

Economy, Communities and Corporate
Geoff Hughes - Director

TO: ALL MEMBERS OF THE COUNCIL

Our Ref: Council - 25 September 2015

Please ask for: Tim Brown

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17 September 2015

Dear Councillor,

YOU ARE HEREBY SUMMONED to attend the meeting of the Herefordshire Council to be held on **Friday 25 September 2015** at the Council Chamber, The Shire Hall, St Peter's Square, Hereford, HR1 2HX at **10.00 am** at which the business set out in the attached agenda is proposed to be transacted.

Yours sincerely

C Ward

CLAIRE WARD
DEPUTY SOLICITOR TO THE COUNCIL PEOPLE AND REGULATORY

AGENDA

Council

Date: **Friday 25 September 2015**

Time: **10.00 am**

Place: **Council Chamber, The Shire Hall, St Peter's Square,
Hereford, HR1 2HX**

Notes: Please note the **time, date** and **venue** of the meeting.

For any further information please contact:

Governance Services

Tel: 01432 260239

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Agenda for the Meeting of the Council

Membership

Chairman

Vice-Chairman

Councillor DB Wilcox

Councillor PJ McCaull

Councillor PA Andrews
Councillor JM Bartlett
Councillor TL Bowes
Councillor CR Butler
Councillor MJK Cooper
Councillor PGH Cutter
Councillor PJ Edwards
Councillor DW Greenow
Councillor J Hardwick
Councillor EPJ Harvey
Councillor JA Hyde
Councillor AW Johnson
Councillor JLV Kenyon
Councillor MD Lloyd-Hayes
Councillor RI Matthews
Councillor MT McEvelly
Councillor PM Morgan
Councillor FM Norman
Councillor RJ Phillips
Councillor AJW Powers
Councillor P Rone
Councillor A Seldon
Councillor WC Skelton
Councillor D Summers
Councillor LC Tawn
Councillor SD Williams

Councillor BA Baker
Councillor WLS Bowen
Councillor H Bramer
Councillor ACR Chappell
Councillor PE Crockett
Councillor BA Durkin
Councillor CA Gandy
Councillor KS Guthrie
Councillor DG Harlow
Councillor EL Holton
Councillor TM James
Councillor JF Johnson
Councillor JG Lester
Councillor MN Mansell
Councillor RL Mayo
Councillor SM Michael
Councillor PD Newman OBE
Councillor CA North
Councillor GJ Powell
Councillor PD Price
Councillor AR Round
Councillor NE Shaw
Councillor J Stone
Councillor EJ Swinglehurst
Councillor A Warmington

AGENDA

		Pages
	<i>(The meeting will be preceded by prayers.)</i>	
1.	APOLOGIES FOR ABSENCE To receive apologies for absence.	
2.	DECLARATIONS OF INTEREST To receive any declarations of interest by Members in respect of items on the Agenda.	
3.	MINUTES To approve and sign the Minutes of the meeting held on 17 July 2015.	9 - 30
4.	CHAIRMAN'S ANNOUNCEMENTS To receive the Chairman's announcements and petitions from members of the public.	31 - 32
5.	QUESTIONS FROM MEMBERS OF THE PUBLIC To receive questions from members of the public.	33 - 38
6.	NOTICES OF MOTION UNDER STANDING ORDERS To consider the following motions: - No 1 Ledbury Road – short breaks and respite care - Chinese Lanterns	39 - 40
7.	CHILDREN AND YOUNG PEOPLE'S PLAN To approve the Children and Young People's Plan 2015-2018.	41 - 130
8.	YOUTH JUSTICE PLAN To approve the Youth Justice Plan.	131 - 182
9.	CAPITAL SUPPORT FOR THE FEDERATION OF AYLESTONE BUSINESSES AND ENTERPRISE COLLEGE AND BROADLANDS PRIMARY SCHOOL AND CHILDREN'S CENTRE To consider making provision in the capital programme for additional capital funding to support the relocation of Broadlands primary school and children's centre onto the Aylestone Business and Enterprise College Site.	183 - 188
10.	DESIGNATION OF POST AS STATUTORY OFFICER (MONITORING OFFICER) To designate a specific post to discharge the functions of Monitoring Officer.	189 - 192
11.	LEADER'S REPORT To receive the Leader's report, which provides an overview of the Executive's activity since the last Council meeting.	193 - 202
12.	ANNUAL REPORT OF HEREFORD AND WORCESTER FIRE AUTHORITY To receive the annual report of Hereford and Worcester Fire Authority.	203 - 210

13. FORMAL QUESTIONS FROM COUNCILLORS TO THE CABINET MEMBERS AND CHAIRMEN UNDER STANDING ORDERS

To receive any written questions from Councillors.

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YOU HAVE A RIGHT TO: -

- Attend all Council, Cabinet, Committee and Sub-Committee meetings unless the business to be transacted would disclose 'confidential' or 'exempt' information.
- Inspect agenda and public reports at least five clear days before the date of the meeting.
- Inspect minutes of the Council and all Committees and Sub-Committees and written statements of decisions taken by the Cabinet or individual Cabinet Members for up to six years following a meeting.
- 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.
- Access to a public register stating the names, addresses and wards of all Councillors with details of the membership of Cabinet and of all Committees and Sub-Committees.
- Have a reasonable number of copies of agenda and reports (relating to items to be considered in public) made available to the public attending meetings of the Council, Cabinet, Committees and Sub-Committees.
- Have access to a list specifying those powers on which the Council have delegated decision making to their officers identifying the officers concerned by title.
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Please do not allow any items of clothing, etc. to obstruct any of the exits.

Do not delay your vacation of the building by stopping or returning to collect coats or other personal belongings.

The Chairman or an attendee at the meeting must take the signing in sheet so it can be checked when everyone is at the assembly point.

