**To:** **All Members of Cabinet:**
 **R.J. Phillips (Leader)**
 **Mrs. L.O. Barnett**
 **P.J. Edwards**
 **Mrs. J.P. French**
 **J.C. Mayson**
 **D.W. Rule MBE (Deputy Leader)**
 **R.V. Stockton**
 **D.B. Wilcox**
 **R.M. Wilson**

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| | |
|---|---|
| Your Ref: | |
| Our Ref: | NMP/SAHC |
| Please ask for: | Mr. N.M. Pringle |
| Direct Line/Extension: | (01432) 260044 |
| Fax: | (01432) 340189 |
| E-mail: | npringle@herefordshire.gov.uk |

6th December, 2006

Dear Councillor,

**MEETING OF CABINET**
**THURSDAY, 14TH DECEMBER, 2006 AT 2.00 P.M.**
**THE COUNCIL CHAMBER, BROCKINGTON, 35 HAFOD ROAD, HEREFORD**


**AGENDA (06/11)**


**HEREFORDSHIRE COUNCIL - NOTICE UNDER REGULATION 15 OF THE LOCAL AUTHORITIES (EXECUTIVE ARRANGEMENTS((ACCESS TO INFORMATION) REGULATIONS 2000 (AS AMENDED)**

Notice is hereby given that the following report contain a key decision.  When the decision has been made, Members of the relevant Scrutiny Committee will be sent a copy of the decision notice and given the opportunity to call-in the decision.

| Item No | Title | Portfolio Responsibility | Scrutiny Committee | Included in the Forward Plan Yes/No |
|---|---|---|---|---|
| 10 | Future Social Care Needs For Older People and Adults with Learning Disabilities in Herefordshire | Social Care Adults and Health | Adult Social Care and Strategic Housing | No |


1. **APOLOGIES FOR ABSENCE**

    To receive any apologies for absence.

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County of Herefordshire District Council, PO Box 240, HEREFORD, HR1 1ZT
Main Switchboard (01432) 260000 - www.herefordshire.gov.uk

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2. **DECLARATIONS OF INTEREST**

To receive any declarations of interest by Members in respect of items on this agenda.

3. **MANAGING PERFORMANCE MANAGMENT**

To report the results of the recently completed audit of performance management and the process for responding to the Audit Commission. *(Pages 1 - 6)*

4. **SCHOOL TRANSPORT**

This report answers the request to assess the impact of the introduction of charges for those pupils admitted to year 7 in St. Mary's RC High School and The Bishop of Hereford's Bluecoat High School in September 2006 and secondly to inform Cabinet of proposals within the Education and Inspections Act 2006.
*(Pages 7 - 14)*

5. **CORPORATE ICT STRATEGY**

To seek approval of the proposed ICT Strategy. *(Pages 15 - 92)*

6. **BROMYARD COMMONS**

To consider the proposed action in terms of future management and governance of Bromyard Common. *(Pages 93 - 96)*

7. **ANNUAL MONITORING REPORT 2005-06**

To approve the second Annual Monitoring Report 2005-2006 and its formal submission to the Secretary of State. *(Pages 97 - 160)*

8. **LOCAL DEVELOPMENT SCHEME**

To approve the revised Local Development Scheme. *(Pages 161 - 190)*

9. **POLICY STATEMENT FOR THE USE OF THE RIVERS WYE AND LUGG**

To approve the draft Policy Statement for the Use of the Rivers Wye and Lugg as the basis for public consultation. *(Pages 191 - 232)*

10. **FUTURE SOCIAL CARE NEEDS FOR OLDER PEOPLE AND ADULTS WITH LEARNING DISABILITIES IN HEREFORDSHIRE**

To consider the findings and recommendations of the review of future social care needs of older people and people with learning disabilities and the services needed to meet them. *(Pages 233 - 320)*

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## 11.  INTEGRATED COMMUNITY EQUIPMENT SERVICES

To note changes proposed by central government to the delivery of community equipment services nationally and to highlight pressures on the pooled revenue budget and requirement for capital investment.  *(Pages 321 - 332)*

Yours sincerely,

**N.M. PRINGLE
CHIEF EXECUTIVE**

Copies to: Chairman of the Council
     Chairman of Strategic Monitoring Committee
     Vice-Chairman of Strategic Monitoring Committee
     Chairmen of Scrutiny Committees
     Group Leaders
     Directors
     Head of Legal and Democratic Services

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- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.

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- The nearest bus stop to Brockington is located in Old Eign Hill near to its junction with Hafod Road. The return journey can be made from the same bus stop.

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# COUNTY OF HEREFORDSHIRE DISTRICT COUNCIL

# BROCKINGTON, 35 HAFOD ROAD, HEREFORD.

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# MANAGING PERFORMANCE MANAGEMENT

## PORTFOLIO RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE

**CABINET**                                              **14TH DECEMBER, 2006**

## Wards Affected

County-wide.

## Purpose

To report the results of the recently completed audit of performance management and the process for responding to the Audit Commission.

## Key Decision

This not a key decision.

## Recommendations

**THAT the report be noted.**

## Reasons

1. In 2005, the corporate assessment process found that performance management was the weakest area of the Council's overall arrangements. The Audit Commission has now re-examined performance management and assessed progress over the last twelve months. The two-week audit covered processes, systems and procedures as well as the extent to which these are now embedded in the culture of the Council. Three key services were used to test the development of a performance management culture – adult social care, children's social care and benefits.

2. The main conclusion of the audit is that the Council is making steady progress in strengthening its performance management arrangements and in embedding a performance culture. However the report makes it very clear that the Council still has a long way to go and needs to move even faster in future if it is to bridge the gap between itself and what the Commission has identified as best practice local authorities.

3. The audit found that arrangements for managing performance in the two social care areas are improving steadily. These arrangements have been criticised in the past by various inspectorates. As a result of these improvements, the Commission consider it less likely that serious under-performance will go unreported in future. However, as with corporate arrangements, more needs to be done, particularly in children's social care, to ensure that improvements are sustained in line with corporate policy and embedded across the services.

4. Arrangements for managing performance in benefits were found to have improved significantly over the past year with particular strengths around workload monitoring and the setting of individual targets.

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Further information on the subject of this report is available from
Tony Geeson, on 01432 261855

5. The audit report makes fourteen recommendations grouped under four headings:

   o Performance management culture and organisation

   o Partnerships, priorities and planning

   o Monitoring, analysing and reporting and

   o Managing individual performance

   These recommendations are attached at Appendix 1

6. The recommendations are now being considered by those directly involved in the audit, directorate improvement staff, policy and performance, communications, human resources, the senior management team and corporate management board. An action & communications plan will be developed for the Audit Committees meeting on 19th January 2007. A formal response will then be made to the Audit Commission.

7. Performance management has been the subject of considerable work and investment since the corporate assessment in 2005. It is one of the key areas in the overall improvement plan and central to the Herefordshire Connects transformation programme. The network of improvement managers is being established with two officers in post and a third appointed. The children and young peoples post is still not filled on a permanent basis and this remains a risk.

8. The audit clearly expects the Council to maintain its current focus on:

   o streamlined, fit for purpose, processes and crucially,

   o establishing a culture of continuous improvement across members and officers

   if it is to achieve, and demonstrate that it is achieving, fundamental service improvement over the next 12 months.

## Considerations

1. The audit was undertaken as part of the 2006/07 audit & inspection plan. It is likely that the adequacy of the council's performance management arrangements will continue to be scrutinised by the Audit Commission and other inspectorates. The ways in which this will be done are not yet clear.

2. It is important to remember that this audit did not examine the actual performance of the council's services. These are the subject of individual, annual, service assessments or inspections. This audit examined the adequacy of the council's arrangements for securing high performance.

3. The council's response needs to be robust, to have wide ownership and to be communicated well across the organisation, with partners and to the public if it is to succeed. The planned consultations are intended to maximise the chances of success, meet any future requirement of the auditors / inspectors and public expectations of quality public services.

## Risk Management

The audit is a fundamental part of the 'harder test'.  The findings, and in particular the council's response, will have a significant bearing on future audits and inspections as well as the authority's wider reputation.

## Alternative Options

None, the Council has to respond to the audit recommendations.

## Consultees

Staff who contributed to the audit, directorate improvement managers, policy, human resources and communications staff, senior management team and the corporate management board.

## Appendix

Recommendations of the audit.

### Background Papers

Managing performance management 2006/07 – Audit Commission, September 2006

| Audit Recommendations | |
|---|---|
| **Performance management culture and organisation** | |
| A framework for managing performance | R1. Construct and communicate a high-level model that clearly and simply identifies how the Council intends to assess and measure its level of performance and rate of improvement |
| Developing a performance culture | R2. Develop and implement a consistent strategic approach to embedding a performance management culture |
| Structural arrangements for managing performance | R3. Ensure that the respective roles and responsibilities of the Council's partnership team and the directorate performance management officers are clear |
| Engaging members in managing performance | R4. Ensure that members, both at cabinet and overview and scrutiny level are fully involved in, and integrated into, the Council's performance management arrangements |
| **Partnerships, priorities and planning** | |
| Managing performance in a partnership context | R5. Decide on the extent to which the Council will integrate its own service planning, priorities and performance management arrangements with those of its key partners in the Herefordshire Partnership |
| Developing a priorities framework | R6. Develop a simpler, clearer set of priorities – each with a basket of indicators and measures designed to provide a high-level picture of progress |
| Service and improvement planning | R7. Ensure that the role, purpose and content of service plans clearly links to the high-level set of indicators and measures, and reflects the approach the Council has decided to adopt in linking with partnership priorities |
| **Monitoring, analysing and reporting** | |
| Data collection and quality | R8. Produce regular high-level strategic assessments of performance trends, identifying, where relevant, barriers and levers to performance improvement |
| Directorate and divisional reporting | R9. Develop the current performance reporting process to provide both a more consistent approach to reporting performance within directorates, and a clearer, higher-level report of progress against priorities |

| Audit Recommendations | |
|---|---|
| Dealing with under performance | R10. Improve the way in which remedial action to address poor or under-performance is both presented and progress against it reported at corporate as well as directorate level |
| Reporting to members | R11. Ensure that there is a better consistency and purpose in the reporting of performance to executive and non-executive members |
| **Managing individual performance** | |
| The SRD process | R12. Improve the quality assessment of the SRD process to ensure that, among other things, individual targets are linked to service and corporate targets |
| Directors performance reviews | R13. Ensure that there ate clear links between the action points in the Directors' Performance Review meetings and the issues discussed at DMTs and other management and team meetings within the directorates |
| Sanctions, reward and support | R14. Place more emphasis on the celebration and rewarding of success |

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HEREFORDSHIRE COUNCIL

# SCHOOL TRANSPORT
# (1) DENOMINATIONAL TRANSPORT
# (2) PROPOSALS WITHIN THE EDUCATION & INSPECTIONS ACT 2006

## PORTFOLIO RESPONSIBILITY: CHILDREN AND YOUNG PEOPLE

**CABINET**                                                                   **14TH DECEMBER, 2006**

## Wards Affected

County-wide

## Purpose

This report answers the request to assess the impact of the introduction of charges for those pupils admitted to year 7 in St. Mary's RC High School and The Bishop of Hereford's Bluecoat High School in September 2006 and secondly to inform Cabinet of proposals within the Education and Inspections Act 2006.

## Key Decision

This is not a Key Decision

## Recommendation

**THAT (a)     to note the introduction of charges has had no discernible impact on the popularity nor mix of students attending the two aided high schools; and**

**(b)     to note the Education and Inspections Act 2006 has no clauses which would improve support for, or make radical changes to the transport arrangements for pupils in Herefordshire.**

## Reasons

To advise Cabinet of the impact of the introduction of charges.

## Considerations

1.     In July 2005 the Cabinet resolved to introduce charges for pupils who occupy a denominational place and live further than the statutory walking distance from school.  The charges set did not cover full costs, and dispensation was allowed for the third child attending school and for students from low income families.  There was particular concern that admissions to the 2 aided high schools would be dominated by children from families who could afford the charges.

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Further information on the subject of this report is available from
George Salmon, Head of Commissioning & Improvement - Schools & Services on 01432 260802

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2.      Information on those attending these 2 schools for admissions over the last 3 years is set out in Appendix 1. This does not reveal any adverse impact either in terms of the overall popularity of the schools or in terms of the number of church places offered.

3.      A further more detailed analysis of the family background of pupils is set out in Appendix 2.  Categories A, B and C represent more affluent families.  Year 7 pupils were admitted in September 06 (i.e. entitled riders subject to charge), Year 8 and Year 9 students were admitted in September 2005 and 2004 respectively when free transport was provided for entitled riders.  No discernible pattern of increased numbers from affluent families and corresponding reduction of those from low income families is apparent.

4.      The Education & Inspections Act 2006 contains a number of clauses on school transport.  This would extend entitlement to students from low income households to free transport to any of the 3 nearest secondary schools to their home assuming they live more than 2 miles away and less than 6 miles away.  Such is the distribution of schools in the Country that this would not increase entitlement to any significant number of pupils, beyond those already enjoying dispensation under the existing policy.

5.      In addition pupils from low income households will be eligible for free transport if they choose a secondary school up to 15 miles away where this school is the nearest suitable school preferred on the grounds of religion or belief.  This provision is already part of Herefordshire's denominational transport provision.

6.      Also primary pupils from low income households will be eligible for free transport to their nearest school more than 2 miles from home.  This is likely to affect a relatively small number of pupils

7.      There are also proposals to allow authorities to pilot home to school transport schemes.  This potentially could be of significant benefit to Herefordshire, and be used as a radical means to reduce road congestion and increase the use of sustainable transport.  Unfortunately no significant funding accompanies such pilot schemes.  Such schemes could involve offering all students subsidised bus fares but this could only be recommended if the Council wished to increase spending in this area.

## Alternative Options

There are no alternative options

## Risk Management

The information in this report does demonstrate the careful risk assessment in the agreed policy changes.

## Consultees

The original consultees were in the policy changes.  There have been no further consultations linked to this feedback report.

# Appendices

Appendix 1 – Denominational Admissions & Transport Provision – Secondary Schools
Appendix 2 – Analysis of Family Background of Pupils at Bishop of Hereford's Bluecoat School and St. Mary's RC High School

**Background Papers**

None identified.

**Denominational Admissions & Transport provision – Secondary Schools**

Admissions

|  | Bishop's | St Mary's |
|---|---|---|
| Preferences | | |
| 1st preference | | |
| 06/07 | 285 | 162 |
| 05/06 | 241 | 152 |
| 04/05 | 247 | 199 |
| | | |
| 2nd preference | | |
| 06/07 | 240 | 128 |
| 05/06 | 229 | 136 |
| 04/05 | 233 | 119 |
| | | |
| 3rd preference | | |
| 06/07 | 131 | 98 |
| 05/06 | 132 | 106 |
| 04/05 | 125 | 105 |
| | | |
| Places offered (incl successful appeals) | | |
| 06/07 | 237 | 135 |
| 05/06 | 228 | 133 |
| 05/05 | 234 | 134 |
| | | |
| "Church" places | | |
| 06/07 | 70 | 92 |
| 05/06 | 67 | 68 |
| 04/05 | 76 | n/a |
| | | |
| Transport 06/07 | | |
| Full payment | 37 | 58 |
| 50% | 0 | 1 |
| Free | 7 | 11 |
| | | |
| Transport 05/06 (all free) | 49 | 54 |

**Bishops**

**St Mary's High School**
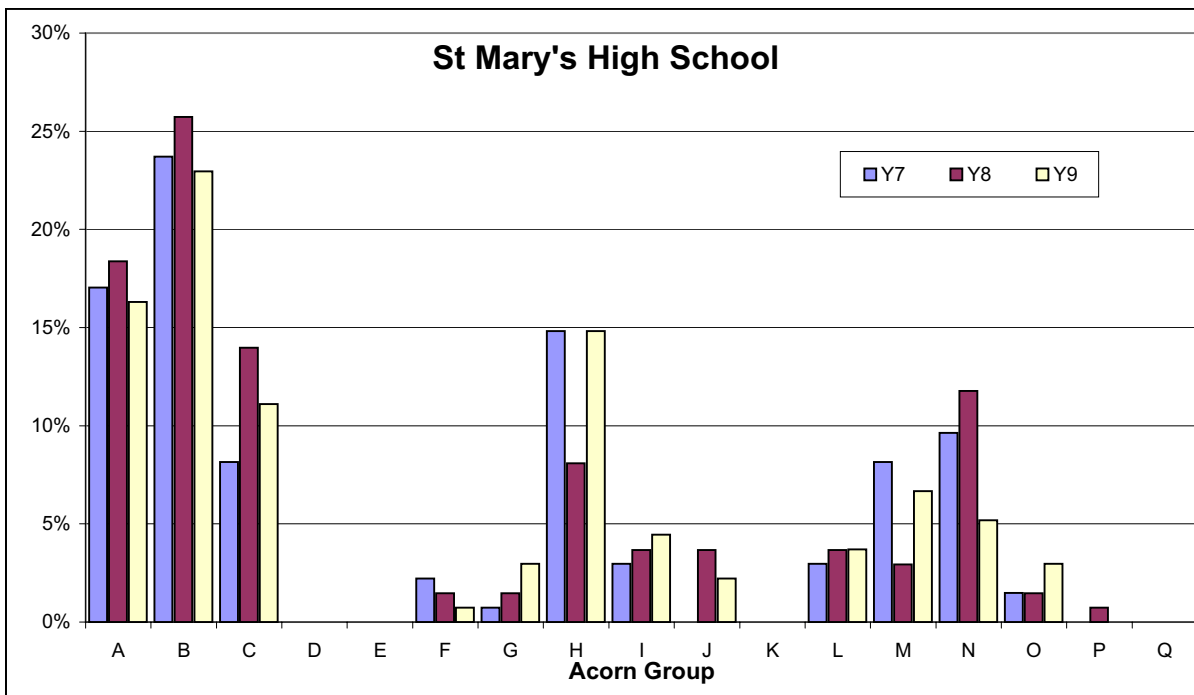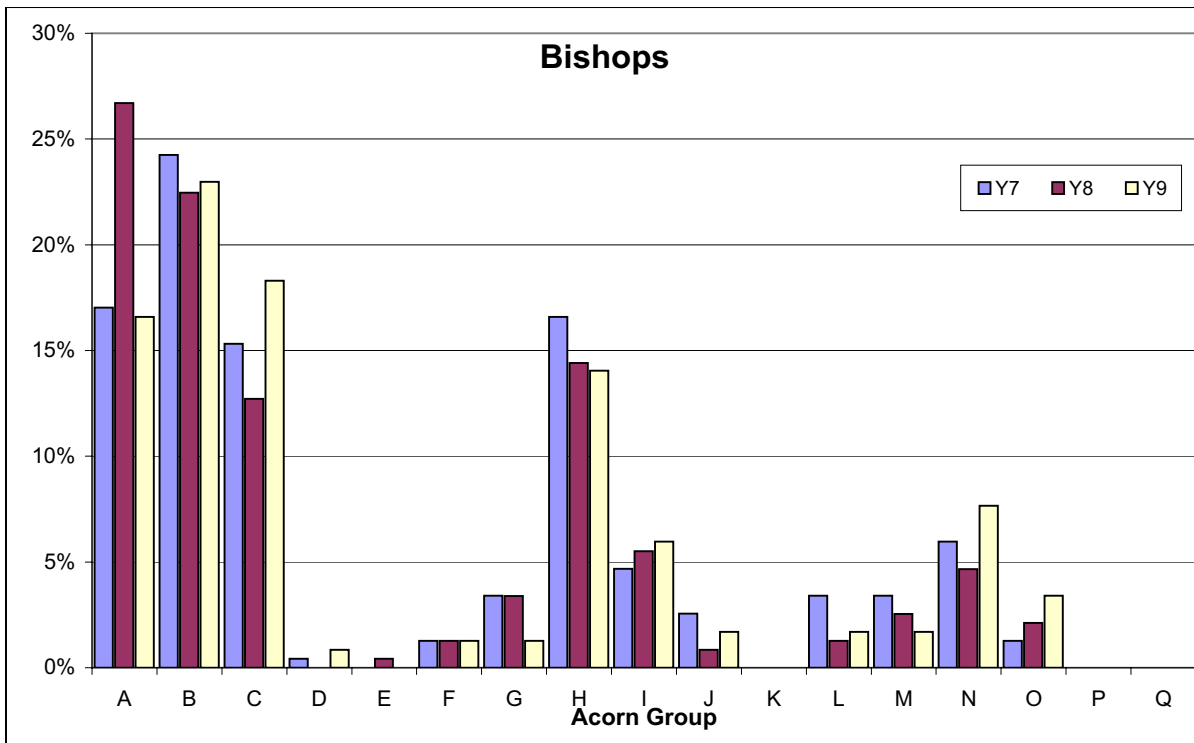
Acorn analysis or the current y7, 8 and 9 pupils in each high school

# CORPORATE ICT STRATEGY

## PORTFOLIO RESPONSIBILITY: CORPORATE AND CUSTOMER SERVICES AND HUMAN RESORCES

**CABINET**                                                    **14TH DECEMBER, 2006**

## Wards Affected

County wide.

## Purpose

To seek approval of the proposed ICT Strategy.

## Key Decision

This is not a key decision.

## Recommendation

**THAT the proposed ICT Strategy be approved subject to any comments received from the Corporate Management Board and Senior Management Team.**

## Reasons

The proposed ICT Strategy sets out the key issues for the future provision of an effective ICT service for the authority.  It is important to note that the ICT Strategy is essentially a technical document.

## Considerations

1.      This is the first time a detailed strategy document has been developed to set out the plans for future years on how the service must develop and adapt to meet the business needs of the organisation. Herefordshire Council and its partners are facing a growing demand for and investment in new ICT solutions to both enable and improve the delivery of services.

2.      Much improvement has been achieved over the past 2-3 years through securing capital funding for major infrastructure programmes; a key example is the Community Network Upgrade Programme, which is delivering a modern network infrastructure without which further improvements could not be made.

3.      There is significant work remains to be done.  Much of the current hardware / server infrastructure that is in use across the Authority is no longer covered by the manufacturers' warranty and requires consolidation and replacement. This has mostly come about as a consequence of the complex funding model used for ICT Services which operates as a trading account with the rest of the organisation. ICT projects have been commissioned by individual Directorates and the resultant technical infrastructure has been optimised for individual project requirements rather than as a sustainable, longer-term solution for the Council as a whole. The

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Further information on the subject of this report is available from Julie Holmes on extension 260403

multiplicity of servers, operating systems, database software and applications make the existing technical environment costly, difficult to maintain and difficult to resource due to the wide variety of skills needed.

4.       The Council's current and future service requirements dictate that a flexible working solution should be in place as soon as possible. Again the technical infrastructure needs substantial work to achieve this objective. In particular it will be necessary to standardise the desktop computing environment so that hot-desking / home – working models can be introduced. Many of the older IT software applications in use are also not suitable for flexible working models and will restrict the ability to implement flexible working for some staff if they are not replaced.

5.       The proposed ICT Strategy is a key building block which enables delivery of many of the business needs of the Herefordshire Connects programme. The delivery and resourcing of the ICT Strategy will need to be closely co-ordinated and aligned with Herefordshire Connects to ensure that its component parts are available when they are needed.

6.       The growing importance of disaster recovery in managing the corporate risk and recent inspection and audit recommendations whilst recognising the considerable progress made over the past two years, both mean that progress still needs to be made, only adding to the pressures on the existing infrastructure.

7.       Changes in legislation and government policy are adding to the challenge of providing secure, efficient public services electronically.

8.       The strategy does not make reference to the continuing work with schools.  The Scrutiny review of ICT is likely to propose specific recommendation about the relationship.  The Council continues to discuss specific requirements with schools.

## Risk Management

1.       The proposed ICT Strategy is based on a technical infrastructure that employs two data centres for resilience and back-up requirements. Recent developments with the Council's Accommodation Strategy indicate that medium-term availability of the new data centre in Plough Lane may be a challenge. The consequences of this have not yet been assessed or incorporated into the proposed ICT Strategy.

2.       ICT Services is heavily dependent for its funding by charging for its services which are delivered as part of commissioned projects managed by the Corporate Programmes department. In the event that Council policy on project management determines in the future that project management services would not form part of the scope of functions performed by the Council, ICT Services ability to offer an effective service to the organisation may be adversely affected if this funding mechanism ceases to exist.

3.       Significant risk exists both in operational, financial and reputational terms in the event that the Council does not invest in key ICT projects to provide a suitable and sustainable infrastructure for service delivery and disaster recovery.

## Consultees

The proposed ICT Strategy has not yet been issued for consultation either within ICT Services or across the Council. As and when this consultation takes place, changes to the strategy are anticipated to be necessary.

**Background Papers**

None identified.

# Herefordshire Council

## Corporate ICT Strategy

DRAFT

| | |
|---|---|
| **Customer Name:** | Julie Holmes |
| **Customer Contact Details:** | jholmes@herefordshire.gov.uk<br>01432 260403 |
| **Version:** | 0.99 DRAFT |
| **Date of Last Update:** | 31.10.06 |
| **Filename:** | HC Corporate ICT Strategy R0.99 DRAFT.doc |

# 1.     Information

## 1.1     Author(s)

| Name: | Role | Contact Details |
|---|---|---|
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## 1.2     Document Log

| Version | Status | Date | Description of changes | Pages Affected |
|---|---|---|---|---|
| 0.1 | Draft | 13.04.06 | Skeleton Draft | All |
| 0.3 | Draft | 02.05.06 | Reviewed by AH | All |
| 0.5 | Draft | 11.05.06 | Appendices added<br>Entire document edited | All |
| 0.6 | Draft | 12.05.06 | Additional details added<br>Released to JH & AH for review | All |
| 0.8 | Draft | 25.05.06 | Update following comment by JH & AH | All |
| 0.9 | Draft | 07.06.06 | Draft for review | All |
| 0.98 | Draft | 30.10.06 | Update following review of final draft | All |
| 0.99 | Draft | 31.10.06 | Final draft<br>Governance and graphics updated<br>Final typo check | All |

## 1.3     Distribution List

| Name: | Job Title | Contact Details |
|---|---|---|
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| Andrew Heath | ICT Operations Manager | Landline: +44 (0) 1432 383421<br>E-mail: aheath2@herefordshire.gov.uk |

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## 1.4  Sign-Off

| Name: | Job Title | Signature / Date | |
|---|---|---|---|
| Jane Jones | Director of Corporate & Customer Services | Signature: | |
| | | Date: | |
| Julie Holmes | Head of Information, Technology & Customer Services | Signature: | |
| | | Date: | |
| Andrew Heath | ICT Operations Manager | Signature: | |
| | | Date: | |

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## 1.6  Errors and Omissions

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# 3.    Introduction

## 3.1    Introduction

This document outlines the Corporate ICT Strategy for Herefordshire Council for the following three years with a five year vision, and is the next step in developing the continuous improvement to deliver outstanding modern services to the citizens of Herefordshire.

The process for strategic ICT development involves an annual review of an on-going five-year strategy that requires:

- The development of Directorate Service Improvement Plans to meet the overall council strategy

- Recognition and incorporation of all council plans, strategies, cross-cutting themes and best value reviews in developing strategic ICT goals

- Following a defined process for approving, reviewing and scrutinising the ICT five year strategy

- Nominated officers with accountability for the ICT strategic planning process

## 3.2    Who Should Read This Document

There are many other strategies within Herefordshire Council that inform and interact with the ICT Strategy and it is imperative that all strategies are aligned to deliver against the authorities' overall Herefordshire Community Strategy and Annual Operating Plan. An audience as listed below will be considered for circulation of this document.

- All senior and middle management that are involved with ICT and customer service delivery to the authority such that they can prioritise and focus business processes and projects to realise the overall strategy.

- Elected members (Cabinet, Backbench and Scrutiny)

- Partner Organisations (Public, voluntary and private)

- Key Suppliers

- Corporate Finance Function

- Human Resources Function

- Corporate Policy and Planning Function

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### 3.3 The Need for Change

Herefordshire Council is embarking on a major business transformation programme (Herefordshire Connects) to transform and improve the methods of interaction between the citizens of Herefordshire and their public service providers. It will also provide best value services through overall efficiency gains and cost saving. This is based on an 'invest to save' financial model to realise cost savings over a five year period, driven by:

- National Strategy for Local Government (See next section)

- The Herefordshire Community Strategy

- Herefordshire Council Corporate and Operating Plans

- ICT & Customer Service Plans

The Herefordshire Connects programme will require a stable and fit for purpose ICT platform to deliver the business benefits identified. Over the last three years considerable investment and improvement has taken place to update the ICT infrastructure and improve the way in which the ICT Services organisation delivers its services. An outline of the current and on-going achievements can be found in Appendix H – note that this is only the start of providing an up-to-date infrastructure.

There are significant challenges ahead in providing a modern ICT architecture and service delivery mechanism to meet the needs and requirements of the Council, business partners, Government initiatives, legislation and maintaining the demanding rapid pace of change. The key challenges are covered throughout this document and summarised below:

- ICT funding – It is estimated that the approximate costs of delivering the future vision for this ICT strategy and to realise the benefits of Herefordshire Connects, the Accommodation Strategy and to standardise equipment and service delivery will be in the region of some £4-5 million. Some of this cost is as a consequence of the existing project- driven funding model that has not taken long-term sustainability into account; this has now resulted in a situation where an estimated 60% of the severs in use in the authority are no longer covered by manufacturers warranty.

- External funding – Additional external funding may be available in the short term for project start-ups (e.g. E-gateway, Community Access Points) but does not address the long term funding needed to provide continuous support, development and maintenance of these project solutions on an ongoing basis.

- Flexible working – The demands placed on the ICT infrastructure to support a flexible working environment must not be underestimated. The Accommodation Strategy (3:2 desk ratio), working from home and flexible hours will all place considerable pressures on the ICT organisation including:

  - Extended hours for application, desktop and network support

  - Increased demands on the ICT helpdesk and desktop support due to complexity and issues around remote support and the geographical spread of the user-base

  - ICT infrastructure and applications MUST be rationalised and standardised to allow flexible and remote working to work – this is a key dependency and impacts throughout the ICT strategy

  - Information security is a key concern – protecting the authority's systems from unauthorised access for remote working will require considerable investment

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and management

Accommodation Strategy – The accommodation strategy has close ties and impacts on the ICT strategy and as such decisions taken around the accommodation strategy need to involve ICT input. Typical impacts of the accommodation strategy include:

- Flexible working implementation

- Potential data centre relocation

- Increased reliance on Disaster Recovery through centralisation

- Network and telephony infrastructure changes

Herefordshire Connects, funding, flexible working and the accommodation strategy all have dependencies and input into the ICT strategy. This document addresses the current and future requirements of Herefordshire Council as defined at the time of publication. It does not address the requirements of partnership working with the Primary Care Trust (PCT) through a Public Service Trust.

## 3.4 National Strategy for Local Government

The "National Strategy for Local Government" is aimed at transforming the way local Government delivers its services, leads the community and communicates with its stakeholders through:

- Community Planning – allows council and their local communities to develop an overall vision for their area

- Best Value – requiring services to be cost effective in meeting the needs of local customers

- Comprehensive Performance Assessment (CPA) – will assess the quality of services and the overall capacity of councils to deliver improvement

- New political constitutions and standards – ensure that councillors can make decisions quickly, effectively and accountably and are subject to effective scrutiny

The Gershon Report is a key driver of the Local Authority Strategy and is of particular relevance to public sector efficiency savings and sets out the scope for further efficiencies within the public sector's back office, procurement, transactional services and policy making functions. This is particularly relevant in regard to the future partnership with the Primary Care Trust.

In addition the Gershon Review identifies opportunities for increasing the productive time of professionals working in schools, hospitals and other frontline services and makes a series of cross cutting recommendations to further embed efficiency across the public sector (including use of flexible working). Furthermore it seeks to make efficiency gains through the scale of economies of more effective communication, co-operation and co-ordination between agencies across the whole of the public sector (not excluding the independent, voluntary and private sectors).

The efficiency required of Gershon cannot be realised without a cohesive, cross directorate ICT Strategy that supports the:

- Development and continued support of innovative and best practice methods of working

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- Organisation rationalisation and business transformation

- Integrated ICT systems for effective internal and external data sharing

- Effective long term funding of cross service ICT services

**3.5    The Need for an ICT Strategy**

There are other strategies across Herefordshire Council that the ICT Strategy links with to deliver against the Annual Operating Plan and make effective informed decisions when undertaking strategic business change across the authority. Without an integrated approach there is a considerable risk that overall expenditure will actually increase rather than delivering the financial benefits that business transformation is anticipated to provide and fail to meet the aims and objectives of the Corporate Plan.

To allow the ICT Strategy to be developed to be fit for purpose all elements of the authority's strategic development need to be considered, including

- Accommodation Strategy

- Financial Strategy

- Pay & Workforce Strategy

- Customer Service Strategy

- Integrated Children's Services Strategy

- Business Transformation Plans

- Risk Management and Service Continuity Planning

- Corporate Governance Strategy

- Corporate Programme and Project Management Planning

- Performance Management (part of the Strategic Improvement Plan)

- Herefordshire Community Strategy, Corporate Plan and Annual Operating Plan

Herefordshire's ICT Strategy will deliver organisational benefits including:

- Significant financial savings after consideration of return on investment

- Risk reduction

- Effective allocation of resources and resource planning, particularly concerning new projects and capacity management

- Provide a leadership framework for achieving agreed objectives

- Align individual efforts towards achieving overall goals

- Effective management of change aligned with achievement of business benefits

- Provide assurance of effective service continuity to realise the basic requirements of the Civil Contingencies Act

- Ensure interoperability within the organisation, citizens, suppliers and partnerships

- Reduce options and ease the decision making process through integrated performance management

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- Ensure the skills are developed, maintained and used to best purpose

- Identify and plan for appropriate ICT-enable responses to business transformation and business issues.

- Flexibility to absorb and adapt to new Government legislation and business change

- Accurate financial planning and budgeting for the future

- Reduce data duplication and increase data security cross directorates and departments

- Reduce ICT maintenance and support overheads

## 3.6    Document Summary

This strategy document has been split into three manageable sections to clearly summarise structure and projects in the context of:

- Future Vision – description of how the strategy will look to deliver against future requirements

- Historical and current – current work and work undertaken within the last two years

- Vision Realisation – implementation of change and projects needed to realise the "Future Vision"

This is considered within each section under the headings of:

| Heading | Content |
|---|---|
| Governance and Structure | The influences, drivers and description of the governance model to achieve a long term strategic aims and objectives of Herefordshire Council. |
| Applications | The issues, dependencies and strategic aims with the current and future application and data sets to underpin Herefordshire's business activities and future transformation through Herefordshire Connects. |
| Infrastructure | The underlying physical ICT infrastructure required to deliver applications and access mediums to support current and future business activities, supplier and citizen communications. |
| Service Delivery | How the ICT organisation will deliver the essential business support functions required to support applications, infrastructure and the authority's user base. |

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# 4. Governance & Structure

## 4.1 Introduction

Corporate Governance is an essential part of the delivery and management of ICT services within the authority to ensure that proper consideration and guidance is given to the procurement, development, delivery and use of ICT to underpin business activities including:

- Integration of ICT development with other stakeholder management strategies (e.g. Accommodation, HR, Finance, Risk Management)

- Fulfilment of Government Legislation (E.g. Freedom of Information, Civil Contingencies, Flexible Working Legislation etc)

- Cross Directorate Programme and Project Management (PRINCE-2) to ensure the approach and quality of project outputs

- Best practice for ICT standards (ITIL, Information Security, Business Continuity)

## 4.2 Government & Corporate Drivers

### 4.2.1 Civil Contingencies Act

In order to fulfil the requirements of the Civil Contingencies Act, Herefordshire Council must provide, test and embed successful Service Continuity Planning across the organisation – see Risk Management & Service Continuity Planning.

### 4.2.2 Freedom of Information (FOI) Act 2000

The general right of the public to make a request for information from a public authority (including Local Authorities) and where such information exists to have the information communicated to them within 28 days of request. In brief, this requires the authority to classify all data held in terms of:

- Confidentiality – e.g. If a document is highly confidential it should not be made available for public release.

- Availability – e.g. How long is the data kept for

The authority can answer a Freedom of Information request efficiently and within the required timescales providing the following is understood

- What data records and types of information are held

- Where the data is stored

- Who is responsible for the data

Implementation of Information Security ISO27001 (formally BS7799) through an appropriate Information Security Management System, methodology and governance will ensure that the requirements of the act can be met within the timescales for all new ICT systems.

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The Modern Records Unit (MRU) has established a FOI response and publication procedure to respond to the different types of request and act upon them accordingly through the use of FOI compliance officers throughout the authority. Establishing a common shared data approach (rather than data that held within silo's across the authority departments) will greatly enhance and streamline Herefordshire Council's response to FOI requests.

### 4.2.3    Electronic Government Requirements

The National Strategy for Local Government provided additional funding for local authorities to meet the e-Government component through Implementing Electronic Government (IEG) which is the first phase in the overall transformation programme to meet the national strategy (See

Herefordshire has currently met 99% of the Best Value Performance Indicators attributed to this programme within timescale. The Herefordshire Connects Programme will address the business transformation demanded by the National Strategy and web development work.

External funding for the development and support the authority and some two hundred associated websites is drawing to a close. The sheer size and volume of the sites supported places a significant strain on internal resources, and in order to rationalise the current sites and provide on-going support to existing platforms and infrastructure will demand further investment from the council

### 4.2.4    Government Connect

Government Connect offers Connection for Local Authorities and their Citizens.  It is about creating the infrastructure to provide easier access for citizens to their own information, and better ways for government staff to share resources appropriately and securely.  By providing a "single sign on" to government services for citizens, and the means to communicate and share data securely for central and local government, Government Connect will help ensure a more personalised, more convenient, online government service, which will take better care of its customers.

The programme offers the opportunity for local authorities and other public sector organisations to take maximum advantage of their investment in e-Government, in order to achieve efficiency and Priority Service Outcome targets.  It will also provide the means for' joining up' with central Government and other partners online, in order to share resources and information more effectively and provide a better service to citizens.

Government Connect is about improving front line services to citizens, ensuring secure online identities and building towards a future vision of a personalised 'citizen account'. This will provide people with a secure single user account to access all official services online. From reserving a library book, to checking their eligibility for a state benefit, citizens will be able to interact with all public services in a more flexible and convenient way.

The Government Connect Programme will become an essential method of joined-up working for Government providing more efficient services to Herefordshire citizens. The engagement of senior stakeholders within the authority is a priority in ensuring the Herefordshire Connects Programme delivers systems that will provide the level of integration and security demanded.

Security required around single-sign on for citizen access and connection to the Government Connect network will demand significant funding from Herefordshire and is currently an area of some concern.

### 4.2.5    Data Protection Act 1998

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The Data Protection Act requires the authority to comply with the eight enforceable principles of good practice that states that any data held must be:

- Fairly and lawfully processed

- Obtained only for one or more specified and lawful purposes

- Adequate, relevant and not excessive

- Accurate

- Not kept longer than necessary

- Processed in accordance with data subject's rights

- Secure

- Not transferred to countries without adequate protection

As with the Freedom of Information Act, implementation of Information Security standard to a relevant level provides assurance of compliance with the Data Protection Act, which is of imperative when working with other government bodies (e.g. NHS, police etc)

4.2.6    Risk Management & Service Continuity Planning

Ownership and implementation of authority-wide risk management and service continuity planning to engage in appropriate and cost effective risk mitigation to improve overall levels of service continuity and promote organisational resilience through an informed strategic decision making process.

4.2.7    Information Security Management (ISO27001)

Ownership and implementation of a set of authority-wide information security principles, procedures based upon the developing work being undertaken will ensure:

- Compliance with information acts and best practice for handling the authority's data

- Engagement in a strategic approach across the authority to make best use of the resources available and use common themes and common business management processes wherever possible

- Herefordshire Council can exchange data with third party suppliers, partnerships and other public authorities securely without compromise (this is fast becoming a prerequisite for partnership and data sharing with other Government bodies)

Implementation of BS27001 is an implied prerequisite to allow the connection and implementation of data sharing with other Government authorities via the "N3" network to provide facilities such as single sign-on, sharing of data with the NHS etc.

4.2.8    Programme Management (MSP)

MSP (Managing Successful Programmes) is a structured best practise methodology developed by the Office of Government Commerce, combined with the Gateway Review Process (see next section) ensures that change programmes are focussed on delivering against the "Modernising Local Government" white paper to transform the way in which Herefordshire Council provides its services to the public through the Herefordshire Connects Programme.

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### 4.2.9 OGC Gateway Review Process

The OGC Gateway Process provides assurance and support for Senior Responsible Owners (SROs) in discharging their responsibilities to achieve their business aims by ensuring that:

- The best available skills and experience are deployed on the programme or project

- All the stakeholders covered by the programme / project fully understand the programme/project status and the issues involved

- There is assurance that the programme / project can progress successfully to the next stage of development or implementation

- More realistic time and cost targets are achieved for programmes and projects

- Knowledge and skills among government staff are improved through participation in review teams

- Advice and guidance to programme and project teams are provided by fellow practitioners

PPSO will embed and deliver the appropriate controls and procedures (See Governance Section) into the programme management framework to ensure that the Herefordshire Connects business transformation delivers:

- Measurable business benefits

- Programme of projects delivered on-time and within budget

- Defined start and end of programme

- Single point of responsibility and accountability for the programme (Chief Executive or Senior Responsible Officer)

### 4.2.10 Project Management (PRINCE-2)

PRINCE (PRojects In Controlled Environments) is a structured method for effective project management first established in 1989 by the Central Computer Telecommunications Agency, which has been further developed by the Office of Government Commerce. PRINCE-2 is the standard for project management used extensively by Government and is also recognised and utilised by the private sector.

PRINCE-2 has been utilised by ICT for the delivery of projects since 2003, and is being developed further to ensure that the appropriate level of the standard and overlapping project and service delivery processes are integrated.

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## 4.3    Current Situation

Historically Herefordshire Council has operated and performed within the confines of each individual Directorate, which has limited the capability to deliver efficiency savings and operate strategically as an authority. All of the Government legislation and Corporate Governance require that the authority act as a whole to steer and meet business and Government objectives efficiently.
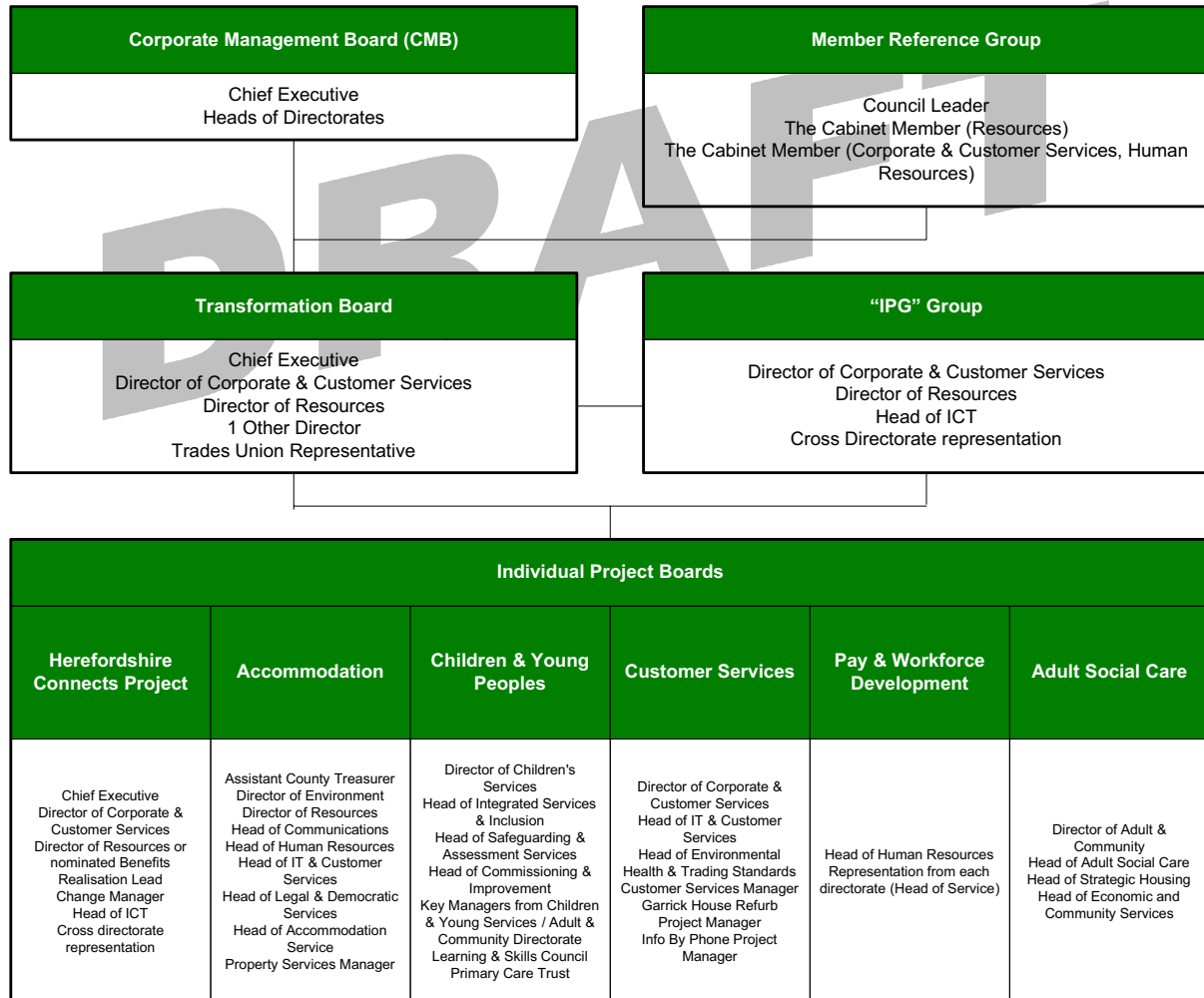
Currently the Information Policy Group (IPG), consisting of senior management stakeholders, provides the approval process for all ICT projects across the authority. Funding is provided either via Directorate revenue budgets or the Council's capital programme. The IPG also steers and authorises the implementation of the Information Security Project acting as the Information Security Management Board, however this expected to change in the future.

Significant benefits can be realised through centralisation and ownership of all cross-directorate projects and strategies through minor organisational change and ensure that all corporate programmes and projects deliver or provide:

- Against Government Legislation requirements

- Against Corporate Risk Management

- Information Security compliance where required

- Appropriate facilities, planning and infrastructure for Service Continuity Planning

- Planning for capacity

- Quality assurance to project stakeholders

- Effective project management that interface cross directorate where required

- Integration with other cross directorate strategies (e.g. accommodation strategy)

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## 4.4    Future Vision

A strategic and cultural change to move the authority towards a more corporate approach in creating an MSP (Managing Successful Programmes), PRINCE 2 programme and project model across the authority so that all change / new work undertaken is effectively treated and managed as a project.

| Corporate Management Board (CMB) | Member Reference Group |
|---|---|
| Chief Executive<br>Heads of Directorates | Council Leader<br>The Cabinet Member (Resources)<br>The Cabinet Member (Corporate & Customer Services, Human Resources) |

| Transformation Board | "IPG" Group |
|---|---|
| Chief Executive<br>Director of Corporate & Customer Services<br>Director of Resources<br>1 Other Director<br>Trades Union Representative | Director of Corporate & Customer Services<br>Director of Resources<br>Head of ICT<br>Cross Directorate representation |

### Individual Project Boards

| Herefordshire Connects Project | Accommodation | Children & Young Peoples | Customer Services | Pay & Workforce Development | Adult Social Care |
|---|---|---|---|---|---|
| Chief Executive<br>Director of Corporate & Customer Services<br>Director of Resources or nominated Benefits Realisation Lead<br>Change Manager<br>Head of ICT<br>Cross directorate representation | Assistant County Treasurer<br>Director of Environment<br>Director of Resources<br>Head of Communications<br>Head of Human Resources<br>Head of IT & Customer Services<br>Head of Legal & Democratic Services<br>Head of Accommodation Service<br>Property Services Manager | Director of Children's Services<br>Head of Integrated Services & Inclusion<br>Head of Safeguarding & Assessment Services<br>Head of Commissioning & Improvement<br>Key Managers from Children & Young Services / Adult & Community Directorate<br>Learning & Skills Council<br>Primary Care Trust | Director of Corporate & Customer Services<br>Head of IT & Customer Services<br>Head of Environmental Health & Trading Standards<br>Customer Services Manager<br>Garrick House Refurb Project Manager<br>Info By Phone Project Manager | Head of Human Resources Representation from each directorate (Head of Service) | Director of Adult & Community<br>Head of Adult Social Care<br>Head of Strategic Housing<br>Head of Economic and Community Services |

- The Corporate Management Board (acting with the Member Reference Group) will be responsible and accountable for delivery and success of the change programme.

- The Transformation Board will act as the overall governance body for all Herefordshire Programmes and will be responsible for overall strategic direction including cross function strategies to ensure tactical cohesion across human resources, ICT, finance and accommodation

- The Information Policy Group will remain current, albeit with a reworked format and membership will act in support of the CTB continuing its role as the ICT governance body with responsibility for process and procedure alongside a member reference group. The Information Policy Group will be renamed to reflect the future change in terms of reference

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- IPG acts as the Information Security Forum meeting on quarterly basis to review Information Security & Business Continuity policy and procedure relating to ICT. The current terms of reference for IPG can be found in Appendix A – IPG Terms of Reference

- The MSP and PRINCE-2 methodologies will be applied within the right context at a level that is appropriate to the size, risk and impact of the programme or project being undertaken. This already exists within the Programme and Project Support Office (PPSO), but will need to be developed in capacity and capability with regard to programme and project management standards, quality assurance and monitoring

- Risk Management will be undertaken by the project managers at the project level whilst overall ownership is held by the Senior Risk Manager within the CMB

- Compliance with information security and business continuity standards will be undertaken by Information Security Forum

Compliance with Government Legislation will be referenced at the project stage to ensure that the project deliverables (where relevant) are addressed and implemented. This includes:

- Freedom of Information Act 2000

- Data Protection Act 1998

- Civil Contingencies Act 2004

- Disability Discrimination Act 1995

- Computer Misuse Act 1990

- Acts related to information security

    - Human Rights Act 1998

    - Regulation of Investigatory Powers Act (RIP)

    - Obscene Publications Act 1959

    - Sex Discrimination Act 1975

    - Race Relations Act 1976

    - Criminal Justice Act 1988

    - Protection of Children Act 1978

    - Telecommunications (Lawful Business Practice) (Interception of Communications) Regulations 2000

    - Employment Rights Act 1996 (ERA)

- National Strategy for Local E-Government

    - Relevant Best Value Performance Indicators

    - Relevance to Comprehensive Performance Assessment

- Quality Standard ISO 9001

- Information Security Standard ISO 27001

- Business Continuity Standard PAS56 (Soon to be BS25999)

- Business Continuity Best Practise Guidelines V2.0

- Good Environmental Management (GEM)

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- IT Infrastructure Library (ITIL) for IT Service Delivery

All relevant up-to date reference documentation can be obtained / ordered from:

- www.opsi.gov.uk (Acts)
- www.localegov.gov (National Strategy)
- www.BSI-global.com (British Standards)
- www.itil.co.uk (ITIL)
- www.thebci.org (Business Continuity Best Practice)
- Herefordshire Intranet Info Library (GEM + ISO9001)

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## 4.5 ICT Funding

There are references to the ICT funding model throughout this document within the relevant sections. The method of ICT funding and charging must be reviewed in 2006, along with additional process and procedure within the PRINCE-2 project delivery model to provide a sustainable technology, software and support refresh strategy.

| Annual Desktop Charge | |
|---|---|
| Hardware | Initial Hardware Purchase (Defined Desktop or Laptop Model)<br>Three year hardware refresh<br>Hardware maintenance (fix or replace) |
| Software | Microsoft Windows XP Professional<br>Microsoft Office (Standard Edition)<br>Anti Virus Protection<br>Remote Desktop Access<br>Adobe Acrobat (PDF Reader) |
| Services | Internet Access (Microsoft Explorer)<br>E-mail (Microsoft Outlook)<br>Home Drive Data Storage<br>Corporate Network Access (WAN) &<br>Domain Administration |
| Support | ICT Helpdesk Services (1st Line Support)<br>ICT Engineering Services (2nd Line Support)<br>Software Support (Standard Desktop)<br>Operating system security patching<br>Anti Virus Updates |
| | Calculated cost per seat per annum based upon standard and executive laptop and desktop models |

| Annual Application Charge | |
|---|---|
| Hardware | Initial Hardware Purchase<br>Three year hardware refresh<br>Hardware support & maintenance |
| | Production, test, development & disaster Recovery hardware & software capability |
| Software | Server operating system(s)<br>Application software and client licences<br>Database software and client licences<br>3rd Party software upgrade support |
| Services | SAN Data Storage and connectivity<br>Data Centre Environment Space (Cooling, backup power backup, rack space, etc)<br>Connection to Corporate Network<br>Data Backup & Disaster Recovery + Testing<br>Bespoke application development |
| Support | ICT Helpdesk Services (1st Line Support)<br>ICT Engineering Services (2nd Line Support)<br>3rd Party software support<br>Server hardware management |
| | Calculated cost per user per annum |

| Additional Annual Desktop Software Charge<br>For additional desktop software (e.g. Microsoft Project, Visio AutoCAD etc) | |
|---|---|
| Software | Initial software purchase and installation |
| Support | Software upgrade support and maintenance<br>1st Line ICT helpdesk support<br>3rd Party support application support |
| | Calculated cost per seat per annum |

| Annual Peripheral Charge<br>(Printers, scanners, digital cameras etc) | |
|---|---|
| Hardware | Initial peripheral purchase<br>Three year hardware refresh<br>Limited hardware maintenance |
| Software | Installation of client software |
| Support | 1st Line ICT helpdesk support<br>2nd Line ICT engineering support<br>3rd Party product support |
| | Calculated cost per device per annum |

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There are a number of issues with the current method of ICT funding within Herefordshire Council, that the model above is designed to address:

### 4.5.1    Whole of Life Costing & Total Cost of Ownership

When a project is initiated it takes into account the set-up cost of the project and usually the first years maintenance and support costs, the challenge arises to provide on-going support and maintenance for the project lifespan after the project has been successfully delivered. Presently a fragmented departmental approach exists whereby individual directorates pay for support and maintenance for items not covered within the ICT Service Level Agreement. A more cohesive approach (as outlined previously) must be considered to obtain value for money from support contracts and overall contract management, and in addition allow directorates to budget for ICT more accurately and effectively.

### 4.5.2    Technology Refresh

ICT currently support some 2150 laptops and desktops, of which it is estimated 30% are either not on a maintenance contract or are considered to be obsolete. In order to move to a standard desktop (a requirement of the accommodation strategy and flexible working legislation) all of the desktops and laptops must be of a suitable specification and have the appropriate maintenance support. It should be noted that the cost the carrying out a technology refresh has not been included within the ICT budget (for new hardware and the resources to carry out such a task). Moving towards an annual "desktop cost" would allow a technology refresh every three – four years to ensure that the hardware remains fit for purpose and secure.

The scale of the problem is not just limited to desktops, server and infrastructure will also require to be upgraded on a rolling basis. By taking a view on current landscape and forecasting future upgrade and support costs the authority is better placed to undertake more accurate financial estimates for the coming years. Without additional funding for application, data storage and communications infrastructure for upgrades and support the authority is faced by serious financial and business continuity risks.

### 4.5.3    Corporate Programmes Funding

The ICT department achieves the current level of funding through the ICT Service Level Agreement and Corporate Programmes. It should be highlighted that if the additional funding created by Corporate Programmes was removed from the ICT division the services currently offered would be financially unsustainable and alternative funding would need to be sought.

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# 5. Applications

## 5.1 Current Situation

The Herefordshire Connects Programme has identified over nine hundred applications and data sets in use across the authority; these comprise of off-the-shelf and bespoke applications, excel spreadsheets, access databases and word documents and lists. The legacy of Directorates purchasing disparate applications and their related ownership and use presents a significant challenge to moving the authority forward onto a stable set of corporate applications.

## 5.2 Issues and Dependencies

### 5.2.1 Ownership and Budgeting

Applications are funded from the budgets of business services within each directorate and are fundamentally owned by the business unit. Historically purchases have been short term and the true cost of ownership is not addressed as budgeting is based on the capital purchase cost and limited hardware and software support contracts. Consequently fundamental ICT issues are not addressed including:

- Environments for production, testing and training

- Long term application hardware and software upgrade paths and costs

- Disaster Recovery capabilities

- Data centre environment capacity

- Third party contractual service level agreements

- ICT infrastructure performance and capacity

- Security of information

- Long term viability of supplier to support and maintain

- Benchmarked procurement and due diligence

- Interdepartmental budgets are unable to support further system development and procurement when considered separately

### 5.2.2 Suppliers

Many of the applications have been developed by small firms selling into specialist vertical niche markets such as Local Authorities. Over time, many of these firms have ceased trading leaving behind a plethora of unsupported legacy applications that presents the business with significant challenges. Typically, if the application is unsupported, the hardware and operating system are also obsolete.

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### 5.2.3 Legacy Hardware & Operating Systems

Obsolete operating systems and out of warranty hardware presents a significant risk to the authority in terms of the system availability; consider the failure of such a piece of hardware – it is highly unlikely that an original part could be purchased and the only option is to rebuild the system onto new hardware. This process presents significant technical challenges when all the prerequisites for recovery are met (e.g. software support, supported operating system, up-to-date hardware and tested tape back-up). Where any of these are missing recovery becomes a very time consuming process (potentially weeks) and sometime impossible.

As the age of the un-maintained hardware and software increases, so does the risk of system failure. These systems are effectively incapable of supporting the business processes they underpin giving rise to unacceptable business risk exposure in terms of reliability and disaster recovery.

### 5.2.4 Infrastructure requirements

Historically, under funded infrastructure and the type of architecture used meant that the majority of servers have to operate out of local offices (outside of the data centres at Plough Lane or Rotherwas). The environment within the majority local offices is not suitable for hosting ICT services, giving rise to serious business risk exposure in terms of security, availability and data backup.

The Community Network upgrade has allowed the relocation of a large number of systems into one of the two data centres at Plough Lane and Rotherwas. However, systems that are currently unsupported by ICT and outside the data centre environment are still out in the authority.

### 5.2.5 Data and Application Duplication

Data duplication is inevitably widespread throughout the authority leading to data inaccuracy, wasted effort, inefficient activities and additional storage capacity. It can be very frustrating as a citizen of Herefordshire to be asked for your details a number of times when forced to deal with different departments within the Council.

The authority faces a significant challenge in the growing number of ad-hoc developed Microsoft access databases across the organisation. The use of Access is prohibited; however it still continues to be deployed giving rise to increased data duplication and ineffective use of employee resource re-keying data.

### 5.2.6 Third Party Support

Third party application support tends to take the form of third party remote access to the system being supported, which is currently delivered by a number of methods including dial-up and VPN access. Un-monitored, this represents a significant security risk to the authority and in some instances unplanned systems outages when third parties carry out work without prior consent from the system owner.

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5.2.7    Moving Forward

With the current number and variety of applications being utilised it is impossible for the authority to move forward with implementing successful projects to support Local Government initiatives, legislation and authority transformation, specific examples include:

- Accommodation Strategy

- Flexible and remote working

- Disaster Recovery

- Herefordshire Connects

## 5.3    Future Vision

The Herefordshire Connects programme will deliver the authorities' Service Improvement Plans to improve levels of service, customer communication and improved efficiency. The application strategy within this section is based upon the business analysis completed as part of the Herefordshire Connects programme of work and represents the five-year vision to support the business and address the issues highlighted within the previous section.

The ICT Strategy will change and develop overtime to support the implementation of the Service Improvement Plans and must provide a flexible environment to meet the changing requirements of local government.

The best approach to produce a sustainable model is one of rationalising the existing applications into a much smaller number of corporate applications that support the business transformation and service improvement plans delivering the cashable benefits below:

- Reduced hardware support costs

- Reduced software support costs

- Reduced staff administrative overheads

- Reduced costs and better use of resources for response to Freedom of Information requests

- Centralised ICT procurement

- Overall reduction in the number of contracts and contract administration

- Reduced data centre environment requirements

This will also deliver non-cashable benefits including:

- Improved system availability, speed and reliability

- Fit for purpose disaster recovery

- Improved information security

- Simplified administrative processes

- Removal of data duplication

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- Allow the implementation of flexible working, accommodation strategy and many other! ICT enabled projects that are dependant on application rationalisation

To keep the approach simple the applications should be grouped into one of three categories (see Appendix E – Application Overview for the outline service delivery model):

5.3.1    Business Applications – Integrated Customer Services

- Applications underpinning the customer service transformation project - Customer Relationship Management

5.3.2    Business Applications – Integrated Support Services

- Finance
- Procurement
- Human Resources
- Payroll
- Asset Management

5.3.3    Integrated Applications

These are applications that can be used across the organisation that are required to enhance operation and reporting:

- Performance Management
- Documents and Records Management (EDRM)

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5.3.4    Specialised Bespoke Applications

These are applications that are bespoke solutions supporting specialised service activities that won't be replaced owing to their complex nature.

Over the coming two years, the first phase of Herefordshire Connects, in conjunction with ICT services and Corporate Programmes will:

- Establish operational and functional requirements for application rationalisation and replacement, underpinning Service Improvement Plans and business transformation

- Procure solutions for infrastructure and applications

- Carry out the implementation phase (Development, testing and training) including appropriate disaster recovery facilities and testing to underpin service continuity planning

- Review and develop the strategy for Phase-2 implementation


The work will be carried out utilising the Governance model described previously, building on the existing infrastructure and facilities, thereby ensuring the solution(s) delivered meet all the legislative and governance criteria.

5.3.5    Potential Solutions

There are two options available to provide the organisation with a stable set of corporate applications capable of supporting the strategic business transformation "Herefordshire Connects".

- A single vendor system to deliver the breadth of functional and information requirements set by both the Herefordshire Connects Programme and current management demands. Such systems are more commonly referred to as Enterprise Resource Planning (ERP) systems. Owing to market consolidation over the past 2-3 years, two vendors dominate this marketplace; Oracle Corporation and SAP AG

- A plethora of "boutique" (best of breed) systems from vendors who specialise in UK local government and have well regarded specialist systems. These vendors (currently) include:


  - Northgate (HR, GIS and CRM)
  - Civica (ePayments)
  - Agresso and CedAR (Financials)
  - Selima (Payroll)
  - Academy (Revenues & Benefits)


- It is understood that no single vendor system can meet the requirements of the entire authority due to the nature and complexity of specialist boutique systems. It is envisaged that the solution will be a combination of ERP and integrated boutique systems to meet the requirements of the Herefordshire Connects Programme

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- A list of the key applications currently in use, identified by the Herefordshire Connects Programme can be found in Appendix F – Application List. Over 980 applications and data sets have been identified to date

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# 6. Infrastructure & Facilities

## 6.1 Aims

The aim of infrastructure and facilities is to maintain and develop the ICT infrastructure to meet the authority's objectives and be flexible enough to underpin new Local Government directives and business change. In order to deliver this, the key objectives are:

- To deliver a reliable and secure infrastructure on which the rest of the authority, partners and citizens can rely

- To ensure that the infrastructure will be able to support 24X7 working where required

- To be effective in the use of existing technology and exploit new technology to enhance and enable flexible service delivery

- To further develop a secure infrastructure capable of meeting the Council's electronic service needs, providing secure processing of customer data

- To integrate and co-ordinate the authority's infrastructure to promote working as a single organisation and sharing of data assets wherever possible

- Develop the telephony network to meet the needs for greater management information and more sophisticated call handling

- To ensure that the citizens of Hereford have confidence that the infrastructure is capable of protecting their personal information

- To improve facilities to support new ways of working such as mobile working, hot-desking and home working

- To support the Accommodation Strategy with the most cost effective and innovative technical solutions

- Ensure that the infrastructure is capable of supporting the disaster recovery and business continuity needs and availability of the authority's business processes

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## 6.2 Achievements

Over the past two years the ICT infrastructure has gone through considerable change to lay many of the foundations for a stable and reliable ICT environment to support the business operations of the Council. A number of significant projects are either underway or have already been completed to deliver:

- Community Network upgrade project (telephony and data)

- Purpose built secondary data centre at the Plough Lane Office

- Centralisation of server hardware into data centre environments

- Stable Web platform architecture for the authority's' Intranet and Internet environments

- Introduction of a Storage Area Network (SAN) to both data centres

- Introduction of disk storage "tape" backup facilities

- Implementation of Active Directory

- Implementation of Exchange 2003 E-mail migration

- Introduction of Community Access Points

- Standardised Server Hardware

- Standardised desktop and hardware re-fresh (See Service Delivery)

- Disaster Recovery and Business Continuity Planning (Also see Governance)

- Contract restructuring (E.g. Orange, BT, Microsoft Enterprise Licensing)

- KVS e-mail archival solution

The Infrastructure Strategy will build on the work already completed to support a new application platform and enable the additional facilities required for flexible working, the Herefordshire Connects Programme, further cost saving and reliability measures. All new project work will be completed within the appropriate Governance structure to ensure authority-wide requirements are realised that are not specific to an individual project (e.g. Freedom of Information Requirements, Disaster Recovery etc).

The following section highlights new requirements within existing projects and new projects that will need to be undertaken over the coming five years.

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**6.3     Future Vision**

6.3.1   Community Network Upgrade

The Community Network Upgrade is a partnership venture with Siemens Communications to replace and upgrade the three legacy Wide Area Networks (Corporate, Libraries & Education) into a single resilient community network that will improve availability, reliability and speed of both network and telephony communications. It is anticipated the project will be completed late Spring 2007 delivering the benefits summarised below:

- A platform for lower cost of ownership

- Third party maintained and supported – reducing costs associated with Network Support

- Resilient network link between the authority data centres in Plough Lane and Rotherwas

- Resilient core network between key sites

- Network equipment hosted in local BT Exchanges where possible

- Utilisation of existing telephone systems

- Leverage of modern technologies to reduce operational cost (E.g. Voice over IP)

- Voice Mail

- Flexible call re-direction for remote working, hot desking etc.

- Implementation of call queuing and voice recording facilities providing professional Info By Phone facilities

- Provides the basis for best practice disaster recovery techniques


6.3.2   Application Virtualisation

- Application virtualisation allows a number of "legacy" systems to be operated on a single sever which can effectively be utilised to migrate multiple legacy applications onto a stable hardware environment eliminated the reliance on older unsupported hardware systems

- This also allows the server footprint to be considerably smaller, reducing the data centre space and environment facilities required (e.g. cooling capacity, rack space) and allows the hardware to be considerably more resilient to component failure

- The authority need to invest in a corporate application virtualisation project once the long term application requirements are better understood from the Herefordshire Connects Programme

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### 6.3.3 Active Directory

Active Directory has been partially implemented within the authority; however, there is still further work outstanding to complete dependant on other projects before the Domain Controllers are fully secure.

- Migration of all legacy server operating systems to Microsoft supported operating systems (either through application rationalisation or virtualisation)

- Completion of Exchange 2003 Migration

- Disaster Recovery failover and recovery testing

- Work to be completed as and when dependant projects are delivered

### 6.3.4 Storage Area Network Expansion

Each data centre accommodates a Clarion Storage Area Network device, which can be expanded from their current capacity to meet the overall data storage needs of the authority in the future. The two units will be connected together via a private fibre (Network Community Project) to allow file and data replication between them to start to build the authority's disaster recovery capability.

It is envisaged that over the coming years from a number of dependant projects that all the authority's corporate data storage requirements will be met by expansion of the existing Clarion units.

This will:

- Improve speed, availability and performance

- Simplify the recovery of data and disaster recovery techniques

- Improve management of data volumes

- Significantly reduce the cost of data storage ownership

The SAN units will require significant investment through the implementation of the strategy to ensure that overall capacity demanded by the business and the appropriate levels of resilient hardware and I/O speed (performance) are maintained. As capacity requirements increase, so will the capacity volumes of data backup and the staffing resources required to maintain, secure and manage the units.

### 6.3.5 Server Data Backup

The objective is to ensure that all servers are backed up to tape or virtual tape such that the maximum data loss of work in progress is twenty-four hours. On completion of the private fibre data will be backed across the link to the opposing data centre (e.g. all data stored at Rotherwas data centre will be backed up at the Plough data centre and vice versa). This means that any destructive or accidental loss of equipment at either data centre is mitigated by having the data stored at the opposite location.

Data tapes are currently held within fireproof safes at their corresponding data centres, this will also change to the arrangement detailed above pending the private fibre installation to allow access to tapes when a denial of access to one of the two data centres prevents recovering the physical tapes.

