behaviour may constitute discrimination, racism and harassment and that such behaviour is unacceptable;
- Provide a fair pay environment in line with our **Equal Pay Statement** and the **Scottish Local Government Living Wage**;
- Promote and encourage diversity amongst our workforce, including being a **Disability Confident** employer;
- Promote equality of opportunity to all in respect of the services we deliver;
- Ensure that communication and accessibility issues are considered at all stages of Service planning and delivery;
- Ensure that managers and employees are aware of their responsibilities in terms of promoting equality and diversity and preventing unlawful discrimination.

- Challenge gender stereotyping in the workplace by addressing occupational segregation.
- Create and maintain a culture free from sexism, sexual harassment and other forms of violence against women.

## 2 INTRODUCTION

### 2.1 Scope of Policy

This policy applies to all employees and potential employees of Shetland Islands Council.

External contractors providing goods and services are expected to adhere to the principles of this policy, as are volunteers.

Any breaches of this policy may result in action being taken under the Council's Disciplinary Policy.

Any references to "woman/women" within this policy refers to anyone who identifies as female.

### 2.2 Aim

The Council's aim is to be an equal opportunities employer and service provider, and has an Equality and Diversity Policy for this purpose. The Council aspires through its **Workforce Strategy** to have a workforce which reflects the diversity of the population in Shetland.

To ensure that this policy is operating effectively the Council maintains records of employees' and applicants' gender, age, disability, race, ethnicity and marital status. Ongoing monitoring and regular analysis of such records provide a basis for appropriate action to eliminate unlawful discrimination and promote equality of opportunity.

It is important that Equality and Diversity is not seen as 'just another initiative' but as an evolving approach by which we genuinely try to keep improving. In this regard, the Council will use an 'Equality Impact Assessment' when developing and reviewing employment policies and during service planning and delivery.

### 2.1 Legislation

The Council has a legal responsibility to ensure that no unlawful discrimination occurs in the workplace. The Equality Act 2010 protects people from discrimination in the workplace and in wider society. It replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection in some situations. It sets out the different ways in which it's unlawful to treat someone.

The Public Sector Equality Duty, which forms part of the Equality Act 2010 came into force on 5 April 2011. It means that public bodies have to consider all individuals when carrying out their day-to-day work – in shaping policy, in delivering services and in relation to their own employees.

It also requires that public bodies have due regard to the need to:

- eliminate discrimination
- advance equality of opportunity
- foster good relations between different people when carrying out their activities

The Equality Act 2010 (Specific Duties) Regulations 2011 came into force on 10 September 2011. The specific duties require public bodies to publish relevant, proportionate information showing compliance with the Equality Duty, and to set equality objectives. This includes publishing gender, disability and race pay gap information and an Equal Pay Statement.

The Human Rights Act 1998 sets out the fundamental rights and freedoms that everyone in the UK is entitled to. These include:

- Freedom from slavery and forced labour
- Freedom from torture and inhuman or degrading treatment
- Right to a fair trial
- No punishment without law
- Freedom of thought, belief and religion
- Freedom of expression
- Freedom of assembly and association
- Protection from discrimination in respect of these rights and freedoms

### **3 ROLES AND RESPONSIBILITIES**

#### **3.1 To support the achievement of the aims of this policy**

##### **Employees will:**

- Comply with this, and other, Council policies to ensure equality of opportunity and avoid discrimination;
- Set a personal example by ensuring that they do not, through their own words or actions, discriminate against another employee on any grounds not objectively based;
- Ensure that they do not, through their own words or actions, harass another employee including those having, or being perceived to have, one or more of the protected characteristics;
- Not victimise anyone who has made an allegation, or who has provided information about any allegation;



- Be encouraged to draw specific acts of suspected discriminatory practice to the attention of the relevant manager or supervisor in line with the Council's Harassment and Bullying at Work Policy; and
- Be aware of their entitlement to challenge behaviour that is clearly causing distress or offence to others, by expressing disapproval or supporting colleagues who are experiencing such behaviour.

**Managers will:**

- Ensure that they and their staff are made aware of this policy and its contents;
- Establish and maintain a working environment which is free from discrimination and promote equality of opportunity; and
- Set a personal example by ensuring that they do not conduct themselves in a discriminatory manner.
- Ensure that employees are made aware of the Council's support mechanisms. These include access to the Staff Welfare Officer; counselling; occupational health, and informal resolution options such as mediation or facilitated meeting.

**Corporate Services will:**

- Work collaboratively with managers, employees and recognised Trade Unions to prevent discrimination in the workplace and promote equality of opportunity whenever possible;
- Consult with recognised Trades Unions regarding the implementation, monitoring and review of this policy;
- Provide training and guidance to managers and other staff as appropriate on the content of this policy and also raise awareness of equality and diversity issues;
- Meet the terms set out in the Public Sector Equality Duty, including publishing equality information and setting equality objectives, and
- Carry out an Equal Pay Review every two years as set out in the Council's Equal Pay Statement, and publish gender, disability and race pay gap information.
- Recognise the link between violence against women and women's inequality in the labour market as well as the Council's role as an employer in preventing violence against women through its Supporting Employees Experiencing Violence against Women Policy.
- Acknowledge that people have more than one protected characteristic that defines their identity and take an intersectional approach to addressing experiences of discrimination.

**Directors will:**

- Ensure that employees are made aware of this policy and their responsibilities as a result of it;
- Take all reasonable steps to prevent discrimination in the workplace and promote equality of opportunity whenever possible;
- Drive a culture of being an equal opportunities employer and service provider;
- Ensure that managers take part in training and development opportunities to gain the understanding, skills and behaviours to carry out their responsibilities in line with this policy.

**4 MONITORING**

In order to ensure effective operation of this policy, the Council will monitor numbers of employees, job applicants, applicants for promotion and training, grievances and disciplinary action, and analyse them by equality group. In addition to this, the Council will identify gender, disability and race pay gap information and occupational segregation trends through carrying out an Equal Pay Review every two years.

Most of the monitoring data is collected through the Councils 'Comprehensive Human Resource and Payroll system' (CHRIS) and through 'TalentLink', a national online recruitment portal.

CHRIS and TalentLink can produce comprehensive data reports, which allow the Council to analyse the results. The data contained within these reports will be analysed against national and local census data in order to determine if any underlying trends exist. The results of this analysis will be used to identify the appropriate action needed to eliminate discrimination and promote equality of opportunity in line with Public Sector Duty requirements.

Because of the size of our community the Council will take extra care when publishing these results not to publicly identify individuals. Where equality monitoring produces data that could possibly identify individuals the Council will make an overarching statement on what the results have revealed rather than publish the data.

**5 DEFINITIONS**

- **Equality** is about ensuring that people are treated equally and fairly and that decisions on such matters as recruitment and selection, training and promotion are based solely on objective relevant criteria.
- **Diversity** is a broader term, which is about valuing the different contributions that people make, regardless of their abilities, background and beliefs. It is about giving individuals the opportunity to make their fullest contribution.
- **Direct discrimination** is when you are treated worse than another person or other people because:
  - you have a protected characteristic
  - someone thinks you have that protected characteristic (known as discrimination by perception)
  - you are connected to someone with that protected characteristic (known as discrimination by association)
- **Indirect discrimination** happens when there is a policy that applies in the same way for everybody but disadvantages a group of people who share a protected characteristic, and you are disadvantaged as part of this group. If this happens, the person or organisation applying the policy must show that there is a good reason for it. If the organisation can show there is a good reason for its policy, it is not indirect discrimination. This is known as **objective justification**.
- **Harassment** is unwanted behaviour that you find offensive, where the other person's behaviour is because:
  - you have a protected characteristic
  - there is any connection with a protected characteristic (for example, you are treated as though you have a particular characteristic, even if the other person knows this isn't true)

The unwanted behaviour must have the purpose or effect of violating your dignity, or creating a degrading, humiliating, hostile, intimidating or offensive environment for you.

To be unlawful, the treatment must have happened in one of the situations that are covered by the Equality Act. For example, in the workplace or when you are receiving goods or services.

- **Victimisation** is treating someone badly because they have done a 'protected act', or because an employer, service provider or other organisation believes that you have done or are going to do a protected act. The reason for the treatment does not need to be linked to a protected characteristic.

A protected act is:

- making a claim or complaint of discrimination (under the Equality Act)
- helping someone else to make a claim by giving evidence or information
- making an allegation that you or someone else has breached the Equality Act
- doing anything else in connection with the Equality Act

- **Occupational Segregation** refers to the clustering of women and men into different types of work (horizontal segregation) and into different levels of work (vertical segregation).
- **Intersectionality in gender discrimination** is an intersectional approach that recognises that women are not a homogenous group, but their experiences may vary according to their multiple identities. For example, disabled and Black and minority ethnic women's experiences may be affected by not only sexism but also ableism and racism.



<b>Meeting(s):</b>	<b>Environment &amp; Transport Committee Policy &amp; Resources Committee Shetland Islands Council</b>	<b>20 November 2019 25 November 2019 27 November 2019</b>
<b>Report Title:</b>	<b>Strategic Roads Network – Strategic Outline Programme</b>	
<b>Reference Number:</b>	<b>RD-06-19-F</b>	
<b>Author / Job Title:</b>	<b>Dave Coupe Executive Manager Roads Services Neil Hutcheson/ Team Leader – Asset and Network</b>	

## 1.0 Decisions / Action required:

That the Environment and Transport Committee and the Policy and Resources Committee recommend that the Council:

- 1.1 **NOTE** actions taken to date regarding the development and maintenance of Shetlands Strategic Roads network.
- 1.2 **ENDORSE** the objectives and critical success factors set out in the Strategic Outline Programme including the proposed reporting arrangements;
- 1.3 **APPROVE** the identification of the B9082 Cullivoe road as the priority project for resolution within the Strategic Roads network;
- 1.4 **DELEGATE** authority to the Director of Infrastructure Services or his nominee to initiate the preparation of a Strategic Outline Business case for the B9082 Cullivoe Road again in January 2020; and
- 1.5 **NOTE** the addition of the road to the West Burrafirth Ferry Terminal to the strategic road network.

## 2.0 High Level Summary:

- 2.1 The Strategic Roads Network Programme is intended to provide the information on current and projected needs, issues and opportunities around large-scale potential projects which might be required to maintain or develop the capability of the core Roads network in Shetland.
- 2.2 It will help inform the identification of issues and options and assist in evidence based planning and decision making so that economic and social needs for roads transport are met efficiently, effectively and economically to support key outcomes for Shetland and it's residents.

## 3.0 Corporate Priorities and Joint Working:

- 3.1 Access to services and economic activity across Shetland all depend on transport one way or another. There are well-developed strategies and plans for inter-island ferries, internal air services, bus services and active travel.
- 3.2 The road network that these services use is generally well developed due to very significant investments during the oil construction era and a very comprehensive network of roads was developed to connect communities, businesses, public service centres like schools and care and health centres, airports, ferry terminals and piers and harbours.
- 3.3 That road network is used extensively by services, commercial businesses, residents and visitors to allow goods and people to move between places and is directly important in delivering key “place” priority outcomes in;
- The Shetland Partnership Plan,
  - the Councils “Our Plan”,
  - the Shetland Transport Strategy,
  - the Local Housing Strategy,
  - the Local Development Plan and
  - the 10-Year Plan.

## 4.0 Key Issues:

### 4.1 Shetland’s Strategic Road Network

4.1.1 A “Review of the Main Road Improvement Policy” was, reported to the Infrastructure Committee on 1 September 2009 (min ref 70/09). This set out the list of Shetland’s strategic or “main roads.” The list was as follows:

- the Principal Roads (A968, A969, A970 and A971) formally established by the Government in the 1960’s;
- the Spine Route Network established by the Council in “Shetland Transport Policies and Programmes (TPP)” documents from the 1970’s until the 1990’s. It was described as “intended to link Lerwick to Sumburgh Airport, the Sullom Voe Oil Terminal, Scalloway, and the main ferry terminals. It also includes branches westwards as far as Bixter, and northwards into Northmaven.” Therefore, in addition to the Principal Roads it included the B9071 Voe to Laxo, the B9073 Black Gaet and the B9074 Brae (via Graven) to Firth; and
- the highest priority roads in the Council’s maintenance hierarchy policy that takes traffic flow, bus routes, heavy vehicle usage etc. into account. This includes the majority of the above roads plus the B9074 Scalloway to Hamnavoe, B9082 Cullivoe Road, King Harald Street, Knab Road, Castle Street, Central Sandwick and Gremista Road.

- 4.1.2 The report went on to recommend that the B9071 Bixter to Aith, B9071 Laxo to Vidlin and B9081 Mid Yell Link roads also be considered “main” roads because they are the only links to Junior High schools or ferry terminals. This and the report’s other recommendations were approved by the Committee. A map of the strategic road network is attached in Appendix 1.

## 4.2 Current Issues with the Strategic Road Network

### 4.2.1 Road Safety

Accident reduction on the road network is generally sought by means of small scale improvements at locations with a poor “accident history.” However, these locations in Shetland have largely been addressed over the years leaving issues that can only be resolved with route treatments or larger scale capital improvements.

### 4.2.2 Development Related

There is no doubt that the upgrading of Shetland’s main roads over the years has been a significant factor in encouraging and facilitating development in rural areas. The increased capacity of “two-lane” roads and reduction in journey times has been vital in enabling the haulage of goods and materials, and in allowing staff to access their workplace. There are still lengths of road that could be upgraded in order to promote economic development in the North Isles, North Mainland and West Mainland. However, perhaps of more importance is the addressing of issues that if not resolved will have a significant negative impact on existing development.

### 4.2.3 Deteriorated Condition

Revenue budgets are used to undertake a wide range of maintenance works. However, there are situations where it can be more cost-effective in the long-term to reconstruct or even replace certain roads or parts of them, rather than bear the costs and effects of frequent heavy maintenance and repairs. These works can involve footways, bridges, lighting, safety barriers and carriageways or any combination of these. The annual carriageway condition reports have stated for a number of years that recent improvements in the surveyed road condition “will to a certain extent mask the long term decline of the “structure” of the road network.....that can only be addressed with more expensive treatments such as overlay resurfacing or reconstruction.” This decline is now becoming evident on certain lengths of road.

### 4.2.4 West Burrafirth Ferry Terminal/Pier

The road to the West Burrafirth Ferry Terminal is not currently listed as part of the strategic road network. Since it is the only link to the ferry terminal we intend that it will now be added.

## 4.3 Reporting of the “Strategic Roads Network Programme”

- 4.3.1 The issues currently affecting the strategic road network and potential solutions are discussed in further detail in Appendix 1.

- 4.3.2 That analysis concludes that the priority issue on the Network is the B9082 Cullivoe Road. A length of this road between the Gutscher “crossroads” and the Cullivoe Pier is no longer considered fit for purpose due to the recent significant increase in the number of heavy goods vehicles (HGV’s) using the road. There is a risk that should this level of usage continue it will deteriorate to the point

where a weight restriction will have to be introduced as an interim measure. The level of maintenance, which would include some reconstruction, could not be undertaken without road closures resulting in disruption to the businesses and road users

4.3.3 The recommendation is that a “Strategic Outline Case (SOC)” should be developed for the Cullivoe Road. That SOC will establish specific investment objectives and critical success factors, a long list of options to meet these, initial option appraisal and recommendations of the short list for further investigation. The target for that SOC will be reported again in January 2020.

4.3.4 It is also recommended that the Roads Service monitor the strategic roads network programme and presents a report, annually, to the Environment and Transport Committee. Similarly to this report it would detail the current issues and where required would seek guidance from the Committee as to how these issues are to be addressed. The report would inform the Committee of the progress made as these decisions are actioned. The addition and/or removal of lengths of road from the strategic road network would also be reported for approval.

#### 4.4 Design Works

4.4.1 The work required for preparation of the action plan would in part be funded from existing roads budgets. However, there would be a requirement for additional funding for the advanced design of improvements that are deemed necessary. This funding would need to be sufficient to also allow for scheme design, the preparatory work for land acquisition, land acquisition and utility diversions / accommodation works. Indicative costs for design works for each potential scheme are included in the Strategic Outline Programme. The identification and draw down of any specific design budgets will only be confirmed as the development of “Business Cases” as individual schemes are approved for progression by programme reporting.

#### 5.0 Exempt and/or confidential information:

5.1 None.

#### 6.0 Implications :

<b>6.1 Service Users, Patients and Communities:</b>	The road network is the largest community asset for which Shetland Islands Council is responsible. It is vital and fundamental to the economic, social and environmental well being of the community. It helps to shape the character of an area, the quality of life of the local community and makes an important contribution to wider Council priorities including growth, regeneration, education, health and community safety. Roads also make a wider contribution to society, providing access to ferry terminals, ports and airports.
<b>6.2 Human Resources and Organisational Development:</b>	No implications.



<b>6.3 Equality, Diversity and Human Rights:</b>	No implications.
<b>6.4 Legal:</b>	<p>The Council's statutory duties are defined by Section 1 of the Roads (Scotland) Act 1984 which requires that <i>"a local roads authority shall manage and maintain all such roads in their area as are for the time being entered in a list (in this Act referred to as their "list of public roads")."</i></p> <p>The Council has a statutory duty under the "Road Traffic Regulation Act 1984" to <i>"secure the expeditious, convenient and safe movement of vehicular and other traffic."</i> Among other duties under the Road Traffic Act 1988 the Council <i>"must prepare and carry out a programme of measures designed to promote road safety"; "must carry out studies into accidents arising out of the use of vehicles ..... on roads or parts of roads ..... within their area"; and "must, in the light of those studies, take such measures as appear to the authority to be appropriate to prevent such accidents....."</i></p>
<b>6.5 Finance:</b>	<p>The estimated average overall indicative capital cost of the projects included in the Programme is £14.5m which would require to be funded from borrowing in line with the Council Policy. Delivery of the full programme would take 10-15 years if the projects were to run in succession.</p> <p>The average indicative capital cost of the priority Cullivoe project referred to at paragraph 1.3 above is £4.3m.</p>
<b>6.7 ICT and new technologies:</b>	None.
<b>6.8 Environmental:</b>	Improvements to the road network may have implications for a range of environmental issues such as noise, air quality, carbon emissions, water quality, biodiversity/habitats, visual amenity and cultural heritage. All proposals for the development of the road network will evaluate the environmental and climate change impacts during both the construction and operational phase. A planned and structured approach to these evaluations will allow any environmental implications to be considered alongside other issues.
<b>6.9 Risk Management:</b>	<p>Failure to manage and maintain the road network and the net ongoing running costs of the Council carries a significant risk of the Council's financial policies not being adhered to and will require a further draw on Reserves.</p> <p>Should there be insufficient investment in managing and maintaining the strategic road network there is a risk of significant negative economic and social impacts that would affect large areas of Shetland. Given the nature of the network the more isolated rural areas are the most vulnerable to this risk.</p>

<b>6.10 Policy and Delegated Authority:</b>	<p><u>Environment and Transport Committee</u> In accordance with Section 2.3.1 of the Council's Scheme of Delegations the Environment and Transport Committee has functional responsibility for the Roads Service to advise Policy and Resources Committee and the Council in the development of service objectives, policies and plans concerned with service delivery within its remit.</p> <p><u>Policy and Resources Committee</u> In accordance with Section 2.2.1(2) advise the Council in the development of its strategic objectives, policies and priorities; and 2.2.1(7) secures the co-ordination, control and proper management of the financial affairs of the Council.</p> <p><u>Shetland Islands Council</u> In accordance with Section 2.1.3(6) the Council has the power of incurring any expenditure not provided for in the Annual Estimates of Revenue and Capital Expenditure.</p> <p>The Council's Constitution – Part C - Scheme of Administration and Delegations provides in its terms of reference for Functional Committees (2.3.1 (2)) that they;</p> <p>"Monitor and review achievement of key outcomes in the Service Plans within their functional area by ensuring –</p> <ul style="list-style-type: none"> <li>(a) Appropriate performance measures are in place, and to monitor the relevant Planning and Performance Management Framework.</li> <li>(b) Best value in the use of resources to achieve these key outcomes is met within a performance culture of continuous improvement and customer focus." </li></ul>
<b>6.11 Previously considered by:</b>	None.

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31 October 2019

**Appendices:**

Appendix 1: Strategic Outline Programme – Strategic Roads Network

**Background Documents:**

Shetland Partnership Plan

# **STRATEGIC OUTLINE PROGRAMME (SOP)**

Project Title:  
Strategic Roads Network

Version No: 0.1

Issue Date: 20<sup>th</sup> November 2019

*Purpose of this document*

## VERSION HISTORY

Version	Date Issued	Brief Summary of Change	Owner's Name
0.1	30.09.19	First Draft Version	
0.2	30.10.19	Final Draft Version	

## OVERVIEW OF THE SOP PRODUCTION PROCESS

Stages	Development Process	Deliverables
<b>Phase 0 –</b>	<b>Determining strategic context</b>	
<b>Step 1/</b>	<b>Ascertain strategic fit</b>	<b>Strategic</b>
<b>action1</b>		<b>context</b>
<b>Output</b>	<b><i>Strategic Outline Programme (SOP)</i></b>	
<b>Outcome</b>	<b><i>Strategic fit</i></b>	
<b>Review point</b>	<b><i>Gateway 0 – strategic fit</i></b>	

## **CONTENTS – STRATEGIC OUTLINE PROGRAMME**

### **TEMPLATE AND SUPPORTING GUIDANCE**

1. Executive summary
2. Purpose
3. Strategic case
4. Economic case
5. Commercial case
6. Financial case
7. Management case

## **1. Executive summary**

This Strategic Outline programme provides information on the needs, issues and opportunities around large-scale potential projects which may be required on Shetland's core road network. Access to services and economic activity is largely dependent on this network and, therefore, it is important in delivering a number of key priority outcomes from Shetland's Partnership Plan that would benefit public organisations, communities, individuals and businesses.

The strategic road network is generally well developed due to significant investments during the oil construction era. However there are sections of the network with existing or emerging issues which require consideration for potential future action. These issues which could entail larger scale projects have been identified but not progressed as they are out with the scope of the existing arrangements for the maintenance and management of the network. This programme seeks to address this by creating a framework for these issues and opportunities to be analysed and evaluated so that decisions can be taken between the alternative ways forward.

It would be possible to take these projects forward as individual business cases but the lack of any network overview inhibits decision making. This programme is intended to collate the information that could address that cross network issue and allow structured forward planning.

The programme has concentrated on arrangements for the identification of aspects of the network which has current or emerging issues or where there are current or future developments which might be constrained or affected by road provision. The sections of the network which have issues, together with analysis of the potential for improvement of these sections when set against investment objectives, are appended to this programme. A summary analysis of potential for improvement against critical success factors, such as "strategic fit" and "benefits optimisation", is also appended.

This programme would be delivered as self-contained projects with each requiring its own strategic, outline and full business cases before implementation. The benefit of considering these projects together as a "programme" is that it is a structured method of comparing the relative merits of each against a consistent set of objectives, creates a better understanding of the overall scale of the potential works and helps identify a timeline for future assessment and delivery.

The overall cost of projects identified within this programme is between £9.45M and £17.0M depending on the chosen options. The projects would be funded through the Council's Asset Investment Plan, when resources allowed, although opportunities for contributions from external sources will be investigated. There is no specified timetable anticipated, however given that the programme is to be implemented sequentially, it would be likely to take at least 10 to 15 years to deliver the seven schemes identified.

It is recommended that a Strategic Outline Case for the Cullivoe Road should be considered first by Council.

## **2. Purpose**

The Strategic Roads Network Programme is intended to provide the information on current and projected needs, issues and opportunities around large-scale potential projects which might be required to maintain or develop the capability of the core Road network in Shetland.

It will help inform the identification of issues and options and will assist in evidence based planning and decision making. It will ensure that economic and social needs for roads transport are met efficiently, effectively and economically to support key outcomes for Shetland and it's residents.

The investment objectives of this programme are to ensure that the core roads network continues to support key outcomes effectively and efficiently. It will ensure that significant developments are considered in a planned fashion, and that the information required is identified and presented in a way that helps structured management and decision making.

### 3. Strategic case

Access to services and economic activity across Shetland all depend on transport one way or another. There are well developed strategies and plans for inter-island ferries, internal air services, bus services and active travel.

The road network that these services use is generally well developed due to very significant investments during the oil construction era and a very comprehensive network of roads was developed to connect communities, businesses, public service centres like schools, care and health centres, airports, ferry terminals, piers and harbours.

That road network is used extensively by services, commercial businesses, residents and visitors to allow goods and people to move between places and is directly important in delivering key “place” priority outcomes in,

- The Shetland Partnership Plan,
- the Councils “Our Plan”,
- the Shetland Transport Strategy,
- the Local Housing Strategy,
- the Local Development Plan and
- the 10 Year Plan.

It is of particular significance for;

- Place Priority Outcome 1 – People will be accessing employment, education, training and services in innovative ways designed to minimise the barriers to involvement for all
- Place Priority Outcome 3 – All areas of Shetland will be benefitting from a more resilient low carbon economy underpinned by a culture of innovation, inclusion and skills development
- Place Priority Outcome 4 – Communities will be actively involved in shaping their own future resilience, creating positive places that are economically, socially and environmentally sustainable

The “connectivity” that the strategic roads network enables is also a very significant factor in creating opportunities for communities and services that support “participation”, “people” and “money” priorities and outcomes including;

- Participation Priority Outcome 2 – Communities will feel empowered and the majority of people in Shetland will feel more able to influence the decisions that affect them and have a strong understanding of how and why decisions are taken
- People Priority Outcome 1 – The number of disadvantaged people and households in Shetland will be considerably reduced as a result of people being enabled and empowered to address the issues they face and helping others to thrive in the same way
- People Priority Outcome 3 – Shetland will continue to be a safe and happy place, with more people feeling connected to their communities and benefitting from living in good places and keeping active



- Money Priority Outcome 1 – Everyone will be able to access the support they need to maximise their income potential; including innovative, flexible and entrepreneurial employment opportunities throughout Shetland
- Money Priority Outcome 2 – Everyone will be able to access the support they need to minimise their outgoings with low income households benefitting from reduced bills
- Money Priority Outcome 4 – Communities will be empowered to provide innovative solutions and support to help people maximise their incomes and minimise their outgoings from the support available

### **3.1 Organisation overview**

The strategic “core roads network” runs up, down and across the mainland and extends into the larger islands.

Shetland’s strategic or “main roads” consist of the following:

- the Principal Roads (A968, A969, A970 and A971) formally established by the Government in the 1960’s;
- the Spine Route Network described as “intended to link Lerwick to Sumburgh Airport, the Sullom Voe Oil Terminal, Scalloway, and the main ferry terminals. It also includes branches westwards as far as Bixter, and northwards into Northmaven.” Therefore, in addition to the Principal Roads it included the B9071 Voe to Laxo, the B9073 Black Gaet and the B9074 Brae (via Graven) to Firth;
- the highest priority roads in the Council’s maintenance hierarchy policy which includes the majority of the above roads plus the B9074 Scalloway to Hamnavoe, the B9082 Cullivoe Road, King Harald Street, Knab Road, Castle Street, Central Sandwick and Gremista Road; and
- plus the B9071 Bixter to Aith, B9071 Laxo to Vidlin and B9081 Mid Yell Link roads also be considered “main” roads because they are the only links to Junior High schools or ferry terminals.