HEREFORDSHIRE COUNCIL

MINUTES of the meeting of Council held at The Shire Hall, St Peter's Square, Hereford HR1 2HX on Friday 17 July 2015 at 10.00 am

Present: Councillor DB Wilcox (Chairman)
Councillor PJ McCaull (Vice Chairman)

Councillors: PA Andrews, BA Baker, JM Bartlett, WLS Bowen, TL Bowes, H Bramer, ACR Chappell, MJK Cooper, PE Crockett, PGH Cutter, BA Durkin, PJ Edwards, DW Greenow, KS Guthrie, J Hardwick, DG Harlow, EPJ Harvey, EL Holton, JA Hyde, TM James, AW Johnson, JF Johnson, JLV Kenyon, JG Lester, MD Lloyd-Hayes, MN Mansell, RI Matthews, RL Mayo, MT McEvelly, PM Morgan, PD Newman OBE, FM Norman, GJ Powell, AJW Powers, PD Price, P Rone, AR Round, A Seldon, NE Shaw, WC Skelton, D Summers, EJ Swinglehurst, LC Tawn, A Warmington and SD Williams

11. APOLOGIES FOR ABSENCE

Apologies were received from Councillors CR Butler, CA Gandy, SM Michael, CA North, RJ Phillips and J Stone.

12. DECLARATIONS OF INTEREST

There were no declarations of interest.

13. MINUTES

RESOLVED: That the Minutes of the meeting held on 22 May 2015 be confirmed as a correct record and signed by the Chairman.

14. CHAIRMAN'S ANNOUNCEMENTS

Council noted the Chairman's announcements as printed in the agenda papers.

Petitions

The Chairman reported that he had received petitions relating to a planning application for a housing development at Three Elms Road/Huntingdon Lane,/Kings Acre Road, Hereford; and to the closure of the Wye Valley NHS Trust facility at no1 Ledbury Road. The cabinet member - infrastructure and the cabinet member – young people and children's wellbeing respectively received the petitions.

Wye Valley NHS Trust Facility - No 1 Ledbury Road, Hereford

The Chairman reported to Council that he had received a request for an urgent motion to Council in response to the notification from Wye Valley NHS Trust that their facility at No. 1 Ledbury Road would not be available from April 2016.

He informed Council that, having consulted the Monitoring Officer, he had declined the request. Although it was a matter of great importance to those affected, as the proposed closure was not taking place for eight months, it did not meet the constitutional requirements for urgency. He observed that there would be opportunity for Council to discuss the matter in September, or for questions to be raised at the forthcoming meeting of the Health & Social Care Overview & Scrutiny Committee.

Although a response from the cabinet member to Member questions on the matter appeared elsewhere in the agenda, he invited Councillor Lester, cabinet member young people and children's wellbeing, to make a statement. He added that there would be no opportunity to ask questions upon the statement.

A copy of the cabinet member's statement is attached at Appendix 1.

The Chairman also reminded Members to advise his office if they wished to attend the Three Choirs Festival Chairman's Reception.

15. QUESTIONS FROM MEMBERS OF THE PUBLIC

A copy of the public questions and written answers, together with the supplementary question asked at the meeting and its answer, is attached to the Minutes at Appendix 2.

16. TREASURY MANAGEMENT OUTTURN 2014-15

Council was invited to approve the Treasury Management Outturn for 2014/15.

The Leader presented the report.

In discussion the following principal points were made:

- It was asked whether investment in IT had been satisfactory and appropriate, providing systems that enabled members to fulfil their roles. The Leader replied that investment in IT was complex given the pace at which technology moved. He continued to ask officers to seek to resolve IT issues for Members where these arose.
- It was asked whether the amount of borrowing was sustainable, mindful that interest rates were expected to rise. The Leader commented that the Council's borrowing was at an average level compared with other local authorities. He added that about 80% of that borrowing supported invest to save initiatives that had reduced pressure on the revenue budget.
- A Member noted that anticipated capital expenditure in 2014/15 had been deferred into 2015/16 and asked whether expected savings arising from that expenditure had also been deferred. The director of resources agreed to provide a written response.
- It was also asked whether the stated intention to liquefy £60m of capital assets was driven by the need to invest £40m in the energy from waste plant. The Leader commented that consideration had to be given to how to use the Council's assets given the financial pressures including an expected reduction in Government Grant,

which was currently £35m pa to zero by 2020. The funding of the energy from waste plant was a separate issue and was not the driver for asset disposals.

- The leader of the Independent Group reiterated concern on behalf of his Group at the level of borrowing and the interest repayments of £16m pa. The Leader replied that the importance of controlling borrowing was recognised and the level of borrowing was monitored. He did not consider the council had borrowed too much and questioned which of the schemes the borrowing had supported others would have chosen not to pursue.

RESOLVED: That the treasury management outturn at appendix 1 to the report be approved.

17. LEADER'S REPORT

The Leader presented his report on the activities of Cabinet since the meeting of Council in March 2015.

In discussion the following principal points were made:

- (paragraph 5 of the report) Whilst expressing reservations about the housing targets retained within the Core Strategy a Member agreed that it was important that the Core Strategy was adopted as soon as possible. An assurance was sought that if the Government made any further legislative changes these should not be permitted to hinder the adoption of the Core Strategy but should be addressed subsequent to that adoption. The cabinet member – infrastructure replied that he had asked officers to establish if there was any likelihood of further delay. If the Government made further legislative change it was possible that the council may have to undertake further work prior to adopting the strategy. The issue of housing provision had been addressed at the examination in public. He agreed that it would be desirable to adopt the Strategy as soon as practicable.
- (paragraph 5 of the report) With reference to the adoption of the Council's local plan it was asked when the Planning Committee would be able to give weight to Neighbourhood Plans. The cabinet member – infrastructure commented that neighbourhood plans had to conform to the core strategy. It was now expected that the strategy would be submitted to council for adoption in September.
- (paragraph 7) Councillor Harvey referred to the success of the Funding Circle - a peer to peer crowd funding scheme and enquired as to how the scheme had been arrived at. The Leader commended Councillor Harvey for initiating the idea.
- (paragraph 8) It was asked whether the Marches Local Enterprise Partnership Accountability and Assurance Framework had been approved by Government. The Leader indicated that he would provide a written answer.
- (page 39 of the agenda papers) It was asked whether the draft children and young people with disabilities and special educational needs services transformation programme could be considered sound, noting, for example, the concerns expressed about the closure of no 1 Ledbury Road. The cabinet member - young people and children's wellbeing replied that services needed to be provided to meet a range of disabilities and the Strategy aimed to provide an improved service. As previously stated, discussions would be held with Wye Valley NHS Trust on No 1 Ledbury Road.