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Further work is being undertaken within the disaster recovery project to define the levels of availability and recovery timescales demanded by the business through the Herefordshire Connects Programme, Corporate Governance and embedded project processes. The disaster recovery project is being delivered in partnership with the Emergency Planning Unit's Service Continuity Project to ensure:

- Organisation wide integrated command, control and response mechanisms are in-place
- Requirements of the Civil Contingencies Act are met
- The technology for disaster recovery will underpin the authorities service continuity plans

### 6.3.6    E-mail (Exchange)

The Exchange Migration project is providing new resilient infrastructure and migration of all users onto Exchange 2003 Server, utilising the Storage Area Network for mailbox data storage. It anticipated the project will be completed Q4 2006 and will ensure:

- Fully Microsoft supported environment (current Exchange 5.5 unsupported)
- Resilient highly available architecture
- Additional features and flexibility of Exchange 2003 can be utilised
- Significantly improved remote mail access features
- Removal of orphaned e-mail boxes to create spare capacity
- Integration with current KVS e-mail archival solution

### 6.3.7    Data Centres

The two data centres located within Rotherwas and Plough are intended to accommodate all centralised ICT applications and servers, the relocation of which is almost complete with the exception of the dependencies within the Community Network Upgrade Project.

The disaster recovery project will deliver risk assessments for all data centres and communications rooms to deliver a number of risk reduction and mitigation measures to further improve the availability of equipment reliant on such accommodation.

### 6.3.8    LAN Cabling

All office locations will be upgraded to CAT5E as a minimum specification of structured cabling within the scope of the accommodation strategy. CAT 6E will be utilised wherever costs allow for all future projects.

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6.3.9    Flexible Working

Flexibility at work covers a variety of working practices, including:

- Working flexible hours or flexi-time

- Mobile Working – the ability to work from any location, supporting job-roles that demand out of office working from multiple locations

- Hot Desking – To meet the requirements of the accommodation strategy the authority has a vision of a 3:2 ratio of employees to desks

- Home Working – Job-roles that can be carried out from an employee's home

The Council believes that the provision of flexible working is the way forward to address the work-life balance and provide commitment to the e-government initiatives and promote the Government's flexible working legislation. This is proven to lead to increased staff motivation, and greater recruitment and retention of staff.

There are many non-ICT aspects associated with flexible working that need to be addressed before significant progress can be made with the design and implementation of a flexible working solution. In addition the most significant issue facing ICT in this area is that no funding is available for setting up such a project.

The scale of work and dependencies required to enable a successful implementation of flexible working is no small feat. It will require co-ordination across programmes, projects and authority strategies (including educational requirements) to deliver a set of working policies, ICT infrastructure, software, security and end-user equipment. The following list highlights the key dependencies for development.

- Support – Desktop and application support of a flexible working solution (particularly remote working) places a considerable overhead on the ICT support services in terms of first and second line support. This is due to the complex nature of a flexible working solution and issues surrounding support of a wide geographic spread of the user-base.

- Desktop standardisation – In order to create a strategic flexible working infrastructure a standard desktop needs to be already in place across the authority (see desktop standardisation section).

- Application rationalisation – The authority must rationalise the number of applications in use (through the Herefordshire Connects Programme) and undertake testing to ensure that existing and new applications can use the chosen flexible working platform. In some cases it will not be possible to access applications remotely from home.

- Flexible logon – The ability to utilise any desktop or laptop across the organisation and use of hot desking can only be made possible through application rationalisation and use of a standard corporate desktop.

- ICT Infrastructure – Significant investment will be required to underpin additional hardware, software and telecommunications services required to make flexible working a reality.

- Security – Security of a flexible-working solution is vital, and will need to take into account corporate users, educational users and must be compliant with future E-

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Government requirements.

- End User Equipment – Where staff will be working from home, they will require additional ICT equipment, however, the costs associated with provision are offset against office desk space saved.

- Business Recovery – Flexible working provides a unique opportunity to allow additional staff to work from home if they were to be displaced from the normal place of work following a major incident (Civil Contingencies requirement). Using flexible working would enable the authority to considerably reduce anticipated expenditure on office recovery space (Of particular importance due to the centralisation of staff and services into the Plough Lance office)

- Resilience – Any solution considered must be fully resilient in operation based across the two data centres to cater for displaced staff from either Plough Lane or Rotherwas sites.

- Telephony – For a true flexible working package, staff will need to be able to use a telephone from any desk or home-working location as if it were there own dedicated desk. Whilst the foundations for this have been laid within the Community Network Upgrade project, there are considerable technological challenges in implementation and end-user training

- Mobile Data Access - The rural geography and the population demographics of Herefordshire means that there is significant under investment and coverage of GPRS and 3G mobile data outside of the town centres. Presently this presents a major problem to the use of mobile PDA and connectivity devices for connection to the community network. Until new technology becomes available in the area there is limited value in promoting the use of mobile infrastructure as part of the ICT Strategy

### 6.3.10 Microsoft Security Patching

Automatic Windows update patching is currently under development utilising Windows Server Update Services, which will be rolled out as network bandwidth delivered through the Community Network Upgrade becomes available. This will ensure that all systems are current in terms of security patches and system updates improving the overall security of network and PC infrastructure. All desktops must be utilising either Microsoft Windows 2000 or XP minimum specification as a prerequisite for deployment (approximately 11% of desktops within the authority do not meet the minimum requirement for Microsoft Security Patching representing a considerable security risk).

### 6.3.11 Anti Virus

Desktop anti-virus will continue to be protected by McAfee Virus Scan utilising E-Policy Orchestrator to upload new virus definition files to desktops. Supplier provision and licensing of the anti-virus product will be reviewed on a three year basis to ensure best value. Security and product effectiveness will be reviewed annual to ensure desktop and information assets have the maximum available anti-virus protection.

### 6.3.12 Community Access Points

- Community Access Points are externally funded as part of the Herefordshire In Touch (HIT) Programme to encourage increased access to broadband services and computers in remote rural areas of the county. The project supports communities in experiencing internet access via broadband through the provision of facilities such as local village halls, community centres, post offices and pubs in the designated areas

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- It is envisaged that twenty community access points will be installed across Herefordshire to support the existing public access already available in community libraries and info-shops

- Funding over two years is provided from a number of sources including Herefordshire Council, Advantage West Midlands and Government Office West Midlands

- A project is currently engaged to pilot the concept

6.3.13   Print Services Standardisation

- All legacy NT server print queues will be removed through server centralisation and print direct from workstation to printer utilising network print interfaces either embedded within the printer or through an external print server device.

- Networked photocopy printing will make considerable savings in consumables and low cost per page, high-speed printing. Wherever possible existing photocopiers will be networked to make best use of facilities and reduce the number of printers within Herefordshire Council offices.

- A standard range or printers has been established through centralised ICT procurement, this will be further enhanced by standardising on photocopier procurement to produce the following benefits:

  - Reduced standard consumable and maintenance costs (ink cartridges, toner etc) through the economies of scale derived through centralised supplier negotiation

  - Slick ICT support on a reduced number of printer and photocopier models

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6.3.14   Internet Domain Name Consolidation

- Herefordshire Council aims to have a maximum of 3 websites that promote public services and information through the consolidation or approximately 20 websites that will be integrated into the county portal

- www.herefordshire.gov.uk is the Council's official site that should be used for all core transactions and information publication from the Council.

- www.myherefordshire.com - the County Portal - should be used when it is required that a site be multi-agency, or separated from the Council to gain legitimacy (a good example is Hereforadvice, a legal advice site), or external funding dictates another address be used. This will provide the public with a better service and is more likely to attract users than multiple sites separated by function or directorate

- www.herefordshirepartnership.co.uk - Website used by the Herefordshire Partnerships for promoting their aims and objectives for development of the Herefordshire Plan through joint consultation of several partner organisations

- Herefordshire Council Intranet (http://intranet/) – The intranet is one of the key resources utilised by council employees, giving access to information, documentation and data including:

    - Self service staff contact directory

    - Info library for access and publication to shared documentation across the authority (including HALO)

    - Meeting room booking system

    - General authority information, such as directorate, member and council initiatives

    - Bulletin board systems for specific topics

    - Latest current news and advice within the authority

- In addition it is envisaged that the intranet will provide a central portal for browser based application access. I.e. central point of access for corporate application access technology allows

6.3.15   Web Services Orientated Architecture

A Service Orientated Architecture is an approach to software and systems architecture based around services and computing components that can be flexibly re-used and recombined. In an SOA, software components advertise themselves on the Corporate Network as offering a service that other applications can discover and use to enable

- Reduced software development costs

- Flexible deployment of applications

**Example:** The "Planning Search" facility on the Herefordshire Council website looks like a single application, but is in fact a collection of services or mini-applications. The postcode lookup function has been designed within SOA guidelines and can be reused by any other application that requires the same facility.

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### 6.3.16 Desktop Technology Refresh

There is currently no PC refresh strategy in place within the authority currently creating additional operational pressures including:

- Out of date obsolete hardware requiring higher maintenance and engineering calls outs and lengthy rebuild times

- Unsupported Microsoft operating systems compromising security

- Productivity loss through "slow" technology

- Inability to exploit new technology

- 2005 Hedra ICT benchmarking report highlights the need for a sustainable desktop refresh model

The current model of departmental funding cannot sustain future desktop support and refresh, moving forward ICT will address:

- A new funding model based on a cost per PC per annum to include technology refresh

- Three year technology refresh strategy and streamlined delivery to desk

- Application rationalisation will considerably reduce desktop delivery through desktop standardisation

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### 6.3.17 Server Technology Upgrade and Funding

There is currently no server refresh strategy in place, leading to the issue described in section 5.2.3. In addition the current funding model of "one-off" project does not address in full:

- Environment hosting space (annual cost of providing data centre rack space, cooling etc)

- Network and SAN connectivity – additional capacity required for SAN and network active equipment

- Annual hardware and software maintenance, upgrade and support costs

- Data backup capacity

- Testing and development environment capacity

- Disaster recovery capability and pro-active fault monitoring

- Departmental budgeting for annual costs following project implementation

The funding and project delivery process will be revised and agreed in 2006 to support sustainable server operations and appropriate hardware / software refresh – see ICT procurement and funding model sections for more information

### 6.3.18 Software Support Agreements

Historically software support agreements have been purchased with the system, funded departmentally, giving rise to the following issues:

- No central contracts management – efficiency and volume purchasing agreements not realised

- Support agreements are not renewed as and when required – leads to unsupported systems, and no DR cover

- Due diligence and commercial contract negotiation is often not undertaken by the responsible department

- Service Level Agreements are not challenged and / or do not meet disaster recovery or business recovery requirements

Contract centralisation for ICT related third party software support agreements must be undertaken through the application rationalisation driven by Herefordshire Connects and agreement on new ICT funding structures within 2006/2007. This will be addressed by the centralisation of all ICT procurement to the ICT procurement department and the creation of a contract manager role. For further information see ICT procurement and funding sections.

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### 6.3.19   Capacity Management

Capacity management is one of the largest challenges facing the authority to manage and cost application platforms and data storage capability. Appropriate process and procedure will be embedded into the project and operational delivery models to forecast and control capacity under the information security controls and corporate governance.

Capacity management framework will be embedded into the project management process and the funding model to:

- Forecast project related capacity requirements

- Ensure that departments understand and contribute to the total cost of ownership of data storage (encouraging more effective use of data storage)

- Ensure that all elements of the Storage Area Network and associated dependencies are considered to maintain performance and scalability

### 6.3.20   Data Backup

Data backup and associated testing to meet disaster recovery requirements will be embedded into the project delivery process to ensure:

- Backup capacity is provided

- The backup frequency and method meets business continuity requirements

- Only relevant data is backed up

- Funding is provided for the backup environment for support, capacity and maintenance

Work is currently on-going to ensure that relevant data is backed up and stored off-site every twenty-four hours as a minimum. The disaster recovery project will engage in system recovery and backup testing, however significant elements of this cost are currently borne by ICT services.

Backup capacity and architecture will be considered through integration of business continuity planning elements into the project process and funding model as part of capacity management (see previous section) to ensure that the backup facilities provided are fit for purpose.

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# 7. Service Delivery

## 7.1 Desktop Deployment and Support

ICT Services is currently engaged in the design of more efficient and cost effective methods of desktop delivery to the customer, with ultimate focus being to achieve:

- Shorter desktop delivery turnaround time

- Delivery of standard desktop direct from manufacture to desk

- Remote support and software installation utilising LANDesk

- Embedding all aspects of the delivery process into the starters and leavers process and e-procurement process

- Effective and fit for purpose desktop asset management and reporting

- Increasing purchasing power through commercial framework agreements for both education and corporate sectors

- Reduced cost of ownership

- Hardware standardisation

- Agreed and implemented technology refresh strategy

- Desktop delivery to underpin disaster recovery requirements

## 7.2 Helpdesk (1st Line Support)

The ICT Helpdesk is the first point of contact for Herefordshire Council employees, supported partnerships and some educational facilities (with SLA agreements) for the resolution of ICT faults and queries, supported by external support contracts and second-line networks support.

As the Community Network Upgrade project delivers increased bandwidth to satellite offices the helpdesk will increase the use of remote network tools to assist in the correction of faults decreasing the need for second line support engineers to carry out site visits, thereby decreasing the associated support costs. In addition helpdesk staff will be undergo further training to further support the Herefordshire Connects Programme and resolve more faults at the point of call. (Refer to Appendix G – Sites Supported by ICT)

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ITIL is best practice in IT Service Management, developed by OGC and supported by publications, qualifications and an international user group and is intended to assist organisations to develop a framework for IT Service Management. Worldwide, ITIL is the most widely used best practice for IT Service Management. The implementation of ITIL within the help desk operation will provide the following benefits:

- Reduced operational costs

- Improved IT services through the use of proven best practice processes

- Improved customer satisfaction through a more professional approach to service delivery

- standards and guidance

- Improved productivity

- Improved use of skills and experience

- Improved delivery of third party services through the specification of ITIL

Developing and working with an ITIL framework will allow the helpdesk to rapidly change and move forward to support the changing business support requirements. In addition the Herefordshire Connects programme will demand additional helpdesk coverage as the authority moves towards providing a 24X7 service, and additional hours being worked by staff that are working flexibly or home-working.

## 7.3 Data Network, Telephony and Application Support

### 7.3.1 Network & Telephony Support

The Community Network Upgrade project involves a partnership between Herefordshire Council & Siemens Communication for the support and management of the Corporate Network, effectively taking over the second line network and telephony support, which was carried out by in-house staff. Effectively $2^{nd}$ line engineering staff support the day to day running and strategic development of the Corporate Network to ensure it delivers the council operational requirements. In addition $2^{nd}$ Line support are responsible for internal building LAN cabling, patching to support moves and changes.

Implementation of ITIL framework (see previous section) will ensure more effective customer response, improved working partnership with Siemens.

### 7.3.2 Desktop Support

Due to the geography of Herefordshire, engineering trips to site are often time consuming, and hence not cost effective. As the network community upgrade makes more bandwidth available to office sites, it will be possible to service more helpdesk requests remotely utilising LANDesk reducing the operational costs of desktop support. This will become more effective through technology refresh, standardised hardware and application rationalisation.

Standardisation of the desktop and improved desktop delivery framework (see Desktop Deployment) will greatly enhance turnaround times for $2^{nd}$ line desktop support.

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### 7.4 Training Facilities

Training underpins the successful and efficient use of ICT, and is a vital component of any business transformation programme. In recognition of this a building in Rotherwas has been converted into a fit for purpose training centre with the capacity to deliver training to up to 24 staff at any one time. Additional training posts have also been created to manage the service It is anticipated that the current training capacity will not be enough to fulfil the requirements of the Herefordshire Connects Programme as new applications and methods of working will be rolled out, additional capacity will need to be created as part of the programme.

The customer satisfaction survey carried out by Hedra highlighted that Herefordshire Council ICT training was in upper quartile benchmark in terms of quality, quantity overall confidence in computer use. The existing service and partnerships will be utilised to provide excellent quality level of training based upon the good work completed to date.

Herefordshire Connects will place additional pressure on the current ICT training facilities which are presently nearing capacity. Additional investment will be required in the longer term to expand the current training facilities to maintain a minimum level of end-user experience and knowledge. E-learning can provide rich end-user training for a standard set of applications, particularly within the self service arena. It is envisaged that more training will be provided by e-learning as a cost effective, managed method of user training and accreditation, but will require expansion of the current training resources available to ICT.

### 7.5 Web Services

Web services will remain a project driven service to continue to deliver the web development programme required by past and new government initiatives and to continue to support new business requirements, particularly through the additional requirements of the Herefordshire Connects Programme. In summary the current Web Services duties currently comprise:

- Providing Herefordshire Council with enabling technology and support for the provision of information and services online through various access channels including the Internet, Digital TV and SMS Text Messaging

- Delivery of mechanisms by which the Council can achieve its commitment to anytime, anywhere and anyplace citizen access to Council information and services. They also provide and maintain the intranet platform for internal Council employees

- Provision and maintenance of the technical framework, applications and platforms required to provide capabilities to the authority and also engage in research and development to ensure the Council makes best use of upcoming and new technology

- Review and translate the objectives of Directorate requirements, upcoming legislation and Government initiatives into practical technical solutions that help the Council meet it's internal and external objectives

- Primary delivery team for the Herefordshire Partnership Herefordshire-In-Touch e-Gateway platform for the shared delivery of online services and information. They support a number of external partners including the NHS, West Mercia Police, Rural Media Company and John Masefield school who are committed to using the platform. The team also maintain the technical environment for the County Portal www.myherefordshire.com.

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Web services has historically been funded by the E-Government initiative and on a project by project basis with significant funds being allocated to the provision and support of the current platform. The size and scale of the current architecture should not be underestimated – ICT provide security, support, development and maintenance of some two hundred local authority web-sites which need to be rationalized to a similar look and feel.

As e-Government funding draws to a close the future support and development of the authority web-sites are put into question and as such alternative sources of funding must be found for continued development.

## 7.6      Knowledge Management

The Knowledge Management Service manages information, knowledge and content published using non traditional media. At present this applies to the Herefordshire Council website and intranet, and partnership and community websites and extranets which use the e-Gateway Content Management System and search technology.

In addition It is responsible for a corporate framework of knowledge and content standards, policies and guidance for the provision of online self-service and mediated content. It provides quality assurance for the provision of online services and the development of content through ICT projects in line with those policies, for example with regard to intellectual property, metadata, branding/visual content, accessibility and usability

The Knowledge Management Service will continue to support and develop their role through the business transformation "Herefordshire Connects" and facilitate the provision of the following services:

- Guidance, policies and frameworks for development of electronic content and web based services
    - Corporate content management policies
    - Corporate knowledge sharing policies
    - User guides
- Understanding National frameworks and how they impact Information and Knowledge Management
- Quality assurance of internet, intranet and extranet systems:
    - Monitoring
    - Evaluation
    - Analysis
    - User testing and evaluation
    - Briefings & reports
- Management of Internet, Intranet and extranet core content development:
    - Intranet core content development
    - E-Government portal core content development
    - Myherefordshire.com core content development
- Myherefordshire.com brand management
- Knowledge Management (KM) Strategy

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- KM Implementation Plan

- Content Management (CM) & KM training & awareness

- Knowledge capture initiatives to make it available in a reusable form e.g. documentation of lessons learned (knowledge harvesting)

- Support for distributed content providers/users e.g. content authors, publishers and service providers.

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# 8. Appendix A – IPG Terms of Reference

## 8.1 Aim

The aim of the Information Policy Group is to ensure that Herefordshire Council's ICT Strategy sustains the current business objectives of the Council's Corporate Plan and supports future strategic objectives through effective performance measurement and risk assessment drawing on best practice.  This requires that:

- ICT Strategy is closely aligned with Corporate Business Plan

- ICT Programmes and projects deliver business value

- Programme and project risks are transparent and have mitigation plans in place

- Programmes and projects have performance measures to assess goals and measure outcomes against objectives

- Effective dissemination of IPG decisions are communicated to all affected parts of the organisation

## 8.2 Responsibilities

Within this context the responsibilities of the IPG are to:

- Support the development, communication and promotion of the Council's ICT Strategy across the organisation

- Approve associated information and ICT policies and procedures

- Review all new ICT projects, programmes and system procurements, ensuring that they have consistent information concerning:

  - Background - sufficient information to explain what the prospective project is about and what the history is

  - Objectives - what is to be addressed and why, what are the outline benefits, what is the expected ROI

  - Scope - clearly defined boundaries for the project including impact for existing systems

  - Constraints - legislation, resources, etc

  - Assumptions - availability, technology, budget including approvals and sources

  - Risks - potential risks faced by the project, potential risks faced by the authority whether the project proceeds or not

  - Deliverables - clearly defined, tangible, measurable items

  - Policy implications e.g. for HR and finance

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- Approve those ICT projects, programmes and procurements that:

    - Support the Council's strategic plans, be they business or technology driven

    - Are viable in terms of adding value and improving performance

    - Do not adversely impact other projects currently underway

    - Have sufficient, approved financial, infrastructure and people resources available with the appropriate skills

    - Could not be combined with another similar project to provide a better solution

    - Have the detailed information needed to make a proper decision

- Monitor the Council's ongoing portfolio of projects ensuring that priorities are reviewed and communicated, and risks managed adequately.

- Review ongoing and completed programmes and projects to determine what benefits and efficiencies have been achieved, comparing these with the goals and objectives documented in the original business case.

- Sponsor the dissemination of good practice and lessons learnt across the organization

- Monitor the delivery of the action plans required by audits of ICT.

- Escalate issues to CXMT where necessary. In the event that IPG rejects a business case twice, the sponsor automatically has the right to take the case to CXMT.

- Act as the Council's Information Security Forum in accordance with the requirements of BS7799

- Act as the Council's advocate for the Implementing Electronic Government Agenda supporting the Member and Officer e-Champions

- Review these Terms of Reference annually to ensure they meet the requirements of the organization and external bodies such as the ODPM and Audit Commission and conform to best practice as appropriate.

### 8.3 Membership

All Directorates / Departments are to be represented at IPG by suitably qualified candidates such as Heads of Service responsible for strategic service planning. Representatives must attend regularly and be empowered to make binding decision of behalf of their Directorates/Departments. The current Director of Corporate and Customer Services will chair the IPG.

### 8.4 Quorum

Representatives accept personal responsibility for ratifying decisions made at IPG meetings. In the event that decisions are called for in the absence of a scheduled IPG meeting due to business criticality, a minimum of 4 Directorate / Departmental members will constitute a quorum provided this includes the Chair and the Head of ICT or their nominated representative.

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## 8.5 Process

IPG members will normally seek a consensus, but in the event of a divided view, the Chair will have the casting vote or refer the matter to CXMT. In the event that an issue needs to be considered between meetings, the Chair will have the discretion to seek comment via written response.

## 8.6 Communications

All IPG decisions will be recorded in writing and circulated to the parties impacted by the decision for incorporation into the documentation of any approved project or programme. Key IPG decisions and policies will also be identified as such and published on the Council's Intranet.

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## 9. Appendix B - Performance Improvement Plans

| Council Priority: Sustaining vibrant and prosperous communities, including by securing more efficient, effective and customer-focused service, clean streets, talking homelessness and effective emergency planning. | | | | | | |
|---|---|---|---|---|---|---|
| **Indicator** | **Service Owner** | **Target** | **Milestone** | **Action** | **Risk and Resource** | **Comments/ Progress** |
| Working in effective and focused partnerships across all sectors to maintain and improve community services, including the full modernisation of those provided directly by the Council to make them more cost effective and user friendly | JH MT AH | Target related to Herefordshire Connects | Milestones to be identified by May 2006 | Implementation of the Herefordshire Connects Programme in support of the council's Customer Services Strategy, and full implementation of e-government | CCS06/001 Delay in Herefordshire Connects and associated projects | |

| Council Priority: Streamlining processes, assets and management structures, and securing significant efficiency savings, so as to keep down Council Tax increases and invest in priority service improvements | | | | | | |
|---|---|---|---|---|---|---|
| Indicator | Service Owner | Target | Milestone | Action | Risk and Resource | Comments/ Progress |
| Make recurrent & cumulative further annual savings for reinvestment in priority services. | JH MT ICT Mgmt. Team | Rationalisation of front and back office functions. | Commitment of CMB and Cabinet to Herefordshire Connects | Invest to save in order to achieve recurrent savings. | CCS06/011 Capacity and commitment in terms of financial human and technology resources. The degree of cultural change required across the authority. | |
| | | Meet e-government targets | Delivery of final IEG statement | Continue the comprehensive programme of investment in ICT. Continue the comprehensive review of service requirements & priorities (Herefordshire Connects) | | |
| Continue to modernise and improve the quality, accessibility and positive impact of our services on people's quality of life | JH MT ICT Mgmt. Team | Target related to Herefordshire Connects | Milestones to be identified by May 06 | | CCS06/012 To be defined by Herefordshire Connects Programme | |

| Council Priority: Ensuring essential assets, including schools, other buildings, roads and ICT are in the right condition for the long-term cost-efficient delivery of services, and ensure business continuity in the face of emergencies | | | | | | |
|---|---|---|---|---|---|---|
| **Indicator** | **Service Owner** | **Target** | **Milestone** | **Action** | **Risk and Resource** | **Comments/ Progress** |
| Maintain prudent programme for the renewal & maintenance of key assets | JH<br>ICT Mgmt. Team | Complete installation of ICT network<br><br>Agreed policy on corporate ownership of all ICT assets | New network fully operational – April 2007<br><br>Policy agreed – June 2006 | Continue ongoing rollout of agreed programme<br><br>ICT Strategy to be completed and ratified by CMB/Cabinet | CCS06/013<br><br>Delay to other key programmes e.g. Accommodation strategy<br><br>Delay to laying of new fibre optic cable between data centres | |
| Have in place tried and tested plans and systems to maintain services in the event of a disaster or other crisis | JH<br>MT<br>ICT Mgmt. Team<br>EPO | 100% compliance with Civil Contingency Act | All Service areas to have completed Continuity Plans.<br><br>Disaster Recovery planning completed October 2006 | Service Continuity Plans to be completed by April 2006<br><br>Service Continuity Plans training, embedding culture and exercising<br><br>Disaster recovery planning completed October 2006 | CCS06/014<br><br>Ongoing support of the CMB to ensure that Service Heads and Key Managers continue to give priority to service continuity and disaster recovery planning. | |
| Raise performance as regards use of resources, including the achievement of best value for money to an even higher level | JH<br>MT<br>ICT Mgmt. Team | 98.5% availability of voice and data networks | New network fully operational – April 07 | Continue ongoing rollout of agreed programme | CCS06/016<br><br>Delay to other key programmes e.g. Accommodation Strategy | |
| | | New Financial model for authority-wide ICT provision.<br><br>Agreed policy on corporate ownership of all ICT assets | New model operational<br><br>Policy agreed – June 06 | Agree new model with CMB/Cabinet | CCS06/017<br><br>Capacity and commitment in terms of financial human and technology resources.<br><br>The degree of cultural change required across the authority. | |

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| Council Priority: Understanding the needs and preferences of service users and council tax payers, and tailoring services accordingly | | | | | | |
|---|---|---|---|---|---|---|
| Indicator | Service Owner | Target | Milestone | Action | Risk and Resource | Comments/ Progress |
| Ensure services are rooted in solid understanding of public and customers needs and wants | JH MT AH | Provide a better, faster and more responsive service to individual customers | Implementation of e-government. | Embed e-government requirements in Herefordshire Connects Programme. | CCS06/018 Managers do not utilise the information to improve services | |
| LPI – Number of telephone calls answered as a % of all telephone calls received | JH ICT Mgmt. Team | 95% | New corporate voice network operational | New voice network facilities to be implemented | CCS06/024 New voice network and associated tools such as voicemail not delivered/code of conduct not monitored and enforced | |
| LPI - % of telephone calls answered in 15 seconds | JH ICT Mgmt. Team | 80% | New corporate voice network operational New Info by Phone service operational | New voice network facilities | CCS06/025 New voice network and associated tools such as voicemail not delivered/code of conduct not monitored and enforced. Delay to other key programmes e.g. Accom. Strategy | |
| BV 157 The number of types of interactions that are enabled for electronic delivery as a % of interactions that are legally permissible for electronic delivery | JH AH PPSO | 99% | IEG6 Statement returned – April 06 | Complete IEG6 return and ensure all service areas are able to evidence e-delivery of services claimed | CCS06/027 Lack of audit trail | |

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| Council Priority: Recruiting, retaining and motivating high quality staff, ensuring they are trained and developed so as to maximise their ability and performance | | | | | | |
|---|---|---|---|---|---|---|
| **Indicator** | **Service Owner** | **Target** | **Milestone** | **Action** | **Risk and Resource** | **Comments/ Progress** |
| Development of key skills in respect of effective planning and performance management to drive continuous improvement in standards of services across the Council | JH<br>MT<br>ICT<br>Mgmt.<br>Team | Implementation of the criteria within the Pay and Workforce Strategy. | Improvement Plan<br>SRD implementation<br>Clearly defined requirements within Job Descriptions and Person Specs | | CCS06/028<br>Lack of buy-in by line managers & staff understanding of links to Corporate Plan.<br>Volume of work created by change environment. | |
| | | Continuance of the comprehensive programme of staff training and development | 100% return of staff SRD<br>Clearly defined targets and measurement | Sampling Service undertaken to ensure satisfactory standard and uniformity. | CCS06/029<br>Lack of staff commitment. | |
| | | All Managers to be well-equipped to plan their services and manage performance effectively to deliver the Council's priorities | 100% completion of Management Competencies 360° assessment by HoS | Issues arising to be addressed through SRD.<br>Setting of a core set of competencies for Mgmt induction | CCS06/030<br>Managers awareness of process. Lack of time. Senior managers not responding in process. | |
| | | To reduce the average absence due to sickness to 7 days per annum per fte | | Recognise the individual characteristics of the ICT marketplace and Herefordshire's challenges | CCS06/031<br>Absence exceeds 7 days per annum per fte | |
| | | To maintain staff turnover of not more than 9% per annum | | | CCS06/032<br>Staff turnover exceeds 9% per annum | |
| | | Sharing of good practice throughout the Directorate | 85% staff agree that we make the best use of our resources and partnerships to deliver our services (Herefordshire Driver level 3-5) | Timely communication through Team Meetings in relation to Changes that affect staff | CCS06/033<br>That team meetings do not take place and so good practice is not shared | |

From previous page

| Indicator | Service Owner | Target | Milestone | Action | Risk and Resource | Comments/ Progress |
|---|---|---|---|---|---|---|
| | | | 90% staff agree that we provide effective leadership (Herefordshire Driver Return Level 3-5) | Introduction of standard item 'Learning Point' for Team Meetings.<br><br>Invite colleges from other service areas where Teams interact to present 5min talk on 'their job' at Team Meetings.<br><br>Key Managers to ensure communication is two-way by advising staff on outcomes of their ideas etc | CCS06/034<br><br>Lack of management support.<br><br>Staff apathy.<br><br>Impacts of various programmes making staff feel over-pressured. | |

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| Council Priorities: Embedding corporate planning, performance management and project management systems so as to continue to drive up service standards and efficiency | | | | | | |
|---|---|---|---|---|---|---|
| Indicator | Service Owner | Target | Milestone | Action | Risk and Resource | Comments/ Progress |
| Consistently sound service plans across the Council, meeting corporate requirements | JH MT ICT Mgmt. Team | Quality assurance of plans completed in time for them to be in place at the beginning of 2007-08.  Understand and document alignment of Council's project portfolio to business priorities.  Use a rounded process whereby Directorate Service Plans take into account support service requirements | To be determined as part of the agreed planning cycle for 2006-07.  Priorities agreed via IPG, CMB and Herefordshire Connects Programme. | As per target and milestones | CCS06/038  Lack of manager buy-in to the corporate requirements  Resources = Directors; Heads of Services; Corporate Programmes team | |

## 10.    Appendix C – BVPI & Priority Outcomes

| BVPI | Indicator | December 2005 Actual | 2005/2006 National Target | 2005/2006 Local Target |
|------|-----------|----------------------|---------------------------|------------------------|
| BV157 | % Types of interactions enabled electronically | 95% | 100% | 99% |

| Table Key | Description |
|-----------|-------------|
| Green | Achieved |
| Amber | Project initiated but not complete |
| Red | Project not initiated / not considered a business priority |

| Priority Service | Priority Outcome Number | e-Government Outcome | Priority Outcome Description | CMB Lead | National Target 2005/06 | Actual Performance December 2005 | Local Target 2005/06 |
|------------------|-------------------------|----------------------|------------------------------|----------|-------------------------|----------------------------------|----------------------|
| Schools | R1 | Required e-Government Outcome | Parents/guardians to apply online for school places for children for the 2007 school year. The admissions process starts about a year before the beginning of the school year, e.g. September 2006 for 2007 entry | Sue Fiennes | 100% e-enablement by December 05 | Amber | Amber |
| Schools | R2 | Required e-Government Outcome | Online facilities to be available to allow access to information about educational support services that seek to raise the educational attainment of Looked After Children | Sue Fiennes | 100% e-enablement by December 05 | Green | Green |
| Schools | G1 | "Good" e-Government Outcome | Development of an Admissions Portal and / or e-enabled telephone contact centre to assist parents, carers and children in their choice of, and application to local schools | Sue Fiennes | 100% e-enablement by March 06 | Amber | Amber |
| Community Info | R3 | Required e-Government Outcome | Online facilities to be available to allow one stop direct access and deep linking to joined up A-Z information on all local authority services via website or shared telephone contact centre | Jane Jones | 100% e-enablement by December 05 | Green | Green |

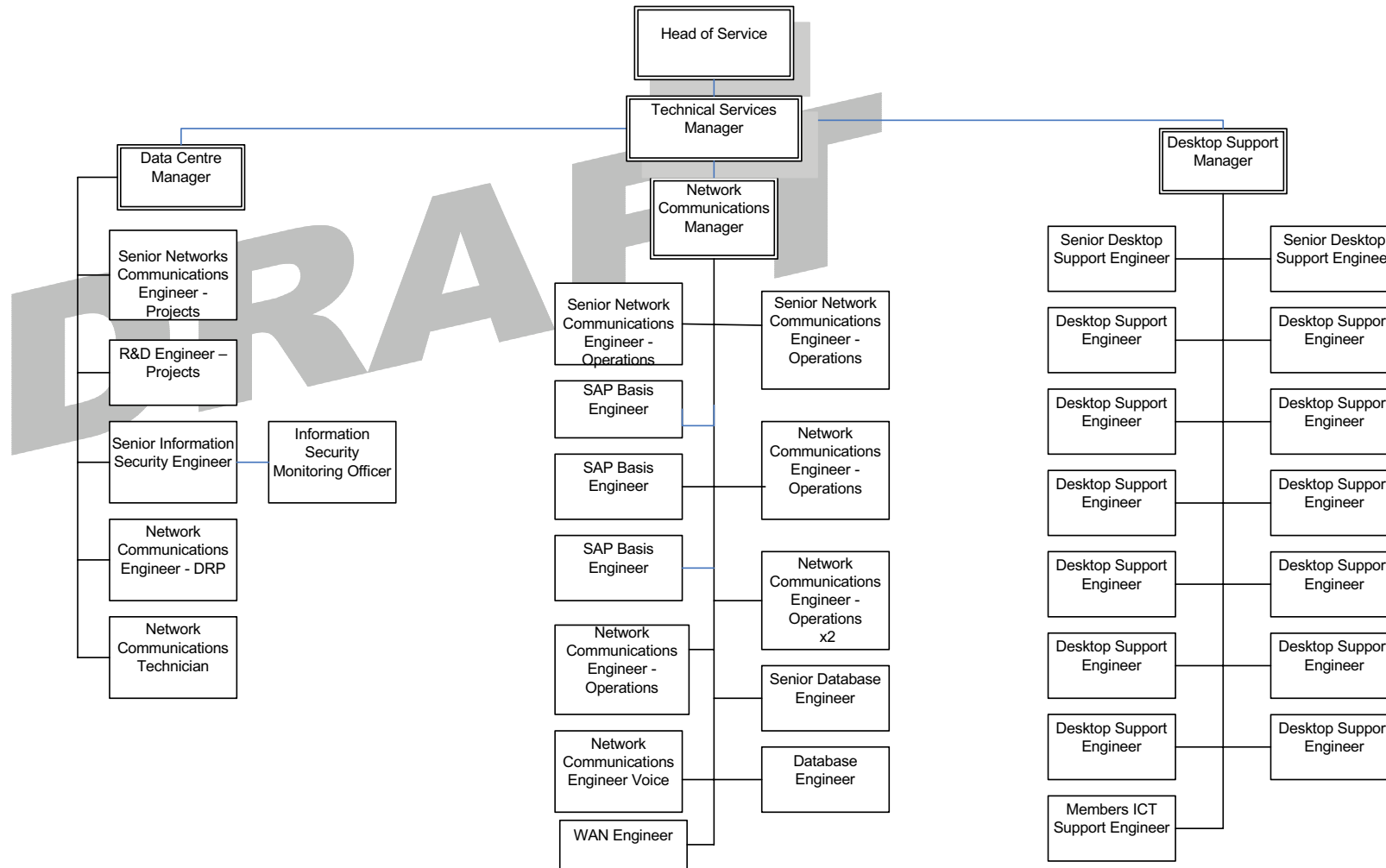| Priority Service | Priority Outcome Number | e-Government Outcome | Priority Outcome Description | CMB Lead | National Target 2005/06 | Actual Performance December 2005 | Local Target 2005/06 |
|---|---|---|---|---|---|---|---|
| Community Info | R4 | Required e-Government Outcome | Online facilities to be available to allow local authority and youth justice agencies to co-ordinate the secure sending, sharing of and access to information in support of crime reduction initiatives | Sue Fiennes | 100% e-enablement by December 05 | Amber | Green |
| Community Info | G2 | "Good" e-Government Outcome | Empowering and supporting local organisations, community groups and clubs to create and maintain their own information online, including the promotion of job vacancies and events | Jane Jones | 100% e-enablement by March 06 | Amber | Green |
| Democratic Renewal | R5 | Required e-Government Outcome | Online facilities to be available to allow public access to reports, minutes and agendas from past council meetings, including future meetings diary updated daily | Jane Jones | 100% e-enablement by December 05 | Green | Green |
| Democratic Renewal | R6 | Required e-Government Outcome | Providing every Councillor with the option to have an easy-to-manage set of public web pages (for community leadership purposes) that is either maintained for them, or that they can maintain themselves | Jane Jones | 100% e-enablement by December 05 | Green | Green |
| Democratic Renewal | G3 | "Good" e-Government Outcome | Citizen participation and response to forthcoming consultations and decisions on matters of public interest (e-consultation), including facility for citizens to sign up for email and/or SMS text alerts on nominated topics | Jane Jones | 100% e-enablement by March 06 | Green | Green |
| Democratic Renewal | G4 | "Good" e-Government Outcome | Establishment of multimedia resources on local policy priorities accessible via public website (e.g. video & audio files) | Jane Jones | 100% e-enablement by March 06 | Green | Green |
| Local Environment | R7 | Required e-Government Outcome | Public reporting/applications, procurement and tracking of environmental services, includes waste management and street scene (e.g. abandoned cars, graffiti removal, bulky waste removal, recycling) | Graham Dunhill | 100% e-enablement by December 05 | Amber | Amber |
| Local Environment | R8 | Required e-Government Outcome | Receipt and processing of planning and building control applications | Graham Dunhill | 100% e-enablement by December 05 | Green | Green |
| Local Environment | G5 | "Good" e-Government Outcome | Public access to corporate Geographic Information Systems (GIS) for map-based data presentation of property-related information | Graham Dunhill | 100% e-enablement by March 06 | Green | Green |

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| Priority Service | Priority Outcome Number | e-Government Outcome | Priority Outcome Description | CMB Lead | National Target 2005/06 | Actual Performance December 2005 | Local Target 2005/06 |
|---|---|---|---|---|---|---|---|
| Local Environment | G6 | "Good" e-Government Outcome | Sharing of Trading Standards data between councils for business planning and enforcement purposes | Graham Dunhill | 100% e-enablement by March 06 | **Amber** | **Green** |
| Local Environment | G7 | "Good" e-Government Outcome | Use of technology to integrate planning, regulation and licensing functions (including Entertainment Licensing and Liquor Licensing) in order to improve policy and decision-making processes around the prevention of anti-social behaviour | Graham Dunhill | 100% e-enablement by March 06 | **Green** | **Green** |
| e-Procurement | R9 | Required e-Government Outcome | Appropriate e-procurement solutions in place, including as a minimum paperless ordering, invoicing and payment. | Chief Executive | 100% e-enablement by December 05 | **Green** | **Green** |
| e-Procurement | G8 | "Good" e-Government Outcome | Establishment of a single business account (i.e. a cross-departmental 'account' run by the local authority whereby businesses are allocated a unique identifier that can be stored and managed via a corporate CRM account facility supporting face-to-face, website and contact centre transactions | Jane Jones | 100% e-enablement by March 06 | **Amber** | **Amber** |
| e-Procurement | G9 | "Good" e-Government Outcome | Regional co-operation on e-procurement between local councils | Chief Executive | 100% e-enablement by March 06 | **Red** | **Red** |
| Payments | R10 | Required e-Government Outcome | Online facilities to be available to allow payments to the council in ways that engender public trust and confidence in local government electronic payment solutions (e.g. email receipting/proof of payment, supply of automatic transaction ID numbers). | Sonia Rees | 100% e-enablement by December 05 | **Green** | **Green** |
| Payments | R11 | Required e-Government Outcome | Online facilities to be available to allow delivery of 'added value' around online payment facilities, including ability to check Council Tax and Business Rate balances online or via touch tone telephone dialling. | Sonia Rees | 100% e-enablement by December 06 | **Green** | **Green** |
| Payments | G10 | "Good" e-Government Outcome | Demonstration of efficiency savings and improved collection rates from implementation of e-payments. | Sonia Rees | 100% e-enablement by March 06 | **Green** | **Green** |
| Payments | G11 | "Good" e-Government Outcome | Registration for Council Tax and Business Rates e-billing for Direct Debit payers. | Sonia Rees | 100% e-enablement by March 06 | **Green** | **Green** |

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| Priority Service | Priority Outcome Number | e-Government Outcome | Priority Outcome Description | CMB Lead | National Target 2005/06 | Actual Performance December 2005 | Local Target 2005/06 |
|---|---|---|---|---|---|---|---|
| Libraries, Sports & Leisure | R12 | Required e-Government Outcome | Online facilities to be available to allow renewal and reservations of library books and catalogue search facilities. | Jane Jones | 100% e-enablement by December 05 | **Green** | **Green** |
| Libraries, Sports & Leisure | R13 | Required e-Government Outcome | Online facilities to be available to allow booking of sports and leisure facilities, including both direct and contracted-out operations. | Jane Jones | 100% e-enablement by December 05 | **Amber** | **Green** |
| Libraries, Sports & Leisure | G12 | "Good" e-Government Outcome | Integrated ICT infrastructure and support to ensure the consistent delivery of services across all access channels (e.g. web, telephone, face to face) based on e-enabled back offices and smart card interfaces for council library, sports and leisure services | Jane Jones | 100% e-enablement by March 06 | **Amber** | **Amber** |
| Transport | R14 | Required e-Government Outcome | The public to inspect local public transport timetables and information via available providing organisation, including links to 'live' systems for interactive journey planning | Graham Dunhill | 100% e-enablement by December 05 | **Green** | **Green** |
| Transport | R15 | Required e-Government Outcome | Public e-consultation facilities for new proposals on traffic management (e.g. controlled parking zones (CPZs), traffic calming schemes), including publication of consultation survey results | Graham Dunhill | 100% e-enablement by December 05 | **Green** | **Green** |
| Transport | G13 | "Good" e-Government Outcome | E-forms for "parking contravention mitigation" (i.e. appeal against the issue of a penalty charge notice), including email notification of form receipt and appeal procedures. | Sonia Rees | 100% e-enablement by March 06 | **Amber** | **Green** |
| Transport | G14 | "Good" e-Government Outcome | GIS-based presentation of information on road works in the local area, including contact details and updated daily. | Graham Dunhill | 100% e-enablement by March 06 | **Green** | **Green** |
| Benefits | R16 | Required e-Government Outcome | E-enabled "one stop" resolution of Housing & Council Tax Benefit enquiries via telephone, contact centres, or via one stop shops using workflow tools and CRM software to provide information at all appropriate locations and enable electronic working from front to back office | Jane Jones | 100% e-enablement by December 05 | **Red** | **Amber** |
| Benefits | R17 | Required e-Government Outcome | Citizens or their agents to check their eligibility for and calculate their entitlement to Housing & Council Tax Benefit and to download and print relevant claim forms | Sonia Rees | 100% e-enablement by December 05 | **Green** | **Green** |

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| Priority Service | Priority Outcome Number | e-Government Outcome | Priority Outcome Description | CMB Lead | National Target 2005/06 | Actual Performance December 2005 | Local Target 2005/06 |
|---|---|---|---|---|---|---|---|
| Benefits | G15 | "Good" e-Government Outcome | Mobile office service using technology to offer processing of Council Tax and Housing Benefit claims directly from citizens' homes | Sonia Rees | 100% e-enablement by March 06 | **Green** | **Green** |
| Support for vulnerable people | R18 | Required e-Government Outcome | Comprehensive and dedicated information about access to local care services available over the web and telephone contact centres. | Sue Fiennes / Geoff Hughes | 100% e-enablement by December 05 | **Green** | **Green** |
| Support for vulnerable people | R19 | Required e-Government Outcome | Remote web access or mediated access via telephone (including outside of standard working hours availability) for authorised officers to information about individual 'care packages', including payments, requests for service and review dates | Sue Fiennes / Geoff Hughes | 100% e-enablement by December 05 | **Green** | **Green** |
| Support for vulnerable people | G16 | "Good" e-Government Outcome | Systems to support joined-up working on children at risk across multiple agencies | Sue Fiennes | 100% e-enablement by March 06 | **Red** | **Red** |
| Support for vulnerable people | G17 | "Good" e-Government Outcome | Joint assessments of the needs of vulnerable people (children and adults), using mobile technology to support workers in the field | Sue Fiennes / Geoff Hughes | 100% e-enablement by March 06 | **Green** | **Green** |
| Supporting new ways of working | R20 | Required e-Government Outcome | Email and Internet access provided for all Members and staff that establish a need for it. | Jane Jones | 100% e-enablement by December 05 | **Green** | **Green** |
| Supporting new ways of working | R21 | Required e-Government Outcome | ICT support and documented policy for home/remote working (teleworking) for council members and staff. | David Johnson | 100% e-enablement by December 05 | **Green** | **Green** |
| Supporting new ways of working | R22 | Required e-Government Outcome | Access to home/remote working facilities to all council members and staff that satisfy the requirements set by the Council's published home/remote working policy. | David Johnson | 100% e-enablement by December 05 | **Green** | **Green** |

| Priority Service | Priority Outcome Number | e-Government Outcome | Priority Outcome Description | CMB Lead | National Target 2005/06 | Actual Performance December 2005 | Local Target 2005/06 |
|---|---|---|---|---|---|---|---|
| Supporting new ways of working | G18 | "Good" e-Government Outcome | Establishment of e-skills training programme for council members and staff with recognised basic level of attainment (e.g. European Computer Driving Licence, British Computer Society Qualification "e-Citizen"). | David Johnson | 100% e-enablement by March 06 | **Green** | **Green** |
| Accessibility of Services | R23 | Required e-Government Outcome | Self-service or mediated access to all council services outside standard working hours via the Internet or telephone contact centres (i.e. available for extended hours outside of 9am-5pm Monday to Friday) | Jane Jones | 100% e-enablement by December 05 | **Amber** | **Amber** |
| Accessibility of Services | R24 | Required e-Government Outcome | Implementation of a content management system (CMS) to facilitate devolved web content creation and website management | Jane Jones | 100% e-enablement by December 05 | **Green** | **Green** |
| Accessibility of Services | G19 | "Good" e-Government Outcome | Adoption of ISO 15489 methodology for Electronic Document Records Management (ERDM) and identification of areas where current records management policies, procedures and systems need improvement to meet the requirements of Freedom of Information (FOI) and Data Protection legislation | Jane Jones | 100% e-enablement by March 06 | **Green** | **Green** |
| Accessibility of Services | G20 | "Good" e-Government Outcome | Conformance with level AA of W3C Web Accessibility Initiative (WAI) standards on website accessibility | Jane Jones | 100% e-enablement by March 06 | **Green** | **Green** |
| Accessibility of Services | G21 | "Good" e-Government Outcome | Compliance with Government Interoperability Framework (e-GIF), including the Government Metadata Standard (e-GMS) | Jane Jones | 100% e-enablement by March 06 | **Green** | **Green** |
| Take up of web services | R25 | Required e-Government Outcome | Publication of Internet service standards, including past performance and commitments on service availability | Jane Jones | 100% e-enablement by December 05 | **Green** | **Green** |
| Take up of web services | R26 | Required e-Government Outcome | Monitoring of performance of corporate website, or regional web portal, between 2003/04 and 2005/06 in order to demonstrate rising and sustained use, as measured by industry standards including page impressions and unique users | Jane Jones | 100% e-enablement by December 05 | **Green** | **Green** |
| Take up of web services | G22 | "Good" e-Government Outcome | Establishment of internal targets and measures for customer take-up of e-enabled access channels | Jane Jones | 100% e-enablement by March 06 | **Green** | **Green** |

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| Priority Service | Priority Outcome Number | e-Government Outcome | Priority Outcome Description | CMB Lead | National Target 2005/06 | Actual Performance December 2005 | Local Target 2005/06 |
|---|---|---|---|---|---|---|---|
| Take up of web services | G23 | "Good" e-Government Outcome | Adoption of recognised guidelines for usability of website design | Jane Jones | 100% e-enablement by March 06 | **Green** | **Green** |
| Easy for citizen to do business | R27 | Required e-Government Outcome | Systems in place to ensure effective and consistent customer relationship management across access channels and to provide a 'first time fix' for citizen and business enquiries, i.e. using a common database, which holds customer's records, to deliver services across different channels, and enabling joined-up and automated service delivery | Jane Jones | 100% e-enablement by December 05 | **Amber** | **Amber** |
| Easy for citizen to do business | R28 | Required e-Government Outcome | All email and web form acknowledgements to include unique reference number allocated to allow tracking of enquiry and service response. | Jane Jones | 100% e-enablement by December 05 | **Amber** | **Amber** |
| Easy for citizen to do business | R29 | Required e-Government Outcome | 100% of email enquiries from the public responded to within one working day, with documented corporate performance standards for both email acknowledgements and service replies | Jane Jones | 100% e-enablement by December 05 | **Amber** | **Amber** |
| Easy for citizen to do business | G24 | "Good" e-Government Outcome | Integration of customer relationship management systems with back office activity through use of enabling technology such as Workflow to create complete automation of business process management | Jane Jones | 100% e-enablement by March 06 | **Amber** | **Green** |
| Easy for citizen to do business | G25 | "Good" e-Government Outcome | Facilities to support the single notification of a change of address, i.e. a citizen should only have to tell the council they have moved on one occasion and the council should then be able to update all records relating to that person to include the new address | Jane Jones | 100% e-enablement by March 06 | **Green** | **Green** |

# 11. Appendix D – Organisation

## 11.1 ICT Services Division

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## 11.2 Support and Development

## 11.3 Corporate Programmes



Head of Service
→ Corporate Programmes Manager

- Business Change Manager
  - Business Change Manager
    - Business Change Manager SIP
      - Business Change Manager Web
- Technical Project Manager
  - Technical Project Manager
    - Technical Project Manager
- PPSO Team Leader
  - PPSO Administrator
  - PPSO Technician
- Project Assurance Manager
- Business Analyst
  - Business Analyst

## 11.4 Support Services



Head of Service
→ Directorate Support Services Manager
→ Secretary to Head of Service

- ICT Training Officer
  - ICT Training Co-ordinator
- ICT Finance Team Leader
  - ICT Finance Assistant
    - ICT Finance Assistant
- ICT Procurement Team Leader
  - ICT Procurement Assistant
    - ICT Procurement Assistant
      - ICT Procurement Assistant
- ICT Services Office Co-ordinator

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## 12. Appendix E – Application Overview

**Citizens and Customers**

In Person | Post | Telephone | SMS Text | Fax Machine | Email | Online Forms | Website | Digital TV | Community Access Points / Kiosks

**Channels**

**Service Delivery**

| Business | Community and Living | Council, Government Democracy | Education & Learning | Environment | Health & Social Care | Housing | Jobs & Careers | Legal Services | Leisure & Culture | Public Safety | Social Issues | Transport & Streets |

**Shared Applications**

| Finance | Human Resources | Asset Management | Procurement | Customer Relationship Management (CRM) | Land and Property |

**Application Support Tools**

| Decision Support | Collaboration | Geographic Information Systems (GIS) |

Intranet

**Common Infrastructure Services**

| Identity Management | Web Content Management | Directories | Application Integration | Office Systems | Workflow | Document and Records Management |

**Infrastructure**

| Recognition Devices | User Devices | Platforms | Networks | Desktops |

# 13. Appendix F – Application List

## 13.1 Overview

The Herefordshire Connects Programme has identified some 980 applications and data sets to-date utilised across the authority at present. This is consists of approximately:

- 260 Vendor provided applications (key applications are identified within the following two sub-sections)

- 720 Identified data sets held within Microsoft Word, Excel, Access and other forms of database

## 13.2 Integrated Customer Services Applications

- Academy

- Academy Skillwise

- Academy Streetwise

- Address Enquiry

- AMES (Animal Movement Enforcement System)

- AMLS (Animal Movement Licensing System)

- AQUA

- Bed Statements

- Business Directory

- Business Directory

- Capacity2xls

- Casefile Database

- Childrens Provider Database

- Children's Services Database

- Client Details

- Client Review Log

- CLIX

- Comino DMS

- COMTRAC

- Confirm

- Contract Work Record

- CRM Northgate

- Daily Attendance

- Early Years Live (FSS/Tribal type not know)

- Electoral Registration - MVM Northgate

- Electronic Referral Record

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- Ferret Maximiser
- Filetracker
- Follow up assessment
- Foundations/Tribal SEN Database
- funding datalist
- HOCCS
- Hugh Symonds CD View 6.0
- IMAFS
- Incoming daily post
- I-novem
- Interim Beds database
- ISIS
- june 2005 follow up list
- LAC with Statement living in Hfds
- LACHS
- Manual Assessment sent out and received book
- Manual record of History
- Manual Referrals
- Mapinfo
- Mastertrader
- Mayrise - Street Lighting & Waste Management
- Medication
- Mesals
- Modern.gov
- MRM Bromyard
- MVM
- Non-Valuables Log
- Novalet
- Ped, Access and Cycle Forum Members
- Property Pilot
- Property Pilot
- pupils referred to the  SEN Tribunal process
- pupils referred to the  SEN Tribunal process
- Railcards
- Referral Enquiry
- Register 2005

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- Review Book  Manual
- RSL Contacts for HSSA
- School Database
- School Music Services
- Schools' contact list
- SIMS
- Single Assessment Process ASAP
- singleclientrecordformdata
- SPOCC LIVE
- SPOCC.net
- stallholders datalist
- Statemented children in LEA schools in other autho
- Statemented children in special schools nationwide
- Statutory Assessment of SEN process and Banded Fun
- Sure Start database (now replaced by the Smart Start
- Talis
- Trapeze

## 13.3    Integrated Service Support Applications

- Abacus
- Annual Leave Cards
- Asbestos Register
- Asset Register System K
- Autocad Lite
- BACS
- BACWAY IP Enterprise
- BANKTAPE
- Building Cleaning Register
- Building Cleaning Specification
- CASE
- Catering Arrangements
- CedAr
- CEDAR.UPLOAD
- CHRIS (Computerised Human Resource Information Sys
- CINERGIC
- Consumables Database

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- CQS

- Create!Secure

- Credit Card Payments

- CUPID

- Daily Attendance

- Dataease

- DEBTS.LIVE

- Devolved Budget

- Early Retirement/Redundancy Costs

- Eiger

- Employee ID Badges Database (ID Management)

- Enquiry Database

- Evolut1on

- First Aid Courses

- Generic Skills & Career Framework Project Plan

- Grounds Maintenance Measurement Database

- Grounds Maintenance Register

- HA

- HAM

- Helpdesk Shift Rota

- HUA.CASH

- ICT Equipment Inventory

- ICT Procurement

- ICT Procurement systems review

- IDEA

- Insearch

- Invoices Paid

- JE Database  aka Gauge

- Job Opportunities Database

- Leased Cars

- Lifeways flow programme

- Link Pay Modeller

- Maintenance on Comm Equip

- Monitoring Ross

- MVM Searchnet

- Natwest Bankline

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- NBS Building

- NBS Scheduler

- Non-Teaching Database

- Osprey

- PERCS

- Postage Allocation

- Property Projects Register

- Quatro Pro

- Rating 2005

- Register 2005

- Residents ppty a/c

- S+W-CQS

- SAP BOP

- SARS return

- School Music Services

- Selima

- SIMS

- SLA Monitoring

- Spectrum

- SPOCC LIVE

- SPOCC.net

- SPOCC.TEST

- SRD

- Staff Timesheets

- Supervision Document

- Talis

- Tardis

- Teachers Foxpro Database

- Time

- Timesheets

- Trapeze

- Trapeze

- Trapis (SCSH)

- VAT Queries

- Walled Garden

- Whole Authority Sickness Absence

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- Workforce Analysis Database

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# 14. Appendix G – Sites Supported by ICT



Sites Supported by ICT Services

Non-School Sites
- Site Supported by ITC Services (yellow)

Supported Schools, with Engineers Visits Scheduled:
- Weekly (red)
- Fortnightly (blue)
- Every Three Weeks (green)

Herefordshire Council,
ICT Services, Thorn Office Centre
Holme Lacy Road, Rotherwas,
Hereford, HR2 6JT.
Tel:    01432 260160
Email: helpdesk@herefordshire.gov.uk

Note: These maps do not show some supported sites or individuals
such as Councillors, Social Workers, GP's surgeries, and
those employees under Flexible Working.

Scale 1: 280,000

Map ref: 2006_15

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Herefordshire Council. 100024168. 2006

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# 15. Appendix H - ICT Achievements to Date

- Upgrading a legacy network of three disparate networks into a single fit for purpose managed communication network platform making use of the latest Voice Over IP (VOIP) technology – expected completion early 2007

- Creation of a new fit for purpose data centre at Plough Lane offices (approx £1M investment) with high speed links to the secondary data centre at Rotherwas

- Centralised data storage and backup through set-up for a single Storage Area Network (SAN)

- Consolidation of servers from out-based offices to data centre environments

- Reduced PC support cost – The cost of providing and supporting a PC is £684 per annum compared to £686 average of five top performing benchmarked organisations (as carried out by HEDRA)

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# 16.    Glossary of Terms

**AD** – Active Directory; Essential component of the Domain that stores user account information, including e-mail and logon details

**Anti-Virus** – A piece of software that protects a PC from being infected by a computer virus through e-mail, internet or introduction from a floppy disk, CD or other attachable media devices

**Application** – A piece of software utilised by the user to perform a specific duty (e.g. Microsoft Outlook, Academy, SAP etc)

**Application Virtualisation** – Method of hosting a number of applications on a single server

**Boutique Systems** – Best of breed applications; e.g. Academy system used by Revenues & Benefits

**BS** – British Standard; Relevant good practice guideline standard published by British Standard Institute (e.g. BS25999)

**Business Continuity** – The process of ensuring that the authority can continue to provide it's products and services within an acceptable timeframe such that the organisation is not subject to intolerable reputational and financial impacts

**BVPI –** Best Value Performance Indicator;

**CAP** – Community Access Points

**CAT5E** – Local Area Network data cabling standard

**CAT6** – As with CAT5, but allows higher data rates

**CRM** – Customer Relationship Management

**CTB** – Corporate Transformation Board; senior management accountable and responsible for the strategic direction of the Herefordshire Connects Programme

**Data Centre** – Area dedicated for the accommodation of servers systems and specialised computer and telephony equipment with upgraded air-conditioning, power and security capabilities

**DR** – Disaster Recovery; The ICT facilities required to allow the authority to recover from a major incident

**EDRM** – Electronic Documents & Records Management

**ERA** – Employment Rights Act

**ERP** – Enterprise Resource Planning

**Flexible Working** – Ability to access computer systems and telephony from any location (e.g. Council office, home-working etc) to allow an employee to perform their duties from a laptop, hot-desk or from home

**FOI** – Freedom of Information

**Gb** – Gigabyte; Term used to describe a quantity of data; 1 Gb is equivalent to 1024Mb (see Mb definition)

**GEM** – Good Environmental Management

**GIS** – Geographical Information System; An application or system for creating, storing, analysing and managing spatial data (e.g. Mapping flood zones onto Herefordshire maps, alongside employee home details to estimate how many people would be unable to travel to work)

**Hardware** – The physical components of a computer system

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**HIT** – Herefordshire In Touch

**HR** – Human Resources

**ICT** – Information & Communication Technology

**IEG** – Implementing Electronic Government

**Internet** – World-wide publicly accessible system of interconnected computer networks which provide various information and services such as interlinked web pages, e-mail etc.

**Intranet** – As per internet, but limited to running across the authority's corporate network, providing information to employees and partners only

**IPG** – Information Policy Group; Stakeholder group responsible for authorisation of ICT projects

**ITIL** – Information Technology Library; Integrated set of best practice recommendations with common definitions and terminology covering service based areas such as incident management, problem management, change management, release management and service desk

**LAN** – Local Area Network; Network system that allows access to computer resources internally within a single building

**Mb** – Megabyte; Term to describe a quantity of data – a floppy disc holds just over 1Mb of data and is equivalent to approximately 20,000 word document

**MSP** – Managing Successful Programmes; Emerging programme management and review framework developed by the Office of Government Commerce

**NT** – Legacy Operating System provided by Microsoft, utilised from 1996 onwards, now unsupported

**OS** – Operating System; The essential software component that manages the hardware and software resources of computer system (e.g. Microsoft Windows XP)

**Patching** – Applying additional software patches to an operating system or application to either provide additional functionality, security or cure operational problems

**PPSO** – Programme & Project Support Office

**PRINCE-2** – Projects In Controlled Environments; Project management methodology widely accepted as the industry standard for public and private organisations

**RIP** – Regulation of Investigatory Powers (act)

**SAN** – Storage Area Network; Network of high-speed data storage devices

**Service Continuity** – See Business Continuity

**SLA** – Service Level Agreement

**Software** – The component of a computer system that allows it to perform useful tasks (e.g. Microsoft Word)

**Telephony** – Collective noun for the components that make up the complete telephone system, including telephone lines, hardware, cabling and handsets

**WAN** – Wide Area Network; Connection of geographically separated office to allow access to resources across a network

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# BROMYARD COMMON

## PORTFOLIO RESPONSIBILITY: COMMUNITY SERVICES

**CABINET**                                                    **14TH DECEMBER, 2006**

## Wards Affected

Bromyard and Bringsty

## Purpose

To consider the proposed action in terms of future management and governance of Bromyard Common.

## Key Decision

This is not a Key Decision.

## Recommendations

**THAT  (a)     the plan of action in relation to Bromyard Common be agreed;**

**(b)     the Head of Legal and Democratic Services together with the Director of Adult and Community Services be permitted to review the governance and maintenance arrangements for Bromyard Common and for Counsel to be instructed to consider views of all parties and set out recommendations for future governance of the Common to the Council; and**

**(c)     a further report be brought to Cabinet to review the recommendations of Counsel.**

## Reasons

1.     Bromyard Common is currently managed through the Bromyard Common Management Committee which is a sub-committee of the Brockhampton Group Parish Council.  The management of the Common was delegated by this Council's predecessor Malvern Hills District Council to the Brockhampton Group Parish Council by an Agreement dated 22nd May 1991 ("the Agreement").  As a result of local government reorganisation Herefordshire Council is the successor authority to the agreement which places the ownership of the Common in the Council.  The Council have continued to operate the scheme of delegation in accordance with the above mentioned Agreement.

2.     There have been ongoing issues with regard to the governance of the Common to the extent that a Bromyard Commons User Group has been formed.  A request has been received by the Council to determine whether or not the management committee is fulfilling its functions towards the Common and the representation of that committee in accordance with the Agreement

Further information on the subject of this report is available from
Alan McLaughlin, Head of Legal & Democratic Services on (01432 260200)

BromyardCommonReportamended0.doc

3.      The Council is required under the Scheme of Delegation to determine such grievances in a manner in which it may determine.  The Head of Legal and Democratic Services sets out a proposed plan of action in order to review the governance and maintenance of the Common.

## Considerations

1.      Herefordshire Council is the owner of the Common and has delegated the management of it to the Brockhampton Parish Group Council, the scheme requires the Council to determine grievances brought by any person and failure to do so may lead to an application for judicial review to ensure that the Council exercises its functions under the Agreement dated 22nd May, 1991.

2.      The Action plan seeks to review the governance and maintenance of the Common and for Counsel to be instructed to make recommendations to Cabinet for the future governance, representation and operation of the Scheme of Delegation under the Agreement.

## Risk Management

1.      The risk is that if the Council does not comply with its duty under the Agreement it may lead to an application for judicial review and an award of costs which could have been avoided by complying with its obligations.

2.      Reputational risks to the Council is that under the Agreement we have placed the governance arrangements with the Brockhampton Group Parish Council and that concerns regarding the governance and maintenance of the Common have been longstanding.  It is ultimately the responsibility of the Council.  If the Council does not carry out the review the risk to reputation would be significant.

## Alternative Options

To do nothing would be to invite litigation against the Council on which it is unlikely to be successful and a risk to the Council's reputation.

## Consultees

None

## Appendices

Appendix 1 – ACTION PLAN

**Background Papers**

Agreement dated 22nd May 1991.

# BROMYARD DOWNS
# ACTION PLAN

| | |
|---|---|
| **Week beginning 6th November, 2006** | Discussion with relevant Council officers. An overall brief survey concentrating on flora and fauna to be suggested. This will enable a proper management policy to be formulated. |
| **Cabinet Report – 14th December, 2006** | Seek Cabinet approval of Action Plan. |
| **By Christmas 2006** | Relevant Council officer to review current management policy, 1899 Agreement and look at byelaws. Draft management policy to be formulated. |
| **January 2007** | Discuss with relevant Council officers prior to taking advice of Counsel. |
| **February/March 2007** | Consultation process involving the following:-<br><br>Brockhampton Group Parish Council, HALC, Bromyard Town Council, Commons Management Committee, Hereford Nature Trust, relevant elected Members. HALC (Herefordshire Association of Local Councils). |
| **First two weeks April 2007** | Finalise document setting out recommendations and take to Cabinet Member/Cabinet. |
| **Mid April 2007** | Completion and publication. |

**HEREFORDSHIRE COUNCIL**

# ANNUAL MONITORING REPORT 2005-2006

## PORTFOLIO RESPONSIBILITY: ENVIRONMENT

**CABINET**                                                                 **14TH DECEMBER, 2006**

## Wards Affected

Countywide.

## Purpose

To approve the second Annual Monitoring Report 2005-2006 and its formal submission to the Secretary of State.

## Key Decision

This is not a key decision.

## Recommendation

**THAT the Annual Monitoring Report 2005-2006 be approved for submission to the Secretary of State.**

## Reasons

To ensure that the Council's Annual Monitoring Report 2005-2006 is submitted to the Secretary of State in accordance with the requirements of the Planning and Compulsory Purchase Act 2004.

## Considerations

1.      The Planning and Compulsory Purchase Act 2004 introduced new provisions and requirements for development planning.   The regular review and monitoring of development plans through mandatory Annual Monitoring Reports (AMR's) is a fundamental feature of the new planning system.  AMR's are to be based on a period running from 1 April to 31 March and submitted to the Secretary of State no later than the following 31 December.  AMR's are required to assess the implementation of the Local Development Scheme and the extent to which the Council's planning policies are being achieved.

2.      In establishing the content of this second AMR, the aim has been to produce a methodology consistent with the guidance provided by Government, which outlines an *objectives-policies-targets-indicators* approach to the monitoring of development plan documents.   Improvements have been made in line with requests from government and examples of best practice have been implemented where appropriate.

3.      The AMR largely follows the thematic division of the chapters in the UDP, such as housing and employment.   Objectives for each topic area are identified and appropriate policies linked to these are set out.  Where the UDP expresses a specific requirement to be met, this is identified as a target against which progress can be

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Further information on the subject of this report is available from
David Nicholson, Forward Planning Manager on 01432 261952

AMRReportDec060.doc

measured.  Core and local indicators are used to measure the performance of policy aims against a target, or where there is no identified target, performance is measured against an objective.  Each indicator is cross-referenced with those UDP policies that are the key tools used to achieve the objectives and targets.

5.    Throughout the Report there are sections of analysis, which interpret the monitoring results and provide additional comments on areas where data is currently lacking or where future monitoring could be enhanced to improve measurements of policy implementation.