A map of the strategic road network is attached in Appendix 1.

### **3.2 Strategy and programme investment aims**

The investment objectives of the Strategic Roads Network Programme are to ensure that the core roads network in Shetland continues to support key outcomes effectively and efficiently. It is intended to ensure that significant actions or developments are considered in a planned fashion and that the information required for decision making is identified and presented in a fashion that helps structured management and decision making.

Key investment objectives for the strategic roads network are;

- Road connections that cater for the vehicles and communities that need to use them so that people and businesses can achieve key outcomes
- Roads that make journeys as safe as possible
- Roads that minimise journey times
- Roads that support low energy travel and active travel
- Roads that strike the best balance between investment costs and ongoing maintenance costs

### **3.3 Existing arrangements**

The Shetland strategic roads network is largely well developed, aligned with business and community needs and is well maintained. However there are a number of areas where there are existing or emerging issues which require consideration for potential future action not fully catered for in existing arrangements.

Most of Shetland's strategic roads network was built in the 1970's, 80's and 90's, generally to a very high standard and has been generally maintained very well since then.

Further development of the network was undertaken incrementally during the 1990's and 2000's as individual schemes, however that largely ceased from around 2010.

The maintenance of the strategic network has been delivered through capital and revenue maintenance programmes since then, and limited scale reconstruction and improvement (typically projects costing less than a few hundred thousand pounds) have been possible from time to time within those programmes.

Over time a number of issues which could entail larger scale (generally over £500,000) projects have been identified, however these have not been progressed.

It would be possible to take these projects forward as individual business cases but the lack of any network overview inhibits decision making. This programme is intended to collate the information that could address that cross network issue and allow structured forward planning.

### **3.4 Business needs**

The Council are the statutory Roads Authority for Shetland and are required to plan for the maintenance and development of roads in Shetland in line with the obligations that accompany that role.

As a critical enabler of transport and access, the strategic roads network needs to meet current and future business and community needs that allow key outcomes to be achieved.

Maintaining what we currently have is catered for in terms of current arrangements, dealing with emerging or future issues and improving on current arrangements is not. This programme seeks to help address that issue by creating a framework for those issues and opportunities to be analysed, evaluated and decisions taken between alternative ways forward.

### **3.5 Potential scope and service requirements**

The Strategic Roads Network programme is limited in scope to potential road rebuilds or developments which are situated within the limits of the agreed “Strategic Roads Network” (see appendix 1) and are of a large scale, generally £500K+, therefore placing them beyond the scope of existing arrangements.

### **3.6 Benefits, risks, dependencies and constraints**

#### **Benefits**

Potential programme benefits have been considered in terms of beneficiaries

Direct public sector benefits (Council)

- Better planning of spend, capital and revenue
- Improvements to service organisation or efficiency

Indirect public sector benefits (Other public sector organisations)

- Improvements to service organisation or efficiency

Wider benefits to communities, individuals and businesses

- Road connections that cater for the vehicles/communities that need to use them so that people and businesses can achieve key outcomes
- Roads that make journeys safer
- Roads that minimise journey times
- Roads that support low energy travel and active travel

#### **Risks**

The strategic roads network programme should be inherently low risk as its scope is constrained to the delivery of a limited number of “fill-in” or short extensions to existing core roads.

The technical challenges to the delivery of individual projects should be well understood as they are essentially repetitions or completion of many road construction projects successfully undertaken in the past.

While it is possible that any rebuild or development might mismatch with actual future needs as they develop over time, it remains most likely that addressing these in a structured fashion will yield best results.

## **Dependencies**

There are a limited number of dependencies currently identified for the programme as most issues relating to rebuild or development of sections of the network relate to existing roads which provide at least some current service level.

Where there are dependencies, these are related to potential future economic development opportunities, in Cullivoe and possibly Unst.

## **Constraints**

Technical constraints within the programme relate to design, supervision and construction capacity, which probably means any development projects would need to be sequential.

There are also likely to be constraints on timescales associated with design, compulsory purchase and contracting periods.

The principle constraint however will be the availability of the capital budgets to undertake works as these are generally constrained and the subject of many other competing priorities.

## **4. Economic case**

### **4.1 Critical success factors**

The critical success factors for this programme, and the individual projects which will be considered within it, are closely linked to the Shetland Partnership Agreement and Our Plan Key outcomes, which also underwrite the key investment objectives;

- CSF1: business needs – how well the option satisfies the existing and future business needs of the organisation.
- CSF2: strategic fit – how well the option provides holistic fit and synergy with other key elements of national, regional and local strategies.
- CSF3: benefits optimisation – how well the option optimises the potential return on expenditure – business outcomes and benefits (qualitative and quantitative, direct and indirect to the organisation) – and assists in improving overall VFM (economy, efficiency and effectiveness).
- CSF4: potential achievability – the organisation's ability to innovate, adapt, introduce, support and manage the required level of change, including the management of associated risks and the need for supporting skills (capacity and capability). Also the organisation's ability to engender acceptance by staff.
- CSF5: supply side capacity and capability – the ability of the market place and potential suppliers to deliver the required services and deliverables.
- CSF6: potential affordability – the organisation's ability to fund the required level of expenditure – namely, the capital and revenue consequences associated with the proposed investment.

## 4.2 Main options

As provision of the strategic roads network is statutorily a responsibility of the Council as the statutory Roads Authority then there are few options for the planned rebuild or development of the network.

Therefore, the programme has concentrated on arrangements for the identification of aspects of the network which has current or emerging issues or where there are current or likely future developments which might be constrained or affected by road provision.

The sections listed in the table below have been identified as a result of road condition inspections, safety checks, analysis of road carriageway and width characteristics, verge characteristics, blind summits and bends, absence of safety barriers, maintenance history, constrained planning applications and community engagement.

In addition to an identification of sections of the road network which are within the scope of the programme, consideration has been given to their relative priority in terms of the key outcome and CSF objectives

Sections of the strategic roads network which have current or emerging issues are listed in Appendix 3 with a summary analysis of potential for improvement against investment objectives.

A summary analysis of potential for improvement against critical success factors has also been undertaken and listed in Appendix 4.

## 4.3 Preferred way forward

This Strategic Roads Programme would have to be delivered as a series of self-contained projects which will have to be evaluated and decided on individually. Each would require its own strategic, outline and full business case before implementation.

A benefit of considering these projects together as a “programme” is that it is a more structured method of comparing the relative merits of each against a consistent set of objectives, creates a better understanding of the overall scale of the potential works and helps identify a timeline for future assessment and delivery.

It would also create the structure where any new issues or opportunities that emerge could be considered against these objectives and allow these to be placed within an overall timetable for detailed consideration and decision making.

The Cullivoe road upgrade is clearly identified as the development which would be most likely to improve Shetland Partnership Agreement and Our Plan key outcome objectives. These include *“We will be investing development funds wisely to produce the maximum benefit for Shetland’s economy,” “There will be transport arrangements in place that meet people’s needs and that we can afford to maintain in the medium term” and “Our communities will feel better connected using new community transport solutions developed by communities themselves.”* It is recommended that a Strategic Outline Case for this road section should be considered first by Council.

## 5. Commercial case

### 5.1 Commercial strategy

This Strategic Roads Programme would have to be delivered as a series of self-contained projects which will have to be evaluated and decided on individually. Each would require its own strategic outline and full business case before implementation.

### 5.2 Procurement strategy

It is likely that each project would be progressed through an independent procurement exercise conducted through the established procurement arrangements for Roads construction projects in accordance with the Contract Standing Orders.

## 6. Financial Case

### 6.1 Indicative cost

The figures in the table below are estimated average costs to give an overall indication only. The costs will be fully detailed at Outline Business Case stage for each project and the options available.

Project	Outline Design £000	Detailed Design £000	Land Purchase £000	Build Cost £000	Total Capital Cost £000
Cullivoe	103	145	25	4,000	<b>4,273</b>
Mid Yell	49	68	20	2,000	<b>2,137</b>
Ollaberry - Urafirth	28	43	5	800	<b>876</b>
Murrister Bend	13	27	5	500	<b>545</b>
Haggersta - Cova	Complete	20	Complete	2,000	<b>2,020</b>
Levenwick	50	69	25	1,900	<b>2,044</b>
Bridge of Walls - Walls	15	94	25	2,500	<b>2,634</b>
<b>Total Element Costs</b>	<b>258</b>	<b>466</b>	<b>105</b>	<b>13,700</b>	<b>14,529</b>

### 6.2 Funding arrangements

In line with the Council's Capital Funding Policy these projects will require to be financed by borrowing. Possible opportunities for contributions from other external sources will be investigated and secured where possible to offset the borrowing requirement.

### **6.3 Affordability**

Any potential borrowing commitment will require to be factored into the Council's Prudential Indicators as part of the Borrowing & Investment Strategy demonstrating prudence, affordability and sustainability for the Council.

## **7. Management case**

### **7.1 Programme management arrangements**

The programme and any resultant projects will be managed to Prince standards.

### **7.2 Programme milestones**

Programme milestones will be established in relation to individual project evaluation, decision making and implementation.

### **7.3 Programme assurance**

Programme assurance will be managed to Prince standards.

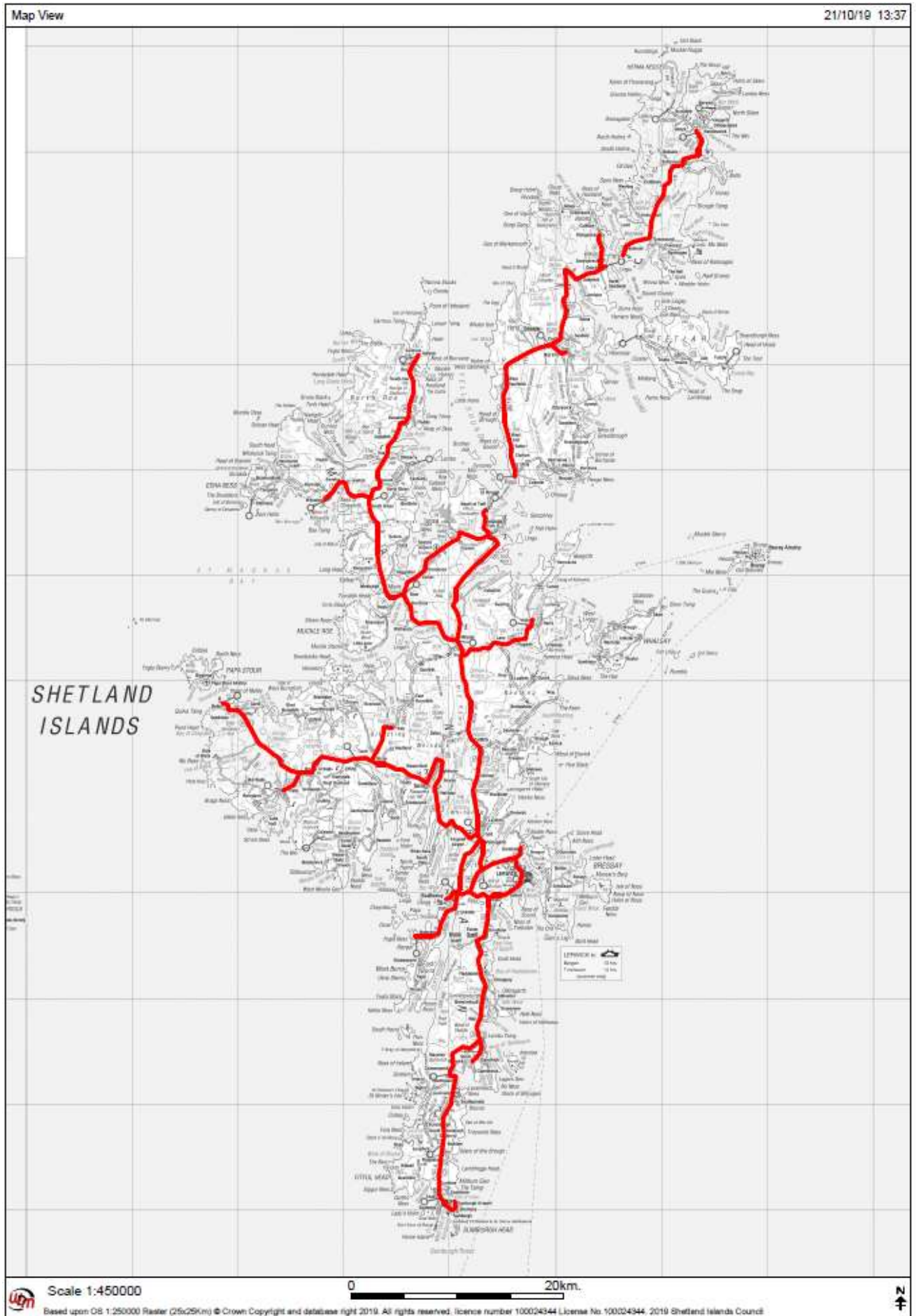
**Signed:**

**Date:**

**Senior Responsible Owner**

**Project Team**

## APPENDIX 1: Shetland's Strategic Road Network and Scheme Location Plan





## **APPENDIX 2: Issues Affecting the Strategic Road Network & Potential Schemes**

### **A970 Lerwick to Sumburgh Road at Levenwick:**

In December 2009 a "Road Safety Check" was undertaken on the A970 Sumburgh to Lerwick Road, between its north and south junctions with the Levenwick Loop Road. The check was made following a traffic accident at a blind summit that resulted in expressions of concerns from local Councillors and members of the public. These concerns were raised by Councillor Budge at a meeting of the Road Safety Advisory Panel in February 2010. He quoted the following excerpt from the safety check report *"I am of the opinion that due to the location of this hazard on the main route between Lerwick and Sumburgh it should be improved, even if it has to be listed as a named scheme for inclusion on the Council's Capital Programme."*

The Council's Capital Programme was reported to a meeting of the Infrastructure Committee in May 2010 where Councillor Duncan expressed concern that the blind summit at Levenwick did not appear on the attached list and that it should be given high priority. Following this the Roads Service held a meeting with the local Councillors where it was agreed that costed proposals would be prepared for the autumn. However, the inclusion of a road improvement at Levenwick was not progressed when the Council's medium term financial plan required that funds be spent on maintaining existing assets rather than on the provision of new.

Concerns regarding the A970 at Levenwick came to prominence again in January 2015 due to an accident involving an articulated truck towing a low loader trailer. Following this incident Councillor Duncan again expressed his concerns regarding the poor road alignment and narrow road width at this location. An update of the "Road Safety Check" was subsequently reported to the Environment and Transport Committee in June 2015, this recommended a number of safety improvements including a width restriction. The Committee approved Councillor Smith's motion that the recommendations be approved and "that a service needs case, taking account of the STAG process, be prepared and submitted for the funding required to design the major capital scheme."

The service need case was reported to a meeting of the Policy and Resources Committee, in February 2016, on completion of the STAG appraisal. It concluded "that the most expensive option considered, which would improve the A970's alignment and width to Design Manual for Roads and Bridges (DMRB) standard over a 2.26 kilometre section of the road above Levenwick would achieve more of the planning objectives than the other options, but that the safety, economic, social and environmental benefits to be gained from this high cost project are all minimal."

However, Councillor Smith's motion that "the A970 Levenwick Capital Improvements project be approved and scheduled in any future Asset Investment Plan (AIP) subject to the availability of funding" was approved. The preliminary design of a number of improvement options has since been done to allow for initial cost estimates. However, more detailed design would need approval as the "gateway process" policy states that a project will not be considered for design fees unless the scheme has been approved.

Please note that this scheme is currently ranked third on the "Prioritised List of Road Improvement Schemes" (SIC min ref 07/15).

#### A971 Haggersta to Cova:

The existing A971 between Haggersta and Cova is sub-standard in a number of important respects. It has a very poor horizontal and vertical alignment, especially at the bend near Haggersta itself, and over the summit to the north. There is limited visibility from several junctions and accesses, especially the one at Haggersta. There have been a number of accidents, including a fatality about 30 years ago. There is poor carriageway width, and no footpath for those walking between the school, hall, playing fields, and houses at the south end, and the houses and shop in the Kalliness area. Safety concerns regarding this length of the A971 have been repeatedly raised by local members in recent years, primarily relating to the narrow carriageway.

Improvements to this length of road were previously a named scheme on the capital programme, first listed in 1988. The scheme was considered to meet all of the principles of the then Shetland Transport Strategy, particularly those of Accessibility and Inclusion, Compliance, and Environmental Responsibility. The final design of the scheme was completed with a cost estimate of £2.25M at 2009 prices. This included land acquisition, design and preparation, utility diversions, works, environmental mitigation, and supervision.

The land acquisition process was protracted but eventually concluded following the preparation of compulsory purchase and stopping up orders. However, this delay meant that the scheme was not listed in the approved provisional 5-year capital programme in October 2009, and has not been listed since. For the project to proceed, it will have to be presented for scrutiny under the “Business Justification process” and then be given a slot in the capital programme when budget is available.

This scheme is currently ranked fourth on the “Prioritised List of Road Improvement Schemes.”

#### A971 Murraster Bend:

There is inadequate visibility along the A971 at Murraster, due to a bend, to allow for the recommended safe stopping distance at the point where the road narrows from two-lane to single-track. This results in frequent over running of the verges as approaching vehicles, many of them travelling at speeds close to the national speed limit, manoeuvre to avoid each other. The transition is sub-standard, a safety concern and not fit for purpose on the “main” road linking the West Mainland with the rest of Shetland.

This situation has arisen following the implementation of the Asset Investment Policy that “all capital expenditure is to be focused on the maintenance of existing assets rather than the creation/purchase of new assets.” This led to the indefinite postponement the A971 West Burrafirth Junction to Brig o’ Walls Improvement Scheme. This scheme had “passed” a STAG stage 1 study and was being “promoted by the Member/Officer Working Group for Roads.” It was to be presented to the Capital Programme Review Team (CPRT) and Council for consideration and possible inclusion in the Capital Programme. The design was nearly complete and the scheme advanced enough for CPRT to approve the purchase then demolition of the Nurse’s House located on the proposed alignment.

Therefore, there was an expectation that the A971 West Burrafirth Junction to Brig o’ Walls Scheme would proceed. When the A971 Parkhall to West Burrafirth Junction Scheme was completed, in 2003, a temporary transition was constructed between the new two-lane road and the single-track section to the south. However, this temporary arrangement, which does not comply with national design guidance, now dates back 15 years. The Roads Service is concerned about the potential for a serious road accident at Murraster and now consider improvement of this transition necessary. There are a number of possible solutions to be considered which, if any scheme is to proceed, will have to be presented for scrutiny under the “gateway process.” These mainly involve the widening of the A971 to two-lanes around the bend until the required visibility is achieved. The alternative would be to reconsider the construction of the A971 West Burrafirth Junction to Brig o’ Walls Improvement Scheme which would provide a two-lane road from Murraster to Walls.

Any development option would require design budget to be established.

This scheme is currently ranked sixth on the “Prioritised List of Road Improvement Schemes.”

#### A971 Brig o' Walls to Walls:

A local member and the Roads Service have safety concerns regarding the hard standing overrun areas that “developed” alongside this single-track road over a number of years. The intention was to replace the original soil verges with type 1 or “hard” verges in order to reduce maintenance requirements. Unfortunately, it has had the opposite effect due to the verges being regularly over run by passing vehicles. This has resulted in an increased incidence of damage to the verges and to the edges of the carriageway.

However, of greater concern is the lack of clarity for road users as to what constitutes the running surface of the road. Would it be the “tarred” carriageway or does it include the “over run” areas on the inside of the bends? This is a hazardous situation, especially for cyclists who prefer to stay on the carriageway but can be approached by motor vehicles using an “over run” area to cut around a bend. This arrangement is not best practice so should be rectified and removed from this important road that forms part of our strategic network.

In September 2011 the Member/Officer Working Group - Roads stated, regarding the A971 West Burrafirth Junction to Walls Improvement Scheme, that “several design options have been considered and we are now developing the preferred one. The final design of the scheme was progressed and was almost complete with the safety check done. However, as stated above the scheme was indefinitely postponed following the implementation of the Asset Investment Policy.

There are a number of possible solutions to be considered which, if any scheme is to proceed, will have to be presented for scrutiny under the “gateway process.” These would range from the removal of the “over run” areas and reinstatement of the soil verges to the construction of a new two-lane engineered road on a new alignment.

Any development option would require design budget to be established.

This length of road forms a large part of the “A971 West Burrafirth Junction to Walls” scheme that is currently ranked eighth on the “Prioritised List of Road Improvement Schemes.”

### B9082 Cullivoe Road:

This length of road was designed and constructed by the Highland Destitution Relief Board in 1851, the work being undertaken by the then residents of North Yell. It was designed for use by horse and cart with the only improvements since being localised widening, passing places and a bitumen bound surface. Considering this it has coped remarkably well with the level of traffic loading to which it has been subjected. However, in September 2018 the Area Maintenance Engineer for the North Isles expressed concern regarding the deterioration in the condition of the road and the implications this had for road safety. This resulted in a request for a safety check from the Executive Manager – Roads. The check identified a number of concerns including the substandard width of the road, the very poor condition of the carriageway and the lack of safety barriers at locations where national guidance deems them necessary.

The B9082 is the only road link serving the Cullivoe Pier, a vital facility for a number of industries including aquaculture, which is now Shetland's largest industry. Government figures show that in 2017 the total tonnage of whitefish landed at Cullivoe was 3,213 valued at £6.3 million, placing Cullivoe among the top twelve landing ports in the UK. According to figures from Shetland Aquaculture and Seafood Shetland 30,360 tonnes of salmon were landed at Cullivoe valued at £130.5 million. This is almost half of all the salmon produced in Shetland. The Council received £304,000 in dues for the landings of this salmon and whitefish in 2017. Therefore, this section of the B9082 is currently used by seven articulated trailers daily (5 days for 46 weeks) for the haulage of salmon and whitefish landings. In the past year there has also been 95 articulated trailer loads to the pier with materials for the construction of new salmon cages. This level of use, which has significantly increased within the past two years, amounts to a total of 3,410 articulated truck movements per year on this single-track road. It is likely to continue for the foreseeable future. The aquaculture industry in the north isles, including the salmon processing factory in Mid Yell, relies on the Cullivoe Pier. The deterioration of the B9082, to the point where it can no longer be used by HGV's, would cut off the pier with serious implications for the economy of Yell and Shetland as a whole.

In addition to aquaculture traffic the pier is used by the renewable energy industry and is the location of a business park and marina. The North Yell Development Council has recently submitted planning applications for the extension of the business park, a new caravan park and a new marina. It is understood that these developments will eventually generate 11 new jobs. The road also serves approximately 100 dwellings, Cullivoe Primary School, Cullivoe Hall, St Olaf's Church, Cullivoe Galley Shed, various crofts, a shop, the garage premises of a coach hire business and tourist attractions.

In March 2007 the Member/Officer Working Group (Roads) reported that several main options were still under development for the STAG Stage 2 study for a B9082 Gutter to Cullivoe Improvement Scheme. These included a major improvement of the entire route or a number of medium scale projects to improve specific issues along the route. However, in September 2009 the Group reported that it had agreed to "a series of minor improvements." In August 2010 two of these medium or minor improvements were funded in the indicative capital programme for financial year 2013/14. These were the "Garth Bends" and "Stonganess Bend" improvements. A lesser version of the latter, which is located to the north of the pier, is still on the capital programme and is now expected to be constructed in 2020/21 as part of the bridge replacement scheme. The former scheme is no longer on the programme.

The widening of the B9082 over its entire length is not a practical or economic option due to the peat soils on which the road was built. The surface of this road has consolidated over the years as it has been trafficked by an increasing number and weight of vehicles. Therefore, despite having a very shallow construction it is able to withstand relatively heavy loading. However, as soon as the surface is disturbed by any excavation through or adjacent to the road it becomes difficult to achieve a consistent reinstatement without disturbing the existing surface.

The overlay resurfacing of the road is not an option either. The edge of any resurfacing is not vertical and slopes back from the carriageway edge with a grade of approximately 2 in 1. Therefore, for every 150mm increase in height the road will narrow by 75mm on each side giving a total reduction in width of 150mm. The result being that the narrowest sections of road, that are currently 2.6 metres wide, would be reduced to 2.45 metres in width. This is less than the legal permitted width of 2.55 metres for vehicles specified in "The Road Vehicles (Construction and Use) Regulations 1986" as amended, meaning that HGV's would be overhanging the road edge.

The safety issues are either impractical or difficult to address due to the nature of the road, the topography through which it runs and the ground conditions on which it was constructed. These findings lead to the conclusion that, on consideration of road safety alone, this section of the B9082 is no longer fit for purpose. This conclusion is supported by the economic case. A road with a width of 2.6 metres is not suitable for use by over 3,400 articulated trucks per year especially when those trucks are hauling goods with a value in excess of £100 million that equates to almost half of the total production of Shetland's largest industry. This issue has been brought to our attention by the safety implications of the continued deterioration of the carriageway caused by the high number of HGV's using the road. Action is essential to ensure the reliability of the B9082 and thereby meet the long-term economic and social needs of Cullivoe, Yell and Shetland. The only viable long-term solution is to construct a new road on a new alignment, in accordance with the Design Manual for Roads and Bridges that is of sufficient width to suit the increasing use of the road by HGV's.

**The rate at which the B9082 is deteriorating means that this is an issue that should be treated with some urgency.** In common with the other schemes above any proposal will have to be presented for scrutiny under the "gateway process."

Any development option would require design budget to be established.

This scheme is currently ranked first on the "Prioritised List of Road Improvement Schemes."

B9081 Mid Yell Link Road (to A968):

This is the south end of the same route used to haul salmon from Cullivoe Pier to the processing factory in Mid Yell. The increase in HGV usage will also result in the deterioration of this road over time. The Roads Service has already had to undertake an “urgent” reconstruction of the Factory/Cemetery road in Mid Yell due to significant damage resulting from this additional loading. There are now a number of defects in the link road attributable to this loading, including a sunken section of carriageway that will be repaired later this year following concerns expressed by the Community Council.

However, the Mid Yell Link road is better founded and wider than the Cullivoe road so as is already evident will take longer to deteriorate. There are also more possible solutions for the improvement of the road ranging from localised widening and bend improvements to a major improvement of the entire route.

The B9081 Mid Yell Link Road was previously a named scheme on the capital programme. In October 2003 it was identified by the Member Officer Working Group (Roads) and prioritised for a feasibility study prior to placing within the Capital Programme. A report on the link road was presented to the Infrastructure Committee in May 2005 with a recommendation to approve “works to provide a strong modern road with widening to double width over the section from the main A968 to, and including, the Laxa burn bridge and on bends. Remaining as a single-track road with large passing places where this is all that is required.” The cost of this was estimated to be £1.2M at 2005 prices. It was also recommended that the scheme be included in the Capital Programme in “later years” and that funding for design and land acquisition be allocated. These recommendations were all approved. However, in November 2005 the Committee approved a recommendation that the scheme be extended to address concerns regarding a bend of narrow width and with poor visibility at Hillend. The extension was considered of “much higher priority” so was to be constructed in 2008/9 at a cost of £200K. The original part of the scheme was to remain in “future years” with only sufficient funds meantime to cover preparatory costs. This was still the situation when the “gateway process” was introduced at which point the Mid Yell Link Road scheme was not approved for inclusion in the Asset Investment Plan.