- (p39) It was asked if there was confidence in the agresso system? The director of resources commented that the system was used nationally by councils. Improvements were being made to the system and it was expected that it would save costs in the future.
- (p40) It was asked whether the car parking concession being offered in Hereford City during the Three Choirs Festival would also apply where Three Choirs events were being held in the market towns and be extended to other significant events in those towns. The cabinet member - transport and roads replied that he would clarify the matter of concessions for Three Choirs events to be held outside Hereford City. Requests for concessionary parking for other events would need to be considered case by case. He also acknowledged a request that consideration be given to the opening hours of public conveniences when such events were taking place and agreed to provide a written answer.
- (p40) A member queried whether the decision to recommission the carers short break service had sufficiently engaged with the families of children using No1 Ledbury Road. The cabinet member - health and wellbeing confirmed that the decision related to a different client group. It was important to keep services under review because it was always possible to identify improvements. The decision was a matter of public record.
- (p41) It was asked whether the financial impact of the implementation of the Care Act had been calculated. The Leader replied that the definitive position was not yet clear but the financial implications were significant. He would inform Members of the position when it was known.
- (p41) It was suggested that information on bids to be submitted via the Local Enterprise Partnership (LEP) and accountability for decisions made in relation to bids was still lacking. It was requested that at the very least these should be discussed by Group Leaders. The Leader replied that he thought improvements had been made to the dissemination of information from the LEP. However, if there were still shortcomings he requested that these be brought to his attention. He would be happy to inform Group Leaders of proposals being considered by the LEP but emphasised that the Group Leaders were not a decision making body.
- (p42) A question was asked about vehicular access rights in relation to The Barn, St Katherine's Ledbury. The Leader commented that vehicular access to the property had been granted and movements on the property were a matter for the landowner. He had previously supplied a written answer on this matter and had nothing further to add.
- (p42/43) It was asked whether the Fastershire project would deliver fast broadband to businesses and business improvement districts as well as to industrial users. The cabinet member - economy and corporate services) confirmed that this was the case. Provision in Hereford City, Ledbury and Leominster was under a commercial contract. Fastershire covered other areas. He had regular discussions with BT about the commercial areas that were not covered, such as part of Ledbury.
- (p43) A question was asked about the legal dispute with the former street scene contractor and the financial risk to the Council. The Leader commented that the authority had made a counter claim against the contractor and the adjudicator had found in the Council's favour. It was possible the matter would have to be resolved in the High Court. Members would be updated at the appropriate time.

RESOLVED: That the report be noted.

18. FORMAL QUESTIONS FROM COUNCILLORS TO THE CABINET MEMBERS AND CHAIRMEN UNDER STANDING ORDERS

A copy of the Member questions and written answers, together with supplementary questions asked at the meeting and their answers, is attached to the Minutes at Appendix 3.

The meeting ended at 11.22 am.

Chairman

**Statement by Cabinet Member – young people and children’s wellbeing – Council
17 July 2015
Wye Valley NHS Trust Facility – No 1 Ledbury Road, Hereford**

Firstly, with regard to the issue of the future of no 1 Ledbury Road I appreciate that members of the public, and in particular concerned families are here to show their support. I thank them for their attendance. I would also like to thank councillors for raising questions around provision for children with very complex needs. I wish to take this opportunity to assure everyone that the council is committed to providing excellent services for children with disabilities and we have been working for some time to develop a new range of services to meet individual needs. The desire to have a better range of services for short breaks and respite care has come from the request of families. To that end the Council has been planning since 2013 to achieve a whole range of services in the future.

The decision of the CCG to withdraw funding for the facility at the end of March 2016 has come as a shock to parents. I appreciate that, while some alternative services are available now, others are still in development so the families do not yet have the comfort of knowing how these services will provide for them.

I am concerned that a very definite date for closure has been announced, however, I will be meeting with the CCG and Wye Valley Trust to review the arrangements and at the same time ensure that the whole range of services that are yet to be put in place are established to ensure that we meet our statutory responsibilities.

It goes without saying that I am very concerned about the fact that some parents have said they were unaware of the proposed changes and I will be looking into this matter. Furthermore, I will be ensuring that in future parents are kept up to date by all of the organizations involved. The involvement of families in the development of alternative services is essential and we will continue to work with them and other stakeholders to shape those services.

Lastly, I welcome the input of all our members, be it through the scrutiny committee process or by other participation to ensure that the council and our partners achieve our objectives for our children.

Thank you Chairman.

Public questions to Council – 17 July 2015

Question from Mr P McKay, Herefordshire

Question 1

Accuracy of administrative map

Our Administrative Map does not show all our roads, and of particular concern are those that provide connectivity with public paths, lead to public places, and/or are through routes. The Ordnance Survey Integrated Transport Network data does according to the Technical Specification provide a list of public use roads, but the survey as undertaken fails to distinguishing between public and private use roads, with OS in process of raising a disclaimer.

Will council a) record these roads with public highway rights under the new Local Street Gazetteer standards, having procedures in place for correction of any errors, as council simply must be aware of many of them, and b) advise Ordnance Survey that raising a disclaimer is unacceptable, requiring a survey as paid for in conformance with the Technical Specification ?

Answer from Councillor P Rone cabinet member transport & roads

Answer to question 1

- a) Herefordshire Council's administrative map identifies all streets that the council is aware are subject to highway rights. In April 2015 the council adopted a protocol for dealing with applications for amendments to highway records. The protocol (available on the council's website at the following link: <https://www.herefordshire.gov.uk/transport-and-highways/amending-herefordshire-councils-highway-records>) sets out the procedure under which members of the public or other organisations can submit evidence to the council to enable consideration to be given to any suggested amendments. I am aware that the questioner has also raised this matter via a freedom of information request and to the chairman of general overview and scrutiny committee. A formal response has been sent direct and a copy will be provided to the chairman and members of the general overview and scrutiny committee.
- b) This is a matter for the Ordnance Survey as the responsible body for their data. However, the council is aware that the Ordnance Survey is currently working on the alignment of data to ensure consistency with data held by local councils.

Supplementary Question

The reply does not answer my question. Would you support my suggestion that this issue be subject to scrutiny?

Answer from Councillor Bowen – Chairman of General Overview and Scrutiny Committee

The Committee will consider this request.