6.    The key findings of the AMR in respect of the topic areas are provided in an executive summary on page 3 of the report, which is attached for Cabinet members. Copies have also been placed in the Members' Room and are otherwise available from Members Services.  Although the 2005-2006 monitoring results provide useful data, in many instances it has not been possible to produce information on trends over time.  However, as this is the second reporting year, where appropriate, data findings have been compared.

7.    The monitoring results do provide useful data for an annual assessment to be made, however it is not a large enough sample to draw conclusive findings.  Subsequent AMR's will enable more accurate assessments to be made, which will be used to develop future planning policies. However, in respect of housing and employment detailed monitoring has been undertaken over many years and clear trends are apparent.

**Key Findings**

8.    Housing – between 01-02 and 04-05 completions had been below that anticipated due to a delay in releasing a number of large housing allocations included within the UDP and subject to objection.  However recent releases of some of these sites has resulted in a slight increase beyond that anticipated.  Once the Plan is adopted it is expected that the rate of housing completions will increase further.  The *percentage* of housing completions on previously developed land (brownfield) has remained consistent, however the *number* of brownfield completions has increased on 04-05 figures, exceeding both regional and national targets.   In terms of affordable housing, although 05-06 has seen a considerable increase in gains since 00-01 there has still been a net loss of 168 affordable homes over the 6 years since government re-organisation in 1998, mainly due to the national "Right to Buy" policy.

9.    Employment - The amount of land developed for employment uses over the monitoring period was 8.58 ha, 2.05 ha more than last year.  This is above the annual County average of 5.36 ha per annum that has been recorded since the mid 1980's.  However, in achieving this target, approximately 8ha of the employment land completions has taken place on greenfield land, an increase of almost 50% on the previous year and the most recorded since 1999-2000.  However, the majority of this "greenfield" development involved the change of use of agricultural buildings that is in accordance with the policies contained within the UDP.

10.   In the remaining areas of transport, town centres and retail, recreational and leisure, minerals, waste, development requirements, natural historic heritage and renewable energy, findings generally show that targets are being met or there has been progress towards meeting targets or monitoring requirements during the 05-06 monitoring period.

# Risk Management

The production of an Annual Monitoring Report and its submission to the Secretary of State is a statutory requirement.

# Alternative Options

There are no alternative options as preparation and submission of the Annual Monitoring Report is a statutory rquirement.

# Consultees

Planning Committee 24 November 2006.

# Appendices

Appendix 1 – Annual Monitoring Report 2005-2006

**Background Papers**

- Planning and Compulsory Purchase Act 2004
- The Town and Country Planning (Local Development) (England) Regulations 2004
- Local Development Framework Monitoring: A Good Practice Guide (ODPM)
- Planning Policy Statement 12: Local Development Frameworks

Herefordshire
Local Development Framework


# ANNUAL MONITORING REPORT
# 2005-2006


**December 2006**

# CONTENTS

This is the second Unitary Development Plan Annual Monitoring Report (AMR) produced for Herefordshire, in accordance with the Planning and Compulsory Purchase Act 2004. The AMR includes:

- contextual information for Herefordshire,
- an update on the progress of the implementation of the Local Development Scheme,
- an assessment on the extent to which policies in the Revised Deposit Draft UDP are being achieved,
- a comparative study from last years AMR 04-05,
- updates on previous monitoring limitations, and
- identified new or continuing monitoring limitations and actions required.

The report covers the period 1st April 2005 to 31st March 2006.

The key monitoring findings for the UDP objectives of this AMR 2005 – 2006 report are set out below:

**Key:** ● = Policy achieving the target ○ = policy not achieving the target ◐ = policy making good progress on achieving the target

| UDP Objective | Description | Progress towards the relevant policies | |
|---|---|---|---|
| | | 05/06 AMR results | 04/05 trend |
| H(1) | To fulfil the requirements for additional dwellings to satisfy local household growth, including those needing affordable housing, as well as migration into Herefordshire, collectively forming the allocation set out in Regional Planning Guidance (RPG11) | ● | ○ |
| H(2) | To provide the re-use of previously developed land and buildings for housing purposes, in preference to the use of Greenfield land | ● | ● |
| H(3) | To promote the more efficient use of land for residential developments | ◐ | ○ |
| H(4) | To fulfil the needs for additional affordable dwellings in the county | ◐ | ○ |
| H(5) | To promote a sustainable pattern of development by ensuring that sufficient new housing is made available in sustainable locations primarily within urban areas and the larger rural settlements | ● | ● |

| Ref | Objective | | |
|-----|-----------|---|---|
| E(1) | To ensure a balance of employment opportunities throughout the county, through the provision of a portfolio of employment sites to reflect the differing development needs of businesses and to give a choice in terms of size, location, quality and use class | ● | ● |
| E(2) | To encourage the use of previously developed land for employment purposes in preference to greenfield land | ○ | ● |
| E(3) | To avoid the loss of existing employment land and premises to other uses | ● | ● |
| T(1) | To promote a sustainable pattern of residential development by ensuring that sufficient new housing is made available in sustainable locations primarily within urban areas and larger rural settlements, taking account of relative accessibility by public transport and the availability of services | ◐ | New Indicator – no data for 04/05 |
| TCR(1) | To ensure that central shopping and commercial areas continue as the main focus of shopping, employment, services and facilities in Hereford and the market towns, where they are well served by public transport and readily accessible by the community as a whole by means other than the private car. To safeguard and improve local village centres that are readily accessible by walking and cycling | ◐ | ○ |
| RL(1) | To promote opportunities for new and improved recreation, leisure and sports facilities in sustainable locations | ◐ | ◐ |
| M(1) | To ensure the continued supply of primary extraction aggregates for the local construction industry and to satisfy the wider aggregate needs arising in the region | ● | ● |
| M(2) | To ensure the use of secondary aggregates and recycling | ◐ | ◐ |
| W(1) | To achieve a more sustainable waste management process by using the BPEO methodology and taking into account the principles of the waste hierarchy, the proximity principle and regional self-sufficiency | ● | ● |
| NHH(1) | To conserve and enhance the natural heritage of the county and avoid, wherever possible, adverse environmental impacts of development. To minimise any unavoidable adverse environmental impacts by means of measures to mitigate or compensate for any loss or damage, including restoration or enhancement, provision of replacement features and future management | ◐ | ◐ |

**Legislative Requirement for Production of Annual Monitoring Reports**

1.1    The Planning and Compulsory Purchase Act 2004 introduced a new system of development plans, which at local level requires local planning authorities to replace Unitary Development Plans (UDP's) (or local plans) with Local Development Frameworks (LDF's).

1.2    Paragraph 4.45 of Planning Policy Statement 12 (PPS12) states that the regular review and monitoring of development plans is a fundamental feature of the Government's plan, monitor and manage approach to the new planning system.  The introduction of mandatory Annual Monitoring Reports (AMR's) was thus brought about through the requirements of Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004.  From 2005 it is a legal requirement for local authorities to produce an AMR each year, based on a period running from 1st April to 31st March.  Each AMR must be submitted to the Secretary of State no later than the following 31st December.

1.3    AMR's are required to assess:
       (a)    the implementation of the Local Development Scheme (LDS); and
       (b)    the extent to which policies in the Local Development Documents are being achieved.

**Herefordshire AMR 2006**

1.4    This is the second AMR produced by Herefordshire and is likely to vary somewhat from future reports produced in subsequent years, as the LDF progresses through the early stages of preparation into implementation.  A revised Local Development Scheme has been completed, which updates the list of documents to be included in the LDF and revises the timetable for their production.   Progress towards the implementation of this timetable can therefore be gauged. However, since no LDF policies are yet in place, this AMR is concerned with the assessment of policies contained in the emerging UDP.

1.5    The emerging UDP is now in its latter stages of preparation and it is expected that it will be formally adopted in Spring 2007.  The Council is committed to completing this Plan under legislation referred to as 'transitional arrangements'. Once adopted, the UDP will be saved for a three year period while the authority moves over to the new LDF planning system.

1.6    The emerging UDP policies (Revised Deposit Draft 2004) are monitored in this Annual Monitoring Report rather than those contained in the adopted structure and local plans covering the County. This is due to the housing and employment targets contained within the adopted plans only covering the period up to 2001.  In addition, some of the policies within the plans are no longer consistent with national or regional guidance.  Therefore, there would be little benefit in assessing their implementation.  Although it is recognised that the UDP is not yet a statutory development plan, the policies do carry

significant weight now that the Deposit Draft policies have undergone scrutiny through a Public Inquiry and an Inspector's Report has been received. Consequently the emerging UDP is now deemed to be a material consideration under Section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended). Subsequent AMR's will also be monitoring the 'saved' UDP policies during the transition to the new LDF system; it is therefore prudent to adopt a consistent approach to the preparation of AMR's from the outset. This AMR follows the same format as last year with minor changes incorporating best practice such as less repetitiveness and tables replacing the written word as in the new executive summary.

**Content and Format of this Annual Monitoring Report**

1.7     In this AMR the aim has been to use, as far as possible, the guidance provided on the structure of such reports in the ODPM (now DCLG) document 'Local Development Framework Monitoring: A Good Practice Guide' and subsequent emerging best practice guidance. The preferred method outlined follows the *objectives-policies-targets-indicators* approach used to monitor regional planning guidance (now Regional Spatial Strategies) and to apply this to LDF monitoring. This requires the setting out of clear objectives, policies, targets and indicators within LDF's to facilitate implementation, monitoring and review.

1.8     Although the objectives-policies-targets-indicators method is an approach that can readily be utilised in monitoring of forthcoming LDF documents, this second AMR has to be undertaken in the context of existing UDP policies, which are not set out in the ideal format for following this methodology. Consequently the AMR will utilise elements of the Revised Deposit UDP's "Part II Topic Area Aims and Objectives" to set out the objectives component of the report and use targets set out in policies where available.

1.9     In order to present a setting for subsequent information detailed in the report, a number of *contextual indicators* have been identified. These establish a profile for Herefordshire and provide a quantified description of the wider socio-economic, environmental and demographic background against which planning policies and strategies are operating.

1.10    The report follows broadly the thematic division of the chapters in the UDP. It is divided into core subjects such as housing, employment, retail etc, for which there is available data. Once the *objectives* of each topic area are identified, the appropriate policies linked to each of the objectives are set out.

1.11    Where the UDP policies express a specific requirement to be met, this is identified as a *target* within the report, against which progress can be measured. Where appropriate, national and regional targets are referred to, as well as local ones.

1.12    There are a number of instances where it is not possible to identify specific targets against which to measure how policies of the UDP are being implemented. This is because certain objectives do not lend themselves to target setting in the context of the UDP alone. In many cases the Plan is one means of helping to achieve wider social or environmental aims and the application of specific targets have not been set through the UDP, however the new planning system will be seeking to address this through Sustainability Appraisal and Strategic Environmental Assessment.

1.13    The report sets out a number of *core* and *local indicators*. These are used to measure performance of policy aims against a target, or where there is no identified target; performance is measured against an objective. Each indicator is cross-referenced with those relevant policies of the UDP that are the key tools used to achieve the objectives and targets.

1.14    Throughout the report there are sections of analyse which interpret the monitoring results and provide additional comment on areas where data is lacking or where future monitoring could be enhanced to improve the measurement of policy implementation.

**Limitations of the Annual Monitoring Report**

1.15    Annual monitoring of various kinds is an essential and major undertaking for the Council. The number of topics that could potentially be monitored is almost limitless in an ideal world.  Nonetheless, the authority has a restricted resource base from which to undertake such exercises and accordingly, within the AMR, prioritisation has taken place over which elements of the UDP are to be monitored. Previously, several annual monitoring projects were carried out in respect of land use planning matters.  The AMR now brings these monitoring exercises together requiring additional monitoring in other areas.  Statistics and facts on individual planning applications from the Council's IT system, together with results of annual housing, employment and retail monitoring studies (amongst others) make up the bulk of data used to compile this AMR.

1.16    Throughout this report updates have been given on the identified data gaps reported in last years AMR.  It continues to be apparent that there are deficiencies in the monitoring information currently gathered and available. Where such gaps in data are identified, the AMR continues to set out steps that could be taken to improve future data collection and provide a more comprehensive approach to the monitoring of the effectiveness of development plan policies. Some improvements may be possible in the short term and others may require a longer term approach due to a combination of the necessity for increased resource input than is currently available, improvements in computer or other work systems and staff training requirements.

## Section 2: HEREFORDSHIRE'S PROFILE

## Setting the Context for Policies of the UDP: Contextual Indicators

### Regional Context

2.1 The UDP has been prepared in the context of the West Midlands Regional Spatial Strategy (formerly Regional Planning Guidance – RPG11). The West Midlands Regional Spatial Strategy (RSS) is part of the national planning system. Its main purpose is to provide a long term land use and transport planning framework for the Region. It determines (amongst other things) the scale and distribution of housing and economic development across the Region, investment priorities for transport and sets out policies for enhancing the environment. Also incorporated into the RSS is the Regional Transport Strategy.

2.2 The RSS has statutory status and all local development plan documents (including LDF's) must conform to its principles, policies and proposals. The RSS was published in June 2004 by the ODPM. In approving the document, the Secretary of State identified a number of policy issues that need to be addressed in future revisions of the document. These revisions are now being brought forward on a multi-track basis. The first phase, focusing on a 'Black Country Sub-Regional Study' was submitted to the Secretary of State at the end of May 2006. Phase 2 commenced in November 2005 and includes housing figures, employment land, transport and waste. Options for Phase 2 are likely to emerge early in 2007. Work on Phase 3 will begin in 2007 and will be looking at: critical rural services, recreational provision, regionally significant environmental issues and provision of a framework for Gypsy and Traveller sites.

2.3 The Regional Economic Strategy (RES) produced in 1999 jointly by Advantage West Midlands (AWM) and the West Midlands Regional Assembly offers a 10 year vision for economic development, which is set within the overall framework of the RSS (formerly RPG11). The Strategy recognises the challenges and opportunities represented by areas such as Herefordshire and identifies actions such as workspace and infrastructure as key elements of local economic development. The RES is currently undergoing a review and an update on its progress will be provided in next years AMR.

2.4 Herefordshire's economic vulnerability is reflected in and recognised by its inclusion in a wide range of European, national and local funding and other initiatives. These include EU Objective 2, UK Government, Single Regeneration Budget and Countryside Agency's Market Towns Initiative and AWM Regeneration Zone and Rural Development Programme. The UDP's overall development strategy has been developed alongside the strategic approach being taken through Objective 2 and the Rural Regeneration Zone. Regeneration activity is to be concentrated in key locations with the greatest potential to create sustainable employment growth and maximise employment opportunities, to the benefit of the wider rural areas.

2.5 A Regional Housing Strategy was submitted to ODPM (now DCLG) in June 2005. It covers the period 2005-2021. Two primary aims of the strategy are; to give confidence to developers that the West Midlands is committed to develop and support vibrant housing markets within the context of the Urban and Rural Renaissance policies of the RSS; and to develop sustainable housing and sustainable communities. Both the UDP and the Council's Housing Investment Strategy 2000/2003 have been developed against a background of joint working at Regional level, including the Regional Housing Partnership, the GOWM and Herefordshire Council's annual Regional Housing Statement.

**Geography**

2.6 Area of Herefordshire: 217,973 ha (square miles).

2.7 The main geographical feature of the County is the River Wye, which enters Herefordshire near the Welsh town of Hay-on-Wye, flows east to Hereford and then southwards, leaving the County at the Wye Gorge, downstream of Ross-on-Wye. Most parts of the County are drained by the Wye river system, although parts of the east and south east are in the Severn Valley and the north is drained by the River Teme, a tributary of the Severn.

2.8 The County's landscape is one of rolling hills and wide river valleys interspersed with small villages. The eastern edge of the County borders with Worcestershire that runs along the line of the Malvern Hills, which rise to over 400 metres above sea level. The Black Mountains in the south west of the County form another elevated area.

2.9 The City of Hereford is the major centre for civil and ecclesiastical administration, health, education and leisure facilities, shopping and employment. Five market towns surround the City at about 10-15 miles distant: Leominster to the north, Bromyard to the north east, Ledbury to the east, Ross-on-Wye to the south east and Kington to the west.

**Population**

2.10 Herefordshire has a total population of approximately 178,800 *(ONS Mid-Year Estimate 2005)*, an increase of 1,000 since last years mid-year AMR reported estimate. The county is sparsely populated, with the fourth lowest county population density in England. Just below one-third of the population lives in Hereford City, about a fifth in the market towns and almost half in rural areas.

2.11 The following table shows a breakdown of the County's population figures showing those living in Hereford and the market towns, based on the 2001 Census information.

**Figure 1: Herefordshire's Urban Population**

| Hereford | Leominster | Ross-on-Wye | Ledbury | Bromyard | Kington |
|---|---|---|---|---|---|
| 54,850 | 11,100 | 10,100 | 8,850 | 4,150 | 2,600 |

*(Source: 2001 Census)*

2.12 The number of deaths per annum is currently about 1,900, whilst the annual number of births is lower at about 1,600. In 2002 Herefordshire's birth rate

was about 1.6 children per woman, which is slightly below the rate for England and Wales of 1.65 and further below the West Midlands regional rate of 1.75. Between 1998 and 2005 the population increased by 5.0%, entirely due to net inward migration into the county, mainly from neighbouring English counties and the South East. This rate of growth was faster than that experienced by the rest of the West Midlands (1.9%) and England and Wales (3.6%).

2.13 The county's population has a considerably older age profile than that for England and Wales. 23.4% of the population is over retirement age, compared with 18.7% nationally, and there are fewer persons of working age (58.3% compared with 62.0%).

**Figure 2: Expected Population Change from 2005-2011 in Herefordshire (forecast) and England and Wales (projected)**
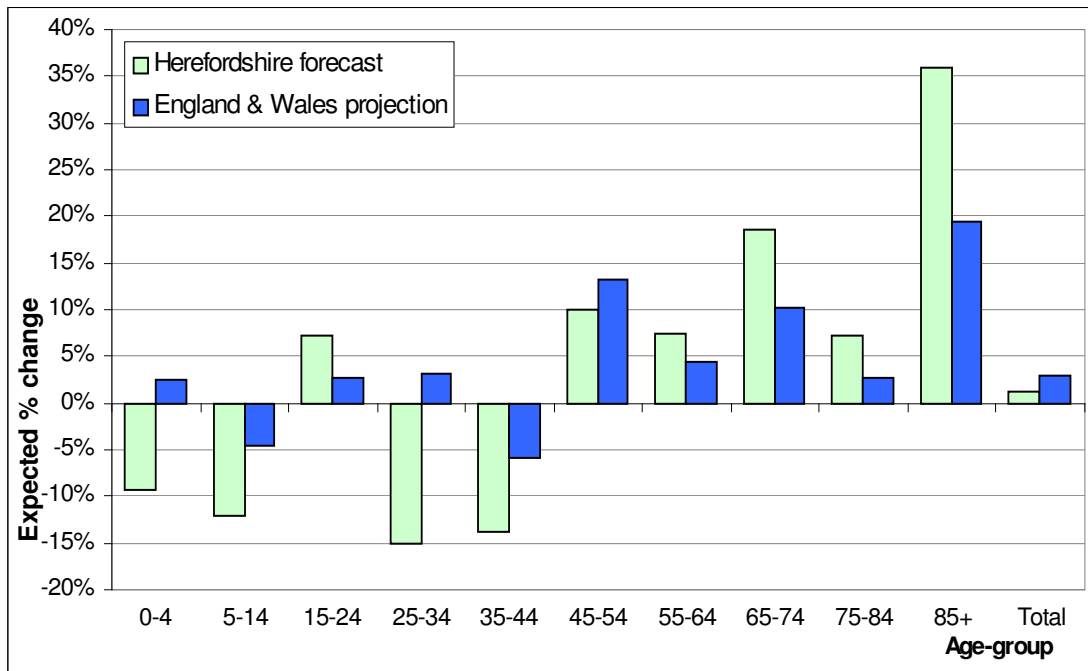


*(Source: GAD & Research Team, Herefordshire Council using ONS Mid-Year Estimates)*

2.15 Figure 2 above provides an overview of the expected population changes from 2005-2011. Herefordshire Council's Research Team produces population forecasts for the County, which take into account future housing provision anticipated through the UDP. The current forecasts (as at August 2006) are based on the 2004 mid-year estimate of population published by the Office for National Statistics (ONS). As a consequence of more restrictive planning policies, between 2005 and 2011 the population is forecast to grow by 1.1%, which is about the same as the national projection for England & Wales (2004-based projections, GAD). However, the number of under 16s is expected to fall by 10.6% (national fall 2.7%); the number of working age residents to fall by 1.6% (2.6% growth nationally); and the number who are of retirement age and above to grow by 17.3% (10.4% nationally).

2.16 Most dramatically, the number of people aged 85 and over is expected to rise by a further 35.9%, to 5,980 residents, compared with a national increase of 19.4%.

**Employment**

2.17    The Labour Force Survey measures the number of residents in an area who are employed both within and outside the County. The number of Herefordshire residents in employment in 2003/2004 was 87,000 (reported in last years AMR in error as 81,000). This comprised 78.6% of the population of working age, higher both in the West Midlands region (73.4%) and nationally (74.3%), and also higher than most neighbouring counties. *(Source: Herefordshire Economic Assessment 2005-2007)*

2.18    The narrow economic base inherited from pre-industrial times largely persists in Herefordshire. Whilst it can be argued that Herefordshire still has a dependency on food production and processing and rural resource management, where previously administrative services and tourism have also been evident, the potential economic vulnerability has indeed resulted in a decrease in these areas. With continued diversification in Hereford and the market towns into more specialised manufacturing and service sectors (including wholesale retail and repair services and health and social work) these are now the sectors employing the most people in Herefordshire.

2.19    Outside agriculture, more employment is in declining sectors and less in growth sectors than the national economy, partly reflecting the prevalence of small-scale farming. The business size profile is characterised by a few large employers, mainly in the food processing sector, very few medium sized enterprises and a great number of small firms.

2.20    Figure 3 shows a breakdown of employment by sector using Annual Business Inquiry (ABI) data, the latest for which was 2004, released in 2005. Due to the way that this data is collected the table excludes information on the self-employed. The wholesale, retail and repair trades sector employs the most people in Herefordshire (20% of all employees, followed by manufacturing (17%) and health and social work (14%). These three sectors account for 51% of employees. This pattern is broadly similar to that in the West Midlands region, which used to employ most people in manufacturing, but which has seen a change over recent years.

2.21    As previously stated, the data collected does not include self-employed people. At the time of the 2001 census there were 17,119 people self-employed in Herefordshire (20% of the working population), an important factor in Herefordshire since more people are self-employed here than in other areas. Furthermore, the ABI underestimates the number of employees working in the agriculture and fishing sector as farmers are classed as proprietors (self-employed) rather than employees.

2.22    The sectors with the largest increase in employees since last years AMR 2004-2005 were education and transport, storage and communication, (18% and 17% respectively). Agriculture, construction and health and social work employee numbers have also increased. In contrast a decrease of 1,000 employees (20%) in the hotel and restaurant sector and a decrease of 500 employees (19%) in the public administration and defence sector has been observed. *(Source: Herefordshire Partnership February QER 2006)*

2.23    Statistics collected for the purposes of the Herefordshire Economic Assessment 2005-2007 and the quarterly economic report 2005 show that unemployment rates in Herefordshire increased by 7% from 1,459 in October

2004 to 1,563 in October 2005.  Both the West Midlands (16%) and Great Britain (8%) saw increases in October 2005 from October 2004 figures. Herefordshire's unemployment remains lower than the region (by 1.5%) and nationally (by 2.3%) and has overall been falling steadily over the last five years or so, in line with regional and national trends.

**Figure 3: Employment by Sector (excluding self employed)**

| Industry | Herefordshire | | West Midlands | England |
|---|---|---|---|---|
| | No. | % | % | % |
| Agriculture, hunting and forestry | 4,091 | 5.9 | 0.8 | 0.8 |
| Electricity, gas & water supply (primary) | 100* | 0.1 | 0.5 | 0.4 |
| Mining & quarrying (primary) | 100* | 0.1 | 0.1 | 0.1 |
| Manufacturing industries | 11,685 | 17.0 | 16.6 | 11.9 |
| Construction | 4,136 | 6.0 | 4.3 | 4.4 |
| Transport, storage & communications (distribution, transport etc.) | 2,794 | 4.1 | 5.4 | 6.0 |
| Wholesale and retail trade and repair trades (distribution, transport etc.) | 13,679 | 19.9 | 18.5 | 18.1 |
| Hotels & restaurants | 4,164 | 6.0 | 6.2 | 6.8 |
| Real estate, renting & business activities | 6,671 | 9.7 | 14.2 | 16.5 |
| Financial intermediation (business & other services) | 813 | 1.2 | 3.0 | 4.1 |
| Other community, social & personal service activities (business & other services) | 2,829 | 4.1 | 4.5 | 5.1 |
| Education (public sector) | 6,103 | 8.9 | 9.6 | 9.1 |
| Health & social work (public sector) | 9,512 | 13.8 | 11.3 | 11.3 |
| Public administration & defence; compulsory social security (public sector) | 2,204 | 3.2 | 4.9 | 5.3 |
| **Total employees** | **68,906** | | | |

*Figures are rounded to the nearest 100.  (Source: ABI 2004 full & part-time employees)*

2.24  Further data from the Herefordshire Partnership November Quarterly Economic Report 2005 indicates that Herefordshire has an annual gross median earnings of £19,355, lower than the region by £1,778 (8%) and nationally by £3462 (15%).  In addition, employees in the County work longer hours than their regional and national counterparts.

**Housing**

2.25  The 2001 Census classified housing tenure into four categories: owned outright, buying, rented privately and rented from local authority/housing association.  Figure 4 shows the percentage of households with different types of tenure in the County as compared to the region and to England and Wales.  Herefordshire has a higher proportion of houses which are owned outright – this would be expected to follow from the County's age distribution, with its higher than average number of older people (particularly the over 60's) who are likely to have paid off a mortgage.

2.26 The proportion of socially rented properties in Herefordshire is lower than the average. Since November 2003 when the Council transferred its housing stock, all the socially rented units are rented from Registered Social Landlords (RSL's) (housing associations). Although 26 RSL's have a presence in the County it is primarily 6 RSL's, whom between them, own the bulk of Herefordshire's social housing. Most social housing is found in Hereford and the market towns, but four rural parishes (Colwall, Kingstone, Credenhill and Weobley) had over 100 units of social housing (in 2001) and 51 parishes had 20 units or more. *(Source: Herefordshire Economic Assessment 05-07)*

**Figure 4: Housing Tenure**

| Tenure | Herefordshire | West Midlands Region | England & Wales |
|---|---|---|---|
| Owned outright | 36% | 30% | 29% |
| Owned with a mortgage or loan | 35% | 39% | 39% |
| Shared ownership (i.e. part rent / part mortgage) | 0.86% | 0.67% | 0.64% |
| Socially rented from a Housing Association or from the Council | 15% | 21% | 19% |
| Privately rented or 'other' (includes tied homes) | 13% | 10% | 12% |

*(Source: 2001 Census)*

2.27 The Herefordshire Partnership November Quarterly Economic Report November 2005 (covering July – October 2005) contains data on housing affordability, obtained from a Joseph Rowntree Foundation (JRF) study. The study focuses on working households between the ages of 20 and 39, as these are more likely to be first time buyers and experience property affordability issues. Out of 375 authorities in England and Wales, 37 authorities have a ratio of average property price to median income of over 5.5. Herefordshire is one of 2 authorities in the West Midlands with low incomes and very high house prices, making it particularly difficult to afford to buy here, the other being South Shropshire coming out as less affordable. This is further supported by the fact that house prices have increased by 12.7% overall between 2004 and 2005 whilst average earnings have only increased by 3.2%. *(Source: State of Herefordshire Report 2006)*

2.28 The distribution of Council Tax Bands was not available for 2005/2006, however this contextual indictor will be reported in next years AMR. The data shown below is that from last years AMR 2004/2005, however the distribution has largely remained unchanged from last year to this, according to the Council Tax department of Herefordshire Council. Figure 5 illustrates the variations for the 04/05 AMR.

**Figure 5: Distribution of Council Tax Bands in Herefordshire**
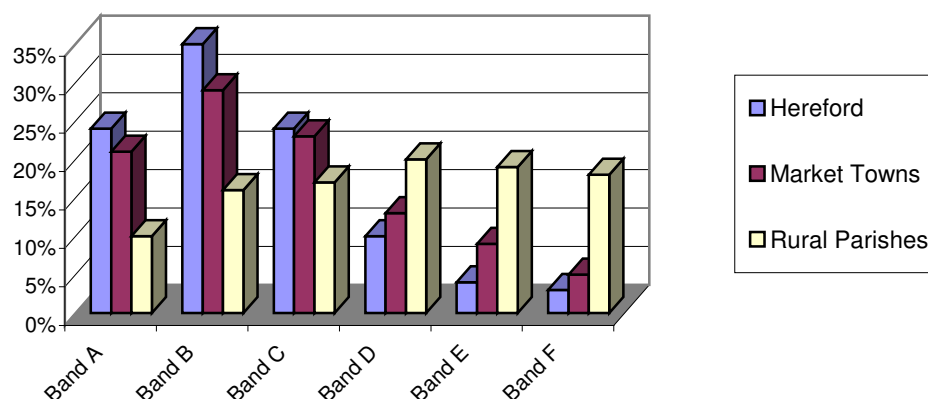


*(Source: Herefordshire Council 2004)*

**Skills**

2.29    Figure 6 and 7 provide data on levels of literacy and numeracy in Herefordshire compared with regional and national statistics.  The results are grouped into low, lower and very low.  These categorisations are those used by the Basic Skills Agency.  'Low' means on the borderline of functional literacy and numeracy.  Those falling within this category may need little, if any instruction to reach the national average.  'Lower' denotes those who have some skills, although these may be weak.  This group of adults may have difficulties in coping with at least some of the everyday literacy and numeracy requirements.  'Very Low' – most adults in this group need intensive instruction to bring them up to the basic level.

2.30    In Herefordshire the five wards with the highest levels of poor numeracy are Belmont (42%), St. Martins (35.3%), Leominster North (30.2%), Hinton (29.6%) and Holmer (28.6%). *(Source: Herefordshire Economic Assessment 2005-2007)*

**Figure 6: Estimated Numeracy Levels Locally, Regionally and Nationally**

|                | Low % | Lower % | Very Low % | Total % |
| -------------- | ----- | ------- | ---------- | ------- |
| Herefordshire  | 10.3  | 7.5     | 6.0        | 23.8    |
| West Midlands  | 13.7  | 8.6     | 7.4        | 29.7    |
| England        | 12.0  | 7.0     | 5.0        | 24.0    |

*(Source: Basic Skills Agency 2001)*

2.31    In Herefordshire the five areas with the highest levels of poor literacy are Belmont (36%), Merbach and Castle (both 35%), St. Martins (32.5%) and Golden Cross (31.7%).  According to the West Midlands Household Survey 2002, 93% of respondents in Herefordshire have neither numeracy nor a literacy deficiency.  This compares favourably with the average for the region, which was 89%.  *(Source: Herefordshire Economic Assessment 2005-2007)*

**Figure 7: Estimated Literacy Levels Locally, Regionally and Nationally**

|  | Low % | Lower % | Very Low % | Total % |
|---|---|---|---|---|
| Herefordshire | 17.7 | 3.5 | 4.2 | 25.5 |
| West Midlands | 15.8 | 5.9 | 6.1 | 27.9 |
| England | 15.0 | 5.0 | 4.0 | 24.0 |

*(Source: Basic Skills Agency 2001)*

## Deprivation

2.32   The ODPM (now DCLG) produced an Index of Multiple Deprivation in 2004. This combines data for several indices of deprivation; income, employment, education, health, access to suitable housing, geographical isolation, living environment and crime.

2.33   There are seventeen deprivation hotspot areas in Herefordshire, including Hereford City Centre, South Wye area, south of the river and Leominster (Ridgemoor area) that fall into the 25% most deprived areas in England.

2.34   Nine areas in Herefordshire fall within the 25% most deprived in England for employment; six of these are in Hereford City (one of these falling within the 10% most deprived nationally), two in Leominster and one in Bromyard.  In terms of income, ten areas of the County fall within the 25% most deprived in England, with two areas also in the 10% most deprived.  Eight of these ten areas are in Hereford City, one in Bromyard and one in Leominster.  A large proportion of rural Herefordshire is very deprived in terms of geographical access to services.  *(Source: State of Herefordshire Report, 2006)*

## Environment

2.35   Herefordshire contains a wealth of listed buildings, registered parks and gardens, scheduled ancient monuments and conservation areas.  These add to the special built quality and environmental character of many areas of the County and their protection and enhancement is recognised as an important ingredient for economic and neighbourhood renewal.  Figure 8 provides a breakdown of the numbers of such historic environments.

**Figure 8: Herefordshire's Historic Environment**

| Listed Buildings (Grades I, II & II* | Registered Parks & Gardens | Scheduled Ancient Monuments | Conservation Areas |
|---|---|---|---|
| *5,918 | 24 | 262 | 64 |

*(Source: *English Heritage & Herefordshire Council)*

2.36   Herefordshire is considered to be the West Midlands' most rural county and boasts a quality of landscape that is nationally acclaimed.  Herefordshire has two landscape areas of national significance, the Wye Valley Area of

Outstanding Natural Beauty (AONB) in the south and Malvern Hills AONB in the east. Both are supported by management plans, which seek to conserve landscape character through various forms of land management. The UDP, through its policies, looks to complement the management plans, reconcile development needs and visitor pressure with the conservation of the AONB's landscape and natural resources, and restore vulnerable and degraded landscapes when opportunities arise.

2.37 The UDP policies have been informed by a systematic assessment of landscape character, rather than reliance on local designations to give added protection to important areas of landscape not covered by national designations. The countywide Landscape Character Assessment undertaken by Herefordshire Council will be instrumental in the determination of development proposals. Policies ensure that development proposals throughout the County will need to clearly demonstrate that their design and layout incorporate opportunities to conserve, restore and enhance distinctive landscape character and, where necessary and appropriate, any prominent landscape features. Proposals must also pursue environmental and maintenance arrangements to ensure environmental benefits are maintained over time.

2.38 The County is host to many important habitats and species. The importance of the nature conservation and geological resources is reflected in the number and variety of international, national, and local designated sites. Figure 9 identifies the types and numbers of such designations across Herefordshire. An additional designation that was not reported in last years AMR is that for Sites of Importance for Nature Conservation (SINCs). These have the same level of protection as Special Wildlife Sites (SWSs) and as such was felt that these should also be included.

**Figure 9: Conservation Designations in Herefordshire**

| Special Areas of Conservation (SAC's) | Sites of Special Scientific Interest (SSSI's) | National Nature Reserves (NNR's) | Special Wildlife Sites (SWS's) | Sites of Importance for Nature Conservation (SINCs) | Local Nature Reserves (LNR's) | Regionally Important Geological Sites (RIGS) |
|---|---|---|---|---|---|---|
| 4 | 77 | 3 | 709 | 56 | 7 | 87* |

*(Source: Herefordshire Council Biological Records Centre, * Earth Heritage Trust)*

2.39 In addition to the aforementioned sites, a further 20 sites are under review for designation as RIGS and results of this should be available for the next AMR. Herefordshire also contains areas of archaeological importance. It is recognised that archaeological remains are a valuable but fragile part of our heritage; once destroyed they can never be replaced. Maintaining this resource is an important part of the Council's commitment to conservation. The UDP's policies aim to protect and enhance archaeological sites and their wider settings. In addition to a large number of nationally designated Scheduled Ancient Monuments, the County also contains non-scheduled but nationally important archaeological sites and those of regional and local importance. Such areas are afforded protection through UDP policies.

2.40 The archaeological importance of Hereford city centre was recognised by the designation in 1983 of a large part of the central area as an Area of Archaeological Importance (AAI). Designation confers on developers and their agents the duty of giving prior notification of new proposals to Herefordshire Council, which has a statutory right to enter the site to make records concerning all development.

2.41 In addition to the above, the Council are also striving to improve geological diversity, known as geodiversity, through developing a Geodiversity Action Plan (GAP). A consultation document is currently under preparation and due to go out on consultation in November of this year. It is hoped that following funding approval in early 2007 that the final draft document and implementation of the GAP will take place later in the year. An update on this will be provided in the next AMR. *(Source: Earth Hertiage Trust).*

## Section 3: LOCAL DEVELOPMENT FRAMEWORK PREPARATION

### Monitoring the Local Development Scheme

### Introduction

3.1     This section reports on progress in achieving the timetable and milestones set out in the Council's Local Development Scheme (LDS).  The LDS is a project plan setting out the planning policy documents that the Council intends to prepare over a three year period.  The relevant version of the Scheme is that operative from January 2006.

3.2     Each proposed Local Development Document identified in the LDS is listed below, with a brief review of progress in meeting the milestones and timetable in the reporting period.  Progress on the Unitary Development Plan is also reported.   Where slippage in the original timetable is identified, this is explained and an indication of the revised timetable given.   Timetable revisions will be incorporated in a formal review and roll forward of the LDS in the early part of next year.

### Unitary Development Plan

3.3     In 2005-6 work continued to progress the Unitary Development Plan to adoption, forming the main priority focus for staff and other resources.  The Public Inquiry closed in June 2005.  The Inspector's Report was received in March 2006 and Proposed Modifications were placed on public deposit in September.  The Plan remains scheduled for adoption in April 2007.

### Statement of Community Involvement

3.4     The Statement of Community Involvement has been prepared in line with the LDS timetable, with public participation on the draft statement, taking place as planned in January 2006.  The Council is on target to meet the remaining milestones, with submission to the Secretary of State and pre-examination consideration of representations having been completed.

### Core Strategy

3.5     The LDS proposes that work should have commenced on the Core Strategy in November 2005.  Commencement was delayed however by the need to continue to give priority to work on the UDP, including factual checking of the Inspector's Report and work on the Proposed Modifications, as well as calls on limited staff resources by other projects, notably the preparation of formal advice to the Regional Assembly as part of the current review of the Regional Spatial Strategy (RSS).

3.6     The timetable of the RSS review has itself been revised by the Regional Assembly during the year.  This was in order to allow the further consideration of household projections published by Government in April, further discussions with the strategic authorities on their submitted advice, greater alignment with the review of the Regional Economic Strategy, and completion of a number of technical studies.  As a consequence, the options stage of the

RSS review was delayed from September 2006 to January 2007, with submission to the Secretary of State postponed from June to December 2007.

3.7 The LDS is to be reviewed to ensure alignment between the new RSS review timetable and that proposed for the Core Strategy. This is in order to ensure that proper account can be taken of the RSS review in developing the Core Strategy. Work on the Core Strategy commenced in September 2006.

## Whitecross High School SPD

3.8 Work commenced on this SPD in July 2005 with public participation in October. In response to concerns raised, a scoping Transport Assessment was carried out and discussed at a public meeting in January 2006. Adoption was delayed beyond the LDS date of March 2006 by the consideration of implications arising from the UDP Inspector's Report. The SPD was adopted in June 2006.

## Edgar Street Grid SPD

3.9 This SPD is to provide further guidance for the Edgar Street Grid (ESG) area of Hereford, proposed as a focus for regeneration in the UDP following a masterplan for the area prepared by the Council and Advantage West Midlands. A separate company, ESG Herefordshire Ltd, has been established by the funding partners to lead the regeneration.

3.10 The LDS envisaged that preparation of the SPD would commence in October 2005 with public participation in May 2006, leading to adoption in March 2007. It has been necessary to revise this timetable. This reflects the priority given to continuing work on the UDP and consideration of the UDP Inspector's Report. In addition, further work has been commissioned by ESG Herefordshire Ltd, to review the original masterplan for the area, provide further urban design guidance, and undertake retail analysis. Further consideration is also to be given to transport, flooding and archaeology aspects. These studies are now underway, and it will be necessary to ensure through appropriate programming that their conclusions are properly reflected within the SPD.

3.11 The SPD commenced in June 2006 and is on target for adoption in October 2007. The LDS will be reviewed to reflect the revised timetable.

## Planning obligations SPD

3.12 Commencement of work on this document was delayed from November 2005 to April 2006, again due to the need to direct resources to the UDP. However, a consultation on options was undertaken in August. A revised timetable will be included in the LDS.

## Shobdon Development Brief SPD

3.13 Work commenced on this SPD in January 2006 and the document has been prepared in accordance with the targets and milestones set out in the LDS. The SPD was adopted in September 2006.

**Sustainability Appraisal**

3.14    Finally, towards the end of the reporting period work commenced on the production of an overall scoping report for the Sustainability Appraisal of the Local Development Framework.  Details of this process and the intended timetable will be included within the revised LDS.

**Objective H(1)**

To fulfil the requirements for additional dwellings to satisfy local household growth, including those needing affordable housing, as well as migration into Herefordshire, collectively forming the allocation set out in Regional Planning Guidance (RPG11).

4.1     UDP Policies relating to Objective H(1)
        S3      Housing (strategic policy setting out the housing provision figures and general aims and objectives of housing policies)
        H2      Hereford & the market towns: housing land allocations
        H5      Main villages: housing land allocations
        H6      Housing in smaller settlements
        H9      Affordable housing
        H10     Rural exception housing

4.2     Target H(1)
        Meet UDP requirement of 12,200 dwellings to be provided within the period 1996-2011 (as proposed to be modified, September 2006).

4.3     Core Indicators H(1)
        Housing trajectory showing;
        -       net additional dwellings since the start of the UDP period (1996)
        -       net additional dwellings for the current year
        -       projected net additional dwellings over a 10 year period from anticipated UDP adoption
        -       the annual net additional dwelling requirement
        -       annual average number of net additional dwellings needed to meet overall housing requirements, having regard to performance in previous years.

4.4     A large amount of information is already collected on an annual basis on housing land availability and other features of housing supply and characteristics of new residential development.  Each year the Forward Planning Team prepares a Housing Land Study report.  These provide important aids in the monitoring of Regional Planning Guidance (and now the Regional Spatial Strategy) requirements and help in the formulation of assumptions for the emerging development plan documents.  The data available through the Housing Land Studies has been used to collect information for this AMR and will continue to be a valuable information source in the future.

4.5     Figure 10 shows the housing trajectory as at the beginning of April 2006.  It shows the actual housing completions that have taken place during the UDP period between beginning of April 1996 and end of March 2006.  The graph also shows the annualised strategic allocation up to 2016.  This rate is based upon the annual average rate of housing provision for Herefordshire as set out in Table 1 of the Regional Spatial Strategy (RPG11, June 2004).

4.6    The graph shows that the rate of housing completions between 2001/2 and 2004/5 was below that required to achieve UDP housing targets, however, this was largely due to the delay in releasing a number of larger housing allocations included within the UDP and subject to objection. The recent release of a number of these sites resulted in an increase in the rate of housing completions in the County during 2005/6 (791 completions) as can be seen in Figure 10 below.   In addition the housing requirement for Herefordshire in the RSS is set as a maxima.

**Figure 10: Housing Trajectory 1996-2016**
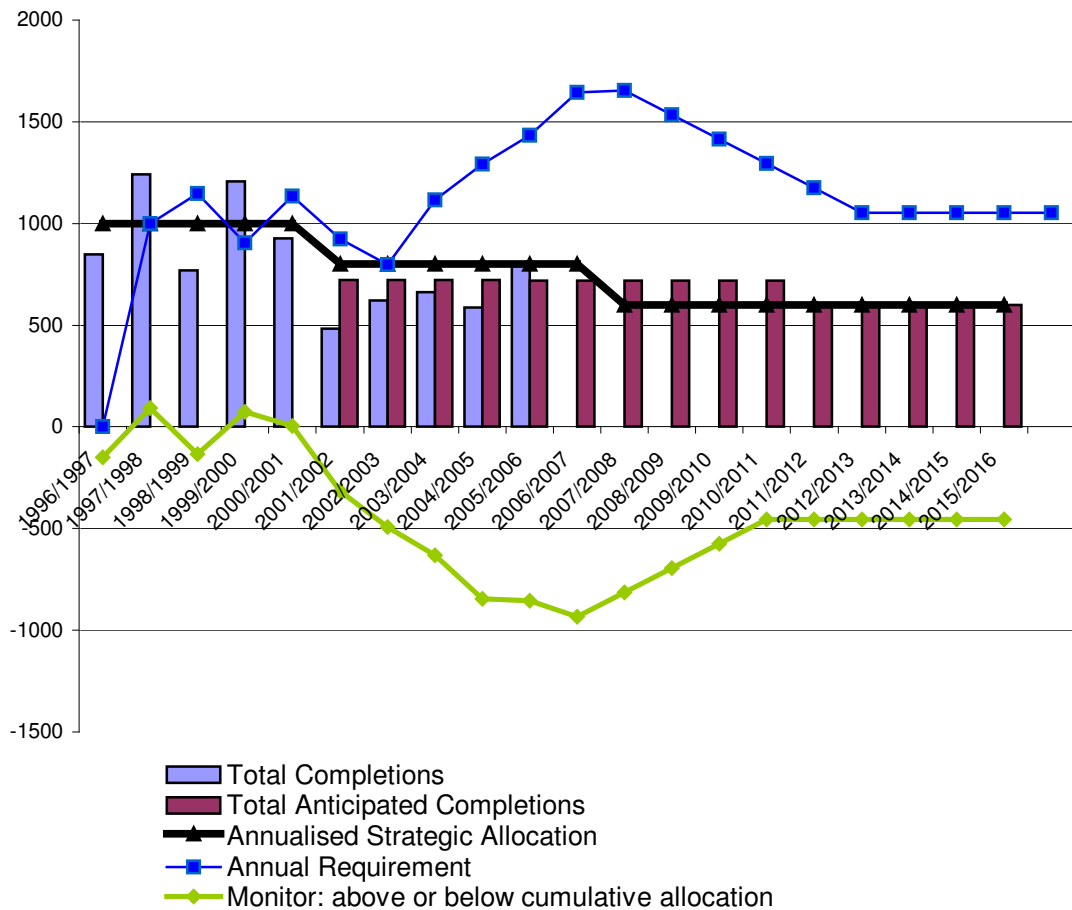


*(Source: Herefordshire Council 2006)*

4.7 UDP Policies relating to Objective H(2)
  - S3 Housing (strategic policy setting out the housing provision figures and general aims and objectives of housing policies)
  - H2 Hereford & the market towns: housing land allocations
  - H5 Main villages: housing land allocations
  - H6 Housing in smaller settlements
  - H8 Agricultural & forestry dwellings and dwellings associated with rural businesses
  - H14 Re-using previously developed land and buildings

4.8 Targets H(2)
  There is a UDP target, in line with that contained in the Regional Spatial Strategy, to aim to achieve 68% of new dwellings on previously developed, land and buildings over the period 2001-2011 (policy S3 Proposed Modifications, September 2006). In addition there is a national target to achieve 60% of new housing on previously developed land by 2008 (PPG3).

4.9 Core Indicator H(2)
  The percentage of new and converted dwellings on previously developed land.

4.10 Figure 11 provides a breakdown of this year's housing completions, indicating those on previously developed land. It shows that the proportion of new dwellings built on previously developed land is higher than that required by national targets (60% of new housing on previously developed land).

**Figure 11: Housing Completions**

|  | **Actual Completions 05-06** | **Proportion of Total 05-06** | Actual completions 04-05 | Proportion of Total 04-05 |
|---|---|---|---|---|
| Former Residential | 162 | 20% | *202* | 34% |
| Former Employment | 141 | 18% | *93* | 16% |
| Other Brownfield | 261 | 33% | *130* | 22% |
| **Total Previously developed** | **564** | **71%** | ***425*** | **72%** |
| *Greenfield* | *227* | *29%* | *162* | *28%* |
| **Total Completions** | **791** | **100%** | ***587*** | **100%** |

*(Source: Herefordshire Council Housing Land monitoring 2006)*

4.11    Local Indicator H(2)

The annual percentage of total completions occurring on previously developed land since the commencement of the UDP period (1996).

**Figure 12: Percentage of Completions on Previously Developed Land (1996-2006)**
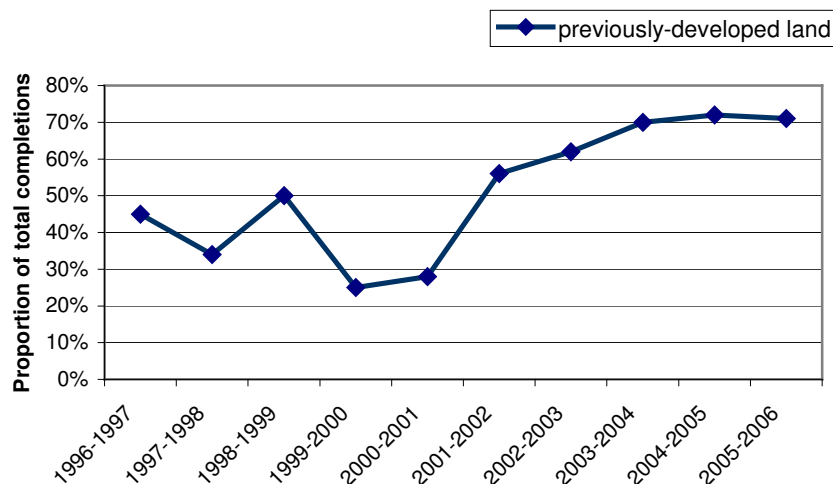


*(Source: Housing Land monitoring 2006)*

4.12    Figure 12 shows that although the growth in the proportion of dwellings completed on previously developed land has increased significantly since 1996, it has not always been consistent.  The rapid development of significant greenfield housing sites in Hereford and Ledbury resulted in the decline in the percentage of housing built on previously developed land between 1999 and 2001.  There was a gradual and consistent increase in the percentage of housing built on previously developed land after 2001 and the Council has exceeded the Government's target since 2002-3 and, for the last three years, has achieved the Regional target.  In addition to those dwellings completed within the County of the 2261 outstanding planning permissions in the County 1664 (74%) are located on previously developed land.

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**Objective H(3)**

To promote the more efficient use of land for residential developments.

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4.13    UDP Policies relating to Objective H(3)

    S3      Housing (strategic policy setting out the housing provision figures and general aims and objectives of housing policies)
    H2      Hereford & the market towns: housing land allocations
    H5      Main villages: housing land allocations
    H6      Housing in smaller settlements
    H13     Sustainable residential design
    H15     Density

4.14    Targets H(3)
        The UDP, in policy H15 (Proposed Modifications, September 2006), provides
        the following guideline for minimum new site densities for sites of 1ha or over
        in Hereford and the market towns:
        - Town centre and adjacent sites, between 30 and 50 dwellings per hectare;
        -  Other sites, at least 30 dwellings per hectare.

4.15    Core Indicator H(3)
        The percentage of new dwellings completed at:
        (i)      less than 30 dwellings per hectare;
        (ii)     between 30 and 50 dwellings per hectare; and
        (iii)    above 50 dwellings per hectare

4.16    PPG3 requires local authorities to avoid the inefficient use of land.  The
        monitoring of densities of new developments can help the review and
        refinement of relevant policies or build up a picture of what is being achieved
        in order to develop future policies.

4.17    Figure 13 sets out the average density of completions for development in all
        areas across the County over last two years.  It can be seen that the
        percentage of dwellings built below 30 dwellings per hectare has declined,
        however, at 37% this remains significant.  In respect of the target set in policy
        H15, there have only been 113 dwellings completed over the reporting period
        on sites over 1 ha in the urban areas of Hereford and the market towns.
        These were built at an average density of 34 per hectare, thus meaning that
        the UDP target is being achieved.  There were no completions on sites of
        over 1 hectare in size in any of the County's town centres during 2005/6.

**Figure 13: Density of Completions**

|  | 2004-5 | | 2005-6 | |
|---|---|---|---|---|
|  | **Number** | **Proportion of Total** | **Number** | **Proportion of Total** |
| Less than 30 dwellings/ha | 258 | 44% | 295 | 37% |
| 30-50 dwellings/ha | 135 | 23% | 305 | 39% |
| Over 50 dwellings/ha | 194 | 33% | 191 | 24% |
| **Total** | 578 | 100% | **791** | **100** |

*(Source: Herefordshire Council Housing Land monitoring 2006)*

**Objective H(4)**

To fulfil the needs for additional affordable dwellings in the County.

4.18    UDP Policies relating to Objective H(4)

        S3       Housing (strategic policy setting out the housing provision figures and
                 general aims and objectives of housing policies)

H2      Hereford & the market towns: housing land allocations
H5      Main villages: housing land allocations
H6      Housing in smaller settlements
H9      Affordable dwellings
H10     Rural Exception housing

4.19    Target H(4)
        The UDP, in strategic housing policy S3, sets an approximate figure of 2,300 affordable dwellings to be provided within the County over the Plan period.

4.20    Core Indicator H(4)
        The number of affordable housing completions during the reporting period.

4.21    Figure 14 sets out the 2005/6 affordable housing completions broken down into housing association/local authority dwellings and low cost private homes. In order to gain a clearer understanding of overall UDP affordable housing provision in relation to the target, it is necessary to ascertain the numbers of affordable housing completions that have occurred since the start of the Plan period.  The Herefordshire Council's Housing Land Studies indicate that between 1996 and 2005/6, 961 affordable homes have been completed. Therefore at the current average rate of 96.1 completions per year, the UDP target will not be met by 2011.  However, it must be recognised that the UDP has not yet been adopted and the UDP's affordable housing policies are not yet being fully implemented.  It is anticipated that post adoption, the number of affordable housing schemes coming forward each year will increase. However, the provision of affordable housing in both urban and rural areas of the County is an issue of concern and will be subject to continued monitoring.

**Figure 14: Affordable Housing Completions (05-06)**

|  | **Number** |
|---|---|
| Social Rented | 55 |
| Intermediate | 59 |
| **Total** | **114** |

*(Source: Herefordshire Council Housing Land monitoring 2006)*

4.22    The national 'Right to Buy' policy has had an effect on affordable housing numbers in the years since local government reorganisation in 1998.  Figure 15 covers available information over the past five year period and shows that the total losses of affordable homes amounts to 701, with total gains standing at 533.  This equates to a net loss of 168 affordable homes in six years (2000-2006), averaging at a loss of 28 affordable homes per year.  However, in the last two years the gains have outnumbered the losses.

**Figure 15: Affordable Homes – Losses and Gains 2000-2006**



| | 00-01 | .01-02 | .02-03 | .03-04 | .04-05 | .05-06 |
|---|---|---|---|---|---|---|
| Losses | 157 | 154 | 150 | 160 | 47 | 33 |
| Gains | 93 | 66 | 96 | 83 | 51 | 144 |
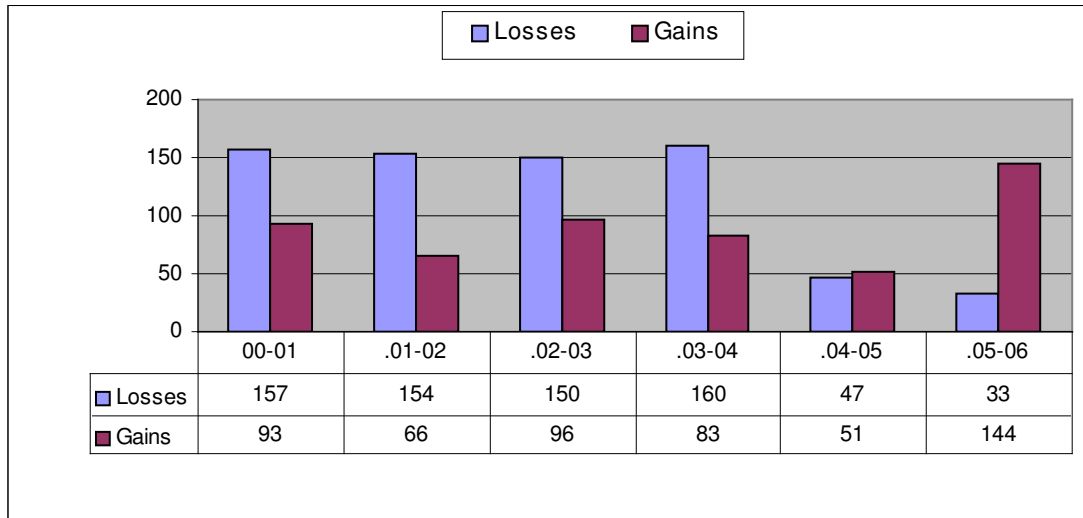
*(Source: Housing Strategy Statistical Appendix 2003/04, HFR 2002/03, Strategic Housing Finance Officer and RSL's)*

Note:
LA/Stock Transfer Company losses in 02/03 include demolition of 15 properties.
RSL gains include both rented and shared ownership properties.

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**Objective H(5)**

To promote a sustainable pattern of development by ensuring that sufficient new housing is made available in sustainable locations primarily within urban areas and the larger rural settlements.

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4.23 <u>UDP Policies relating to Objective H(5)</u>
    S3    Housing (strategic policy setting out the housing provision figures and general aims and objectives of housing policies)
    H1    Hereford & the market towns: settlement boundaries & established residential areas
    H2    Hereford & the market towns: housing land allocations
    H4    Main villages: settlement boundaries
    H5    Main villages: housing land allocations
    H6    Housing in smaller settlements
    H7    Housing in the countryside outside settlements

4.24 <u>Target H(5)</u>
    Most housing provision (57%) will be concentrated in Hereford and the market towns, then a lesser amount (26%) in the more sustainable main villages, with the third tier of the housing strategy catering for rural housing needs (17%) (policy S3).

4.25 <u>Local Indicator H(5)</u>
    The numbers and proportion of housing completions since 1996 in the various locations set out in the UDP settlement strategy.

4.26 Figure 16 provides data on the numbers and proportion of residential completions since the beginning of the UDP period (1996) up to the current

reporting period. This indicates whether the distribution of new housing thus far is commensurate with the targets as set out in strategic policy S3 of the Plan.

4.27 The table in Figure 16 shows that over the first 10 years of the UDP period, the distribution of housing completions is close to that anticipated in policy S3 for the whole of the 15 year Plan period. Housing completions in Hereford and the market towns are 3% lower than the target, with slightly higher proportions being completed in the main villages and the wider rural area. Since all residential land allocations in the UDP are within Hereford, the market towns and main villages, it is anticipated that once the UDP is adopted the proportions of completions will become closer to the targets set out in policy S3.

4.28 The first 10 years of the Plan period have seen planning permissions granted primarily in accordance with the policies of the existing adopted structure and district local plans covering Herefordshire, rather than the UDP. The Plan proposes a target of 12,200 dwellings for the fifteen years up to 2011. Figure 16 shows that during the first 10 years (1996 - 2006) 8,136 completions were achieved, equating to 67% of the total requirement.

**Figure 16: Completions (1996-2006) based on the UDP Settlement Strategy**

| Location | Actual Completions 1996-2006 | Percentage of Total Completions | 1996-2011 UDP Target (Policy S3) |
|---|---|---|---|
| **Hereford City** | **1952** | **24%** | **----** |
| Leominster | 465 | 6% | ---- |
| Ross-on-Wye | 453 | 6% | ---- |
| Ledbury | 1006 | 12% | ---- |
| Bromyard | 370 | 4.5% | ---- |
| Kington | 123 | 1.5% | ---- |
| **Market Towns Total** | **2,417** | **30%** | **----** |
| **Combined Hereford City & Market Town** | **4,369** | **54%** | **57%** |
| **Main Villages Total** | **2235** | **27%** | **26%** |
| **Smaller Settlements** | **541** | **7%** | **----** |
| **Other Rural Areas** | **991** | **12%** | **----** |
| **Combined Smaller Settlements & Other Rural Areas** | **1532** | **19%** | **17%** |
| **County Total** | **8136** | **100%** | **100%** |

*(Source: Herefordshire Council Housing Land montoring)*

## Shortfalls in Housing Information

4.28    There are various improvements that could be made to develop the efficiency of data collection and thereby progress the assessment of development plan policies.  Resolving these issues is likely in the medium term, depending to some extent upon the availability of resources.  An update on this matter will be provided in subsequent AMR's.

## Section 5: EMPLOYMENT

### Objective E(1)

To ensure a balance of employment opportunities throughout the County, through the provision of a portfolio of employment sites to reflect the differing development needs of businesses and to give a choice in terms of size, location, quality and Use Class.

5.1 UDP Policies relating to Objective E(1)
Although most policies in the employment chapter of the UDP could be said to contribute to the achievement of this overarching objective, the following polices are considered to be those most relevant:
S4 Employment
E1 Rotherwas Industrial Estate
E2 Moreton-on-Lugg Depot
E3 Other employment land allocations
E7 Other employment proposals within and around Hereford & the Market Towns
E10 Employment proposals within or adjacent to main villages
E11 Employment proposals in the smaller settlements & open countryside

5.2 Target E(1)
Provide 150ha of land for Part B employment development in a range of locations throughout the County. (The target has been subsequently reduced to 100ha in the Proposed Modifications to the UDP, September 2006).

5.3 Core Indicators E(1)
(i) the amount of land developed for employment by type;
(ii) the amount of land developed for employment, by type, which is in development and/or regeneration areas defined in the development plan; and
(iii) employment land supply by type.

5.4 A regular assessment of the availability of employment land in the County is already undertaken by the Forward Planning Team, in conjunction with the Council's Economic Development Section, and reported annually as part of the West Midlands Regional Employment Land Study. The data contained in these studies is used as a source of information for this report.

5.5 Figure 17 shows the amount of land developed for employment use in the monitoring period 2005-2006, and also provides a breakdown by use class type. The total area of employment land completions in Herefordshire in this reporting period is 8.58ha and of this the total floorspace is 14,586m$^2$ (1.46ha). This is comparable with the previous monitoring year and is higher than the annual average of 5.36 ha per annum (calculated over the past 20 years).

**Figure 17: Employment Completions 2005-2006 by Type**

|  | B1a | B1c | B2 | B8 | Other employment uses | TOTAL |
|---|---|---|---|---|---|---|
| **Floorspace (m$^2$) of Completions 2005-2006** | 1,615 | 1,072 | 6,685 | 5,214 | 0 | 14,586m$^2$ (8.58ha total area of employment land completions) |

*(Source: Herefordshire Employment Land monitoring 2006)*

5.7 Local Indicators E(1)
The following local indicators can provide some additional background data that is useful when assessing the way that employment developments have taken place across the County historically and can also be used in the future to compare trends and changes over the later phases of the UDP period.
(i) Employment completions 1986-2006;
(ii) Geographical distribution of employment land completions.
(iii) Current supply of employment land (not by type).

5.8 Figure 18 traces the rate of employment completions since the mid-1980's when monitoring commenced. Although it is difficult to explain the fluctuations in the overall rate, it appears that the nature of employment development in Herefordshire is cyclical.

**Figure 18: Completions of Employment Land 1986-2006**
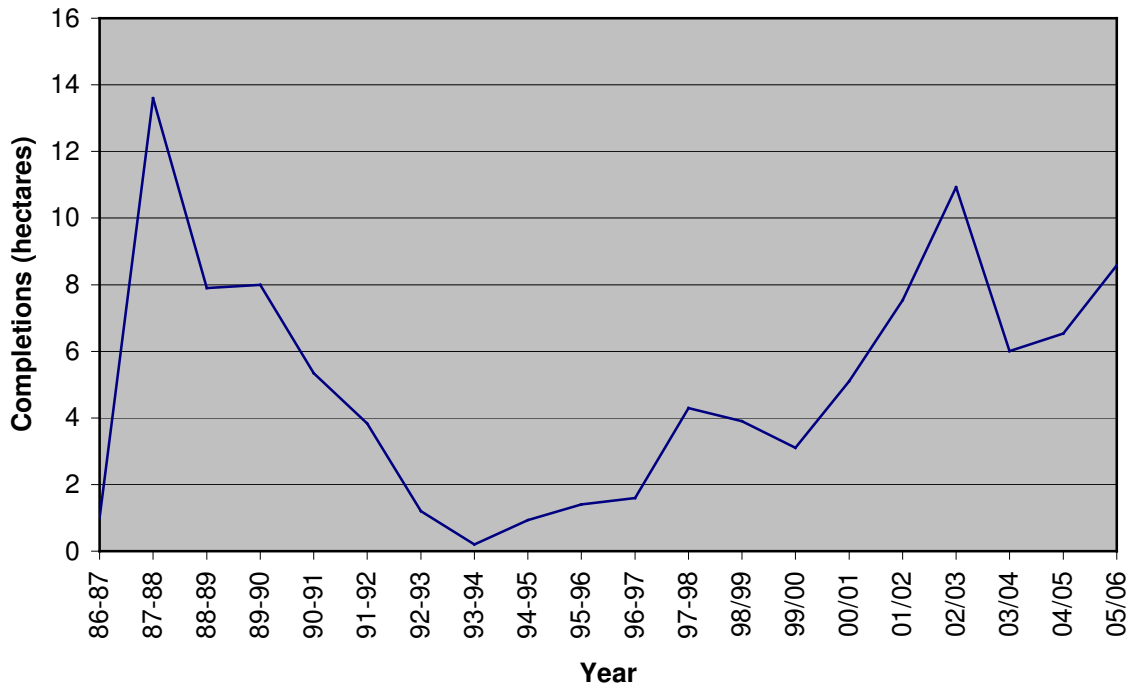


*(Source: Herefordshire Employment Land Study 2006)*

5.9 Records of the distribution of completions across the County indicate that there is a concentration of development in Hereford and a broad distribution across the wider rural area.

5.10 The Plan's overall development strategy has been developed alongside the strategic approaches being undertaken through Objective 2 and the Rural Regeneration Zone. Through these programmes, regeneration activity will be concentrated in key locations with the greatest potential to create sustainable employment growth and maximise employment opportunities, to the benefit of the wider rural areas. There have been a total of 8.58 ha (100%) of completions in the Rural Regeneration Zone (RRZ) as identified in RPG11 (the RRZ covers most of the County, apart from the urban area of Hereford).

5.11 The initial target (150ha) of employment land that was considered unlikely to be achieved over the Plan period in last year's AMR, due to variations in local circumstances across the County and differing take up rates of employment land, has been altered by the Inspector. The Inspector in his report acknowledged Hereford as a sub-regional foci, however considered that 150 hectares of employment land allocations was more than required and recommended reducing this allocation to 100 hectares. The council accepted his recommendation and this was reflected in the Proposed Modifications, September 2006.

**Supply**

5.12 Herefordshire currently has some 185.65 ha of land available for employment use on 128 sites. This land is either allocated for employment uses within the adopted local plans (146.94 ha), benefits from unimplemented planning permissions (27.61 ha) or is currently under construction (11.10 ha). Figure 19 illustrates these findings.

**Figure 19: Current Supply of Employment Land**
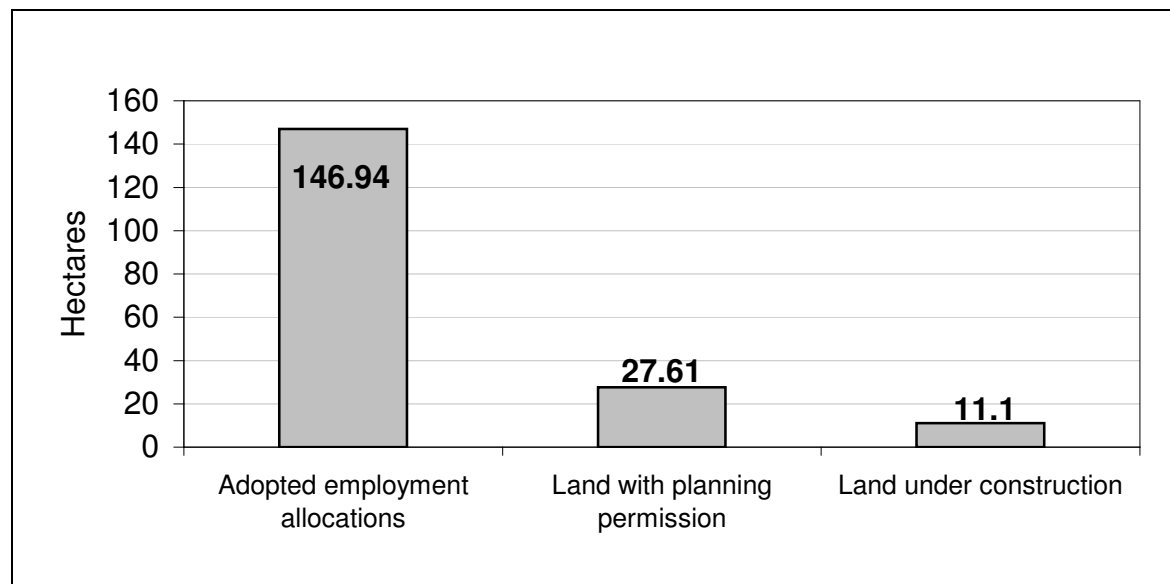


*(Source: Herefordshire Employment Land monitoring 2006)*

5.13 Figure 20 represents a breakdown by use class type, however as many planning permissions are for mixed use developments these are also shown.