This scheme is currently ranked second on the “Prioritised List of Road Improvement Schemes.”

#### A970 Hillswick/Ollaberry Junction:

This is similar to Murraster in that there is inadequate visibility along the A970 here, due to a bend, to allow for the recommended safe stopping distance at the point where the road narrows from two-lane to single-track. This results in frequent over running of the verges as approaching vehicles, many of them travelling at speeds close to the national speed limit, manoeuvre to avoid each other. The transition is sub-standard, a safety concern and not fit for purpose on the “main” road linking the North Mainland with the rest of Shetland.

It was reported to a meeting of the Infrastructure Committee in December 2005 that a scheme to upgrade the A970 to a two-lane engineered road, between the Hillswick/Ollaberry Junction and Urafirth, had proceeded through the Stage 1 STAG process and was due to go through Stage 2 before prioritisation and recommendation to Council. In September 2009 the preliminary design was well advanced, but the scheme was not considered a priority and was not being progressed. This remained the case before the scheme was overtaken by events and the implementation of the current Asset Investment Policy.

There are a number of possible solutions to be considered which, if the scheme is to proceed, will have to be presented for scrutiny under the “gateway process.” These all involve the widening of the A970 to two-lanes around a number of bends until the required visibility is achieved. This would extend the two-lane road as far as the junction of the A970 with the Orbister road.

This scheme is currently ranked sixteenth on the “Prioritised List of Road Improvement Schemes.”

#### Skaw Road and A968, Unst:

The Skaw road would become a part of the strategic network with improvements to the road access to Lambaness required if the “Shetland Space Centre” development proceeds. Widening of the A968 between the Setter’s Hill Quarry and Brookpoint to two-lanes should also be considered. This would remove the current lane and a half arrangement which can be confusing for drivers and requires larger vehicles to use the passing places provided.

The A968 Setter’s Hill Quarry to Brookpoint Road was previously a named scheme on the capital programme. In May 2005 a report on the scheme made to the Infrastructure Committee resulted in it being split in two with the north section at Brookpoint being prioritised. This was considered necessary due to the poorly shaped “y-junction,” drainage problems and the structurally unsound bridge at Brookpoint. Subsequently, on completion of the Brookpoint section, the remainder of this scheme was reduced in priority. This was still the situation when the “gateway process” was introduced at which point the Brookpoint scheme was not approved for inclusion in the Asset Investment Plan.

This scheme is not currently ranked on the “Prioritised List of Road Improvement Schemes.” This would be ranked should the space centre development be confirmed.



**APPENDIX 3: Summary Analysis of Potential for Improvement Against Objectives**

<b>Road Section</b>	<b>Avoid traffic restrictions</b>	<b>Improve safety</b>	<b>Reduce journey times</b>	<b>Promote low energy and active travel</b>	<b>Minimise Whole life cycle costs</b>
<b>B9082 Cullivoe</b>	High - Possibility of weight restriction on road if its condition deteriorates, overlay not possible due to narrow carriageway	High - concerns due to narrow carriageway, poor structural condition and lack of safety barriers.	Limited - improvement due to provision of two-lane, rather than single-track road, on improved alignment.	Moderate - two-lane road would be an improvement for cyclists and verges would be improved for pedestrian use. Possibility of retaining old road?	Limited - revenue savings would be relatively high but would only offset a limited portion of the high initial capital cost.
<b>B9081 Mid Yell</b>	Limited/Moderate - possibility of weight restriction in future if level of HGV's serving salmon factory continues.	Moderate - visibility issues on single-track road due to poor vertical alignment, bridge needs safety barriers.	Limited - improvements, even if widened to two-lanes would not significantly reduce journey times.	Moderate - two-lane road would be an improvement for cyclists and verges would be improved for pedestrian use.	Limited - revenue expenditure low currently so savings would only offset a minimal amount of the high initial capital cost.
<b>A970 Ollaberry – Urafirth</b>	Limited - low HGV numbers mean deterioration will not occur rapidly and maintenance treatments should be sufficient to prevent need for restrictions.	Moderate/High - the Council by not progressing with a two-lane improvement to Urafirth and by leaving a temporary layout in place for a number of years have created a safety hazard.	Limited/Moderate - this needs to be a relatively lengthy improvement to achieve the correct visibility along the road, would tie in with a section of single-track that could be improved to two-lane for minimal cost. road	Limited/Moderate - two-lane road would be an improvement for cyclists and verges would be improved for pedestrian use.	Limited - revenue savings would be relatively high but would only offset a limited portion of the high initial capital cost.

<b>Road Section</b>	<b>Avoid traffic restrictions</b>	<b>Improve safety</b>	<b>Reduce journey times</b>	<b>Promote low energy and active travel</b>	<b>Minimise Whole life cycle costs</b>
<b>A971 Murrister Bend</b>	Limited - deterioration of carriageway is not an issue.	High - the Council by not progressing with a two-lane improvement to Walls and by leaving a temporary layout in place for a number of years have created a safety hazard.	Limited - improvement to two - lane is not over a long length so savings would not be significant	Limited - improvement to two - lane is not over a long length so improvement for cyclists would not be significant	Limited - revenue savings would be relatively high but would only offset a limited portion of the initial capital cost.
<b>A971 Haggersta – Cova</b>	Limited - deterioration of carriageway is not an issue.	Moderate - the provision of a cycle/footpath between the Whiteness School and Kalliness is a major part of the scheme, also carriageway widening and visibility improvements.	Limited - little benefit as the road is already two-lane.	Moderate/High - the provision of a cycle/footpath between the Whiteness School and Kalliness is a major part of the scheme	Limited - revenue expenditure low currently so savings would only offset a minimal amount of the high initial capital cost.
<b>A970 Levenwick</b>	Limited - width restriction already in place, unlikely that further restrictions would be needed	Moderate/High - a number of blind summits, narrow carriageway and significant lengths where safety barrier is required but can't be provided due to narrow verges	Limited - little benefit as the road is already two-lane.	Moderate - two-lane road would be an improvement for cyclists and verges would be improved for pedestrian use.	Limited - revenue expenditure relatively low currently so savings would only offset a minimal amount of the high initial capital cost.

<b>Road Section</b>	<b>Avoid traffic restrictions</b>	<b>Improve safety</b>	<b>Reduce journey times</b>	<b>Promote low energy and active travel</b>	<b>Minimise Whole life cycle costs</b>
<b>A971 Brig o' Walls – Walls</b>	Limited - some deterioration of carriageway edges but can be repaired with revenue funding so need for restrictions unlikely.	High - an issue with the verges being overrun on a regular basis.	Limited/Moderate - depending on the extents of the improvement, new verges with improved passing places or two-lane road.	Moderate/Limited - two-lane road would be an improvement for cyclists and verges would be improved for pedestrian use.	Limited - revenue savings would be relatively high but would only offset a limited portion of the high initial capital cost.

**APPENDIX 4: Issues Affecting the Strategic Road Network & Potential Schemes**

<b>Road Section</b>	<b>business needs</b>	<b>strategic fit</b>	<b>Benefits optimisation</b>	<b>potential achievability</b>	<b>supply side capacity and capability</b>	<b>potential affordability</b>
<b>B9082 Cullivoe</b>	High - very significant negative impact on the businesses and the pier in Cullivoe if a weight restriction is required. Implications for Yell and Shetland as a whole due to Mid Yell Salmon factory. Proposed developments with suspensive planning conditions due to concerns regarding deterioration of the road.	High - would improve road safety and promote active travel due to better provision for cyclists and pedestrians. May also provide part of the route to a future fixed link to Unst. Increased resilience/reliability of route. There will be transport arrangements in place that meet people's needs and that we can afford to maintain in the medium term. Our communities will feel better connected using new community transport solutions developed by communities themselves. We will be investing development funds wisely to produce the maximum benefit for Shetland's economy.	High - direct benefits would be retaining the dues from the Cullivoe Pier that could significantly reduce if weight restriction introduced. The road is important for the Yell and Shetland economy due to the number of existing and planned businesses plus the value of fish/shellfish landed.	High - the Roads Service has experience of undertaking this type of project, may require additional employees in the Design Section.	High - civil's contractors have the experience and capability required for this type and scale of work. Capacity is not expected to be an issue but would be dependent on whether any other large scale projects were underway in Shetland within the same timeframe.	High - cost would be offset by retention of landing fees in a relatively short period also the potential for grant funding.

## Strategic Roads Network - SOC

<b>Road Section</b>	<b>business needs</b>	<b>strategic fit</b>	<b>Benefits optimisation</b>	<b>potential achievability</b>	<b>supply side capacity and capability</b>	<b>potential affordability</b>
<b>B9081 Mid Yell</b>	Moderate - unlikely that the road would need restrictions as it can be repaired with revenue funding if necessary. However, there are still implications for Yell and Shetland as a whole if this link is not resilient and reliable.	Moderate - a new road with improved vertical alignment would address visibility issues and safety concerns. Increased resilience/reliability of route. There will be transport arrangements in place that meet people's needs and that we can afford to maintain in the medium term. Our communities will feel better connected using new community transport solutions developed by communities themselves. We will be investing development funds wisely to produce the maximum benefit for Shetland's economy.	Moderate - this is the south end of the route between Cullivoe Pier and the Mid Yell Salmon Factory so temporary restrictions here would have the same impact as on the B9082 but in the short term only. Less businesses in Mid Yell and road is currently in better condition than the B9082.	High - the Roads Service has experience of undertaking this type of project, depending on workload may require additional employees in the Design Section.	High - civil's contractors have the experience and capability required for this type and scale of work. Capacity is not expected to be an issue.	Limited - revenue expenditure low currently so savings would only offset a minimal amount of the high initial capital cost.

## Strategic Roads Network - SOC

<b>Road Section</b>	<b>business needs</b>	<b>strategic fit</b>	<b>Benefits optimisation</b>	<b>potential achievability</b>	<b>supply side capacity and capability</b>	<b>potential affordability</b>
<b>A970 Ollaberry – Urafirth</b>	Moderate - relatively lengthy two-lane improvement would reduce journey times and increase the reliability on this route for the road users and businesses in Eshaness/Hillswick.	Moderate - a new road with improved visibility would address visibility issues and safety concerns. Avoid reputational damage to Council of accident on "unfinished" road layout. There will be transport arrangements in place that meet people's needs and that we can afford to maintain in the medium term. Our communities will feel better connected using new community transport solutions developed by communities themselves.	Limited/Moderate - would benefit existing businesses in the North Mainland and would have the potential to promote future economic growth, reduces the potential of injury accidents and their associated cost to society but the number of accidents currently occurring is low.	High - the Roads Service has experience of undertaking this type of project.	High - civil's contractors have the experience and capability required for this type and scale of work. Capacity is not expected to be an issue.	Limited - revenue savings would be relatively high but would only offset a limited portion of the high initial capital cost.

## Strategic Roads Network - SOC

<b>Road Section</b>	<b>business needs</b>	<b>strategic fit</b>	<b>Benefits optimisation</b>	<b>potential achievability</b>	<b>supply side capacity and capability</b>	<b>potential affordability</b>
<b>A971 Murrister bend</b>	Limited - short length of widening to two-lane so little improvement in journey times or resilience of route.	Moderate - would improve road safety, Shetland "remains a safe place to live." Avoid reputational damage to Council of accident on "unfinished" road layout. There will be transport arrangements in place that meet people's needs and that we can afford to maintain in the medium term.	Moderate - reduces the potential of injury accidents and their associated cost to society.	High - the Roads Service has experience of undertaking this type of project.	High - civil's contractors have the experience and capability required for this type and scale of work. Capacity is not expected to be an issue.	Moderate - revenue savings would only offset a limited portion of the initial capital cost. However, build cost is relatively low compared to safety benefits.

## Strategic Roads Network - SOC

<b>Road Section</b>	<b>business needs</b>	<b>strategic fit</b>	<b>Benefits optimisation</b>	<b>potential achievability</b>	<b>supply side capacity and capability</b>	<b>potential affordability</b>
<b>A971 Haggersta – Cova</b>	Limited - the road is already two-lane so no significant improvement to journey times or resilience.	Moderate - a new widened road with improved visibility would address visibility issues and safety concerns. Cycle/footpath between Whiteness School and Haggersta is a major part of the scheme so would address poor health outcomes and improve built environment/sense of place. There will be transport arrangements in place that meet people's needs and that we can afford to maintain in the medium term. Our communities will feel better connected, scheme already designed.	Moderate - reduces the potential of injury accidents and their associated cost to society, significant benefit to society of promoting active travel thereby reducing poor health outcomes and the resulting costs to NHS etc.	High - the Roads Service has experience of supervising this type of project, scheme has already been designed.	High - civil's contractors have the experience and capability required for this type and scale of work. Capacity is not expected to be an issue but would be dependent on whether any other large scale projects were underway in Shetland within the same timeframe.	Limited - revenue expenditure low currently so savings would only offset a minimal amount of the high initial capital cost.



## Strategic Roads Network - SOC

<b>Road Section</b>	<b>business needs</b>	<b>strategic fit</b>	<b>Benefits optimisation</b>	<b>potential achievability</b>	<b>supply side capacity and capability</b>	<b>potential affordability</b>
<b>A970 Levenwick</b>	Limited - the road is already two-lane so no significant improvement to journey times or resilience.	Moderate - a new widened road with improved visibility would address visibility issues and safety concerns. Increase of road width and verges would encourage active travel. There will be transport arrangements in place that meet people's needs and that we can afford to maintain in the medium term. Our communities will feel better connected using new community transport solutions developed by communities themselves.	Moderate - reduces the potential of injury accidents and their associated cost to society, significant benefit to society of promoting active travel thereby reducing poor health outcomes and the resulting costs to NHS etc.	High - the Roads Service has experience of undertaking this type of project, depending on workload may require additional employees in the Design Section.	High - civil's contractors have the experience and capability required for this type and scale of work. Capacity is not expected to be an issue but would be dependent on whether any other large scale projects were underway in Shetland within the same timeframe.	Limited - revenue savings would be relatively high but would only offset a limited portion of the initial capital cost (depends on option).

## Strategic Roads Network - SOC

<b>Road Section</b>	<b>business needs</b>	<b>strategic fit</b>	<b>Benefits optimisation</b>	<b>potential achievability</b>	<b>supply side capacity and capability</b>	<b>potential affordability</b>
<b>A971 Brig o' Walls – Walls</b>	Moderate or Limited - depends on the chosen solution whether it is two-lane throughout or just at blind summits with passing places elsewhere.	Moderate - a new road with improved vertical alignment or two-lane widening at blind summits would address visibility issues and safety concerns. Would provide improved facilities for walking and cycling, especially the two-lane option. There will be transport arrangements in place that meet people's needs and that we can afford to maintain in the medium term. Our communities will feel better connected using new community transport solutions developed by communities themselves. We will be investing development funds wisely to produce the maximum benefit for Shetland's economy.	Moderate - reduces the potential of injury accidents and their associated cost to society, some benefit from promotion of active travel through improved facilities.	High - the Roads Service has experience of undertaking this type of project.	High - civil's contractors have the experience and capability required for this type and scale of work. Capacity is not expected to be an issue.	Limited - revenue savings would be relatively high but would only offset a limited portion of the initial capital cost (depends on option).



<b>Meeting(s):</b>	Policy & Resources Committee	25 November 2019
<b>Report Title:</b>	Business Transformation Programme Phase 2 Update	
<b>Reference Number:</b>	CRP-21-19-F	
<b>Author / Job Title:</b>	Christine Ferguson, Director of Corporate Services	

<b>1.0</b>	<b>Decisions / Action required:</b>
<p>That the Policy &amp; Resources Committee</p> <p>1.1 CONSIDERS the information set out in this report and the Appendices.</p> <p>1.2 ADVISES the Director of Corporate Services of their views and any adjustments required to the programme.</p>	
<b>2.0</b>	<b>High Level Summary:</b>
<p>2.1 Progress on the work of the Business Transformation Programme (BTP) is reported regularly to Policy and Resources Committee. The most recent report was considered by the Committee on 2 July 2019 (Min. Ref. P&amp;R 37/19).</p> <p>2.2 This report highlights good progress in a number of areas including Customer First that has been completed and ongoing activities subsumed into the work of Executive Services. The revised BTP structure is attached at Appendix A.</p> <p>2.3 At its meeting on 9 September 2019, Policy and Resources Committee requested an update on progress regarding implementation of paperless meetings (Min. Ref. P&amp;R 58/19) and this report addresses that request.</p>	
<b>3.0</b>	<b>Corporate Priorities and Joint Working:</b>
<p>3.1 Shetland Islands Council's "Our Plan 2016 – 2020" aspires for services to work together in a smarter way to achieve the highest possible standards. The BTP contributes towards the following objectives in the Plan:</p> <ul style="list-style-type: none"> <li>• <i>"Modern IT equipment and systems will be supporting new ways of working, helping services run efficiently and effectively."</i></li> <li>• <i>"We will be working in a more effective way, allowing us to cope with reduced resources. Processes that add no obvious value will have been replaced with more proportionate approaches based on effectively managing risks."</i></li> <li>• <i>"People who use our services will experience excellent standards of customer care."</i></li> </ul>	
<b>4.0</b>	<b>Key Issues:</b>
<p>4.1 In a change to previous BTP update reports, this report includes a BTP Bulletin,</p>	

attached as Appendix B, which provides an update on progress for each of the continuing seven strands of the BTP. The original Work Stream numbers have been retained to assist programme records management. Further information on key issues is highlighted below:

### **Digital First, Broadband and Connectivity**

- 4.2 Key elements of the BTP that have consequent effects on the programme as a whole and on the Service Redesign Programme (SRP) are with regard to digital transformation. In the current year, plans are to implement a new Council web site and high-speed connectivity for public services in Yell, Unst and Fetlar. We will also introduce a Digital Strategy for Shetland structured around the Shetland Partnership Plan. However, the delays in the Scottish Government R100 programme will still mean that there will be areas across Shetland where households do not have access to high speed connectivity and this will affect their ability to take advantage of digital services in the short term. The project will continue to look at ways to address this issue.
- 4.3 There has been some resistance to change from some services with regard to introducing digital processes/forms. The current approach is to provide support and encouragement to staff teams.
- 4.4 There are risks with regard to Information Governance, as digital solutions become the norm. Work on this is required to ensure that there is oversight of this issue with controls introduced as required. This is part of the remit of BTP Work Stream 7 Information Management and Improvement. The work to ensure compliance with the GDPR is significant in this context, however, the take up of the recent training was disappointing.

### **Paperless meetings**

- 4.5 Staff and Members are being supported to access agendas and reports using electronic devices. Following a request from Members, further training in the use of Council equipment has been offered. It has been recognised that reports are currently formatted as A4 documents with limited if any “tabs” that would make navigating a lengthy document on screen easier. This will be looked at as part of Digital First and the development of the Council’s new web site. With regard to Council meetings, options for web casting and recording meetings and options for displaying and navigating reports on a large screen are being considered. Once options have been examined further, there will be discussions with Chairs and lead officers.

### **Workforce Strategy**

- 4.6 Recruitment issues continue to be raised in discussions at Committee. HR are working closely with services developing different approaches e.g. for the Planning Service and a review of the recruitment and selection policy is underway. The joint HR/Payroll digital transformation project will also develop streamlined digital processes that are aimed at improving recruitment workflow.
- 4.7 As digital solutions are introduced, there is an expectation that jobs across the Council will change. This is being discussed with staff representatives at the Human Resources Partnership Group (HRPG). The aim is to develop digital skills and create opportunities for staff to move into different areas of work across the Council, thereby retaining staff, creating a flexible, agile workforce that matches service needs so that we can provide excellent services through Best Value solutions.

- 4.8 The Viewpoint Action Plan has been revised and relaunched. The Future Leaders Programme is progressing with 12 members of staff from across the council leading focus groups to deliver actions set out in the Viewpoint Action Plan. These projects range from Developing Change Management and Digital Transformation Skills, Cross team/service collaboration and encouraging a healthy work-life balance.
- 4.9 As part of the Staff Recognition and Employee Voice action, an intrapreneurship project was launched on 10 October 2019, following a tender exercise to procure support for the introduction of intrapreneurship across the Council. There are enabling workshops for managers and Flashbulbs (short e-mails with video clips) to provide staff with information regarding the intrapreneurship process. Risks to the success of this type of initiative have been discussed by CMT and are primarily around a lack of support from staff and management. The Lens Programme is running in parallel with a similar programme for the three big trusts; Shetland Arts Development Agency, Shetland Amenity Trust and Shetland Recreational Trust with multiple opportunities for collaborative experiences contributing to Shetland Partnership outcomes.
- 4.10 The changes to the Council's procedures for supporting employees travel at work have progressed well with the use of pool cars becoming embedded across the Council. The use of pool cars in Community Care has exceeded expectations with the scheme already achieving pay back on investment earlier than anticipated. These changes were introduced as part of the councils Equality Action Plan.
- 4.11 An Employee Wellbeing Event took place on National Stress Awareness Day, 6 November 2019. This was organised by the See Me at Work group as part of the Council's work to support good mental health in the workplace and provided a free healthy lunch. The event included free taster sessions and staff could also find out more about wellbeing from Mind Your Head and the Shetland Arts Wellbeing programme.

### **Performance Management and Reporting**

- 4.12 A new Performance Framework for Shetland has been developed incorporating the Commissioning and Procurement Framework thereby encompassing the complete commissioning cycle. The Framework was approved by the Council (Min. Ref. SIC 46/19), the Health Board and the Health and Social Care Partnership (IJB). It will be implemented during 2019/20 and will be used for performance reporting against the Shetland Partnership Delivery Plans.

### **Complaints**

- 4.13 A separate project team has been set up to take forward work to improve complaints handling linking to the new Performance Framework. The team has reviewed complaints processes and been through the Scottish Public Service Ombudsman (SPSO) self-assessment tool. The SPSO can provide a range of support to public bodies in complaint handling – compliance checking of policies, procedures and information as well as training and identifying an improvement plan.

The project team have identified the following areas to be developed further:

- Corporate vision for complaint handling – “Let’s Get Better” linked to Customer First
- SPSO assistance to review and prioritise actions and carry out compliance

checks

- Training for managers across the Council
- Further work on the recording and accessibility of complaints information.

### **Commissioning and Procurement**

4.14 The Facilities Management Review has been re-introduced as part of the shared services element of Commissioning and Procurement. Work on options for shared services with NHS are currently being explored in this regard.

4.15 A review of invoices as part of an initiative proposed by members of the Corporate Services Consultation Forum has highlighted areas of spend that are being queried /challenged to see whether there are further savings that can be made. Initial findings suggest that there is still a level of spend on unnecessary items e.g. furniture and that frameworks are not always used. Managers are being advised of any items flagged for their areas. Further work will be done by Procurement and Finance and a report will be prepared for CMT.

4.16 Business cases prepared using the 5 case methodology for investment and disinvestment proposals are proving difficult and time consuming to prepare. The Executive Manager – Assets, Commissioning and Procurement is looking at ways of providing more proactive support for managers and staff who need to prepare a business case. We are looking at secondments and also the possibility of creating business analyst resources in the Performance and Improvement team to support colleagues across the Council. The forms are being set up as a digital process with linked online guidance.

### **5.0 Exempt and/or confidential information:**

5.1 None

### **6.0 Implications :**

<b>6.1 Service Users, Patients and Communities:</b>	Service users and their communities have an expectation that the Council will make best use of resources. A streamlined approach to service delivery will be enabled by the progression of the BTP.
<b>6.2 Human Resources and Organisational Development:</b>	There are no Human Resources or Organisational Development implications arising directly from this report. It is expected that the shape and skills requirements of our workforce will change as transformation projects are taken forward and discussions in this regard are taking place with staff representatives.
<b>6.3 Equality, Diversity and Human Rights:</b>	There are no equality, diversity or human rights implications arising directly from this report.
<b>6.4 Legal:</b>	There are no legal implications arising directly from this report.
<b>6.5 Finance:</b>	There are no direct financial implications arising from this report. In order to create a sustainable budget, the Council must make recurring revenue savings of £22m over the next five years.

	<p>To date, recurring savings of £2.2M per annum have been achieved through major change projects including the review of insurance and the acquisition of SLAP. A further £52k will be realised from 2022 through changes in the management arrangements of Audit, Risk and Improvement.</p> <p>The BTP will deliver processes and systems that will facilitate the Service Redesign Programme (SRP). The SRP is the subject of a separate report on today's agenda.</p> <p>Until SRP projects are completed, the progress we make, for example with Digital First, will have minimal impact not just on service delivery but in terms of savings. Therefore at this stage it is difficult to quantify further savings that will be made from the BTP projects.</p>	
<b>6.6 Assets and Property:</b>	There are no assets and property implications arising directly from this report.	
<b>6.7 ICT and new technologies:</b>	There are no ICT implications arising directly from this report.	
<b>6.8 Environmental:</b>	There are no environmental implications arising directly from this report.	
<b>6.9 Risk Management:</b>	Risks have been identified and are actively monitored by SROs using the JCAD Core system. The BTP Risk Register is updated regularly and considered on a quarterly basis by the BTP Board and the BTP Sounding Board.	
<b>6.10 Policy and Delegated Authority:</b>	In accordance with Section 2.2.1(7) of the Council's Scheme of Administration and Delegations, the Policy and Resources Committee has delegated authority to secure the coordination, control and proper management of the financial affairs of the Council.	
<b>Previously considered by:</b>	N/A	

#### Contact Details:

Christine Ferguson, Director of Corporate Services, [christine.ferguson@shetland.gov.uk](mailto:christine.ferguson@shetland.gov.uk)  
18 November 2019

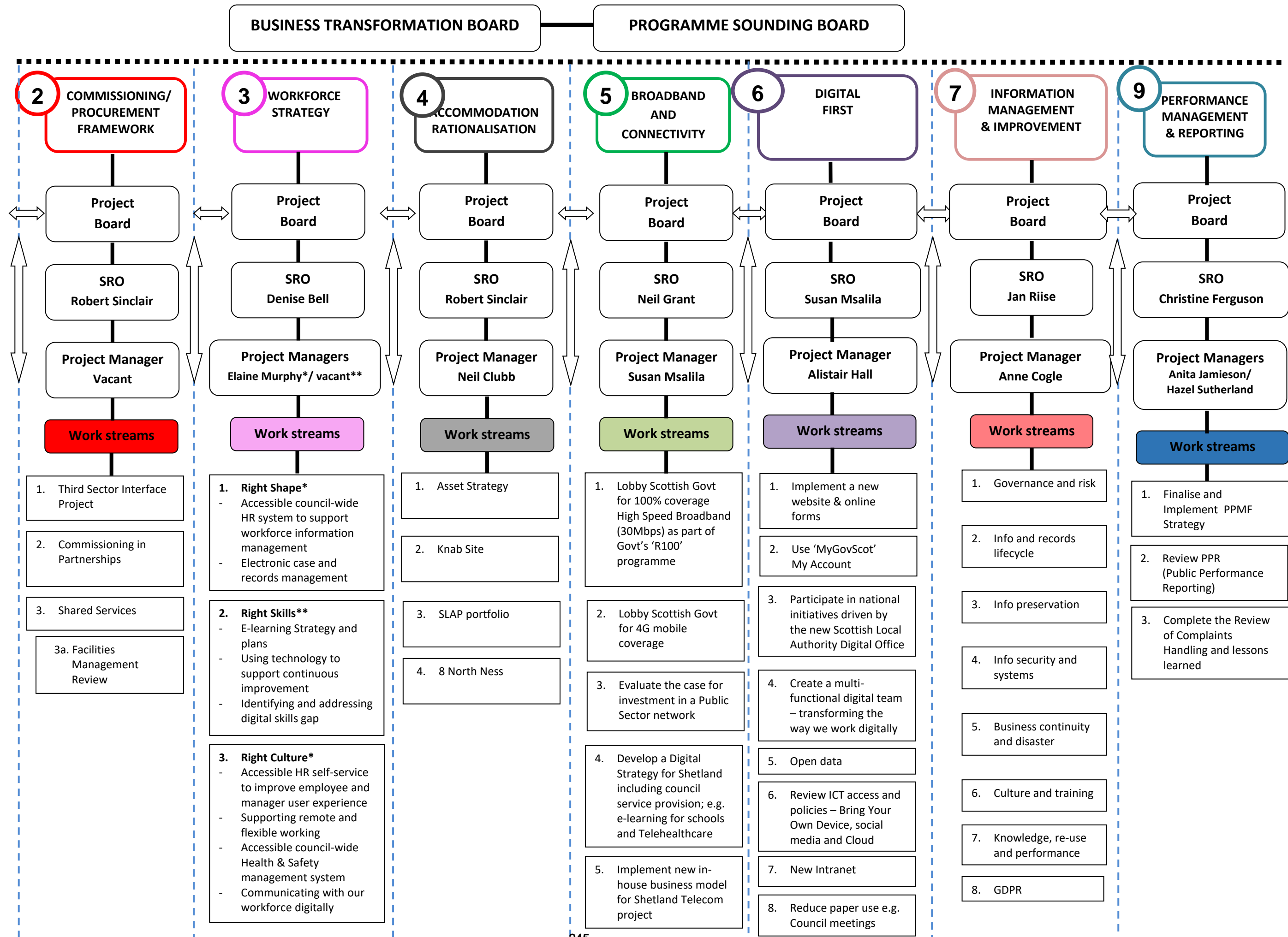
#### Appendices

Appendix A: Business Transformation Programme Phase Two Structure Chart  
Appendix B: BTP Bulletin Issue One – July-September 2019/2020  
Appendix C: BTP Risk Register





# BUSINESS TRANSFORMATION PROGRAMME 2016-20 PHASE TWO







# Shetland Islands Council

## **Business Transformation Programme Bulletin**

**Issue One**

**July – September 2019/20**

The BTP aims to implement a range of measures that will revolutionise how we work with and for our community, responding to and anticipating a digital cultural paradigm.