Public questions to Council – 17 July 2015

Question from Mrs E Morawiecka, Breinton

Question 2

Housing growth targets

In March 2015 Herefordshire Council published "Update of Herefordshire Local Plan - Core Strategy Examination in Public - Five year housing land supply (2015-2020)". In this document the council stated para 4.3 "*The Herefordshire Core Strategy covers the period 2011-31 and provides for a minimum 16,500 homes. This target exceeds the objectively assessed need identified for between 15,400-16,200 homes over this period by 2% - 7% (300-1,100 homes).*"

The Regional Spatial Strategy is no longer a national requirement and so the council can set its own housing development target on the basis of the Objectively Assessed Need for homes. If Herefordshire Council reduced the housing target in their Core strategy on the basis of the most up to date housing figures, the council would be in a position to demonstrate that it does have a 5 Year Housing Land Supply, as required by the NPPF. This would prevent speculative planning applications across Herefordshire, often on Greenfield sites.

Would the cabinet member please explain why Herefordshire Council continues to defend a housing growth target above that required by national government, when to continue to do so leaves housing development across the county in the hands of large developers?

Answer from Councillor P Price cabinet member infrastructure

Answer to question 2

The objectively assessed housing need and the five year housing land supply were fully tested at the recent examination hearings.

The proposed level of housing provides an opportunity to improve affordability and supports economic growth across the county.

The outcome of this process will be precisely that which the questioner has in mind, namely the adoption of an up to date local plan which will give local control to decision making in planning.

Members' questions at Council – 17 July 2015

Question from Councillor A Seldon

Petty Bridge realignment

Question 1

About nine years ago, a LPG tanker overturned at Petty Bridge on the A44 approach to Bromyard. Examining the cause of the accident led to schemes to realign the road to the bridge. These schemes have never been implemented and now seem to have disappeared. What has happened to them?

Answer from Councillor P Rone cabinet member transport & roads

Answer to question 1

Prior to 2002, the site was identified as an accident cluster site (that being where three personal injury accidents occurred over the previous five year period). Improved signage and minor works to improve visibility were therefore carried out to address this known problem. Monitoring showed a reduction in the number of accidents in subsequent years which indicated that these works had been successful and this location is not currently an accident cluster site.

Funding for improvement schemes across the county is carefully prioritised taking into account current personal injury accident records across the county; in light of this there are currently no plans for an improvement scheme at this location. Should there be a change in the safety record of the site this position would of course be reviewed.

Supplementary Question

I understand the road marking on the bridge is to be redone shortly. A number of improvement schemes had previously been identified. Will the Cabinet Member delay the remarking to allow those schemes previously identified to be reviewed and implemented/

Answer by Councillor Rone

I will provide a written answer.

Written Answer

There are no planned bridge works affecting the carriageway at Petty Bridge and any bridge work to be done will be below the road from the river. There are no resurfacing, surface dressing or lining works in the current programme to be completed for this site either.

Question from Councillor A Seldon

Pavement sweeping in Bromyard

Question 2

Members' questions at Council – 17 July 2015

Despite the best efforts of our locality steward, there has been no regular pavement sweeping in Bromyard this year. Why? When will the regular service be resumed?

Answer from Councillor P Rone cabinet member transport & roads

Answer to question 2

It is not the current practice to sweep at regular defined intervals. Pavement sweeping in market towns is carried out on a reactive basis when the need is identified through the regular inspections by the locality stewards. It is open to town councils to fund additional provision, which has already happened elsewhere in the county.

Supplementary Question

A small sweeping machine was regularly used until last year. The Town Council received no notification that the service would cease. The locality steward also seems not to have been informed. Would it not have been best practice to inform the community that the service will now be provided on a reactive basis?

Answer by Councillor Rone

There appears to have been a breakdown in communication. Street cleaning is now a reactive service. It is open to councils to consider supplementing the service themselves as Leominster Town Council has already done. I will seek clarification and inform you and the locality steward of the outcome.

Written Answer

During the consultation and presentation to Members and Parish Councils regarding the Annual Plan for this current year, Balfour Beatty Living Partnership (BBLP) explained that there were further reductions necessary for street cleansing delivery and that some areas of the service were changing to a reactive basis with specific/ad hoc cleaning requests prioritised together with the regular cleaning delivered. Regular briefings are held by BBLP with Members and Parish Clerks and Chairmen and these provide a regular opportunity to always ask for further detail and raise questions regarding service. Whilst resources are limited, if matters are not being resolved satisfactorily by a locality steward, Members and Parishes this can be raised with the BBLP Locality Manager.

Pavement sweeping is not included routinely in the current Annual Plan.

Question from Councillor C Chappell

No. 1 Ledbury Road

Question 3

No1 Ledbury Road, which is run by the Wye Valley NHS Trust, but is mainly funded by social services, and which has offered respite to many families with children with

Members' questions at Council – 17 July 2015

special needs is to close in March 2016. I am not aware that this has been discussed by the Health and Social Care Scrutiny Committee. What discussion has the cabinet member had to look at alternative ways to help the Wye Valley Trust keep this valuable facility open?

Some parents have been told that the alternatives to this provision are;

1. Foster Parents. Still to be recruited and cannot possibly have the necessary skills needed.
2. A Buddy scheme, but children with autism, for example, do not take well to outsiders telling them what to do.
3. Direct Payments. What expertise is there in the community which parents can buy which is as good as or better than present?

Does the Cabinet member believe that these are adequate alternatives to the expertise provided by a dedicated staff at No1 Ledbury Road?

Can he explain to Council what financial savings will be made, and can he tell us what he believes will be the personal cost to the children and families affected?

Answer from Councillor J Lester cabinet member young people and children's wellbeing

Answer to question 3

Councillor Chappell may recall that Cabinet, at its meeting on 21 November 2013, agreed a new prospectus based approach to the commissioning of short breaks and respite services for children with disabilities (see web page at the following link: <http://cabinet decision short breaks>).

This approach supports the council and Clinical Commissioning Group's (CCG's) shared vision for children and young people with disabilities, which is: *that they are healthy, safe and achieve well; and that they go on to lead happy and fulfilled lives with choice and control.*

Herefordshire was unusual in not having had a range of short breaks available and this decision sought to address this. Following this decision the council and the CCG have worked closely over the past two years to develop a range of services to provide "short breaks" for children and young people with disabilities, and their families. This includes enabling families to have support in local family based settings, which is something that families told us they wanted when we worked with them to develop services.