**Figure 20: Total Supply of Employment Land by Use Class**

| | |
|---|---|
| B1 | 1.07 ha |
| B1/B2 | 39.11 ha |
| B1/B2/B8 | 86.90 ha |
| B1/B8 | 28.96 ha |
| B1a | 9.73 ha |
| B1a/c | 1.62 ha |
| B1c | 4.96 ha |
| B2 | 2.54 ha |
| B2/B8 | 2.14 ha |
| B8 | 8.62 ha |
| **Total** | **185.65 ha** |

*(Source: Herefordshire Employment Land monitoring 2006)*

**Objective E(2)**

To encourage the use of previously developed land for employment purposes in preference to greenfield land.

5.14    <u>UDP Policies relating to Objective E(2)</u>
      S4      Employment
      E1      Rotherwas Industrial Estate
      E2      Moreton-on-Lugg Depot
      E3      Other employment land allocations
      E7      Other employment proposals within and around Hereford & the Market Towns
      E10     Employment proposals within or adjacent to main villages
      E11     Employment proposals in the smaller settlements & open countryside
      E15     Protection of greenfield land

5.15    <u>Targets E(2)</u>
There are no specific targets set out in the UDP for the amount of employment land to be developed on previously developed sites, however re-using previously developed land before greenfield land is central to the aims of sustainable development.

5.16    <u>Core Indicator E(2)</u>
The percentage of land developed for employment use by type, which is on previously developed land.

5.17    There is no data on the amount of employment *by type* on previously developed land for this monitoring period, however information on overall completions is available. 16.5% of all completed employment development over the past year was on previously developed land as shown in Figure 21. It is anticipated that future AMR's will include a breakdown by type.

**Figure 21: Previous Uses of Employment Land Completions**
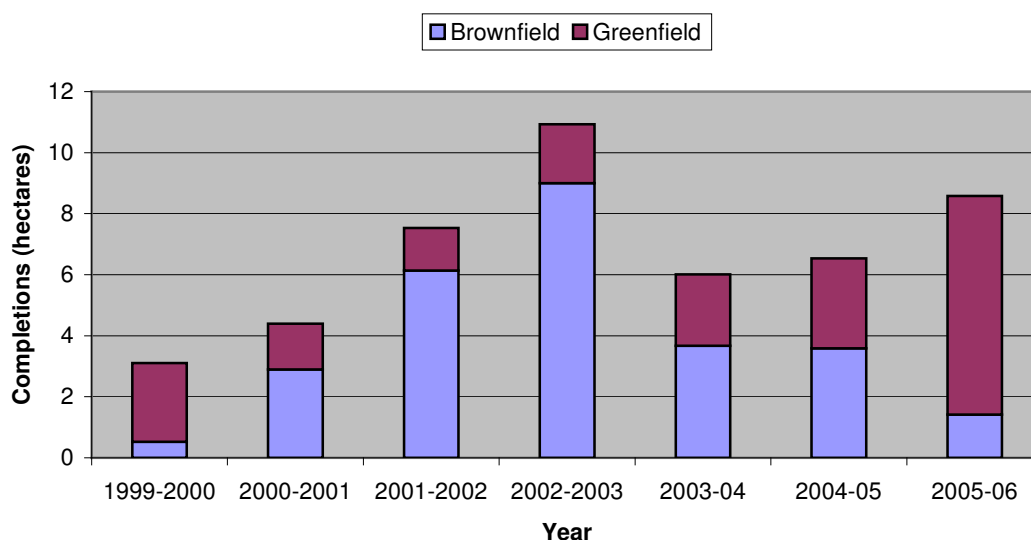


*(Source: Herefordshire Employment Land monitoring 2006)*

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**Objective E(3)**

To avoid the loss of existing employment land and premises to other uses.

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5.18    UDP Policies relating to Objective E(3)
        S4      Employment
        E5      Safeguarding employment land and buildings

5.19    Targets E(3)
        There are no specific targets set out in the UDP for acceptable amounts of employment land that can or cannot be lost to other uses.  However, it is recognised that it is important that both the existing and proposed supply of land and buildings for employment uses is protected for such purposes if the UDP is to successfully maintain and enhance employment opportunities throughout the County.

5.20    Core Indicators E(3)
        (i)     The losses of employment land in development/regeneration areas and local authority areas.
        (ii)    The amount of employment land lost to residential development.

5.21    0.34ha of employment land were granted planning permission for other uses during the monitoring period, last years AMR 04/05 reported a higher figure of 3.34ha, a decrease of 3ha.

5.22    Of the 0.34ha total employment land lost to other uses; 0.1ha was from within the Rural Regeneration Zone and 0.1ha were from Hereford City (outside the Rural Regeneration Zone area).  0.14ha of the total loss were reallocated to residential uses.

**Objective T(1)**

To promote a sustainable pattern of residential development by ensuring that sufficient new housing is made available in sustainable locations primarily within urban areas and larger rural settlements, taking account of relative accessibility by public transport and the availability of services.

6.1     UDP Policies relating to Objective T(1)
        S3      Housing
        H1      Hereford & the market towns: settlement boundaries & established residential areas
        H2      Hereford & the market towns: housing land allocations
        H4      Main villages: settlement boundaries
        H5      Main villages: housing land allocations

6.2     Targets T(1)
        As set out in the UDP, the anticipated proportions of total dwellings anticipated in the various areas of the County between 1996 and 2011 are:
        Hereford City:      29%
        Market Towns:       28%
        Main Villages:      26%
        Rural Areas:        17%

6.3     Core Indicators T(1)
        The percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre.

6.4     The UDP housing strategy is centred on the desire to provide new housing in the most sustainable areas of the County. The Plan's general housing policy S3 defines the strategic distribution of the additional housing in the County within the Plan period. A key feature is the determination of a hierarchy of settlements in accordance with the overall development strategy of the Plan. Hereford is the central hub of the County and provides a good range of facilities, followed by the market towns and then the main villages. This latter group was identified according to their size, the availability of public transport links to nearby towns and the number of facilities within these larger villages.

6.5     Whilst information on the precise criteria as set out in the core indicator T(1) may not be gathered, in terms of 30 minutes from a GP etc, it is accepted that the major centres of Herefordshire (Hereford, Leominster, Ledbury, Kington, Ross and Bromyard) provide essential services and new development within the 30 minute rule of these locations, will therefore satisfy the indictor. However, it is also recognised that due to the rural nature of Herefordshire that many primary schools, GPs and other essential services are situated in very rural locations outside of the 30 minute public transport rule of the main

centres and therefore do provide some of the essential services that the more isolated communities require.

6.6     The following data has been collected in relation to the hierarchical settlement housing strategy as set out in the Plan and is considered to be similar in its aims of considering how well the development plan polices are achieving sustainable development patterns.    Figure 21 provides a mapped representation of completions during the reporting period over a GIS layer of public bus and rail services within 30 minutes of one or more of the main centres of Herefordshire.

6.7     The housing chapter of this report and figure 22 reveals that the wider rural areas are continuing to accommodate more new housing developments than anticipated, being 4% more than the expected proportion between 1996-2011.    This can be shown by the applications appearing outside of the shaded area of the map and outside of Hereford and the 5 market towns.  As this is the first time that this method has been used to assess the indicator and the effectiveness of the relevant UDP policies, it can only be tentatively suggested that in the majority of cases new residential development is being located in the most sustainable locations in terms of links with public transport routes.

## Limitations

6.8     Limitations of the data mainly lie with the public transport routes changing year on year and as such it may be that dwellings reported in this years AMR as being located within sustainable locations, may not be next year.  These differences and variations are not proposed to be monitored in future AMRs. Policies contained within the UDP regarding location of development must not therefore rely on the proximity of public transport routes as the sole reason for locating development in a particular area.  It is acknowledged that appropriate locations will often have multiple sustainable attributes.

## Shortfalls in Transportation Information

6.9     A core indicator suggested in the formal guidance for undertaking AMR's was to calculate the percentage of completed non-residential development complying with car parking standards set out in the development plan.  Whilst restricted data availability limits reporting on this indicator, this issue is being addressed and it is anticipated that data collection will be improved in the medium term for forthcoming AMR's.

**Figure 22:    Dwelling Completions for 05/06 Within 30 Minute Public Transport Time to Hereford and the 5 Market Towns**



**Public Transport Access Times**

■ Access times less than 30 minutes

**Planning Completions 2005 - 2006**

■ Site with greater than 26 completions
■ Site with between 6 and 25 completions
■ Site with between 2 and 5 completions
■ Site with 1 completions

Public transport travel times have been calculated using bus and rail services operating between 07:00 and 18:00, on a Monday during September 2006.

Map illustrating 30 minute public transport travel times to Hereford and the 5 Market Towns during the day and the location of planning completions for 2005 / 2006

NORTH

Herefordshire Council,
IT Services Division,
Thorn Office Centre,
Holme Lacy Road,
Rotherwas,
Hereford, HR2 6JT.
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## Section 7: TOWN CENTRES AND RETAIL

**Objectives TCR(1)**

To ensure that central shopping and commercial areas continue as the main focus of shopping, employment, services and facilities in Hereford and the market towns, where they are well served by public transport and readily accessible by the community as a whole by means other than the private car.

To safeguard and improve local village centres that are readily accessible by walking and cycling.

7.1     UDP Policies relating to Objective TCR(1)
        S5          Town centres and retail
        TCR1        Central shopping and commercial areas
        TCR2        Vitality and viability
        TCR3        Primary shopping frontages
        TCR4        Secondary shopping frontages
        TCR5        Uses outside Class A of the Use Classes Order
        TCR6        Non-retail uses
        TCR8        Small scale retail development
        TCR9        Large scale retail & leisure development outside shopping & commercial areas
        TCR10       Office development
        TCR11       Loss of existing offices
        TCR13       Local and neighbourhood shopping centres
        TCR14       Village commercial facilities

7.2     Targets TCR(1)
        Although no specific targets are set out in the UDP, its policies are in line with national policy guidance, RPG11 and support the Herefordshire Partnership's Economic Development Strategy.  It adopts a strategy to protect and enhance the vitality and viability and maintain the retail and general facilities hierarchy within the County: Hereford, the market towns and local, neighbourhood and village centres.  The Plan's guiding principles look to enhance the role of settlements as service centres, improve opportunities for access to services and guide new developments to locations that offer a choice of transport modes.

7.3     Core Indicators TCR(1)
        (i)     The amount of completed retail and office development completed within the monitoring period.
        (ii)    The percentage of completed retail and office development in town centres.

7.4     Figure 23 provides the schedule of completed retail developments within Herefordshire for the current monitoring year.  The threshold for inclusion of developments is 1,000m$^2$ gross floorspace.  Retail completions within this threshold have only been in the A1 Use Class, with a total of 10,010m$^2$ gross floorspace.  There were no developments within class A2.

7.5    The percentage of retail developments over 1000m$^2$ gross floorspace that were completed within the town centres as defined by the UDP equated to 23%, all other developments were located on the edge or out of centre (freestanding) locations.

**Figure 23:    Schedule of Completed Retail Developments 2005-2006**

| LOCATION | In Centre (1) Edge of Centre (2) Freestanding (3) | RETAIL FLOORSPACE | | OPERATION | | |
|---|---|---|---|---|---|---|
| | | GROSS m$^2$ | NET m$^2$ | USE CLASS ORDER | OPERATOR | TRADE |
| Denco Holdings, Holmer Road, Hereford HR1 9SJ | 3 Freestanding | 7710 | | A1 | B&Q | DIY |
| 51,52,52A & 52B Commercial Street & 3A, 3B & 3C Union Street, Hereford | 1 Established Centre | 1200 | | A1 | H&M | Clothing |
| 51,52,52A & 52B Commercial Street & 3A, 3B & 3C Union Street, Hereford | 1 Established Centre | 1100 | | A1 | Virgin Megastore | Other |

*(Source: Herefordshire Retail Land Survey 2006)*

7.6    There were no Class A office development completed in the County.

**Shortfalls in Retail and Class A Office Development Information**

7.7    It has not been possible to provide data on retail or office completions below the current thresholds applied.  As a result information on smaller village and local neighbourhood shopping facilities or small-scale office developments is not available.  The need for such low level monitoring will be dictated, to some extent, by the decisions made at the West Midlands Regional Assembly and whether they feel further information is required to meet the guidance on Strategic Environmental Assessments and Sustainability Appraisals.   If changes are reported as being needed these will be integrated into future AMR's as appropriate.

**Objective RL(1)**

To promote opportunities for new and improved recreation, leisure and sports facilities in sustainable locations.

8.1     UDP Policies relating to Objective RL(1)
        S8              Recreation, sport and tourism
        RST1            Criteria for recreation, sport and tourism development
        RST5            New open space in/adjacent to settlements
        RST6            Countryside access
        RST10           Major sports facilities

8.2     Targets RL(1)
        There are no specific UDP targets for this type of development, however the Plan acknowledges that recreation, leisure and sports opportunities can contribute to the quality of life of residents and visitors; support local economies and community regeneration, and help the diversification of work opportunities in both urban and rural areas. In providing such facilities the Plan states the importance of balancing the benefits with any adverse effects on local communities, amenity and the environment.

8.3     Core Indicators RL(1)
        (i)     Amount of completed leisure development 2005-2006.
        (ii)    Percentage of completed leisure development in town centres 2005-2006.
        (iii)   Percentage of eligible open spaces managed to green flag award status.

8.4     Each year a survey is undertaken of leisure developments across the County as part of the annual Hotel and Leisure Regional Monitoring Study. These will provide information for AMR's, however certain thresholds mean that only the larger developments of this kind are monitored. Only data on leisure permissions on or over 1,000m$^2$ gross built development is monitored, thus all smaller scale developments are not picked up. At this time it is not clear when there will be any change to the current methods of surveying.  The need for change will be dictated by the decisions of the West Midlands Regional Assembly and whether they feel further information is required to meet the guidance on Strategic Environmental Assessments and Sustainability Appraisals.  If changes are reported as being needed these will be integrated into future AMR's as appropriate.

8.5     There were no hotel and leisure completions in Herefordshire (within the aforementioned threshold) during this monitoring period.

8.6     Herefordshire Council has completed its initial Open Spaces Audit, in line with PPG17 and is now considering the findings. A working group has been set up to take forward these findings into improving the quality and accessibility of open space, sports and recreation facilities across the county.

8.7 Herefordshire was split into 9 geographical areas for the audit. Within each of these areas, open space, sports and recreation provision has been assessed in terms of quantity and quality, focusing on the settlements as defined in the hierarchical approach set out in the UDP, along with strategic facilities, such as Queenswood Country Park.

8.8 The main findings of the audit concern quality and accessibility of the existing provision. Deficiencies in the different types of provision vary across the 9 areas. These findings are anticipated to be taken forward with 'action plans' and 'strategic priorities' identified both on a countywide level, and also in regards to the 9 geographical areas used in the audit, although specific details are yet to be confirmed.

8.9 Herefordshire Council uses the Green Flag standards as a method of rating its sites. In the audit, Green Flag standards where incorporated into the methodology used by the auditors. The data is currently being scrutinised, although of the site appraisals analysed, 13 of the 66 (20%) of facilities classified as 'Natural or semi natural greenspaces' in the PPG17 methodology, met or exceeded the Green Flag standard, 24 of the 37 (65%) facilities classed as 'Parks' in the PPG17 methodology inspected for quality, met or were above the Green Flag standard.

8.10 The audit of open space, sport and recreation will allow for better and more appropriate use of resources, and inform issues such as planning gain and section 106 agreements. Development briefs, where appropriate can also take into account these findings and incorporate appropriate open space and facilities. The information will also form the basis for the monitoring and review of open space and facility provision in terms of quality and quantity, in addition to informing existing and future planning policies.

**Shortfalls in Recreation and Leisure Information**

8.11 It has not been possible to do a comparative study on the available data for open spaces between last years AMR and this as the data sets were not complete and as such likely to be inaccurate. A full data set is expected to be available shortly and will be reported on in next years AMR 06/07.

**Objective M(1)**

To ensure the continued supply of primary extraction aggregates for the local construction industry and to satisfy the wider aggregate needs arising in the region.

9.1 UDP Policies relating to Objective M(1)
S9      Minerals
M3      Criteria for new aggregate mineral workings
M5      Safeguarding mineral reserves

9.2 Targets M(1)
Government policy for aggregates provision is essentially that an adequate and regular supply of minerals must be provided, subject to environmental and sustainability considerations. A landbank of permitted reserves of sand and gravel sufficient to meet 7 years production should be maintained; more may be needed for crushed rock.

9.3 The guidelines are that provision should be made in the West Midlands for the production of 162 million tonnes (mt) of sand and gravel and 93mt of crushed rock over the period 2001 to 2016. West Midlands Regional Aggregates Working Party (WMRAWP) policies require that appropriate provision should be made in the region for the supply of nationally and regionally significant minerals.

9.4 The WMRAWP recommends the following sub-regional apportionment for Herefordshire:
Sand & Gravel: 28% of regional production (0.283mt pa for 2001-2016)
Crushed Rock: 7.3% of regional production (0.424mt pa for 2001-2016)

9.5 Core Indicators M(1)
Production of primary land won aggregates.

9.6 The 2004 Regional Annual Survey forms were delayed last year following concerns of the Quarry Products Association (QPA) on Freedom Of Information and Environmental Information Regulations. A new procedure was established for handling the commercially sensitive information, and as a result last years AMR was only able to report on 2003 figures. This AMR, acknowledged also to be a year in arrears on this monitoring period, can now report on the aggregate 2004 survey results from the WMRAWP Annual Report 2004.

9.7 The regional report highlights that response to the survey was varied for the West Midlands region and that the form format used from previous years had proved difficult. Production and landbank data were also estimated in the report using previous reports and advice from individual Mineral Planning Authorities.

9.8 Since the agreements of 2004, further agreement has been reached between the Regional Aggregates Working Party, Department for Communities and Local Government (DCLG, formerly ODPM), local government and the British Geological Survey (commissioned to undertake the national aggregates survey 2005 this year) in working together to ensure confidentiality of information voluntarily submitted by quarries and wharfs. The Quarry Products Association (QPA) and British Aggregates Association (BAA) have both supported the 2005 survey and have agreed the arrangement for the protection of commercially sensitive information.

9.9 This agreement has lead to a 100% response rate in Herefordshire for 2005 and should continue to enable a consistent level of monitoring of the industry in future years. The results of this survey will be published in next years AMR on completion of the WMRAWP Annual Report 2005. The information reported on in the AMR will be at the regional level to protect commercial sensitivity and comply with the confidentiality agreement. DCLG and the Regional Mineral and Waste Officers Group are likely to continue to monitor the situation and improve data availability and accuracy for future monitoring returns.

9.10 Information on primary aggregate production for Mineral Planning Authorities (MPA's) is collected annually by each MPA from operating companies on behalf of the WMRAWP. This information is:
(a)    requested annually (by calendar year)
(b)    in arrears (the most recent figures available are 04/05, most recent request was for production in 2005 and is to be reported in 06/07)
(c)    provided on a confidential and voluntary basis. All returns are collected by MPA's and forwarded to the RAWP Secretary for agglomeration, in a way that protects commercial sensitivity, for subsequent publication in the RAWP annual reports (most recent report, 2004).

9.11 Primary extraction aggregates for Herefordshire for the period 04/05, i.e. sales of:
▪ Sand & Gravel          250,000 tonnes
▪ Crushed Rock          460,000 tonnes
▪ Total                      710,000 tonnes

*(Source: WMRAWP Annual Report 2004)*

9.12 As sales of primary extraction aggregates in the County are relatively stable, follow national trends and have not been affected by any significant local developments, there is no reason to believe that the 2005 figures will be significantly different from those stated above. The RAWP allocation for the period 2001-2016 is that Herefordshire County should be capable of producing:
▪ Sand & Gravel          283,000 tonnes p.a.
▪ Crushed Rock          424,000 tonnes p.a.

The Revised Deposit UDP is based upon Herefordshire's ability to produce these amounts for the significant future (and is based on the current landbanks of up to 2025 for sand and gravel and until 2044 for crushed rock).

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**Objective M(2)**

To encourage the use of secondary aggregates and recycling.

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9.13 <u>UDP Policies relating to Objective M(2)</u>
      S9      Minerals
      M6     Secondary aggregates and recycling

9.14 <u>Targets M(2)</u>
There are no specific targets set out in the UDP for the use of alternatives to naturally occurring aggregates or other minerals, however, policy M6 states that proposals for the production, processing, treatment and storage of such alternatives should be encouraged.

9.15 <u>Core Indicators M(2)</u>
Production of secondary/recycled aggregates.

9.16 Secondary/recycled aggregates are produced in two general ways:
- at sites with specific planning permissions for such production; and
- at 'other' sites where processing takes place in association with other recycling activities.

9.17 Last years AMR reported that in Herefordshire, two sites (Leinthall Earls Quarry and Wellington Gravel Pit) had specific planning permissions. The Council requests details of production through the RAWP process, as described above. However, the Regional Government Office no longer monitor this indicator due to the inconsistent and unreliable nature of the information available. In terms of Herefordshire county level monitoring, no monitoring has been done for the reporting period due to a lack of staff resources. The information reported here is that from last years AMR and all of the previous comments in paragraph 9.8. The most up to date figures available are for 1$^{st}$ January to 31$^{st}$ December 2004:
▪ Secondary/Recycled Aggregates 3,000 tonnes
*(Source: Herefordshire Council officer estimate - based on discussions with industry)*

9.18 In reality, production is likely to be much larger from the 'other' sites. These include:

    (a)    On-site production of recycled materials from demolition contractors who now routinely clear previously developed land, crush hard materials on site and re-use them as foundations or sell them. Such activity may be permitted development under the General Permitted Development Order 1995 28-day rule or as part of the implementation of a planning permission. The local planning authority has no power to compel demolition contractors to provide information from such activities. The issue is further complicated by the fact that crushing plants are mobile, move quickly from site to site and are licensed by the Environmental Health Office in the company's 'home' base, which could be anywhere. At the time of the last AMR the Federation of Demolition Contractors contributed to the WMRAWP but was unable to provide regional production figures let alone local ones. It

continues to be the case that in future it might be possible to calculate average volumes of material from average redevelopment sites. There is no available information on which to base this at present.

(b)     Production at site with specific permission for waste treatment. The local planning authority could impose a condition requiring the submission of such information. None of the existing sites have any such conditions. In practice, compliance would probably only be achieved through enforcement by the local planning authority. However, all such activity could be monitored by the Environment Agency through Waste Management Licenses (WML's) and Waste Transfer Notes. Specific liaison arrangements will need to be set up to achieve this.

(c)     There is no basis for any calculation of production from such paragraph (b) sites. As an example, the Council is aware that specific Waste Transfer Stations do crush materials on site and that their sites have a maximum permitted levels of activity in their WMLs. There is no basis for assessing what proportion of their throughput is recycled into aggregates, however officer knowledge of a site existed where 2,000 tonnes of recycled aggregates had been produced at Bradbury Estate.

(d)     For some time these matters have been issues of concern for the WMRAWP, West Midlands Regional Technical Advisory Body (WMRTAB) and ODPM (now DCLG), DCLG have commissioned research. An update on the results of this research was unavailable at the time of writing this report; any updates on minerals and specifically the monitoring of secondary and recycled aggregates will be reported in subsequent AMRs.

**Limitations in Minerals Information**

9.19    Limitations in the monitoring of this objective are hoped to be addressed in the medium term through the implementation of the LDF. It is proposed in the draft Core Strategy that is still under preparation, that the county will reduce the dependency of waste being sent to landfill through the promotion and introduction of waste minimisation techniques and improved energy efficiency in waste management. The Environment Agency WMLs will form part of the evidence base to represent the amount of secondary or recycled aggregate. It could also be used in the monitoring of the next objectives indicator.

## Section 10: WASTE

### Objective W(1)

To achieve a more sustainable waste management process by using the BPEO methodology and taking into account the principles of the waste hierarchy, the proximity principle and regional self-sufficiency.

10.1 The aforementioned objective is broad and overarching, relating to all policies within the waste chapter of the Plan. The UDP sets out a number of additional more specific objectives:

- to reduce the amount of waste produced in the County;
- to make the best use of waste produced, to increase re-use and recovery;
- to achieve a more sustainable waste management process by using the BPEO methodology and taking into account the principles of waste hierarchy, the proximity principle and regional self-sufficiency;
- to provide for new waste management enterprises to be established;
- to ensure that waste management is considered in all development proposals;
- to protect the environment from the adverse impact of waste development and where possible improve environmental quality;
- to make the most efficient use of land by re-using previously developed, industrial land and existing waste management sites in preference to greenfield sites;
- to minimise the environmental impacts of transporting waste; and
- to provide clear guidance on the location criteria that must be met to enable planning permission to be granted and to set out policies on planning conditions, obligations, monitoring and enforcement.

10.2 <u>UDP Policies relating to Objective W(1)</u>
   S10    Waste
   W1     New waste management facilities
   W2     Landfilling or landraising
   W3     Waste transportation and handling
   W7     Landfill gas utilisation
   W8     Waste disposal for land improvement
   W11    Development – waste implications

10.3 <u>Targets W(1)</u>
   No specific targets are set in the UDP for the production, treatment or disposal of waste. However, the specific objectives outlined in paragraph 10.1 above provide an overview of how it is intended for waste management to be carried out over the Plan period.

10.4 <u>Core Indicators W(1)</u>
   (i)    Capacity of new waste management facilities by type; and
   (ii)   Amount of municipal waste arising, and management type, and the percentage each management type represents of the waste managed.

10.5 (i)   Capacity of new waste management facilities by type:

(a)   on the basis of new planning permissions granted April 2005 - March 2006, the following *additional* capacity is now in place and has commenced:
- 400 tonnes waste transfer station (agricultural plastic waste), (Kinsham Farm, Presteigne)
- 1500 tonnes waste transfer station (street cleansing arisings), (Unit 3, Rotherwas Industrial Estate)
- 1900 tonnes biofuel power generator (waste vegetable oil), (The Yeld, Kington)
- 1800 tonnes biofuel processing plant, refuelling station, power generation (waste vegetable oil), (Unit 5b, Rotherwas Industrial Estate)

(b)   Not included are;
- sewage treatment works and related permissions. These are traditionally considered a separate aspect of waste treatment
- permissions that make temporary activities permanent
- storage of glass (which is subsequently recycled under an existing permission) or works necessary to comply with revised consent levels
- permitted development works
- farm slurry treatment
- facilities which renew existing planning permissions

(c)   The above have been identified from particular development control officer knowledge. Last years AMR considered that it would be more appropriate to liaise with the Waste Management Section of the Council and the Environment Agency in Cardiff to discuss what new Waste Management Licenses (WMLs) have been issued and commenced, for future AMRs. As a result the Environment Agency have been used as the source of information on establishing the number of WMLs in Herefordshire for 2005/2006 as an improvement on last year, the results are shown below.

(d)   The Environment Agency revealed that one WML was issued during the reporting period in February 2006 for a Metal recycling site (vehicle dismantler) with an annual throughput of 25,000 tonnes. (UK Bus Dismantlers Ltd, Streamhall Garage, Worcester Road, Linton Trading Estate, Bromyard, Grid Reference SO 66915 54070). *(Source: Environment Agency, St. Melons Office)*

(e)   Although only one has been received by the Environment Agency during this reporting period, it is intended that this new additional approach will be informative, as some waste treatment facilities may have been created on the basis of existing planning permissions and that the Environment Agency may have granted new WMLs on the basis of those existing planning permissions. Therefore, overall this indictor is providing a more accurate assessment of the performance of the waste policies.

10.6 (ii)   Amount of municipal waste arising, management type and the percentage each management type represents of the waste managed:

(a)    Figure 24 represents the percentages of municipal waste, by waste management type in the County over the current monitoring period. Municipal waste recycled has increased on last year by 2,173t from 14,058t to 16,231t; composting has marginally decreased (129t) from 6,277t to 6,148t; and landfilled municipal waste has reduced by 2,472t from 73,075t to 70,602t. The policies, in these early stages of monitoring, could tentatively be seen to be making an improvement to the waste issues in Herefordshire. *(Source: Herefordshire Council Waste Management Section)*

**Figure 24:    Percentage trends of Municipal Waste by Management Type 2004-2006**
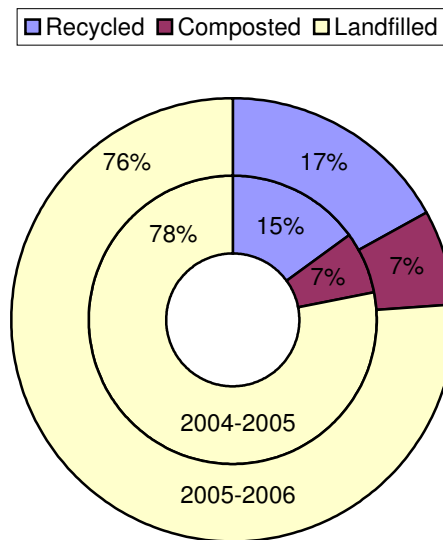


**Shortfalls in Waste Information**

10.10   Shortfalls in data collection have been addressed between last years AMR and this years. It was previously identified that improvements over the short and medium term with regards to the efficiency and accuracy of monitoring were required. The inclusion for the first time of additional information from the Environment Agency will provide greater accuracy, and efficiency will be achieved through further AMRs repeating and comparing the data received over time. An update on this will be provided in subsequent AMRs.

## Section 11:   DEVELOPMENT REQUIREMENTS

**Flood Protection & Water Quality**

11.1    Local Development Framework Monitoring: A Good Practice Guide suggests that a core indicator for this topic would be an assessment of the number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.  This would provide a proxy measure of (i) inappropriate development in the flood plain and (ii) development that adversely affects water quality.

11.2    For the current monitoring year, one planning permission granted, contrary to Environment Agency advice.

11.3    Until recently data has not been collected by the Council's Planning Department on a consistent basis.  The above information has been obtained through Development Control officer knowledge, however; a new monitoring system is currently being set up and is on target to provide a full year's dataset for 2006/7 monitoring period and subsequent AMRs.

**Objective NHH (1)**

To conserve and enhance the natural heritage of the County and avoid, wherever possible, adverse environmental impacts of development.

To minimise any unavoidable adverse environmental impacts by means of measures to mitigate or compensate for any loss or damage, including restoration or enhancement, provision of replacement features and future management.

12.1    UDP Policies relating to Objective NHH (1)
   S7      Natural and historic heritage
   LA5     Protection of trees, woodlands and hedgerows
   NC1     Biodiversity and development
   NC2     Sites of international importance
   NC3     Sites of national importance
   NC4     Sites of local importance
   NC5     European and nationally protected species
   NC6     Biodiversity Action Plan (BAP) priority habitats and species
   NC7     Compensation for loss of biodiversity
   NC8     Habitat creation, restoration and enhancement
   NC9     Management of features of the landscape important for flora & fauna

12.2    Targets NHH (1)
   Although there are no specific targets set out in the UDP, the following sets out more specific objectives of biodiversity policies:
   -    safeguard international, national and local protected areas of nature conservation and geological importance, and species listed in the UK and local BAP from inappropriate and unnecessary development;
   -    ensure no net loss of either the quality nor quantity of biodiversity in the County;
   -    help meet the aims of the BAP for Herefordshire; and
   -    encourage the provision of features of value to wildlife in all development schemes.

12.3    Core Indicators NHH (1)
   Change in areas and populations of biodiversity importance, including:
   (i)      change in priority habitats and species (by type); and
   (ii)     change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance.

**Core Indicator NHH (1) (i)**

12.4    There are 21 UK BAP priority habitats in the County; this figure now incorporates the traditional orchard (recommended in May 2005, although still awaits final review and adoption which is expected in November 2006).  Last years AMR recorded an incorrect figure and this has been rectified in the data for 05-06.  It should be noted that in addition Fens Priority Habitat type was

omitted from the original source data for AMR 04/05, that the above figure is derived from and hence the reporting error, that has now been corrected. *(Herefordshire Biological Records Centre 2006)*

12.5    It is difficult to get an accurate picture of Priority Habitats as they can potentially occur on hundreds of sites, or fragments of remnant habitat within sites. There is some data held by the Herefordshire Biological Records Centre (HBRC) on individual sites containing Priority Habitats, however crude analysis of these data suggest that only around 38% of these data relate to SSSIs. HBRC recommend, "specific funded projects re-assess and verify these data undertaken prior to mapping on the Council's MVM system, as incorrectly verified data may prompt inappropriate consultations with Herefordshire Council Officers. Once mapped, some assessment of change as a result of completed development management programmes and planning agreements may be undertaken although this does not occur at present." *(Herefordshire Biological Records Centre 2006)*

12.6    Figure 25 sets out the available data for the current reporting period on changes in priority habitats, however due to the existing shortfalls in information collection, this table should not be considered as complete. Details of how monitoring is currently carried out and how it could be improved for subsequent AMR's is set out later in this chapter.

**Figure 25:    Change in Priority Habitats in Herefordshire 2005-2006**

| Priority habitat or species | Reference | State of Planning | Habitat or species loss by type |
|---|---|---|---|
| Eutrophic Water | DCSW2005/0720/F, Whitehouse Farm, Kingstone, Erection of 24 houses | Planning permission approved May 2005 | Pond 25m x 25m (625m²) |
| **Total Eutrophic Water** | | | **25m x 25m (625m²)** |
| Ancient and/or species rich hedgerow | DCNW2005/2314/F, Fairview, Richards Castle, Erection of garage | Planning permission approved September 2005 | 20m |
| **Total Ancient and/or species rich hedgerow** | | | **20m** |

*(Source: Herefordshire Council Conservation Section)*

12.7    There continue to be 156 Priority Species in the Local BAP. The Council's 04-05 AMR reported that of these; 59 are also UK BAP priorities and that approximately 18 of these are also legally protected under European and national law, a review of this data was not available for this monitoring period. *(Herefordshire Biological Records Centre 2006)*

12.8    HBRC have some Priority Species data and have provided this to the Herefordshire Council Ecologists. However, this has not been mapped onto the MVM or GIS system at this stage. Reporting on changes in Priority Species is difficult without robust records-keeping and systems to monitor what impacts – positive and negative – that any completed development management programmes or planning agreements have on the locality of species occurrences. Records may not be current and species may no longer exist at the development site; the influences of development will affect

some species more than others, and this factor is not restricted to whether a species is mobile or not, but is likely to include more subtle effects such as changes in soil or water chemistry, habitat connectivity and habitat structure; and where interpretation of the content of a completed development management programme and planning agreement is limited, actual effects on biodiversity may be zero for some types of programme. *(Herefordshire Biological Records Centre 2006)*

12.9    The current method of consultation on ecology issues for planning applications concerning development affecting Priority Species and Habitat types is to consult the Council's designated planning ecologist. However, there is no system in place for monitoring whether or not advice from such consultations is followed when determinations are made. Information on commencement of developments would also be useful to assess whether or not policies of the Plan are being implemented. An update on the progress in this area is expected for the next AMR. *(Herefordshire Biological Records Centre 2006)*

12.10  Figure 26 lists the additional monitoring requirements for priority habitats and species and what actions are necessary to complete the gaps and/or verify the information. These actions are fairly onerous in the light of resource availability, although a full time Planning Ecologist has now been appointed to replace a part time post since the last AMR. Obtaining the data necessary to complete the AMRs will continue to be a medium to long-term project. Figure 26 also provides an update on the actions for the requirements reported in last years AMR. The tasks in figure 26 are as they were for the 04-05 AMR and these will be updated next year.

**Figure 26:    Additional Monitoring Requirements for Priority Habitats and Species**

| Tasks | Action & Timescale |
|---|---|
| Council Conservation Section and HBRC to gather, analyse and extract all existing available data on priority habitats and species. Some of this work could be facilitated through the ongoing development of the HBRC. | Council to review HBRC Development Plan, staff resource review and timescales and report by 2007. |
| Council Conservation Section and HBRC in liaison with partners including Natural England (formerly English Nature) and Herefordshire Nature Trust to produce and implement plan to gather new priority habitat and species data through survey. | Review resources required and produce plan for subsequent implementation by 2007. |
| Council GIS, Conservation Section and HBRC to ensure that priority habitat and selected species data, when available, is plotted onto the Council's IT systems. | Ongoing. |
| Council to promote existence of Biodiversity Supplementary Planning Guidance (to be updated November 2005). | SPG was updated in September 2005 with the production of an interim report. Promotion strategy is now in place. Training sessions for development control officers in the use and application of the Interim Biodiversity SPG is to be organised, late 06 early 07. A standard presentation will be |

| | developed and this will also be adapted for communication to groups outside the council. |
|---|---|
| Council to request that planning applicant provides information concerning any predicted change to priority habitats and species through submission of an ecological survey/assessment and actual change through submission of a monitoring plan. | System now in place through the appointment of the Planning Ecologist. Council requests this information on an ongoing basis as required. |
| Planning Department to devise a form for Planning Officer to complete and send to Conservation Section when a planning permission is granted that will result in a loss to a priority habitat or species and/or when planning conditions specified by Conservation Section to protect these features are not applied. | Due to a lack of staff resources a system was unable to be put in place in 2006. It is now proposed for 2007. |
| Investigate possibility of devising a procedure for information on when development commences on sites containing priority habitats and species to be forwarded to Planning Ecologist.<br><br>2006 task update - Review current procedure for consultation to include priority habitats and species not already included during 2007. | System not fully in place, partially so through the appointment of the Planning Ecologist. Bat site information now available to DC planning registration. |
| Planning Department to consider option for amending current planning application form to request information concerning priority habitats and species from applicant. | Planning application form under review nationally, implementation and review locally when guidance available. |
| Council to review ecological staffing resource required to monitor this indicator. This includes monitoring if protection, mitigation and compensation measures as required by condition are achieved on site. If these measures are not achieved information gathered on the extent of the damage and any change in area. | Full time Planning Ecologist in post since April 2006; review of consultations and responses to take place end of April 2007. |

*(Source: Herefordshire Council Conservation Section)*

## Core Indicator NHH (1) (ii)

12.11 Change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance. Figure 27 shows all those designated sites with their relevant hectares and site numbers in the County.

**Figure 27: Sites Designated for their Intrinsic Environmental Value**

| Designated sites in Herefordshire | Hectares | Count of sites | 04/05 Count of sites |
|---|---|---|---|
| Special Areas of Conservation (SAC's) | 1,119 | 4 | 4 |
| Sites of Special Scientific Interest (SSSI's) | 5,060 | 77 | 75 |
| National Nature Reserves (NNR's) | 216 | 3 | 3 |
| Special Wildlife Sites (SWS's) | 18,862 | 709 | 750 |
| Sites of Importance for Nature Conservation (SINC's) | 88 | 56 | Likely that SINCs where inc in SWS figure for 04/05 |
| Local Nature Reserves (LNR's) | 243 | 7 | 8 |
| **Totals** | **25,588** | **858** | **840** |

*(Herefordshire Biological Records Centre 2006)*

12.12 All of the above 858 (25,588ha) designated sites (an overall increase of approx. 18 sites on 04/05) are recorded on the Council's GIS and MVM systems, and this information is used as a trigger for consultations on planning applications. There has been no recorded loss of Priority Habitats or Species in this reporting period. *(Herefordshire Biological Records Centre 2006)*

12.13 However, the Inspector in his Report on the UDP revised deposit draft recommended removing the SINC designation at Broomy Hill, Hereford of 1.6ha. The Council subsequently accepted this loss through the proposed modifications stage. This loss will be reported in next years AMR following adoption of the UDP.

12.14 Annual change to areas designated could be readily monitored for sites of international and national significance e.g. SAC's, SSSI's and NNR's with the assistance of Natural England (formerly English Nature). However, the Council must continue to have regard to its duty as a Section 28G authority in relation to SSSI's and consultation with Natural England. Annual change to LNR's, which are mostly Council owned and managed, could in future be undertaken with the assistance of the Parks and Countryside Service.

12.15 Calculating annual change to areas designated of local significance e.g. SWS's and SINC's is more problematic. SWS's were identified and designated in 1990 and 1993. SINC's were identified and designated in 1993. These data sets are now in need of review and update, as since designation some sites have been lost to intensive agriculture and development and a few potential new SWS's have been located through a County Habitat Survey. It is intended that a comprehensive review of such sites, including selection criteria, be undertaken by the Council in conjunction with the Herefordshire Biological Records Centre, Herefordshire Nature Trust and partners, subject to securing appropriate funding.

12.16 There are currently no monitoring systems in place which survey the commencement of new developments that affect designated areas, and assess whether or not biodiversity features are protected throughout the construction period and whether any mitigation or compensation procedures, as required by condition, are undertaken. Figure 28 outlines actions that would considerably improve the amount of data currently collected on the changes in areas designated for their intrinsic environmental value. Progress on these will depend primarily on resource availability and subsequent AMR's will monitor this.

**Figure 28:    Recommendations for Monitoring Improvements**

| Task | Action and timescale |
|---|---|
| Council Conservation Section and registration to review planning application consultation procedures in relation to designated sites on at least an annual basis to ensure effectiveness. | Annual review. First review to take place in 2007. |
| Council Conservation Section to liaise with Natural England (formerly English Nature) on an annual basis to gather required monitoring data relating to designated international and national sites. | Annual liaison at end of March with Natural England, from 2007 onwards. |
| Council Planning Department to have regard to its duties as a S28G authority in relation to its consultations with Natural England (formerly English Nature) over applications affecting SSSI's. | Ongoing. |
| Council to seek information from Parks and Countryside Service | Annual liaison at end of |

| | |
|---|---|
| on an annual basis in relation to LNR's. | March with Parks and Countryside Service, from 2007 onwards |
| Council to seek resources to lead on a county review of SWS's and SINC's.<br><br>Update - A preliminary desktop assessment of the extent of phase one habitat types within SWSs is currently taking place.  The findings will be used to generate a report as a basis for future lobbying and funding applications to enable a review to take place. | Completion by 2012 in distinct phases at an estimated total cost of £200,000. |
| Council to promote existence of Biodiversity Supplementary Planning Guidance (update – Interim September 2005). | Training sessions for DC Officers ion the use and application of the interim Biodiversity SPG is to be organised by the Conservation Section late 06 early 07.  A standard presentation will be developed and this will also be adapted for communication to groups outside the council. |

*(Source: Herefordshire Council Conservation Section)*

## Section 13: RENEWABLE ENERGY

**Renewable Energy Development Monitoring**

13.1 The UDP recognises the increasingly important role that the development of renewable energy sources has to play in seeking to reduce carbon emissions, both locally and globally. Historically there has been limited progress in developing renewable energy projects on any substantial scale within the County. Policy CF4 of the Plan seeks to provide guidance on the considerations that will be applied to development proposals of this kind.

13.2 Officer knowledge has revealed that one application was received for a wind turbine at Whitecross School, Hereford. The application granted approval for a 15m tower with 9m diameter blades that are capable of producing 15 Kilowatts of energy and providing the school with 6% of the energy it uses, however the wind turbine has yet to become operational.

13.3 In terms of monitoring, current information on renewable energy planning applications is not inputted into the Council's MVM system separately from other types. It is therefore not possible at this time to gather data. The MVM system does, however, allow for such information to be collected and it is anticipated that changes can be made to ensure that future monitoring of renewable energy developments can be carried out effectively. An update will be provided on progress towards this aim in subsequent AMR's.

## Glossary

**The Act**: the Planning and Compulsory Purchase Act 2004.

**Annual monitoring report:** part of the local development framework, the annual monitoring report will assess the implementation of the local development scheme and the extent to which policies in local development documents are being successfully implemented.

**Contextual indicators**: measure changes in the wider social, economic, and environmental background against which policies operate. As such, they help to relate policy outputs to the local area.

**Core strategy**: sets out the long term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision. The core strategy will have the status of a development plan document.

**Development plan**: as set out in Section 38 of the Act, an authority's development plan consists of the relevant regional spatial strategy and the development plan documents contained within its local development framework.

**Development plan documents**: spatial planning documents that are subject to independent examination, and together with the relevant regional spatial strategy, will form the development plan for a local authority area for the purposes of the Act. They can include a core strategy, site specific allocations of land, and area action plans (where needed). Other development plan documents, including generic development control policies, can be produced. They will all be shown geographically on an adopted proposals map.

**Evidence base**: information gathered by a planning authority to support the preparation of local development documents. Includes quantitative and qualitative data.

**Housing trajectories**: means of showing past and future housing performance by identifying the predicted provision of housing over the lifespan of the local development framework.

**Local development document**: the collective term in the Act for development plan documents, supplementary planning documents and the statement of community involvement.

**Local development order**: allows local planning authorities to introduce local permitted developments rights.

**Local development framework**: the name for the portfolio of local development documents and related documents. It consists of development plan documents, supplementary planning documents, a statement of community involvement, the local development scheme and annual monitoring reports. It may also include local development orders and simplified planning zone schemes. Together all these documents will provide the framework for delivering the spatial planning strategy for a local authority area.

**Local development scheme**: sets out the programme for preparing local development documents. All authorities must submit a scheme to the Secretary of State for approval within six months of commencement of the Act.

**Monitoring**: regular and systematic collection and analysis of information to measure policy implementation.

**Outcomes**: macro-level real world changes which are influenced to some degree by local development framework outputs.

**Outputs**: the direct effects of a policy e.g. number of housing completions, amount of employment floorspace etc.

**Output indicators**: measure the direct effect of a policy. Used to assess whether policy targets are being achieved in reality using available information.

**Plan, Monitor and Manage**: means of measuring and reviewing policy, involving the adjustment of policy through monitoring if necessary.

**Policy implementation**: assessment of the effectiveness of policies in terms of achieving their targets. Measured by use of output and contextual indicators.

**Use Class**: The Use Class describes the use of each property according to the Town and Country Planning (Use Classes) Order 1987 (as amended).

**Regional Spatial Strategy**: sets out the region's policies in relation to the development and use of land and forms part of the development plan. Planning Policy Statement 11 "Regional Spatial Strategies" provides detailed guidance on the function and preparation of regional spatial strategies.

**Saved policies and plans**: existing adopted development plans are saved for three years from the date of commencement of the Act. Any policies in old style development plans adopted after commencement of the Act will become saved policies for three years from their adoption or approval. The local development scheme should explain the authority's approach to saved policies.

**SEA Directive**: European Directive 2001/42/EC "on the assessment of the effects of certain plans and programmes on the environment".

**Sustainability appraisal**: generic term used in this guidance to describe the form of assessment that considers social, environmental and economic effects that fully incorporates the requirements of the SEA Directive.

**Targets**: thresholds that identify the scale of change to be derived from policies over a specific time period (e.g. number of affordable homes to be built by a set date).

# LOCAL DEVELOPMENT SCHEME

## PORTFOLIO RESPONSIBILITY: ENVIRONMENT

**CABINET**                                                    **14TH DECEMBER, 2006**

## Wards Affected

County wide

## Purpose

To approve the revised Local Development Scheme.

## Key Decision

This is not a key decision.

## Recommendation

**THAT the revised Local Development Scheme be approved and have effect from 31st January, 2007.**

## Reasons

To ensure that the Council's Local Development Scheme, a statutory requirement of the Planning and Compulsory Purchase Act 2004, is up to date.

## Considerations

1.    The Planning and Compulsory Purchase Act 2004 introduced a new system of development planning, known as the Local Development Framework.   One of the requirements placed on local planning authorities is to publish a statement of how their forward planning work will be organised over a three year period – known as the Local Development Scheme.  The Scheme must be revised as necessary.

2.    The current Local Development Scheme was published in January 2006.   The Scheme has been reviewed in response to a number of factors and a copy of the revised document is attached.

3.    The revised Scheme has been prepared to reflect the following factors:

- •    The need to roll the Scheme forward a year and include proposals for additional local development documents.

- •    The current timetable for the review of parts of the Regional Spatial Strategy (RSS), including housing and employment land provision.   The Regional Assembly (Regional Planning Body) is undertaking this review to a timetable which has slipped during the year.  The new timetable sees submission of a

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Further information on the subject of this report is available from
David Nicholson, Forward Planning Manager on 01432 261952

LDS Oct 04

preferred option to Government in December 2007 (was June 2007) and final approval in early 2009 (was autumn 2008).

- The likely UDP timetable, with adoption expected in April 2007.

- The need to consider recommendations made by the Inspector following the UDP Inquiry.

- The need to reflect current timetables for Supplementary Planning Documents (SPD) which are to be prepared in parallel to the final stages of the UDP.

4.    The revised Scheme includes the following principal amendments:

- Core Strategy: the timetable for the Core Strategy has been revised to align with the new timetable for the RSS revisions, so that the Core Strategy can be prepared on the basis of the most up to date regional policies;

- Following the Core Strategy, programmes are now established for the preparation of documents setting out development control policies and dealing with site allocations for housing, employment and other uses such as retail.

- Timetables have been reviewed and established for new SPD's including those for Edgar Street Grid, planning obligations, archaeology and development and historic landscapes.

5.    On approval, the Scheme must be submitted to the Government Office for consideration before it can be brought into effect.  The Secretary of State has powers under the 2004 Act to direct that Schemes be amended.  The recommendation is subject to this consideration.

## Risk Management

Maintenance of the Local Development Scheme is a statutory requirement.

## Alternative Options

There are no alternative options, preparation of the Local Development Scheme being a statutory requirement.

## Consultees

Planning Committee 24 November 2006 and Government Office for the West Midlands

## Appendices

Appendix 1 – Revised Local Development Scheme

**Background Papers**

Planning Policy Statement 12: Local Development Frameworks

**Herefordshire Council**

# LOCAL DEVELOPMENT SCHEME

Second Review · **January 2007**

# Contents

# 1. Introduction

*The Local Development Scheme*

This is the Council's Local Development Scheme - an accessible guide to the documents setting out the Council's planning policies.  The Scheme is part of the system of development planning introduced by Government in 2004.  Planning policies are to be set out in a portfolio of documents which together make up the Local Development Framework for an area.

Over the next few years, the Council's planning policies - presently set out in the Structure Plan, Local Plans and the emerging Unitary Development Plan, together with supporting Supplementary Planning Guidance - will be reviewed and taken forward into the new system.

This Scheme explains how the Council will organise and manage its forward planning work over the next three years as it continues to establish a Local Development Framework for Herefordshire.

The Scheme will be kept up to date through regular reviews as these are required and to maintain a three year forward programme. This edition of the Scheme replaces that published in January 2006.  Changes have been made to reflect the changing regional context, particularly the timetable for the partial review of the Regional Spatial Strategy; to take on board the current Unitary Development Plan timetable, and address recommendations made by the Inspector following the UDP Public Inquiry in 2005; and to reflect other changes arising through experience in introducing the new planning system.

*What's in the Scheme*

In the Scheme you'll find:

- A section explaining some of the terms used in the Local Development Framework system (section 2);

- A section setting out all the documents which form or will form part of the Local Development Framework in the period covered by this Scheme (section 3).  Existing adopted Plans have been 'saved' as part of the Framework for a transitional period. This means they will continue to be used to determine planning applications.  The emerging Unitary Development Plan will similarly form part of the Framework when it is adopted.  A number of new local development documents are proposed.  For these, the Scheme includes a schedule and profiles setting out the main stages in their preparation, including the arrangements for community involvement;

- A section dealing with Supplementary Planning Guidance, explaining how this will be treated in the transition to the Local Development Framework (section 4); and

- A supporting statement, which explains how all these documents work together and how the Council will manage their preparation (section 5).

 *National, regional and local contexts*

The Council's planning policies have been developed within a well-established context at national, regional and local levels.

At national level, the Government's Planning Policy Statements set out policies on key land use matters.

The Government announced in October 2006 that Hereford is to have New Growth Point status.  This comprises a partnership between local authorities and Government in delivering proposals for sustainable growth, and will be delivered through existing regional and local plans.

At regional level, the Regional Spatial Strategy was published as Regional Planning Guidance for the West Midlands (RPG11) in June 2004. The Regional Spatial Strategy forms part of the statutory 'development plan' and runs to 2021.

Other regional policy documents, such as the Regional Housing and Economic Strategies have spatial dimensions and will need to be taken into account. The Regional Sustainable Development Framework provides an overall context for the consideration of sustainability issues in plan making.

The framework of regional strategies is subject to review and the Council's programme of Local Development Documents needs to reflect this. In particular, the Regional Spatial Strategy is subject to a partial review which is proceeding in phases. Phase 2 of the Review, which will include housing, employment and transport aspects, is timetabled to run from November 2005 to early 2009. The Regional Economic Strategy is also under review.

At local level, the Council's planning policies need to reflect and influence the Community Strategy, as well as other local plans and strategies including the Local Transport Plan and the Economic Development and Housing Strategies.

# 2. The Local Development Framework

This section is a brief guide to some of the main terms used in this Scheme.

The Local Development Framework (LDF) provides for the Council to prepare a series of Local Development Documents (LDDs).

There are several types of LDDs.  The most important are Development Plan Documents (DPDs), with a key role in the determination of planning applications.  Supplementary Planning Documents (SPDs) offer further detail in support of DPD policies and proposals. Finally, there is the Statement of Community Involvement (SCI), which sets out how the Council will involve the community.

These and other terms are explained below.

| AMR | Annual Monitoring Report | The Council's annual report to Government on progress in preparing the documents set out in the LDS, and on how far planning policies are being achieved. |
|---|---|---|
| - | Community Strategy | Drawn up by local partnerships to show how local areas will address social, economic and environmental issues.  The Herefordshire Community Strategy was published in June 2006. |
| DPD | Development Plan Document | The most important documents within the Local Development Framework,  subject to independent examination and with 'development plan' status in the determination of planning applications.  DPDs can include:<br>• Core Strategy<br>• Site specific allocations of land<br>• Area Action plans<br>• Proposals maps |
| LDF | Local Development Framework | A portfolio of LDDs which collectively set out the spatial strategy for the Council's area, balancing land use pressures arising from economic, social and environmental demands. |
| LDD | Local Development Document | DPDs, SPDs and the SCI are all Local Development Documents, collectively forming the LDF. |
| LDS | Local Development Scheme | The Scheme sets out a 3 year programme for preparing LDDs. |
| RSS | Regional Spatial Strategy | Provides a spatial framework to inform the preparation of LDDs and Local Transport Plans by local authorities, and of other strategies and programmes that have a bearing on land use, in order to deliver a coherent framework for regional development. |
| SA | Sustainability Appraisal | An assessment of the economic, social and environmental impacts of the policies and proposals in LDDs. |
| SCI | Statement of Community Involvement | Explains to local communities and other stakeholders how and when they will be involved in the preparation of LDDs.  Subject to independent examination. |

| | | |
|---|---|---|
| SEA | Strategic Environmental Assessment | An assessment of the environmental impacts of the policies and proposals in LDDs. |
| SPD | Supplementary Planning Document | These give more detail about the policies and proposals in DPDs. As a Local Development Document, they form part of the Framework, but do not have the status of DPDs. |
| SPG | Supplementary Planning Guidance | Prepared to offer more detailed guidance to Local Plans and the Unitary Development Plan, either by the Council itself or by local communities in the form of Village Design Statements/Parish Plans. Will be superseded by SPDs as the Local Development Framework system is introduced. |

More details can found from the Department for Communities and Local Government at www.communities.gov.uk.

## 3. Local Development Documents

*Saved plans*

The following 'old style' Plans form part of the Framework until they are superseded by adoption of the Herefordshire Unitary Development Plan. They have the status of Development Plan Documents. They are:

- Hereford and Worcester County Structure Plan 1993
- The County of Hereford and Worcester Minerals Local Plan 1997
- Malvern Hills District Local Plan 1998
- Hereford Local Plan 1996
- South Herefordshire District Local Plan 1999
- Leominster District Local Plan (Herefordshire) 1998

*Herefordshire Unitary Development Plan*

The Herefordshire Unitary Development Plan (UDP) is in the process of being prepared and will when adopted replace the six Plans listed above. The Plan is being progressed under the 'old style' procedures. Objections to the Plan were considered at a public local inquiry in 2005. The Inspector's Report was received in March 2006 and Proposed Modifications were published in September 2006. Adoption of the Plan is anticipated in April 2007.

The UDP has been prepared to ensure consistency with emerging Government Planning Policy Statements and with the Regional Spatial Strategy, RPG11. UDP policies and proposals have been developed to be consistent with those in the Regional Spatial Strategy for the period up to 2011 (the end date of the UDP). This particularly applies to the provision of housing overall and the Plan's housing strategy; to the Plan's employment policies, intended to help achieve rural renaissance, and to Plan housing, city centre and transport proposals designed to support and reflect Hereford's role within the Strategy as a sub-regional foci. Similarly the Plan's general policies on matters such as design, transport and the environment reflect principles set out in the Strategy. Throughout, the UDP has a strong emphasis on the delivery of sustainable development in the County, reflecting both the Regional Spatial Strategy and the Community Strategy for Herefordshire.

When adopted, the UDP will have the status of a Development Plan Document. It will be operative as part of the Framework for a three year period from the date of adoption. Discussions will be held with the Government Office as to whether the life of selected UDP policies can be extended beyond the three year period, taking into account the close links that exist between UDP policies and the Regional Spatial Strategy and the Community Strategy. These policies will be identified through a future review of this Scheme.

This Scheme includes proposals for the preparation of a new Core Strategy, and this will replace the UDP's Part I policies when it is adopted. The Core Strategy will have particular regard to the emerging review of the Regional Spatial Strategy.

*Progress on Local Development Documents*

In tandem with the completion of work on the UDP, the Council has also been seeking to put in place aspects of the Local Development Framework. A full review of progress is included within the Annual Monitoring Report, together with an indication of where it is necessary to amend some of the timetables for the preparation of LDDs set out in the previous Scheme. In summary:

- Statement of Community Involvement prepared in line with the published timetable and on target to meet the remaining milestones.

- Core Strategy delayed by work on the UDP and the RSS review. The RSS review timetable itself has been revised by the Regional Assembly during 2006. As a consequence, the timetable for the Core Strategy has been reviewed in order to

ensure that proper account can be taken of the RSS review in developing the Strategy. An amended timetable is included in this Scheme.

- Development briefs for two sites proposed for development in the UDP were completed as SPD.

- Other SPD work for Edgar Street Grid and planning obligations delayed by calls on resources by the UDP. In the case of the Edgar Street Grid document, further studies are underway and it is necessary to ensure that their conclusions are properly reflected in the SPD itself. The programme of work for both documents have been reviewed and amended timetables are included in this Scheme.

Proposals for an SPD setting out the procedures for dealing with planning applications, included within the previous Scheme, have been deleted following clarification of advice from Government Office.

*Local Development Documents recommended by the UDP Inquiry Inspector*

In considering objections to UDP policies and proposals, the Inspector identified or supported a number of areas of work to be taken forward within the Local Development Framework, as Development Plan Documents, rather than as part of the UDP. This reflected his conclusions on necessary work to be undertaken in the future as part of the Framework, together with his concern that the inclusion in the Plan of new proposals at this late stage could attract objections and delay adoption of the Plan, which would not necessarily be in the public interest.

The areas of work recommended by the Inspector are as follows:

- Carry out a detailed assessment of the quantitative and qualitative need for employment land in Hereford
- Consider bringing forward a local development document addressing the need for specific sites for waste recycling, treatment and disposal following the partial review of the RSS in respect of waste matters
- Review the settlement bounday of Hereford and the established residential area in the vicinity of Kings Acre Road in an early development plan document
- Review the settlement boundary of Bromyard in the vicinity of the junction of Panniers Lane and Leominster Road in an early development plan document
- Allocate the following sites at Hereford for housing purposes in a development plan document: Broomy Hill (36 dwellings); The Greyfriars (22 dwellings); Land off Yazor Road and north of Whitecross School (148 dwellings); and Land at Whitecross Road (47 dwellings).
- Allocate land at Merrivale, Ross-on-Wye (21 dwellings) for housing purposes in a development plan document
- Review the settlement boundaries of Almeley (in the vicinity of Almeley Manor) and Staunton-on-Wye (in the vicinity of Bliss House) in an early development plan document
- Address the accommodation needs of Gypsies and Travellers in the preparation of new development plan documents
- Re-examine employment allocations in Kington in a development plan document that examines the potential of land at Hatton Gardens

All these recommendations of the Inspector have been accepted by the Council with the exception of that in relation to the review of the settlement boundary at Kings Acre Road, Hereford. In this case, the Council considers that the decision to commit to a review should be undertaken in a wider re-appraisal of the overall settlement boundary for Hereford, within the context of the Local Development Framework when dwelling requirements are known.

The Inspector's recommendations are subject to the priorities of the Council in preparing development plan documents as part of the Local Development Framework. The proposed Core Strategy will allow the Inspector's recommendations on employment land and Gypsy

and Traveller accommodation to be addressed. The Development Allocations DPD will deal with the Inspector's recommendations on housing and employment allocations and reflect necessary settlement boundary amendments. The Inspector's recommendation in respect of a Waste DPD is considered further below, see *Future work*.

*Three year programme for Local Development Documents*

The programme of forward planning work for the next three years from April 2007 is listed below. The Council's proposals for each of these Local Development Documents are set out in detail in the Schedule, Programme and Profiles which follow overleaf. The programme assumes that the UDP will be adopted in March 2007, and that the Regional Assembly's work on the RSS review, essential to establishing a strategic context for the Council's Core Strategy, proceeds as proposed.

*Local Development Documents in preparation*

- Statement of Community Involvement
- Core Strategy
- Edgar Street Grid SPD
- Planning Obligations SPD

*New Local Development Documents*

- Development control policies DPD
- Development allocations DPD
- Archaeology and Development SPD
- Historic Landscapes SPD

*Local Development Documents supporting the UDP*

A range of further guidance is identified in the UDP including topic studies and site development briefs and these will be brought forward as Supplementary Planning Documents. In some cases it may be necessary to commence work on such Documents in advance of their inclusion in the Scheme. In such cases they will be incorporated in the Scheme on future review.

*Proposals Map*

Initially, the Proposals Map comprises those Maps in the saved Plans, to be replaced on adoption by the UDP Proposals Maps. The Map will be updated over time as new Local Development Documents are adopted.

*Parish Plans*

Parish Plans add value to planning at local level by setting out a greater level of detail than the Council might wish to include in Development Plan Documents. Prior to the advent of the new system, local community statements produced as Parish Plans or Village Design Statements were adopted as Supplementary Planning Guidance to either the Local Plans in the County, or to the UDP. The new system has introduced additional requirements which must be met if the land use and spatial planning components of such documents are to form part of the Local Development Framework as Supplementary Planning Documents. These relate to the conformity requirements of the new system and to the need for requisite community involvement and sustainability appraisal. Certain of these steps must be undertaken by the Council itself as local planning authority, rather than the group preparing the Plan.

This Scheme does not identify any Parish Plan for progression as a Supplementary Planning Document. Rather, Parish Plans are now recognised by the Council through adoption of their planning elements as further planning guidance to the emerging UDP and as an expression of local distinctiveness and community participation. The Council will work with Parish

Councils and others in moving Parish Plans forward and will offer further guidance and advice as to the best way to proceed as the new system is developed.

Details of Parish Plans and Village Design Statements completed to date in the County can be found in section 4.

*Joint working*

It is not envisaged that any joint working with other local planning authorities in the preparation of local development documents will be required. Liaison with the Brecon Beacons National Park Authority will continue in respect of cross boundary planning issues arising at Hay-on-Wye/Cusop. Due regard will be paid to emerging LDFs for adjoining authority areas and to the Wales Spatial Plan in drawing up local development documents.

*Future work*

The UDP Inspector recommended that the Council consider bringing forward a local development document addressing the need for specific sites for waste recycling, treatment and disposal. This would follow on from the approval and publication of the partial review of the RSS in respect of waste matters, incorporating a Regional Waste Strategy. This is timetabled for early 2009. The Council has accepted this recommendation of the Inspector and the UDP is proposed to be modified accordingly.