### **1. Customer First**

- Embedding the Customer First ethos is being progressed as business as usual by Executive Services.
- The Complaints Review, led by the Executive Manager – Housing, is being progressed under the Performance Management & Reporting strand of the BTP.

### **2. Commissioning and Procurement Framework**

- The Commissioning and Procurement Framework approved by the Council in 2016 (Min ref 21/16) has been subsumed into the draft Performance Management and Reporting (PMR) Framework for Shetland developed under WS 9 Performance Management and Reporting. The draft PMR Framework was approved by Policy and Resources Committee on 2 July 2019 (Min. Ref. – P&R 41/19).
- Additional resources have been assigned to the development of online templates and linked guidance for commissioning and procurement activities including the business case templates for the Council's Gateway process to assist staff in following the 5 case methodology.
- This will be complemented by the new reporting templates being introduced as part of the PMR Framework.

### **3. Workforce Strategy**

- New recruitment promotion materials produced and used for 2019 Careers Event at AHS in September 2019 as part of increasing the recruitment of young people to work in the Council.
- Project outlines for Future Leaders programme submitted to the Chief Executive and further workshops planned to develop leadership and management skills.
- See Me at Work Working Group delivery of Action Plan agreed following completion of council wide survey and focus groups led by Mental Health foundation. Key actions include improved information, communication and training on mental health awareness/adjustments for managers and employees at key stages of recruitment, at work, returning to work and workplace culture.
- Action plan developed by project team and underway for joint HR/Payroll project developed following process mapping exercise that will streamline processes and increase use of self-service and digital services for staff.
- Survey issued to all council staff to identify barriers and opportunities to improve travel at work arrangements.

### **4. Accommodation Rationalisation**

- The Knab Masterplan was approved by the Council on 11 June 2019 (Min ref SIC 40/19).
- The SLAP deal has been concluded and all property assets have been transferred to the Council.
- The implementation plan contained within the Property Asset Management Strategy 2019 - 2024 (Corporate Estate), was approved by the Council on 11 June 2019 (Min ref SIC 35/19). The strategy itself will be reviewed and presented to a later committee cycle.
- The final tranche of remedial and additional works have been completed at 8 North Ness and the last group to move back will be Housing. The building will then be fully occupied. The first staff moved back in March 2018.

### **5. Broadband and Connectivity**

- The Council's bid to the UK Government Local Full Fibre Network Funding Programme for £1.91M funding for a fibre network to Yell, Unst, and Fetlar was successful. The works are currently being tendered.

## 6. Digital First

- Project Manager Ally Hall has started his new post, so the project is currently being managed by James Cunningham, Team Leader, ICT Projects.
- There are 21 developed forms in the Firmstep platform published for external public use and 25 published forms for internal staff use. We are actively engaging with multiple services to help them with any Forms based development work, with currently 26 internal forms in development.
- The initial build of the new Council website <http://beta.shetland.gov.uk> is in place for internal testing and development. Initial training on the CMS and 'homepage' design workshops to the relevant staff members from each service is complete. Each of the key service areas is currently populating the website with content.
- There has been an initial Project Initiation meeting for the Intranet development with the project board. The project will now look at revising the initiation document to include scope for an Internal Communication tool which will reach staff that do not have access to Council managed computers.

## 7. Information Management and Improvement

- Work continues on implementation of the new Data Protection regulations, including the creation of service Privacy Statements, reviewing personal information audits, management briefings and staff training.
- Whilst some practical work has been carried out in reviewing records and establishing procedures at the long term records store at Market Street, no further progress has been made on workstreams due to resources being diverted to the delivery of elections. A review of project management and timescales for each of the above is required, and will be presented to the next Information Governance Board for approval.

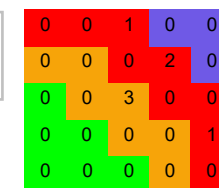
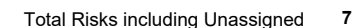
## 9. Performance Management and Reporting

- The PMR Framework was approved by Policy and Resources Committee on 2 July 2019 (Min. Ref. – P&R 41/19), the NHS Board (21 June 2019) and the IJB (27 June 2019 26/19).
- The Project Board met on 26 August 2019 and approved the Implementation Plan and the DRAFT Reporting Strategy for Shetland Islands Council (this needs formal approval).
- The template under which performance might be reported is as below:

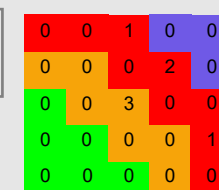
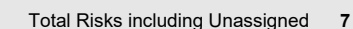


- Four potential pilot areas have been identified, as follows: Community Planning (Vaila Simpson); Community Health and Social Care (Jo Robinson); Housing (Anita Jamieson); and Chief Social Work Officer (Denise Morgan)
- Implementation timescales will depend on progress with the implementation of the new website with 2019/20 being a year of transition to the new arrangements.

## Business Transformation Project



Manager	Christine Ferguson
Project Manager	Rachel Macleod



Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date
The BTP requires to be delivered within existing resources. There is a risk that a change in focus or priorities, or changes in financial resources available e.g. from external organisations or through a change in priorities for expenditure within the Council, will impact upon the progress or delivery of the BTP	BTP010006	Jamie Manson	28/10/2019	28/01/2020

Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating
Brexit	Failure to deliver BTP	<ul style="list-style-type: none"> <li>• <b>National Level Discussion</b></li> </ul>	In Progress	High	
Further reduction in Scottish Government settlement	Lack of funded resources	Involvement in discussion on finance at a national level		16	
Service need		Support for elected Members negotiating at COSLA and with Scottish Government <i>Jamie Manson</i>		Major	
Legislation changes		<ul style="list-style-type: none"> <li>• <b>Financial Initiatives</b></li> </ul>	In Progress	Likely	
Removal of Spend to Save and Change Fund budgets		Financial initiatives to maximise income from other sources e.g. investments being considered/proposed <i>Jamie Manson</i>			
		<ul style="list-style-type: none"> <li>• <b>Change Fund</b></li> </ul>	Approved		
		Change Fund application for additional Programme support approved <i>Christine Ferguson</i>			

<b>Review Comments</b>	Reviewed by SRP Board on 30 September 2019 28/10/2019
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Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date
There is a risk that the BTP will fail to deliver the objectives set out in the PID. This will have an effect on the SRP which is dependant on the success of the BTP	BTP010008	Christine Ferguson	28/10/2019	28/01/2020

Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating

## Business Transformation Project

Manager Christine Ferguson  
Project Manager Rachel Macleod

### Risk Register - Business Transformation Programme

Workload pressures Increased service need Loss of key staff Further reduction in funding from Scottish Government Brexit	Failure to support SRP objectives Failure to achieve quantifiable, recurring financial savings Reduction in resources Increased pressure on other Services to make savings in order to achieve a sustainable budget position	<b>• SRP Control Measures -</b> SRP Control Measures and discussion at CMT Discuss/provide updates at HRPG and Management Network Encourage Services to contact BTP workstreams to promote their service redesign projects <i>Christine Ferguson</i>	Implemented	High	
				16	
				Major	
				Likely	

**Review Comments** Reviewed by BTP Board on 30 September 2019  
28/10/2019

Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date
The successful delivery of the BTP requires support and buy-in across the organisation. Lack of support for the Programme and/or individual change projects within the Council e.g. digital solutions will impede progress	BTP010003	Christine Ferguson	28/10/2019	28/01/2020

Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating
Workload Staff absences Loss of key staff Low morale Fear of change Poor staff management Unwillingness from staff and/or Members Limited access to electronic systems/broadband No investment in new technologies	Delays or failure to deliver BTP in timescales set Processes not being followed Failure to achieve savings Pressure on all Service Areas to make additional savings Continuing need for filing/storage/archive facility for paper records or additional resource/cost to convert to digital Failure to achieve efficiencies in some processes Opportunity costs due to the involved process of paper records Need for change is not recognised or understood, and hence becomes more difficult to initiate and implement, challenge to motivate becomes greater.	<b>• Engagement Strategies</b> Engagement Strategies for BTP in place BTP Managers cascading information to colleagues Involvement of staff in working groups Secondments available for staff to work on BTP Engaging with the national Digital Transformation Programme including the Chief Digital Officer for Scottish local government Maintaining ICT systems up to date with changes in technologies to enable digital solutions to be implemented <i>Christine Ferguson</i>	In Progress	High	
		<b>• Workforce Support</b> Support and development of the workforce in digital skills and Digital Champion in place to drive and support change <i>Denise Bell</i>	In Progress	15 Significant	
				Almost Certain	

**Review Comments** Reviewed by SRP Board on 30 September 2019  
28/10/2019

Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date
High speed connectivity; the national broadband project R100, aims to have high speed Broadband connections available to all households by 2021.	BTP010007	Neil Grant	28/10/2019	28/01/2020

Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating



## Business Transformation Project

### Risk Register - Business Transformation Programme

Manager Christine Ferguson  
Project Manager Rachel Macleod

Lack of funding for R100, Lack of investment in new technologies e.g. hand held devices, Technical infrastructure inadequate. Difficulties in connecting outlying households Withdrawal of support from Scottish Government/last workstream in the Programme i.e. not achieved until 2021	Delays or failure to deliver BTP digital objectives and associated savings Additional funding required from SIC for digital connections increasing pressure on other Services	<ul style="list-style-type: none"> <li>• <b>Articulate Needs of Remote and Rural Location</b> Working with Chief Digital Officer and others to articulate needs of remote and rural location. Islands Act supporting islands objectives <i>Neil Grant</i></li> <li>• <b>NI Funding Bid</b> Funding bid for UK Challenge Fund to install fibre in Unst, Yell and Fetlar successful - £1.9m <i>Neil Grant</i></li> <li>• <b>Mobile Coverage</b> BT are currently upgrading mobile coverage in Shetland <i>Susan Msalila</i></li> </ul>	In Progress	High	
			In Progress	10 Extreme	
			In Progress	Unlikely	

**Review Comments** Reviewed by BTP Board on 30 September 2019  
28/10/2019

Details		Risk Ref	Responsible Officer	Last Review date	Next Review Date	
The Programme needs to deliver quantifiable, recurring financial savings with the first savings achieved in 2017/18. There is a risk of failure to meet timescales - the financial pressures are such that quantifiable, recurring financial savings need to be achieved in 2017/18.		BTP010001	Christine Ferguson	28/10/2019	28/01/2020	
Triggers	Consequences	Control Measures		Control Status	Current Risk Rating	Previous Current Rating
Workload pressures Increased service need Loss of key staff Further reduction in funding from Scottish Government Brexit	Failure to achieve quantifiable, recurring financial savings Reduction in resources Increased pressure on other Services to make savings in order to achieve a sustainable budget position	<b>• Programme Sounding Board</b> Programme Sounding Board including Leader and Depute Leader provide challenge and support <i>Christine Ferguson</i>		Implemented	Medium	
		<b>• Savings</b> Savings to date from BTP total £2.2m <i>Christine Ferguson</i>		In Progress	9 Significant Possible	

**Review Comments** Reviewed by BTP Board on 30 September 2019  
28/10/2019

Details		Risk Ref	Responsible Officer	Last Review date	Next Review Date	
For the BTP to succeed, the co-operation of key partners is essential. There is a risk of lack of co-operation from partner agencies; the most significant in this regard will be NHS Shetland and the IJB. There is a risk of lack of co-operation from Third Sector, e.g. with regard to changes in joint commissioning and partnership arrangements.		BTP010005	Christine Ferguson	28/10/2019	28/01/2020	
Triggers	Consequences	Control Measures		Control Status	Current Risk Rating	Previous Current Rating

## Business Transformation Project

Manager Christine Ferguson  
Project Manager Rachel Macleod

### Risk Register - Business Transformation Programme

Lack of priority to the BTP Delays in decision making Lack of understanding Conflicting priorities from external/national bodies	Failure to achieve savings/streamline processes Additional pressure on all departments of the Council both in terms of workload and the need to make savings Duplication of processes	<ul style="list-style-type: none"> <li>• <b>NHS Involvement</b> NHS Shetland colleagues on the BTP Programme Board and involved in the various work streams e.g. Performance Management &amp; Reporting and Shared Services <i>Christine Ferguson</i></li> <li>• <b>LOIP</b> Aligning workstreams with community planning initiatives set out in the LOIP <i>Christine Ferguson</i></li> </ul>	In Progress	Medium	
			In Progress	9 Significant Possible	

**Review Comments** Reviewed by BTP Board on 30 September 2019  
28/10/2019

Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date
The Council's annual external audit report 18/19 made a number of observations around Business Transformation; including; approach to change, resources, setting of targets and milestones to more effectively demonstrate delivery of savings and outcomes. The Interim Report for 19/20 from Deloitte highlighted similar issues.	BTP010009	Christine Ferguson	28/10/2019	28/01/2020

Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating
Management responses to the audit recommendations are not delivered	Negative comment in 2018-19 external audit report, leading to damage to BTP as a concept.	<ul style="list-style-type: none"> <li>• <b>Ensure management responses are delivered</b> SRO for BTP will ensure management responses are delivered, including: Effective programme planning and clear reporting to demonstrate savings and outcomes achieved for each BTP project strand. <i>Christine Ferguson</i></li> </ul>	In Progress	Medium 9 Significant Possible	

**Review Comments** Reviewed by BTP Board on 30 September 2019  
28/10/2019



<b>Meeting(s):</b>	Policy & Resources Committee	25 November 2019
<b>Report Title:</b>	Service Redesign Programme Update	
<b>Reference Number:</b>	CRP-22-19-F	
<b>Author / Job Title:</b>	Christine Ferguson, Director Corporate Services	

<b>1.0</b>	<b>Decisions / Action required:</b>
1.1	That the Policy & Resources Committee:
1.1.1	NOTE the information presented in this report and its appendices;
1.1.2	COMMENT on progress; and
1.1.3	ADVISE the Chief Executive and senior managers of their views regarding the focus and priorities of the Service Redesign Programme (SRP).
<b>2.0</b>	<b>High Level Summary:</b>
2.1	This report presents information regarding the Council's Service Redesign Programme (SRP).
2.2	Progress is reported to the Policy and Resources Committee on a regular basis. The last report was presented to Policy and Resources Committee on 2 July 2019 (Min Ref P&R 36/19). This report presents the latest information on progress and highlights key issues and risks.
2.3	Appendix A lists all the major service redesign projects planned for implementation in the next 3 years by the Council's four service departments; Children's Services, Community Health and Social Care as directed by the IJB, Development Services and Infrastructure Services.
2.4	Savings targets identified in the SRP are insufficient to meet the financial challenges that the Council faces.
2.5	SRP projects rely on the Business Transformation Programme (BTP). The BTP provides a Customer First focus, the potential for Digital First solutions, sound policies and procedures with regard to commissioning and procurement, workforce development and information governance. The BTP relies on continuing support and commitment to the principles of sound governance from across the Council coupled with an appetite for innovation and transformational change.
2.6	The level of resource required for the big ticket items in the SRP is significant e.g. Tertiary Review, transport reviews, Knab site redevelopment and the future

for Sullom Voe / oil and gas. Dedicated project resources are needed to lead and support these projects. The external auditors interim report recommended support is provided by Corporate Services as required to fulfil corporate support roles within project teams e.g. finance, legal and HR. We have also purchased additional specialist support e.g. industry specialists, legal services, independent due diligence.

- 2.7 We aim to ensure opportunities are provided for staff to become involved in BTP and SRP projects e.g. through secondments. A new graduate placement scheme has also been developed to support our transformation programmes.
- 2.8 Providing the resources required is a challenge both in terms of backfill, opportunity costs and funding. Change and spend to save budgets are in place and likely to be under severe pressure in 2019/20 as Senior Responsible Officers seek funds for additional resources including funding for graduate placements and specialist support. Further work is needed to establish clear timelines for all projects to allow better planning of project resource allocation.
- 2.9 The pace of change and the need for significant change in the Council's revenue spend in order to achieve a sustainable financial platform going forward is highlighted in the Interim External Audit Report prepared by Deloitte and discussed by the Council at meetings in July 2019. Deloitte recommend dedicated change programme resources and the vacant post of Executive Manager Change Programme in Corporate Services has been filled to enable this to happen.
- 2.10 Key risks are failure to achieve financial sustainability through service redesign and resistance to change affecting project timescales.
- 2.11 The Committee is asked to review the information presented and advise the Chief Executive and senior managers of its views.

### **3.0 Corporate Priorities and Joint Working:**

- 3.1 Shetland Islands Council's "Our Plan 2016 – 2020" aspires for services to work together in a smarter way to achieve the highest possible standards. The SRP and BTP will contribute towards the following objectives in the Plan:
  - "Modern IT equipment and systems will be supporting new ways of working, helping services run efficiently and effectively."
  - "We will be working in a more effective way, allowing us to cope with reduced resources. Processes that add no obvious value will have been replaced with more proportionate approaches based on effectively managing risks."
  - "People who use our services will experience excellent standards of customer care."
- 3.2 Shetland's Partnership Plan 2018-2028 has, at its heart, the key aspirations of prevention, early intervention and tackling inequalities through partnership working.
- 3.3 A separate Transformation Programme is being managed by NHS Shetland. Colleagues from NHS Shetland meet regularly with officers of the Council and are an integral part of the support for the BTP maintaining strong links across all our transformation activities sharing expertise and resources

#### 4.0 Key Issues:

- 4.1 The Aim and Objectives of the SRP are set out in the Programme Initiation Document (PID).

**Aim:**

*“To implement an ambitious programme of service redesign that will mean the Council can achieve the outcomes required in order to support and protect the most vulnerable people in our community and deliver excellent universal services as required by statute in a way that is financially sustainable in the long term.”*

**Programme Objectives:**

1. *“To identify areas of Council business that will be prioritised for a strategic review and build these into a work programme for the next 3 years i.e. from 2018/19 to 2021/22.*
  2. *To focus on areas where significant change is required/ anticipated/ possible with a view to reducing the revenue cost while continuing to achieve the outcomes required.*
  3. *To draw on the work of the Business Transformation Programme (BTP) in all redesign projects.*
  4. *To follow the Commissioning and Procurement Framework approved in June 2016 for each project initiated through the Programme.*
  5. *To work in collaboration with community planning partners, looking at options for joint commissioning; maximising opportunities for developing solutions focussed on prevention, early intervention and tackling inequalities.*
  6. *To identify early implementer projects that will show the way so that continually challenging what we are doing and how we do it, becomes the norm throughout the organisation.*
  7. *Together with the BTP, deliver at least £16.1M recurring financial savings by April 2022.”<sup>1</sup>*
- 4.2 The Council’s Medium Term Financial Plan (MTFP) sets out the financial challenges that lie ahead for the Council. The MTFP is being updated and will be presented to the Council in due course setting the financial framework for the next 3-5 years.
- 4.3 The Council’s priorities for service delivery continue to be children’s services, social care and infrastructure/transport. However, in the current financial climate, the aim is to deliver the required outcomes for the community within reducing financial resources through service redesign focussing on prevention and early intervention; and the maintenance and rationalisation of existing assets.
- 4.4 Currently, the SRP has identified redesign projects with an estimated £15.6M savings over 5 years. The 2019/20 budget book identified the gap had increased from £15.6m as set out in the MTFP to £22m. An increase of £6.4m. Saving targets are in addition to absorbing increasing costs for example, from salary increases, inflation, energy costs and increasing demands for services. Therefore, there is more to do to identify areas where savings can be made. Financial sustainability is identified as a risk in the Council’s Corporate Risk Register and the

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<sup>1</sup> SRP PID V2

need for demonstrable progress in achieving transformational change that delivers financial savings timeously was a key feature in the Annual Audit Report from the Council's external auditor, Deloitte.

- 4.5 There is limited capacity within the organisation to develop and manage the change programmes whilst continuing to deliver services therefore we must focus our programme/project management capacity on SMART (Specific, Measurable, Achievable, Relevant and Time-bound) projects that will make a significant contribution to our change programmes.
- 4.6 We must also encourage everyone to challenge things that do not add value, both large and small and to say, "No", more often or at least explain what other things will not get done if a lower priority task is undertaken.
- 4.7 In 2019/20, the projects that have been prioritised in terms of service redesign are:
- The review of tertiary education in Shetland
  - The review of bus contracts
  - The review of internal air service contracts
  - Continuing work on Fair Funding for Ferries
  - Early learning and child care expansion
  - Learning Disability Services
  - Community Care Resources and
  - Community Area Structures.
- 4.8 Work on the Islands Deal and the implementation requirements of the Islands (Scotland) Act 2018 is also a priority.
- 4.9 SRP projects will continue to require significant project resources in 2019/20 and future years. In some local authority areas, a separate Transformation Programme Office has been established with a dedicated Programme Director. The Council's Corporate Management Team in its role as the Council's Risk Board, considered these issues at a meeting on 12 February 2019. CMT agreed that Corporate Services Department would fulfil that function allocating resources from within Corporate Services e.g. finance, HR and legal service support for the Tertiary Review; and also supporting secondments and graduate placements with funding from the Change Fund budget or Spend to Save as appropriate. The vacant post of Executive Manager Change Programme in Corporate Services has been filled recently to provide dedicated support for the SRP.
- 4.10 An update on the BTP is the subject of a separate report on today's agenda. Good progress on the following BTP work streams will support and facilitate SRP projects:
- Asset Management – development of the Property Asset Management Strategy (PAMS) and the Knab Masterplan
  - Workforce Development – e.g. Agile training
  - Broadband – funding for fibre to Unst, Yell and Fetlar
  - Digital First – new website
  - Performance Management and Reporting – development of a Performance Management Framework for Shetland providing a common system for the Council and community planning partners.

<b>5.0 Exempt and/or confidential information:</b>	
5.1	None
<b>6.0 Implications:</b>	
<b>6.1 Service Users, Patients and Communities:</b>	<p>Service users and their communities have an expectation that the Council will make best use of resources. A streamlined approach to service delivery will be enabled by the progression of the BTP.</p> <p>Service redesign will be done in consultation with service users, stakeholder representatives and communities as proposals are being developed recognising that co-production will ensure innovative community-led solutions are at the heart of service redesign.</p>
<b>6.2 Human Resources and Organisational Development:</b>	<p>Reduced revenue spending on the scale required will inevitably mean fewer jobs in the Council. Service redesign will mean jobs will be different.</p> <p>Staff engagement will be key to the success of the SRP and BTP and these programmes will be discussed regularly at departmental forums and with union representatives at the Council's Human Resources Partnership Group (HRPG).</p> <p>The Workforce Strategy supports service redesign projects looking at workforce requirements in terms of, "Right Shape, Right Skills, Right Culture". A key priority will be the retention of existing staff, retraining staff as job requirements change and using the natural turnover of staff numbers to prevent compulsory redundancies.</p> <p>The Council's Organisational Restructure Policy is currently being revised in consultation with trades unions and will include how to increase staff adaptability and flexibility.</p>
<b>6.3 Equality, Diversity and Human Rights:</b>	<p>There are no equality, diversity or human rights implications arising directly from this report. These issues will be considered for each service redesign proposal.</p>
<b>6.4 Legal:</b>	<p>There are no legal implications arising directly from this report.</p>
<b>6.5 Finance:</b>	<p>There are no direct financial implications arising from this report. In order to create a sustainable budget, the Council must make savings of £22m over the next five years.</p> <p>As part of the budget setting process for 2018/19, service redesign savings of £1.9M were identified. Work on SRP achieved £1.3m savings in 2018/19. The overall target for SRP projects currently identified is £15.6m. Total savings for these projects to date is £1.3m.</p> <p>The SRP must escalate the rate of change if we are to achieve our longer term financial targets.</p>

<b>6.6 Assets and Property:</b>	There are no assets and property implications arising directly from this report, however, it is anticipated that there will be fewer buildings/infrastructure used for service delivery as service redesign projects are implemented.	
<b>6.7 ICT and new technologies:</b>	There are no ICT implications arising directly from this report however, the changing use of ICT as the work on “Digital First” goes forward will make a significant contribution to the SRP. The implementation of the new website in 2019/20 will be a critical factor in enabling SRP projects as well as the digitisation transformation of workflow across the Council.	
<b>6.8 Environmental:</b>	There are no environmental implications arising directly from this report.	
<b>6.9 Risk Management:</b>	The SRP Risk Register is attached at Appendix B. The main risks are failure to achieve the project objectives in terms of financial sustainability and resistance to change adversely affecting delivery of project outcomes.	
<b>6.10 Policy and Delegated Authority:</b>	In accordance with Section 2.2.1(7) of the Council’s Scheme of Administration and Delegations, the Policy and Resources Committee has delegated authority to secure the coordination, control and proper management of the financial affairs of the Council. The SRP is required to deliver significant reductions in Council spend over the next 5 years and therefore this report is being presented to Policy and Resources Committee for their consideration.	
<b>Previously considered by:</b>	N/A	

#### Contact Details:

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14 November 2019

#### Appendices

Appendix A: Service Redesign Programme Structure Overview

Appendix B: Service Redesign Programme Progress Summary

Appendix C: SRP Risk Register



# SERVICE REDESIGN PROGRAMME 2018-22

SRP BOARD - CMT



SRP SOUNDING BOARD – SIC CHAIRS

## CHILDREN'S SERVICES

### Emotional wellbeing (SRP09)

Promoting resilience and tackling the impact of adverse childhood experiences

### Early Learning & Childcare (SRP10)

Increasing provision from 600 hours to 1140 hours by 2020

### Looked After Children: Accommodation (SRP11)

Increasing provision in Shetland reducing the need for placements off island

### Sustaining Education in Rural Communities (SRP12)

10 year plan to attract people to Shetland to live, work, study and invest. Also linked to Shetland Partnership outcome targets

## DEVELOPMENT

### Internal Ferries (SRP01.1)

Sustainable funding secured for internal ferry services and exploration of fixed links as a viable alternative

### Internal Air Services (SRP01.2)

Sustainable network of inter-island air services and supporting infrastructure in the longer term

### Bus Services (SRP01.3)

Best value review of Public, School and Adult Social Care Transport Networks

### Colleges Review (SRP19)

Option appraisal and redesign of Shetland Tertiary Education, Research and Training Sector

### Shetland Partnership (SRP14)

Facilitating the work of the Partnership; identifying outcome targets and benchmarking to identify outliers

## HEALTH & SOCIAL CARE

### Adult Services (SRP15)

Review services for adults with learning disabilities, autism, complex needs and of unpaid carers

### Mental Health Services (SRP16)

Review of services provided at Annisbrae in the context of all mental health care services provided under the direction of the IJB

### Community Care Services (SRP17)

Further investment in prevention and early intervention services to enable people to live at home for longer reducing the need for long term care in institutional settings

### Community Area Structures (SRP18)

Strengthening the cohesiveness of locality working through multi-agency collaborative working across Shetland enabling people to continue to live in their local communities

## INFRASTRUCTURE

### Winter Service Review (SP176)

Review of the Winter Service in light of experiences and lessons learned with the current policy and investigate any further saving potential.