No 1 Ledbury Rd, a facility owned and managed by Wye Valley NHS Trust, has been providing institutional overnight respite care and has been mainly funded by the CCG. This is an historic position, though the CCG is not funded to provide such short breaks. Wye Valley NHS Trust, has recently given notice that the facility will not be available from April 2016 onwards. The council will derive no financial savings from this change. The prospectus approach agreed by Cabinet, ensures there will be a number of alternatives to this specific institutional overnight care, including overnight foster care which is being developed to begin from January 2016 onwards.

Members' questions at Council – 17 July 2015

I am concerned to hear from some parents who say that they have not been consulted on these latest developments and I am looking into this. I will also meet with the CCG and Wye Valley NHS Trust to review the arrangements being put in place. I understand the concerns being expressed and I can assure councillors that the council will fulfil its statutory duties to meet the needs of the most vulnerable.

The Herefordshire local offer provides information for young people and families on special educational needs and disabilities. This also includes information on the range of services, including the voluntary and community sectors, early years, education, care and health and is available for information at the following web link: <https://www.herefordshire.gov.uk/education-and-learning/local-offer>

Supplementary Question

I thank the Cabinet Member for meeting the parents this morning prior to the meeting. Can I ask that he comes to speak to parents in a more formal setting? Can he tell me what briefings have been held with Occupational Therapy and Housing Associations with regard to adapting homes of foster parents? Many of these children will require wheelchair access, widened internal doors, wet rooms, ceiling hoists etc. What is the expected cost and what safeguarding plans for everyone involved will be put in place?

Answer by Councillor Lester

I am happy to meet parents. However, I wish to meet the Clinical Commissioning Group and Wye Valley NHS Trust first before holding that meeting. We are seeking to provide short breaks in a more flexible way. The important thing is to provide a tailored care package that meets the need of the family and child.

Question from Councillor C Chappell

Mandatory training (members)

Question 4

Councillors' allowances are there to support loss of wages, the use of private telephones and other incidental expenses. Many councillors work 30 hours a week or more for their constituents and the county.

No councillor is opposed to undertake the mandatory 'Safeguarding' training or 'Planning' training for those on the planning committee, but what was the thinking behind the Independent Remuneration Committee's recommendation that all councillors should undertake a wholesale training programme and lose £1000 of their allowances if they failed to complete?

What allowance has been made, under the Disability Act, for those councillors with visual impairment?

Answer from Councillor B Wilcox chairman of the council

Answer to question 4

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Public expectations of office holders are rightly high. All members, on election, sign a declaration of acceptance of office and undertake to fulfil the duties of that office to the best of their judgement and ability; training is provided to support members to meet that commitment and remain within the law when fulfilling their many and varied duties.

The independent remuneration panel were requested to consider how allowances could be structured to incentivise take up of training considered key to this aim. This request arose following concerns about poor member attendance at training and development sessions being raised by members themselves.

Allowances are not being lost or withheld; rather in accordance with the recommendations of the independent remuneration panel approved by this Council at its meeting in May, there are two levels of basic allowance and members will qualify for the higher rate for the whole year if they have completed the seven training elements identified in the Council report within a three month period. Other training and development opportunities will continue to be made available to members on an ongoing basis but will not impact on the basic allowance rate paid.

I understand that, in compliance with legislative requirements, if reasonable adjustments are required as a result of a disability these will be made.

Question from Councillor C Chappell

Mandatory training (employees)

Question 5

At the top of the training module it says it is for of employees. I understand that some councillors have been told that we too are employees of the council! To avoid any accusation of discrimination, can the head of paid service assure Council that ALL the council's employees have undertaken the training and if not will lose the same proportion of their salary as councillors will lose their attendance allowance?

Answer from Alistair Neill head of paid service

Answer to question 5

Elected members hold office and are not employees of the council; some training materials may be applicable to both and it is regrettable if this has led to a perception that members are employees. I am not aware of advice being given to members that they are employees but will of course correct any such misunderstanding should that be the case.

All employees of the council are required to undertake mandatory training relevant to their role. Managers actively monitor individuals' completion of mandatory training and failure to complete would be addressed through the regular performance and development reviews. In addition management board review overall performance in this area.

Members' questions at Council – 17 July 2015

Training is provided to ensure that employees are best equipped to do the job required of them safely and to the best of their ability; the primary incentive is that individuals feel confident that they have the right tools at their disposal.

As the Chairman notes in his response to Councillor Chappell's previous question, the suggestion for there to be an incentive applied to encourage member training (which cannot be addressed through performance management as elected members are not employees) came from members themselves who had expressed concern at the low levels of uptake of training and development opportunities.

Question from Councillor L Tawn

Fire damaged building in High Town

Question 6

Please could the cabinet member provide an update on the fire damaged buildings in High Town, including the sites future and current ownership?

Answer from Councillor P Price cabinet member infrastructure

Answer to question 6

In October 2014, it became clear that market forces were not going to resolve the problem of the fire damaged 16-18 High Town properties in Hereford. On my request, planning officers therefore served a Town and Country Planning Act notice on the then owners of the property (Omaha Properties Ltd) requiring them to either rebuild the properties or, if unable to do so, to internally stabilise the buildings with secure boarding around the site with a pictorial representation of the rebuilt properties on this boarding. The notice required compliance by 20 February 2015.

At that time the council were informed that the owners had gone into liquidation and the receivers, Deloitte, have subsequently advised they are unable to enact a satisfactory resolution.

The only improvement effected since the expiry of the notice has been the recladding of the existing scaffold to a height of 4.8m. The council made no objection to a local artist painting a mural of the First World War on this, as it arguably bettered the plain hoarding.

The fire-damaged buildings continue to give great cause for concern. Options for accelerating the improvement, including some interest expressed by a charity, are currently being finalised and I expect to take a cabinet member decision on those options in the second half of August, and will consult with the ward member before doing so.

Supplementary Question

I am pleased to hear that options for accelerating the improvement are imminent and I look forward to being consulted prior to a decision. In the light of the overwhelming

Members' questions at Council – 17 July 2015

public interest in the future of this key location in our historic core could this not be brought to this chamber for debate?