Accordingly, the need for a local development document dealing with specific sites for waste recycling, treatment and disposal will be kept under review as the RSS partial review proceeds, and proposals included within a future review of the Scheme.

| Document title | Status | Description | Chain of conformity | Consultation | Public participation | Submission to S of S | Adoption |
|---|---|---|---|---|---|---|---|
| Statement of Community Involvement | Local development document, subject to independent examination | Sets out standards and approach to involving the community in the production of the LDF | Must be in conformity with regulations | October - November 2005 | February – March 2006 | June 2006 | May 2007 |
| Core Strategy | Development Plan Document (DPD) | Sets out the vision and objectives for the LDF, together with spatial strategy. | Must be in general conformity with RSS | September – October 2007 | September – October 2008 | June 2009 | May 2010 |
| Planning obligations | Supplementary Planning Document (SPD) | Provides guidance on the requirements and mechanisms for contributions from development for infrastructure and other related provision. | Unitary Development Plan | August 2006 | February/March 2007 | N/A | July 2007 |
| Edgar Street Grid | Supplementary Planning Document (SPD) | Provides further planning guidance for the Edgar Street Grid area of Hereford. | Unitary Development Plan | November 2006 | May/June 2007 | N/A | October 2007 |
| Development Control Policies | Development Plan Document (DPD) | Sets out detailed development control policies | Core Strategy | January – February 2008 | January – February 2009 | January 2010 | November 2010 |
| Development Allocations | Development Plan Document (DPD) | Sets out site allocations for housing, employment and other land uses | Core Strategy | February – March 2009 | To be confirmed in future Scheme | To be confirmed in future Scheme | To be confirmed in future Scheme |
| Archaeology and Development | Supplementary Planning Document (SPD) | Provides further planning guidance on the treatment of archaeological considerations in the planning process. | Unitary Development Plan | March 2007 | September-October 2007 | N/A | February 2008 |
| Historic Landscapes | Supplementary Planning Document (SPD) | Provides further planning guidance on the treatment of historic landscapes in the planning process. | Unitary Development Plan | March 2007 | September-October 2007 | N/A | February 2008 |
| Model Farm, Ross-on-Wye | Supplementary Planning Document (SPD) | Provides further planning guidance for development proposals for the site. | Unitary Development Plan | March 2007 | May-June 2007 | N/A | October 2007 |

## Schedule of Local Development Documents

| | 2006/07 | | | | | | | | | | | | 2007/08 | | | | | | | | | | | | 2008/09 | | | | | | | | | | | | 2009/10 | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M |
| **Statement of Community Involvement** | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Preparation of submission document | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Submission | | █ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Public consultation | | | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Examination | | | | | | | ░ | █ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Receipt of report | | | | | | | | | █ | █ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Adoption | | | | | | | | | | | █ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| **Core Strategy** | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Evidence gathering and option drafting | | | | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Issues and Options consultation | | | | | | | | | | | | | | | | | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Preparation of preferred options | | | | | | | | | | | | | | | | | | | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | |
| Public participation on preferred options | | | | | | | | | | | | | | | | | | | | | | | | | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | |
| Preparation of submission DPD | | | | | | | | | | | | | | | | | | | | | | | | | | | | | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | | | | | | | | | | | | |
| Submission | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | █ | | | | | | | | | | | |
| Public consultation | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | ░ | ░ | | | | | | | | | |
| Examination | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | █ | | | |
| Receipt of report | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | █ | █ |
| Adoption May 2010 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

**Statement of Community Involvement/Core Strategy programme**

| | 2006/07 | 2007/08 | 2008/09 | 2009/10 |
|---|---|---|---|---|
| | A M J J A S O N D J F M | A M J J A S O N D J F M | A M J J A S O N D J F M | A M J J A S O N D J F M |

**Development Control Policies DPD**

| Task | 2006/07 | 2007/08 | 2008/09 | 2009/10 |
|---|---|---|---|---|
| Evidence gathering and option drafting | | ▓▓▓▓▓ | | |
| Issues and options consultation | | ▓ | | |
| Preparation of preferred options | | | ▓▓▓▓ | |
| Public participation on preferred options | | | ▓ | |
| Preparation of submission DPD | | | ▓ | ▓▓▓ |
| Submission | | | | █ |
| Public consultation | | | | ▓ |

Examination June 2010, receipt of report September 2010, adoption November 2010

**Development Allocations DPD**

| Task | 2006/07 | 2007/08 | 2008/09 | 2009/10 |
|---|---|---|---|---|
| Evidence gathering and option drafting | | | ▓▓▓▓▓ | |
| Issues and options consultation | | | ▓ | |
| Preparation of preferred options | | | | ▓▓▓▓▓ |

Timetable for remaining stages to be confirmed in future Scheme

**Development Control Policies DPD and Development Allocations DPD programme**

| | 2006/07 | | | | | | | | | | | | 2007/08 | | | | | | | | | | | | 2008/09 | | | | | | | | | | | | 2009/10 | | | | | | | | | | | |
|---|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|
| | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M |
| **Planning obligations SPD** | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Preparation of draft document | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Public participation | | | | | | | | | | | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Finalise document | | | | | | | | | | | | | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Adoption | | | | | | | | | | | | | | | █ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| **Edgar Street Grid SPD** | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Preparation of draft document | | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Public participation | | | | | | | | | | | | | | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Finalise document | | | | | | | | | | | | | | | | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Adoption | | | | | | | | | | | | | | | | | | █ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| **Archaeology and Development SPD** | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Preparation of draft document | | | | | | | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Public participation | | | | | | | | | | | | | | | | | | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Finalise document | | | | | | | | | | | | | | | | | | | | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Adoption | | | | | | | | | | | | | | | | | | | | | | | █ | | | | | | | | | | | | | | | | | | | | | | | | | |
| **Historic Landscapes SPD** | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Preparation of draft document | | | | | | | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Public participation | | | | | | | | | | | | | | | | | | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Finalise document | | | | | | | | | | | | | | | | | | | | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Adoption | | | | | | | | | | | | | | | | | | | | | | | █ | | | | | | | | | | | | | | | | | | | | | | | | | |
| **Model Farm, Ross-on-Wye SPD** | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Preparation of draft document | | | | | | | | | | ░ | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Public participation | | | | | | | | | | | | | | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Finalise document | | | | | | | | | | | | | | | | ░ | ░ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Adoption | | | | | | | | | | | | | | | | | | █ | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

**Supplementary Planning Documents programme**

## Local Development Document profiles

## Statement of Community Involvement

## Document details

| | |
|---|---|
| Role and subject | Sets out the Council's standards and approach for the involvement of the community and stakeholders in the production of the Local Development Framework |
| Geographic coverage | County wide - and involves stakeholders outside Herefordshire |
| Status | Local development document, subject to independent examination |
| Chain of conformity | Must be in conformity with regulations |

## Timetable

| | |
|---|---|
| Commencement, scoping and initial drafting | June – September 2005 |
| Pre-submission consultation | October – November 2005 |
| Preparation of draft document | December 2005 – February 2006 |
| Pre-submission public participation | February – March 2006 |
| Preparation of submission document | April – June 2006 |
| Submission to Secretary of State | June 2006 |
| Public consultation on submitted Statement | June – July 2006 |
| Examination | January 2007 |
| Receipt of report | March 2007 |
| Adoption | May 2007 |

## Arrangements for production

| | |
|---|---|
| Lead service | Forward Planning, Planning Services |
| **Management arrangements** | Council to approve submission SCI and to adopt, following proposal by Executive. |
| Resources | In house resources and existing budgets supplemented by Planning Delivery Grant. |
| Involving stakeholders and the community | The SCI will build on existing consultation work undertaken by the Council and will be set within the framework provided by the Strategy for Community Involvement. In addition the SCI will link to work with partners in the Herefordshire Partnership, providing links to community planning processes and hard to reach groups through the Community Development Strategy. |

## Core Strategy

### Document details

| | |
|---|---|
| Role and subject | Sets out the vision and objectives for the Local Development Framework, together with a spatial strategy, illustrated on a key diagram, for the period up to 2026 (in line with the current review of the Regional Spatial Strategy). |
| Geographic coverage | County wide |
| Status | Development Plan Document |
| Chain of conformity | Must be in general conformity with the Regional Spatial Strategy |

### Timetable

| | |
|---|---|
| Commencement and evidence gathering | September 2006 – August 2007 Evidence base subject to review and updating |
| Issues and options consultation | September – October 2007 |
| Preparation of preferred options | November 2007 – August 2008 |
| Public participation on preferred options | September – October 2008 |
| Preparation of submission DPD | November 2008 – May 2009 |
| Submission to Secretary of State | June 2009 |
| Public consultation on submitted DPD | June – July 2009 |
| Examination | December 2009 |
| Receipt of report | March 2010 |
| Adoption | May 2010 |

### Arrangements for production

| | |
|---|---|
| Lead service | Forward Planning, Planning Services |
| Management arrangements | Council to approve Preferred Options consultation document; submission DPD, including consideration of representations  arising from the Preferred Options consultation; and to adopt, all following proposal by Executive. |
| Resources | In house resources and existing budgets supplemented by Planning Delivery Grant.  Consultancy support in developing aspects of the evidence base. |
| Involving stakeholders and the community | As defined in the Statement of Community Involvement |

## Planning obligations Supplementary Planning Document

### Document details
| | |
|---|---|
| Role and subject | Provides guidance on the requirements and mechanisms for contributions from development towards infrastructure and other related provision. |
| Geographic coverage | County wide |
| Status | Supplementary Planning Document |
| Chain of conformity | Unitary Development Plan |

### Timetable
| | |
|---|---|
| Preparation of draft SPD | April 2006 – January 2007 |
| Public participation | February 2007 – March 2007 |
| Consider representations and finalise SPD | April 2007 – June 2007 |
| Adoption | July 2007 |

### Arrangements for production
| | |
|---|---|
| Lead service | Forward Planning, Planning Services |
| Management arrangements | Executive |
| Resources | In house resources and existing budgets supplemented by Planning Delivery Grant. |
| Involving stakeholders and the community | As defined in the Statement of Community Involvement |

## Edgar Street Grid Supplementary Planning Document

## Document details
| | |
|---|---|
| Role and subject | Provides further planning guidance for development proposals in the area. The SPD, together with the UDP, will be used for development control purposes in determining relevant planning applications. |
| Geographic coverage | Edgar Street Grid, Hereford |
| Status | Supplementary Planning Document |
| Chain of conformity | Unitary Development Plan |

## Timetable
| | |
|---|---|
| Preparation of draft SPD | June 2006 – April 2007 |
| Public participation | May – June 2007 |
| Consider representations and finalise SPD | July 2007 – September 2007 |
| Adoption | October 2007 |

## Arrangements for production
| | |
|---|---|
| Lead service | Forward Planning, Planning Services |
| Management arrangements | Executive |
| Resources | In house resources and existing budgets supplemented by Planning Delivery Grant. |
| Involving stakeholders and the community | As defined in the Statement of Community Involvement |

## Development control policies DPD

### Document details

| | |
|---|---|
| Role and subject | Sets out detailed development control policies. |
| Geographic coverage | County wide |
| Status | Development Plan Document |
| Chain of conformity | Core Strategy |

### Timetable

| | |
|---|---|
| Commencement and evidence gathering | April – December 2007 |
| Issues and options consultation | January – February 2008 |
| Preparation of preferred options | March – December 2008 |
| Public participation on preferred options | January – February 2009 |
| Preparation of submission DPD | March – December 2009 |
| Submission to Secretary of State | January 2010 |
| Public consultation on submitted DPD | January – February 2010 |
| Examination | June 2010 |
| Receipt of report | September 2010 |
| Adoption | November 2010 |

### Arrangements for production

| | |
|---|---|
| Lead service | Forward Planning, Planning Services |
| Management arrangements | Council to approve Preferred Options consultation document; submission DPD, including consideration of representations  arising from the Preferred Options consultation; and to adopt, all following proposal by Executive. |
| Resources | In house resources and existing budgets supplemented by Planning Delivery Grant. |
| Involving stakeholders and the community | As defined in the Statement of Community Involvement |

## Development allocations DPD

### Document details

| | |
|---|---|
| Role and subject | Sets out site allocations for housing, employment and other development. |
| Geographic coverage | County wide |
| Status | Development Plan Document |
| Chain of conformity | Core Strategy |

### Timetable

| | |
|---|---|
| Commencement and evidence gathering | April 2008 – January 2009 |
| Issues and options consultation | February – March 2009 |
| Preparation of preferred options | April 2009 – March 2010 |
| Timetable for remaining stages to be confirmed in future Scheme | |

### Arrangements for production

| | |
|---|---|
| Lead service | Forward Planning, Planning Services |
| Management arrangements | Council to approve Preferred Options consultation document; submission DPD, including consideration of representations arising from the Preferred Options consultation; and to adopt, all following proposal by Executive. |
| Resources | In house resources and existing budgets supplemented by Planning Delivery Grant. |
| Involving stakeholders and the community | As defined in the Statement of Community Involvement |

# Archaeology and Development Supplementary Planning Document

## Document details

| | |
|---|---|
| Role and subject | Provides further planning guidance on the treatment of archaeological considerations in the planning process. |
| Geographic coverage | County wide |
| Status | Supplementary Planning Document |
| Chain of conformity | Unitary Development Plan |

## Timetable

| | |
|---|---|
| Preparation of draft SPD | January – August 2007 |
| Public participation | September – October 2007 |
| Consider representations and finalise SPD | November 2007 – January 2008 |
| Adoption | February 2008 |

## Arrangements for production

| | |
|---|---|
| Lead service | Conservation/Forward Planning, Planning Services |
| Management arrangements | Executive |
| Resources | In house resources and existing budgets. |
| Involving stakeholders and the community | As defined in the Statement of Community Involvement |

# Historic Landscapes Supplementary Planning Document

## Document details

| | |
|---|---|
| Role and subject | Provides further planning guidance on the treatment of historic landscapes in the planning process. |
| Geographic coverage | County wide |
| Status | Supplementary Planning Document |
| Chain of conformity | Unitary Development Plan |

## Timetable

| | |
|---|---|
| Preparation of draft SPD | January – August 2007 |
| Public participation | September – October 2007 |
| Consider representations and finalise SPD | November 2007 – January 2008 |
| Adoption | February 2008 |

## Arrangements for production

| | |
|---|---|
| Lead service | Conservation/Forward Planning, Planning Services |
| Management arrangements | Executive |
| Resources | In house resources and existing budgets supplemented by Planning Delivery Grant. |
| Involving stakeholders and the community | As defined in the Statement of Community Involvement |

## Model Farm, Ross-on-Wye Supplementary Planning Document

### Document details

| | |
|---|---|
| Role and subject | Provides further planning guidance for development proposals for the site.  The SPD, together with the UDP, will be used for development control purposes in determining relevant planning applications. |
| Geographic coverage | Model Farm, Ross-on-Wye |
| Status | Supplementary Planning Document |
| Chain of conformity | Unitary Development Plan |

### Timetable

| | |
|---|---|
| Preparation of draft SPD | January – April 2007 |
| Public participation | May –June 2007 |
| Consider representations and finalise SPD | July – September 2007 |
| Adoption | October 2007 |

### Arrangements for production

| | |
|---|---|
| Lead service | Economic Regeneration, Social and Economic Regeneration/Forward Planning, Planning Services |
| Management arrangements | Executive |
| Resources | Advantage West Midlands Market Towns Initiative funds and in house resources |
| Involving stakeholders and the community | As defined in the Statement of Community Involvement |

# 4. Supplementary Planning Guidance

*Supplementary Planning Guidance to the Local Plans*

The Council has published a number of documents which provide supplementary guidance to planning policies in the existing Local Plans. These are:

- Reuse and adaptation of traditional rural buildings SPG (October 2000)
- Provision of affordable housing SPG (March 2001, updated 2004)
- Moreton on Lugg Development Brief (April 1999)
- Leominster Industrial Estate Development Brief (May 1999)
- Village Design Statements for Colwall, Cradley and Storridge, Leintwardine and Much Marcle.

These documents do not form part of the Local Development Framework and it is not intended that they will be converted to Supplementary Planning Documents. They will remain as SPG to the relevant 'saved' Plan which they supplement. All have benefited from a range of consultation processes, which are detailed within them.

*Supplementary Planning Guidance to the UDP*

Other documents were published in July 2004 as interim SPG to planning policies in the UDP. They are:

- Design and development requirements SPG
- Reuse and adaptation of rural buildings SPG
- Biodiversity SPG
- Landscape Character Assessment SPG

Local communities have brought forward Village Design Statements and Parish Plans for adoption as interim SPG to the UDP:

- Village Design Statement for Ewyas Harold
- Parish Plans for Belmont Rural, Bishopstone Group Parish, Middleton on the Hill and Leysters, Pembridge and the Border Group of Parishes, Weobley and Wellington.

Parish Plans are now recognised through adoption of their planning elements as further planning guidance to the emerging Unitary Development Plan and as an expression of local distinctiveness and community participation. Parish Plans for Burghill (January 2006) and Kings Caple (June 2006) have recently been endorsed in this way. A number of parishes are working on Parish Plans within Herefordshire.

Site development briefs for UDP proposal sites have been produced as follows: land opposite Sutton St Nicholas Primary School; Frome Valley Haulage Depot, Bishops Frome; and Tanyard Lane, Ross-on-Wye.

The above documents do not form part of the Local Development Framework and it is not intended that they will be converted to Supplementary Planning Documents. They will continue to be used to provide guidance to further UDP policies and proposals. They have benefited from a range of consultation processes, which are detailed within them.

## 5. Supporting statement

*How the Local Development Documents work together*

The diagram overleaf illustrates how the various documents discussed in this Scheme will work together to provide a Local Development Framework for Herefordshire.

*Evidence base*

The Council has a well established evidence base to use in developing its Framework. Much of this has been developed in drawing up the UDP and has been published as background papers during the UDP process. The evidence base has been further developed in responding to monitoring requirements on the Regional Spatial Strategy, and comprises the following resources and technical studies:

| Title | Current edition | How the evidence base will be managed |
|---|---|---|
| Housing Land Study | 2005-2006 study | Annual review |
| Housing Needs Studies | County wide study 2005. Studies for individual settlements as resources permit | Rolling programme of studies based on settlements |
| Urban capacity study | 2004 review of original study in 2001 | Monitored through Housing Land Study |
| National Land Use Database (NLUD) | 2006 submission to national database | Annual review |
| Employment Land Study | 2005-2006 study | Annual review |
| Open space study (PPG17) | Study in preparation using consultants | Periodic review |
| Annual Monitoring Report | 2006 | Annual review |
| Regional monitoring of offices, retail, hotels/leisure,minerals and waste | Regional Planning Guidance Annual Monitoring report, 2006 | Annual return to Regional Planning Body |

The evidence base is being reviewed as part of work on the Core Strategy and further studies will be undertaken or commissioned as required.

The evidence base feeds into and is supplemented by information collected for other Council and Herefordshire Partnership Strategies, including the Housing Strategy and the Economic Development Strategy.

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┌─────────────────────────────────────┐
│ Regional Spatial Strategy and other  │
│ regional strategies                  │
└─────────────────────────────────────┘
                    │
                    │
┌────────────────────────────────────────────────┐
│ Local Development Framework                      │
│                                                  │
│  ┌──────────────────────┐  ┌──────────────────┐ │──── Supplementary Planning
│  │ Structure and Local  │  │ Unitary          │ │     Guidance to Local Plans
│  │ Plans, including     │  │ Development      │ │
│  │ Proposals Map        │  │ Plan (UDP),      │ │──── Supplementary Planning
│  └──────────────────────┘  │ including        │ │     Guidance to UDP
│  ┌──────────────────────┐  │ Proposals Map    │ │
│  │ Core Strategy & Key  │  └──────────────────┘ │
│  │ Diagram              │                        │
│  └──────────────────────┘                        │
│     ┌────────────────────────────────────┐       │
│     │ Development Control Policies DPD    │       │
│     │ Development Allocations DPD         │       │
│     └────────────────────────────────────┘       │
│  ┌──────────────────────┐                        │
│  │ Statement of Community│                       │
│  │ Involvement           │                       │──── Annual Monitoring Report
│  └──────────────────────┘                        │
│            ┌──────────────────┐                  │
│            │ Supplementary    │                  │
│            │ Planning Documents│                 │
│            └──────────────────┘                  │
└────────────────────────────────────────────────┘
                    │            Evidence base and
                    │            SA/SEA
┌─────────────────────────────────────┐
│ Future work                          │
│                                      │
│  • Waste DPD subject to RSS review   │
│  • Development Plan Documents         │
│  • Supplementary Planning Documents   │
└─────────────────────────────────────┘
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Community Strategy
• Other plans and strategies

┌──────────┐
│░░░░░░░░░░│  Development Plan Documents
└──────────┘

**The Local Development Framework for Herefordshire**

*Sustainability appraisal, strategic environmental assessment and appropriate assessment*

Local Development Documents have to be prepared with a view to contributing to the achievement of sustainable development – the simple idea of seeking a better quality of life for everyone, now and for future generations. Planning authorities also have to meet the requirements of the European Union Directive on strategic environmental assessment (SEA). Sustainability appraisal (SA) is a systematic and iterative appraisal process, incorporating the requirements of the SEA Directive. The appraisal process has an important role to play in the production of Local Development Documents, ensuring that policies reflect sustainable development principles by providing information on the potential social, environmental and economic effects of policies.

To ensure that a consistent approach is taken to SA throughout the Local Development Framework process, the Council has prepared a General Scoping Report which defines an overall framework for sustainability appraisal. This will be used as a baseline in all subsequent appraisals to be conducted on Local Development Documents.

SA is an integral part of the production of both DPDs and SPDs from the outset. At specific stages in the process of producing these documents appraisal reports will be produced, for instance, to accompany the submission of DPDs to the Secretary of State.

In addition to SA and to meet the requirements of the European Habitats Directive, the Council will undertake an Appropriate Assessment of DPDs and SPDs where it is determined that they are likely to have significant effects upon the conservation objectives of a site designated as a European site of nature conservation interest (Special Protection Areas (SPAs) and Special Areas of Conservation (SACs)). While recognising that SA and Appropriate Assessment are two distinctively separate process, the Council will undertake them in conjunction with one another in accordance with Government guidance. In accordance with this guidance, outputs for Appropriate Assessment will be clearly distinguishable and reported on separately.

The Unitary Development Plan has been subject to SA at each stage of its production, with the most recent report comprising an appraisal of the Proposed Modifications in 2006. The SEA Directive applies to the UDP. However, the Council has considered the practicalities of carrying out a retrospective SEA on the Plan. It has concluded under the SEA Directive that such an exercise, given the advanced stage that the UDP has reached, would not be feasible.

*Delivering the Framework*

The planning policies set out in the Local Development Framework will be delivered in many ways. The refusal or grant of planning permission, and the use of planning conditions and obligations, will remain one of the most important means by which the Council's planning policies are implemented. However the new emphasis on a spatial planning approach - which seeks to reconcile competing demands for land in a planned way – means that working with others has become more important.

Here, the link between the documents comprising the LDF and the Community Strategy is all important. The Framework is a key mechanism for delivering the land use aspects of the Plan, but also provides a long term spatial context within which the Herefordshire Plan can be progressed.

The need to recognise the link between land use planning policy and the Community Strategy has long been recognised in Herefordshire. The UDP is already set firmly within the overall Community Strategy approach. These close links will be continued and strengthened as the LDF is established. The SCI for instance builds on existing community consultations undertaken by the Herefordshire Partnership.

*Council procedures for approval*

The Local Development Framework forms part of the Council's overall Policy Framework as defined in the Constitution, including the Unitary Development Plan. The Executive (Cabinet including the Leader of the Council) has responsibility for proposing elements of the Policy Framework to Council, with the Cabinet Member (Environment) having responsibility for planning and land use matters (excluding development control, which is reserved to Planning Committee and the Area Planning Sub-Committees). The following responsibilities for approving documents within the new system reflect the conformity arrangements applying to different documents within the Framework, and the fact that documents differ both in the extent to which they define policy and are used by Planning Committee/Area Planning Sub-Committees in the determination of planning applications.

Development Plan Documents: Council, following proposal by Cabinet

Supplementary Planning Documents: Cabinet Member, following consultation with Planning Committee.

Statement of Community Involvement: Council to approve submission SCI and to adopt, following proposal by Cabinet.

Local Development Scheme: Cabinet, following consultation with Planning Committee.

*Monitoring and review*

The Local Development Framework system incorporates an Annual Monitoring Report – the AMR. This must be compiled on a financial year basis and submitted to the Government Office by the end of the calendar year. The AMR tracks progress against the targets and milestones set out in this scheme for producing LDDs, and the extent to which policies in LDDs are being achieved.

The Council has produced annual reports on housing and employment land availability for a number of years and these will be developed over time to meet the requirements of the new system. Each year a report will be submitted to the Council's Cabinet via the Planning Committee that will:

- Specify to what extent the timescales set out in the LDS for the production of LDDs are being met
- Review the extent to which policies within LDDs are being achieved, focussing initially on key policy areas where information is available and where national, regional or local targets have been set.
- In particular, to reflect the Government's Sustainable Communities Plan, the AMR will report on the number of dwellings built in Herefordshire during the period covered by the Report and relate this to relevant LDD policies
- Consider whether any policies need amendment because they are not working as intended or are not achieving sustainable development objectives and, if so, suggest ways to achieve this
- Provide an up to date report on the status of 'saved' Structure and Local Plans and the Unitary Development Plan
- Consider the need to review the LDS in the light of the AMR. The Scheme will be revised each time the list of Local Development Documents changes, either by addition of a new proposed Document or through significant revision to the timetable for the preparation of a Local Development Document.

Monitoring is undertaken within the Forward Planning section of the Council. The Herefordshire Partnership carry out a monitoring exercise against the ambitions and aims of the Community Strategy which is published as a regular 'State of Herefordshire' Report. Over time, the monitoring of planning policies set out in the AMR will need to be aligned with that carried out on the Community Strategy, reflecting the role of the LDF as the key delivery mechanism for those Strategy ambitions with a spatial dimension.

# POLICY STATEMENT FOR THE USE OF THE RIVERS WYE AND LUGG

## PORTFOLIO RESPONSIBILITY: HIGHWAYS AND TRANSPORTATION

**CABINET** **14TH DECEMBER, 2006**

## Wards Affected

County-wide

## Purpose

To approve the draft Policy Statement for the Use of the Rivers Wye and Lugg as the basis for public consultation.

## Key Decision

This is not a Key Decision.

## Recommendation

**THAT the draft Policy Statement for the Use of the Rivers Wye and Lugg be approved as the basis for consultation with relevant organisations and the public.**

## Reasons

To seek the views of parties with an interest in the use of the rivers Wye and Lugg and the public in general upon the draft policy statement.

## Considerations

1.    Herefordshire's rivers are important culturally, environmentally and economically to the County's future. The River Wye, in particular, is nationally renowned and together with the River Lugg is defined as navigable within the confines of the County.

2.    These two principal rivers offer considerable opportunities in terms of contributing to the economic well being of the County yet by their nature the rivers have constraints that must be acknowledged if the qualities that make them so attractive are to be maintained.

3.    Although Herefordshire Council is able to influence some aspects of the rivers' use and activities upon them the Environment Agency has prime responsibility for their management, including flood control, water abstraction, navigation, recreation and biodiversity conservation. Recently the Agency's duties have increased as a consequence of the Water Framework Directive, whereby it must produce River basin Management Plans. Furthermore it recently produced the Wye Waterway Plan, which incorporates the Wye Navigation Plan required under The Wye Navigation

Further information on the subject of this report is available from
Bill Bloxsome, Conservation Manager on 01432 261783

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Order 2002. The Waterway Plan covers both the Rivers Wye and Lugg.

4.      It is however timely for the Council to develop a policy for the use of the two rivers and present this in a formal statement. One of the functions for such a policy statement would be to indicate how it would work with partners, in particular the Environment Agency, on matters of mutual interest and concern. It might, for example, assist the Council's representatives on such forums as the Wye Navigation Committee and the Herefordshire Partnership Board.

5.      A draft statement has been prepared and is appended to this report at Appendix 1. Legal services were party to the document's preparation.  Informal consultations were undertaken upon an initial draft with the Wye Navigation Committee, the Wye Management Committee and the Wye Valley AONB Joint Advisory Committee.  At this stage it is proposed to report to Cabinet recommending that the document be published for consultation including parish councils, representative bodies and relevant sporting and amenity bodies and organisations, as well as with the public.

6.      The draft statement sets out the strategic background to the issue, a statement of principle, general policies setting out the Council's approach to the use of the two rivers, and finally operational policies covering those aspects for which the Council has some powers and responsibilities.

7.      The financial implications of approving the document for consultation are limited to publication and circulation costs and these will be met from existing budgets.

## Risk Management

The purpose of the policy statement is to set out the approach the Council wishes to pursue in relation to a range of matters that would otherwise be responded to in an ad hoc manner. Public consultation upon the policy statement will give it greater legitimacy and support.

## Alternative Options

No options are presented at this stage but would be considered in the light public consultation.

## Consultees

Informal consultations were undertaken upon an initial draft with the Wye Navigation Committee, the Wye Management Committee and the Wye Valley AONB Joint Advisory Committee.

## Appendices

Appendix 1    Draft Policy Statement for the Use of the Rivers Wye and Lugg – Herefordshire Council; December 2006

**Background Papers**

Herefordshire Unitary Development Plan (Revised Deposit Draft)
Herefordshire Community Strategy
The Wye Navigation Order 2002
The Wye Waterway Plan
West Midlands Regional Spatial Strategy
Herefordshire Local Area Agreement
Wye Valley AONB Management Plan
Tourism Strategy for Herefordshire 2002 – 2007
Herefordshire Rivers and Flat Water Study

# HEREFORDSHIRE COUNCIL

# POLICY STATEMENT FOR THE USE OF THE RIVERS WYE AND LUGG

# <span style="color:red">DRAFT</span>

Herefordshire Council
December 2006

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## 1. Introduction

1.1 The purpose of this document is to set out Herefordshire Council's general policies on the use of the Rivers Wye and Lugg and how we intend to utilise our operational activities in support of these policies.

1.2 We are aware that the Environment Agency has a key role in matters involving the use of these rivers, and has prepared the Wye Waterway Plan. Furthermore the Wye Navigation Order 2002 appointed the Environment Agency as Navigation Authority and requires it to prepare a Navigation Plan. The Wye Waterway Plan incorporates the Wye Navigation Plan for the navigable sections of both the Wye and Lugg setting out a range of policies and an Action Plan. Our policy document has also been prepared as a response to this work by the Environment Agency. We wish to work in partnership with the Environment Agency on matters of mutual concern and interest in relation to the two rivers.

1.3 Herefordshire's rivers are some of its most valuable assets, representing an important cultural, economic and environmental resource. Our ability to take direct action in relation to the future of these rivers is limited, particularly in terms of promoting change. Nevertheless there are opportunities to influence the activities of others. This needs to be done within a thorough understanding of the complex interrelationships between all aspects of the system that forms the river environment.

1.4 The qualities that make the river environment within the County so attractive also place limitations and constraints upon the extent to which they should be exploited. Their landscapes, in particular, are of very high quality, especially that of the River Wye below Hereford, which is nationally important and designated an Area of Outstanding Natural Beauty (AONB). The qualities of all the rivers and their valleys have been evaluated within a consistent framework comprising the Herefordshire Landscape Character Assessment. Their biodiversity value is also significant. The Rivers Wye and Lugg, are designated Sites of Special Scientific Interest (SSSIs) while the Arrow and Frome are Special Wildlife Sites (SWSs). The River Wye and part of the Lugg are of international importance, being Special Areas of Conservation. As such they fall within the Natura 2000 series that represent the best nature conservation sites in Europe. Their cultural qualities are also noteworthy and a number of studies have and are continuing to unearth their extensive history. The river level can at times pose a danger to users.

1.5 Working within these constraints Herefordshire Council considers the rivers are assets that can be used to benefit the County, in particular in ways that show it is committed to sustainable development. There is a further recognition that this can only be achieved by working in partnership with the

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many organisations that have either or both direct or indirect interests in the rivers.

1.6 We have responsibilities as Local Planning Authority and as Local Highway Authority that can be utilised to promote our approach to the use of the rivers. In these matters Herefordshire Unitary Development Plan (UDP), the Local Transport Plan (LTP) and the Rights of Way Improvement Plan are particularly relevant. We can also utilise powers in relation to environmental health, and promote actions and activities as the owner of adjacent land and use the rivers as a resource for areas of service provision, such as youth service activities, tourism promotion and education.

1.7 Those public organisations that are understood to have responsibilities in relation to the rivers that flow through Herefordshire includes DEFRA, the Environment Agency, and Natural England. The actions of others such as English Heritage, the Rural Development Service, the Forestry Commission and the Heart of England Tourist Board can also indirectly influence issues associated with the rivers.

1.8 A range of individuals and voluntary and specialist bodies also represent particular interests associated with the rivers. Although less restricted in the way they operate there is no reason to believe their interests exclude pursuing matters within a sustainable development approach.

1.9 The County's rivers serve a range of functions. This policy statement concentrates on the Rivers Wye and Lugg because the opportunity for their use is widest, in particular in view of their designation as 'navigable rivers'. However, some of the policies expressed in this document may have wider application.

## 2. Strategic Background

2.1 Herefordshire Council's principal strategic document encompassing matters relating to the use of the Rivers Wye and Lugg is the Herefordshire Unitary Development Plan (UDP). Policy RST8 is directly relevant to the two rivers:

*RST8      Waterway corridors and open water areas*

*Recreational development based on, or associated with, the River Wye and Lugg navigations will only be permitted if it complies with policies NC2 and NC3. Proposals for the development of low-key access to riverside and canalside areas will be permitted subject to detailed planning considerations.  On navigable lengths of river and canal, development involving permanent moorings (other than overnight stays) will only be permitted in basins or marinas, in urban locations or sites used historically for this purpose.*

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*Within the environs of Hereford, development directly associated with leisure and transport use of the River Wye and the riverbank corridor will be permitted, provided that an acceptable balance can be reached with the constraints arising from landscape character and quality, from natural and historic heritage.*

*Proposals for the recreational use of existing areas of open water, or new areas that become available as a result of mineral extraction, or for the creation of reservoirs or amenity lakes, will be permitted where:*

- *they serve a recognised sub-regional or local demand;*
- *they have regard to the needs of all potential users, avoid over-use, and are able to resolve potentially conflicting uses;*
- *there is no unacceptable conflict with water supply, water quality or commercial uses; and*
- *there are no over-riding safety issues.*

2.2 There are also a number of supporting partnership documents under the umbrella of the Herefordshire Partnership (Local Strategic Partnership) that may be relevant such as the Economic Development Strategy, the Environmental Strategy and the Cultural Strategy. They have been used as the basis for developing action plans by the relevant working groups responsible for these issues. Although the future of such groups is under review it is expected that key elements of their work will continue to be advanced through new mechanisms that are under consideration.

2.3 A range of national and regional documents produced by Government, the West Midlands Regional Assembly, other public agencies, and national representative bodies has influenced the above documents and have been taken into account in developing the policies set out for the Rivers Wye and Lugg. Of these the Regional Spatial Strategy is considered most apposite.

2.4 In addition to preparing the Waterway Plan the Environment Agency must prepare a River Basin Management Plan for the Severn Basin. This will cover the area including the Rivers Wye and Lugg. This is a relatively new duty under the Water Frameworks Directive. Work is only now beginning upon its preparation and it is expected that a first Draft River Basin Management Plan will be prepared by December 2008 with the final Plan following twelve months later. It will cover such matters as:

- controlling diffuse pollution from rural and urban sources;
- balancing competing uses of our river environment;
- reducing water demand;
- improving the quality of our marine and coastal waters; and
- delivering Habitat and Birds Directive requirements.

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2.5 The Wye Valley AONB Management Plan was prepared and adopted in 2004 by the local authorities in whose areas it falls. This covers issues relating to both the river and its surrounding landscape.

2.6 Extracts from those documents considered most relevant in terms of directing policy for the two rivers are included in Appendix 1.

## 3. Statement of Principle

3.1 The increasing requirement to prepare management plans and involve the public in their preparation coupled with current issues such as climate change and the rising demand for water to meet development pressures are already raising concerns that will bring the use of the water environment further to the fore. These are in addition to those local issues that can sometimes be seen as resulting in conflict between particular interests and users of our rivers. We may not be able to tackle all the issues that arise. However this statement of policies sets out the approach we propose to adopt in order to address those matters that we can influence.

3.2 As a basis for this approach we propose to a key statement of principle, which is:

***To facilitate and encourage both local people and visitors to appreciate and experience the unique qualities of the Rivers Wye and Lugg, together with their associated landscapes, while ensuring those qualities are protected and enhanced so that they provide an enduring legacy for others that follow.***

3.3 Essentially this approach is based upon affording access to all the aspects of the river environment wherever this is possible, yet where this is not, efforts need to be made to enable those concerned to understand and recognise why there may be restrictions.

3.4 Sections 4 and 5 that follow set out:

- General policies upon issues associated with the use of the Rivers Wye and Lugg; and
- Operational policies, being those activities that the Council is directly responsible for.

## 4. General Policies on the Use of the Rivers Wye and Lugg

4.1 The following policies aim to influence decisions primarily by others responsible for regulating or promoting the use of the Rivers Wye and Lugg.

4.2 <u>General Boating Use of the Rivers</u>

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Context:

Informal use of the river by local people, tourists and other visitors is limited. The use of Motorised craft within the County is limited to one stretch of the River Wye, above the rapids at Symonds Yat, but previously there were facilities at Hereford and Ross. There appears to be limited use of motorised craft for personal use along the Wye within Herefordshire because of practical, safety and conservation limitations upon how it can be used for this purpose. There also appears to be little or no opportunity for visitors or others to hire small boats or punts providing for informal recreation.

**Policy Statement 1:**

**(1) Where opportunities arise and constraints permit we will promote the use of the Rivers Wye and Lugg by boats catering for informal recreation and leisure activities by all, especially where this enables a greater understanding to be gained of the rivers' character and importance.**

**(2) We will encourage and work with the Environment Agency (as the Navigation Authority), to expand upon their waterway policies defining the opportunities for and limitations upon the use of the rivers by motorised craft.**

**(3) We will encourage and work with the Environment Agency to determine the extent to which the rivers can be used for non-motorised leisure boating.**

**(4) We will seek to agree a Code of Practice for collaborative working with the Environment Agency in relation to enforcement activities related to vessels upon the rivers where Herefordshire Council also have enforcement powers/duties.**

**(5) We will support the Environment Agency 's lead role in promoting mechanisms for managing the interrelationships between the various users of the Rivers Wye and Lugg. The mechanisms should include such other organisations that have specific and legitimate responsibilities for associated matters.**

Background:

The Environment Agency proposes to promote the existing use of both non-motorised boats and motorised craft along navigable stretches of the Rivers Wye and Lugg. They also propose to enhance further non-motorised boating.

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It is understood that there are a range of limitations to the use of the River Wye within Herefordshire by motorised craft.  The exact nature of these limitations and whether they are insurmountable is, however, less obvious, particularly to the public who wish to enjoy the rivers in a variety of ways. There is a range of natural and legislative restrictions on the use of the river by motorised craft, these are outlined in the many policy statements included in the Wye Waterway Plan. Whether these are surmountable at particular locations will need to be determined on a site-specific basis.

The reduced ability for motorised craft to use the River Wye even in a very limited number of locations is evident with the withdrawal from use of such craft at Hereford and Ross. In accordance with the above statement, if an operator wishes to resurrect such navigation in these locations, there will be a need for detailed proposals and discussions with the Environment Agency, Herefordshire Council and Natural England.

The Environment Agency places significant emphasis on health and safety issues in relation to vessels and has duties in relation to inspection and enforcement. It is also the intention to undertake such duties in collaboration with other enforcement agencies. We have some licensing responsibilities that may be linked with the work of the Agency. Agreement upon how the two organisations might work in partnership would be beneficial.

As Navigation Authority the Environment Agency's responsibilities under the Wye Navigation Order 2002 provide it with powers to remove any vessel that is sunk, is stranded or abandoned.

There is the potential for conflict in terms of the interrelationships between users and other organisations with interests in the management of the rivers.  All the parties involved in promoting their particular activities on the rivers should seek to achieve consensus in order to reduce such conflict and preferably promote working in partnership. We will seek to support/assist the Environment Agency in their lead role to resolve such conflicts as and when they might arise.

4.3 Sporting Use of the Rivers

Context:

The River Wye is used for a number of water related sporting activities, including angling, rowing and canoeing/kayaking. As with the issue of general boating there are practical, safety and conservation limitations upon how it can be used for these purposes. The River Wye has also been used for events that may be considered sporting activities such as a long distance raft race and 'dragon-boat' racing. Only canoeing and kayaking are understood to take place on the River Lugg, and this is to a limited degree. It is understood that neither of the rivers within Herefordshire are used for sailing.

**Policy Statement 2:**

**(1) The Rivers Wye and Lugg should remain available as a facility for sporting interests where these can be undertaken in a way that reflects their environmental capacity.**

**(2) The provision for water-based activities should be considered within the context of all open water within the County, including artificial lakes resulting from gravel extraction.**

**(3) Specifically in relation to the River Wye we will work with the Environment Agency, relevant Governing Bodies of Sport and local clubs and groups who have an interest in promoting access to this for the benefit of the sport where this can be achieved sensitively.**

**(4) We will support the Environment Agency's initiative to develop a Code of Conduct (as outlined in the Wye Waterway Plan), for all river users, which will give clear guidance on their use in an environmentally sensitive way and in a manner to minimise potential conflicts with other users.**

Background:

At this stage the Waterway Plan proposes a number of reviews in relation to various activities associated with the rivers and their use. These include an investigation of existing access arrangements to the rivers and areas of conflict with conservation interests. It will seek to develop a programme to maintain existing accesses and carry out an assessment of the need to develop additional ones. It intends to do this with partners, and the Environment Agency has confirmed that Herefordshire Council will be one such partner

We have management and maintenance arrangements for our own access points on the River Wye that have been agreed with the Environment Agency and Natural England. These are referenced in the Wye Waterway Plan. Whereas there is an aspiration in the Plan to create a further river access point, this is not site specific. There is a broad consensus between relevant organisations and the governing bodies for sport that alternatives for a further access point, principally for those with disabilities, should be investigated.

There are also known to be potential conflicts between the use of the rivers for sporting activities and conservation interests. However these have in the past been handled sensitively, for example, some minor dredging and clearance of vegetation has been authorised to enable rowing regattas to proceed. The creation of new access points will involve construction works and may intensify use of the rivers at particular points. The change in conservation status of the River Wye will affect whether and how such works may be undertaken in the future.

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There are 4 principal governing bodies of sport that potentially have interests in the County. These are: - The Amateur Rowing Association, The Royal Yachting Association , The British Canoe Union and The British Angling Association. Whereas each has a reference to river access in their local plans, only the British Canoe Union specifically mentions the River Wye as part of a regional or national development strategy. This reference is confined to the Symonds Yat Rapids. It is likely that future development strategies by these bodies will centre on talent identification and preparation for the 2012 Olympics rather than the development of a hierarchy of regional and local facilities.

There are also local clubs and organisations that use the rivers for sporting purposes in addition to the Council's Youth Service. These include Hereford Rowing Club, Ross Rowing Club, the Committee for Herefordshire Amateur Rafters (CHAR) and Hereford Kayak Club.

We have undertaken a 'Rivers and Flat water Study' that makes recommendations in relation to water related sports. A summary of its recommendations is provided in Appendix 1.

Local rowing and canoeing clubs use small-motorised craft for safety purposes.

4.4 Informal Leisure and Recreational Activities adjacent to the Rivers

Context:

A range of other leisure and recreational activities related to the river take place upon its banks and require integration with the recreational use of the rivers. Managing the interrelationship needs an integrated approach.

**Policy Statement 3:**

**We will support sensitively designed leisure and recreational developments associated with the Rivers Wye and Lugg along their banks where the scale of their impact respects their setting. Proposals that increase understanding and awareness of their natural and historic environments will be particularly welcome.**

Background:

The River Wye provides an outstanding leisure and recreational resource in particular with opportunities for the pleasant enjoyment of the countryside by both local people and visitors. In addition to formal sporting use, the river valley is capable of sustaining non-competitive and informal sporting use by individuals and community groups, within a variety of settings such as bird watching, rambling and picnicking. The River Lugg is less accessible for such uses but still has potential. A number of studies and projects are either underway or proposed

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that might identify increased potential within the confines of this river and bank-side areas.

Our ability to influence such activities is greater than for that upon the rivers themselves. For example, we can promote increased access through the Rights of Way Improvement Plan.

4.5 <u>Landscape</u>

Context:

The river landscapes of the Wye and Lugg have a high reputation and attract many visitors. The valley of the River Wye to the south of Hereford in particular falls within the Wye Valley AONB and as such is nationally important. A Management Plan has been prepared for this AONB to conserve and enhance this landscape.    Appropriate management is necessary if the qualities appreciated by both local people and visitors are to be retained, and this will include river settings within settlements. We have produced a Landscape Character Assessment and set out a comprehensive set of guidelines for landscape management within rural parts of the County in Supplementary Planning Guidance. There are presently no detailed townscape or village visual appraisals for settlements along the river valleys.

**Policy Statement 4:**

**(1) Within the Wye Valley AONB, and in accordance with Section 85 of the Countryside and Rights of Way Act 2000, we will, in exercising or performing any function in relation to, or so as to affect land in the Area of Outstanding Natural Beauty, have regard to the purpose of conserving and enhancing the natural beauty of the Area of Outstanding Natural Beauty**.

**(2) When considering the impact of any proposals upon the visual amenity of the rivers and their valleys regard will be had to landscape character and the associated management guidelines set out in the Council's guidance on Landscape Character Assessment.**

**(3) Where necessary, the commissioning of riverside townscape or village visual appraisals will be promoted to assist in evaluating the effect of significant proposals upon the river setting or in advance of enhancement schemes that are to be brought forward.**

Background:

The Wye Valley AONB covers that part of the River Wye south of Hereford.  Its purpose is: -

*'To conserve and enhance the unique landscape and natural beauty of the Wye Valley AONB, and within this overriding principle; guiding change that is sensitive to the areas special qualities and the outstanding resources of woodland, farmland, river and cultural heritage, managing it in a sustainable way as an area where vibrant communities live and work and enabling present and future generations to appreciate and conserve, understand and enjoy the areas picturesque and sublime qualities. Integrating the needs of the local communities and visitors with this internationally important protected area.'*

Our Supplementary Planning Guidance on Landscape Character should form a key element in the appraisal of any proposal that might affect the visual amenity of the rivers and their associated valleys. Detailed visual appraisals may be required if and when proposals are being considered for the rivers where they pass through settlements.

4.6 <u>Biodiversity</u>

Context:

The River Wye is an internationally important river system in terms of nature conservation interest and the River Lugg supports this. They are both important for their ranges of habitats and for supporting numerous internationally important species. Their valley landscapes are also rich in biodiversity and this contributes to the visual and cultural distinctiveness, which attract the many visitors to the County. Under Section 40 of the Natural Environment and Rural Communities Act 2006 and from 1st October 2006 local authorities and other public bodies have a duty to have regard to the conservation of biodiversity in exercising their functions. DEFRA is preparing advice to assist in implementing this duty. This advice will be taken into account when it is available.

**Policy Statement 5:**

**(1) We will fulfil our statutory obligations in relation to nature conservation when determining whether any particular action or works affecting the Rivers Wye and Lugg should proceed.**

**(2) Positive measures to improve the nature conservation status of river and valley habitats and to address Biodiversity Action Plan targets will be investigated for inclusion with any works being advanced by us for the rivers.**

**(3) We will press other agencies to adopt the same approach in relation to any works they advance along the Rivers Wye and Lugg.**

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Background:

There are statutory obligations upon public bodies requiring priority habitats and species to be protected and also the requirement to enhance the River SSSIs in associated with any works where this will improve their condition. In addition to a nationally adopted Biodiversity Action Plan (BAP), a local BAP has been prepared and these specifically highlight tasks in relation to river habitats. A number of other habitat and species actions plans are also relevant. Not only are public authorities and bodies charged with protecting these habitats and some species, they have responsibilities in terms of seeking to enhance their conservation status.

4.7 <u>The Historic Environment</u>

Context:

The historic environment associated with the two rivers and their valleys is recognised as an important asset for both local communities and visitors alike and is an essential component of local distinctiveness. This is reflected within a range of sites from the large-scale landscape level to individual buildings or artefact. Some sites contain hidden remains of local or national importance.

**Policy Statement 6:**

**(1) Where appropriate we will require knowledge of the historic environment to inform the design and development of proposals associated with the Rivers Wye and Lugg.**

**(2) Opportunities should be taken to increase and improve interpretation and explanation of the historic features within the river landscape as part of any measures to promote rural regeneration, tourism and local awareness.**

Background:

Knowledge of the historic environment is growing, not the least as the result of a number of recent community based studies underway within the valleys of both the River Wye and the River Lugg utilising LEADER+ and public agency funding. Both rivers and their immediate surroundings contain important historical artefacts. These can be visible or hidden. A number of projects are presently or to be undertaken as part of programmes for community involvement and identification of features in order to promote their management. A more extensive and co-ordinated approach to providing interpretative material could add to the tourism product for the County to which the rivers and their valleys make a valuable contribution.

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4.8 <u>Transport</u>

Context:

The Local Transport Plan (LTP) covering the period 2006/7 to 2007/8 is the strategic transport policy for the County. The renovation of Victoria Footbridge formed part of the LTP programme and the cycle strategy has identified an aspiration to improve cycle and pedestrian access across the Wye to Rotherwas. There is nevertheless a link between transport matters and policies and actions referred to in many documents prepared by other public bodies, such as the Waterway Plan.

**Policy Statement 7:**

**Opportunities for integration between the LTP and other plans and programmes should be promoted in the future through early consultations upon any reviews of the documents. Early consultation should take place when considering the development and implementation of any proposals and actions of mutual interest.**

Background:

Herefordshire's current LTP covers the period 2006/07 to 2010/11. The Plan sets out a comprehensive strategy for the development of an integrated and sustainable transport system that supports the County's sustainable economic growth and provides for greater social inclusion. The strategy behind the plan is focussed on effective delivery and progress will be monitored annually.

Early consultation on matters of mutual concern will benefit our aspirations and those of other organisations, particularly when seeking to improve accessibility. Examples of transportation issues that organisations should liaise with the Highways and Transportation Service upon include vehicular access, infrastructure supporting any river transport, car parking and provision for public transport.

More specifically, LTP makes reference to the review of the overall alignment for a Hereford Outer Distributor Road that would involve the provision of a new river crossing. Wide consultation with stakeholder organisations will be undertaken in the development of this proposal.

4.9 <u>Public Rights of Way</u>

Context:

There is an extensive Public Rights of Way network throughout the County. We have a number of plans and strategies in place to ensure the network operates

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effectively and is enhanced. Supporting rural regeneration is an important aspect of maintaining and improving the network.

**Policy Statement 8:**

**We will use the Public Rights of Way Management Strategy and Rights of Way Improvement Plan, to ensure that opportunities for walking, cycling, river access and horse riding are co-ordinated with proposals in other plans and programmes in order that they maximise the potential benefits to both local residents and visitors to the County. Other organisations should discuss proposals with us that they consider should be linked to the network at the earliest opportunity.**

Background:

We are preparing a Rights of Way Improvement Plan under s60 of the Countryside and Rights of Way Act 2000 and this could be used to enhance access to the rivers. Local Access forums can advise upon improvements to public access, which could again include access to water. There will also be consultation with other organisations and this should seek compatibility between the Rights of Way Improvement Plan and other plans such as the Wye Waterway Plan. We have powers to negotiate access arrangements with landowners. There is significant potential for medium distance routes and trails.

4.10 Tourism

Context:

Promoting the further leisure and recreational use, access to and the environmental qualities of the Rivers Wye and Lugg together with their associated valleys fits well with many of the objectives set out in Herefordshire Council's Tourism Strategy. However the quality and nature of the environment that makes the area so attractive to visitors is sensitive to pressure and care needs to be taken to ensure its carrying capacity is not exceeded.

**Policy Statement 9:**

**The potential of the Rivers Wye and Lugg, together with their valleys, should continue to play an important part within the Tourism Strategy for the County. Their environmental qualities play a major role in attracting visitors to the area and where relevant the wider impact from tourism and other development should be fully assessed in terms of the effect they may have on this resource.**

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Background:

The County is well placed to promote sustainable tourism and use this as a marketing tool because of features such as its main rivers.

The rivers provide opportunities for site seeing, walking, cycling, canoeing and kayaking, riding, fishing and general outdoor activities, all of which contribute to the tourism product of the County. These can be enhanced through increased access to and use of the rivers. Walking within the special landscape of the Wye Valley is being promoted through a Lottery bid associated with the 'Picturesque'. The Public Rights of Way network is referred to above. Promoting tourist related activities along the rivers also offers wider benefits to the rural / farming communities. Distinctive landscape and countryside features associated with the rivers such as hedgerows, woodlands, orchards and grassland are recognised as important. These all point to the need to balance the range of activities that might be undertaken along the river corridors.

To meet development pressures and challenges, not just those arising from tourism but from any proposals, in a sustainable way needs a co-ordinated and integrated approach by all those involved. This is only possible through an acceptance of a strategy that recognises its major assets and protects and enhances them.

## 4.11 Renewable Energy

Context:

Fall of water provides one possible source of renewable energy. In 2006 there were around 200 'hydro' projects operating within the UK, providing around 2% of its electricity. Most but not all are quite large and located within mountainous or hilly areas. However, smaller schemes are increasingly being investigated, including micro-scale watermill hydro-power projects, generating electricity to supply small housing areas, with surplus energy sold to power companies. Presently resources for feasibility and developmental work are limited although there is interest in investigating 'hydro' schemes within and close to the County.

**Policy Statement 10:**

**The Rivers Wye and Lugg, and their tributaries, may offer opportunities for developing small-scale renewable energy schemes. We will support feasibility studies and other investigations, into exemplary schemes, including monitoring of impacts on the wider use of the rivers and their environments, in order to inform a longer-term policy that may be pursued with relevant partners.**

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Background:

UDP policy CF4 sets out criteria against which proposals for renewable energy will be judged. This covers all forms of such energy production, including that from fall of water.

Examples of small-scale hydro-projects are being trialled on various rivers. Two projects, one on a tributary of the River Wye and one on the River Lugg are at early stages of investigation. The Wye Valley AONB is using some of its resources to develop a small-scale hydro-plant scheme on the Anghiddy tributary to the River Wye just north of Tintern. Marches Energy Agency are working with a community group in Kingsland upon the feasibility of undertaking a 'run-of-river hydro' scheme along a stretch of the River Lugg.

The costs of developing hydro schemes are very site specific. Presently it is too early to judge whether such schemes are viable. Nevertheless, there are some grants available and the utility of such schemes warrants exploration, not just to consider viability but also to assess the impact they may have on the environment and how they can be integrated successfully with other uses of the rivers.

## 5. Operational Policies

### 5.1 Planning Applications for Development Within or Adjacent to Rivers

Context:

Planning applications are required for many forms of development. Certain forms of 'permitted development' may now need permission from the Local Planning Authority where they would have 'a significant effect' on certain nature conservation interests on those parts of the Rivers Wye and Lugg designated 'Special Areas of Conservation' (SAC).

**Policy Statement 11:**

**Our policies set out in the Development Plan will be a prime consideration when advising upon site-specific proposals requiring planning permission.**

Background:

Our duties as Local Planning Authority emanate from the Town and Country Planning Act 1990 (as amended).

Planning policies set out in the UDP promotes appropriate recreational, sporting and tourism uses in association with the rivers. Certain criteria need to be complied with covering environmental protection, scale, access, flood risk and

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community needs. Compliance with a number of policies relating to these criteria also requires reference to other policies. The Development Plan is the primary consideration when determining planning applications. Herefordshire UDP should be adopted in spring 2007. There are a number of policies in that document that may be relevant according to the particular circumstances of any proposal. The UDP will subsequently be replaced by a number of Local Development Documents. Other considerations that may be relevant are set out in Planning Policy Statements by the ODPM. Furthermore we have prepared Supplementary Planning Guidance on a number of topics that might also be relevant according to the nature of the proposal.

## 5.2 Other Decisions and Works Carried Out Directly by the Council

Context:

Where we carry out a regulatory role, including determining planning applications as referred to in 5.1 above, or it wishes to undertake works that might have a significant effect on the Rivers Wye and Lugg SAC, we may have to carry out 'Appropriate Assessments'. There are instances where decisions have to be referred to the ODPM. Both rivers are Sites of Special Scientific Interest' (SSSI) and Natural England must be consulted on proposals affecting them.

**Policy Statement 12:**

**We are committed to maintaining the nature conservation value of the Rivers Wye and Lugg which has resulted in them being of both national and international importance. It will ensure that the effects upon the rivers of all proposals for which it has any responsibility are fully and properly assessed with a view to maintaining or, where possible, improving their conservation condition.**

Background:

As ' a Competent Authority' in relation to the Rivers Wye and Lugg, where these are Special Areas of Conservation, our duties and powers are supplemented by the Habitats Regulations 1994. In addition because both rivers are SSSIs the Countryside and Rights of Way Act 2000 is also relevant to our activities, and this places emphasis upon seeking enhancements to the conservation condition of SSSIs as part of the our responsibilities.

## 5.3 Works to Trees and Hedgerows Along of Adjacent to Rivers

Context:

Certain works to trees and hedgerows adjacent to rivers may require approval from or notification to us. There may be occasions when works need to be undertaken to trees that are dangerous.

**Policy Statement 13:**

**(1) We would wish to be assured that there is a justifiable reason for removal of trees and hedgerows adjacent to rivers where our consent is required.**

**(2) With regard to dangerous trees or those causing an obstruction to navigation that may be within or on the banks of the River Wye or Lugg, we will support/encourage the Environment Agency to take action or seek removal of the danger or obstruction by the riparian owner. We will incorporate in our programme of inspections assessments of bankside trees and, with appropriate permissions, carry out remedial work to ensure they do not become a hazard to navigators.**

Background:

Trees and hedgerows are important components of the valley landscapes and biodiversity of the Rivers Wye and Lugg. We have duties under the Town and Country Planning Act 1990 (as amended) where a Tree Preservation Order covers trees or they fall within a conservation area. We should also be notified before the removal of countryside hedges under the Hedgerow Regulations 1997. There are, however, exemptions, which include carrying out works, under certain Acts of Parliament, for the purposes of flood defence or land drainage.

The Environment Agency's responsibilities under the Wye Navigation Order 2002 provide it with powers to remove anything, other than a vessel, that is causing an obstruction or impediment to the navigation or use of the two rivers. (See section 4.2 in relation to vessels).

We can take action to remove dangerous trees. Sections 23 and 24 of the Local Government (Miscellaneous Provisions) Act 1976 enables the Council to take action in connection with a dangerous tree when asked to do so by the owner or occupier of land in which the tree stands or of land which is threatened by it. This power should be used as a last resort and enables us to enter the land and make the tree safe. We will look to recover the expenses from the owner or occupier. When a neighbour approaches us, we will be particularly careful to ensure that a genuine effort has been made to reach agreement with the tree owner before taking action. We can also take action under the Highways Act to secure the removal of a tree where there is the likelihood of danger from it falling on to a highway.

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5.4 Public Health Matters

Context:

We have responsibilities for 'statutory nuisance' and a range of other powers and duties that enable us to act to remove pollution and rubbish from watercourses. Some of these are shared with the Environment Agency

**Policy Statement 14:**

**We will enter into discussions with the Environment Agency upon responsibilities in relation to fly tipping within the protocols set by the 'fly tipping matrix' agreed between the Environment Agency and the Local Government Association.**

Background:

Our responsibilities emanate from a range of legislation. In relation to the two rivers there are no records of any serious problems that have potentially been prejudicial to health. The principal issue appears to be depositing of litter or similar in the rivers. Both the Environment Agency and we have responsibilities for tackling such problems. A 'fly tipping matrix' has been agreed nationally between the Environment Agency and the Local Government Association and discussions are underway at the regional level in relation to any local agreements that might be reached. This should cover who removes what rubbish from the rivers. No local agreement has yet been made.

5.5 Land Drainage and Defence

Context:

There is a range of general powers available to local authorities for carrying out drainage of small areas to prevent flooding or investigate any damage caused by flooding of their areas. These include undertaking works itself to prevent or alleviate flooding, or action in default of others who should do works which result in drainage problems. The Environment Agency is responsible for matters associated with main rivers, including the Rivers Wye and Lugg.

**Policy Statement 15:**

**Removing or mitigating the adverse effects of flooding on communities should be given priority where the health and safety implications are greatest. We will help those involved to identify such areas and promote the need for works by the relevant agencies and bodies responsible for flood defence.**

Background:

We only utilise our powers occasionally to undertake proactive works not the least because the Environment Agency has responsibility for this matter along main rivers, but also in view of the funding requirements. Presently it is seeking to carry out a scheme in Ross on Wye to reduce the impact of flooding along the Rudhall Brook, which flows into the River Wye. Funding for this work has been sought from DEFRA.

Our regulatory role generally applies to non-main rivers and lesser watercourses. The approach adopted is to seek to work in partnership with landowners to effect solutions to land drainage problems.

5.6 Ferries

Context:

We may purchase by agreement or accept a transfer of a ferry within our area or which serves our inhabitants.

**Policy Statement 16:**

**There is no need to utilise powers for the acquisition of ferries within the County at the present time.**

Background:

The extent of existing ferries along the Rivers Wye and Lugg is limited, and currently there are two at Symonds Yat.

NB Reference to 'ferries' should not be equated to boats but to the means of crossing a river.

5.7 Bridges and Bridge Works

Context:

We are responsible for the maintenance of both highway and public rights of way bridges over the Rivers Wye and Lugg. There are also a number of other bridges that others are responsible for, for example railway bridges and Whitney Toll Bridge.

**Policy Statement 17:**

**We would wish to receive early consultation by developers for the construction of river crossings and such consultation should include the Environment Agency**

Background:

We have systems in place for the maintenance of bridges over the Rivers Wye and Lugg. All relevant agencies are consulted where works are proposed that might affect their interests.

5.8 Land Ownership and Management

Context:

We own and/or manage land such as parkland and open space, commons, small holdings, school playing fields and highways, some of which will lie adjacent to or close by the Rivers Wye or Lugg.

**Policy Statement 18:**

**We will try to identify opportunities to utilise our land to assist proposals for the public's benefit, such as those in the Wye Waterway Plan, provided this fits within the needs of the principal use of the land and in accordance with any legal restrictions.**

Background:

We own land within both urban and rural areas adjacent to the rivers and needs to manage this in accordance with best practice and for the benefit of the wider community.

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# Related Documents

## 1.    Regional Spatial Strategy

## Relevant policies in the Regional Spatial Strategy

# POLICY QE1:

A. Environmental improvement is a key component of the Spatial Strategy in order to underpin the overall quality of life of all areas and support wider economic and social objectives.

B. Local authorities and other agencies in their plans, policies and proposals should:

   i) support regeneration, by restoring degraded areas, conserving existing environmental assets, including the reuse of redundant and under-used buildings of merit, and creating new, high quality, built and natural environments, particularly within the MUAs;

   ii) conserve and enhance those areas of the Region, where exceptional qualities should be reinforced by sustainable use and management, including the Peak National Park, the five Areas of Outstanding Natural Beauty, the European wildlife sites, and the World Heritage Site (see Environmental Assets Diagram);

   iii) protect and where possible enhance other irreplaceable assets and those of a limited or declining quantity, which are of fundamental importance to the Region's overall environmental quality, such as specific wildlife habitats (Annex B), historic landscape features and built heritage, river environments and groundwater aquifers;

   iv) protect and enhance the distinctive character of different parts of the Region as recognised by the natural and character areas (Figure 4) and associated local landscape character assessments, and through historic landscape characterisation.

C. In bringing forward development, all agencies and developers should adopt high standards for sustainable natural resource use and management in line with policies such as QE3, QE9, EN1-2 and M3.

# POLICY QE7:

All the plans and programmes of local authorities and other relevant agencies should:

   i) encourage the maintenance and enhancement of the Region's wider biodiversity resources, giving priority to:

      • the protection and enhancement of specific species and habitats of international, national and subregional importance as identified in the West Midlands Regional Biodiversity Audit, Local Biodiversity Action Plans (LBAPs) and other BAPs;

      • those that receive statutory protection; and

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- the biodiversity enhancement areas shown on the QE Areas of Enhancement Diagram.

ii) include policies and proposals which enable the West Midlands to achieve its minimum share of the UK Biodiversity Action Plan (UKBAP) targets as set out in Annex B and the targets of local partnerships and other BAPs;

iii) take a common approach to biodiversity and nature conservation issues which cross local planning authority and Regional boundaries, especially those relevant to:-

- the strategic river corridors and tributaries of the Severn, Trent, Avon and Wye, river catchments, and issues in current local Environment Agency plans; and

- priorities derived from English Nature's Natural Areas Framework and associated Area Profiles and the West Midlands Biodiversity Audit.

## POLICY QE9:

A. Development plan policies and plans of the Environment Agency and other agencies should be coordinated, where necessary across local authority and Regional boundaries, to:

i) protect or improve water quality and where necessary significantly reduce the risk of pollution especially to vulnerable surface and groundwater in order to improve health and well-being;

ii) manage demand, conserve supply, promote local recycling of water and the multiple use of water resources;

iii) protect and enhance wetland species and habitats, particularly those subject to local biodiversity partnerships;

iv) ensure that abstraction from watercourses and aquifers does not exceed sustainable levels;

v) reduce any adverse effects of development on the water environment by encouraging consideration of sustainable drainage systems where appropriate at an early stage in the design process;

vi) ensure the timing and location of development respects potential economic and environmental constraints on water resources; and

vii) maintain and enhance river and inland waterway corridors as key strategic resources, particularly helping to secure the wider regional aims of regeneration, tourism and the conservation of the natural, built and historic environment.

B. Development that poses an unacceptable risk to the quality of groundwater or surface water in this or other regions should therefore be avoided.

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## 2   Herefordshire UDP

## (Herefordshire Unitary Development Plan – Revised Deposit Draft

RECREATION, SPORT AND TOURISM

*Criteria for recreation, sport and tourism development*

10.4.1 National guidance in PPG17 encourages the provision of a wide range of opportunities for recreation, which should wherever possible be available and accessible to all, whilst PPG21 similarly supports tourism.  Sport, recreation and tourism have valuable social and economic roles to play but these must be balanced against any environmental impacts arising if sustainable forms of development are to be achieved.  This is particularly the case with tourism, the very existence of which is linked to protecting the high quality environment on which it depends.

10.4.2 The diverse nature of proposals for recreation, sport and tourism require a similar set of considerations to be taken into account.  Key factors include environmental suitability, access and amenity.  For instance, both the amenities of those living nearby and the wider environment can be damaged through such factors as increased traffic, the numbers of people attending the facility at any one point of time, the scale of buildings proposed, glare from floodlights associated with sports pitches, or use of the facility during unsocial hours.  In some cases such as motorised or gun sports, the activity itself may lead to an unacceptable amenity and environmental impact. Recreation, sport and tourism uses will often attract substantial numbers of users and visitors and special attention is needed to their accessibility by a genuine choice of modes of transport.  In addition, recreational or tourism development in the countryside can damage its character or appearance if care is not taken in respect of scale, siting or design.

10.4.3 The County includes a number of visitor pressure areas. Popular destinations such as the Malvern Hills or Symonds Yat form part of the designated Areas of Outstanding Natural Beauty where special considerations apply (see below).  Other pressure areas include parts of the Black Mountains in the west of Herefordshire, bordering the Brecon Beacons National Park.  During the Plan period, visitor management plans may be prepared or reviewed for such areas in order to take an integrated approach to land use and management, landscape and cultural heritage, biodiversity, recreation and tourism, transport and visitor information.  As such they will provide a means of defining both the needs of local communities and environmental character, and proposals for recreational and tourism facilities will be expected to demonstrate their contribution to such plans in these terms.

10.4.4 In addition, special considerations associated with environmental character and recreational resources will arise with respect to designated features within the County, including conservation areas, listed buildings, Scheduled Ancient Monuments and other archaeological sites and features of interest, sites of international, national and local importance to nature conservation including

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candidate Special Areas of Conservation and Sites of Special Scientific Interest, geological sites and features, historic landscapes and gardens, and rights of way.

10.4.5 Planning obligations will be used to secure facilities where these are provided as part of wider developments. Specific requirements for open spaces associated with housing proposals are set out in the Housing chapter of the Plan. Open space provision in large developments should be of a size that is both useful and easy to maintain, i.e. rather than including many small, incidental and less useful areas. Provision of open space should be an integral feature of the development, to ensure a safe, easily accessible area, not located on 'left over' land as an afterthought. In smaller development proposals, it may be more appropriate for a developer to make a contribution to the establishment or enhancement of a nearby sport or recreation facility. This may include improvements that help safeguard an existing facility (see policy RST4).

10.4.6. This policy complements policies in the Development Requirements chapter by dealing with more specific aspects arising in the consideration of proposals for recreation facilities. Policies in that chapter dealing with design, land use and activity, movement, environment, noise and lighting will be particularly relevant. Attention is drawn in particular to issues associated with the capacity of the highway network, access and parking, and to the need to submit a travel plan with any planning application where required either as a consequence of the scale of the proposal or the transport issues raised.

**RST1 Criteria for recreation, sport and tourism development**

**Proposals for the development of new recreation, sport and tourist facilities including change of use or improvement or extension to existing facilities will be permitted where the proposal:**

**1.      is appropriate to the needs of the community which it serves, having particular regard to the nature of the use, mode of operation, scale and design;**
**2.      would not harm the amenity of nearby residents;**
**3.      respects environmental character and resources, including designated landscape, historic heritage, archaeology, biodiversity, and geological features and rights of way; and**
**4.      is wherever possible accessible by a choice of modes of transport, with priority given to public transport, walking and cycling, and is designed to ensure access for all.**

**Proposals in the open countryside will only be permitted where the countryside is the primary resource for the proposal and the rural landscape and environment is sustained. In such instances new buildings will only be permitted where there are no suitable existing buildings capable of conversion, they are of a small scale and are ancillary to the primary proposal.**

*Recreation, sport, tourism development within Areas of Outstanding Natural Beauty*

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10.4.7 Herefordshire includes approximately 46% of the Wye Valley AONB and 60% of the Malvern Hills AONB. The primary purpose of designation of these areas is to conserve and enhance their natural beauty through landscape protection and enhancement, embracing biodiversity and features of geological interest. Specific policies relating to these factors are included within the Natural and Historic Heritage chapter of the Plan. However, the pressures for recreation and tourism related developments within the County's AONBs merit a specific policy, to be applied in conjunction with RST1 above. While AONB designation allows recreation and tourism proposals to be accommodated where such developments do not compromise the landscape quality, it is important that precedence is given to the principal aim of conserving and enhancing the natural beauty of the area.

**RST2 Recreation, sport and tourism development within Areas of Outstanding Natural Beauty**

**Within the Malvern Hills and Wye Valley Areas of Outstanding Natural Beauty (AONBs), the conservation of the unique character and qualities of the landscape and of biodiversity and geological interests will have precedence over the development of facilities for recreation, sport and tourism. In particular such developments must:**

**1. Respect and be in keeping with the inherent distinctiveness of the local landscape;**
**2. Be small-scale and constructed from appropriate materials; and**
**3. Make a positive contribution to the understanding and quiet enjoyment of the natural beauty of the AONB.**

*Waterway corridors and open water areas*

10.5.38 Waterways and open water areas are a particularly important recreational resource for a landlocked County like Herefordshire. The major rivers such as the Wye and Lugg have a long tradition of recreational use, both on the water and along the riparian corridor. Navigation rights on much of the Herefordshire lengths of the Wye and Lugg allow considerable recreational use, although this must always be reconciled with the environmental designations along the rivers. The Environment Agency is now established as the navigation authority for the River Wye. Other rivers such as the Teme also have a tradition of limited recreational use, e.g. for canoeing. Along its corridor through Hereford, the River Wye has a special role in the commercial and recreational life of the city that warrants separate consideration in policy terms. In the central area, restaurants, public houses, sports facilities and open spaces line much of the riverbank and its immediate hinterland. In contrast, on some stretches away from the central area, the riverbank margins have become neglected and subject to tipping and litter, and would benefit from environmental and access improvements. The river's historic transport role for trade and leisure has declined, but the potential exists for a renewed contribution to meet wider regeneration objectives and in the context of an integrated transport network, provided adequate infrastructure is available. While new and improved waterfront facilities will always need to be restricted in

scale by the historic, landscape and biodiversity constraints applying to the river corridor, there remains significant scope for appropriate development. Policy RST8 therefore makes specific provision for the river corridor within the city environs.

10.5.39    Waterway recreation may involve the development of facilities such as basins, marinas, jetties, slipways, pontoons, moorings and access sites. Waterside recreation may require access land, recreational routes, car parking and transport facilities and ancillary facilities such as toilets. Proposals to establish low key access to water features, such as picnic sites or information points, will be permitted where they are in accordance with policy RST1 and other policies in the Plan. The development of new permanent moorings away from existing/historic sites or settlements will be resisted, to avoid potential difficulties associated with visual amenity, servicing and infrastructure, and road access. Development of riverside facilities may require the consent of the Environment Agency.