### Waste Strategy and Recycling Collection (DP111)

Comprehensive recycling and waste disposal strategy reducing landfill and our carbon footprint

### Scalloway Harbour – Capital Project (DP224)

Major capital project responding to industry needs

### Council's Future Role in Sullom Voe (DP208)

Work with the Sullom Voe Terminal owners, Shetland gas Plant, and Oil & Gas Authority to develop future plans for the terminal

### Fleet Review (SP179)

Using telematics data to improve efficiency, developing car pool schemes

### Climate Change and Carbon Management (SRP20)

Efficient and cost effective energy arrangements across Council assets





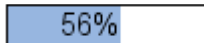
# Service Redesign Programme

Generated on: 14 November 2019


## Service Redesign Programme


### Children's Services

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement	
SRP09 Emotional Well-being (Education)	This project aims to tackle the impact of adverse childhood experiences on the children, and consequently, the adults in the Shetland Community. The project will take a whole systems approach to emotional wellbeing and resilience and will link closely with other projects taking place regarding family support and community development in this area.	Prevention and early intervention reducing poor outcomes for children and young people and families.	Planned Start	14-Feb-2018		The Emotional Wellbeing and Resilience Strategic Overview Group have developed the project vision, aims and objectives. This will inform the work streams which will be developed with front line staff.	
			Actual Start	14-Feb-2018	<div><div></div>15%</div>		
			Original Due Date	31-Mar-2022	Expected success		
Lead				Due Date	31-Mar-2020		Frontline resources and the project young people are carrying out tests of change.
Helen Budge				Completed Date			
						Waiting for NHS NES to provide information regarding available resources.	

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement	
SRP10 Early Learning and Childcare	The Scottish Government has committed to fund the expansion of ELC, securing an increase in entitlement for each	Meet Scottish Government policy initiative/targets.	Planned Start	14-Feb-2018	 	56% of settings are now delivering 1140 hours. All entitled two year olds have access to the 1140 hours. Six childminders are delivering blended placements. Planning is now underway for the next settings to expand in April 2020.	
			Actual Start	14-Feb-2018			
			Original Due Date	31-Mar-2022	Expected success		
			Lead	Due Date	31-Mar-2020		


Helen Budge	eligible child, from 600 hours to 1140 hours by 2020.		Completed Date			
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Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP11 Looked After Children: Accommodation	The proposed development seeks to increase capacity in Shetland to provide placements for children and young people who are looked after and accommodated by the local authority.	Reduced numbers of looked after children accommodated outwith Shetland. Improved performance for looked after children.	Planned Start	14-Feb-2018	 <div>30%</div> Expected success	The Full Business Case for this project was approved by Shetland Islands Council in February 2019. A building warrant application for a new residential children's home is awaiting approval. Construction will commence once the application has been approved and it is anticipated to take approximately one year to complete.
			Actual Start	14-Feb-2018		
			Original Due Date	31-Mar-2022		
			Due Date	31-Mar-2020		
Lead			Completed Date			
Helen Budge						

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP12 Sustaining Education in Rural Communities			Planned Start	14-Feb-2018	 <div>30%</div> Expected success	The codes SRP 06, SRP 07 and SRP 08 will be combined and explored through the development of the strategic outline case for sustaining education in rural communities.
			Actual Start	14-Feb-2018		
			Original Due Date	31-Mar-2022		
			Due Date	31-Mar-2020		
Lead			Completed Date			
Helen Budge	Survival and sustainability of island and rural settings	Improved outcomes, better use of community space, and reduction of inequalities				<p>Maxine Booth, Lead Officer for Sustaining Education in the Northern Alliance Regional Improvement Collaborative, has visited Shetland and provided a pro-forma for suitability assessments of school.</p> <p>All school visits and resulting Suitability Assessments are complete, with results now being analysed. A multi-agency workshop was held on 18 September 2019, with another planned for 10 December 2019. A Members' Seminar is being planned for early January; all of these as a pre-cursor to the presentation of a Learning Estates Strategy to the relevant committees. This is being led</p>

					by the Executive Manager – Schools.
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## Development

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement	
SRP01.1 Internal Ferries	The proposed development would be to establish a means of ensuring revenue and capital funding is available to support the continued provision of inter-island ferry services and, where proven to be a viable alternative, the provision of fixed links.	Sustainable services providing transport links between the islands currently without fixed links	Planned Start	14-Feb-2018		Funding ask for Internal ferries Revenue (£9.4m in 20/21) and Capital has been provided to Scottish Gov and Transport Scotland as agreed.	
			Actual Start	14-Feb-2018	<div><div>60%</div></div>		
			Original Due Date	31-Mar-2022	Expected success		
Lead				Due Date	31-Mar-2020		Outline Business Case, Economic Cases have been prepared for (i) Revenue costs (ii) Fair isle route (iii) Whalsay route, have also been presented to Scottish Gov.
Neil Grant (Director); John Smith			Completed Date				
						Ferries Fair Funding Sounding Board meets regularly to pursue this matter with Government.	
						An update is expected from Scottish Gov ahead of the 20/21 budget setting.	



Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP01.2 Internal Air Services	The proposed development would be to establish what is required in terms of a sustainable network of	Sustainable system of inter-island air services which complements other transport systems, and which are fairly	Planned Start	14-Feb-2018		<p>Inter-island Air Service OBC has been prepared, and was presented to Council and ZetTrans in June and September. Tingwall airstrip was confirmed as the preferred mainland location for Inter Island flights.</p>
			Actual Start	14-Feb-2018		
			Original Due Date	31-Mar-2022		

Lead	inter-island air services and supporting infrastructure in the longer term, and to make the case for fare funding for these.	funded.	Due Date	31-Mar-2020		Business cases for resurfacing of Tingwall Airstrip and consideration of any other capital investment requirements are now being investigated for future reporting to Council.  A business case for the licensing of Foula Airstrip is now also being progressed to the same timeline.  The agreed specification is now out to tender.
Neil Grant (Director); Andrew Inkster			Completed Date		Likely to meet target	



Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP01.3 Bus Services	To identify best value provision of bus networks, and implement provision of these services, including contracts with transport providers.	An affordable and sustainable system of bus services, both public and for schools and care groups, as required to meet needs and complement other transport systems, which best support our Community outcomes of reducing inequality and improving access to employment and education.	Planned Start	14-Feb-2018	 50%	An Outline Business Case for Public, School, and Adult Social Care has been agreed by Council and ZetTrans, and the next step is to tender the network as per the preferred option.
			Actual Start	14-Feb-2018		
			Original Due Date	31-Mar-2022	Expected success	The FBC will be completed once tenders have been received, and a decision is taken in February 2020 on the reconfiguration of school, public bus and Adult Social care transport networks to be implemented in August 2020.
Lead			Due Date	31-Aug-2020		
Neil Grant (Director)			Completed Date			

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP14 Shetland Partnership	Facilitating the work of the Partnership; identifying outcome targets and benchmarking to identify outliers	<ul style="list-style-type: none"> <li>Reduced costs.</li> <li>Best Value/Best Practice.</li> </ul>	Planned Start	14-Feb-2018	 75%	Outliers currently identified:  Promote Shetland Service: Reviewed, options considered and new contract now in place. Museum and Archive. Tertiary Education & Research: Currently being reviewed.
			Actual Start	14-Feb-2018		
			Original Due Date	31-Mar-2022	Expected success	
Lead			Due Date	31-Mar-2020		
Neil Grant			Completed Date			



(Director)					Review/update of benchmarking information required.
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Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement	
SRP19 Colleges Review	Implementation of the merger of NAFC Marine Centre UHI, Shetland College UHI and Train Shetland into one new organisation as per the Full Business Case agreed by all parties in December 2018.	Efficient and effective delivery of tertiary education, research and training in Shetland, increasing the number of young people accessing learning and ensuring businesses have access to the skilled workforce they require and ensuring people in Shetland can reach their full potential.	Planned Start	14-Feb-2018		A Ministerial Merger Business Case is currently being developed, with Shadow Board and stakeholder input.	
			Actual Start	14-Feb-2018	<div><div>50%</div></div>		
			Original Due Date	30-Sep-2018	Expected success		
			Due Date	30-Sep-2020			
Lead			Completed Date		Likely to meet target	Vesting date target of 6 January 2020 will be delayed and a revised date will be provided as soon as this is available.	
Neil Grant (Director)						Principal Designate, Jane Lewis started in her new role on the 1 October 2019.	

## Health & Social Care




Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP15 Adult Services	The purpose of the project is to review the Council funded Adult Services for adults with learning disability (LD), autism (ASD), complex needs and unpaid carers, and redesign where necessary to; <ul style="list-style-type: none"><li>• ensure fair and equitable access to resource and service where eligible need has been assessed;</li><li>• ensure sustainable resource and services</li></ul>	Reviewed Adult Services (Learning Disability and Autism) arrangements that meet eligible need; reduce inequality; support people to maintain and improve their own health and wellbeing and quality of life; meet base value objectives.	Planned Start	14-Feb-2018		The Adult Learning Disability Short Breaks and Respite Project Board comprising unpaid carer representatives and colleagues from 3rd sector, Children Services and CH&SC partnership, have met regularly to consider the needs and aspirations of people eligible for this support and to develop a shared plan for the future. Next steps will require tests of change and we are working closely with adult social work colleagues to progress this.
Lead			Actual Start	14-Feb-2018	<div><div></div>25%</div>	
			Original Due Date	31-Mar-2022	Expected success	
			Due Date	31-Mar-2020	 Likely to meet target	
			Completed Date			

	delivery in an area of demographic rise; <ul style="list-style-type: none"> <li>consider support for adults with assessed need not related to LD or ASD e.g. acquired brain injury (ABI)</li> </ul>				
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Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP16 Mental Health services	The purpose of the Project is to review and redesign the Council funded community mental health support services, provided from Annabrae.	<ul style="list-style-type: none"> <li>Reduced cost</li> <li>More appropriate service provision leading to better outcomes for individuals and less reliance on services.</li> </ul>	Planned Start	14-Feb-2018		Although the review has completed, and did not make all the savings expected, the work affirmed that the service provided is appropriate and efficient. In the longer term the work undertaken has opened up possibilities for how clients might be managed differently in the future, as we explore all the possibilities of improving outcomes using self directed support, and this is already happening in the service. The potential is that further efficiencies will be possible.
			Actual Start	14-Feb-2018		
			Original Due Date	31-Mar-2022	Expected success	
			Due Date	31-Mar-2020		
Lead			Completed Date	07-Feb-2019	Likely to meet target	
Jo Robinson						

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP17 Community Care Services	This Business Case seeks approval to invest an estimated £500-600,000 of revenue funding in support of early intervention and preventative services, to further develop the objective of enabling people to live independently in their own home for as long as it is safe to do so.	Sustainable services across Shetland supporting people to be independent and able to live at home in the community.	Planned Start	14-Feb-2018		Review of plans underway to identify sources of funding.
			Actual Start	14-Feb-2018		
			Original Due Date	31-Mar-2022	Expected success	
			Due Date	31-Mar-2020		
Lead			Completed Date		Likely to meet target	
Jo Robinson						




Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP18 Community Area Structures	To strengthen the cohesiveness of locality working across Shetland between health & social care, and to draw in the necessary enablers to support individuals to remain living in their communities.	Sustaining people to continue living in their communities and in their own homes.	Planned Start	14-Feb-2018		This project is complete, in that structures are in place in localities. Community Led Support is now being rolled out across Shetland.
			Actual Start	14-Feb-2018		
			Original Due Date	31-Mar-2022	Expected success	
Lead			Due Date	31-Mar-2020		
Jo Robinson			Completed Date	13-Nov-2019	Project complete	

## Infrastructure


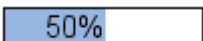

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
DP111 Waste Strategy & Recycling Collection		Establishment of a comprehensive long-term waste disposal strategy that includes: • cost effective household and commercial recycling • cost effective and appropriate energy recovery from waste, in line with legislation and waste permits • reduction in waste to landfill in line with national targets and legislation	Planned Start	01-Apr-2015		A Strategic Outline Case for the future of the ERP was approved by Environment and Transport Committee and Policy and Resources Committee in May 2019. An Outline Business Case will now be developed for future arrangements for the operation of the plant.  The new recycling shed is now complete and a commercial recycling scheme is being implemented.  The Shetland Zero Waste Partnership is now being progressed as part of the Shetland Climate Change Programme. An Outline Business Case is under development regarding the Waste to Energy Plant and Lerwick District Heating Scheme.
			Actual Start	14-Nov-2016		
			Original Due Date	31-Mar-2016	Expected success	
Lead			Due Date	31-Mar-2020		
Colin Bragg; Carl Symons			Completed Date		Likely to meet target	

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
DP208 The Council's future role in the port of Sullom Voe	Work with the Sullom Voe Terminal owners, Shetland gas Plant, and Oil & Gas Authority to develop future plans for	Maximise the economic life of the Terminal and the port of Sullom Voe.	Planned Start	31-Mar-2018		The Oil & Gas Authority (OGA) identify Shetland and Sullom Voe as a key hub for East of Shetland, West of Shetland and North of Shetland Oil and Gas developments. They also recognise the
			Actual Start	31-Mar-2018		
			Original Due Date	01-Sep-2020	Expected success	




Lead	the terminal		Due Date	01-Sep-2020		<p>potential that the Sullom Voe Hub (The Sullom Voe Terminal, The Port of Sullom Voe and Shetland Gas Plant) could have for diversification and development to participate in significant new energy opportunities. All parties involved in the East, West and North of Shetland are now looking at medium and long term issues and options as North Sea Oil production declines, West of Shetland crude oil production is increasing whilst West of Shetland, and potentially North of Shetland, Gas exploration and production options are being investigated actively.</p> <p>Major energy companies are now also increasingly looking to understand how their businesses can migrate toward lower carbon futures and to develop their understanding and capabilities in these emerging sectors. Developing an effective partnership between all relevant parties is potentially one of the most effective outcomes from current SVT-Clair review activity.</p> <p>Areas of potential interest already identified include:</p> <ul style="list-style-type: none"> <li>• Support for transferable energy skills, research activity and energy skills development</li> <li>• Further potential for the "Sullom Voe Hub" and new business development</li> <li>• Support for the migration of Oil &amp; Gas energy activity to a lower carbon future</li> <li>• Development of best practice in environmental monitoring, environmental protection and environmental impact mitigation.</li> <li>• Development of skills and capability in</li> </ul>
John Smith			Completed Date		Likely to meet target	


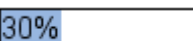

					onshore decommissioning and infrastructure redevelopment
					4.6 Realising these opportunities will be best achieved through effective partnership working.

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
DP224 Scalloway Harbour - Capital Project	Major capital project responding to industry needs	Cost effective and sustainable arrangements for Scalloway Harbour which cover costs, generate income and enable access to other funding. Infrastructure in place which meets users' needs and promotes further economic activity.	Planned Start		 	The redevelopment of Scalloway Fishmarket is progressing well with a projected completion date of late 2019 / early 2020.
			Actual Start	21-Mar-2019		
			Original Due Date	31-Mar-2022		
			Due Date	31-Mar-2022	 Likely to meet target	Small boat landing crane pilot has been installed at Scalloway (next will be Symbister).
			Completed Date			
Lead						
Andrew Inkster; John Smith						A Strategic Business Case for the Scalloway West Pier / any other recommended development will be developed for reporting March 2020 accompanied by a marketing plan for Scalloway and Shetland's small ports.

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SP176 Winter Service Review	Review of the Winter Service in light of experiences and lessons learned with the current policy and investigate any further saving potential.	This review follows experience of the review undertaken in 2012 to assess the current policies ability to deliver the expected level of service and to explore any further saving potential. This will support the Council's Aim of "Living within our means" and "The transport services we	Planned Start	01-May-2018	 	Mini review completed December 2018, main Review now due January 2020.
			Actual Start	20-Nov-2018		
			Original Due Date	31-Mar-2019		
			Due Date	31-Mar-2020	 Likely to meet target	
			Completed Date			
Lead						
David Coupe						

		need most" "including roads which are maintained properly "				
--	--	---	--	--	--	--

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SP179 Fleet Review	Following the successful implementation of vehicle telematics a fleet review will be carried out which looks into the distribution, operation and utilisation of the Council's entire vehicle fleet.	A flexible, fit for purpose and appropriately sized Council vehicle fleet, which meets service delivery needs, and which is cost effective.	Planned Start	01-Oct-2018		Navman vehicle information system is now installed across the fleet. Opportunities will continue to be sought to maximise the use of the management information this generates to improve safety and efficiency in the use of the fleet.
			Actual Start	15-Aug-2018		
			Original Due Date	31-Mar-2019	Expected success	
Lead			Due Date	31-Mar-2020		Fleet replacement profiled to ensure most efficient replacement timetables  A consistent policy is in place for replacement of vehicles across the fleet.  Pilots of pool car availability for cost effective and safer employee travel have commenced and will be evaluated.
Carl Symons			Completed Date			

Code & Title	Description	Long-term Outcome	Dates		Progress	Progress Statement
SRP20 Climate Change and Carbon Management	Efficient and cost effective energy arrangements across Council assets - Public buildings and ferry, tug, bus and car fleets	Efficient and cost effective energy arrangements are in place across all Council assets.	Planned Start	01-Apr-2019		A strategic overview on Climate Change and Carbon Reduction and the Councils objectives, role and proposed actions is being prepared and a "Climate Change Strategic Programme" will be reported to Council in November 2019.
			Actual Start	15-Apr-2019		
			Original Due Date	31-Mar-2022	Expected success	
Lead			Due Date	31-Mar-2020		Member briefing and a members information sharing event are programmed for late August.
Mary Lisk; Carl Symons			Completed Date			

## Directorate Details

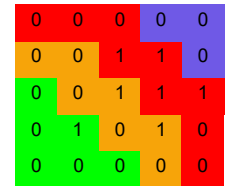


### Directorate

#### Service Redesign Project



Total Risks including Unassigned 7

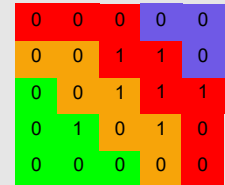


### Risk Register - Service Redesign Programme

Manager Christine Ferguson  
Project Manager Rachel Macleod



Total Risks including Unassigned 7



Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date	
The successful delivery of the SRP requires support and buy-in across the organisation. Lack of support within the Council for the Programme and/or individual projects.	PROJ 0160002	Maggie Sandison	06/06/2019	06/06/2020	
Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating
Workload pressures, Staff absences, Loss of key staff, Low morale, Poor staff management, Unwillingness from staff and/or management, No investment in new technologies	Delays or failure to deliver the SRP in the timescales set; Processes not being followed; Failure to achieve savings; Pressure on all service areas to make additional savings; Need for change is not recognised or understood, and hence becomes more difficult to initiate and implement, challenge to motivate becomes greater	<b>Challenges Promoted</b> The challenges for the Council and the need for SRP projects to deliver is promoted through CMT, Leadership Team and management meetings. Information will be reported to Members in PPMF cycles. <i>Maggie Sandison</i>	Implemented	High  16 Major  Likely	

Review Comments reviewed for date  
06/06/2019


Details		Risk Ref	Responsible Officer	Last Review date	Next Review Date		
The SRP and BTP may not be ambitious enough to realise the savings required to meet the funding gap identified.		PROJ 0160006	Christine Ferguson		28/10/2020		
Triggers	Consequences	Control Measures			Control Status	Current Risk Rating	Previous Current Rating
Continued reduction in funding from Scottish Government, Brexit, economic downturn, additional external pressures	Unsustainable budget position, service provision cuts, staff cuts, reputational damage					High	
						15	
						Extreme	
						Possible	

Review Comments

# Service Redesign Project

## Risk Register - Service Redesign Programme

Manager Maggie Sandison  
Project Manager Rachel Macleod

Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date	
Service Redesign projects need to be completed and be delivering savings of the magnitude required and to be doing that within a relatively short timescale.	PROJ 0160004	Maggie Sandison	06/06/2019	06/06/2020	
Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating
Lack of priority/direction; Lack of staff and resources; Failure to recognise the need for/unwilling to pursue change from senior management - not able to identify meaningful change Asked to produce and deliver service redesign; Workload pressures; Increased service need; Loss of key staff; Further reduction in funding from Scottish Government; Brexit	There is a risk that the SRP will fail to deliver the objectives set out in the PID which will have an effect on the full level of savings that can be achieved. Failure to achieve the quantifiable, recurring savings required; Reduction in resources; Increased pressure on other services to make savings in order to achieve a sustainable budget position	<ul style="list-style-type: none"> <li><b>CMT Away Days</b> CMT Away Days are being used to develop the SRP plans. These will be SMART - Specific, Measurable, Achievable, Resourced and Time bound. <i>Maggie Sandison</i></li> </ul>	In Progress	<div>High</div> <div>12</div> <div>Significant</div> <div>Likely</div>	<div>9</div> <div></div> <div>3</div>
<b>Review Comments</b> Reviewed for date 06/06/2019					
Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date	
There is a failure to manage growth through changes in systems and services	PROJ 0160007	Christine Ferguson		29/10/2020	
Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating
Failure of the BTP and SRP to deliver changes, failure of the changes to be implemented and embedded, staff disengagement in the process, poor communication, workload pressures, loss of key staff, lack of direction from management	Growth, reduced resources, unsustainable budget position, impact on services, staff cuts			<div>High</div> <div>12</div> <div>Major</div> <div>Possible</div>	
<b>Review Comments</b>					
Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date	
Changes have been implemented across the Council but are not actively being used by staff. This relates specifically to the non-cashability aspects of the SRP.	PROJ 0160005	Christine Ferguson		28/10/2020	
Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating
Lack of staff understanding, lack of buy-in from staff and management, poor communication, workload pressures, lack of information/guidance	Service outcomes are not improved, other parts of the SRP are not progressed, savings are not realised, staff become disengage in the SRP outcomes			<div>Medium</div> <div>9</div> <div>Significant</div> <div>Possible</div>	

## Service Redesign Project

### Risk Register - Service Redesign Programme

Manager Maggie Sandison  
Project Manager Rachel Macleod

Review Comments					
Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date	
There is a risk that a change in focus or priorities, or changes in financial resources available e.g. from external organisations or through a change in priorities for expenditure within the Council, will impact upon the progress and delivery of the SRP	PROJ 0160003	Maggie Sandison	06/06/2019	06/06/2020	
Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating
Brexit Further reduction in Scottish Government settlement service need Legislation changes Additional savings required on top of the £20m already identified Change in political influences/direction	Failure to deliver the SRP Lack of funded resources Additional savings required on top of the £20m already identified	<b>• Plans</b> Service plans, developmental plans, the Corporate Plan and the Shetland Community Plan recognise the need for significant change in services and how they are provided. These set out the strategic direction and priorities of the Council and support the SRP. <i>Maggie Sandison</i>	Implemented	Medium	
<b>Review Comments</b> reviewed for date 06/06/2019					
Details	Risk Ref	Responsible Officer	Last Review date	Next Review Date	
Failure of the Business Transformation Programme to deliver changes in systems, policies and procedures to support the SRP.	PROJ 0160001	Christine Ferguson	06/06/2019	06/06/2020	
Triggers	Consequences	Control Measures	Control Status	Current Risk Rating	Previous Current Rating
Failure to deliver the SRP SRP objectives being communicated and actively managed Workload pressures e.g. new legislation Increased service need Reduction in resources Loss of key staff Further reduction in funding from Scottish Government Brexit	Failure to achieve quantifiable recurring financial savings Reduction in resources Increased pressure on other Services to make savings in order to achieve a sustainable budget position	<b>• Accountability and Support</b> Budget accountability for BTP resources through Spend to Save, Funding for Change and any carry forwards Business Transformation Programme Sounding Board including Leader and Depute Leader to provide challenge and support. <i>Christine Ferguson</i>	Implemented	Low	
<b>Review Comments</b> Reviewed for date 06/06/2019					







<b>Meeting:</b>	<b>Policy and Resources Committee Shetland Islands Council</b>	<b>25 November 2019 27 November 2019</b>
<b>Report Title:</b>	<b>Tall Ships' Race 2023 – Business Justification Case</b>	
<b>Reference No:</b>	<b>DV-32-19-F</b>	
<b>Author/Job Title:</b>	<b>Thomas Coutts, Team Leader – Business Development</b>	

## **1.0 Decisions/Action Required:**

- 1.1 That the Policy and Resources Committee **CONSIDER** the Business Justification Case on options to promote Shetland as an attractive place to live, work, study and invest, through support of events, and **RECOMMEND** that the Council **RESOLVES** to:
- a) **INSTRUCT** the Director of Development (or his nominee) to bring forward a detailed report on a Support for Smaller Scale Events Scheme which realises local partnership objectives; OR
  - b) to support a bid for Shetland to host the Tall Ships' Race in 2023, acting as the signatory to the Host Port Contract, and providing financial support for staging the event.