Answer by Councillor Price

This is a very difficult issue to resolve and there may well not be a solution for a considerable time. We are looking at what we can do to enable a developer to restore the property to life subject to the agreement of the receivers.

Question from Councillor M Lloyd-Hayes

No.1 Ledbury Road

Question 7

Who decided that the respite care/short breaks provision at No 1 Ledbury Road would not be available after March 2016?

Answer from Councillor J Lester cabinet member young people and children's wellbeing

Answer to question 7

I refer Cllr Lloyd-Hayes to the answer given to member question 3 above.

Supplementary Question

Provision of respite care for a constituent's family ends at the end of July. This is a statutory service. What reassurance can be given to that family that they will receive an appropriate service?

Answer by Councillor Lester

I will request information on the particular case. The council remains responsible for ensuring an appropriate service is provided to that family and I give that reassurance.

Question from Councillor A Powers

First bus services

Question 8

Can the cabinet member please explain how bus services in the city and the county will be affected by the decision of First Midland to withdraw its services in September?

Answer from Councillor P Rone cabinet member transport and roads

Answer to question 8

Members' questions at Council – 17 July 2015

I am pleased to confirm that services should not be adversely affected. The council has received confirmation that **all** of the services currently operated by First Midland have been registered for continuation after First's withdrawal after 5 September. Services have been registered by local bus operators Yeomans Canyon Travel and DRM Bus.

Supplementary Question

What effects have the Council's various past decisions to reduce or withdraw subsidies to bus companies had on the viability of operators running a successful service? How can we be assured that Yeoman's and DRM will not go the same way as First midland? And does this not confirm that Herefordshire is better off contracting to local operators and businesses rather than nationals or multi-nationals.

Answer by Councillor Rone

There are benefits in working with local companies. Local providers responded swiftly to First Midland's decision and all of the services First Midland provided are to be continued. Local providers know the local circumstances and as they are owner managed are better placed to make sound business decisions.

Question from Councillor R Matthews

Broadband

Question 9

I understand that the faster broadband scheme may not be met as BT struggles with rural connections, and that they are unlikely to meet targets as set out in the delivery contract. If BT should fail to achieve the agreed targets, it is liable to contractual fault. If that is the case, what is the likely outcome, and most importantly, could it possibly result in further expenditure by this council?

Answer from Councillor G Powell cabinet member economy and corporate services

Answer to question 9

55% of premises in Herefordshire now have access to fibre broadband from a position of no fibre coverage in 2012. The Fastershire project, delivering faster broadband to Herefordshire and Gloucestershire, runs until December 2016 by which time around 90% of premises in the county should have access to a fibre broadband service.

The Fastershire project in Herefordshire is divided into seven milestone areas and constructed in a way that means BT have to deliver fibre to both easy and difficult to reach areas at the same time. In some of the early milestone areas BT have struggled to enable the hard to reach rural areas within the contractual timescale due to the need to deploy more "fibre to the premise" technology than anticipated. If BT fail to meet the target completion date for each milestone they are in contractual default, however rather than jeopardise the whole project BT have been given

Members' questions at Council – 17 July 2015

additional time to complete certain milestone areas (cabinet member decisions of 20 March and 6 May 2015).

The agreement to extend the milestone completion dates avoids contractual default but does not mean that the council will incur additional expenditure.

Herefordshire Council has been allocated additional government funding under the superfast extension programme, which is designed to enable fibre broadband to reach more rural premises. The Herefordshire broadband strategy that was agreed in June 2014 outlines how the additional funding will be used. The cabinet member decision of 12 June 2015 outlines how the project is working with BT to determine whether there is opportunity to extend the current programme whilst pursuing additional open procurement to test value for money and understand whether emerging technologies would meet the needs of rural areas more cost effectively.

Supplementary Question

What is the timescale for the next step?

Answer by Councillor Powell

We have a joint contract with Gloucestershire County Council that is the second largest contract in the Country.

In terms of commercial delivery to Ledbury, Leominster and Hereford out of 40,000 potential users 34,000 now have access to a fibre broadband service. The council continues to urge BT to complete this work. Published documentation including the Broadband strategy sets out the council's plans.

The council has asked BT to model the cost of completing 100% access to a fibre broadband service across the County. The findings are expected by the end of July.

There are now a number of suppliers in addition to BT and it might be possible to draw up tender documents by November with a procurement exercise in the first quarter of 2016 with the aim of achieving broadband provision across the County by 2018.

Question from Councillor E Harvey

Waste management

Question 10

During 2013 & 2014 I raised concerns regarding material weaknesses and errors in the technical advice, failures to follow DEFRA guidelines and shortcomings in the financial modelling all informing the largest investment decision this council has ever made. To borrow £40m towards the £160m cost of a waste incinerator to be built at Hartlebury jointly with Worcestershire Council.

Throughout this time I was told repeatedly by officers and by councillors that I was wrong.

Members' questions at Council – 17 July 2015

Yesterday Audit and Governance Committee discussed a report from the external auditors which concluded that on all these points of concern I was correct.

Whilst time remained to address the shortcomings, was the repeated rebuttal of my concerns a deliberate strategy to ensure the decision to invest went ahead irrespective of whether or not it delivered value for money for Herefordshire? Or were the officers and members involved not sufficiently expert to understand the substance and seriousness of the concerns that I raised? Or are the external auditors' judgements also to be dismissed as 'wrong' by this administration?

Answer from Councillor H Bramer cabinet member contracts and assets

Answer to question 10

The report by Grant Thornton, the council's external auditors, into an objection made to the council's 2013/14 accounts, rejected the objection, did not identify any remedial action the council should take, and concluded:

"In particular the Council:

- sought and obtained appropriate expert advice regarding the technology to deal with residual waste;
- obtained projected waste flow information from its advisers
- secured relevant financial information from appropriate experts and from the Council's officers regarding the costs of the project and financing criteria;
- received detailed legal advice on its proposed course of action;
- determined appropriate criteria in regard to VFM, covering both quantitative and qualitative measures, and considered these criteria carefully in reaching its decision."

Like Councillor Harvey I would not wish in any way to suggest that the external auditor's judgements are 'wrong'; I would however disagree with Councillor Harvey's interpretation of the findings.