10.5.40    Herefordshire has no major open water areas of regional or sub-regional significance. The largest, at Bodenham, covers 16 hectares, much of which is restricted to nature conservation uses and the rest to low-intensity recreational activities. The smaller ones are not usually natural in origin, having been created as landscape features on estates and farms and/or as recreational facilities for angling, boating, or simply for amenity. Recreationally significant lakes are expected to become available during the Plan period as a result of existing planning permissions for mineral extraction, principally for gravel. The most notable are at the Wellington, Stretton Sugwas and Lugg Valley sites. As these relate to existing restoration conditions for recreational use, they are not identified as proposals in the Plan. Further specific site proposals are not readily identifiable at this stage, but may come forward during the Plan period. Such sites often have a high or potentially high ecological value and this needs to be reconciled with the recreational opportunities that they offer. Zoning for multiple uses within and around individual water bodies can offer a compromise solution, but is only really effective on larger sites. Otherwise, sites may need to be dedicated and restricted to specific uses.

10.5.41    Herefordshire has two disused canal corridors partly within its boundaries – the Herefordshire and Gloucestershire Canal and the Leominster Canal. Sections of both have been infilled, developed or become derelict. The former is the subject of a long-term restoration project with the aim of re-opening the canal link between Hereford and the Severn at Gloucester. Some sections have already been restored. Recognising the recreation, tourism and economic potential of the project, the canal corridor has enjoyed planning protection for several years.

10.5.42    Corridor protection continues in the UDP, following wherever possible the original route. Where the original alignment is already obstructed by development, attention has been given to possible diversionary routes. In Hereford itself an agreed diversionary route is already being protected through planning decisions and this route is shown as a corridor on the proposals map. The canal towpath has the potential to offer a significant recreational facility, including countryside access for walkers, cyclists and horse-riders, and the

opportunity in the longer term to establish a longer-distance/regional route as canal restoration proceeds.

10.5.43    Provision is made for a canal basin to be accommodated within the proposed mixed use development of land at Widemarsh Street, Hereford, close to the original terminus location (see chapter 7 Town Centres and Retail).

10.5.44    The Leominster Canal corridor has no waterway restoration plans, although there is scope for recreational use of remaining towpath sections that have survived as public rights of way.  Recreational development of such routes should be linked to conservation and interpretation of the historic remains of the navigations.

> **RST8   WATERWAY CORRIDORS AND OPEN WATER AREAS**
>
> **Recreational development based on, or associated with, the River Wye and Lugg navigations will only be permitted if it complies with policies NC2 and NC3. Proposals for the development of low-key access to riverside and canalside areas will be permitted subject to detailed planning considerations.  On navigable lengths of river and canal, development involving permanent moorings (other than overnight stays) will only be permitted in basins or marinas, in urban locations or sites used historically for this purpose.**
>
> **Within the environs of Hereford, development directly associated with leisure and transport use of the River Wye and the riverbank corridor will be permitted, provided that an acceptable balance can be reached with the constraints arising from landscape character and quality, from natural and historic heritage.**
>
> **Proposals for the recreational use of existing areas of open water, or new areas that become available as a result of mineral extraction, or for the creation of reservoirs or amenity lakes, will be permitted where:**
>
> > **1.      they serve a recognised sub-regional or local demand;**
> > **2.      they have regard to the needs of all potential users, avoid over-use, and are able to resolve potentially conflicting uses;**
> > **3.      there is no unacceptable conflict with water supply, water quality or commercial uses; and**
> > **4.      there are no over-riding safety issues.**

NATURAL AND HISTORIC HERITAGE

*Areas of Outstanding Natural Beauty*

9.4.5    Herefordshire boasts two landscape areas of national significance, the Wye Valley and Malvern Hills Areas of Outstanding Natural Beauty (AONB).  Both are situated in the eastern parts of the County and both are supported by management plans, which essentially seek to conserve landscape character through various forms of land management.  The primary objective of designation

is conservation of the natural beauty of the landscape. This Plan, through its policies, looks to complement the management plans; reconcile development needs and visitor pressure with the conservation of the AONB landscape and natural resources, and restore vulnerable and degraded landscapes when opportunities arise.

9.4.6 The Malvern Hills AONB is dominated by the narrow, elevated ridge of the Malvern Hills which separates Herefordshire and Worcestershire and extends southwards into Gloucestershire. The special character of the Wye Valley AONB is created by the River Wye which meanders through the broad meadows and scattered woods of the Herefordshire Plains. It contains some of the most dramatic limestone scenery in the County, including the renowned Symonds Yat where deeply inclined meanders have cut into the plateau to form an ancient wooded gorge. The Wye Valley AONB includes part of the Wye Valley Woodlands and Rivers Wye and Lugg candidate Special Areas of Conservation where a specific policy approach applies in terms of the protection of biodiversity interest (see Biodiversity Section 9.5).

9.4.7 Local authorities are now required to prepare management plans for all AONBs. These will be material considerations when determining planning applications.

**LA1 Areas of Outstanding Natural Beauty**

**Within the Malvern Hills and Wye Valley Areas of Outstanding Natural Beauty, priority will be given to the protection and enhancement of the natural beauty and amenity of the area in the national interest and in accordance with the relevant management plans.**

**Development will only be permitted where it is small scale, does not adversely affect the intrinsic natural beauty of the landscape and can be demonstrated either to meet local community or economic needs or enhance the quality of the landscape or biodiversity.**

**Exceptions to this policy will only be permitted when all of the following have been demonstrated:**

**1. the development is of greater national interest than the purpose of the AONB;**

**2. there is unlikely to be any adverse impact upon the local economy ;**

**3. no alternative site is available, including outside of the AONB; and**

**4. any detrimental effect upon the landscape, biodiversity and historic assets can be mitigated adequately and, where appropriate, compensatory measures provided.**

*Sites of international importance*

9.5.9 There are three types of international site designation. Two of these, the Special Area of Conservation (SAC) and the Special Protection Area (SPA) arise from European Directives, the Habitat Directive 1992 and the Birds Directive 1979

respectively.  The Conservation (Natural Habitats) Regulations 1994 implement the European Habitats Directive.  Together, the two categories of European site make up a network of European protected sites known as 'Natura 2000'.  These sites are part of a range of measures aimed at conserving important or threatened habitats and species.  The third category of international site designation, 'Wetlands of International Importance especially as Waterfowl Habitat' known as Ramsar sites are designated under the 1971 Ramsar Convention.  At the time of publication, Herefordshire has no SPA or Ramsar sites, but does have 4 candidate SACs. These are sites which have been proposed to the European Union but not yet formally designated.  The Government's advice is that for all practical purposes these candidate SACs should be treated as though they have been designated.

9.5.10 Currently there are  4 candidate SACs in Herefordshire: The River Wye (River Wye SSSI and part River Lugg SSSI), Downton Gorge, The Wye Valley Woodlands and the River Clun (part of the River Teme SSSI.

9.5.11 Development that may affect internationally designated sites will be subject to rigorous examination.  The Council will consult English Nature on all development proposal affecting internationally designated sites.  Proposals will be assessed to determine likely significant impact and developers may be required to provide further information to enable an appropriate assessment to be made.  Any such proposal will be determined in accordance with Regulations 48-53 of the Habitats Regulations 1994.   Applicants need to discuss the information that must be provided in support of their applications with the local planning authority.

9.5.12 The Council will encourage the management of international sites to sustain and enhance their biodiversity interest.

**NC2  Sites of international importance**

**Development which may affect a European Site, a proposed or candidate European Site or a Ramsar site will be subject to the most rigorous examination.  Development that is not directly connected with or necessary to the management of the site for nature conservation, which is likely to have significant effects on the site (either individually or in combination with other plans or projects) and where it cannot be ascertained that the proposal would not adversely affect the integrity of the site, will not be permitted unless:**

**1.      there is no alternative solution; and**
**2.      there are imperative reasons of over-riding public interest for the development.**

**Where the site concerned hosts a priority natural habitat type and/or a priority species, development or land use change will not be permitted unless the authority is satisfied that it is necessary for reasons of human health or public safety or for beneficial consequences of primary importance for nature conservation.**

*Sites of national importance*

9.5.13 Nationally important sites are designated under the 1981 Wildlife & Countryside Act by English Nature.  Sites of Special Scientific Interest (SSSIs) and National Nature Reserves (NNRs) are of special interest for their flora, fauna, geological or physiographical features.  There are currently 75 SSSIs and 3 NNRs in Herefordshire.  The Council will consult English Nature on all development proposals affecting SSSIs and NNRs; English Nature keeps the sites under review and it is possible that existing sites may be denotified and further sites notified during the Plan period.  The Council is required under the Countryside and Rights of Way Act 2000 to consult English Nature when they propose to carry out operations or issue permissions which are likely to damage the special features on an SSSI.  The Council is also under a duty to seek enhancement works to SSSI's under the CROW Act 2000.  This applies whether or not the operation is taking place on land included within the boundary of the SSSI.

9.5.14 The Council will encourage the management of nationally important sites and habitats to sustain and enhance their biodiversity interest.

**NC3  Sites of national importance**

**Development in or likely to affect Sites of Special Scientific Interest or National Nature Reserves will  be subject to special scrutiny.  Where such development may have an adverse effect, directly or indirectly on the special interest of the site it will not be permitted unless the reasons for the development clearly outweigh the nature conservation value of the site itself and the national policy to safeguard the network of such sites.**

**Where development is permitted proposals should make provision for the enhancement of such sites in order to improve their nature conservation status.**

DEVELOPMENT REQUIREMENTS

*Flood risk*

4.5.5  The susceptibility of land to flooding is a material planning consideration.  Flood risk is generally associated with land adjacent to watercourses, although localised flooding can also occur elsewhere when intense rainfall causes surface flows to exceed the capacity of the existing drainage system.  PPG25 sets out the importance the Government attaches to the management and reduction of flood risk in the planning process, recognising the uncertainties that are inherent in the prediction of flooding and that flood risk is expected to increase as a result of climate change.  Reflecting these uncertainties, PPG25 requires application of the precautionary principle to decision making concerning flooding issues, with a sequential approach ensuring that risk is avoided where possible and managed elsewhere.

4.5.6   A number of areas within the County are at risk of flooding, although the extent of risk varies.   Areas of high risk (as defined in PPG25, i.e. with a 1% annual probability of occurrence) have been identified by the Environment Agency in the form of indicative maps.  For much of the County, these give the best available current information on the approximate extent of such flooding.  Other local data is also available, for instance for Hereford, and has been used in conjunction with the Agency information for the purposes of identifying land liable to flood on the proposals map.  However, it is important to emphasise that the areas shown as being at  risk of flooding are only indicative.  It is also recognised that the limits of floodplains cannot be defined precisely, given the fact that floods are natural events (albeit which may have been exacerbated by human intervention) arising from different combinations of circumstances.  The limits shown are therefore not to be taken as the sole basis for determining where the following policy applies.  There are also other areas of lower flood risk where the policy will be applied.  It is expected that the indicative limits will be updated by the Agency as more detailed information becomes available.

4.5.7   It is necessary to ensure that new development is not at direct risk from flooding, and that development in flood risk areas or elsewhere in catchments does not create or exacerbate flood risk to other land, for instance by reducing storage capacity.  Risks of watercourse pollution during times of flood can also arise as a result of development.  For these reasons development within land at risk of flooding should generally be avoided, and will only be permitted where no alternative location is available on land at lower risk of flooding and which is otherwise suitable in planning terms.   Account will also be taken of other sustainability considerations, including the need to secure regeneration and the reuse of previously developed land.  Where such development is to be allowed, appropriate and acceptable flood protection and mitigation measures should be included.  Developments in flood risk areas should result in no net loss of flood plain storage, should not impede water flows and not increase flood risk elsewhere.

4.5.7a  Government urges greater emphasis on urban regeneration and on redeveloping previously developed land to minimise the take up of green-field land.  Often previously developed land will be vulnerable to flooding.  Proposals for development of such land or the reuse of existing buildings and structures will need to take due account of the risks of flooding, any existing flood defences and the ability to improve them.  A balanced, flexible approach is required which addresses the risk of flooding whilst recognising the damage from under-investment and blight.  The acknowledged risks of flooding might be mitigated by confirmed suitable levels of protection, including protected access, prudent design of development and effective public warning systems.

4.5.7b  PPG25 paragraph 30 requires authorities to give priority in allocating or permitting sites for development, in descending order to the flood zones set out in Table 1 of the PPG, including the sub-divisions in zone 3.  Until the Environment Agency has published maps of the zone 3a, 3b and 3c high risk areas for the County, the Plan interprets those areas on the following basis for the purpose of processing planning applications;

Zone 3a, developed areas – all land within settlement boundaries unless it forms a functional flood plain.

Zone 3b, undeveloped and sparsely developed areas – all land outside settlement boundaries unless it forms a functional flood plain.

Zone 3c, functional flood plain – land within or outside settlement boundaries.

4.5.7c Flood zones should be identified from the Environment Agency's flood data ignoring the presence of flood defences.  Areas currently protected by the defences and the standards of protection provided by those defences will need to be identified.  Development should not be permitted where existing defences, properly maintained, would not provide an acceptable standard of safety over the lifetime of the development as such land would be extremely vulnerable should a flood defence embankment be breached.

4.5.8 Functional flood plains and washlands have important natural roles, not only in regularly accommodating flood waters but also in providing important wildlife habitats and adding to landscape value.  Built development in such areas should be wholly exceptional and will be limited to essential transport and other utilities infrastructure for which there is no alternative location.  Such infrastructure should be designed and constructed to remain operational in times of flood, as well as meeting the other requirements set out above.

4.5.9 In considering planning applications for development within flood risk areas, flood risk assessments should be provided which are appropriate to the scale and nature of the development and which consider:

- Flood risk and surface water run off implications of the proposed development
- Any increased risk arising elsewhere
- Measures proposed to deal with these risks and effects, including use of sustainable drainage techniques.
- Provision of a dry pedestrian access for residential development.

4.5.10 Where necessary, developers will be required to carry out and provide details of hydraulic and hydrogeological investigations to properly determine the implications of proposed development, having regard to the recommendations of the Environment Agency.  Developers should normally fund the provision and maintenance of flood defences or alleviation works that are required because of their development; these will be secured by means of planning obligations.

4.5.11 Finally, consideration of flood issues is not confined to rivers and their flood plains.  Surface water which cannot percolate into the ground or reach natural watercourses can increase occurrence.  Changes in farming, field drainage, lack of maintenance to watercourses, culverts and gullies can effect the rate of flow and time taken for water to travel within a catchment area.  Where new development is allowed proposals should make suitable provision for continued access to watercourses where development occurs. Land adjacent to the top of both banks should be reserved for maintenance and improvement purposes and for recreational use where appropriate, and to secure the retention of river

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corridor habitat.  Such strips of land should be kept free of all new buildings and other structures including means of enclosure, with no raising of ground levels.

**DR7 Flood risk**

**Proposals for development in flood risk areas will need to be accompanied by a flood risk assessment.  Additionally and within high risk areas (zone 3) as defined on the proposals maps, proposals will need to demonstrate through a sequential test that there are no reasonable alternative locations available on land of a lower flood risk, taking account of other environmental considerations.**

**Development within high risk developed areas (zone 3a) may only be suitable for residential, commercial and industrial development provided the minimum standards for flood defence can be provided and maintained for the lifetime of the development.**

**Development within high-risk undeveloped and sparsely developed areas (zone 3b) will not be permitted unless a particular location is essential.**

**Built development within functional flood plains (zone 3c) should be wholly exceptional and limited to essential transport and utilities infrastructure that have to be there.**

**In all cases development will only be permitted where it would not be at an unacceptable risk of flooding or where it is essential to that location.  Any protection, compensatory, mitigation and other measures proposed must be acceptable in safety terms and in terms of their environmental effects. All proposals would need to include a dry access, the necessary minimum standards of flood defence, show that there would be no net loss of flood plain storage and that it would not impede water flows  or increase flood risk elsewhere.**

**Wherever possible sustainable drainage techniques should be used to minimise the adverse effects associated with increased surface water run off.  Adequate access to watercourses and flood defences for maintenance and improvements should be maintained.**

# 3. Herefordshire Community Strategy

The vision for the Herefordshire Strategy is:

> *"Herefordshire will be a place where people, organisations and businesses working together within an outstanding natural environment will bring about sustainable prosperity and well-being for all."*

The Strategy contains five 'guiding principles':

- Realise the potential of Herefordshire, its people and communities
- Integrate sustainability into all our actions
- Ensure an equal and inclusive society
- Protect and improve Herefordshire's distinctive environment
- Build upon the achievements of partnership working and ensure continual improvement

Under the theme of 'Healthier Communities and Older People' reference is made to 'improved participation in cultural and leisure activities for all will have health benefits'.

# 4. Herefordshire Local Area Agreement

The vision for the Herefordshire LAA is the same as that for the Herefordshire Community Strategy.

The overall objective for the Herefordshire LAA is to work towards securing our vision, by improving services and quality of life in Herefordshire. We will use the LAA to:

- Improve Herefordshire's agreed public service outcomes, that are owned by all the delivery partners nationally and locally, and on which we have all committed ourselves to achieving.
- Further improve central/local relationships, by developing new ways of working in partnership to deliver shared aims and improved outcomes for Herefordshire residents. This will include providing better Local Authority Community leadership
- Reduce and simplify the number of Central Government funding streams coming into Herefordshire, by using a Single Pot where appropriate, and to minimise the bureaucracy associated with the control and monitoring of such funds.
- Operate the LAA by ensuring the focus is on what matters and what is making a difference, and by creating greater flexibility for local solutions.
- Target areas of greatest need and prioritise service delivery.
- Use the LAA as the catalyst for bringing partner data collection systems together.

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No outcomes or indicators contained within the LAA have been identified that might directly affect the Council's policy and direction on waterway matters.

## 5.     Wye Valley AONB Management Plan (2004-2009)

This develops a vision and identifies a series of Strategic Objectives for the Wye Valley AONB and sets out an Action Plan to help ensure the Strategic Objectives are implemented.

## 6.     Tourism Strategy for Herefordshire 2002 – 2007

The strategy has the following headings and objectives:

Fostering enterprise and tourism
- To encourage investment in those tourism enterprises and initiatives which are best placed to deliver growth and strengthen employment opportunities.

Enriching the Herefordshire experience
- To establish Herefordshire as a flagship destination for sustainable tourism.
- To enrich the visitor experience by developing new products, offering special opportunities to explore and enjoy distinctive aspects of Herefordshire.
- To enrich the visitor experience by investing in infrastructure and activity in key settlements, strengthening their identity and increasing their attraction to visitors.

Increasing competitiveness
- To prepare Herefordshire to compete more strongly in growth markets, by exploring appropriate growth models, developing niche products and investing in a quality workforce.
- To secure an improved position for Herefordshire in the market place through a carefully planned marketing campaign, fully integrated with the product development programme.

Focusing on the customer
- To focus on the needs of the customer by offering excellent intellectual and physical access to the full range of Herefordshire's tourism product

## 7.     Herefordshire Rivers and Flat Water Study

The following recommendations were made in the Rivers and Flatwater study:

1. That a centre for water-based activities and environmental studies is built at Wellington Lakes.

2. That the implications of running a centre at Wellington as a trust be explored.

3. That the smaller quarry at Lugg quarries is used for wind surfing and canoeing.

4. Water skiing and jet skiing is provided at the Shobdon quarry site.

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5.  That provided that the Wellington site is developed then water-based activities at Bodenham Lake cease when Wellington opens but is then leased to an angling club on strictly defined conditions of use.

6.  The alternatives for an access point to the River Wye, principally for use by those with special needs, is urgently investigated.

7.  The council agrees it's management and maintenance policies towards access points on the rivers Wye and Teme and these are agreed with the Environment Agency and the Wye Navigation Committee.

8.  There is a review of the marketing and pricing structure at the Canoe Centre with a view to contributing to the tourism infrastructure.

9.  That following consideration of this report by Cabinet, that an interdepartmental officer working group be established to progress those items approved by Cabinet.

10. Consideration should be given to working with the council's tourism staff to support the initiative to promote activity-based holidays in the county.

# Appendix 2 – The Wye Navigation Order and Wye Waterway Plan: General Commentary

For an explanation of the powers and responsibilities of the Environment Agency acting as the Navigation Authority you should refer to the Wye Navigation Order 2002. This sets out the general provisions placed upon the Environment Agency and its additional functions, including the making of byelaws. In particular the Agency must consult Herefordshire Council upon proposals to make byelaws, charges and fees relating to navigation, and proposals to construct works that would otherwise be permitted development.

The Environment Agency (Wales) is responsible for preparing the Wye Waterway Plan. The general nature of the actions being advocated by the Environment Agency Wales within the Waterway Plan are such that the more detailed aspects of their implementation will no doubt be determined later. Herefordshire Council is represented on the Wye Navigation Advisory Committee where such aspects are most likely to be considered.

The Wye Waterway Plan and associated Action Plan sets out the Environment Agency Wales's policies for both the waterway and for navigation.

The waterway policies generally seek to:

- Improve access to the two rivers for all modes of transport;
- Increase the use of the rivers for sport, recreation, physical activity and education; and
- Protect the rivers' environment, including from pollution and invasive species, and its landscape and biodiversity.

The navigation policies seek to manage navigation by:

- Applying regulatory powers to ensure health and safety;
- Managing special events; and
- Resolving conflicts between relevant interests.

The Action Plan is not at present site specific. In relation to navigation the Environment Agency proposes further studies and additional developmental work for a range of matters such as identifying access points and areas of conflict between interests, producing navigation standards of service, maintenance and improvement programmes for accesses, health and safety assessments and strategy, the production of standards and codes of practice, and various baseline surveys.

In relation to river craft the Plan proposes to promote the existing use of motorised craft yet promote and enhance existing non-motorised boating subject to environmental safeguards. However significant emphasis is placed upon health and safety actions.

The waterway actions for the current 5 year period are outlined in the table below:

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| Implementation of actions | | Policy reference | Target date |
|---|---|---|---|
| 1 | **PROVIDE AND PROMOTE UP TO DATE INFORMATION FOR WATERWAY USERS INCLUDING DATA ON WATER LEVELS.** | **N1** | 2008 |
| 2 | Develop and publicise website. | N1, W11 | 2009 |
| 3 | **UPDATE AND PROMOTE CANOEIST GUIDE TO THE WYE.** | N1, W11 | 2008 |
| 4 | **CONTINUE TO PRODUCE THE ANNUAL CALENDAR OF MAJOR EVENTS ON THE RIVER WYE LEAFLET.** | N1, W11 | January each year |
| 5 | Publish and promote up to date tourist information about the waterway, including camping, angling, hiring boats. | N1, W11 | 2008 |
| 6 | **DEVELOP LONG-TERM RIPARIAN MANAGEMENT AGREEMENTS FOR THE ROWING STRETCHES.** | **N1, W12** | 2008 |
| 7 | **PROVIDE 3 ADDITIONAL ACCESS POINTS ONTO THE RIVER.** | **N3** | 2010 |
| 8 | **SURVEY ALL PORTAGE POINTS CURRENTLY IN USE WITH THE AIM TO IMPROVE/MAKE SAFE OR REPLACE.** | **N3** | 2007 |
| 9 | **CARRY OUT HEALTH AND SAFETY AUDITS ON ALL COMMERCIAL OPERATORS.** | **N6** | 2006 |
| 10 | **DELIVERY OF PHASE 2 HEALTH AND SAFETY REVIEW.** | **N8** | 2006 |
| 11 | **CONSULT WIDELY AND GIVE FURTHER CONSIDERATION TO A BOAT REGISTRATION SCHEME FOR THE WYE.** | **N15** | 2009 |
| 12 | **DEVELOP ACCESS AGREEMENTS FOR THE UPPER RIVERS AND TRIBUTARIES.** | **N16** | 2006 |
| 13 | **CARRY OUT GAP ANALYSIS.** | N17 | 2007 |
| 14 | **DEVELOP WATERWAY STANDARDS FOR EXISTING FACILITIES.** | N17 | 2008 |
| 15 | **CARRY OUT AN SEA OF THE PLAN.** | N20 | 2006 |
| 16 | **WORK WITH WYE VALLEY AONB TO DEVELOP BASELINE CRITERIA FOR ASSESSING THE IMPACT OF THE PLAN.** | N20 | 2008 |

The full document (and summary document at a later date) can be obtained from the Environment Agency at Hadnock Road, Monmouth NP25 3NQ or viewed on its website at www.environment-agency.gov.uk

# FUTURE SOCIAL CARE NEEDS FOR OLDER PEOPLE AND ADULTS WITH LEARNING DISABILITIES IN HEREFORDSHIRE

## PORTFOLIO RESPONSIBILITY: SOCIAL CARE ADULTS AND HEALTH

**CABINET**                                         **14TH DECEMBER, 2006**

## Wards Affected

County-wide

## Purpose

To consider the findings and recommendations of the review of future social care needs of older people and people with learning disabilities and the services needed to meet them.

## Key Decision

This is a Key Decision because it is likely to result in the Council incurring expenditure above agreed budgets for the service or function (shown as a line in the budget book) to which the decision relates but allowing for virements between budget heads and savings within budget heads of up to £500,000; and it is likely to be significant in terms of its effect on communities living or working in Herefordshire in an area comprising one or more wards.

It was not included in the Forward Plan however inclusion in the agenda gives the required notice in accordance with Section 15 of the Local Authorities (Executive Arrangements) (Access to Information) Regulations 2000.

## Recommendations

**THAT (a)**    **Cabinet agree the proposals set out in the report to move to a more effective and efficient, prevention-based service model and to establish the additional capacity needed to deliver the improvements; and**

     **(b)**    **similar analyses of future needs and services to meet them is undertaken in respect of 18 to 65 year-olds with mental health problems and also those with physical disabilities.**

## Reasons

The recommendations are based on a detailed needs analysis. If implemented they should lead to significant improvement in service for vulnerable client groups in Herefordshire at lower cost than continuing with the current patterns of services.

## Considerations

1.    Herefordshire's adult social care services have been facing increasing financial pressures, against a background of continuously increasing user demand.

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Further information on the subject of this report is available from
Geoff Hughes, Director of Adult and Community Services on 01432 260695

NeedsAnalysisReport14Dec060.doc

2.　In order to understand the demographic pressures facing the County and the way the pressures might translate into service needs to vulnerable adults the Council, jointly with the Primary Care Trust (PCT), agreed to commission a detailed needs analysis looking at the demographic pressures and how these might translate into service needs.

3.　A small project team led by the Council's Corporate Policy and Research Manager and involving the PCT, Adult Social Care and Finance staff has undertaken the needs analysis work.　This work has been independently validated and has been benchmarked with high-performing authorities elsewhere in the country.

4.　The attached report and appendices set out the analysis undertaken and summarise the conclusions both in terms of the demography and the way in which that demography will translate into increased service needs and budget pressures.

5.　The reports also set out a strategy for the future based on a significant shift to a more preventative model of services, which will require a much greater contribution from the voluntary sector.

6.　This new model of service would require some additional investment but not as much as would the current model of service.　It would also enable the Council to improve significantly the quality of services available to the residents of Herefordshire.

7.　Following consideration by Adult Social Care And Strategic Housing Scrutiny Committee, the report will be considered by Cabinet at its meeting on 14th December, 2006.　It is also intended that a seminar will be organised so that the information in the report can be shared with all Members.　This will be followed by a stakeholder seminar with key representatives of the voluntary sector, PCT and other stakeholders to agree the way forward.

## Risk Management

The continuing demographic pressures on the County will have a considerable impact on the Councils capacity to meet social care needs in the County.　These proposals are aimed at mitigating the risk that vulnerable people will not receive the care and support they require.

## Alternative Options

The alternative option is to continue delivering service under the current service delivery models.　It is anticipated that the current service delivery models will not serve vulnerable people as well and will have greater financial implications for the Council.

## Consultees

Adult Social Care and Strategic Housing Scrutiny Committee
Primary Care Trust
Voluntary Sector

## Appendices

Future social care needs and services for older people and adults with learning disabilities in Herefordshire report and associated appendices.

### Background Papers

None identified.

## Membership of the Adult Social Care Assessment Steering Group

| | |
|---|---|
| **Steve Martin (Chair)** | Corporate Policy & Research Manager, Herefordshire Council |
| **Stephanie Canham** | Head of Adult Social Care, Herefordshire Council |
| **John Gorman** | Policy Officer, Herefordshire Council |
| **Mike Metcalf** | Impact Manager - Adults with Learning Disabilities, Herefordshire PCT and Herefordshire Council |
| **Sarah Meredith** | Adult Social Care Accountant, Herefordshire Council |
| **Catherine Nolan** | Service Manager – Learning Disabilities, Herefordshire Council |
| **Martin Smith** | Contracts & Commissioning Manager – Adult Social Care, Herefordshire Council |
| **Peter Sowerby** | Impact Officer – Older People, Herefordshire PCT and Herefordshire Council |
| **Madeleine Spinks** | Principal Research Officer, Herefordshire Council |
| **Andrew Tanner** | Senior Accountant, Herefordshire Council |
| **Diane Topham** | Commissioning Manager - Mental Health, Herefordshire PCT |

## THE EXPERT ADVISERS

**Gerald Wistow**

Currently:

- Visiting Professor in Social Policy, London School of Economics
- Visiting Professor, School of Applied Social Sciences, Durham University
- Academic Adviser, Individual Budgets Pilot Programme, Department of Health
- Authoring ADSS/LGA-commissioned paper on implementing the *Our health, our care, our say: a new direction for community services* White Paper (with Eileen Waddington)

Formerly:

- Director of Nuffield Institute for Health and Professor of Health and Social Care, University of Leeds
- Co-Director, Centre for Research in Social Policy, University of Loughborough
- Chair of Hartlepool Primary Care Trust
- Department of Health Research Coordinator, Outcomes of Social Care for Adults programme
- Member of Community Care and Disability Committee, Joseph Rowntree Foundation
- Member of Inquiry into Long-Term Care (Chair, Sir Peter Barclay)
- Member of Inquiry into Community Care for People with a Severe Mental Illness (Chair, Sir William Utting)
- Princess Royal Trust for Carers: member of Carer Support Advisory Committee
- Specialist adviser to the House of Commons Social Services Committee and Health Committee, including in respect of public expenditure, community care, funding of residential and care homes, and relationships between the NHS and local government
- Member of All-Wales Panel on the development of services for people with mental handicaps

**Eileen Waddington**

Currently:

- Independent Consultant in Health, Social Care and Housing
- Projects include:

    - co-ordination of Department of Health research programme on Outcomes in Social Care
    - developing National Quality Standards for Voluntary Community Care Services (Age Concern)
    - researching views of older people regarding long-term care services (Help the Aged)
    - whole systems reviews of older people's services to re-shape care provision (City of Westminster, York, Rochdale, St. Helens and Knowsley)
    - reviews of services for people with learning disabilities (Kensington, Chelsea, Westminster, Hartlepool)
    - development of Royal College of Nursing Strategy for Nursing Older People
    - developing strategies for an ageing population (Warrington and Salford)

- Authoring ADSS/LGA-commissioned paper on implementing the *Our health, our care, our say: a new direction for community services* White Paper (with Gerald Wistow)

Formerly:

- Director of Community Care, North-West Regional Health Authority
- Department of Health, Community Care Support Force
- Manager, Community Care Division, Nuffield Institute for Health, University of Leeds
- Senior manager, Cheshire, St. Helen's and Cumbria social services departments

**Lynda Hoare**

Currently:

- Independent consultant in social care policy and performance
- Projects include:

    - advising the Department of Health on social care performance policy, including work on Local Area Agreements
    - benchmarking councils' performance and advising on improvements to processes (including Herefordshire Council)
    - support and advice to councils in the preparation of performance submissions to the Commission for Social Care Inspection (including Herefordshire Council)

Formerly:

    - Regional Director, South East, Commission for Social Care Inspection
    - Inspector, Social Services Inspectorate, Department of Health
    - Senior manager, Kingston-upon-Thames and Bradford social services departments
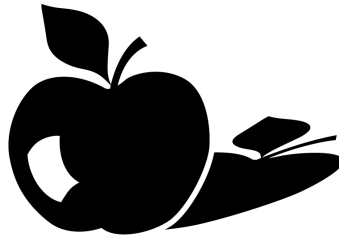
# OLDER PEOPLE
# NEEDS ASSESSMENT REPORT

*Principal factors that will determine the need for social care services*

# August 2006

## Contents

## LIST OF TABLES & FIGURES

## Population trends

- Herefordshire population has an older age profile than the West Midlands Region and England and Wales; 20% is 65 years and over compared with 16% regionally and nationally. This pattern is reflected in each of the 3 age groups within this: 65-74 year olds, 75-84 and 85 years and over.
- The population in older age groups is forecast to increase more rapidly in Herefordshire than nationally, with an increase of 19% forecast for the 65 and over age group by 2011 and an increase of 50% projected from 2004 to 2020. This is particularly evident in the 85 and over age group.
- Population projections indicate that the population of 65 years and over may be 53,000 people by 2020, comprising 28% of the total population in Herefordshire. Again, this is particularly evident in the 85 and over group.

See summary table of population below:

| Older people | 2004 | Forecast pop. 2011 | %change 2004-11 | Projected pop.2020 | %change 2004-20 |
|---|---|---|---|---|---|
| 65-74 years | 18,400 | 22,200 | *20.7%* | 27,600 | *50.0%* |
| 75-84 years | 12,900 | 13,800 | *7.0%* | 17,900 | *38.8%* |
| 85 years & over | 4,200 | 6,000 | *42.9%* | 7,500 | *78.6%* |
| **65 years & over** | **35,400** | **42,000** | ***18.6%*** | **53,000** | ***50.1%*** |

## Effective demand for social care

Several factors drive demand for social care services by older people as distilled in the Wanless Review Report: health and disability-related impairment (physical and cognitive), housing, income/wealth and family and (informal) carer circumstances. These are included in the main body of this report. However the most significant factor in determining higher or effective levels of need is disability so that help is required to carry out one or more of the core Activities for Daily Living (ADLs). These include being able to wash, dress, feed, toilet, get in and out of bed or a chair.

National research shows that increases in healthy life expectancy have not kept up with improvements in total life expectancy over the last 25 years. Using the optimistic scenario forecasts of improved population health from the Wanless Review, estimates of the rates of older people with substantial needs were applied to Herefordshire's current, forecast and projected population. These are people in need of help to do one or more ADL. These figures show that there may be 5,100 older people in need of care in 2011 and 6,500 in 2020, an increase of 55% from 2004 estimates (see table).

The number of older people in need of some help, from those who just need help with shopping or cleaning right up to those who need help with all core daily activities is estimated to be 12,800 by 2011 and 16,200 by 2020 in Herefordshire.

| *HEREFORDSHIRE* | 2004 | 2011 | *%change 2004-11* | 2020 | *%change 2004-20* |
|---|---|---|---|---|---|
| Number of older people with HIGH demand for social care | 4,200 | 5,100 | 21% | 6,500 | 55% |
| Number of older people with SOME dependency | 10,500 | 12,800 | 22% | 16,200 | 54% |

The Wanless Review estimates that nationally the number of older people with substantial needs in England will rise by 55% by 2025. This rate of increase will be higher in Herefordshire due to the older age profile and projected higher rate of increase in the older people population, potentially a 74% increase from 2004 to 2025.

Within these increases there is also expected to be a disproportionate increase in the number of older people with dementia: by 2010 of some 69% (over 700 more people) in those needing continuous support, rising to 97% (over 1,000 more people) by 2015 and likely to carry on rising substantially to 2020. These are based on estimates done for the West Midlands Strategic Health Authority.

## Ability to pay for social care

It is difficult to assess the effect that higher home ownership rates and high house prices in Herefordshire have on the self-funding for social care. The Wanless Review report stated that there is no reliable data for the total private expenditure on care home fees and self-funded domiciliary care. Estimates are that between one-quarter and one-third of care home places are wholly privately funded.

## Informal or unpaid social care

Demand for informal care is estimated to increase by about 45% from 2003 to 2026 according to the Wanless Review report. However availability of informal care may be reduced by a projected decrease in co-residence between adults and elderly parents, an increase in single person households and potentially people may not be so willing in future to provide informal care. The Wanless Report states that great carer support is needed (currently only received by a minority of carers) to *"relieve some of the pressure of care, as the costs of increasing formal care to meet a significant reduction in informal care would be prohibitively high."*

This report does NOT attempt to assess the impact that preventative measures would have on the potential numbers requiring intensive social care. Information on this was not available at the time of writing.

# INTRODUCTION

This report is an assessment of the principal factors that will determine the need for social care for people 65 years and over, a consideration of the particular needs of different age groups and of people with mental health problems. Looking forward to 2020, these will include demographic change, taking into account the expected levels and characteristics of in-migration; the implications of changing patterns of health, treatment, and the development of health care services in response to them; the proportions of people who might be able to pay all or part of the costs of their social care; and the nature and condition of housing. The 2006 Wanless Review Report defines the need for care:

> *"as measured against the outcomes that individuals and society more broadly wish to achieve. In a general sense a need will exist where a person is restricted – as a result of disability, social exclusion and so on – from being able to undertake activities or to achieve outcomes that they value…such as being clean, fed, independent, safe (to a reasonable degree), socially included, fulfilled, etc. Need is therefore synonymous with a shortfall in outcomes, particularly where support and care could help people to improve outcomes."*

# POPULATION OF OLDER PEOPLE

## Current

- Herefordshire's current population is 177,800 (2004 mid-year estimate) of which 20% are 65 years and over (35,400 people). The county has an older age profile than both the West Midlands Region and England and Wales, with a noticeably higher proportion of its population in the older age groups as shown in Table 1.

**Table 1: Percentage of the population in older age-groups, 2004**

| Area | 65-74 | 75-84 | 85+ | 65 & over |
|------|-------|-------|-----|-----------|
| *Herefordshire (number)* | *18,400* | *12,900* | *4,200* | *35,400* |
| **Herefordshire** | **10.3%** | **7.3%** | **2.4%** | **20.0%** |
| West Midlands Region | 8.6% | 5.8% | 1.8% | 16.2% |
| England & Wales | 8.4% | 5.8% | 1.9% | 16.1% |

Source: ONS 2004 mid-year estimates. Note: Figures may not sum due to rounding

- Females outnumber males in every age group of 65 and over, reflecting the higher mortality rates for males at younger ages. The gender imbalance widens as age increases; women form just over half the 65-74 age group; by age 85 and over women outnumber men by more than 2:1.
- The 'Black and Minority Ethnic' (BME) population is considered to be all ethnic groups other than 'White-British'. Experimental statistics from the Office for National Statistics shows that the percentage of ethnic groups other than 'White British' in Herefordshire has increased from 2.7% at the time of the 2001 Census to 3.3% in 2003 in Herefordshire. This is a growth of 22.9% of this population compared to just a 1.1% for the total county

population. The figures for England show that the 'BME' population has grown from 13.0% to 14.2%. Anecdotally over the last few years Herefordshire has experienced a large influx of migrant workers from Portugal and Ukraine; Poland, Lithuania and other nationals of new European Union member states.

## Recent trends

- Although Herefordshire's total growth has been broadly similar to the national rate, the numbers of people in older age groups have increased much more rapidly in Herefordshire than in England and Wales as a whole, as shown in Chart 1.

**Chart 1: Observed population change (%), 1998 to 2004**
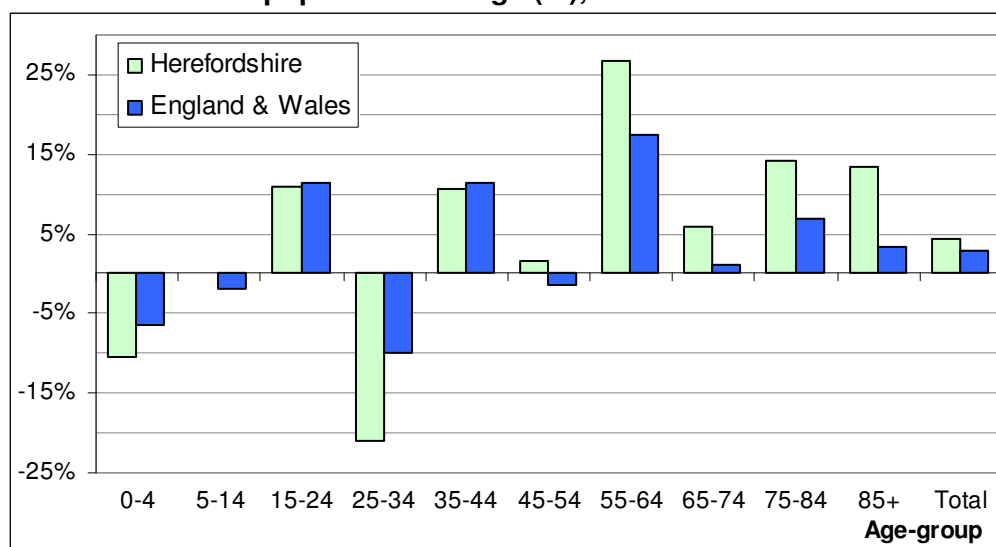


Source: ONS mid-year estimates

## Spatial distribution within the county

- Despite perceptions that rural areas have higher proportions of older people, Map 1 shows that there is no clear pattern. Census Output Areas (small geographies) with high proportions of their populations aged 65 and over are scattered all over the county, from some of the most rural areas to Hereford City.
- Considering only those Herefordshire residents aged 65 and over, and grouping Output Areas according to the official urban/rural classification, 56% live in rural areas, which is only slightly higher than the proportion of Herefordshire's total population that live in rural areas (54%).
- About 29% of the 65 and over age group live in Hereford and a further 10% in rural areas within 8 miles of the City centre. The market towns of Leominster, Ross-on-Wye, Ledbury, Bromyard and Kington are home to a further 26%, whilst the remaining 35% live in villages and rural parts of the County.

**Map 1: Proportion of Herefordshire population aged 65 and over (2001 Census Output Areas)**



© Crown copyright. All rights reserved. Herefordshire Council. 100024168. (2006)
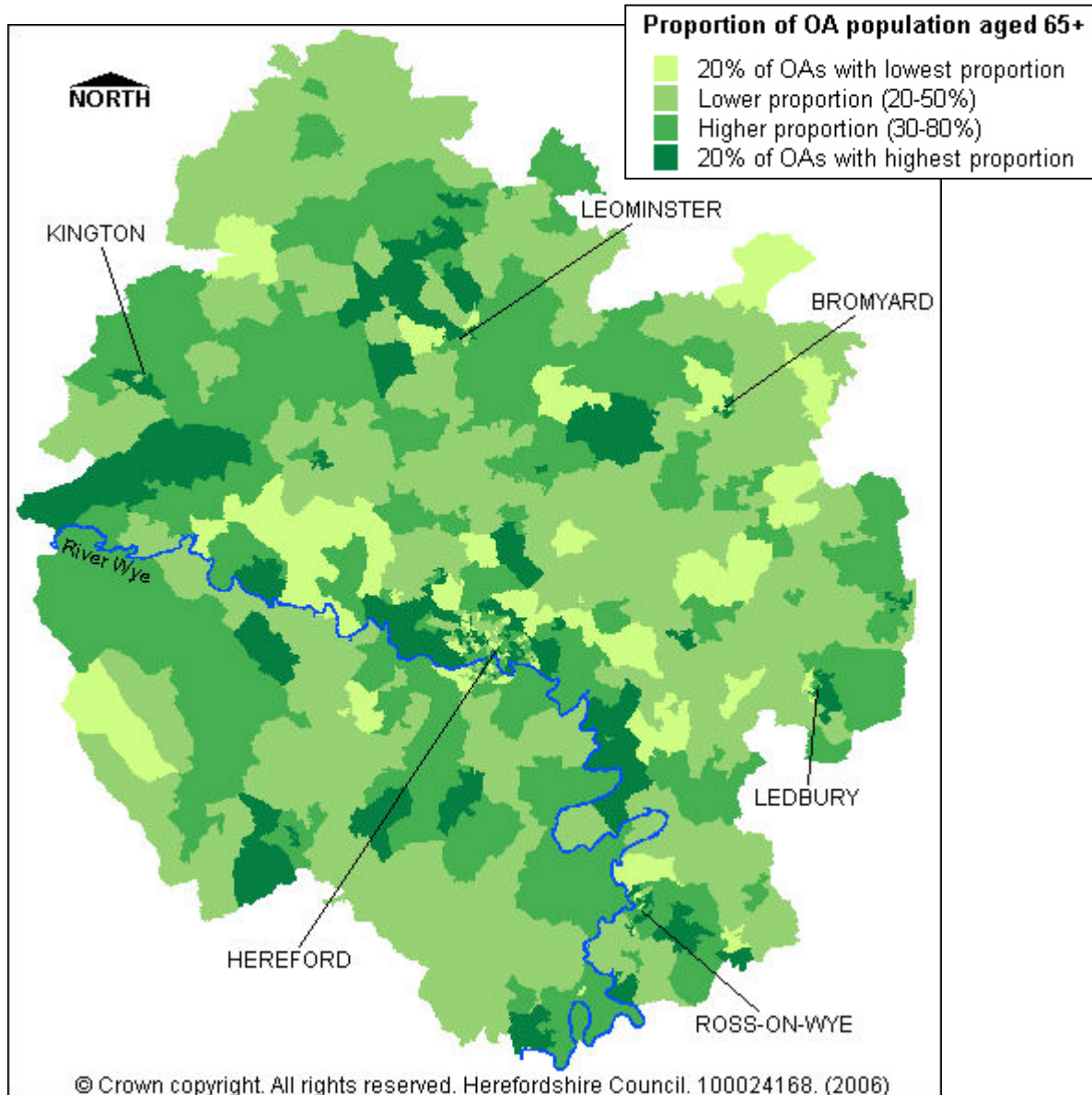
## Migration

- Migration estimates indicate that, between mid-1998 and mid-2004, Herefordshire had a net increase of nearly 7,000 people due to 'within UK' migration. So, whilst the annual natural change due to births and deaths has been negative, the county has gained just over 1,100 people on average each year from other parts of the country.
- Detailed information on the ages of migrants between Herefordshire and the rest of the UK is only available from mid-2000. The smallest flows (both in and out) are in the 65-69 and 70-74 year-old age groups, with averages of around 200 or fewer people moving in each direction per year. (The largest flows are within the 20-24 year age group).
- 2001 Census data indicates that a significantly lower percentage of Herefordshire's migrants (both in and out of the county) were either retired or aged 75 and over than the percentage in the population as a whole (economic activity was only classified for those people aged 16-74).

- The only available information regarding permanent international migration into Herefordshire from outside the UK is from the Census. This represented just 0.3% of the county population at the time but 54% were aged under 30 – a much higher rate than migrants from within the UK and of the population as a whole.

## Forecast population to 2011

- Population forecasts for Herefordshire are based on recent and nationally projected trends in births, deaths and migration, and also take into account future housing provision expected under the UDP. The 2002-based forecasts show that the ageing of Herefordshire's population structure is expected to continue[1].
- Whilst the total population is expected to grow at a slightly lower rate (2.6%) than that of the whole of England and Wales (as projected by the Government Actuary's Department), the population in the 55-64 and older age groups is expected to increase much more rapidly in Herefordshire than nationally. See Chart 2.
- The 65 and over age group in Herefordshire is forecast to grow by 18.4% by 2011 to 42,000 people.

**Chart 2: Expected population change (%), 2004 to 2011**
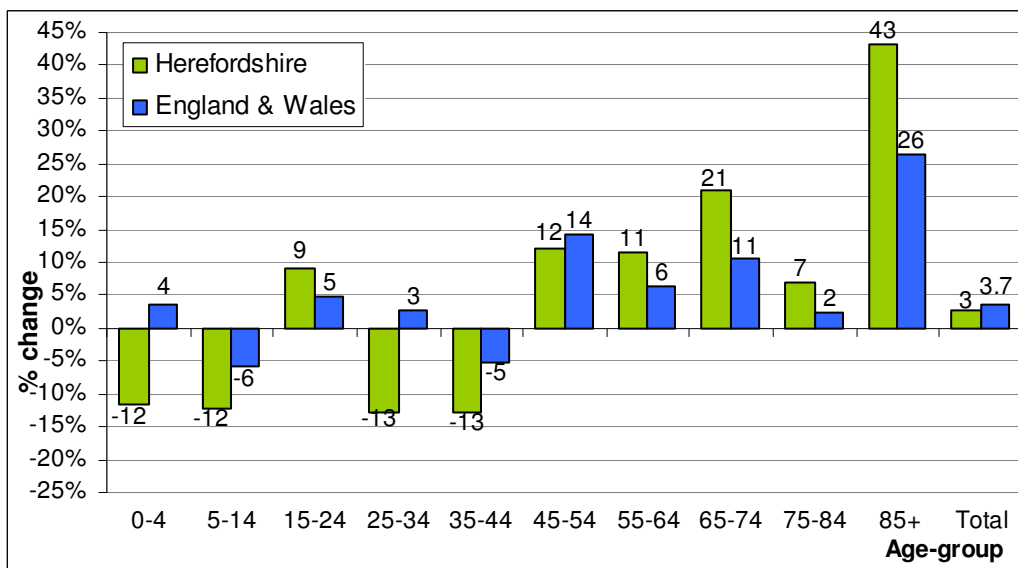


Source: GAD 2004-based population projections for England and Wales; Herefordshire Council Research Team 2002-based forecasts for Herefordshire using ONS mid-year estimates.

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[1] Please note that the 2011 forecasts for Herefordshire are currently being updated using 2004 figures but are not yet available.

## Projected population in 2020

- The Government Actuary's Department produces population projections, based on recent and nationally projected trends in births, deaths and migration. They do not take account of future housing provision expected under the UDP as the population forecasts do (for Herefordshire).
- The population of people 65 years and over in Herefordshire is projected to increase by 50% between 2004 and 2020, compared with a projected 8% increase in the total population.
- The 2020 population of people 65 years and over is projected to be 53,000 people comprising 28% of the population in Herefordshire
- The population of people aged 85 years and over is projected to increase by 79% between 2004 and 2020 to 7,500 people.
- A summary of the current, forecast and projected population of older people is shown in Table 2.

**Table 2: Summary table of current, forecast & projected population of older people in Herefordshire**

| Older people | 2004 | Forecast pop. 2011 | %change 2004-11 | Projected pop.2020 | %change 2004-20 |
|---|---|---|---|---|---|
| 65-74 years | 18,400 | 22,200 | *20.7%* | 27,600 | *50.0%* |
| 75-84 years | 12,900 | 13,800 | *7.0%* | 17,900 | *38.8%* |
| 85 years & over | 4,200 | 6,000 | *42.9%* | 7,500 | *78.6%* |
| **65 years & over** | **35,400** | **42,000** | ***18.6%*** | **53,000** | ***50.1%*** |

Source: ONS 2004 mid-year estimates, Herefordshire Council Research Team 2002-based forecasts, GAD 2004-based population projections for England and Wales.
Note: Figures may not sum due to rounding

## HEALTH & DISABILITY

Detailed information on the health and disability rates at a local authority level is lacking so several datasets are shown in this section. (The Wanless report also acknowledges that estimates of the numbers of people with disability are uncertain). The 2001 Census provided two direct measures for Herefordshire: a self-defined rating of health and self-reported long-term illness or disability which limited daily activities. More detailed information on type of disability and effective demand for social care are given by applying modelled rates from national research and applied to Herefordshire's population.

## Overall health

- At the 2001 Census, residents were asked to rate their overall health over the previous 12 months (good, fair or not good). Overall 69% of Herefordshire's population said they were in good health and 8% 'not good', which was similar to regional and national figures.
- The proportion stating their health was 'not good' increased with age from 15% of 65 to 74 year olds to 32% of people 85 years and over (20% overall for people 65 years and over).
- Herefordshire's population are expected to live longer on average than the population of England in general with increases over the last 10 years broadly in line with national trends. Based on 2002-04 data, life expectancy for males at birth is 77.5 years whilst for females it is 82.5 years (compared to 76.6 and 80.9 respectively for England).

## Limiting long-term illness

- Nearly half (47%) of the residents aged 65 or above self-reported having a limiting long-term illness (LLI) at the time of the 2001 Census i.e. a long-term illness, health problem or disability, which limits daily activity or work. This is a lower rate than that of older people in the West Midlands (53%) and England and Wales (52%).
- The proportion steadily increases from 36% of 65 - 74 year olds to 75% of the 85 and over age group.  See Table 3.

**Table 3:  Herefordshire's 65 years and over population with a limiting long term illness at the 2001 Census**

| Age Group | Number with a limiting long term illness | % of population |
|---|---|---|
| 65 - 74 | 6,334 | 36% |
| 75 – 84 | 6,320 | 53% |
| 85 and over | 2,983 | 75% |
| **65 and over** | **15,637** | **47%** |

Source: 2001 Census – Crown Copyright, T05.
Note: Includes people in communal establishments.

- Assuming that the Census rates will continue to apply, there may be another 3,200 people with a limiting long term illness or disability in 2011 and a further 5,100 by 2020 compared with 2004.
- Table 4 shows simple estimates of numbers of older people with a limiting long term illness in 2004, 2011 and 2020, done by applying the Census rates to the current, forecast and projected population of these age groups.

**Table 4: Estimates of Herefordshire's 65 years and over population with a limiting long term illness in 2004, 2011 and 2020**

| Herefordshire | 2004 | 2011 | 2020 |
|---|---|---|---|
| **65 to 74** | 6,600 | 8,000 | 9,900 |
| **75 to 84** | 6,800 | 7,300 | 9,400 |
| **85 and over** | 3,200 | 4,500 | 5,700 |
| **65 & over** | 16,500 | 19,600 | 24,700 |

Source: Herefordshire Council Research Team

An analysis of the population with a limiting long term illness by urban/rural areas shows that there is a higher proportion living in urban areas (47%) in Herefordshire compared with rural areas (22% live in 'rural village' areas, 20% in 'rural dispersed' and 11% in 'rural town' areas).

## Disability

- Research at a national level (Bajekal & Prescott) suggests that the prevalence of LLI is higher than that of disability for all ages, except those aged 85 and over when disability rates become higher. Older people may under-report LLI because they consider activity limitation to be a normal consequence of ageing.
- Assuming this estimated overall rate of serious disability continues and applying this to the forecast and projected population in Herefordshire, Table 5 shows estimated numbers of older people with a serious disability in 2004, 2011 and 2020.
- However these rates differ slightly from those of more recent estimated national rates from the PSSRU model[2] of 30% of older people with some disability and 7 to 8% with a severe disability. However a further breakdown by age was not given. The Wanless Review Report provided 'base case' modelled estimates of population by level of dependency, which gave rates of 30 to 31% of older people with some dependency from help with shopping to 2 or more ADLs (help with personal care).

**Table 5: Estimated numbers of people 65 years and over with a serious disability in Herefordshire**

| HEREFORDSHIRE | % with a serious disability | 2004 | Forecast 2011 | Projected 2020 |
|---|---|---|---|---|
| 65-74 | 9% | 1,656 | 1,998 | 2,484 |
| 75-84 | 17% | 2,187 | 2,340 | 3,035 |
| 85+ | 39% | 1,640 | 2,342 | 2,928 |
| 65 & over | 15% | 5,256 | 6,236 | 7,870 |

Source: Herefordshire Council Research Team

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[2] Personal Social Services Research Unit (PSSRU) model of future demand for long-term care, Wittenberg *et al*, 2006.

# Mental Health

This section summarises information from the Banerjee report for the West Midlands Strategic Health Authority. National prevalence rates of dementia in older people were applied to local areas, using the Medical Research Council's Cognitive Function and Ageing Study (MRC CFAS), 1998. This provided information on the distribution of dementia in terms of severity (minimal, mild, moderate or severe dementia) and type of residence (institutional or community). However there was a caveat in the Banjeree report that *"results presented should be used to give a general 'ball park' idea of the expected increased pressure on services in the coming years rather than be used as a robust planning tool"*.

- The overall prevalence of dementia for those aged 65 and over was given as 7.3% of which most (57%) are estimated to have moderate or severe dementia with a greater need for ongoing social and medical support.
- The prevalence rate increases with age from less than 2% in those aged 65 to 69 to affect around a quarter of people aged 85 or over. There is a gender effect with more women than men with dementia in those aged 75 and over.
- The estimated number of dementia cases in Herefordshire in 2005 is 2,660 people or 14.9 per 1,000 population, which is the highest in the West Midlands South SHA area, which is also projected to increase at a greater rate, as shown in Table 6.
- The number of people with dementia in need of regular ongoing support (those with moderate to severe dementia needing community support and mild to severe dementia needing institutional care) is estimated to be 1,051 people in 2005, projected to grow to 2,070 by 2015. Incidence rates of dementia rise exponentially with age so due to the numbers entering this group, the rates of increase are very high as shown in Table 6.

**Table 6: Estimates of numbers of people aged 65 and over with dementia in Herefordshire 2005 – 2015**

| HEREFORDSHIRE | Estimated Number | | | % change in number | |
|---|---|---|---|---|---|
| | 2005 | 2010 | 2015 | 2005-2010 | 2005-2015 |
| *Older people with dementia* | *2,660* | *3,029* | *3,450* | *14%* | *30%* |
| Older people with dementia in need of regular ongoing support | 1,051 | 1,775 | 2,070 | 69% | 97% |

Note: Based on MRC CFAS results and ONS 2003 based sub national population projections

- Prevalence rates from the Health Survey for England (2000) used in the 2006 Wanless Review Report show just over 3% of the older population have severe cognitive impairment based on its cognitive function scoring. This is similar to the proportion of older people with dementia in need of regular ongoing support (Banerjee estimates) of all older people in Herefordshire.
- The Wanless Report also stated that rates of severe cognitive impairment are much higher for people aged 85 and over: 14% for 85-94 year olds and 40% for 95 and over. Almost 40% of older people who need help with 1 or more ADLs have a severe cognitive impairment.

# HOUSING

## Type of housing

Housing tenure is included here as a proxy for socio-economic status[3]. Another reason is that the current means test for local or health authority funded support in residential or nursing home care generally takes account of the value of the person's home (unless it is occupied by their spouse or an older or disabled relative). This means that older home-owners who live alone generally need to fund their residential or nursing home care privately, while older tenants and older home-owners living with their spouse are often eligible for public funding. If assets (savings, investments and value of home if left empty) are more than £20,500 then older people must pay for the full cost of residential or nursing home care.

- 73% of people aged 65 and over are owner occupiers (73%), very slightly higher than the population as a whole. However this is predominantly in the 65-74 age group where 78% are owner occupiers, which decreases to 56% for people aged 85 and over. See Chart 3.
- People aged 85 and over are more likely to live in communal establishments such as care homes, than other age groups.
- The 65-74 age group is slightly less likely to live in rented social housing (i.e. housing association) than the 75 and over groups.
- Older people with a limiting long term illness or disability are more likely to live in social housing and communal establishments.
- Home Point is a choice-based letting agency for social housing in Herefordshire. As of the end of 2005, 17% of the applicants on the register were over 60 years (740 applicants) compared with 26% of Herefordshire's population being over 60. Since its inception in 2002 sheltered housing properties have had a much lower average number of bids per property (5.6) than general purpose properties (19.1).
- In 2005 CSCI[4] commissioned a national MORI survey of preferences for care and support when older if needed. People overwhelmingly preferred to stay in their own home with care and support from friends and family (62%) or from trained care workers (56%) compared to sheltered housing with a warden (27%) or 'move in with a son or daughter' (14%).
- It is difficult to assess the effect that higher home ownership rates and high house prices[5] in Herefordshire have on the self-funding for social care. The Wanless Review report stated that there is no reliable data for the total private expenditure on care home fees and self-funded domiciliary care, however estimates are that between one-quarter and one-third of care home places are wholly privately funded. Some research done locally (Herefordshire Council Adult Social care) suggests a third of care homes are probably privately funded in Herefordshire.

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[3] As used in the PSSRU model, Wittenberg et al, 2003
4 CSCI = Commission for Social Care Inspection, figures from background paper to Wanless Social Care Review Report.
[5] Average price of property in Herefordshire was £204,180 compared to £191,327 in England and Wales and £160,341 in the West Midlands (HM Land Registry, 4th quarter 2005)

**Chart 3: Housing tenure of people aged 65 years and over**
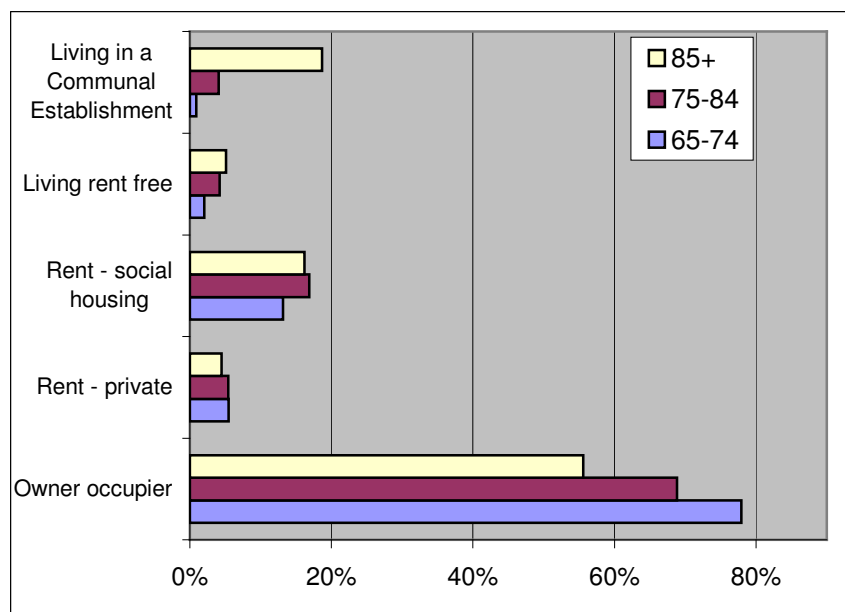


Source: 2001 Census – Crown copyright

## Condition of housing

A House Condition Survey was undertaken in 2005 (including owner occupied and rented properties) and the findings from the draft report are shown below.

- 44% of heads of households surveyed were over 60 compared with just 34% found in the national survey, reflecting the age structure in Herefordshire.
- The survey found that housing with the highest rate of 'non-decency' or unfitness[6] (41%) were for households where the head of household is over 85 years of age. Those headed by people from the 75- 84 age group had the second highest rate of unfit housing at 39%.
- These results indicate an association between condition of housing and older age groups, potentially issues of affordability or inability to attend to maintenance issues. Affordability of necessary repair work is likely to be an issue for 'equity rich cash poor' older households.
- Lowest incomes were strongly associated with the oldest and the youngest (under 25 year olds) heads of households.
- The survey found a strong association between residents with disabilities and income, with 58% of dwellings where a resident with a disability lives having a household income below £10,000 per annum, compared to 30% of households where no persons with a disability live.  This represents approximately 9,100 such dwellings in Herefordshire.
- One of the reasons given by social workers for admissions to care homes in the Wanless Report was having physically unsuitable housing. Health-related causes are the primary reasons but *"poor housing is an issue that goes beyond social care"*. The findings of the housing condition survey

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[6] Dwelling decency categories: meets the minimum fitness standard for housing, in a reasonable state of repair, has reasonably modern facilities and provides a reasonable degree of thermal comfort (House Condition Survey, Herefordshire Council, Nov 2005)

therefore have implications for the potential of improvements in housing condition for older people as one way of reducing the need to go into residential care.

## Living arrangements

Burholt & Windle's report (2006) highlights that older people living alone, and in particular women living alone are more likely to live in poverty than people living with others. In addition the potential for informal care is higher for those people living with others than those living alone (Wittenberg et al, 2006).

- At the 2001 Census, 65% of people 65 and over in Herefordshire lived in a household with other people, 31% lived alone and about 4% lived in communal establishments such as care homes,.
- The proportion living alone rises from 22% for the 65-74 age group to 47% of the 85 and over age group.
- Similarly, people aged 85 and over are more likely to live in residential homes and other communal establishments (19%) than younger agegroups.
- Assuming that the current trends in living arrangements prevail, there are likely to be about 13,000 older people living alone in Herefordshire by 2011 and 16,400 in 2020. Of those aged 85 and over the numbers living alone will rise from 2,000 people to 3,000 in 2011 and 3,500 in 2020. These may be conservative estimates; the trend towards single person households amongst younger age groups will eventually be manifested in the older cohorts and there will be an increasing prevalence of single person households amongst older people. There was a slight increase in the proportion of older people living alone between the 1991 and 2001 Census in Herefordshire and ODPM household projections show that in England average household size fell over this time period and is expected to fall from 2.37 in 2001 to 2.14 by 2021.

## Marital status

Burholt & Windle's report (2006) stated that marital status had a bearing on material resources – older people who are widowed, divorced or separated are more likely to experience low levels of material resources (no rates given).

- Overall for people aged 65 and over 32% were widowed at the 2001 Census, much higher rates than the population as a whole in Herefordshire (9%). There were slightly lower rates of divorce for people aged 65 and over (5%) compared to the overall population (9%).
- The proportion of those who are widowed increases with age from 18% of 65-74 year olds widowed to 68% of people 85 years and over; with the divorce rate remaining similar over these age groups.
- Assuming the proportion of those who are widowed stays constant, there are likely to be about 13,400 older people widowed in Herefordshire by 2011 and 17,000 in 2020.

| **ABILITY TO PAY** |
|---|

Social care for older people is funded in a number of different ways. One estimate in the Wanless Report suggests that 38% was funded by local authority social services, 27% by the NHS and 35% by individual service users or their families . Charge rates for care home places are determined nationally with state funding unavailable to older people with assets above £20,500 but charges for domiciliary care are decided by local authorities under national guidelines so vary considerably across the country. The report also asserts that *"those who more most likely to need long-term care are also least likely to be able to pay for it",* from survey data for people aged 50 and over showing that disability is correlated with lower income and assets.

Some research done locally (Herefordshire Council Adult Social care) suggests a third of care homes are probably privately funded in Herefordshire.

Some research done locally[7] suggests a third of care homes are probably privately funded in Herefordshire. A telephone survey of the majority of professional care agencies in Herefordshire indicated that 40% of the domiciliary care is council funded and 60% is self-funded. This means approximately 800 people were self-funding domiciliary care from professional providers in the county.

A Joseph Rowntree Foundation report (Burholt & Windle, 2006) found that older people with low levels of material resources were over-represented by women, those living alone, people who are widowed, divorced or separated, in poor health, with lower education and living in deprived neighbourhoods. Aspects of the population in these sectors are shown in the following sections.

## Income deprivation affecting older people

- 11% of older people in Herefordshire live in income deprived households i.e. aged 60 and over who are claiming income support [8], a possible under-estimate due to lower take-up rates of benefits. No further breakdown of age is given in this dataset.
- This varies by area from 4% to 28% with 5 areas in Herefordshire falling within the 25% most deprived nationally for this aspect of deprivation. These areas with higher proportions of older people living in income deprivation are in Hereford, Bromyard and Leominster.
- If this rate is applied to the current, forecast and projected population of older people in Herefordshire; in 2004 about 3,900 older people lived in income deprived households and potentially about 5,800 would in 2020.

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[7] On care homes by Adult Social Care, on domiciliary care by the Welfare Rights Team, both at Herefordshire Council

[8] Income Deprivation affecting Older People Index (ODPM, 2004), measured in 2001 and 2002. Comprises the percentage of a super output area's population aged 60 and over, claiming Income Support/Jobseeker's Allowance-Income Support and their partners (if also aged 60 or over).

Benefits

**Pension Credit**
- Pension Credit was introduced in October 2003 as a replacement for the aspect of Income Support Benefits that ensured a Minimum Income Guarantee (MIG) for people aged 60 years and over. Latest figures show that there were 7,470 people aged 60 years and over receiving pension credit in Herefordshire in 2004.
- The claim rate calculated by DWP is the proportion of this age group that are claiming this benefit, where Herefordshire has a lower claim rate than England & Wales.
- However it is important to note that benefits need to be claimed for and the proportion of older people claiming benefits consistently falls short of the proportion eligible for support. It has been estimated that the level of income provided by the state is lower than that required to cover the costs of living and that in 2002/03 about a fifth of pensioners in the UK lived in households with low income (below 60 per cent of median income)[3].

**Attendance Allowance**

- Attendance Allowance (AA) is a benefit for people over the age of 65 who are disabled (physically or mentally) and need a great deal of help with personal care or supervision. This help is provided during the day or night but a higher rate of attendance allowance is given if they need both. It is one of the main universal state benefit of older people with dependency.
- There were 5,645 claimants of Attendance Allowance in Herefordshire in August 2004. 68% of these claimants were aged 80 years or over, 68% of claimants were female and 54% of claimants were claiming the higher rate of Attendance Allowance.
- National figures (English Longitudinal Study of Ageing) show that only 27% of Attendance Allowance claimants used either state or privately funded formal social care, 29% received neither informal or formal care and 44% received informal care. Another data source showed that 70 – 80% of community-based service users claim Attendance Allowance (Wanless Report).

**Earnings**

- Earnings in for people who work in Herefordshire are lower than those for the West Midlands region and England. Figures for 2005 show that the average annualised earnings for Herefordshire were  £18,313 compared with £20,988 for the West Midlands and £22,750 for England[9].