## **2.0 High Level Summary:**

- 2.1 In response to a report from the Executive Manager – Economic Development in August 2018 regarding the promotion of large scale events and festivals in Shetland, a business case has been developed examining the merits of Council support for a bid for Shetland to host the Tall Ships' Race in 2023. The Business Justification Case (BJC) identifies a set of Critical Success Factors relating to the hosting of events and festivals in Shetland, and examines a series of options focused on, or related to, the Tall Ships' Race.
- 2.2 The BJC determines that there is an economic benefit to Shetland hosting the Tall Ships' Race 2023, calculated from projections based on estimated visitor spend from the previous occasion where Shetland hosted the Tall Ships' Race in 2011.
- 2.3 However, based on scoring against economic impact, benefits and risks, the option for the Council to support a bid for Shetland to host the Tall Ships' Race in 2023 is not the highest ranked option of those examined. The preferred option is for the Council to support the development and promotion of smaller scale events, with a particular emphasis on those events which occur outside the main visitor season.

### 3.0 Corporate Priorities and Joint Working:

3.1 The Business Justification Case is in line with Our Plan 2016-2020, which states:

*“A stronger economy which has well-paid jobs available to more people has the potential to produce a more prosperous and fairer society in Shetland. The long-term community plan aim is for Shetland to have good places to live as well as sustainable economic growth with employment opportunities, and for our residents to have the skills they need to benefit from those opportunities.”*

The Council’s Plan highlights the following as priorities for improving the economy and quality of life in Shetland:

- We will be investing development funds wisely to produce the maximum benefit for Shetland’s economy;
- More children will be taking part in physical and cultural activities – developing healthy lifestyles to help them play a full and active part in Shetland community life;
- We will have an economy that promotes enterprise and is based on making full use of local resources, skills and a desire to investigate new commercial ideas.

3.2 A key objective for the Shetland Partnership is to implement a ten-year action plan to attract people to live, work, study and invest in Shetland. This plan is predicated on the link between a healthy demographic balance and the ability to sustain communities and services, and compete economically.

The vision of the plan is:

*“In 2028 Shetland will:*

- *Be an island of opportunity for young people, businesses and investors;*
- *Be a vibrant and positive student destination;*
- *Have a more balanced demographic profile and a growing population underpinned with more private sector jobs.”*

In order to achieve this vision, one of the objectives of the plan is:

- Promoting Shetland as a welcoming place to live, work, study and invest.

3.3 The Shetland Tourism Strategy identifies the following strategic aim for tourism in Shetland:

*“We will work together to help make Shetland a year-round, sustainable tourism destination offering unique and outstanding visitor experiences.”*

The goals of the Strategy are:

- to grow visitor spend from £23.2 million in 2017 to £33.5 million of visitor spend by 2023;
- to increase tourism activity outside of the main season of May – September.

The Strategy identifies “maximising opportunities from festivals and events” as an opportunity for the tourism sector in Shetland.

#### **4.0 Key Issues:**

- 4.1 Shetland has hosted the Tall Ships’ Race twice, in 1999 and 2011. An economic impact assessment of the Tall Ships’ Race 2011 concluded that the event generated £2.41m of additional spend in Shetland, and generated media coverage valued at £1.53m, against total expenditure of £1.25m, of which Shetland Islands Council contributed almost £1.04m. An analysis of spectators at the event determined that 57% of visitors were locals, with 3% from elsewhere in the Highlands and Islands, 17% from elsewhere in Scotland, 16% from elsewhere in the UK and 8% from overseas. Visitor satisfaction was rated as 97% positive.
- 4.2 While the BJC establishes Option 6 – Smaller Scale Events as the most advantageous option, the scoring framework finds that it does so through being the option which is most likely to generate impacts against the benefits identified, and presenting the lowest risk. When considered against calculated economic return, Option 3 – Tall Ships is the highest ranked option, although it is ranked second when considered with risk and benefit factors.
- 4.3 In August 2018, the Executive Manager – Economic Development presented a report to the Policy and Resources Committee entitled ‘Promotion of Shetland as a Location for Large Scale Events’. The report highlighted the boost in community confidence which arises from hosting large scale events, and the intrinsic value to demonstrating, both locally and to the outside world, “that our community has the skills and resources to run large-scale events with a high degree of success.” The report was welcomed by Members, with the minute of the meeting noting that the Committee was in support of the proposals and their contribution to the promotion of Shetland as a place to live and work, with specific reference to the Tall Ships’ Race and the Island Games, but needed further information on financial implications for the Council.
- 4.4 The cost of Shetland hosting the Tall Ships’ Race in 2023 is estimated at £2.5m. Supporting a bid would require a financial commitment from the Council of up to £1.39m, with the balance of the funding projected to come from corporate sponsorship, in-kind contributions (including from Lerwick Port Authority). Using estimated visitor spend from the 2011 event as a baseline, the calculations in the BJC project a net economic benefit of £0.6m from the 2023 event. If this amount were to be drawn from Council reserves, this would result in an in-ability to invest this value in alternative opportunities, as well as forgoing a return on investments in the region of £0.1m, compounding annually, in line with the Council’s long term return on investments.

4.5 In developing the BJC, discussions were held with Community Planning Partners to determine the potential benefits and risks, and to discuss options. These discussions were the basis for the risks and benefits scoring utilised in the BJC. From these discussions arose another option for consideration within the BJC, which is for the Council to support smaller scale events which have the potential to generate economic benefits for Shetland, particularly when these encourage growth in the visitor economy outside of the main visitor season, and which have the potential to generate opportunities to promote Shetland as a place to live, work, study and visit. An indicative budget of £0.1m has been used as the baseline for the economic analysis. The business case analysis undertaken in the development of the BJC shows this to be the highest ranked option among those analysed. It is intended that this option would be developed as a strategy, delivered annually over an initial 10 year period.

## **5.0 Exempt and/or Confidential Information:**

5.1 None.

## **6.0 Implications:**

### **6.1 Service Users, Patients and Communities:**

Community Planning Partners were consulted in the development of the BJC, with options which arose from these consultations which were considered to meet local objectives included in the analysis.

The proposal for the Tall Ships' Race in 2023 is to include a cruise-in-company aspect of the race, which would allow other areas of Shetland, including Yell, Unst and Fair Isle, to benefit from the event.

### **6.2 Human Resources and Organisational Development:**

There will be some requirement for participation of Council staff in event arrangements, including Roads and ICT. These details will require further discussion and planning.

### **6.3 Equality, Diversity and Human Rights:**

The Tall Ships' Race offers training opportunities for young people from across the world.

### **6.4 Legal:**

Should the Council support the bid for Shetland to host the Tall Ships Race in 2023, as the Civic Authority, the Council will require to be the signatory for the Host Port Contract with Sail Training International, and accept the obligations detailed therein.

The Council will also require to enter into an arrangement with Shetland Tall Ships Limited to deliver the Host Port Contract obligations on behalf of the Council.

### **6.5 Finance:**

The decision to move ahead with the preferred option 6, being the establishment of a Small-Scale Events strategy would require an estimated budget of £0.1m per annum to be established as service revenue budget over the life of the strategy. This option represents the best value of those in the BJC longlist.

	<p>The decision to move ahead with option 3 in the business case, being the intention to invest in a Tall Ships event in line with those previous, would require an unsustainable draw from reserves of £1.39m, in contravention of the current Medium Term Financial Plan, which would increase the challenge to achieve sustainability in the future and would forgo the opportunity to invest these funds in other activity. Furthermore, the interest generated from this amount is in the region of £0.1m, compounded annually, would not then be realised. This impact could be mitigated by drawing on monies received by the Council through disbursement to local authorities of net revenue from Crown Estate assets.</p>
<b>6.6 Assets and Property:</b>	None.
<b>6.7 ICT and New Technologies:</b>	None.
<b>6.8 Environmental:</b>	None.
<b>6.9 Risk Management:</b>	<p>There are a number of significant risks associated with this project which have been considered in the course of the BJC and against which options have been assessed:</p> <ul style="list-style-type: none"> <li>• Pressure on accommodation providers limits visitor impact</li> <li>• Pressure on external transportation links limits visitor impact</li> <li>• Reputational damage to Council in current financial climate</li> <li>• Economic 'shock' impacts on affordability</li> <li>• The projects experiences significant cost increases and/or budgets are underestimated</li> <li>• Lack of long-term impact on visitor habits</li> <li>• Displacement of existing activity</li> <li>• Volunteer fatigue - lack of capacity in local volunteering effort</li> <li>• Increased expectation on Council investment for events</li> <li>• Events outwith organisational control impact on event preparations and visitor numbers</li> <li>• Limited infrastructure legacy</li> </ul> <p>Mitigation of risks will require appropriate communication with stakeholders and the wider public.</p> <p>If the decision is to support a bid for the Tall Ships' Race, Shetland Tall Ships Ltd. will be responsible for risk management in relation to event planning. Contractual arrangements between the Council and Shetland Tall Ships Ltd. will be determined by a service level agreement and the grant award.</p>

<b>6.10 Policy and Delegated Authority:</b>	<p>In accordance with Section 2.2.1 of the Council's Scheme of Administration and Delegations, the Policy and Resources Committee has delegated authority to advise the Council in the development of strategic objectives, policies and priorities; to co-ordinate with partner organisations in relation to the Council's leadership of the Shetland Partnership, and to secure the co-ordination, control and proper management of the financial affairs of the Council.</p> <p>However, the determination of overall goals, values and the Policy Framework documents, or matters of new policy/strategy or variation of existing policy strategy which may be inconsistent with those goals, values or Policy Framework document, is reserved to the Council.</p>	
<b>6.11 Previously Considered by:</b>	N/A	

**Contact Details:**

Thomas Coutts, Team Leader – Business Development

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Date Cleared: 18 November 2019

**Appendices:**

Appendix 1 - Business Justification Case – Tall Ships' Race 2023

**Background Documents:** None

# **Tall Ships Race 2023 – Council Support for Bid**

## **Business Justification Case (BJC)**

**Version: 1.2**

**Issue Date: 15 November 2019**

### **Version history**

<b>Version</b>	<b>Date Issued</b>	<b>Brief Summary of Change</b>	<b>Owner's Name</b>
1.1	08 Nov 2019	First draft	T. Coutts
1.2	15 Nov 2019	Amendments made following agenda management – SOC changed to BJC	T. Coutts

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## **1. THE STRATEGIC CASE**

### **1.1 Introduction**

This Business Justification Case (BJC) examines the business case for Shetland Islands Council to support a bid for Shetland to host the Tall Ships Race' in 2023. The BJC examines a number of options for Shetland to realise economic benefits from the hosting of events, establishes a set of Critical Success Factors against which these can be judged, and examines risks and benefits.

The purpose of the Strategic Case is to explain how the scope of the proposed project or scheme fits within existing business strategies, and to provide a compelling case for change, in terms of existing and future operational needs.

### **1.2 Part A: The strategic context**

#### **1.2.1 Organisational overview**

##### **Shetland**

The [2018 Mid-Year Population Estimates](#) for Scotland estimated Shetland's population at 22,990, spread across 16 inhabited islands, with the main population centre of Lerwick home to roughly 7,000 inhabitants.

Employment in Shetland is dominated by public administration, which accounts for 21.2% of full-time equivalent (FTE) employment. The next largest sectors in terms of employment are wholesale/retail (12.5%) and construction (8.1%)<sup>1</sup>.

The most recent economic survey conducted in Shetland found the overall value of the local economy (based on combined output from all sectors) to be £1,091.4m, of which around £198m can be attributed to public services and £310.5m can be attributed to combined fisheries operations (fish catching, aquaculture and fish processing)<sup>2</sup>.

##### **Shetland Islands Council**

Shetland Islands Council is the local authority for Shetland, established by the Local Government (Scotland) Act 1973. The Council delivers services including, but not limited to, education, environmental health, roads and ferries, port services, planning, community development, economic development and social care.

The Council is structured around five Directorates:

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<sup>1</sup> Shetland Employment Survey 2017, Shetland Islands Council

<sup>2</sup> Dyer, G. and Roberts, D. *An Analysis of the Shetland Economy Based on Regional Accounts 2010-11*, p.6

- Children's Services
- Community Health and social Care Services
- Corporate and Executive Services
- Development Services
- Infrastructure Services

The above Directorates encompass the various services the Council operates to deliver on its responsibilities and priorities.

## **Sail Training International**

The Tall Ships' Races are organised by [Sail Training International](#) (STI) an international association of national sail training organisations devoted to promoting "the education and development of young people of all nationalities, religions and social backgrounds, through sail training". STI is a registered charity with membership made up of the national sail training organisations of 29 countries, including the United Kingdom.

### **1.2.2 Business strategies**

#### **Local**

##### Shetland Islands Council: Our Plan 2016 to 2020

Ensuring inclusive growth through developing the skills of local people and creating well-paid jobs is a core part of the Council's vision. The [Council's Plan](#) states:

*"A stronger economy which has well-paid jobs available to more people has the potential to produce a more prosperous and fairer society in Shetland.*

*The long-term community plan aim is for Shetland to have good places to live as well as sustainable economic growth with employment opportunities, and for our residents to have the skills they need to benefit from those opportunities."*

The Council's Plan highlights the following as priorities for improving the economy and quality of life in Shetland:

- We will be investing development funds wisely to produce the maximum benefit for Shetland's economy;
- More children will be taking part in physical and cultural activities – developing healthy lifestyles to help them play a full and active part in Shetland community life;

- We will have an economy that promotes enterprise and is based on making full use of local resources, skills and a desire to investigate new commercial ideas.

### Shetland's Partnership Plan 2018-2028

The Shetland Partnership, of which the Council is a key member, is the Community Planning Partnership for Shetland. The [Shetland Partnership Plan 2018-2028](#) reflects the shared vision of the local area and the partner organisations:

*“Shetland is a place where everyone is able to thrive; living well in strong resilient communities; and where people and communities are able to help plan and deliver solutions to future challenges.”*

The Shetland Partnership Plan sets out the shared priorities of the Shetland Partnership for 2018-2028, which are as follows:

- People
  - Individuals and families can thrive and reach their full potential
- Participation
  - People can participate and influence decisions on services and use of resources
- Place
  - Shetland is an attractive place to live, work, study and invest
- Money
  - All households can afford to have a good standard of living.

The following targets will be addressed through the staging of cultural and sporting events in Shetland:

- At least 95% of people will feel part of their community;
- At least 90% of people engage in some form of sport and physical activity.

The relevant ten-year outcomes from the Plan are as follows:

- Shetland will be attracting and retaining the people needed to sustain our economy, communities and services;
- The economy will be diversifying and growing with an increase in the working age population throughout Shetland and innovative approaches to developing a low carbon economy, skills, technology, and community capacity.

## 10 Year Plan to Attract People to Live, Study, Work and Invest in Shetland

A key objective for the Shetland Partnership is to develop and implement a ten-year action plan to attract people to live, work, study and invest in Shetland. This plan is predicated on the link between a healthy demographic balance and the ability to sustain communities and services, and compete economically.

The vision of the plan is:

*“In 2028 Shetland will:*

- *Be an island of opportunity for young people, businesses and investors;*
- *Be a vibrant and positive student destination;*
- *Have a more balanced demographic profile and a growing population underpinned with more private sector jobs.”*

In order to achieve this vision, one of the objectives of the plan is:

- Promoting Shetland as a welcoming place to live, work, study and invest.

## SIC Economic Development Strategy 2018-2022

The mission of the Council’s Economic Development Strategy is:

*“To enable and promote the ideal conditions for growth and to support our businesses, residents and communities to take advantage of the opportunities this will create.”*

The strategy identifies the following priorities and actions for economic development in Shetland:

- Improve the attractiveness of Shetland as a place to live, work, study, visit and invest
  - Increase the economic impact derived from visitors to Shetland by improving services and facilities.

## Shetland Tourism Strategy 2018-2023

The purpose of the [Shetland Tourism Strategy](#) is to ensure maximum benefit to Shetland is realised through the tourism sector. The strategy aligns with the Shetland Partnership Plan 2018-2028, and Tourism 2020, Scotland’s national tourism strategy.

The Shetland Tourism Strategy was developed through the collaboration of a range of stakeholders, including:

- Highlands and Islands Enterprise;
- Lerwick Port Authority;
- Shetland Amenity Trust;
- Shetland Arts Development Agency;
- Shetland Islands Council;
- Shetland Tourism Association;
- Visit Scotland.

The Strategy identifies the following strategic aim for tourism in Shetland:

*"We will work together to help make Shetland a year-round, sustainable tourism destination offering unique and outstanding visitor experiences."*

The goals of the Strategy are:

- to grow visitor spend from £23.2 million in 2017 to £33.5 million of visitor spend by 2023;
- to increase tourism activity outside of the main season of May – September.

The Strategy identifies 'maximising opportunities from festivals and events' as an opportunity for the tourism sector in Shetland.

## **National**

### Tourism Scotland 2020

The national tourism strategy, [Tourism Scotland 2020 \(TS2020\)](#), developed by the Scottish Tourism Alliance with the support of the Scottish Government, aims to make Scotland:

*"[a] first-choice destination for a high quality, value for money and memorable customer experience delivered by skilled and passionate people."*

TS2020 prioritises a focus on growth despite economic constraints, and improving the quality of the overall visit to Scotland. The strategy identifies the following specific market opportunities:

- Destination towns and cities – more widely promoting the diversity of things to see and do, contemporary and traditional, within our destination towns and cities in order to extend their visitor seasons;
- Events and festivals – developing further our reputation as a world-leading events destination.

## Scotland's Economic Strategy

[Scotland's Economic Strategy](#) describes the actions the Scottish Government plan to take to develop the priority of sustainable growth. These include:

*“Invest in Scotland’s people at all stages of life to ensure that we have a well skilled, healthy and resilient population and an innovative, engaged and productive workforce;  
Support the development of highly innovative businesses across the Scottish economy;  
Encourage more of Scotland’s diverse business base to engage in innovation and research and development as part of their day-to-day activities;  
Continue to support the high-impact, world-class research of Scotland’s Universities and improve levels of commercialisation of academic research.”*

### **1.3 Part B: The case for change**

#### **1.3.1 Project objectives**

The last few years have seen considerable efforts undertaken to increase the promotion of Shetland as an attractive place to live, work, study, visit and invest. This has included the contracting of NB Communication to deliver the Promote Shetland service, and collaborative strategic engagement including the development of the Shetland Tourism Strategy and the 10 Year Plan. The strategies of local community planning partners prioritise positive external engagement to attract people to Shetland, encouraging inward investment and creating a positive environment to retain the local population.

The spending objectives for this project have been developed to ensure that all key considerations are taken into account regarding the benefits to be derived from promoting and hosting cultural and sporting events in Shetland. These objectives are described below:

- 1) Increase positive media coverage of Shetland
  - Create promotional opportunities for Shetland with national and international reach
- 2) Increase visitor numbers to Shetland
  - Promote Shetland as a visitor destination with international appeal



- 3) Generate economic benefits for Shetland
  - Short-term
    - Increased spend by visitors to Shetland
    - Generate benefits to local businesses
  - Long-term
    - Generate event management skills within local young population
    - Develop infrastructure which can be utilised for future events
- 4) Increase community confidence and participation
  - Increase sense of belonging and engagement
  - Develop skills and confidence of volunteers

### **1.3.2 Existing arrangements**

The first Tall Ships' race was held in 1956, the culmination of a vision to bring young cadets and seamen under training together to compete in a friendly competition. Intended to be a valedictory event for the last great sailing ships, the event generated such a level of public interest that race organizers founded the Sail Training International association to direct the planning of future events. Since then Tall Ships' Races have occurred annually in various parts of the world, with millions of spectators. Today, the race attracts more than a hundred ships, among these some of the largest sailing ships in the world.

Shetland has hosted the Tall Ships' Race twice, in 1999 and 2011. An economic impact assessment of the Tall Ships' Race 2011 concluded that the event generated £2.41m of additional spend in Shetland, and generated media coverage valued at £1.53m, against total expenditure of £1.25m, of which Shetland Islands Council contributed almost £1.04m. An analysis of spectators at the event determined that 57% of visitors were locals, with 3% from elsewhere in the Highlands and Islands, 17% from elsewhere in Scotland, 16% from elsewhere in the UK and 8% from overseas. Visitor satisfaction was rated as 97% positive.

### **1.3.3 Business needs**

The Shetland Tourism Strategy places a clear emphasis on the sustainable development of a high quality tourism offer for Shetland. The aim is to grow the value of visitor spend in Shetland from £23.2m in 2017 to £33.5m by 2023.

In August 2018, the Executive Manager – Economic Development presented a report to SIC Policy and Resources Committee entitled 'Promotion of Shetland as a Location for Large Scale Events'. The premise of the report, which included the impact assessment of the 2011 Tall Ships' Race in Lerwick, was that economic impact is a secondary consideration to the boost in community confidence which arises from hosting large scale events, and there is intrinsic value to demonstrating, both locally and to the outside world, "that our community has the skills and resources to run large-scale events with a high degree of success." The report was welcomed by Members, with the minute of the meeting noting that Members spoke

in support of the proposals and their contribution to the promotion of Shetland as a place to live and work, with specific reference to the Tall Ships' Race and the Island Games, but with further information on financial implications.

#### **1.3.4 Business scope**

The scope of the business case considers those options for local events which will best realise the aims of the Critical Success Factors, with specific reference to the Tall Ships' Race in 2023.

#### **1.3.5 Main benefits criteria**

The Benefits Criteria are based on the aspects of project delivery which will best achieve the Critical Success Factors.

#### **1.3.6 Main risks**

The main project risks are detailed in Appendix 1.

#### **1.3.7 Constraints**

The following have been identified as constraints:

- Obligations of Tall Ships' Race Host Port as determined in the contract between the civic authority and STI;
- Availability of finance;
- Timescales – submission of a bid for the 2023 Tall Ships' Race will be required in early 2020, requiring a decision by the Council in late 2019.

#### **1.3.8 Dependencies**

The project must remain a strategic and political priority for Shetland Islands Council and appropriate resources (e.g. staff time) allocated towards this at the direction of the Chief Executive.

## **2. THE ECONOMIC CASE**

### **2.1 Introduction**

In accordance with the Capital Investment Manual and requirements of HM Treasury's Green Book (A Guide to Investment Appraisal in the Public Sector), this section of the BJC documents the long list of options that have been considered in response to the business needs and project scope identified within the Strategic Case.

### **2.2 Critical success factors**

The critical success factors (CSFs) shown within the Strategic Case as spending objectives were as follows:

- 1) Increase positive media coverage of Shetland
  - Create promotional opportunities for Shetland with national and international reach
- 2) Increase visitor numbers to Shetland
  - Promote Shetland as a visitor destination with international appeal
- 3) Generate economic benefits for Shetland
  - Short-term
    - Increased spend by visitors to Shetland
    - Generate benefits to local businesses
  - Long-term
    - Generate event management skills within local young population
    - Develop infrastructure which can be utilised for future events
- 4) Increase community confidence and participation
  - Increase sense of belonging and engagement
  - Develop skills and confidence of volunteers

These critical success factors are considered to be essential in the context of the project achieving the strategic objectives detailed in the Strategic Case.

### **2.3 The long-listed options**

The long list of options developed as part of this BJC are as follows:

**Table 2.1 Summary of long list options**

Options		Definition
1	Do Nothing	Shetland Islands Council does not promote Shetland as a location for large scale events, and does not support a bid for Tall Ships 2023.
2	Status Quo	Shetland Islands Council continues to promote Shetland as a location for large scale events, but chooses not to support a bid for Tall Ships 2023.
3	Tall Ships 'Reference'	Shetland Islands Council supports a bid for Shetland to host the Tall Ships Race in 2023, in line with the Cost Plan and using the same delivery models as when hosting in 1999 and 2011.
4	Tall Ships 'Legacy'	Shetland Islands Council supports a bid for Shetland to host the Tall Ships Race in 2023, and also investigates options for investment in infrastructure development which can be utilised for further large scale events (e.g. Island Games).
5	Tall Ships 'Reduced'	Shetland Islands Council supports a bid for Shetland to host the Tall Ships Race in 2023, funding a reduced and scaled back cost plan to increase affordability.
6	Smaller Scale Events	Shetland Islands Council supports the development of a local events and festivals strategy, which will look to support and/or sponsor the development of new and existing events and festivals in Shetland, including off-season and niche market events.

In detail, the long-listed options are:

#### Option 1 – Do Nothing

Scope	Minimum - no intervention or investment will be engaged in by the Council to develop large scale events and festivals in Shetland.
Solution	The Council does not pursue the promotion of Shetland as a host location for large scale events, and does not support a bid for the Tall Ships in 2023.
Service Delivery	This option will require no additional investment or commitment of resources from the Council.
Implementation	Agreement on approach at political level.
Funding	This option does not require additional funding.

#### Option 2 – Status Quo

Scope	Status Quo
Solution	The Council engages in options to promote Shetland as a location for large scale events, but does not support a bid for the Tall Ships in 2023.
Service Delivery	This option will require no additional investment or commitment of resources from the Council.
Implementation	Agreement on approach at political level.
Funding	This option does not require additional funding at this stage.

### Option 3 – Tall Ships ‘Reference’

Scope	<p>The Council agrees to support a bid for the Tall Ships Race to return to Lerwick in 2023.</p> <p>This is the ‘reference’ option.</p>
Solution	<p>The Council will support the development of a bid to host the Tall Ships Race in 2023, and will provide funding of up to £1.39m towards delivery of the event.</p> <p>The Council will also agree to enter into the Host Port Contract with Sail Training International and accept the Host Port obligations therein.</p> <p>The Council will also commit necessary staff resources required in delivery of the event.</p>
Service Delivery	<p>This option will require Shetland Islands Council to approve a funding commitment of £1.39m towards the management and implementation of the event, and an agreement to enter into the Host Port Contract as and when necessary. Directors and Executive Managers will require to instruct the participation of relevant staff as and when necessary.</p>
Implementation	<p>Agreement between relevant Directors and Council members to agree corporate and political approach.</p>
Funding	<p>This option requires £1.39m funding from Shetland Islands Council.</p>

### Option 4 – Tall Ships ‘Legacy’

Scope	<p>The Council agrees to support a bid for the Tall Ships Race to return to Lerwick in 2023, and to direct officials to investigate development of infrastructure which may be used in the hosting of large scale events (e.g. commercial kitchens).</p> <p>This is the ‘maximum’ option.</p>
Solution	<p>The Council will support the development of a bid to host the Tall Ships Race in 2023, and will provide funding of up to £1.39m towards delivery of the event.</p> <p>The Council will also agree to enter into the Host Port Contract with Sail Training International and accept the Host Port obligations therein.</p> <p>The Council will also commit necessary staff resources required in delivery of the event and the development of new infrastructure for large events.</p>
Service Delivery	<p>This option will require Shetland Islands Council to approve a funding commitment of £1.39m towards the management and implementation of the event, and an agreement to enter into the Host Port Contract as and when necessary. Directors and Executive Managers will require to instruct the participation of relevant staff as and when necessary.</p> <p>Relevant staff will require to be directed to investigate options for infrastructure development and deliver costed plans.</p>

Implementation	Agreement between relevant Directors and Council members to agree corporate and political approach.
Funding	This option requires funding of £1.39m from Shetland Islands Council, and an estimate of £0.5m has been made for the development of infrastructure.