By investing in this technology the council will make significant savings over the lifetime of the plant when compared with other waste management solutions such as continuing to landfill municipal waste.

Supplementary Question

Given the learning we have received as regards local service providers in public services and the acknowledged early and expensive PFI in which we are entangled please may we be assured of the Cabinet Member's willingness to remain alert and open minded to the possibility that local solutions to municipal waste disposal will present themselves and offer actual value for money in Herefordshire in time for the termination of the PFI in 2023.

Answer by Councillor Bramer

It was not possible to envisage what the situation might be in 10 years' time. The external auditors' report considered the concerns that had been raised about the

Members' questions at Council – 17 July 2015

scheme and supports the council's current approach. I therefore consider the matter closed.

Question from Councillor E Harvey

Cabinet member skills

Question 11

How are we to be assured that all cabinet members possess the qualifications and experience necessary to fit them for their responsibilities?

Answer from Councillor A Johnson leader of the council

Answer to question 11

I recall that Councillor Kenyon asked a very similar question of my predecessor and my answer is broadly the same.

Councillor Harvey will be very well aware that there isn't a person specification setting out necessary qualifications for holding office as a councillor let alone taking on any of the special responsibilities such as cabinet member or chairman of a committee. Once elected, members draw on their experience and will continue to develop their knowledge and skills to enable them to be effective whether in representing their constituents, or fulfilling any of a wide range of member roles within the council.

Cabinet members have a wide range of backgrounds, skills and experience that encompass the private sector, self-employment, and the public sector; as well as a wealth of voluntary activity. This experience is underpinned by an absolute commitment to the future of this county and the people within it.

Performance assessment of all councillors of course takes place every four years in the polling booths.

Supplementary Question

I hope Cabinet members will avail themselves of the knowledge and expertise held by the 53 members of this Council. Whilst elections will take place in 4 years' time performance can also be assessed at by elections if they arise.

Answer by the Leader of the Council

I welcome advice and this can be conveyed through Group Leaders.

Members' questions at Council – 17 July 2015

Question from Councillor C Chappell

Brownfield development

Question 12

Now that the Conservative government has announced developers can must build on 'Brown field' sites, will the Cabinet Member instruct officers to do an audit of all the county's brown field sites?

Independent councillors are concerned about the loss of high quality agricultural land for development. It may be that the total area of 'Brown Field' sites exceeds the acreage of green field sites in the county. If this is the case then sensitive proposed development sites may be retained for agricultural use.

Answer from Councillor P Price cabinet member infrastructure

Answer to question 12

The government's announcement regarding proposed new planning laws have yet to be passed by parliament.

The Herefordshire Strategic Housing Land Availability Assessment, published on the council's website, already identifies brownfield and greenfield sites within the county. We await the full detail of the proposed legislation and, once available, will review its impacts.

Supplementary Question

In view of proposals for housing development coming forward will the Cabinet Member be holding discussions with developers to encourage the use of brownfield sites?

Answer by Councillor Price

We will be talking to developers about using brownfield sites rather than grade 1 agricultural land. However, we can't compel a developer to do so and they will want to develop what land they own.

Chairman's Announcements – 25 September 2015

Forthcoming Events

Macmillan Coffee Morning at Council - Friday 25th September 2015

Powys: Centenary Parade for The Welsh Guards – 30th September

Royal Visit by the Duke of Kent – 1st October

Walking with the Wounded Dinner –Thursday 1st October 2015

Walking with the Wounded – Friday 2nd October 2015

The Shrievalty Service (High Sheriff of Hereford) - Sunday 4th October 2015

Citizenship Ceremony – Monday 12th October 2015

Royal Visit by the Countess of Wessex – 13th October 2015

Mayor of Leominster Annual Civic Service – Sunday 25th October 2015

Grand Opening of the Herefordshire Field of Remembrance – Sunday 5th November 2015 VC attending

Hereford Remembrance Sunday Service and Parade – Sunday 8th November 2015 VC attending

Citizenship Ceremony – Monday 9th November 2015 VC attending

Shropshire Council Dinner for Civic Heads – Friday 13th November VC attending

Guards Chapel, London – Friday 1st December 2015

Mayor's Ball – Saturday 12th December 2015

St Michael's Hospice Light Up a Life Service – Sunday 13th December 2015

Citizenship Ceremony – Monday 14th December 2015 VC attending

Events Attended since Council on 17 July 2015

Hereford in Bloom, Meet the Judges – Friday 17th July 2015

The Courtyard Senior Theatre – HeRo – Friday 17th July 2015

Three Choirs Festival Opening Service – Saturday 25th July 2015

Three Choirs Committee Reception – Saturday 26th July 2015

Twin Town Vierzon Dinner – Wednesday 29th July 2015

Three Choirs Festival Chairman's Reception – Friday 31st July 2015

Three Choirs Festival Finale – Gathering Wave Saturday 1st August 2015

Commemoration of the Atomic Bombing of Hiroshima and Nagasaki – Thursday 6th August VC attended

Service of Dedication of the Sulva 100 Memorial – Saturday 8th August 2015

Commemoration of the Herefordshire Regiments participation in the Sulva Bay operation at Gallipoli 1915 – Sunday 9th August 2015

Presentation of Banners to Hereford and Worcester Army Cadet Force (Penally Camp) – Saturday 15th August 2015

Opening Ceremony IBSA European Blind Football Championships 2015 – Saturday 22 August 2015

Royal Visit by the Duke of Gloucester – Wednesday 9th September 2015

Battle of Britain Commemoration Service – Sunday 13th September 2015

Citizenship Ceremony – Monday 14th September 2015

Hereford Leisure Centre Opening Ceremony – Friday 18th September 2015

Ross on Wye Civic Service – Sunday 20th September 2015

Ledbury Town Council Annual Civic Service – Sunday 20th September 2015

Herefordshire Police Awards Ceremony – Thursday 24th September 2015

Additional information

9th September – The Chairman wrote to the Sovereign on behalf of Herefordshire Council and the loyal subjects of the County congratulating her on becoming the longest serving monarch.



MEETING:	Council
MEETING DATE:	25 September 2015
TITLE OF REPORT:	Questions from members of the public
REPORT BY:	Governance Manager

Wards Affected

County-wide

Purpose

To receive any questions from members of the public deposited more than eight clear working days before the meeting of Council.