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[9] Annual Survey of Hours and Earnings, Office for National Statistics, 2005.

## PROVISION OF UNPAID CARE

The supply of informal care affects the demand for social care provided by the local authority or organisations.

- In 2001, 10% of Herefordshire's population provided unpaid care[10] at some level (17,600 residents), which is the same as England as a whole but slightly lower than the West Midlands Region (11%). Across all areas the majority of carers provide between 1 and 19 hours a week.

- There are higher proportions of people in rural dispersed and village locations who provide unpaid care (11%) compared with 9% in urban areas in Herefordshire. This trend is reflected across the whole West Midlands Region although with slightly higher proportions: 12% and 11% respectively. The Wanless Review Report stated that very rural areas have a higher proportion of adults providing care and also in the previously industrialised areas such as the West Midlands Region.

- 21% of the carers in Herefordshire were aged 65 or over, 14% were 65-74, 7% were 75-84 year olds and 1% were 85 and over. (50% of carers were aged between 45 and 64). Of all people aged 65 and over living in households, 7% provided 1-19 hours unpaid care per week; 1% gave somewhere between 20 and 49 hours care per week whilst 4% provided in excess of 50 hours per week each on average.

- The general health of older carers must be a cause for concern; in the event of a breakdown, the burden of care could well fall on statutory agencies. 16% of all older carers, suffered from poor health, of whom 45% supplied on average more than 50 hours per week of unpaid care.

- Demand for informal care is estimated to increase by about 45% from 2003 to 2026 according to the PSSRU model. However availability of informal care may be reduced by a projected decrease in co-residence between adults and elderly parents, an increase in single person households and potentially people may not be so willing in future to provide informal care. The Wanless Report states that great carer support is needed (currently only received by a minority of carers) to *"relieve some of the pressure of care, as the costs of increasing formal care to meet a significant reduction in informal care would be prohibitively high."*

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[10] The 2001 Census asked whether respondents provided unpaid care, i.e. did they look after or help any family member, friend or neighbour who needed support because of long-term physical or mental ill-health or disability or problems related to old age.

## EFFECTIVE DEMAND FOR SOCIAL CARE

Several factors drive demand for social care services by older people as distilled in the Wanless Review Report: health and disability-related impairment (physical and cognitive), housing, income/wealth and family and (informal) carer circumstances as discussed above.

**However the most significant factor in determining effective or higher levels of need is disability which results in an inability to carry out one or more of the main Activities for Daily Living (ADL).** These include being able to wash, dress, feed, toilet, get in and out of bed or a chair. This would cover the basic daily living needs and safety needs of older people but not necessarily address the whole agenda of the Government White Papers "Independence, well-being and choice" and "Your health, your care, your choice".

- National research using ONS figures shows that shows that increases in healthy life expectancy have not kept up with improvements in total life expectancy over the last 25 years. In other words disability-free life expectancy as a proportion of total life expectancy has decreased.
- The Wanless Review report gave estimates of the numbers of older people with a disability (using age-specific prevalence of diseases) and in need of help with 1 or more ADL, under 3 different future scenarios:
    1. **No change**: age-specific prevalence of diseases remain the same with prevention strategies and effective treatments offsetting potential increases in obesity and other trends.
    2. **Poor health** (projected increased rates of obesity and arthritis): obesity trends continue with subsequent effect on prevalence of arthritis, stroke, coronary heart disease and vascular dementia. Some prevention strategies in place but fail to offset increased prevalence. Treatment focus on reduction in mortality rather than disability.
    3. **Improved population health:** Individuals 'take their health seriously and there is a decline in risk factors, particularly obesity and smoking'. The health service is responsive with effective disease prevention and treatments.
- All 3 scenarios show significant projected rises in the numbers of disabled older people in England by 2025, to varying degrees: 67% increase in scenario 1, 69% in scenario 2 and 57% in scenario 3.
- Wanless also incorporated another model (PSSRU, 2004) used to calculate rates of dependency measured by ability to do ADLs, which included rates of severe cognitive impairment in older people. These rates were applied to population projections (GAD, 2004). The numbers from this 'base case' closely approximated the improved population health scenario figures for England.
- Therefore, the improved health scenario rates of dependency given for England were applied to Herefordshire's current, forecast and projected population, to provide estimates of the numbers of people in need of social care in the future. Those in need of help to do 1 or more core Activities of Daily Living (ADL) are in high demand of social care, as shown in Table 7.
- The Wanless Review estimates that nationally the number of older people with substantial needs will rise by 43% by 2022 and 55% by 2025 (from

2002). This rate of increase will be much higher in Herefordshire due to the older age profile and projected higher rate of increase in the older people population, potentially an increase of 55% between 2004 to 2020 and 71% between 2004 and 2025.

**Table 7: Estimates of the number people aged 65 and over with a higher demand for social care in Herefordshire from 2004 to 2020**

| *HEREFORDSHIRE* | **2004** | **2011** | *%change 2004-11* | **2020** | *%change 2004-20* |
|---|---|---|---|---|---|
| Number of older people with HIGH demand for social care* | 4,200 | 5,100 | 21% | 6,500 | 55% |
| Number of older people with SOME dependency** | 10,500 | 12,800 | 22% | 16,200 | 54% |
| * Groups 3 & 4 dependency classification: dependent for help with 1 or more core Activity for Daily Living (ADL) such as getting out of bed or getting dressed. ** Groups 1 to 4 dependency classification: includes those with no core ADL difficulties but only IADL difficulties e.g. shopping or cleaning, those with difficulty in doing core ADLs (Group 2) and upwards (Groups 3 & 4). | | | | | |

Source: Wanless Report, 2006; applied to Herefordshire population figures.

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# Older people:
# proposed high-performing services

**Pattern and Levels of Care Services for Older People (snapshot of daily numbers of users)**
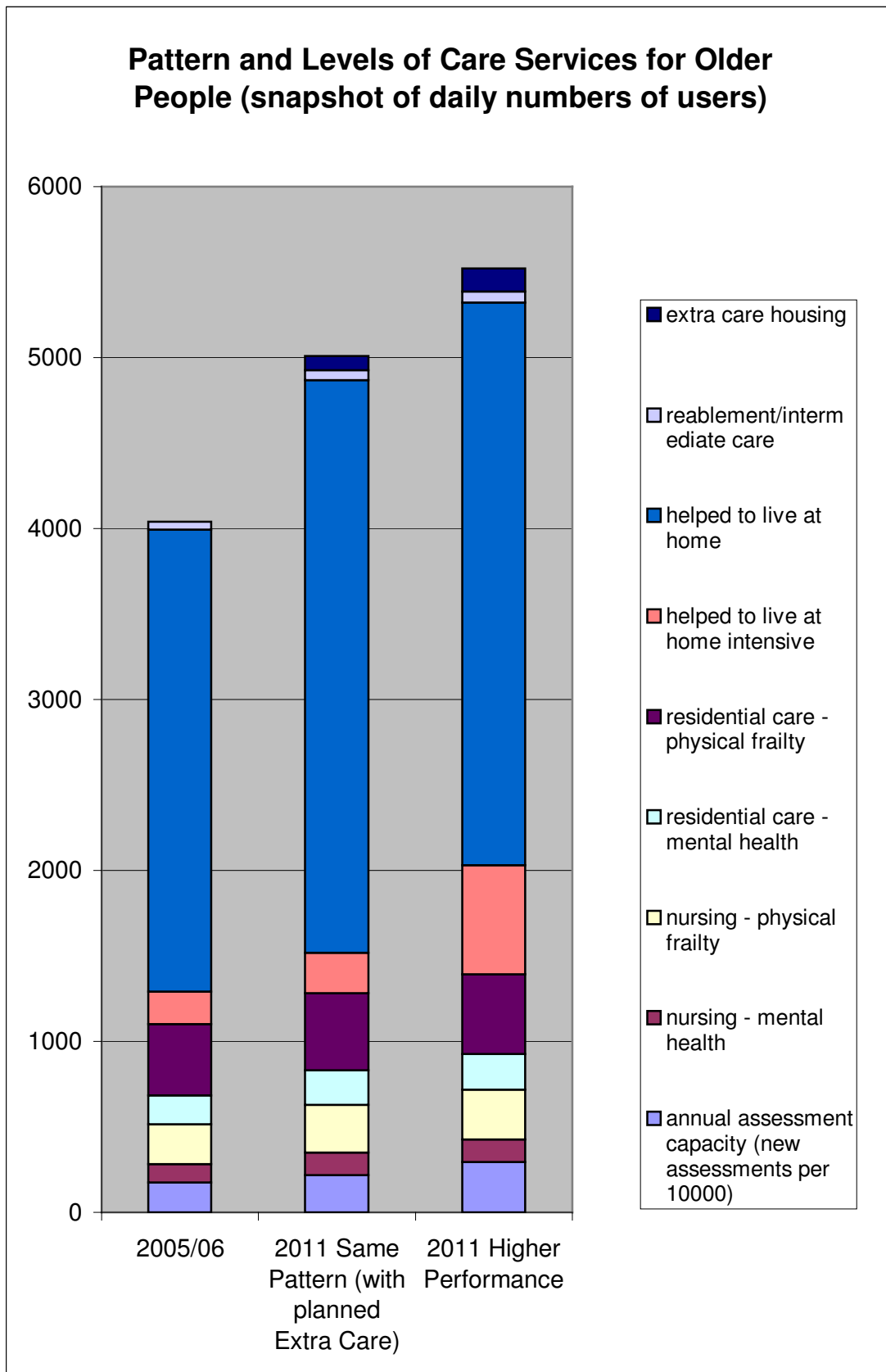
**PROPOSED MODEL OF SERVICES FOR 2011 AFTER MODERNISATION (older people).**

**Overview**

The population of older people as a whole within the County is expected to grow by around 19% by 2011. The most significant increase is however the almost 43% increase in the 85+ age range. Allowing for this and that over 56% of current services are provided for individuals in this age range, the overall service increase required is estimated to be in the order of 24% just to maintain the current levels of services proportionate to the population.

The first bar on the chart shows the current pattern of service as at 2005-06 (4,040 daily users).

The second column shows the service in 2011 with broadly the same pattern of service, though with some planned extra care, delivering an additional 24% of service in line with the anticipated increase in demand (5,010 daily users).

The third column shows the pattern of service in 2011 reflecting a higher performing service, consistent with achievements in the comparator authorities and national targets, serving over 36% more of the relevant population (5,510 daily users) compared to the 2005-06 figure. This increase in the level of service being provided reflects the proposed change to a more preventative style of service delivery, with a reduction in the proportion of residential provision linked to an increase in the volume and range of services supporting people to remain at home. This model requires the parallel development of the community-based initiatives described in paragraphs 2.4 to 2.6.4 of the main report but not referred to in this chart.

**Breakdown of service levels for proposed higher performance model.**

**Mental health - Nursing**
This is proposed to increase from 106 places in 2005-06 to 131 places in 2011, an increase of 24%.

**Mental health - Residential Care**
This is proposed to increase from 169 places currently to 210 places in 2011, an increase of 24%

Taken together, the increase in provision for mental health matches the expected headline increase in service need as a whole. However, given the further specific increase expected in demand for mental health provision, brought about by an increase in instances of conditions such as Alzheimers, mental health care home provision in the proposed 2011 model will be for the more acute and serious cases, whilst less serious cases will be accommodated through an increase in the helped to live at home services.

**Physical frailty - Nursing**
This proposed to increase from 234 places currently to 290 places in 2011, an increase of 24%.

**Physical frailty - Residential Care**
This is proposed to rise from 417 places to 467, an increase of 12% after taking into account a shift to extra care housing provision (see below).

Taken together, the proposed increase in provision for physical frailty is just over 16%, reflecting the move to a greater use of home-based help and preventative measures.

**Helped to live at home - Intensive care**
It is proposed that this will increase from 190 clients currently to 635 clients, a more than three-fold increase. This reflects the changes in service patterns to a higher proportion of intensive social care provided to people helped to live at home.

**Helped to live at home**
This is planned to increase from 2,703 clients to 3,292, an increase of just under 22%.

**Extra Care Housing**
This is provision which currently does not exist in the county. It is planned that 135 places will be created by 2011 to meet demand.

Taken together, the helped to live at home and extra care housing will provide an additional 40% of provision, when compared to current levels of support.

**Reablement/intermediate Care**
This is proposed to increase from 45 places to 65 places, an increase of 44% by 2011. This will be a combination of bed-based rehabilitation such as Orchard House and an increase in capacity of home-based rehabilitation support such as the STARRS service. Because these services provide short-term support with high turnover of clients, the impact of this increase on the number of people helped to live at home over the course of a year will be large.

**Annual assessment capacity (new assessments).**
It is proposed that there will be a significant increase in the capacity to provide new assessments of clients. The current number of new assessments is 1,763 per year. By 2011 it is proposed that there should be capacity for 2,958 assessments, an increase of 68% being necessary to meet the growth in demand and the standards achieved by top performing authorities.

**Appendix 5**

# THE CURRENT AND FUTURE NEEDS OF PEOPLE WITH A LEARNING DISABILITY IN HEREFORDSHIRE

## 1st June 2006

## Lydia Bailey and
## Mike Metcalf

# Contents

## Population and trends

- 531 adults are known to Herefordshire Learning Disability Services in April 2006. The majority of these people have a moderate, severe, or profound learning disability, but the service also supports some people with mild learning disabilities.

- 531 is lower than the number that could be anticipated by national prevalence rates for people with moderate to profound learning disabilities, and might imply that some people who would be eligible for services are currently unknown. It is quite possible that these people will be referred for services in the future. The chart below shows the range between known and potential numbers of service users.

**Known and Potential service users**
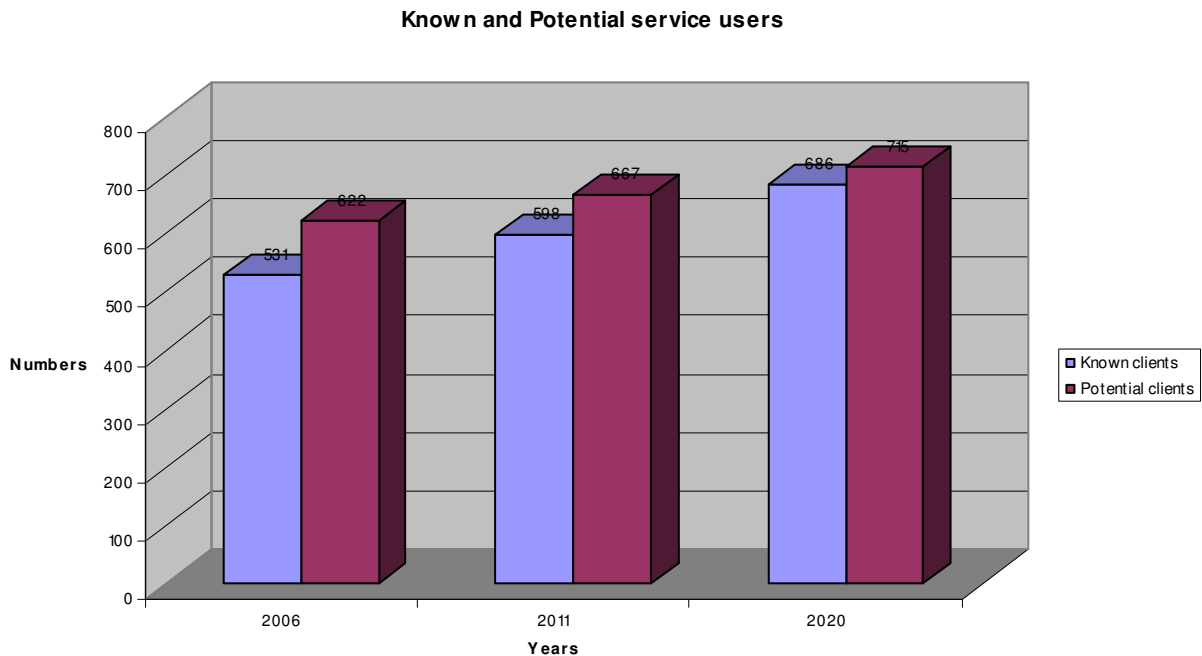


*The figures for "potential clients" are based on Emerson and Hatton's estimate of 0.46% of general population related to the proportion of over 20s (see page 9 below). The figure for known clients in 2020 assumes an average of 10 new school leavers per annum. The 2011 forecast figure takes account of the changed age profile for the whole population – ie. a higher proportion over 20 (79.5%). The 2020 projection assumes 81% will be over 20.*

- It should also be noted that the ONS-sub population projections for 2020 are based on recent demographic trends and do not take into account housing provision as population forecasts do (only available to 2011 from the Herefordshire Council Research Team).

- As in the rest of the population, people with learning disabilities are living longer, and the effects of this on service demands are already being felt. The age profile of the

client group for the service will change substantially over the next 15 years, and shift towards the older groups, as shown in the chart below.

**Age Profiles for 2006, 2011 and 2020**
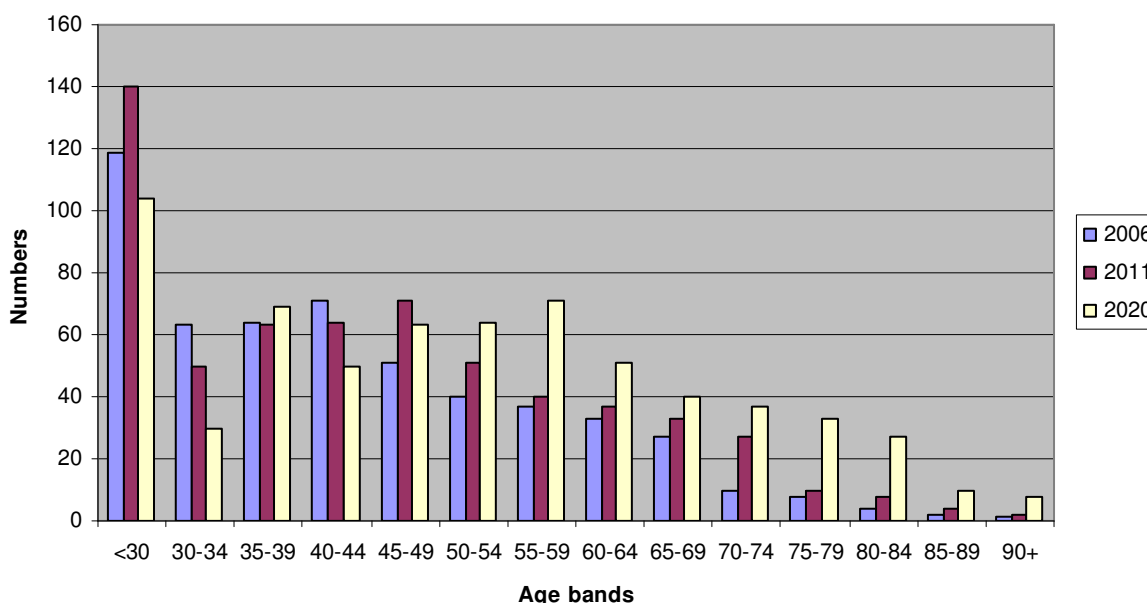


## Demands for social and health care

- By the time people with learning disabilities reach their mid 40s, most have moved from the family home into other accommodation and support (ranging from independent living to intensive residential or nursing care). At this age, most family carers are around 70 years old or more. In Herefordshire, there are currently already 33 people living with a family carer over the age of 70 (22% of those in family care).

- The level of demand for care and support services is largely reflected in the dependency levels of the client group. Two major factors influence the changes to the dependency profile of the client group in 2006 and future years:
    - the transfer of children and young people with learning disabilities to adult services (many of whom are now surviving very severe disabling conditions into adulthood)
    - the ageing population of people with learning disabilities, who consequently need more care and support in daily living.

In Herefordshire, clients are assigned into 6 dependency bandings (with 1 being lowest and 6 highest). The changing dependency profile is shown in the table below and takes account of children in special schools who will transfer to adult services in the next 10 years:

|  | **2006** | **2011** | **2015** | **% change** |
|---|---|---|---|---|
| Lower dependency (Bands 1 & 2) | 226 | 245 | 245 | +8% |
| Higher dependency (Bands 3 – 6) | 305 | 355 | 388 | +27% |

- Overall, the number of people in the higher dependency bands will rise by ¼ in the next 10 years (to 2015).

- An important but unknown factor is that people with milder learning disabilities who are not eligible for a service at present may become eligible in the future as their age and dependency increases.

- Another factor is a purely local phenomenon. Herefordshire has a high level of learning disability residential care beds per head of population compared with other authorities (the highest in the West Midlands). The availability of beds has led to an influx of people from outside Herefordshire. At present, out-county people comprise up to 22% of the total population of adults with learning disabilities living here.

- The impact on local services is twofold:
    - Demands for health services from both general teams and the specialist Community Learning Disabilities Team (CLDT)
    - Referrals to the Community Team for adult protection investigations (this currently amounts to between 25-30 per annum)

These already impinge on the capacity of the CLDT to meet local needs, and any further expansion of residential facilities will add to these demands.

## Herefordshire Background Information

- Herefordshire is a Unitary Authority, which has co-terminus boundaries with the Primary Care Trust.

- Current population is 177,800 (mid 2004 estimate).

- Herefordshire has one of the lowest population densities in England and Wales with 0.8 people per hectare. This creates challenges with regard to transport and access to services.

- Herefordshire faces specific challenges in the future as it is predicted that although the general population increase will be in line with England, the number of people over retirement age will increase significantly. This will be accompanied by a large decrease in the number of people aged 0-4 years and 25 – 44 years.

- In 2005 property prices in Herefordshire have increased at a higher rate than that for England (6.2% compared with 4.6% average) with the average house price being £204,180 in the last quarter of the year (£191,327 for England and Wales).*

- Unemployment in Herefordshire remains low at 1.7%. This is compared to 2.6% in the West Midlands and 3.3% in Great Britain*.

- Average earnings are well below the West Midlands average. In November 2005 full time gross weekly earnings were £352.00 for Herefordshire compared with £402.50 for the West Midlands**.

- Although there has been little ethnic diversity in the past, the situation is changing rapidly since the recent expansion of the European Union.
  - 97.5% are White British (compared with 87.5% in England and Wales).
  - 0.2% are Asian or Asian British (compared with 4.4% in England and Wales).
  - 0.1% are Black or Black British (compared with 2.2% in England and Wales).
  - 0.2% are from Chinese or other ethnic backgrounds (compared with 0.9% in England and Wales).
  - The largest single ethnic minority group has been traditional or Romany travellers.
  - For some years there has been a large influx of seasonal workers from Eastern European countries in the summer, to work as fruit pickers.
  - Very recently, many people from both Eastern Europe and Portugal are becoming full time residents, as economic migration brings a fairly rapid change to the ethnic and cultural composition of the county.

*Quarterly Economic Report February 2006 – Herefordshire Partnership

** Quarterly Economic Report November 2005, Herefordshire Partnership

# National Prevalence of learning Disability

**Definition of Learning Disability**

The World Health Organisation defines a learning disability as 'a state of arrested or incomplete development of mind'. Someone with a learning disability is also said to have 'significant impairment of intellectual functioning' and 'significant impairment of adaptive/social functioning.

Although no official statistics exist which show how many people have a learning disability within the UK, there is information available from epidemiological studies and known prevalence rates.

The latest work in this area done by Eric Emerson and Chris Hatton (Institute of Health Research, Lancaster University, 2004) suggests that the true rate of learning disability in the U.K. is 2% of the population (higher in some age groups than others) making a total of 985,000 people in England.

This figure would cover the total range of learning disability across the general population. However some people would not need to access specialist services and would manage well within their local communities with support from generic services.

People with a learning disability are often categorised by the level of learning disability they have. This usually includes 4 divisions:

| Degree of Disability | IQ range | Typical levels of need |
|---|---|---|
| Mild | Between 50 -70 | People with a mild learning disability are usually self-sufficient and live independently, although they sometimes need community and social support.<br><br>Skills: Hold a conversation. Full independence in self-care. Practical domestic skills. Basic reading/writing |
| Moderate | Between 35 -50 | People with a moderate learning disability can carry out work and self-care tasks with moderate supervision. They typically acquire communication skills in childhood and are able to live and function successfully within the community in a supervised environment such as supported housing.<br><br>Skills: Limited language. Need help with self-care. Simple practical work (with supervision). Usually fully mobile. |
| Severe | Between 20 -35 | People with a severe learning disability will be able to fulfil basic self-care tasks and have some communication skills. They need to live in highly supported environments such as small residential homes or supported living.<br><br>Skills: Use of words/gestures for basic needs. Activities need to be supervised. Work only in very structured/sheltered setting. |

| | | |
|---|---|---|
| | | Impairments in movement common. |
| Profound | Less than 20 | They may be able to develop basic self-care and communication skills with appropriate support and training. However will always require high levels of care and support (24 hour) Often have additional impairments such as mobility, and associated health needs.<br><br>Skills: Cannot understand requests. Very limited communication. No or very limited self care skills. Usually incontinent. May have mobility difficulties. |

Some individuals are also described as having 'profound and multiple disabilities', indicating they also have physical disabilities with varying degrees of sensory and mobility problems, and may use a wheelchair.

People with a learning disability may also have behavioural problems, which can range from mild to very challenging. This may be linked to specific disabilities, communication difficulties, epilepsy, or mental health problems.

The majority of specialist services funded through a local authority are usually to meet the needs of people with moderate, severe and profound learning disabilities (including people with multiple disabilities), and providing some support and preventative services to a number of vulnerable people with mild learning disability.

Typically there are 3 - 4 people with a moderate to profound learning disability for every 1000 people in the population (0.4%) This means nationally there are approximately 210,000 people in England. This figure would include 65,000 children and young people, 120,000 of working age and 25,000 older people.

Evidence suggests that the number of people with a moderate to profound learning disability will increase by 1% per annum for the next 15 years. This is for four main reasons:

- Increased life expectancy, especially among people with Down's Syndrome.
- Growing numbers of children and young people with complex and multiple disabilities who now survive into adulthood.
- A rise in the number of school age children with autistic spectrum disorder, some of whom also have a learning disability.
- Greater prevalence among some minority ethnic populations of South Asian origin.

## Herefordshire Profile

**Prevalence of learning disabilities**
There are 2 methods to calculate the expected number of people and the results can be compared with the true caseload of the service;

1. National prevalence and levels of disability method:
In Herefordshire, given the current population figures of 177,800 (mid-year estimate for 2004), the number of adults with a moderate to profound learning disability would be approx. 711 people, of which approximately 23% would be under the age of 20. This means that Herefordshire would expect to be supporting approx **547** adults with a moderate to profound learning disability, and providing preventative services to a number of vulnerable people with a mild learning disability.

The number of people currently known to the Adult Learning Disability Services is **531.** This matches the predicted number fairly closely and is the figure that has been used for all analysis purposes within this report.

2. Administrative prevalence:
Emerson and Hatton (2004)* used a more pragmatic measure of "people with learning disabilities who are known to learning disability services", based on studies of LD registers in 24 authorities. This produced an administrative prevalence rate of 0.46% of the general population, of which 75% are 20 or older, 64% between 20 – 59, and 12% over 60. People with moderate and mild disability levels but receiving support would be included in these numbers.

Current estimates for Herefordshire using this rate gives a total figure of 818 people of whom **614*** are over 20 – ie. an additional 91 over those currently known to the service. There could be discrepancies relating to different eligibility criteria for services in the areas studied for this prevalence rate.

Need for services
It is worth mentioning that, even with a perfect match between national and local figures, there is never a perfect correlation between levels of disability and the need for services. This is because the need for service supports varies considerably even within each level of disability. Factors such as social support networks, capacity of families, previous experience, individual health factors etc. are different for each individual.

Other factors, which have direct relevance are now examined.

**Age Distribution**
This is analysed in some detail because the balance between younger and older age groups is set to change significantly (see above).

* The figure of 622 quoted in the Summary (page 3) includes a further 8 known clients under 20 years old

Fig. 1
Age distribution of people with a learning disability, known to Herefordshire learning disability services.

**Age distribution at 01/04/06**



And in more detail ……….

**Age distribution at 1/04/06 in 5 year bands**
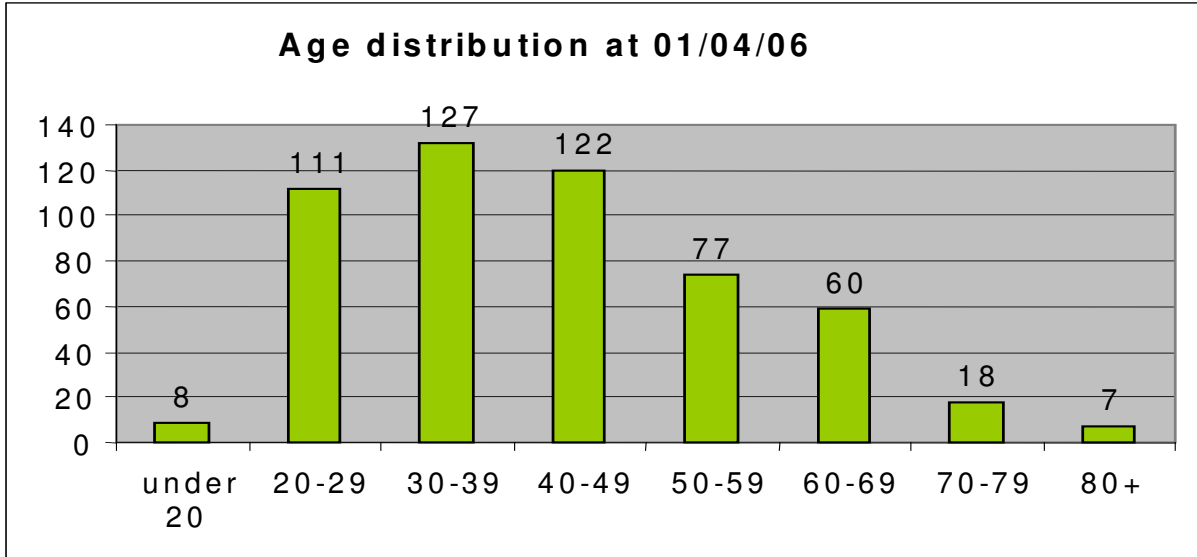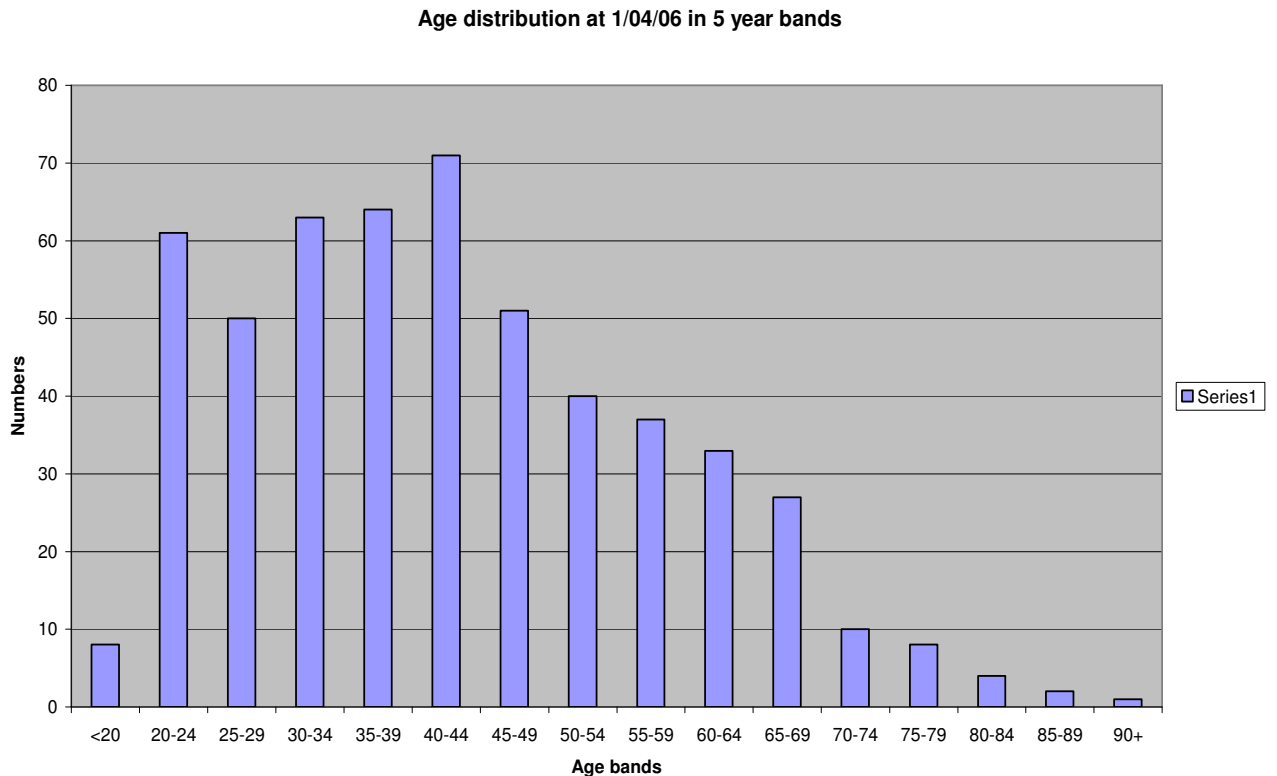
## Dependency Bandings for all current clients

All people known to the service have been assigned to a dependency category that reflects the demands on the service. **This reflects the "effective demand" for local services in early 2006**. Band 1 represents low dependency and Band 6 represents high.

<u>LD Banding matrix</u>

| Band | Description | Possible Indicators |
|------|-------------|---------------------|
| **BAND 1** | **Minimal support** People with low level need. Need minimal support. | • With minimal/community support can keep safe, meet own personal care needs, travel independently, and can sustain some involvement in activity (social, occupational) <br> • May need some support because of Mental Health problems, adult protection issues etc. |
| **BAND 2** | **Low-medium support/no care** People with low/medium levels of support need, may require 24 hour support (not care) vulnerable | • Needs supervision or support for set times of the day, in the form of prompts and guidance, There can be gaps in support (either short or medium gaps) <br> • Reduced ability to sustain community involvement (social, occupational). <br> • Vulnerable and possible mental health problems, adult protection etc. |
| **BAND 3** | **Medium-high support/low level care** People with medium/high support needs (24hour) and low-level, personal care needs. | • There can be no gaps in support, over the 24 hour period. <br> • May need assistance with some personal care, <br> • Does not require night time attention (waking night support) |
| **BAND 4** | **High support/low - medium care** People with medium/high level support/care needs, may have additional needs, such as low level challenging behaviour or epilepsy etc | • Needs 24 hour support and/or personal care <br> • May require night-time assistance possibly because of epilepsy. <br> • May have behaviour which is difficult to manage, including self injurious but does not pose a serious risk or danger. <br> • May have low level physical disability which limits independence. |
| **BAND 5** | **High Support/High Care** People with profound and multiple disabilities or specialist needs because of challenging behaviour or complex health needs. | • Needs 24 hour support and care <br> • May have medical needs which require ongoing management <br> • May display difficult behaviour which requires ongoing management and presents some risk to self or others. <br> • May have extensive physical disability requiring hands on support. |
| **BAND 6** | **Specialist support/care** People with very specialist needs either because of very challenging behaviour or complex MH or health problems. | • Needs specialist 24 hour care and support <br> • May have very challenging behaviour, which requires management by specially trained staff and poses serious risk to self or others. <br> • May have ongoing medical needs which require management |

This is the profile for clients in Herefordshire in April 2006:

|        | Numbers | %    |
|--------|---------|------|
| Band 1 | 27      | 5%   |
| Band 2 | 199     | 37%  |
| Band 3 | 185     | 35%  |
| Band 4 | 63      | 12%  |
| Band 5 | 43      | 8%   |
| Band 6 | 14      | 3%   |
| Total  | 531     | 100% |

The dependency bandings are fairly evenly distributed in the younger age groups, but obviously increase proportionately in the older clients. For example, the proportion in bands 1 and 2 (lower dependencies) is 46% in the under 50s, but drops to 35% in the over 50s. The chart below illustrates this.



Dependency categories in 10 year age bands
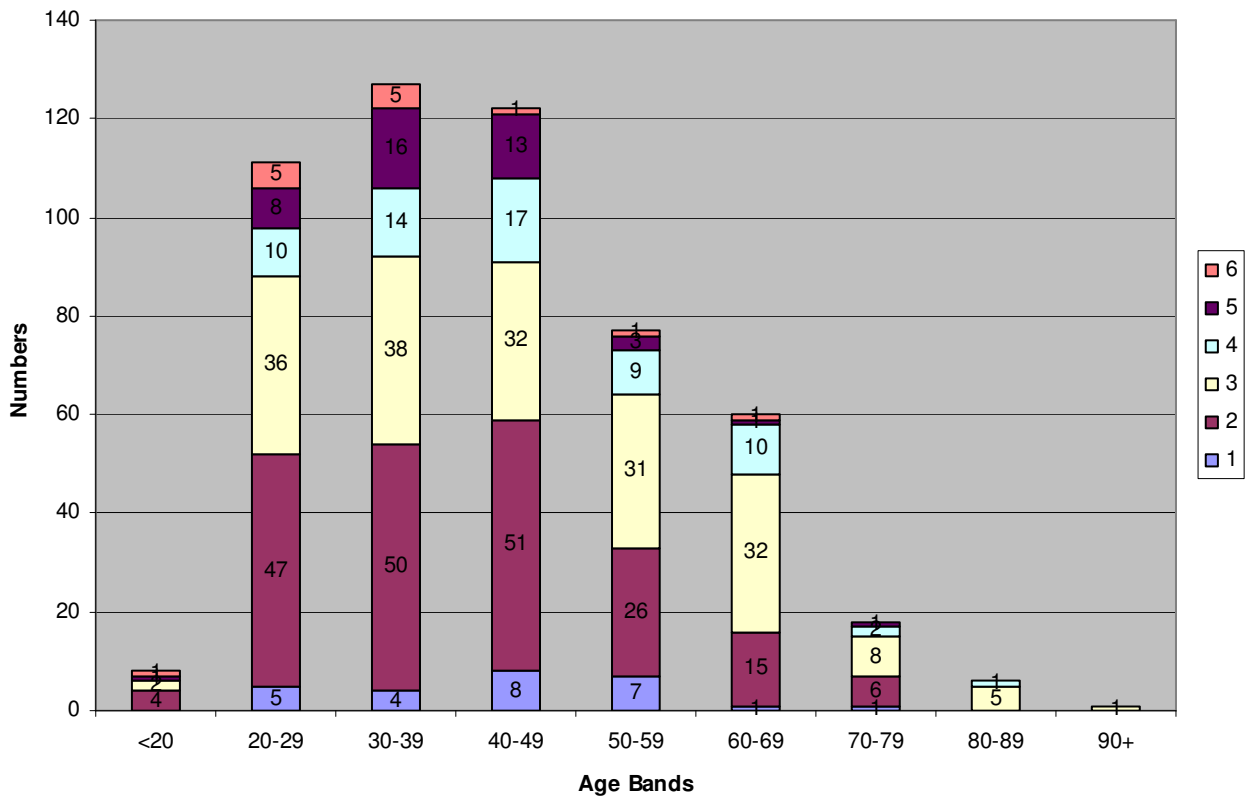
NB. The graph only illustrates the situation at present, and does not reflect the future. In the next section, the changing age profile is illustrated, and this will be reflected in the banding profile too.

## Where people live

This is obviously a critical factor for predicting future service demands. The current pattern is as shown in the chart:



**Living situations**

- Residential care– 189 (36%)
- Family - 153 (29%)
- Independent – 79 (15%)
- Adult Placement – 55 (10%)
- Supported Lodgings – 25 (5%)
- Supported Living – 19 (4%) (intensive)
- Other – 11 (2%)
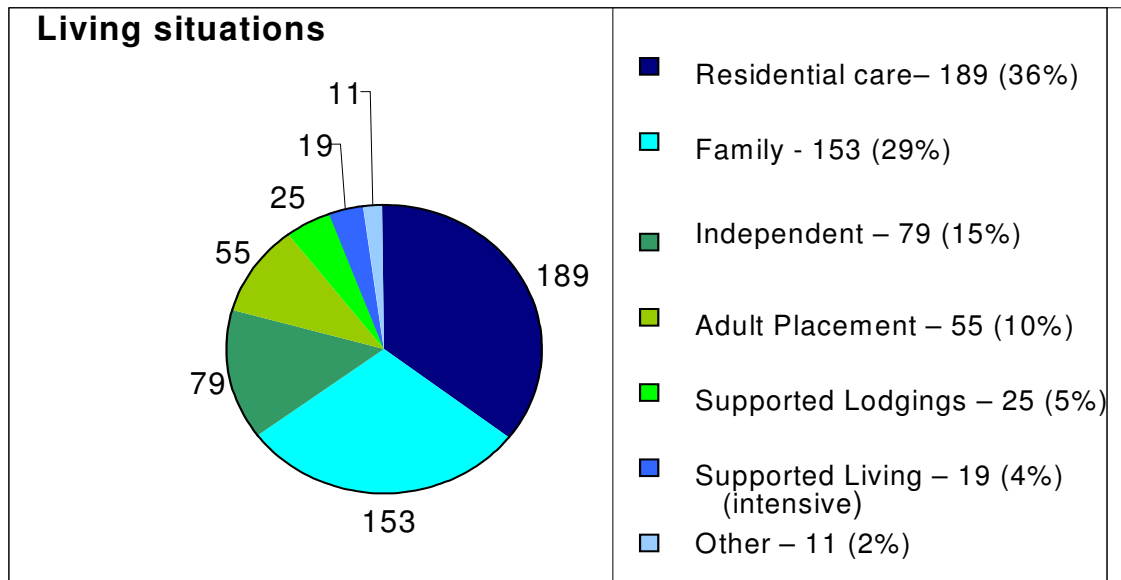
It can be seen that the largest number of individuals are living in registered care homes, although this is balanced with a higher than average number of people living in their own home with or without support and supported lodgings. However the most unusual aspect of the breakdown is the very low proportion of people who are living with family carers (153 out of 531 people).

In the majority of authorities 75% of the know population would be living with family carers. In Herefordshire this is 29%. This means that a much higher proportion of people are living in registered care, resulting in Herefordshire having the highest number of care beds as a percentage of the population in the West Midlands.

### People living with family carers
This group needs special attention in predicting future service needs.

The following shows the breakdown of ages of the people currently living with unpaid family carers.

**Age distribution of people living with family carers (1/04/06**
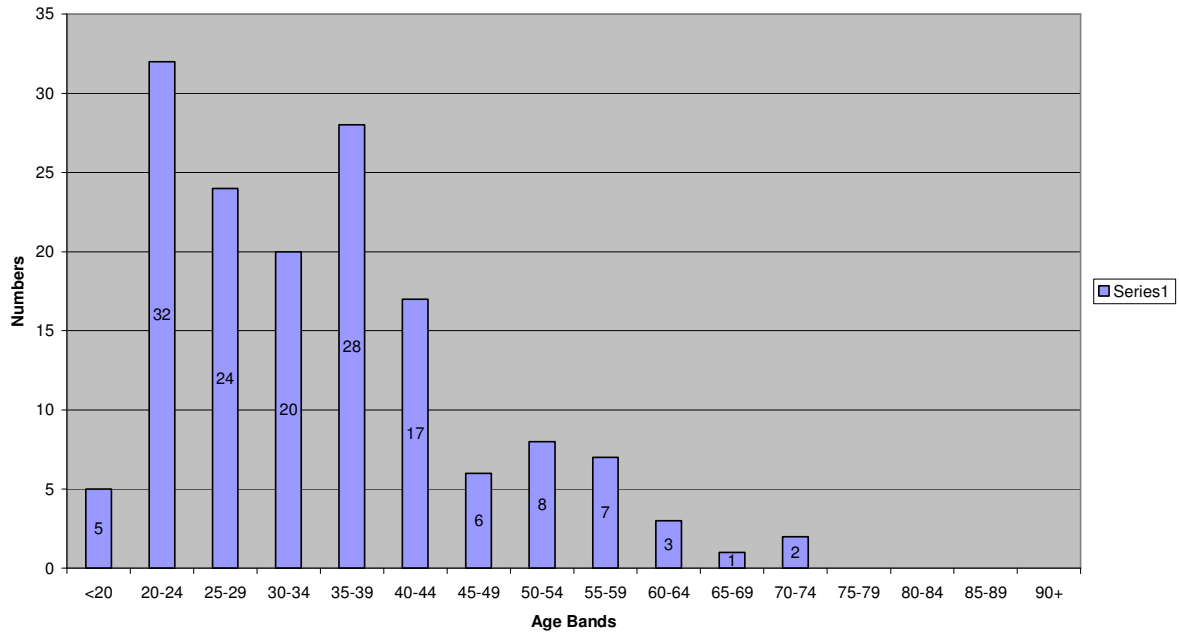


It is clear that the numbers of people remaining in family care drops dramatically after 45 years of age when parents are in their late 60s and 70s. It is this group that is set to increase in relation to the younger group, and this is examined later in the analysis.

Older Carers

It is estimated nationally that about 1/3<sup>rd</sup> of people with learning disabilities living in the family home will be living with an older carer (aged 70+). *(Valuing People, Department of Health Cm 5086, March 2001).* In Herefordshire, the proportion is lower, and amounts to 22% or 33 people. However, some carers are already in their 80s. The proportion of people living with carers over 65 is 29%. The chart below shows the family carers' age profile*:

**Age profile of main family carers April 2006**
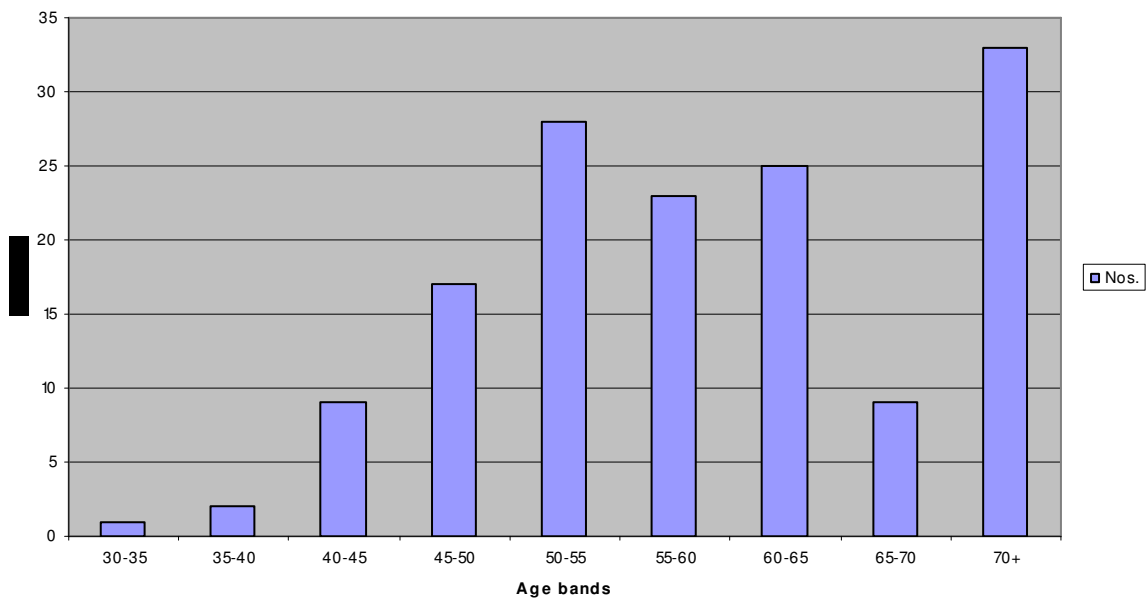
*NB. The slight difference between the totals in this chart and that on page 13 is because some people left the family home in between the data samples.*

In summary, there are already 33 people living with carers over 70 where a need for service support (alternative residence, or support package for daily living) could arise at any time. By 2011, some of these people will have moved to a different form of accommodation or support, but potentially a further 9 could be added to this cohort. By 2016, a potential extra 25 could be added and by 2020 a further 23.

# FACTORS AFFECTING FUTURE SERVICE NEEDS

This section examines the following:

⇒ General growth in the adult population, related to ageing and reduced mortality
⇒ Transitions – the flow of children into adult services
⇒ Specific ethnicity factors
⇒ Other local authority clients in Herefordshire.

and calculates the impact to 2011 and 2020.

## Changes to the Demographic Profile of the General Adult Population

Emerson and Hatton** estimated the growth in the numbers of people with learning disabilities from general population changes from 2001 – 2021. The general rise is primarily from the huge increase in the numbers of people over 60.

The two main factors here are reduced mortality in adults with learning disabilities and the transition of children to adult services. These factors are examined in more detail.

## Reduced Mortality

Emerson and Hatton used the Sheffield LD Case Register to predict the changes to age-specific prevalence rates. There was little significant change in mortality in the younger age bands, but in older groups they calculated significant increases.

In Herefordshire, irrespective of mortality rates, as people age and move through the age bands, the profile changes as shown in the chart. Younger age bands from 35 to 44 years start to decrease, whilst those above 45, 65 and 75 increase steeply. This is shown in the table and chart below and refers only to known clients:

|      | 2006 | 2011 | 2016 | 2020 |
|------|------|------|------|------|
| **<45** | 317 | 313 | 295 | 282 |
| **45+** | 213 | 283 | 345 | 396 |
| **65+** | 52 | 84 | 119 | 155 |
| **75+** | 15 | 24 | 49 | 78 |

**Changes in age profiles to 2020**
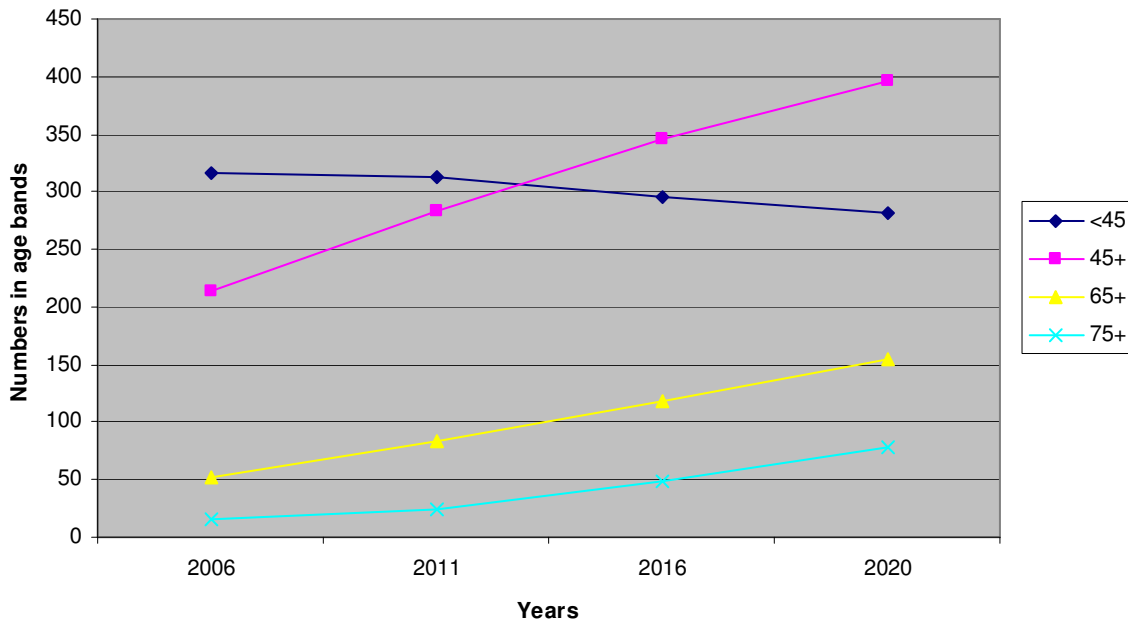


**Important note.** The figures analysed above are of known service users, they do not "factor in" those who are not known. People with mild learning disabilities may be living independently with success either with or without support from generic services at present. However, in their older years, their dependency may increase and make them eligible for a support from the learning disability service.

In addition, the rates predicted by national prevalence rates and calculated by Emerson and Hatton from LD registers gave higher figures for Herefordshire.

**Transitions and increased survival among young adults with severe and complex disabilities**

Each year a number of children transfer over from children's services to adult learning disability services. These can roughly be defined into three different groups

1.  Young People who live with family carers and attend one of the two 'special' schools in Herefordshire. These are more likely to be people with moderate to profound learning disabilities who will require ongoing support and services from adult learning disability services. As information is already available regarding these young people it is possible to use information to plan future services.

2.  Young People who are placed at residential special schools, either because they have very specialised needs or their home situation has broken down. These children are unlikely to be able to return home and will therefore need housing and support. Again it should be possible to plan for their needs as they are already clearly identified.

3.  Young People who live with family carers and have attended mainstream education. The majority of these individuals will have a mild learning disability and will access mainstream services. However for some individuals, either because of adult

protection issues or specific needs, they may require support from Adult learning disability services. The difficulty is that it is impossible to identify how many of these young people will require a service, at what stage and at what level. This group therefore remains an unknown quantity.

Each year the number of children who will transfer to adult learning disability services will vary. The table below shows the numbers who are currently attending a special school and their profile of dependencies for the next 11 years (using Education coding categories). *NB. These projections cannot reach 2020 because of the lack of reliable school data for the later years.*

Transitions from Special Schools (2006 to 2016) – numbers transferring

| Dependency level | Number |
|---|---|
| Profound and Multiple disability | 16 |
| Severe learning disability | 72 |
| Moderate learning disability | 17 |
| Physical disability (+ moderate learning disability) | 4 |
| Autistic spectrum (+ learning disability) | 8 |
| Totals | 117 |

As predicted in national studies, the number of young people transferring will have predominantly severe and profound/multiple needs.

The flow of young people to the adult service will be as follows:
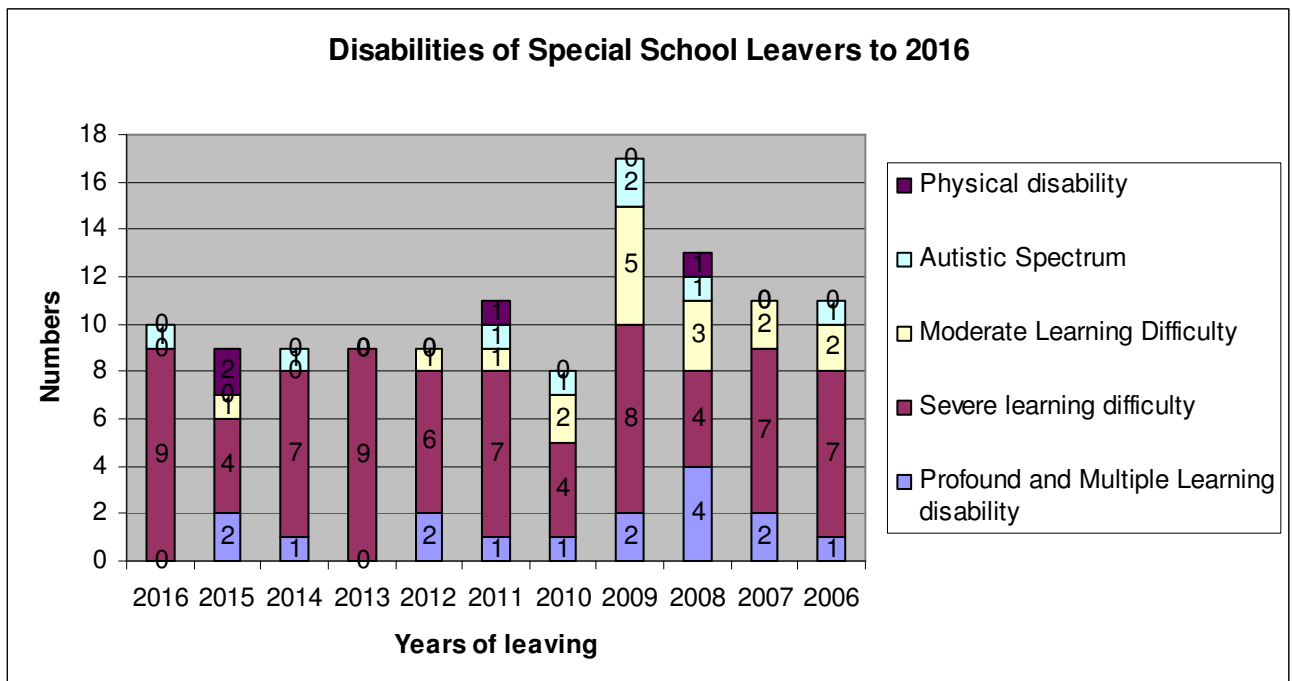


In summary, in the 6 years to 2011 the adult service can expect to support an additional 71 young people of whom the large majority will have severe and profound learning disabilities

(51). In the following 5 years, 2012 – 2016 the service can expect a further 46 young people of whom almost all (41) will have severe and profound needs.

There will be other referrals from children attending mainstream schools who are referred to the service primarily because of complicating social needs, such as adult protection issues. These are small in number and unpredictable (say 1 or 2 per annum) and have not been factored into the figures above.

The effect on the total profile of age and dependency is now illustrated in the charts below. Young people with autistic spectrum disorders will span the dependency ranges (although all in this case have learning disabilities) and have been split between the higher and lower dependency bands.

**Summary of age and dependency bandings at April 2006**
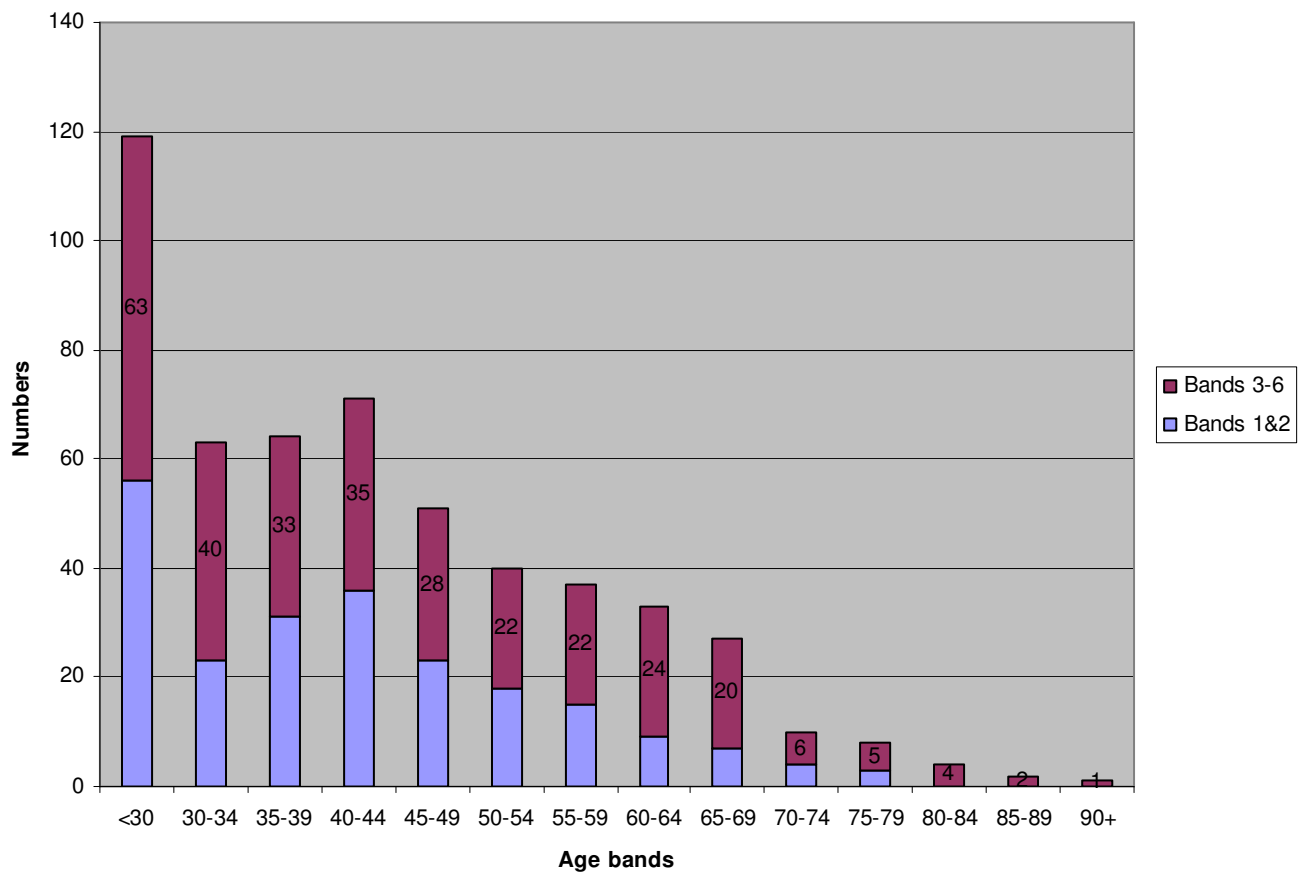
**Age and Dependency Profile in 2011 with school leavers added**
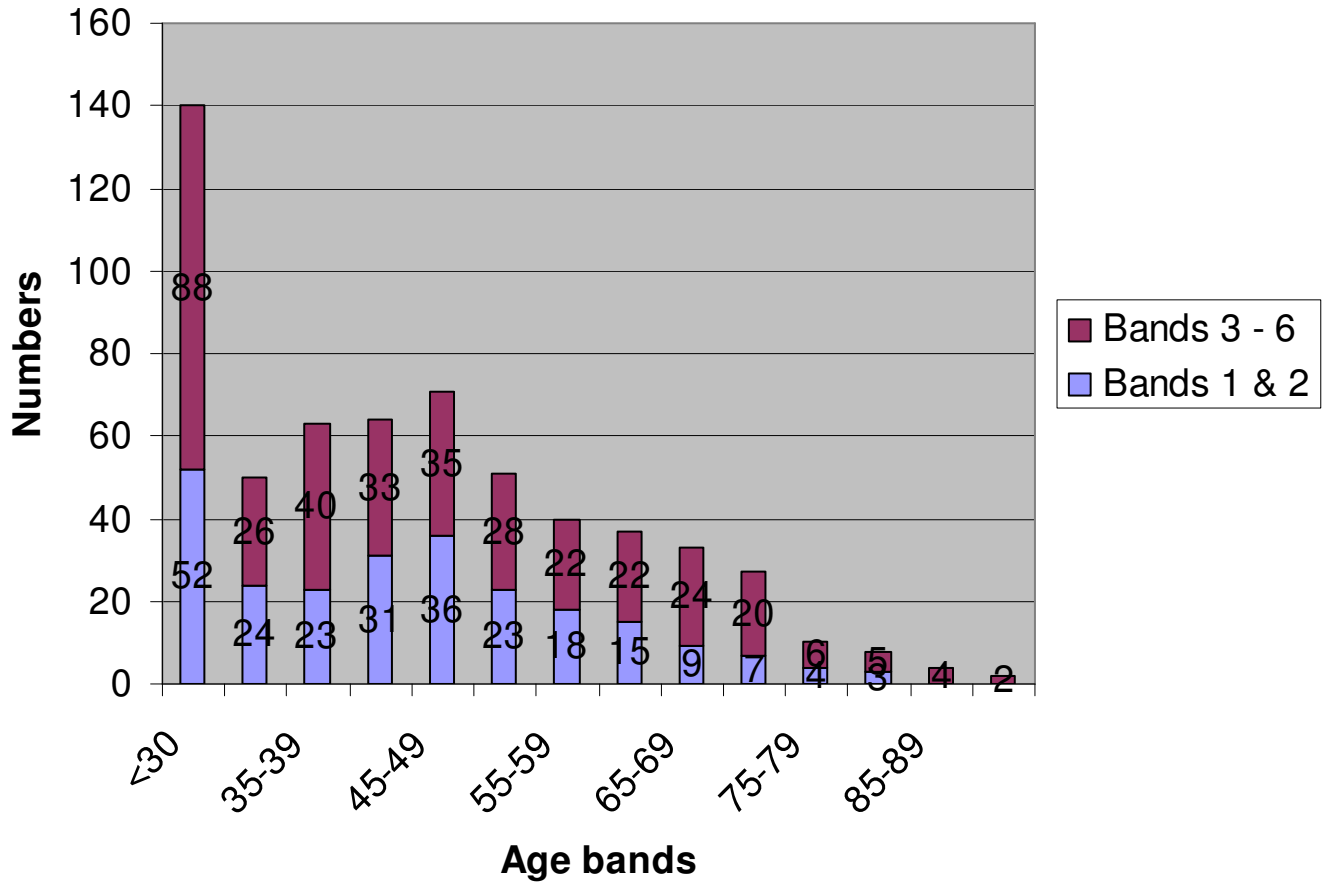
# Age and dependency profile in 2016 with school leavers added
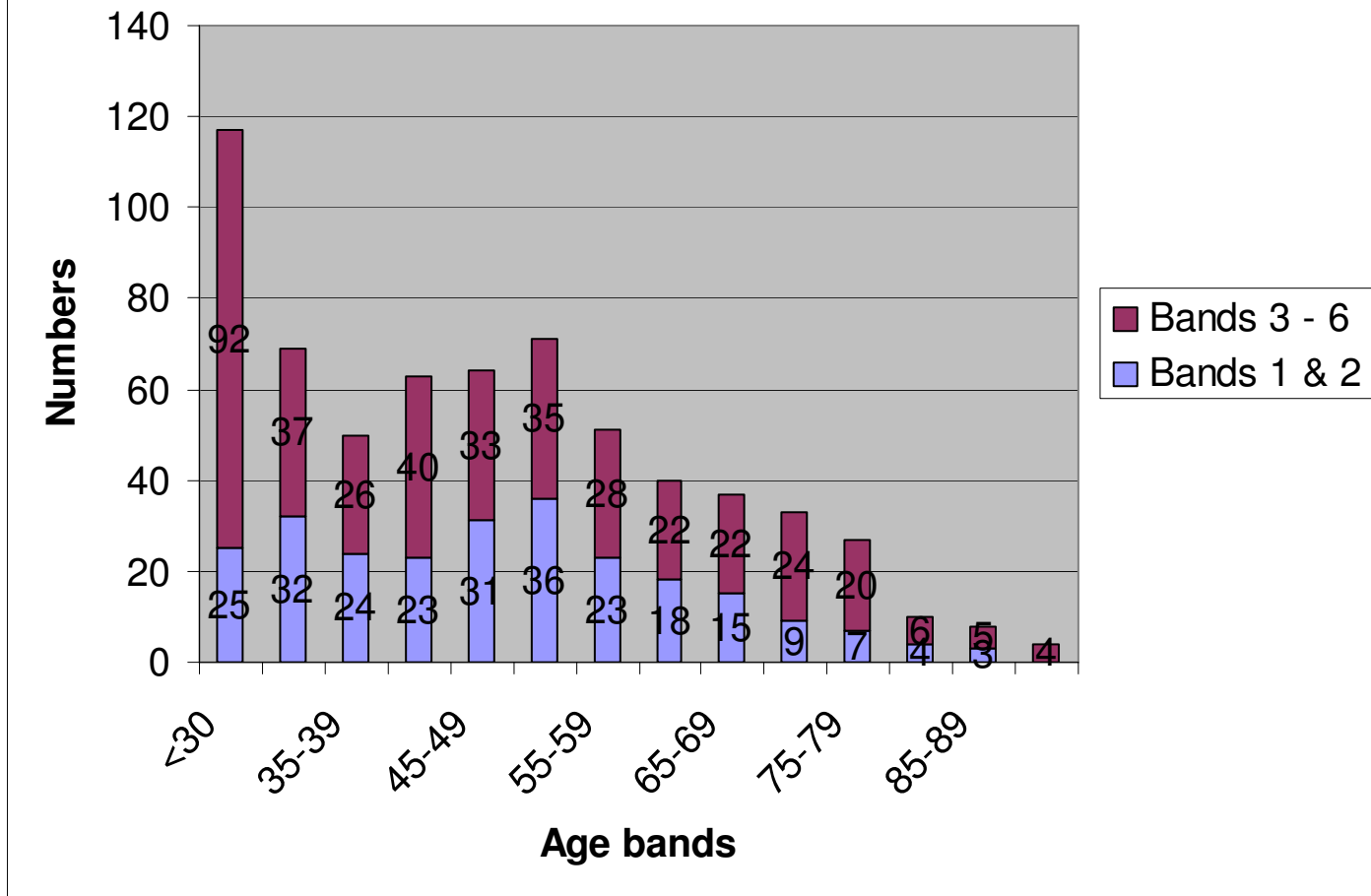


The upwards shift in terms of age and dependency can be tracked in these charts. The conclusions are that:

- the number of people over 65 years old will more than double in the next 10 years
- the number of people in the higher dependency bands in all age groups will rise by over one quarter in the next 10 years.

**Ethnicity factors**

The prevalence of learning disabilities in South Asian (Bangladeshi and Pakistani) communities is significantly higher. This will have an impact on areas where high proportions of the population come from these ethnic minority communities.