#### Option 5 – Tall Ships ‘Reduced’

Scope	<p>Shetland Islands Council supports a bid for Shetland to host the Tall Ships Race in 2023, funding a reduced and scaled back cost plan to increase affordability.</p> <p>This is the ‘minimum’ option.</p>
Solution	<p>The Council will support the development of a bid to host the Tall Ships Race in 2023, at a level of 75% of the estimated costs detailed in the Cost Plan.</p> <p>The Council will also agree to enter into the Host Port Contract with Sail Training International and accept the Host Port obligations therein.</p> <p>The Council will also commit necessary staff resources required in delivery of the event and the development of new infrastructure for large events.</p>
Service Delivery	This option will require Shetland Islands Council to approve a funding commitment of £1.04m towards the management and implementation of the event, and an agreement to enter into the Host Port Contract as and when necessary. Directors and Executive Managers will require to instruct the participation of relevant staff as and when necessary.
Implementation	Agreement between relevant Directors and Council members to agree corporate and political approach.
Funding	This option requires £1.04m funding from Shetland Islands Council, equal to an assumed reduction of 25% of the Cost Plan.

#### Option 6 – Smaller Scale Events

Scope	Shetland Islands Council instructs officers to support smaller scale events in Shetland through reviving the Shetland Events and Festivals Strategy
Solution	The Council will support and/or sponsor the development of small-scale events and festivals. The Council will renew the Shetland Events and Festivals Strategy and support the development of a small grant assistance scheme for the development of new and existing events in Shetland, with a particular focus on developing events in the ‘shoulder’ season, and events which cater to niche markets.
Service Delivery	<p>This option will require Shetland Islands Council to approve an annual funding commitment of £0.1m towards the development of small scale events, through direct funding and via grant awards.</p> <p>Directors and Executive Managers will require to instruct the participation of relevant staff as and when necessary.</p>

Implementation	Agreement between relevant Directors and Council members to agree corporate and political approach.
Funding	This option requires an assumed annual funding commitment of £0.1m from Shetland Islands Council.

## 2.4 Short-listed options

Prior to a detailed options appraisal, a brief scoping exercise was carried out against each option. This judged whether or not each option was capable of achieving the basic aims of each Critical Success Factor, how this impacted on achievability and affordability, and whether or not each option could demonstrate a fit with the business needs and strategic objectives as described in the Strategic Case.

The results of the scoping exercise are as follows:

**Table 2.2 Summary of scoping exercise**

	Option					
	1	2	3	4	5	6
CSF1	×	?	✓	✓	✓	?
CSF2	×	?	?	?	?	?
CSF3	×	?	✓	✓	✓	?
CSF4	×	?	✓	✓	✓	?
Potential affordability	✓	✓	?	?	?	?
Potential achievability	?	✓	?	?	×	?
Business need	×	?	✓	✓	✓	✓
Strategic fit	×	?	✓	✓	✓	✓
Summary	Discounted	Possible	Possible	Possible	Discounted	Possible

Options 2, 3, 4, and 6 could all demonstrate either a potential or direct fit with the Critical Success Factors, potential affordability and achievability, and fit with the Strategic Case. For that reason, these options remained in the process at this stage and were subject to scoring against the Critical Success Factors.

As shown above, Options 1 and 5 were considered either to be unable to achieve some or all of the Critical Success Factors, or were unable to demonstrate affordability, achievability or a fit with the Strategic Case. For that reason, these options were discounted at this stage and not subject to the detailed appraisal.

## 2.5 Economic appraisal

This section provides a detailed overview of the main costs and benefits associated with each of the selected options, including main sources and assumptions.

## 2.5.1 Estimating benefits

### Methodology

The benefits associated with each option were identified through the economic impact analysis undertaken following the 2011 Tall Ships Races in Lerwick. Given the limited capacity of Shetland to accommodate and transport additional visitors to the islands, it does not follow that increased expenditure will lead to increased benefits. Therefore the benefits generated from the 2011 event have been taken as the baseline with inflationary calculations made in order to estimate changes in value of benefits between 2011 and 2023.

### Descriptions

In their economic analysis of the 2011 Tall Ships' Race event in Lerwick, EKOS Limited identified expenditure in three main categories:

- Spectators
- Crew
- Sponsors, Media and Volunteers

The analysis estimated gross expenditure based on calculations of the number of visitors and average daily expenditure, and then applied calculations for displacement, additionality and economic multipliers to determine the net expenditure in Shetland, which is detailed below:

Spectators	£1,756,388
Crew	£507,385
Sponsors, Media and Volunteers	£143,803
<b>Total</b>	<b>£2,408,027</b>

The analysis and calculations undertaken by EKOS Limited estimate a total net additional expenditure of £2,408,027 in the Shetland economy as a result of the Tall Ships' Race in Lerwick in 2011, against a total cost of £1,254,494.

Recalculating the value of the expenditure impact, taking account of historical inflation, gives a value of £2,736,742 in 2019 prices. Assuming an annual inflation rate of 3%, the same figure is projected to be valued at £3,080,227 in 2023. This is the value of projected benefits expected by the Tall Ships' Race in 2023.

Media exposure valued at £1.53m was calculated from the 2011 event – however, as this is not directly related to visitor expenditure, and routes for media exposure in 2011 may not be directly comparable to 2019, this has not been included.

For Option 2, no expenditure has been estimated.



For Option 6, an estimate of economic benefit has been derived using the GVA Effect Multiplier for Creative Services (1.55) from the Scottish Government's 2016 Input Output Tables, and applying this to projected inputs of £0.1m.

## 2.5.2 Estimating costs

### Methodology

The costs of delivery have been estimated from the Tall Ships' Race 2023 Cost Plan, with contingency and inflation effects estimated.

### Description, sources and assumptions

The estimated costs of delivery of the Cost Plan are summarised below:

**Table 2.3 Summary of Cost Plan**

<b>EXPENDITURE</b>	<b>£</b>
Company Operations	371,983
Race Management	180,235
Harbour Operations	265,864
Social	761,119
Liaison	25,548
Transport	82,954
Communications	30,388
Vessel Recruitment	112,032
Finance	38,747
Commercial	155,355
Contingency @ 10%	202,422
Inflationary Impact	237,520
<b>Total Expenditure</b>	<b>2,464,167</b>

With regard to inflationary impact, this has been estimated by projecting the cumulative estimated Consumer Price Index increases from 2019 to 2023 against the expected spend profile of the Cost Plan.

For Option 2, no costs have been estimated.

For Option 4, a cost of infrastructure investment of £0.5m has been assumed.

For Option 6, an annual cost of £100,000 has been assumed – this would incorporate financial assistance and/or sponsorship of new and existing events and festivals. The financial appraisal is based on a 10 year period, over which the estimated £0.1m investment has been subject to inflation calculations.

## 2.5.3 Economic appraisal findings

The following table summarises the key results of the economic appraisals for each option:

**Table 2.4 Key results of economic appraisals**

	Net Present Cost (Value) (£)
Option 2 – Status Quo	
Costs	0
<b>Less</b> Benefits	0
<b>Total</b>	<b>0</b>
Option 3 – Tall Ships ‘Reference’	
Costs	2,464,167
<b>Less</b> Benefits	3,080,227
<b>Total</b>	<b>616,060</b>
Option 4 – Tall Ships ‘Legacy’	
Costs	2,964,167
<b>Less</b> Benefits	3,080,227
<b>Total</b>	<b>116,060</b>
Option 6 – Smaller Scale Events	
Costs	1,146,388
<b>Less</b> Benefits	1,731,046
<b>Total</b>	<b>584,658</b>

#### 2.5.4 Economic appraisal conclusions

The key findings are as follows:

(a) Option 2 – Status Quo

This option ranks **fourth**

This option requires no investment and generates no costs. It does not achieve any financial or other benefits, and is therefore neutral in terms of net present cost.

(b) Option 3 – Tall Ships ‘Reference’

This option ranks **first**

Based on inflation adjusted costs and projected benefits, this option is estimated to generate the highest positive net benefits over the lifetime of the project.

(c) Option 4 – Tall Ships ‘Legacy’

This option ranks **third**

Based on inflation adjusted costs and projected benefits, this option is estimated to generate the lowest positive net benefits over the lifetime of the project, due to higher expenditure.

(d) Option 6 – Smaller Scale Events

This option ranks **second**

Based on inflation adjusted costs and projected benefits, this option is estimated to generate positive net benefits over the lifetime of the project.

## **2.6 Qualitative benefits appraisal**

### **2.6.1 Methodology**

The appraisal of the qualitative benefits associated with each option was undertaken by:

- identifying the key individual benefits related to achieving each of the Critical Success Factors;
- scoring each of the short-listed options against the benefit criteria on a scale of 1 to 5 (1 = low or no benefits, 5 = high degree of benefits).

### **2.6.2 Qualitative benefits criteria**

Qualitative benefits are defined as those which are not necessarily measureable in monetary terms but which nonetheless represent positive material impacts derived from the project.

### **2.6.3 Qualitative benefits scoring**

Benefits scores were allocated on a range of 1-5 for each option and agreed by the project team to confirm that the scores were fair and reasonable.

### **2.6.4 Analysis of key results**

The results of the benefits appraisal are shown in the following table:

**Table 2.5 Benefits analysis**

Benefits	Option 2 - Status Quo	Option 3 - Tall Ships 'Reference'	Option 4 - Tall Ships Legacy	Option 6 - Smaller Scale Events
	Score	Score	Score	Score
Sustainable increase in visitors to Shetland	0	2	2	3
Short term job creation	0	2	2	1
Increased promotion of Shetland as a location/destination for large scale events	0	4	4	2
Improved community confidence	0	4	4	4
Improved reputation as a host destination	0	4	4	2
Economic boost - increased visitor spend, etc.	0	3	3	4
Enhanced profile as a visitor destination	0	2	2	4
Increased capacity of infrastructure and local skills to host large events	0	2	3	3
Development of transferable skills	0	3	3	4
Increased participation from local community	0	3	3	4
	<b>0</b>	<b>29</b>	<b>30</b>	<b>31</b>

(a) Option 2 – Status Quo

This option ranks **fourth**

This option does not achieve any of the identified qualitative benefits.

(b) Option 3 – Tall Ships ‘Reference’

This option ranks **second**

This option will promote Shetland on an international stage via a large scale, well-publicised event, creating the conditions for improved community confidence.

(c) Option 4 – Tall Ships ‘Legacy’

This option ranks **first equal**

This option scores slightly higher than Option 3 by delivering the same range of benefits but also including increased capacity for large scale events, thus delivering potential legacy benefits.

(d) Option 6 – Smaller Scale Events

This option ranks **first equal**

This option delivers on a wide range of benefits, notably improving skills among the local population, increasing participation from the local community and providing ongoing promotional opportunities for Shetland as a visitor destination.

## **2.7 Risk appraisal**

### **2.7.1 Methodology**

A risk appraisal exercise was undertaken and involved the following distinct elements:

- identifying possible risks associated with each option;
- assessing the impact and likelihood for each option;
- calculating a risk score based on likelihood against impact.

### **2.7.2 Risk scores**

A detailed analysis of identified risks is included in Appendix 1. The appraisal exercise assigned risk scores on the basis of likelihood and impact of each risk.

The range of scales used to quantify the likelihood and impact of each risk was as follows:

- low equals 1;
- medium equals 3;
- high equals 5.

The key considerations that influenced the scores achieved by the various options were as follows:

#### **(a) Option 2 – Status Quo**

This option ranks **first**

This option does not require any investment from the Council, does not generate expectations of visitor growth, economic benefit or legacy improvements, and does not require any further commitment of resources beyond the status quo. This option is therefore considered low risk.

#### **(b) Option 3 – Tall Ships ‘Reference’**

This option ranks **third**

This option generates considerable risk, particularly with regard to the resources required for delivery. These risks include potential underestimates or cost increase pertaining to the budget, the capacity of the local volunteering effort, the availability of funding, and public perception of large scale Council funding being provided at a time of service cutbacks.

(c) Option 4 – Tall Ships ‘Legacy’

This option ranks **fourth**

This option generates all the risks of Option 3, but with additional risk coming from the increased cost of creating an infrastructure legacy and potential cost increases/underestimates which would pertain to this option.

(d) Option 6 – Smaller Scale Events

This option ranks **second**

This option is lower risk than the Tall Ships options, but still contains risk factors relating to the judgement of costs, availability of finance and the capacity of the local volunteering effort to deliver expected benefits.

## 2.8 Outcome of options appraisal

Options were scored against the results of the economic, benefit and risks appraisals. The outcome of the detailed scoring process is as follows:

Table 2.6 Options appraisal outcome

	Option			
	2	3	4	6
Cost Benefit Analysis	4	1	3	2
Qualitative Benefits	3	2	1	1
Risks	1	3	4	2
Ranking	2.7	2.0	2.7	1.7

The scores are based on the ranking of each option against each appraisal metric, therefore the lower the score, the better the fit of each option to the aims and objectives of the project. This process shows that the options best suited to achieving the Critical Success Factors is **Option 6 – Smaller Scale Events**.

However, as the political directive for this process was to provide a business case for the Tall Ships’ Race, the remainder of the BJC will present information on delivery of **Option 3 – Tall Ships Reference**.

### **3. THE COMMERCIAL CASE**

#### **3.1 Introduction**

The purpose of the Commercial Case is to describe the proposed deal in relation to Option 3 as outlined in the Economic Case.

#### **3.2 Required services**

The required services which pertain to a host port for the Tall Ships' Race are detailed in the Host Port Contract, which is entered into between STI and the relevant civic authority for the port, in this case SIC, and the accompanying Host Port Manual.

The key requirements specified by the Host Port Contract include:

- STI port fee, STI costs for accommodation, in-port transport and inspection visit;
- Free berthing, tugs and pilotage;
- Crew facilities – toilets, showers, laundry service;
- Shore power, water and connectivity for fleet/trainees;
- Race Office and dedicated staff;
- Media facilities;
- Provision of Sail Trainees and deck hire income to the fleet;
- Social programme – includes Captain, Officer and crew parties, and prizegiving;
- Promotion of sail training to young people and marketing of the event;
- Crew parade and prizegiving ceremony;
- Social, sports and cultural activities for crew;
- Suitable public/spectator facilities with free viewing access to vessels;
- Safe event site and attractions.

#### **3.3 Proposed charging mechanisms**

There is a requirement for direct funding from the Council – in particular, this will cover the port fee chargeable from STI, in the amount of £152,000, and some promotional work which will be directly contracted from the Council to external providers.

The majority of the funding from the Council to Shetland Tall Ships Ltd. will be offered as a grant, and as such will be subject to typical Council grant conditions,

including the requirement to provide the Council with any and all information pertaining to the grant-aided activity and to keep proper financial and other records.

### **3.4 Proposed contract lengths**

Terms of the contract between the Civic Authority and STI endure for the provision of the event in summer 2023, which specifies that the required facilities are available to STI not less than 12 months prior to the start of the event.

### **3.5 Personnel implications (including TUPE)**

There will be a requirement for deployment of some Council staff resources to deliver aspects of the event, including resources from Development and Infrastructure.

### **3.6 Procurement strategy and implementation timescales**

The relationship between Shetland Islands Council and Shetland Tall Ships Ltd. will be governed by a contractual agreement.

Implementation milestones for the Tall Ships' Race Bid are shown at 5.3.2.



## 4. THE FINANCIAL CASE

### 4.1 Introduction

The purpose of this section is to set out the forecast financial implications of Option 3 (as set out in the Economic Case) and the proposed deal (as described in the Commercial Case).

### 4.2 Impact on the organisation's income and expenditure account

The following table summarises the estimated expenditure and funding for Shetland to host the Tall Ships' Race 2023, based on summarised figures from the 2023 bid Cost Plan:

Table 4.1 Summary of Shetland Tall Ships 2023 Cost Plan

<b>EXPENDITURE</b>	<b>£</b>
Company Operations	371,983
Race Management	180,235
Harbour Operations	265,864
Social	761,119
Liaison	25,548
Transport	82,954
Communications	30,388
Vessel Recruitment	112,032
Finance	38,747
Commercial	155,355
Contingency @ 10%	202,422
Inflationary Impact	237,520
<b>Total Expenditure</b>	<b>2,464,167</b>
<b>FUNDING</b>	<b>£</b>
<b>In Kind</b>	
Lerwick Port Authority	125,000
Local Business Sponsors	200,000
Sail Training Shetland	60,000
<b>Income</b>	
Public sector funding	1,390,000
Corporate Sponsorship	450,000
Ticket Sales	125,000
Company Resources	100,000
Other income	50,000
<b>Total Funding</b>	<b>2,500,000</b>
<b>Net Funding Surplus/(Deficit)</b>	<b>35,833</b>

### 4.3 Overall affordability

The above financial summary demonstrates the resources required to deliver the Tall Ships on the basis of the requirements of the Host Port Contract. The funding plan requires a contribution of £1,390,000 from the Council.

#### **4.4 Comparison with Status Quo**

The 'Status Quo' option – Option 2 – requires no additional investment from the Council, while Option 3 – Tall Ships Reference – requires investment of up to £1,390,000.

The Status Quo is therefore more affordable for the organisation than the Tall Ships option.

## **5. THE MANAGEMENT CASE**

### **5.1 Introduction**

This section addresses the 'achievability' of the project; it sets out in more detail the actions that will be required to ensure the successful delivery of the project in accordance with best practice.

### **5.2 Project management arrangements**

While the Host Port Contract will be between STI and SIC, it is proposed that the delivery of the event be undertaken by Shetland Tall Ships Limited, a limited company formed to manage delivery of the 2011 Tall Ships' Race in Lerwick.

Shetland Tall Ships Ltd. will be comprised of volunteer non-executive directors, and will be responsible for delivering the Tall Ships' Race event in Shetland, to deliver on the contract obligations with STI on behalf of SIC. Lerwick Port Authority provide secretarial and accounting functions for the company.

Shetland Tall Ships Ltd. will employ a Project Manager who will be responsible for organisation, business management and safety and risk management of the event. The company will also hire an assistant to the Project Manager for the two year lead up to the event.

The Organising Committee will be made up of the Project Manager and company directors. Specific aspects of the event will be the responsibility of key sub-committees, each of which will report to the Organising Committee:

- Finance and Sponsorship;
- Harbour;
- Liaison;
- Marketing, PR and Communications;
- Social;
- Transport.

### **5.3 Project reporting structure**

The reporting organisation and the reporting structure for the delivery of the Tall Ships' Race are as follows:

**Table 5.1 Reporting Structure**



### 5.3.1 Project roles and responsibilities

These are as follows:

- Shetland Islands Council – will act as the Host Port and contracted authority for the Tall Ships' Race;
- Shetland Tall Ships Ltd. – responsible for delivery of contract obligations on behalf of the Council, including organisation, business management and safety and risk management. Responsible for employment of the Project Manager;
- Project Manager – management of event organisation;
- Organising Committee – oversight and organisation of delivery sub-committees:
  - Finance and Sponsorship Sub-Committee – responsible for financial planning and monitoring, contact with external funding partners, sponsorship strategy and engagement with business;
  - Harbour Sub-Committee – responsible for duties relating to provision of fleet and port facilities, health and safety, risk management and emergency planning;
  - Liaison Sub-Committee – responsible for co-ordination of crew participation schedules, local volunteers and liaison with vessels;
  - Marketing, PR and Communications Sub-Committee – responsible for brand identity, marketing strategy, promotion, media exposure and communications;
  - Social Sub-Committee – responsible for delivery of key social components of the event, including the opening and prize-giving ceremonies, crew parade, crew social programme, spectator programme and programme for media, VIPs, volunteers and sponsors;
  - Transport Sub-Committee – responsible for co-ordination of transport requirements, including public transport and roads access;

### 5.3.2 Project plan

The Outline Project Plan below provides a broad outline of the development milestones for the Business Case process:

**Table 5.2 Outline Project Plan**

<b>Milestone Activity</b>	<b>Timescale</b>
<b>Business Justification Case</b>	
Agreement of Critical Success Factors and Long List of Options	September 2019
Development of Business Justification Case	October 2019
Policy & Resources Committee	25 Nov 2019
Shetland Islands Council	27 Nov 2019
<b>Bid Process</b>	
Development of Shetland Bid Document	Dec 2019/Jan 2020
Submission of Tall Ships' Race Bid	31 January 2020
Review of Bids	Feb-May 2020
Selection of Host Ports for the Tall Ship's Race 2023	May 2020
Signing of Host Port Contract	30 days from notification
<b>Tall Ships' Race 2023</b>	<b>Summer 2023</b>

### 5.4 Outline arrangements for change and contract management

Management of change will be the responsibility of Shetland Tall Ships Ltd. As the contract will be held with between STI and SIC, the strategy, framework and plan for dealing with contract management will follow normal Council contract standards.

### 5.5 Outline arrangements for benefits realisation

tbc

### 5.6 Outline arrangements for risk management

Risk management will be the responsibility of Shetland Tall Ships Ltd. and will be detailed in a Memorandum of Understanding between the Council and the company.

### 5.7 Outline arrangements for post project evaluation

An economic impact assessment will be undertaken by an external provider to ascertain the impacts of the Tall Ships' Race on the local economy. This will be commissioned prior to the event, and will be undertaken immediately following the event. The costs of this evaluation have been accounted for in the cost plan.

The assessment will measure:

- Visitor numbers to the event
- Additional expenditure in the visitor economy related to the event
- Value of media coverage
- Spectator feedback

- Visitor assessment (length of stay, place of origin).

## **5.8 Gateway review arrangements**

Gateway 1 will be the decision of the Council, and committee decisions are scheduled as follows:

- Policy & Resources Committee – 25 November 2019
- Shetland Islands Council – 27 November 2019.

## Appendix 1 – Risks

Risk	Impact	Option 2 - Score			Option 3 - Tall Score			Option 4 - Tall Score			Option 6 - Small Score		
		L	I	Score	L	I	Score	L	I	Score	L	I	Score
Pressure on accommodation providers limits visitor impact	Baseline' accommodation occupancy means that increase in visitors to Shetland, and increase in visitor spend, is minimal	1	1	1	3	2	6	3	2	6	3	2	6
Pressure on external transportation links limits visitor impact	Current capacity of external transport links means that increase in visitors to Shetland, and increase in visitor spend, is minimal	1	1	1	3	2	6	3	2	6	3	2	6
Reputational damage to Council in current financial climate	Provision of large scale investment at a time when the Council is drawing on reserves, cutting services and addressing a budget shortfall leads to mixed messages to stakeholders and/or unrealistic expectations regarding other funding	1	1	1	4	3	12	4	3	12	3	3	9
Economic 'shock' impacts on affordability	External economic factors (e.g. impacts of UK exit from EU) lead to increased cost pressures on the Council which require funding to be reprioritised	1	1	1	3	4	12	3	4	12	3	4	12
The projects experiences significant cost increases and/or budgets are underestimated	The budget provided in the Cost Plan is underestimated, or individual cost items significantly increase due to external factors (e.g. availability) leading to a budget shortfall	1	1	1	2	4	8	3	4	12	2	2	4
Lack of long-term impact on visitor habits	The one-off nature of the Tall Ships Race means that ongoing promotional efforts do not have the same impact or potential for generating future visitor business as regular events (e.g. Up Helly Aa, Shetland Folk Festival)	1	1	1	3	3	9	3	3	9	2	3	6
Displacement of existing activity	The presence of the Tall Ships means that other economic activities, e.g. cruise ship visits, either do not happen or have limited impact	1	1	1	2	3	6	2	3	6	1	1	1
Volunteer fatigue - lack of capacity in local volunteering effort	The capacity in the local volunteer effort is not sufficient to fully resource the requirements of the Tall Ships event, and/or the volunteering requirement is such that other services and events requiring volunteer time experience negative impacts	1	1	1	4	4	16	4	4	16	3	4	12
Increased expectation on Council investment for events	The provision of funding for the Tall Ships event leads to an expectation among other stakeholders that Council funding will be available for other purposes and/or increased in line with other external requirements	1	1	1	4	3	12	4	3	12	3	3	9
Events outwith organisational control impact on event preparations and visitor numbers	Poor weather, industrial action or other uncontrollable events lead to disruption, lower visitor numbers or decreased spend	1	1	1	4	3	12	4	3	12	4	3	12
Limited infrastructure legacy	The Tall Ships event does not provide any ongoing impacts in terms of increased capacity, promotional benefits or local skills development	1	1	1	4	2	8	3	2	6	2	2	4
				11			107			109			81







<b>Meeting(s):</b>	<b>Policy and Resources Committee Shetland Islands Council</b>	<b>25 November 2019 27 November 2019</b>
<b>Report Title:</b>	<b>Crown Estate Income Distribution</b>	
<b>Reference Number:</b>	<b>DV-35-19-F</b>	
<b>Author / Job Title:</b>	<b>Neil Grant Director, Development Directorate</b>	

## 1.0 Decisions / Action Required:

- 1.1 That Policy and Resources Committee RECOMMENDS that the Council RESOLVE to:
- 1.1.1 Grant delegated authority to the Chief Executive, or her nominee, to allocate £1,008,679 of 2019/20 Crown Estate funding allocation in line with priorities detailed in section 3 and para 4.6, subject to satisfactory business case evaluations and/or third party funding applications, and in accordance with Scottish Government conditions and guidelines; and
  - 1.1.2 Continue the Officer Working Group to develop a new scheme for future years Crown Estate monies.

## 2.0 High Level Summary

- 2.1 In September 2019, Shetland Islands Council was allocated £1,008,679 from the net revenue generated by Scottish Crown Estate assets. The purpose of this funding allocation is to ensure that coastal communities benefit from the net revenue generated by the Scottish Crown Estate marine assets out to 12 nautical miles following the recent devolution of the management of the assets.
- 2.2 This report proposes transitional arrangements in relation to the 2019/20 allocation of funding, and recommends the establishment of a working group to develop a new scheme for future years, taking into account any possible funding gaps and local need.

## 3.0 Corporate Priorities and Joint Working:

- 3.1 The ambition to benefit coastal communities links to the Council's Corporate Plan 2016-2020, which sets out a range of priorities to maintain and improve quality of life in Shetland including building community strength by supporting communities to find local solutions to issues they face.
- 3.2 The Crown Estate Fund will contribute to priorities in Shetland's Partnership Plan 2018–2028 in relation to all four priorities, but with a particular reference to Place and Participation:

- Place: “Shetland is an attractive place to live, work, study and invest”
- Participation: People participate and influence decisions or services and use of resources

The Place priority is aimed at ensuring Shetland can attract and retain the people it needs to sustain its economy and communities in the future. One of the key areas of activity in relation to Place, is place-making and locality planning, which aims to create positive and attractive places to live through a programme of work to develop infrastructure and community assets, and encourage inclusive growth, to help make better places.