The total population of people of Asian origin in Herefordshire in December 2004 was:

| Asian or Asian British (0.2% of county population, or c.350 all ages) | Indian | 0.10%   (c.100 adults) |
| --- | --- | --- |
| | **Pakistani** | **0.03% (c.40 adults)** |
| | **Bangladeshi** | **0.02% (c.25 adults)** |

From this it is clear that there is unlikely to be any tangible impact on learning disability services unless the there is considerable inward migration from these particular communities.

**Other new demands on the service**

a) <u>Out-county clients</u>
Because of the high level of residential provision in Herefordshire, there is a significant group of people placed by other local authorities and health trusts. It is impossible to be predictive about these people because they are largely unknown to the service, but may number up to 160, from CSCI information. No age and dependency profile is thus available.

Herefordshire is accustomed to demands for health services for these out-county people as they arise, including specialist services from psychiatry, psychology and nursing, plus social work intervention to investigate allegations of adult abuse under the vulnerable adult policies.

These factors, although not quantified here in any detail, already represent a significant operational factor for the community learning disability services, and have done for several years.

b) <u>Other clients not known to services</u>
As indicated above, the service can expect an average of only 2 referrals per year.

c) <u>People with borderline learning disabilities but with high cost needs</u>. These include people who may be referred via the police or courts. Recent experience is an average of 2 – 3 referrals per year. Clearly, the numbers are very small, but the cost of the service response for individuals can place severe strain on the existing budgets. As in other areas of social care, it is extremely hard to forecast this type of demand.

d) <u>Ageing carers</u>
The age profile of family (unpaid) carers is obviously a major factor in predicting the need for service support. The capacity of older carers to continue caring is subject to a vast number of variables and hard to predict. However, the number of existing and future carers over the age of 70 is a challenge to service planning and commissioning.

# WHAT DOES THIS MEAN FOR HEREFORDSHIRE?

To sum up, this is how the needs and demands for services will change in future years:

1. **The balance between younger and older clients will change**.
   - The local analysis matches the conclusions of national research by Emerson and Hatton.
   - Whilst the proportion of clients aged less than 45 will start to decline, the number of people aged over 45 will rise steeply in the next 15 years. This is particularly significant, because at this age, most people have started to leave the care of the family as their carers approach 70 years.

- The number of clients over 65 will double in the next 10 years.

2. **The balance in dependency levels will change.**
   - The first main reason is the ageing client group, and presents no surprises. At present, the higher dependency bands (3 – 6) increase from 54% of the under 50s to 65% of the over 50s.
   - An important factor here is that people with milder learning disabilities who are not eligible for a service at present may become eligible in the future as their age and dependency increases.
   - Another major reason is the transition of children and young people to adult services. Herefordshire can expect about 10 new young people each year for the next 10 years, and 79% will have severe or profound learning disabilities.
   - Overall, the number of people in the higher dependency bands will rise by ¼ in the next 10 years.

3. **Ethnicity factors are unknown at present**
   - The specific factors that affect south Asian communities have no bearing on Herefordshire at the moment, given the very low numbers in the county.
   - However, the ethnic mix of the county is rapidly changing as eastern European and Portuguese communities are growing. The possible impact of this is unknown.

4. **The easy availability of residential care is having an impact**
   - There are already additional demands on the community team for health and adult protection services from non-Herefordshire people in residential homes.
   - If the Herefordshire policy is to assist people in homes to achieve supported living in their own tenancies it is possible that the spaces will be filled by more out county people in order for the homes to remain viable.

5. **The age profile of informal (family) carers must be factored into service planning and commissioning.**
   - 22% of adults in the family home live with carers over 70 years of age, and some carers are already over 80. 29% live with carers over retirement age.

# Adults with learning disabilities:
# proposed high-performing services



Current and future models of service for people with Learning Disabilities

Legend:
- FAMILY CARE
- INDEPENDENT LIVING WITH SUPPORT
- SUPPORTED LIVING - INTENSIVE (PEOPLE)
- REGISTERED RESIDENTIAL & NURSING CARE (PEOPLE)
- SUPPORTED LODGINGS (PEOPLE)
- ADULT PLACEMENTS (PEOPLE)
- SHORT BREAKS - NON-RESIDENTIAL (PEOPLE)
- SHORT BREAKS - RESIDENTIAL (In-house and commissioned) (PEOPLE)
- COMMUNITY DAY SERVICES (AVERAGE DAILY ATTENDANCES)
- DAY SERVICE CENTRES AVERAGE DAILY ATTENDANCES
- VOLUNTARY WORK (PEOPLE)
- WORK PREPARATION AND PAID EMPLOYMENT (PEOPLE)
- COMMUNITY TEAM WHOLE TIME EQUIVALENTS

X-axis: 2005/06, 2011 (no change), 2011 Modernised

**Overview**

The analysis of future needs in Appendix 5 (and summarised in paragraph 3.2 of the main report) was based on clients currently known to the service, and the cohorts of school leavers from the 2 special schools in Herefordshire. As such, it does not attempt to factor in potential but unknowable demands, which might not materialise (these are summarised in the last bullet point of 3.2 of the main report). For example, some people who do not meet the present eligibility criteria for services may become eligible at a future date as they become older and more dependent.

On this basis, there are expected to be 600 service users in 2011, compared with the 531 currently (an increase of almost 13%).

**Breakdown of service levels for proposed higher performing services.**

**Work preparation and paid employment**
It is expected that the current number of clients (26) will almost double to 51 by 2011 through a combination of initiatives. For example, support for new social businesses (Widemarsh Centre is expected to convert to this) and the establishment of self employment business support models will open up employment options.

**Voluntary work**
The increased use of supported social business (see above) is expected to generate a greater number of opportunities for both paid and voluntary work. It is planned that opportunities will grow at a rate of 6 per year from the current figure of 29 to 59 by 2011.

**Day service centres (average daily attendance)**
It is expected that the number of centre-based day opportunities will reduce from the present average daily attendance of 133 to 42 by 2011, as people transfer to community or employment options. The development of social businesses, joint initiatives with Children's Directorate to provide children's centres and moves to smaller buildings will facilitate this change. These reductions will be offset by an influx of school and college leavers with higher care needs, who will require some Day Centre provision

**Community day services (average daily attendance)**
It is expected that the daily average attendances in community-based day services will rise substantially from 69 in 2005/06 to 167 in 2011, as clients move out from day centres (see above) and some school and college leavers enter the service. The overall level of college provision will probably remain unchanged as LSC policy changes imply that an increase in younger people joining courses will be offset by a reduction places for older students. For voluntary and private providers, no additional Council spending is envisaged but it is anticipated that costs of developments such as new social firms and joint initiatives will be met by sourcing external funding.

**Short breaks – residential (In-house and commissioned)**
This service is expected to reduce from 49 in 2005/06 to 39 in 2011. Although there will be an increase in respite demand from the families of current clients who will age over the next five years, programmes such as IN CONTROL and the changing expectations of younger carers is expected to lead to reductions in use of buildings-based (residential) respite.

**Short breaks – non residential**
The use of this service is expected to more than double from 26 in 2005/06 to 54 in 2011. This will be a result of existing users moving from residential to non-residential services (see above) and new (younger) users opting for non-residential services. The IN CONTROL programme will enable more individually tailored arrangements.

**Adult placements & supported lodgings**
These programmes are expected to remain fairly static with a marginal rise in supported lodgings from 25 in 2005/06 to 30 in 2011.

**Independent living**
The number of people supported to live in their own homes will rise from 103 in 2005/06 to 125 in 2011, including those needing Intensive Supported Living. This reflects consumer choice and national policy moves towards maximum independence for clients.

**Registered residential and nursing care**
Herefordshire currently has a very high level of residential care. This is expected to fall from the current figure of 187 to 169 as independent living options and family care develop.

**Family care**
The above developments in community support and respite care are designed to support families to care for their sons and daughters longer. The number is expected to rise from 155 in 2006 to 172 in 2011.

# Future social care needs and services for older people and adults with learning disabilities in Herefordshire

September 2006

**Herefordshire Council Corporate Policy and Research Team
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# Contents

# Summary

Working with its partners, Herefordshire Council is committed to maximising the independence, well-being and choice of vulnerable adults.  In doing this, it faces a major double challenge: despite substantial additional investment and service improvements in recent years, it still lags behind what is provided by high-performing authorities serving comparable areas; and the demand for services continues to rise significantly year-on-year.

**Older people**

The already disproportionately high number of older people in the county will continue to increase more rapidly than nationally.  In particular, the number of people over 85, who are by far the heaviest users of social care, is expected to increase 43% by 2011 (1,800 more people), and nearly 79% by 2020 (3,300 more people).

Even after allowing for what may be optimistic national forecasts of improved health, there is expected to be a 55% increase by 2020 in the number who need help with essential activities like washing and going to the toilet.  There is likely to be a similar increase in those who will need help with shopping or cleaning.

Within these totals, there will be a disproportionate increase in those suffering from dementia: by as early as 2010 there are expected to be 700 more such people who need continuous support.

These changes will be accompanied by a disproportionate increase in the number of older people living alone, and there are already signs that fewer family members may be willing to provide care.

Compared with generally high-performing East Riding, Shropshire and Somerset, Herefordshire proportionately provides much lower levels of residential and nursing home care, helps fewer people to live at home, and is slower to complete assessments and provide services.  It spends less but has higher unit costs, which is partly because it raises less income from charging service users.  It has fewer social workers, care managers, support staff and senior managers.  It has much poorer systems for data collection and analysis.

Compared with Shropshire, it appears to have a significantly lower level of voluntary-sector community support that enables people to live fulfilled lives in their own homes and communities. These are needed as the bed-rock for sustainable and cost-effective services.  They are not about professional social care and should be developed as part of the comprehensive strategy *Growing older in Herefordshire.*

This community support needs to have good links to professional social care and health services, especially reablement that supports people intensively for a limited time to enable them to return to independent lives in their communities.

Other crucial ingredients of future services are: a network of active-ageing centres in existing community buildings; changing the eligibility criteria for social care to require that the non-social care options should first have been exhausted; extending direct payments and individualised budgets to as many people as possible; extra-care housing; telecare; much more intensive home care, especially to meet the needs of the rapidly rising number with dementia; but also (because of our current low level of provision) a more modest increase in residential and nursing home places, with a

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shift in the balance towards nursing and specialist care; and the closer integration of community hospitals in the delivery of services to avoid hospital stays that undermine independent living.

If Council Tax increases are to be kept low, these better services won't be possible unless the Council raises more income from service users who can afford to pay; attracts more money from external sources for multi-use community facilities and other developments; drives more radical approaches to care and support packages; streamlines its assessment and other processes, maximising the potential of the *Herefordshire Connects* programme, including the new contact centre and Info. shops; and puts in place a strong partnership commissioning strategy.

Equally vital for success will be an injection of additional management capacity and better ICT. These are mainly common to the changes needed in respect both of older people and adults with learning disabilities. As such, they are summarised below.

Just to maintain the current, inadequate pattern and levels of services to meet the minimum expected increases in demand for social care, making the maximum efficiency savings possible in those circumstances, would cost an estimated additional £3.6 million a year by 2011, compared with costs in 2005-06 (all figures at 2005-06 prices).

On the assumption that the Council would increase its income from charging for social care and operate as efficiently as possible, high-performing services would cost an estimated additional £1.9 million a year by 2011, compared with 2005-06 (i.e. £1.7 million less a year than continuing with the current pattern of services).

This takes no account of the costs of developing the wider preventative services under *Growing older in Herefordshire* that are crucial to reduce to the essential minimum the growing demands on social care. If this isn't achieved, the net costs for the high-performing social care services described above are unlikely to be adequate. Accurate costs are not yet available for the non-social care developments, but it is reasonable to assume that at least an additional £1 million a year would be needed to achieve substantial initial impact. Even with that investment, the net costs would still be lower than continuing with the current pattern of services.

**Adults with learning disabilities**

Many more children with severe learning difficulties (often together with severe physical disabilities) are surviving into adulthood. More generally, people with learning disabilities are living longer, increasingly into old age.

As a result, the number of adults with learning disabilities (AWLD) is expected to increase 13% (69 more people) by 2011 and 19% (102 more people) by 2015; and to carry on increasing thereafter.

The number with higher levels of dependency (needing more care and support) is expected to increase 16% (50 more people) by 2011 and 27% (83 more people) by 2015; and to continue to increase thereafter.

At the same time, the average age of family carers is increasing, with already 33 AWLD living with a carer over 70; and younger parents are much more likely to expect their children to live independently, away from the family home.

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***Final report: future social care needs and services for older people and adults with learning disabilities***

Herefordshire could face even bigger demands for social care because the current number of AWLD known to services is 17% below the national prevalence; and if there were unexpected increases, such as from the large number of people placed here from other counties, whose residential care is paid for by the placing authorities. Since these demands may not arise and cannot be predicted, they are not included in the proposals for improved services.

In comparison with high-performing Somerset (which has a similarly low number of service users relative to national prevalence rates), Herefordshire proportionately places far more people in residential care; supports far fewer to live in their own homes or with family carers; provides fewer short breaks; and enables far fewer to gain meaningful employment. It spends less in gross terms and per user, but is nonetheless in the top third of its statistical neighbour authorities for expenditure per head of total population on learning disabilities. It has much lower income from charging users and from the PCT. It has fewer senior managers and has much poorer systems for data collection and analysis.

Although Herefordshire is ahead of Somerset in the provision of some modern day services, we still offer many more buildings-based opportunities (to which many people are bussed) than in flexible local community settings.

A vital contribution in enabling AWLD to live fulfilled lives in their local communities, and to avoid inappropriate demands on social care, needs to be made by generic community facilities and services. Every opportunity to enhance these for AWLD should be taken under *The Herefordshire Community Strategy*.

Accommodation should normally be in supported tenancies and, where possible, owner-occupation, accessing non-Council capital and revenue funding. There should be equal opportunities in this respect for those with high dependency.

The crucial ingredients of improved social care will be: a substantial reduction in residential care, with normally no more than four people in a home; better, targeted support for family carers; increased use of the voluntary and community sector, including for emergency respite care; careful planning with users and family cares to manage the transition to independent living, for all ages; a continued move away from buildings-based day services; a commensurate increase in community-based opportunities; an expansion of opportunities for meaningful paid and voluntary employment; a comprehensive programme of communication training for all working with AWLD; the extension of direct payments and individualised budgets to as many people as possible; and changing the eligibility criteria for social care to require that the non-social care options should first have been exhausted.

If Council Tax increases are to be kept low, these better services won't be possible unless the Council raises more income from service users who can afford to pay; attracts more money from external sources for housing, multi-use community facilities and other developments; drives more radical approaches to care and support packages; further reduces avoidable transport costs by enabling people to take part in local opportunities and use public transport; and puts in place a strong partnership commissioning strategy.

Just to maintain the current, inadequate pattern and level of services to meet the expected increase in demand for social care, making the maximum efficiency savings possible in those circumstances, would cost an estimated £963K a year by 2011, compared with costs in 2005-06.

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### *Final report: future social care needs and services for older people and adults with learning disabilities*

On the assumption that the Council would increase its income for social care and operate as efficiently as possible, high-performing services would cost an estimated additional £164K by 2011, compared with 2005-06 (i.e. nearly £800K less a year than continuing with the current pattern of services).

These costs take no account of what would be needed further to improve access for AWLD to generic (i.e non-social care) community facilities and services.  If this isn't achieved, the net costs for the high-performing social care services described above are unlikely to be adequate. Accurate costs are not yet available for the non-social care developments, but it is reasonable to assume that at least an additional £0.5 million a year would be needed to achieve substantial initial impact.  Even with that investment, the net costs would still be lower than continuing with the current pattern of services.

**Increasing capacity to deliver the high-performing services**

The recommended improvements to achieve high-performing services that would meet the unstoppable increased demands for social care for older people and AWLD won't be achieved without significant additional management resource.

This report assumes that the permanent elements of this would be secured, without additional cost, through the establishment of the proposed Public Service Trust.  This would need to be tested as proposals for the Trust are developed.

Some elements would be time-limited – assumed to be for a period of three years from April 2007.  These would include full-time posts of general manager to lead the change team; project manager; business process engineer; and a specialist to generate additional external income.

In addition, a time-limited specialist will be needed to generate sustainable arrangements to secure meaningful employment opportunities for AWLD.

These time-limited posts would cost a total of some £259,000 per annum.

Equally crucial to delivery of the improvements are effective ICT-based systems to provide managers with timely and accurate intelligence to manage  services and budgets (which have already been identified as a priority in the  *Herefordshire Connects* programme); a comprehensive change management programme for all staff in the Council and partner organisations, including  a workforce action plan to make sure that the Council has the right staff with the right skills; and regular review and periodic formal evaluation.  These should not require additional resources in addition to those to be provided for *Herefordshire Connects* and those that can be secured from external sources.

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# Section 1: Introduction

1.1 With its partners, the Council is committed to maximising the independence, well-being and choice of vulnerable adults.

1.2 Despite substantial additional investment over previous years, and changes aimed to enable people to lead safe and fulfilled lives in their own homes and communities rather than in residential care, the Council's patterns and levels of services in 2004-05 for older people and for adults with learning disabilities placed it in the lowest quartile of local authorities in England. Further additional investment resulted in measurable improvement in 2005-06 but against the background of other authorities continuing to improve.

1.3 In addition, demand for these services has risen substantially in recent years and continues to do so, to the extent that expenditure has significantly exceeded budgets.

1.4 This is taking place against the background of the ambitious developments in Government policy for health and social care set out in the White Paper of January 2006, *Our health, our care, our say: a new direction for community services*. This calls for a fundamental shift in services to local communities, to be developed by local partners in ways that better meet the needs of individual people. It sets four main goals:

   a. **better prevention and earlier intervention** – reducing the chances of people becoming ill or dependent in the first place;

   b. **more choice and a louder voice** – ensuring that people are in control of the services they receive, through approaches such as the extension of social care direct payments and budgets for individuals;

   c. **tackling inequalities and improving access to a wider range of community services** – getting the areas of greatest need the services they deserve; and

   d. **more support for people with long-term needs** – better integration of services and joint planning across health and social care for those who make the most intensive use of services

1.5 These goals are underpinned by national consultation that showed strong support for more community services. That is reflected in the consistent findings of public consultation in Herefordshire, most recently that carried out in the development of the new *Herefordshire Community Strategy 2006 – 2020*, which highlighted as key issues for local people support to live independently and better access to local services. The Council and its partners in The Herefordshire Partnership have responded by making *Healthier Communities and Older People* one of the *Strategy's* four priorities for better outcomes.

1.6 In the light of these considerations, and as one of the essential foundations of its comprehensive Adult Social Care Improvement Plan, the Council is committed to work with its partners, and with

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service users themselves and their families and representatives, to develop and deliver better, sustainable services for the future. It wants, in particular, to strike the right balance between preventative services and the provision of more intensive support and care.

1.7   In respect of older people, having regard to the evidence that those who live active and fulfilled lives in their communities are less likely to need social care (or, at least, not to need it so soon), it wishes to take forward the planning and development of its social care services as an integral part of its comprehensive corporate strategy for older people, *Growing older in Herefordshire*, which is scheduled to be completed by October 2006.

1.8   The wider development of social inclusion and services for adults with learning disabilities will continue to be planned through a partnership strategy developed by the Valuing People Partnership Board.

1.9   In all of this, the Council is particularly conscious of the inter-relationship of social and health needs, and the inter-dependence of social care, housing, health services, the voluntary and community sector, and user and carer organisations necessary to achieve the best outcomes for people.

1.10  There is a particular need for close joint working between the Council and the Primary Care Trust (PCT). This is now being taken forward within the context – and the major opportunity – of the commitment in principle of the Council and the PCT to create together a Public Service Trust to plan and deliver fully integrated primary and social care services for Herefordshire.

1.11  The Council therefore decided to carry out urgently a thorough assessment of future needs in Herefordshire for social care services for older people (including those with mental health problems) and of adults with learning disabilities; of the patterns and levels of services needed to meet those needs; and of the costs involved in doing so, taking into account the scope for greater efficiency in moving from the present services to a new, more effective pattern.

1.12  This report has been prepared under the leadership of the Council's Corporate Policy and Research Team, working with relevant staff in the PCT and in the Council's Adult Social Care Department and Resources Directorate. The membership of the Steering Group is at Appendix 1.

1.13  The Steering Group has been advised by distinguished experts in the field, throughout the project by Professor Gerald Wistow and Eileen Waddington and, additionally for the initial assessment of future needs, by Lynda Hoare. Further information about the expert advisers is at Appendix 2.

1.14  The first stage of the project was to estimate the likely need for social care of older people and adults with learning disabilities through to 2020. This was to provide the long-term context for the second stage: the assessment of what patterns and levels of cost-effective services would be needed to meet expected needs in 2011.

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1.15 Rather than conduct a theoretical assessment of these service needs, the best possible comparator local authorities were identified; that is high-performing councils serving areas with broadly similar settlement patterns and demographic characteristics to those found in Herefordshire. Through analysis of comparative data about services and costs, of inspection reports, and by visiting the authorities, we established what patterns and levels of services they provide; how they intend further to change and improve them to meet future challenges; and, crucially, how they manage and deliver them successfully. These findings were then applied, having regard to the distinctive needs and circumstances of Herefordshire and to wider relevant comparisons.

1.16 The final stage was to translate these findings into costed proposals for the development of services through to 2011.

**The structure of the report**

1.17 Section 2 of the report concerns older people. It is divided into four parts: the assessment of future social care needs; the assessment of what patterns and levels of services will be needed to meet those needs in 2011; the capacity that will be needed to develop and deliver them successfully; and the costed options.

1.18 Section 3 concerns adults with learning disabilities. It is structured similarly.

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# Section 2: Older people

**Assessment of future social care needs**

2.1   The full assessment of future social care needs for older people is at Appendix 3.  It begins with a summary.

2.2   The crucial points are:

- the already disproportionately high number of older people in Herefordshire will continue to increase more rapidly than nationally: over 65s by nearly 19% by 2011, and by over 50% by 2020; over 85s (i.e. those most likely to need intensive social care) by some 43% by 2011 (1,800 more people), and by nearly 79% by 2020 (3,300 more people)

- applying to Herefordshire what may well be optimistic national forecasts of improved population health would still leave a 21% increase (900 more people) by 2011 and a 55% increase  (2,300 more people) in the number who need help with essential activities for daily living, like washing and going to the toilet, and who are likely to place a high demand on social care

- on top of these, by 2011 there is expected to be a 22% increase (2,300 more people) in those with some lesser dependency, such as needing help with shopping or cleaning; which is estimated to rise by 2020 to a 54% increase (5,700 more people)

- within these increases there is expected to be a disproportionate increase in the number of older people with dementia: by 2010 of some 69% (over 700 more people) in those needing continuous support, rising to 97% (over 1,000 more people) by 2015 and likely to carry on rising substantially to 2020

- all these increases will place additional demands on informal (normally family) carers as well as professional social care.  These will come at the same time as a projected decrease in adults living with their elderly parents, a disproportionate increase in the number of older people living alone and signs that fewer family members may be willing to provide care.  This points to a need for more support for carers or, in their absence, to find other (non- professional social care) ways to meet simple day-to–day needs

**The pattern and levels of services to meet needs in 2011**

2.3  In comparison with the relatively high-performing East Riding, Shropshire and Somerset, Herefordshire proportionately:

- provides a much lower level of residential and nursing home care (70 supported places per 10,000 people over 65, compared with an average of 87 in the comparator authorities)

- helps fewer people to live at home (83 per 1,000 over 65, compared with an average of 94 in the comparator authorities; and

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only 5.7 households per 1,000 people over 65 receiving intensive home care, compared with an average of 9 in the comparator authorities, which in turn is under half that achieved by top quartile performers)

- is slower to complete assessments (70% commenced and completed within officially defined acceptable timescales, compared with an average of 86% in the comparator authorities)

- is slower to provide services following assessment (79% within four weeks, compared with an average of 93% in the comparator authorities)

- spends less in gross terms (£745 per person over 65 per annum, compared with an average of £854 by the comparator authorities)

- has much higher gross costs per user per annum than East Riding and Somerset (12% higher than the latter), but they are 3% lower than the average for the comparator authorities

- attracts significantly less income from charging service users (just over £1,000 per user per annum, compared with an average of more than £1,550 by the comparator authorities; in which context it is noteworthy that the relative income deprivation of over 65s in East Riding, the authority that raises the most proportionately in charges, is higher than in Herefordshire)

- invests less in care management and assessment, employing fewer social workers and care managers (3.8 per 10,000 population, compared with an average of 5.4 in the comparator authorities)

- and even fewer administrative staff (2.2 per 10,000 population, compared with an average of 3.6 in the comparator authorities)

- relies on the PCT for occupational therapists and does not have them as part of its core team for assessment and care management

- across all adult social care, has fewer managers, evidencing much less strategic planning, capacity to manage performance and change, and less developed commissioning plans (1.7 per 10,000 population - 1.9 including the joint, PCT-based IMPACT team - compared with an average of 2.1 in the comparator authorities)

- has poor, inefficient systems for the collection and analysis of data on the basis of which the performance of services can be continuously monitored and improved

- compared with Shropshire, appears to have a significantly lower level of voluntary-sector community support that enables older people and their carers to lead fulfilled lives within their own homes and communities

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2.4  This last point is of enormous importance to the provision of affordable, sustainable patterns of services (and communities) in the future.  Over the past few years, Shropshire has invested substantially in voluntary sector-led community services, both as a preventative measure and as a way of minimising what would otherwise be additional demands on relatively expensive professional social care.  The formal evaluation, scheduled for publication in the autumn, is expected to show not only that these services have played a major part in improving the quality of life of older people and their family carers, but also that they have enabled the authority to reduce in absolute terms the amount of residential care it provides, while holding flat its provision of domiciliary care.  It will also provide information on the costs.

2.5  Some idea of the nature and scale of the investment needed may be indicated by the projects that gained two-year Department of Health support under the Partnership for Older People's Projects (POPPS)in 2006.  Rural authorities such as Dorset (£2,394,000), Northumberland (£2,030,000) and Somerset (£1,347,000) focused their bids on community development work, networks built on existing services beyond health and social care, and providing low-level support from community bases such as village halls.  The projects' success means that that they are seen as effective applications of current national policy. In Herefordshire, such developments would build on the work already done in areas such as signposting, benefits take-up and village wardens.

2.6 This analysis leads to our recommending the following as the principal ingredients of the modern, cost-effective patterns of services that should be developed in Herefordshire.

2.6.1  The bed-rock should be effective preventative measures, maintaining emotional health as well as physical well-being.  The great bulk of these should be low-unit cost community-based initiatives, professionally managed by the voluntary sector but run largely by unpaid volunteers (many of whom will be drawn from the swelling numbers of older people themselves, helping them to lead fulfilled lives as they help others).  They should include a wide range of activities that promote social participation and personal fulfilment, including through the arts.  Their essence will be their local creativity and flexibility.

2.6.2  Without these, the Council could expect to be besieged by ever-rising demand for social care; to be condemned, at best, to mediocrity in its provision of social care services as resource constraints forced it to raise thresholds for eligibility to still higher levels; and to be incapable of meeting the Government's policy imperatives of maximising independence, well-being and choice.

2.6.3  This challenge extends well beyond social care; indeed, it isn't about professional social care at all.  Instead, it needs to lie at the heart of the strategy *Growing old in Herefordshire* and to be embraced by all partners, will the same common purpose and drive as has enabled the *Signposting Scheme* to get off to such a successful start.  It will take a number of years to roll-out and bring

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substantial, measurable benefits but intensive work to ensure that those kick in before the end of the decade needs to begin immediately.

2.6.4   Since this is not about social care, the costs are not included in the social care costings below.  They will need to be considered in detail in their own right as part of the implementation of *Growing older in Herefordshire*.

2.6.5   Crucial though these preventative measures will be, they will not bring the best results unless they have effective links with professional social care and health services.  In particular, they need to operate with links to an intensive reablement service, in which occupational therapists play a central role.  This should support individuals for a strictly time-limited period, enabling people to resume independent lives in their communities with the support of family and community networks, rather than continuing to be dependent on professional social care.

2.6.6    As an integral part of the links between voluntary and community-based initiatives with professional care, consideration should also be given to the development of a county-wide network of active-ageing centres.  These should use existing buildings, such as community halls, pubs and schools.  And they should be conceived and operated, not as ghettos for older people, but as part of wider community infrastructure, accessible to a wide range of people of all ages and for multiple uses.

2.6.7   To underpin the primary emphasis on supporting most people, most of the time, by means of generic, community services rather than professional social care, it is recommended that the Council should include in its social care eligibility criteria a requirement that the non-social care options must first have been exhausted.  This would require the provision of accessible, up-to-date information to service users, carers and those working in professional, voluntary and community services.

2.6.8   Other essential ingredients of the new patterns of services will be extra-care housing (adaptations of existing housing and new-build in population centres, with mixed tenure; flexible and own-home based in rural areas); telecare; flexible 24/7 teams to provide short-term support that prevents avoidable residential or hospital care; and considerably more early intervention – again with strong links into wider forms of community support and activity.

2.6.9   Even with these developments, however, the combination of our current low level of provision and the substantial year-on-year growth of demand does require the additional provision of intensive domiciliary services.  For the same reasons, there is also a need to increase, broadly in line with population growth, the number of residential and nursing homes places, but with a shift in the balance of provision towards nursing and specialist care.

2.6.10 Not least, this will be necessary to meet the most intensive care needs of the disproportionately increasing number of people with

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mental health problems: preventative and lower-level services can, at best, do no more than delay the progressive deterioration inherent to dementia.

2.6.11 Even so, the general approach to growing mental health provision should be to offer the great bulk of services (including preventative services) as part of those provided in communities to all groups. This will require the development of specialist skills in the care of people with dementia in a larger proportion of staff and wider awareness and basic skills training for all. Support needs for older people with mental health problems will require a significant increase in health care provision, planned and delivered alongside the improvements in social care.

2.6.12 Herefordshire has a significantly higher level of community hospital provision than two of the comparator authorities but a little less than the third. This is a good starting point for addressing the White Paper requirement to develop the role of our community hospitals as a fully integrated element of efficient and effective local community health and social care services. This will require multi-professional input, along the lines that characterise the currently separate intermediate care services, so as to avoid inappropriate hospital stays, which are a poor use of resources and undermine independent living skills.

2.6.13 Building on the *In Control* pilot, direct payments and individualised budgets should be extended to as many people as possible.

2.6.14 On the basis of clear, documented business processes and protocols, contact centre staff should filter (and document) initial contacts, undertaking simple initial assessments of needs and financial eligibility. This should all be within the single assessment process agreed between the Council and the Herefordshire health community.

2.6.15 To do this safely and successfully, contact centre staff must have immediate access to professional care staff, to whom they refer all relevant cases for advice or action. In particular, occupational therapists must be available to advise front-line staff; to undertake initial, more specific assessments; and, in the light of those, to make immediate decisions on the provision of equipment and on whether a full community care assessment should be carried out.

2.6.16 To ensure that the best possible care and support is available to all who need them, and to control the additional costs of the improvements, the Council needs to generate significantly higher levels of income from those able to pay for all or part of their care. This will require both a review of charging caps and a strong approach to financial assessment, for example so as to identify undisclosed capital assets. A review of fair charging will begin shortly, with the report due in December 2006.

2.6.17 There should continue to be regular review of the most expensive packages of care; and consideration should be given to establishing Performance and Funding panels to drive radical

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approaches to care/support packages and lever better value for money.

2.6.18 There should be a parallel drive to increase income from other sources to enable capital and other non-recurrent developments, not least in respect of multi-use community facilities.  Sources might include: Government special grants; the National Lottery (including for culture and leisure), business and the Private Finance Initiative (PFI).

2.6.19 A strong partnership commissioning strategy needs to be developed as a matter of urgency, central to which must be the medium to long-term development of the care market to deliver the new patterns and levels of services.   This should take into account the implications of significant growth in the numbers of direct payments and individual budgets.

**The additional capacity needed to deliver the improvements**

2.7  Developing and delivering the detailed management programme to realise these higher-performing services will require a significant injection of additional management resource.  The key ingredients will be highly-skilled general and financial management; dedicated project management; business process engineering; and service planning, commissioning and contract management.

2.8  Some elements of this would be time-limited – to initiate change and ensure that sound foundations were laid; others would be long-term – to maintain and adapt cost-effective processes and changes, and to provide the drive for continuous improvement.

2.9 This report assumes that the long-term elements would be secured as an integral part of the economies of scale to be achieved through the establishment of the Public Service Trust.  This would need to be tested in the light of an assessment of the competencies of existing staff.  It might, for instance, be necessary to bring in additional long-term expertise in health and social care business processes.  It will also be necessary to take into account possible new staffing models, which seem likely to include more generic health workers and growing numbers of personal care assistants.

2.10 Long-term staffing changes would need to include:

- more qualified social workers
- administrative staff working within improved systems to reduce the routine assessment and other burdens on social workers, and so increase overall productivity and value for money

2.11 There may also be a need for more occupational therapists (OTs) to carry out assessments and other work under the same line management as the relevant teams.   This will need to assessed in detail in the light of the need more generally for occupational therapy across heath and social care; and to what extent, if any, OTs currently

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employed by the PCT might fulfil this role.

2.12 The time-limited management additions – in all cases operating in these roles in respect of both older people and adults with learning disabilities - are estimated to be whole-time equivalent (WTE) posts as follows:

- a general manager, with good financial management skills
- a project manager
- a specialist business process engineer
- a specialist to generate additional income for capital and other non-recurrent developments

2.13 Crucial also are quality-assured and timely service and financial data, analysed to provide managers at all levels with intelligence, on the basis of which services can be rolled-out and managed successfully, and budgets controlled.  This report assumes that this will be addressed – and financed – as part of the Council's *Herefordshire Connects* programme, under which it has already been identified as a priority.

2.14 This will need to be done so as to deliver the requirements of the agreed single referral and assessment process.  It follows that there will need to be  fully compatible ICT and information protocols and systems across agencies.  Again, it is assumed that this will be addressed as part of the creation of the Public Service Trust.

2.15 A further important link with the *Herefordshire Connects* programme will be the development of the single referral and assessment process in relation to the creation of the Council's contact centre.

2.16 All this will require a comprehensive change-management programme affecting all staff and partner organisations in all sectors. Two of the key ingredients will be: top-class communication and consultation at all levels, internally and externally; and a skills audit of existing staff in relation to the new patterns of services and processes, with an action plan to deliver the necessary training, development, restructuring and recruitment.  In view of the Council's substantial underspending against training budgets, the potential to exploit additional external sources and the economies of scale that might be achieved under the Public Service Trust, no additional resources for training and development are included in the costings.

2.17 The new patterns and levels of service should be subject to regular review and periodic formal evaluation. This should include an external, independent element, if possible linked to national evaluation programmes.  If necessary, the costs of this should be found from within the overall costings.

**The costs**

2.18 The overall patterns and levels of high-performing services proposed are set out in the chart at Appendix 4, which also explains the underlying assumptions.

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2.19 Appendix 4 contrasts the proposed services with the services in place in 2005-06. It also contrasts them with the level of services that would need to be in place in 2011 were the Council **not** to make significant changes to the present pattern.

2.20 Against the background of the steadily increasing demand indicated by the needs assessment – and confirmed by the national *Wanless Report* – this shows that the Council would have no choice but to continue to expand services. But, unless it modernises services along the lines proposed in this report, it would be expanding a "no stars" pattern and level of services, and could expect to continue to be poorly rated by inspectors. Worse than that, it would be doing so in a context where the performance of authorities can be expected, on average, to continue to improve year-on-year and in which Government and the inspectors are likely to have ratcheted up the minimum acceptable standard for services and, therefore, the threshold for intervention.

2.21 Additionally, the maximum possible sustainable improvements in efficiency can only be achieved if services are modernised, as proposed.

2.22 The recurrent costs of the proposals for high-performing services in 2011, and how they compare with those in 2005-06 and those that would be incurred in 2011 without modernisation, are:

| Year | Daily no. of users | Gross costs £m | Income from users £m | Other income £m | Total Income £m | Efficiency savings £m | Net total costs £m | Net additional cost to the Council £m |
|---|---|---|---|---|---|---|---|---|
| 2005-06 | 4,040 | 26.072 | 4.178 | 0.957 | 5.135 | N/A | 20.937 | N/A |
| 2011 -no change | 5,010 | 32.333 | 5.181 | 0.957 | 6.138 | 1,678# | 26.193 | 3.579 |
| 2011 - modernised | 5,510 | 36.100 | 8.552 | 0.957 | 9.509 | 3.747* | 22.844 | 1.907 |

**#** Four years compounded efficiency savings of 1.25% a year, based on gross costs of no change to the pattern of services in 2011 = 5.19%

**\*** Four years compounded efficiency savings of 2.5% a year, based on gross costs of modernised services in 2011 = 10.38%

2.23 The key thing this shows is that **the modernised, high-performing services would, in net terms, cost the Council nearly £1.7 million less a year than continuing with the current pattern**.

2.24 **In addition to these recurrent costs, the older people element of the time-limited posts would cost some £148K per annum**. It is assumed that these posts would be filled for three years, from 2007 to 2010.

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2.25 These costs take no account of what would be needed, under the *Growing older in Herefordshire* strategy, further to develop the wider, non-social care community opportunities that would help maintain the emotional and physical health of older people. Unless this happens, there will be substantial and inappropriate additional demands on social care that are not provided for in the social care costings above**.**

2.26 The Shropshire evaluation, expected this autumn, should give a better idea of the costs in this respect and how resources would be best targeted. In the meantime, the POPPS programme (see paragraph 2.5 above) suggests that **additional investment of at least £1 million a year could be needed to achieve substantial initial impact**. **Even with that investment, the net costs would still be lower than continuing with the current pattern of services**.

# Section 3: Adults with learning disabilities

**Assessment of future social care needs**

3.1 The full assessment of future social care needs for adults with learning disabilities (AWLD) is at Appendix 5. It begins with a summary.

3.2 The crucial points are:

- many more children with very severe learning difficulties (often together with severe physical disabilities) than in the past are surviving into adulthood

- generally, people with learning disabilities are living longer, increasingly into old age, and consequently need more care and support

- these changes will increase significantly both the number of AWLD and their level of dependency

- the number of AWLD is expected to increase 13% (69 more people) by 2011 and 19% (102 more people) by 2015; and to continue to increase thereafter

- the number of those with higher levels of dependency (and therefore needing more care and support) is expected to increase 16% (50 more people) by 2011 and 27% (83 more people) by 2015; and to continue to increase thereafter

- as the age and dependency profile of AWLD increases, so will the average age of family carers (in Herefordshire there are already 33 people living with a family carer over 70); and there are clear signs that younger parents are much more likely to expect their children with a learning disability to live a more independent life, away from the parental home

- there are a number of factors that could increase still further the level of demand for social care: the current number of AWLD known to services is some 17% below national prevalence rates, which might mean that some people who would be eligible for services are currently unknown; some people who are not eligible for a service at present may become eligible in the future as their age and dependency increase; and we may face greater pressures in respect of the large cohort of those placed in residential care from other counties (22% of AWLD currently living in Herefordshire). Since these demands may not arise and cannot be predicted, they are not included in the proposals for improved services.

**The pattern and levels of services to meet needs in 2011**

3.3 Although three apparently high-performing authorities were originally selected for comparison, Somerset was found to be the only one that provided a sound basis for this assessment. In particular, the

number of AWLD known to its services is, pro rata to population, at a similarly low level to that in Herefordshire.

3.4 In comparison with Somerset, Herefordshire proportionately:

- places far more people in residential care homes (1.33 per 1,000 population18+, compared with 0.87)

- supports far fewer to live in their own homes (0.73 per 1,000 population 18-64, compared with 1.29)

- supports far fewer living with family carers (1.1 per 1,000 population 18+, compared with 1.8)

- provides fewer short breaks, particularly in non-residential care home settings (0.72 per 1,000 population 18-64, compared with 0.98)

- enables far fewer to prepare for and gain meaningful paid or voluntary employment (0.53 per 1,000 population 18-64, compared with 1.87)

- spends less in gross terms (nearly £29,000 per annum per user, compared to over £30,000. However, it is important to note that both Somerset and Herefordshire are relatively high spenders, with Herefordshire in the top third of its statistical neighbour authorities for expenditure per head of total population on learning disabilities. This is particularly significant in light of our number of service users being 17% below national prevalence rates)

- has much lower income (£6,639 per annum per user, compared with £12,232), including from charging users and from the PCT

- invests not much more than half as much in care management and assessment (6% of total spending on AWLD services, compared with 11%)

- has fewer managers across all adult social care, evidencing much less strategic planning, capacity to manage performance and change, and less developed commissioning plans (1.7 per 10,000 population – 1.9 including the joint, PCT-based IMPACT team – compared with an average of 2.1 in Somerset, Shropshire and East Riding)

- has poor, inefficient systems for the collection and analysis of data on the basis of which the performance of services can be continuously monitored and improved

3.5 Although Herefordshire is ahead of Somerset in the provision of some modern day services, we still offer many more opportunities in

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traditional, buildings-based locations (to which many people have to be bussed) than in flexible, local community settings.

3.6 This analysis leads to our recommending the following as the principal ingredients of the modern, cost-effective patterns of services that should be developed in Herefordshire.

3.6.1 The overall objective (and therefore the test of all services) is to enable AWLD to lead fulfilled lives as valued members of their local communities.

3.6.2 It follows that, as in the case of older people (see Section 2 above), a vital contribution to meeting the needs of AWLD and, where they exist, their family carers should be made by generic community facilities and services rather than professional social care. The Council and its partners in the Valuing People Partnership Board will need to use every opportunity under *The Herefordshire Community Strategy* to increase the inclusion of AWLD in leisure, lifelong learning, the workforce and community activities generally. Since this is not about social care, the costs are not included in the social care costings below.

3.6.3 The primary model for accommodation should be supported tenancies and, where possible, owner-occupation, accessing wider sources of capital and revenue funding (the Housing Corporation, MENCAP and other charitable bodies, business, benefits etc.).

3.6.4 There should be equal opportunities in this respect (and more generally) for those with a high level of dependency.

3.6.5 There should be a commensurate substantial reduction in residential care over time, with no more than four people in a home.

3.6.6 Exceptions should only be made on the basis of clearly established objective criteria, such as forensic or complex medical needs, and subject to high-level approval.

3.6.7 The pace of reduction should reflect careful consideration of the wishes of affected individuals, the level of available resources and relative priorities within the overall service improvement programme. In particular, no services should be removed or reduced in quality until better alternatives are available.

3.6.8 Where individuals choose to remain in the family home, there should be better, targeted support for family carers (with increased use of the voluntary and community sector, including for emergency respite care).

3.6.9 There should be careful planning with users and family carers to manage the transition to independent living, rather than merely a response to crisis. This should apply equally to younger and older people.

3.6.10 There should be a continued move away from buildings-based day services and day care provided by residential homes, with the emphasis on accessing mainstream community-based opportunities (including in multi-purpose community centres) rather than specialised facilities for AWLD.

3.6.11 Employment and volunteering opportunities should be expanded, through systematic engagement with local employers, social enterprises and hard-headed support for self-employment initiatives, such as micro-enterprises.

3.6.12 This should be complemented by the expansion of college opportunities, including the *Skills for Life* curriculum, with the emphasis firmly on securing meaningful employment rather than (as too often now) mere readiness for work.

3.6.13 The Council and partners should themselves offer high-quality employment opportunities and influence others to do so.

3.6.14 As a significant contribution to better services, including the prevention and management of challenging behaviours, comprehensive multi-agency speech and other communication training should be delivered to all people working with AWLD (i.e. including those in non-social care capacities).

3.6.15 Building on the *In Control* pilot, direct payments and individualised budgets should be extended to as many people as possible.

3.6.16 For the most part, the current eligibility criteria for specialist services should be maintained, with continued services for current users regardless of IQ, but with an IQ below 70 the requirement for new users.

3.6.17 But this should be accompanied by the development of agreed protocols with other services: to ensure clarity about respective responsibilities and relationships, and minimise the risk of individuals not getting appropriate services (e.g. those with Asperger's Syndrome).

3.6.18 To underpin the emphasis on meeting as many needs as possible through generic, community services rather than professional social care, the Council should add to the eligibility criteria a requirement that non-social care options must first have been exhausted. This would require the provision of accessible, up-to-date information to service users, carers and those working in professional, voluntary and community services.

3.6.19 To maximise efficiency and effectiveness, comprehensive business processes should be developed and maintained.

3.6.20 To ensure that the best possible care and support is available to all who need them, and to control the additional costs of the improvements, the Council needs to generate significantly higher levels of income from those able to pay for all or part of their care and from external sources. This will be assisted by the actions

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recommended above to enable people to live as tenants or owner-occupiers and to gain meaningful paid employment.

3.6.21 There should be a parallel drive to increase income from other sources to enable capital and other non-recurrent developments, not least in respect of multi-use community facilities. Sources might include: Government special grants; the National Lottery (including for culture and leisure), business and the Private Finance Initiative (PFI).

3.6.22 There should be continue to be regular review of the most expensive packages of care; and consideration should be given to establishing Performance and Funding panels to drive radical approaches to care/support packages and lever better value for money.

3.6.23 Steps should be taken further to reduce avoidable transport costs by ensuring that, wherever appropriate, AWLD attend local opportunities and use mainstream public transport.

3.6.24 A strong partnership commissioning strategy needs to be developed as a matter of urgency, including the medium to long-term development of the care market to deliver the new patterns and levels of services. This should take into account the implications of significant growth in the numbers of direct payments and individual budgets. Preparatory work on this is already underway.

**The additional capacity needed to deliver the improvements**

3.7 Developing and delivering the detailed management programme to realise these higher-performing services will require a significant injection of additional management resource. The key ingredients will be highly-skilled general and financial management; dedicated project management; business process engineering; and service planning, commissioning and contract management.

3.8 Some elements of this would be time-limited – to initiate change and ensure that sound foundations were laid; others would be long-term – to maintain and adapt cost-effective processes and changes and to provide the drive for continuous improvement.

3.9 This report assumes that the long-term elements would be secured as an integral part of the economies of scale to be achieved through the establishment of the Public Service Trust. This would need to be tested in the light of an assessment of the competencies of existing staff. It might, for instance, be necessary to bring in additional long-term expertise in health and social care business processes.

3.10 There would also be a need for an additional 8.5 WTE professional members of community teams (compared with the 27 currently): to handle the additional assessment and care management essential to the proposed high-performing services; and to deliver the enhanced speech therapy services, including the training of all those working with AWLD in communication skills (see paragraph 3.5.14 above).

3.11 The time-limited management additions – in all cases operating in these roles in respect of both older people and adults with learning disabilities – are estimated to be WTE posts as follows:

- a general manager, with good financial management skills
- a project manager
- a specialist business process engineer
- a specialist to generate additional income for capital and other non-recurrent developments

3.12 There would also need to be a time-limited WTE specialist to generate long-term sustainable arrangements to secure meaningful paid and voluntary employment opportunities for all who can be capable of holding them down.

3.13 Crucial also are quality-assured and timely service and financial data, analysed to provide managers at all levels with intelligence, on the basis of which services can be rolled-out and managed successfully and budgets controlled. This report assumes that this will be addressed – and financed – as part of the Council's *Herefordshire Connects* programme, under which it has already been identified as a priority.

3.14 Equally crucial will be fully compatible ICT and information protocols and systems across agencies. Again, it is assumed that this will be addressed as part of the creation of the Public Service Trust and linked to the *Herefordshire Connects* programme.

3.15 All this will require a comprehensive change-management programme affecting all staff and partner organisations in all sectors. Two of the key ingredients will be: top-class communication and consultation at all levels, internally and externally; and a skills audit of existing staff in relation to the new patterns of services and processes, with an action plan to deliver the necessary training, development, restructuring and recruitment. In view of the Council's substantial underspending against training budgets, the potential to exploit additional external sources and the economies of scale that might be achieved under the Public Service Trust, no additional resources for training and development are included in the costings.

3.16 The new patterns and levels of service should be subject to regular review and periodic formal evaluation. This should include an external, independent element, if possible linked to national evaluation programmes. If necessary, the costs of this should be found from within the overall costings.

**The costs**

3.17 The overall patterns and levels of high-performing services proposed are set out in the chart at Appendix 6, which also explains the underlying assumptions.

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***Final report: future social care needs and services for older people and adults with learning disabilities***

> 3.18 Appendix 6 contrasts the proposed services with the services in place in 2005-06.  It also contrasts them with the level of services that would need to be in place in 2011 were the Council **not** to make significant changes to the present pattern.

> 3.19 Against the background of the steadily increasing demand indicated by the needs assessment, this shows that the Council has no choice but to continue to expand services.  But, unless it modernises services along the lines proposed in this report, it would be expanding a "no stars" pattern and level of services, and could expect to continue to be poorly rated by inspectors.  Worse than that, it would be doing so in a context where the performance of authorities can be expected, on average, to continue to improve year-on-year and in which Government and the inspectors would be likely to have ratcheted up the minimum acceptable standard for services and, therefore, the threshold for intervention.

> 3.20 Additionally, the maximum possible sustainable improvements in efficiency can only be achieved if services are modernised, as proposed.

> 3.21 The recurrent costs of the higher performing services, and the comparisons with the costs in 2005-06 and the 2011 "no change" baseline, are as follows (all at 2005-06 prices):

| Year | No. of users | Gross costs | Income from users | Other income | Total Income | Efficiency savings | Net total costs | Net additional cost to the Council |
|------|------|------|------|------|------|------|------|------|
| | | £m | £m | £m | £m | £m | £m | £m |
| 2005-06 | 531 | 15.335 | 1.044 | 2.521 | 3.525 | N/A | 11.809 | N/A |
| 2011 -no change | 600 | 17.327 | 1.135 | 2.521 | 3.656 | 0.899 | 12.772 | 0.963 |
| 2011 - modernised | 600 | 18.152 | 1.774 | 2.521 | 4.295 | 1.844* | 11.973 | 0.164 |

*# Four years compounded efficiency savings of 1.25% a year, based on gross costs of no change to the pattern of services in 2011 =  5.19%*

*\* Four years compounded efficiency savings of 2.5% a year, based on gross costs of modernised services in 2011 =  10.38%*

> 3.22 The key thing this shows is that **the modernised, high-performing social care services would, in net terms, cost the Council nearly £800K less a year than continuing with the current pattern**.

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3.23 **In addition to these recurrent costs, the AWLD element of the time-limited posts would cost some £111K per annum**. It is assumed that these posts would be filled for three years, from 2007 to 2010.

3.24 These costs take no account of what would be needed further to improve access for AWLD to generic (i.e non-social care) community facilities and services. If this isn't achieved, the net costs for the high-performing social care services described above are unlikely to be adequate.

3.25 Accurate costs are not yet available for the non-social care developments, but **it is reasonable to assume that at least an additional £0.5 million a year would be needed to achieve substantial initial impact. Even with that investment, the net costs would still be lower than continuing with the current pattern of services**.

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# INTEGRATED COMMUNITY EQUIPMENT SERVICE (ICES)

## PORTFOLIO RESPONSIBILITY: SOCIAL CARE ADULTS AND HEALTH

**CABINET**                                                **14TH DECEMBER, 2006**

## Wards Affected

County-wide

## Purpose

To note changes proposed by central government to the delivery of community equipment services nationally and to highlight pressures on the pooled revenue budget and requirement for capital investment.

## Key Decision

This is not a Key Decision

## Recommendations

**THAT (a)**      **the premises and transport issues facing the Integrated Community Equipment Service be noted and that these form part of the Council's forthcoming scheme selection process for future capital projects;**

         **(b)**      **the associated staffing/revenue costs of £37,000 be included in the Council's budget allocation process;**

         **(c)**      **the initial Government guidance regarding the role of the Third Sector in equipment service be noted and that a further report be made on these options once the full guidance is available; and**

         **(d)**      **the progress made on the action plan from the Cabinet report of 20th April 2006 at Appendix 1 be noted.**

## Reasons

Since the Cabinet report on 20th April, new Government guidance has been published which indicates a greatly enhanced role for the Third Sector.

A successful local pilot of a new method of delivery/fitting has demonstrated efficiencies; however, in order to progress, this model requires additional capital and revenue investment.

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Further information on the subject of this report is available from
Sue Dale, Prevention Services Managers on 01432 261778

ICESreport0.doc

Potential has been identified to extend the services to include those currently provided by partner organisations. However, the current site restricts these being developed.

## Considerations

1.  Community Equipment is at the heart of enabling people with disabilities to maintain independence and to stay in their homes for longer. Government research has shown that most people would prefer to be looked after at home, rather than in a care setting.

2.  Equipment supports hospital discharge and enables palliative care to be carried out at home. The timely provision of equipment creates savings for both health and social care budgets.

3.  The Government announced in June 2006, the "Transforming Community Equipment Services Project", which proposes a greatly expanded role for the Third Sector. The Project will produce a new service delivery model by autumn, 2007, together with a business case, a contracting package and strategies and frameworks for implementation and change. Although it is not yet clear what form a new model for service delivery will be, it will be important that the premises and other facilities of Herefordshire's Community Equipment Service are fit for purpose and meet the minimum quality standards likely to be defined by the Project.

4.  The Community Equipment Store has recently been the subject of a consultancy exercise, which has been reviewing the procurement process. Recommendations have been made which will bring efficiency savings.

5.  An Infection Control audit was carried out on the Store premises in March of this year and a number of recommendations were made to minimise the risks to service users and staff.

6.  The current service provides equipment for home nursing, to maintain independence, for intermediate care, for children with disabilities, specialist seating for schools, minor adaptations (through Private Sector Housing and the You@Home agency)

    -   The service recycles equipment items through collection, cleaning and decontamination, servicing and maintenance schedules, repair and refurbishment. Clean, safe, serviceable equipment is returned to stock for further use.

    -   The service does not currently provide the following services: Short term loan wheelchairs, mobility/walking aids and access to the Wheelchair Service (NHS provision for permanent wheelchair users). These are provided separately by Herefordshire Primary Care Trust.

7.  In 2005/6, the service received 9,591 referrals and issued 13,238 items of equipment on loan. This showed an increase of 10% and 39% respectively over the previous year. 94% of the equipment issued was delivered and fitted, within the 7 days prescribed by BVPI 56. In the same period, 8,867 items were collected because they were no longer needed. This was an 18% increase on 2004/5.

    -   In 2005/6, the ratio of collections to issues was 67%. This is the highest rate of any other ICES within the West Midlands and Trent region, defined by the National Association of Equipment Providers (NAEP).

**Current and Future Service Demands**

8.      The revenue budget for the past two years has been bolstered by £100,000 of capital in each year, which has been used to make purchases of single, expensive items of equipment, which have an expected life of up to 10 years.  Herefordshire PCT has contributed a one-off payment of £100,000 in 2005-06 for the purchase of equipment.

- There is growing demand to support the key priority of the Helping People to Live at Home agenda.  This is borne out by the increase in activity shown above. Budgetary growth year on year has been restricted to standard, inflationary uplift, with no additional funding to facilitate growth in demand.

- The needs analysis work undertaken by Herefordshire Council identifies a shift in the demographics of our area, impacting on demand for the future, especially in the older age groups.

- Joint Finance funding for the key post of Partnership manager will cease at the end of this financial year.  This will be brought to the attention of the Section 31 partners.

- The Community Equipment Store currently operates two vehicles and provides a delivery and collection service.  It delivers, but does not fit equipment items ready for use.  This function is carried out by the requesting professional.

- The service successfully ran a short pilot project in 2005/6 to deliver and fit (i.e. make ready for use) equipment direct to service users.  During the pilot 156 items were delivered and fitted, of which 68.5% were delivered and fitted within 1 day and a further 27.6% within 2 days. In these cases, fitting would previously have been carried out by an Occupational Therapist, whose time was released to carryout assessments. Funding, both capital and revenue, is required to make this an integral part of the core service.

- These pressures will be highlighted to the Section 31 Agreement partners as   part of the annual budget-setting process.

- The service is currently restricted to the hours of 8.30 am to 4.30 pm, five days per week.

**Site Restrictions**

9.      ICES occupies a part of the Unit 3 site, which Herefordshire Council leases from Pontrilas Developments and is linked to Herefordshire Council ICT systems.

- 16 years remain on the current lease and acceptance of early surrender by the landlord is unlikely.  Release costs are likely to be in the region of £250,000 for the area occupied by the ICES, unless Herefordshire Council can provide replacement occupants.  The terms of the lease do not allow for sub-tenancies.

- The Equipment Store facilities have office space, workshop and decontamination and cleaning areas and occupies 628sq.m (6836sq.ft), at an annual rent of £38,000 (inclusive of services).

- In addition, the service rents a small (500sq.ft), Council-owned unit elsewhere on the Rotherwas industrial estate.  The rent for this is £3,850 per annum, plus a small, additional cost for electricity.  This unit is used for storage of beds and

other large items, in order to maximise space at Unit 3.

- The recent Infection Control Audit highlighted a number of premises related issues.  In particular, these relate to insufficient space for storage of returned goods and decontamination of large items.

**10.    Potential Future Developments include:**

- **Mobility and walking aids** – These are currently provided by Herefordshire Primary Care Trust via the Community Physiotherapy Service.  To provide further integration of services and efficiencies, ICES could take on this service.

   However, additional storage space, cleaning and recycling capacity and transport capability would be required.

   Discussions with Herefordshire Primary Care Trust have commenced.

- **Wheelchair Service –** this service is currently provided by Herefordshire Primary Care Trust and is currently in unsuitable accommodation.  The Trust is keen to be co-located with ICES, providing economies of scale.  This would generate additional funds for the pooled budget/sharing of costs.

   Additional storage space and transport will be required to develop this service.

- **Delivery, including fitting, ready for use**  - the short pilot scheme referred to in Point 7 and carried out in conjunction with the You@Home agency, indicated a likely cost of £38,000 per annum and demonstrated shorter waiting times and better use of Occupational Therapists' time.  The service has not been continued because of lack of funding.  However, service users and clinicians were strongly in favour of such a scheme and, longer term, this would enable clinicians to reduce waiting times for assessments and also improve performance, as measured by the indicator BVP 156.

- Dividing the county into three areas:  more deliveries could be carried out on a daily basis and would allow additional time per "drop" for equipment to be set up or installed, ready for immediate use.

- Capital of approximately £40,000 would allow for the purchase of two additional vans, with additional revenue funding of £30,000 per annum to provide two additional drivers (plus on-costs).  Additional cost to the revenue budget of running two extra vans is estimated in the region of £7,000 per annum.

- **Assessment and demonstration facilities for Service Users –** Clinicians wishing to assess the suitability of particular pieces of equipment with users before ordering use facilities provided by local commercial suppliers to assess and demonstrate.

   - An area with a cross-section of equipment items for trial would be an appropriate addition to ICES.  Such a facility would improve the quality of the service provided and facilitate access to a greater range of suppliers. It is not envisaged that there would be any additional revenue cost to the service, since local suppliers would be happy to provide demonstration equipment.

All the above developments, whether pursued separately or together, require additional space.  The estimated total additional space required is 901 sq.

# Conclusion

### 11. Premises

- Additional accommodation will enable ICES to widen the range of its service and improve the quality of provision.

- Additional premises will relieve the pressure on existing accommodation and enable service development in line with the Government's prevention and wellbeing agendas.

- Upgrading of the premises will allow for infection control issues to be managed and will ensure that no liability can be attached to the ICES operations in the event of an outbreak of a notifiable disease.

- Release costs from the existing premises are likely to be prohibitive, unless alternative tenants from within the Council can be found, or existing occupants wish to expand their accommodation. Investigation indicates that neither option is likely. As a consequence, removal to a single, larger, site is not currently an option.

### 12. Transport

Two additional vans and drivers will enable the Community Equipment Store to provide and make ready equipment in one visit, thus benefiting the service user, who can begin to use and benefit from the equipment immediately; freeing up clinician time for more complex work; providing a streamlined, efficient service. More deliveries will be possible overall, ensuring that more items are delivered and satisfactorily installed within the 7-day target (PAF BVPI 56/D54) and performance keeps pace with demographic demand.

# Alternative Options

Alternative options explored in Appendix 2

# Risk Management

ICES is central to supporting individuals to maintain their independence, and to stay in their own homes, within the local community. There are growing pressures on the service, to continue to meet the increasing needs of the ageing population. Investment in the premises and vehicles will allow the service to respond to the increasing demand for equipment services, and reduce the risk of delays in the assessment, delivery and fitting of equipment.

# Consultees

The ICES has a Management Advisory Group, which meets monthly to oversee operational matters. This group includes representatives of all stakeholder groups, including service users.

# Appendices

Appendix 1 – Update on progress on Action Plan of 20th April, 2006
Appendix 2 – Options for Transport

**Background Papers**

Report to Cabinet dated 20th April, 2006.

**Herefordshire Integrated Community Equipment Service**

**Business Action Plan 2006/7**

a. Current Activity

| Area of operation | Target | Action(s) required | Timescale | Progress – October '06 |
|---|---|---|---|---|
| Hospital Discharge | To ensure that discharges are not delayed by the need for equipment to be in place | To work with health and social care colleagues to address equipment needs as a part of the planning for discharge. | September 2006 | Links with OT's and District Nurses are established to facilitate planned discharge. CES is introducing a system to check arrangements for delivery prior to discharge. |
| Intermediate Care | Provision of equipment within 7 days of decision to supply | Work with Intermediate Care teams to ensure an integrated assessment/delivery/fitting process | September 2006 | Target met. 96% of equipment delivered within timescales. |
| Links with Housing | a) Installation (fitting ready for use) of equipment items by in-house handyman agency to improve performance ratings (D54/BVPI56).<br>b) Close working with Housing OT<br>c) Minor adaptations (funded by ICES, delivered by Private Sector Housing through You @ Home) carried out within 7 days | a) Following the Driver Fitter pilot scheme, evaluate and, if appropriate, develop as a part of the ICES service<br>b) Housing OT appointed. In post from 3 April<br>c)Establish internal service level agreement with Private Sector Housing | a) Pilot scheme February 2006; full introduction planned for April 2006, depending on funding.<br>b) On going.<br>c) September 2006 | a) Driver/Fit pilot run. Plans to integrate into ICES.<br><br>b) Housing OT member of the ICES Advisory Board. Reviews are undertaken of all adaptation requests for suitability and eligibility.<br><br>c) Targets for minor adaptations carried out within 7 days have been agreed. |

| Direct Payments | Support and contribute to PI C51 (Direct Payments) – target for 2005/6 = 100 service users receiving a Direct Payment | a) Finalise policy & procedures for equipment and put in place<br>b) Develop policy & procedures for minor adaptations | a) April 2006<br>b) Work to be commenced beginning 2007. | a) First Direct Payment for equipment issued in September 06<br>b) Work being carried out on developing policy for minor adaptations. |
|---|---|---|---|---|
| Competency Framework | Broaden range of staff able to access equipment Reduce OT waiting times for assessments.<br><br>Average wait for OT assessment: 7 months N.B. These assessments are holistic and not purely related to equipment needs. The OT service is implementing a range of strategies to address this issue. | Implement competency frameworks so that care staff are able to undertake simple assessments for equipment | September 2006 | Competency framework rolled out to all unqualified staff within Occupational Therapy who report to a qualified OT and STARRS.<br><br>Waiting times for OT assessments are within the 13 weeks target set by Government. |
| ICT – software upgrade | Upgrade to version 4 of MESaLS software to allow direct access to online ordering by clinicians and to improve management reporting | ICT agreement<br>Order and install new software.<br>Staff training<br>Clinician training | April 2006 Software provider has given notice that support is to be withdrawn from the current version by September 2006. | Business Case completed and awaiting approval from ICT approval on the upgrading of MEASles. |
| Compliance with BVPI56/ D54- % of items satisfactorily delivered and installed within 7 days. | Target for 2005/2006 86%<br><br>Target for 2006/2007 88% | Improve satisfactory installation returns by making equipment ready for use at time of delivery | March 2007 | Current performance is 96% |

b) Future Activity

| Area of operation | Target | Action(s) required | Timescale | Progress – October '06 |
|---|---|---|---|---|
| Telecare and Smart Houses | Support PI C32 (Help to Live at Home) | Run 3 development projects – dementia; intermediate care; frail elderly. | From April 2006 to March 2008 | Preventative Technology Grant awarded. Telecare Coordinator in post October 2006. Planned Telecare Installations are 148 in 2006/7 and 294 in 2007/8. Evaluation of projects throughout with plans to continuing funding from core budget from April 2008. |
| Wheelchair Service | a) ICES contracted to store & distribute wheelchairs b) Wheelchair service to co-locate | a) agreement with wheelchair service b) Suitable premises required | a) PCT has recently extended the existing contract for a further year to April 2007 to allow further discussions to take place. b) See Location of Services (below) | Wheelchair Services are a part of the Transforming Community Equipment Services Project currently being undertaken by the Dept of Health's CSIP team. Model for implementation due Autumn 2007. |
| Short term wheelchair loans | Introduce a loan service for Herefordshire, to operate under ICES | Scope volume and need. Determine eligibility. Develop procedures. | March 2007 | Draft plans for provision of short-term loans to those awaiting permanent wheelchair are in place. |

| Area of operation | Target | Action(s) required | Timescale | Progress – October '06 |
|---|---|---|---|---|
| Mobility Aids | Incorporate walking aids currently managed by community physiotherapists into ICES | Scope volume and identified need. | March 2007 | Initial discussions have been held with the Head of Physiotherapy and costings produced. |
| Location of Services | Occupy larger premises to allow for expansion. To include additional services outlined above; assessment, demonstration and training facilities; increased storage, cleaning, maintenance and office space. | Identify suitable premises Plan logistics of move | March 2008 | Requires funding to achieve a level of service, which is likely to meet the requirements of the Transforming Community Equipment Services Project model. |
| Commissioning Strategy | Develop joint commissioning strategy for all ICES services | Identify funding streams and agree levels of service provision | March 2007 | Expressions of interest are being requested from suitably qualified persons to assist with this work. Completion of strategy March 2007. |
| Local Targets for performance | Develop local performance indicators to track service development and outcomes e.g.% of equipment re-cycled. | Agree targets with partners and stakeholders via Management Advisory Board. Increase awareness amongst users of the need to return equipment. | March 2007 | Now monitoring assessment to receipt of referral delays on a quarterly basis. CES are developing a robust system for reclaiming equipment. Clinicians are regularly informing CES of equipment no longer needed. Requisition forms identify equipment forms to be collected. Recent promotion using local media has raised profile of "loans" |

Sue Dale – Prevention Services Manager - March 2006

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**Options for Transport**

The Community Equipment Store currently operates two vehicles and provides a delivery and collection service. It delivers, but does not fit equipment items ready for use. This function is carried out by the requisitioner.

**Vehicle A is a long wheelbase Renault Master van**, purchased new in March 2005 by Herefordshire PCT and subsequently transferred to Herefordshire Council (ICES) ownership. This vehicle is driven by a full-time driver, employed by the PCT, but based at Unit 3.

The vehicle carried out routine deliveries and collections, following a standard, weekly pattern.

**Vehicle B is a Ford Transit van**, which has been leased since August, 2004, at a cost of £5,200 per annum. The lease term ends in August, 2007.

The vehicle is used for urgent delivers and collections (e.g. hospital discharge), supplementing Vehicle A where demand creates pressures which could affect performance; deliveries and collections of large, heavy or awkward items and all deliveries or collections requiring two people for health and safety reasons. This vehicle is driven by Community Equipment Store staff as a part of their duties.

Both vans are divided into two compartments, so that cross contamination between clean and dirty items is minimised.

- Option 1 – do nothing

    o Costs
        ▪ No additional funding required

    o Advantages
        ▪ None

    o Disadvantages
        ▪ Delays continue to be built into system.
        ▪ Customer has to wait for clinician to revisit before using equipment.
        ▪ Increasing demand will impact on already stretched services.

- Option 2 – 2 additional vans and drivers

    o Costs
        ▪ £40,000 in year 1 to purchase vans
        ▪ Ongoing additional revenue costs – staffing £30k plus on-costs; transport £7,000

    o Advantages
        ▪ Increased service efficiency
        ▪ Continued excellent performance with increase in demand
        ▪ Drivers will be multi-skilled to provide cover elsewhere within the service as required

- Splitting the area into 3 improves delivery schedules and avoids some places having to wait a week between deliveries
- Greater capacity for collections, therefore greater savings to service from re-use of equipment
- Greater flexibility – especially at holiday periods and times of high demand
- Potential to extend delivery hours
- Purchase and running costs of a van over a life of 10 years will be little more than half the cost of leasing one over the same period.

- Disadvantages
  - Cost to revenue budget for additional staff and running costs
  - Current lack of additional secure overnight storage for vans

# Recommendation

**Option 2 is recommended.**