3.3 The Crown Estate Fund will also contribute towards the remaining priorities in Shetland’s Partnership Plan of : -

- People: Individuals and families thrive and reach their full potential
- Money: All households can afford to have a good standard of living

#### **4.0 Key Issues:**

##### Background

- 4.1 The Council, working in partnership with Orkney Islands Council and Comhairle nan Eilean Siar has, for many years, put forward the case for greater local control of revenues paid to the Crown Estate and ability to utilise those resources to meet local needs. Scottish Government have committed to provide 100% of the net revenue from Scottish Crown Estate marine assets out to 12 nautical miles to local authorities for coastal community benefit.
- 4.2 The management of the Scottish Crown Estate has now been devolved to Scotland along with the Coastal Communities Fund (CCF). Following the recent devolution of the management of the assets, the financial arrangements for Scottish Crown Estate assets and the basis for distribution of the net revenue generated from the marine assets have now been finalised, in order to enable coastal local authorities to fund coastal community benefit in 2019/20.
- 4.3 Annual allocations to local authorities will be distributed in arrears following the finalisation of the annual accounts for the Scottish Crown Estate. The expectation is that local authorities will use the funding for additional expenditure for the specific benefit of coastal communities, ensuring proper transparency and accountability of decision-making to their communities and others for the expenditure.
- 4.4 Each local authority’s allocation is based on an interim formula agreed with COSLA, which is based on a share of total sea area in the 0-12 nautical mile zone adjacent to each local authority. The allocations have been adjusted in line with discussions with COSLA to ensure that each local authority receives a *de minimis* allocation of £1,000. Scottish Government and COSLA have agreed that the formula-based arrangement will be reviewed and discussions on the detail of the review process will continue. Annual allocations to individual local authorities in future are likely to fluctuate as they will depend on the net revenue generated by Scottish Crown Estate marine assets out to 12 nautical miles in the relevant year of Scottish Crown Estate operations that provides the basis for the total allocation.

- 4.5 In September 2019, Shetland Islands Council was allocated £1,008,679 from revenue generated from Scottish Crown Estate assets in 2017/2018.
- 4.6 An informal working group was established earlier this year to consider the distribution of any funding from the Crown Estate for 2019/20. This was led by the Chief Executive and it considered how the funding could be used most effectively and in line with local need. Given the expectation placed on the funding, it is recommended that the overall aim of the funding should be to encourage the development and regeneration of Shetland's communities by awarding funding to projects which aim to create and safeguard sustainable economic growth and jobs, promote inclusive growth, and contribute to poverty reduction.

#### Transitional Arrangements for 2019/20

- 4.7 The timing of the funding announcement (September 2019) has meant that transitional arrangements will be required for 2019/20 funding, pending the development of a new funding distribution scheme. Should all funding not be allocated in the year due to only four months remaining following a decision of the Council, any underspend will be carried forward and earmarked in reserves for this purpose.

#### Future Years

- 4.8 It is proposed that a working group is established to develop a grant scheme in consultation with local communities and Community Planning Partners, and in line with aforementioned corporate priorities, for future distribution of the fund, which will be presented to Policy & Resources Committee next year for approval.

#### Reporting

- 4.9 Scottish Ministers are working with COSLA to ensure proportionate arrangements in relation to reporting of 2019/20 expenditure can be put in place. There will be a requirement to demonstrate transparency and accountability on how the money is spent.

### **5.0 Exempt and/or Confidential Information:**

- 5.1 None.

### **6.0 Implications :**

<b>6.1 Service Users, Patients and Communities:</b>	<p>Shetland's Partnership Plan expressly seeks to address the needs of the whole community. It has a focus on tackling inequalities so in that respect is naturally biased towards investing in those individuals, families and communities who face barriers to being able to thrive or reach their full potential.</p> <p>The new funding distribution scheme will be developed in consultation with communities.</p>
<b>6.2 Human Resources and Organisational Development:</b>	<p>Managing and monitoring Crown Estate funding will result in additional workload for staff within Development Services, which may require additional grant administration resource.</p>

	<p>In order to help develop capacity in the community, assist with the development of a more-long term scheme and support the delivery of place-making on the ground, an additional resource may be required, the costs of which could be met from Crown Estate funding. Any change to staffing resource will form part of the report on the new scheme.</p>
<b>6.3 Equality, Diversity and Human Rights:</b>	<p>Any projects funded through this scheme will require an integrated impact assessment which will consider any equality, diversity and human rights issues in relation to each project.</p>
<b>6.4 Legal:</b>	<p>Any investment decisions made by the Council in relation to the Crown Estate funding must comply with all Scottish Government conditions and guidelines for the funding.</p> <p>Any support mechanism provided to a third party by the Council, such as grant funding, would require specific conditions of award, as per normal procedures.</p>
<b>6.5 Finance:</b>	<p>For 2019/20 there is £1,008,679 of funding been allocated to the Council. This is an additional resource to be applied to meet Council priorities, which are not already provided for in the 2019/20 approved budget.</p> <p>Future funding will fluctuate depending on the level of net revenue generated by the Scottish Crown Estate and changes to the interim arrangements.</p> <p>The Crown Estate monies can be used to provide up to 100% of eligible project costs up to the total of the annual fund.</p>
<b>6.6 Assets and Property:</b>	<p>None at this stage.</p>
<b>6.7 ICT and New Technologies:</b>	<p>There are no ICT implications regarding this report.</p>
<b>6.8 Environmental:</b>	<p>All projects which receive a grant from Crown Estate funding will have been considered on their merit and will either have no impact or a positive impact on the local environment, or the ability to mitigate any negative impacts.</p>
<b>6.9 Risk Management:</b>	<p>Careful consideration of projects receiving funding and monitoring projects throughout the process will minimise risks.</p> <p>Project applications will utilise existing procedures, which provide transparency and accountability for the use of public funds, and the expertise of officers within the Development Directorate.</p>
<b>6.10 Policy and Delegated Authority:</b>	<p>In accordance with section 2.3.1 of the Council's Scheme of Administration and Delegations the Policy and Resources Committee has delegated authority to secure the co-ordination, control and proper management of the financial affairs of the</p>

	Council, and has referred authority to make recommendations to the Council as to the level of any expenditure not provided for in the annual budgets.	
<b>6.11 Previously Considered by:</b>	None.	

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Date Cleared: 19 November 2019

**Appendices: None**

**Background Documents: None**





<b>Meeting(s):</b>	<b>Risk Board</b>	<b>10 September 2019</b>
	<b>Policy and Resources Committee</b>	<b>25 November 2019</b>
<b>Report Title:</b>	<b>Business Continuity</b>	
<b>Reference Number:</b>	<b>GL-21-19-F</b>	
<b>Author / Job Title:</b>	<b>Ingrid Gall, Resilience Advisor</b>	

## 1.0 Decisions / Action required:

- 1.1 That Policy and Resources Committee RESOLVE to approve the SIC Business Continuity Management Policy. The Policy was presented to the Risk Board on 10 September 2019 and amendments have been incorporated.

## 2.0 High Level Summary:

- 2.1 An audit was conducted in 2018/19 into how Business Continuity is undertaken across the Council. As part of that audit an action plan was created and this report is to introduce and consider the attached Business Continuity Management Policy, one of the actions highlighted, to ensure it is appropriate for the Council's requirements.

## 3.0 Corporate Priorities and Joint Working:

- 3.1 High standards of governance, that is, the rules on how we are governed, will mean that the Council is operating effectively and the decisions we take are based on evidence and supported by effective assessments of options and potential effects.
- 3.2 Our approach to managing the risks we face will have resulted in a more risk-aware organisation that avoids high-risk activities.
- 3.3 Our performance as an organisation will be managed effectively, with high standards being applied to the performance of staff and services. Poor performance will be dealt with, and good service performance will be highlighted and shared.

## 4.0 Key Issues:

- 4.1 The audit of the Council's Business Continuity has highlighted the requirement to have a Policy to underpin the Business Continuity Management process. An updated Business Continuity Management Policy is attached as Appendix 2.
- 4.2 A Council wide exercise should be considered, however this will require a specific budget to be identified. These have been undertaken in previous years and run over three and four days with a Consultant in conjunction with the Emergency Planning & Resilience Service. A separate report on this proposal will be considered by this Committee ahead of budget setting next year.

<b>5.0 Exempt and/or confidential information:</b>	
5.1	None.
<b>6.0 Implications:</b>	
<b>6.1 Service Users, Patients and Communities:</b>	Business Continuity Plans are for the Council to ensure it can continue to provide services in the event of an incident affecting one or more services the Council provide(s).
<b>6.2 Human Resources and Organisational Development:</b>	<p>Business Continuity applies to all activities and functions across the Council.</p> <p>Arrangements in Business Continuity Plans should consider implications on the workforce and, that if invoked, ensure that the impact on staff is minimised and their health, safety and well-being is supported in those arrangements.</p>
<b>6.3 Equality, Diversity and Human Rights:</b>	None identified.
<b>6.4 Legal:</b>	The Council has a statutory duty under the Civil Contingencies Act 2004 (Contingency Planning) (Scotland) Regulations 2005 to have Business Continuity Plans, in place and tested, across the organisation.
<b>6.5 Finance:</b>	There are no additional costs associated with approving this updated Policy. However, should the Council decide, in due course, to undertake a Council wide exercise, because of the number of services involved, this would need to be run over three to four days. In view of the amount of work involved and the Emergency Planning & Resilience Service consisting of only one member of staff, this would need to be contracted out. This should be taken into account when setting budgets for 2020/21.
<b>6.6 Assets and Property:</b>	The BC Plan template was amended to reflect the requirement to contact Assets, Commissioning and Procurement in the event of an incident as they have the best and current knowledge of accommodation that is available to be able to relocate services.
<b>6.7 ICT and new technologies:</b>	Use the new internal facing website to ensure consistent storage and access to BCPs, version control, revision dates and reminders for review.
<b>6.8 Environmental:</b>	This report has no direct environmental implications.
<b>6.9 Risk Management:</b>	A number of concerns and risks were identified in the Audit report and the action plan ensures these are addressed.
<b>6.10 Policy and Delegated Authority:</b>	Corporate Management Team periodically meets as the Risk Board to discharge the Terms of Reference of the Risk Board including the Council's risk management governance arrangements.



	<p>The Chief Executive will retain overall responsibility for Business Continuity arrangements within Shetland Islands Council.</p> <p>The SIC Business Continuity Management Policy should be reviewed every three years or following a significant change to its content, then approved by the Risk Board and the Policy and Resources Committee.</p>	
<b>6.11 Previously considered by:</b>	The Internal Audit report and Business Continuity Management Policy was considered by CMT and the Risk Board.	

12<sup>th</sup> November 2019

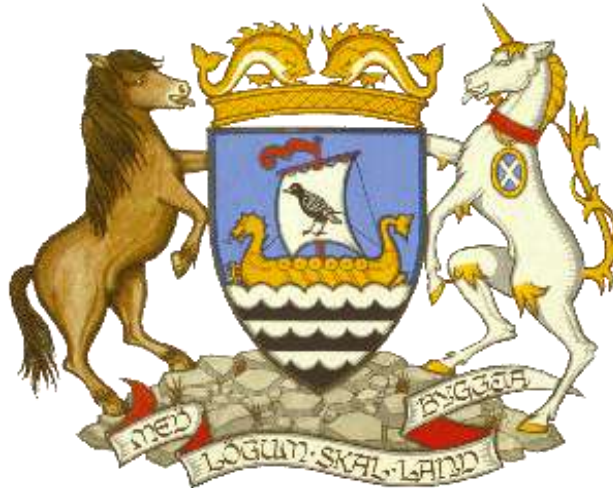
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**Appendices:**

Appendix 1 – SIC Business Continuity Management Policy  
Appendix 2 – Action Plan - Business Continuity Management



# Shetland Islands Council



## Business Continuity Management Policy

Version 1.3 October 2019

## 1. Introduction

This policy provides the framework within which Shetland Islands Council ensures compliance regarding duties relating to Business Continuity, in accordance with statute and relevant guidance.

**The Civil Contingencies Act 2004, Section 2 (1)(c) places a duty on all Category 1 responders, including Local Authorities, to maintain plans for the purpose of ensuring, so far as is reasonably practicable, that if an emergency or disruptive incident occurs, statutory functions continue to be performed.**

## 2. Definition of Business Continuity

For the purpose of this policy, business continuity is defined as, the capacity of an organisation to adapt in order to sustain an acceptable level of function, structure and identity following a disruptive incident.

## 3. Scope

The policy applies to all activities and functions across all services of the Council.

## 4. Policy Statement

The Council maintains Business Continuity Plans which will:

- Have regard to:
  - The Business Continuity Institute Good Practice Guidelines.
  - Preparing Scotland – Having and Promoting Business Resilience.
- Maintain plans to minimise the impact to Council services whilst responding to any emergency.
- Form part of corporate governance arrangements within the Council.
- Ensure that Council members, Directors, Executive Directors, staff and those working voluntarily or under contract to the Council are:
  - Aware of this policy at a level of detail appropriate to role.
  - Aware of the requirement to comply with it.
  - Through the provision of appropriate resources (including induction, training and support), enabled to fulfil any role assigned, in connection with business continuity management.
- Where products or services are outsourced, ensure that conditions relating to the business continuity arrangements of providers are included in such a contract and such arrangements are included within the scope of the Council's Business Continuity Plans.

## 5. **Benefits**

This policy provides a clear commitment to business continuity management. During normal business and at times of heightened activity, effective business continuity will enable the Council to:

- Continue to provide critical services to the public during times of disruption.
- Make best use of personnel and other resources at times when both may be scarce.
- Reduce the period of disruption to the Council and community.
- Resume normal working more efficiently and effectively after a period of disruption.
- Comply with standards of corporate governance.
- Improve the resilience of the Council's infrastructure to reduce the likelihood of disruption.
- Reduce the operational and financial impact of any disruption.
- Comply with its legal duties.

## 6. **Roles and Responsibilities**

6.1 The Chief Executive retains overall responsibility for Business Continuity arrangements within Shetland Islands Council. The Chief Executive ensures that Business Continuity Management is subject to appropriate audit.

6.2 The Director of Corporate Services is responsible for:

- Business Continuity Management.
- Ensuring roles, responsibilities and processes in relation to Business Continuity arrangements are documented and appropriately assigned.
- Ensuring adequate resources are available within Corporate Services to provide advice and support to the management of all Council Services for the discharging of responsibilities for Business Continuity.
- The review of this policy triennially or following a significant change to its content.

6.3 All Directors will:

- Put in place an effective Business Continuity Plan for their business functions.
- Ensure Executive Managers within their Directorates have in place effective Business Continuity Plans across their service areas.

6.4 All Executive Managers will:

- Put in place a Business Continuity Plan for all functions within their remit.
- Put in place adequate resources within their respective service areas to maintain business continuity arrangements.
- Exercise Business Continuity Plans.
- Ensure all services' staff are aware of, and when appropriate, trained in their role in any business continuity arrangements.
- Where products or services are outsourced, ensure any contracts are subject to considerations relating to the business continuity arrangements of the Council and the ability of the supplier to meet these conditions.
- Carry out a Business Impact Analysis in respect of their service areas. These analyses are to be reviewed annually or following a significant change:
  - To products or services relative to that service.
  - Outsourcing activity providing that product or service.
  - Service or Council priorities.
  - Legal or Regulatory requirement.

6.5 The Executive Manager - ICT will provide assistance to the Director of Corporate Services for the management of Business Continuity.

6.6 The Executive Manager – Governance and Law will provide assistance to the Director of Corporate Services by:

- Ensuring there is appropriately trained staff to provide advice or assistance in Business Continuity Management.
- Reporting on Business Continuity activity across all services to the Corporate Management Team, annually.
- Ensuring Business Continuity arrangements are integrated with the risks identified in the Corporate Risk Register.

6.7 The Resilience Advisor will:

- Advise all Council services with regard to the completion of Business Continuity Plans.
- Ensure the Council has an adequate system for the storage, review and monitoring of the Council's Business Continuity Plans.

# Document control Sheet

## Review/Approval History

Date	Name	Position	Version Approved
August 2019	Ingrid Gall	Resilience Advisor	V1.0
September 2019	Ingrid Gall	Resilience Advisor	V1.1
October 2019	John Taylor	Consultant	V1.2

## Change Record Table

Date	Author	Version	Status	Reason
03-09-19	Ingrid Gall	V1.1	Draft	Comments following circulation prior to approval.
25.10.19	John Taylor	V1.2	Draft	Comments following circulation prior to approval.

## Status Description

Final – The document is complete and is not expected to change significantly. All changes will be listed in the change record table.





## 2018/19 Follow-up Monitoring

### Action Plan

Audit Comment	Business Continuity Policy	Priority	High	Responsible Officer	Executive Manager – Governance and Law	Due Date	<del>30/08/19</del> 30/11/19
Findings, Concerns & Risks				Recommendation		Response	
<b>Findings</b>  A policy was developed in March 2006 but has not been reviewed for a number of years. The policy does not appear to be located on the Council Intranet. It is understood that a new policy is in the process of being drafted by the Resilience Advisor.  <b>Concerns &amp; Risks</b> 1. There is an overall lack of governance arrangements in place in relation to business continuity.  2. In the absence of an up to date policy or strategy being communicated effectively, there is a lack of emphasis being placed on the importance of having an up to date BCP. This has resulted in an inconsistent approach to developing plans and could lead to the organisation being underprepared in the event of an incident.  3. The roles and responsibilities for ensuring Services have BCPs in place are not clearly defined resulting in a lack of accountability.				The new policy should be finalised as a priority, presented for approval to Committee, and circulated to all those responsible for business continuity management throughout the Council.  It is recommended that this policy include Service requirements for completing plans, roles and responsibilities of key officers, testing and update requirements and steps for monitoring policy compliance.		The new policy will be finalised and communicated to all service users.  The new policy will be presented to Policy and Resources or CMT for approval.	

Audit Comment	Incomplete and out of date BCPs	Priority	High	Responsible Officer	Executive Manager – Governance and Law	Due Date	<del>31/10/19</del> 31/12/19 or 31/01/20
Findings, Concerns & Risks				Recommendation		Response	
<b>Findings</b>  A sample of 21 Services was selected to ascertain whether a BCP had been completed. The relevant Executive Manager or Team Leader was contacted requesting a copy of their plan along with some additional information such as revision dates, storage, access, testing, etc.  It was identified that 18 of the Services have a BCP plan in place. However, only 9 of these have been reviewed during 2018, five of which were reviewed in October 2018 after the information was requested by Internal Audit. As plans are not being regularly reviewed and updated, many of them contain out of date information. This includes staffing numbers not being accurate, section recovery team information				1. An up to date version of the Council's preferred BCP template should be issued to all Services to update/create their plans. This will ensure a consistent approach throughout the Council. Completed plans should be sent to Emergency Planning and Resilience.		A new version of the template will be created that will cover all required areas. A report will be presented to CMT highlighting that the use of the template is mandatory by all service areas with a date of 31/10/19 set for Services to update their plans.	

## 2018/19 Follow-up Monitoring

<p>being out of date, current location and recovery location being inaccurate and contact details referring to previous employees.</p> <p>Seven of the plans received are on different templates to the one available from Emergency Planning. As a result of this, plans are missing important information and criteria that is recorded on the template. This includes invocation criteria, Section Recovery Team details, roles and responsibilities, recovery time objectives and contact details. Many locations are only recording internal extension numbers for key members of staff or stating "refer to internal directory". In the absence of mobile numbers, it may not be possible to contact key personnel in the event of an incident.</p> <p><b>Concerns &amp; Risks</b></p> <p>1. With BCPs being out of date, missing important information or even not existing in some areas, the recovery of a Service may be delayed impacting on the continuity of the organisation.</p> <p>2. In the absence of mobile numbers, key personnel may not be contactable in the event of an incident.</p> <p>3. The lack of consistency means that different approaches may be taken by services, which may further adversely affect the recovery and business continuity of the Council as a whole.</p>	<p>2. The Executive Manager – Governance &amp; Law should ensure that all services throughout the Council are covered by an up to date BCP and should report to CMT/Risk Board periodically on the compliance with the Business Continuity policy.</p> <p>3. BCPs should include out of hours contact details for key personnel to ensure the recovery of a service can happen in a timeous manner.</p>	<p>Recommendation 2 accepted.</p> <p>Information on the required contact details will be included in the template and policy to guide service areas.</p>
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Audit Comment	Recovery Locations	Priority	Medium	Responsible Officer	Executive Manager – Governance and Law	Due Date	31/10/19 - complete
Findings, Concerns & Risks				Recommendation		Response	
<p><b>Findings</b></p> <p>The Lessons Learned exercise carried out by Zurich Municipal was reviewed as part of the audit. An action raised during this exercise stated that BCPs should say 'contact Capital Programme' for alternative accommodation, rather than self-determining alternative locations. None of the BCPs reviewed state that Capital Programme Service must be contacted.</p> <p>The recovery location for ET and Taing Support Services state that service users must be transferred to Newcraigielea in the event of an incident while alternative arrangements are put in place. Given the close proximity of both locations, it is possible that both buildings could be affected by the same incident so the recovery location would not be available.</p> <p>The Schools Service has one generic BCP covering all schools. The recovery locations state that, in the event of an incident, the school should relocate to a neighbouring school or public hall. This may</p>				<p>1. Each plan should be updated to reflect the requirement to contact Assets, Commissioning and Procurement Service (previously Capital Programme Service) in the event of an incident as they will have the best knowledge of accommodation that is available to relocate services.</p> <p>2. Consideration should be given to whether the larger primary and high/junior high schools should have</p>		<p>The new template and policy will include guidance on recovery locations and the requirement to contact Asset, Commissioning and Procurement.</p> <p>Discussions will be held with relevant officers and a decision made on whether individual schools should have their own BCP.</p>	

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<p>not be possible for the larger primary schools or high/junior high schools who will have a much larger number of staff and pupils to relocate.</p> <p><b>Concerns &amp; Risks</b></p> <p>1. By stating specific recovery locations in the BCP rather than requiring the Capital Programme to be contacted, services are assuming that such a location will be available in the event of an incident, and that there will be no 'overlap' with the relocation plans of other services who may also be affected.</p> <p>2. The Schools Service may be underprepared in the event that a large primary or high/junior high school has to be relocated as the BCP is not specific.</p>	<p>specific plans in place for recovery in the event of an incident.</p>	
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Audit Comment	Storage and Testing	Priority	Medium	Responsible Officer	Executive Manager – Governance and Law	Due Date	31/12/19 31/03/20
Findings, Concerns & Risks				Recommendation		Response	
<p><b>Findings</b></p> <p>All plans are stored on the O:Drive for each service so are readily available to staff. Some of the services also hold paper copies in various locations such as 'grab bags' or other offices.</p> <p>Responses received from plan holders indicates that the majority of plans have not been subject to any form of testing.</p> <p><b>Concerns &amp; Risks</b></p> <p>1. BCPs may not be practical or effective as they have not been subject to any method of testing.</p> <p>2. BCPs may not be accessible in the event of a network outage if this is the only area they are stored.</p>				<p>1. Services should contact Emergency Planning and Resilience who will be able to provide guidance on testing methods for BCPs. As a minimum, a desktop exercise should be carried out with the Section Recovery Team to ensure it appears practical on paper and that different scenarios have been considered.</p> <p>2. Data Protection implications must be considered in relation to the storage of, and access to, all plans, and must be included in any policy / strategy / framework.</p>		<p>The workshops and training provided allowed for plan holders to access help in creating, updating and testing plans.</p> <p>Testing and exercising of individual BCPs has always been the responsibility of plan holders. Council wide BC exercises are held periodically, the last one being in 2012. However, it is expensive to hold Council wide exercises and a specific budget would need to be identified.</p> <p>A new website is being developed as part of the Digital First strand of the Business Transformation Programme. Discussions have been held with ICT over the storage of BCPs on an inward facing portal on the</p>	

## 2018/19 Follow-up Monitoring

		website. This will ensure consistent storage and access to BCPs. It will also provide details on version control, revision dates and can provide reminders for review.
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<b>Meeting(s):</b>	<b>Policy and Resources Committee</b>	<b>25 November 2019</b>
<b>Report Title:</b>	<b>Property Disposal</b>	
<b>Reference Number:</b>	<b>ACP-15-19-F</b>	
<b>Author/ Job Title:</b>	<b>Robert Sinclair, Executive Manager – Assets, Commissioning and Procurement</b>	

## 1.0 Decisions / Action required:

- 1.1 That the Policy and Resources Committee RESOLVES to instruct the Executive Manager – Assets, Commissioning and Procurement to;
- 1.1.1 Offer Quendale House, in Lerwick for sale on the open market; and,
- 1.1.2 Should an offer be received that represents market value, to dispose of the property.

## 2.0 High Level Summary:

- 2.1 Quendale House in Lerwick has been vacant since 31 January 2019. No alternative use has been identified for the property and its condition is deteriorating.
- 2.2 A title restriction likely to have limited its market value is now extinguished.
- 2.3 This report recommends that the property should now be disposed of on the open market.

## 3.0 Corporate Priorities and Joint Working:

- 3.1 The proposal set out in this report supports 'Our Plan 2016 to 2020' by reducing the Council's estate and living within our means.
- 3.2 Accommodation Rationalisation is also a key component within the Council's Business Transformation Programme.

## 4.0 Key Issues:

- 4.1 Quendale House in Lerwick was used as Council offices until 2013.
- 4.2 The property previously belonged to Shetland Leasing and Property Developments Ltd (SLAP) with the Council bound into a long lease. In 2008, the Council was able to secure Scottish Government funding to purchase the property from SLAP. The price paid was £250,000. The conditions relating to that funding required that

	if the Council were to sell the property prior to March 2018 the funding had to be paid back in full.
4.3	In 2014, the property was advertised for offers to lease. Two offers were received, both of which included a buyout option in year 3 of the lease (at the point the funding condition expired).
4.4	Policy and Resources Committee subsequently resolved to instruct officers to accept one of those offers and to enter into a lease (Min Ref: 60/14).
4.5	The lease began on 16 January 2015 but was ended by mutual agreement in 31 January 2019. Since then the property has been vacant.
4.6	No alternative use has been identified for the property and its condition is deteriorating rapidly.
4.7	Prior to the period of SLAP ownership, the property belonged to British Telecom who applied a title restriction, specifying that the property could only be used as office premises. Recent changes to the law have rendered this restriction unenforceable, but to put the matter beyond doubt, BT have agreed to grant a formal discharge.
4.8	The Implementation Plan associated with the Council's draft Property Asset Management Strategy highlights Quendale House as a property for disposal.
4.9	For the reasons set out above, it is recommended that the Council proceed to dispose of the property on the open market.
<b>5.0</b>	<b>Exempt and/or confidential information:</b>
5.1	None.
<b>6.0</b>	<b>Implications:</b>
<b>6.1 Service Users, Patients and Communities:</b>	Any capital receipt realised from the sale of this property would be applied to funding the Council's Asset Investment Plan, reducing the draw on reserves to the benefit of service delivery.
<b>6.2 Human Resources and Organisational Development:</b>	None.
<b>6.3 Equality, Diversity and Human Rights:</b>	None.
<b>6.4 Legal:</b>	Governance and Law provide advice and assistance on the full range of Council services, duties and functions including those included in this report.
<b>6.5 Finance:</b>	In addition to any capital receipt achieved, disposing of this property would remove the Council's exposure to annual revenue costs of around £20k per annum.

<b>6.6 Assets and Property:</b>	Disposal of this property would reduce the Council's estate and would eliminate the risks and costs associated with continued ownership.	
<b>6.7 ICT and new technologies:</b>	None	
<b>6.8 Environmental:</b>	None.	
<b>6.9 Risk Management:</b>	<p>Failure to proceed with the sale of this property is likely to reduce the value of any capital receipt as the condition of the building is deteriorating.</p> <p>Disposal would eliminate the residual risks associated with holding any vacant property such as break-ins, vandalism and damage to third party property.</p>	
<b>6.10 Policy and Delegated Authority:</b>	The Policy and Resources Committee has delegated authority for matters relating to asset management.	
<b>6.11 Previously considered by:</b>	N/A	

**Contact Details:**

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18 November 2019

**Appendices:**

None

**Background Documents:**

None

END