Introduction and Background

- 1 Members of the public may ask one question of a Cabinet Member or Committee or other Chairmen at any meeting of Council, subject to the exceptions in the paragraph below. Written answers will be circulated to Members, the press and public prior to the start of the Council meeting. Questions subject to a Freedom of Information request will be dealt with under that separate process.
- 2 No questions from the public will be considered at the Annual Meeting of Council which Council has agreed will concentrate on the civic and ceremonial role of the Annual Council meeting. No questions from the public will be considered at the Budget (February) meeting of Council except on those items listed on the agenda.
- 3 Standing Order 4.1.14.4 of the Constitution states that: a question may only be asked if notice has been given by delivering it in writing or by electronic mail to the Monitoring Officer no later than midday eight clear working days before the day of the meeting (ie the Monday of the week preceding the Council meeting where that meeting is on a Friday). Each question must give the name and address of the questioner and must name the person to whom it is to be put.
- 4 A questioner who has submitted a written question may also put **one** brief supplementary question without notice to the person (if s/he is present at the meeting) who has replied to his or her original question. A supplementary question must arise directly out of the original request or reply. The Chairman may reject a supplementary question on any of the grounds for rejecting written questions (as set out in paragraph 3.5 below), or if the question is too lengthy, is in multiple parts or takes the form of a speech. In any event, any person asking a supplementary question will be permitted only **1 minute** to do so.

Further information on the subject of this report is available from
Governance Services on Tel (01432) 260659

- 5 A question may be rejected if it:
- Is not about a matter for which the Council has a responsibility or which affects the County or a part of it;
 - Is illegal, scurrilous, defamatory, frivolous or offensive or otherwise out of order;
 - Is substantially the same as or similar to a question which has been put at a meeting of the Council in the past six months or relates to the same subject matter or the answer to the question will be substantially the same as the previous answer;
 - Requires the disclosure of confidential or exempt information;
 - Relates to a planning or licensing application;
 - Relates to an employment matter that should more properly be dealt with through the Council's human resources processes.
- 6 There will be a time limit of a maximum of 30 minutes for public questions and of 30 minutes for Members' questions. There will normally be no extension of time, unless the Chairman decides that there are reasonable grounds to allow such an extension, and questions not dealt with in this time will be dealt with by written response. The Chairman will decide the time allocated to each question.

QUESTIONS

- 7 Seven questions have been received and accepted by the deadline and they are attached at Appendix 1.

Background Papers

- None

Public questions to Council – 25 September 2015

Question from Mrs V Wegg-Prosser, Breinton

Question 1

Understanding Herefordshire and the awaited Local Transport Plan

The Council's Local Transport Plan expired in March 2015 and its most recent LTP Progress Report covers the years 2012/13. The Travel Choice surveys on travel to primary and secondary schools have been discontinued. However, the most recent edition of 'Understanding Herefordshire, July 2015' reports that only 1 in 4 people in the County own a car. It also states (according to the notes presented to Cabinet on 23/7/15) that Herefordshire needs to ensure a 'system-level perspective on health and transport planning'. Can the Cabinet member responsible for transport planning please confirm that this emphasis on a system level perspective on health and transport planning will inform the new Local Transport Plan and that the Council's Integrated Public Transport Unit has adopted this perspective so that health and transport outcomes are related?

Question from Ms C Protherough, Clehonger

Question 2

Retention of highest grade agricultural land.

In view of the on-going consideration of the future of Herefordshire Council's small holdings estate, due to be decided on 5th November, what measures are likely to be taken to ensure that the highest grade of agricultural land for food production is retained and that young people are encouraged into this important sector of the local economy?

Question from Ms K Sharp, Hereford

Question 3

School travel plans and traffic reduction

On its website under 'School travel plans and sustainability', Herefordshire Council states that, "We're working to cut the number of car journeys to school and improve safety. We want to cut congestion and pollution, as well as allowing more pupils to get regular exercise by walking or cycling to school."

When "school run" traffic makes up over 50% of peak time vehicle movements in the City of Hereford, and when there is an increase in childhood obesity, could the Cabinet member please explain what progress has been made on delivering these excellent aims in the last 4 years?

Question from Mrs E Morawiecka, Breinton

Question 4

Housing land supply

Public questions to Council – 25 September 2015

Herefordshire Council reports in continuing planning applications across the County that it still has no 5 year housing land supply. The Assistant Director – Economic, Environment and Cultural Services reported to the Planning Inspector admitted in March 2015 that a number of planning approvals had been omitted from the calculation of the 5 year housing land supply. In the continued absence of the Annual Monitoring Report for the planning department would the Cabinet member please confirm exactly how many new homes have been granted approval by for development since March 2014?

Question from Mr D King, Tillington

Question 5

Government funding reductions

The Leader of the Council said, as recorded by the Council Minutes of 17 July 2015, that there were “financial pressures including an expected reduction in Government Grant, which was currently £35m pa to zero by 2020.” As a consequence the Council is preparing service cuts which will impact on the residents of Herefordshire. What is the evidence that Government Grant will be reduced from £35m pa to zero by 2020?

Question from Mr J Harrington, Herefordshire

Question 6

Alternatives to road building

In light of the documented offer made by the Highways Agency, to carry out a micro-simulation at no cost to Herefordshire Council (estimated at £30 000), to assess whether or not traffic light removal from the Asda/Belmont junction (previously a roundabout) and other Highways Agency controlled junctions would reduce congestion by making maximum use of the existing road capacity (as it has in other UK towns and Cities), can the Cabinet and in particular, Cllr Phillip Price, tell me why in times of austerity this free offer was not accepted or progressed further, in line with DfT guidelines requesting authorities explore all sustainable alternatives to road building first?

Question from Mr R Palgrave, How Caple

Question 7

Southern link road

Council has failed to show that SLR provides best value for money compared to alternative measures for tackling road congestion in South Wye; and their consultant on this development, Parsons Brinkerhoff, has admitted that they wrongly claimed that SLR was necessary for the delivery of the Enterprise Zone.

Public questions to Council – 25 September 2015

Given that Council is looking to make significant budget cuts and is currently paying over £16million in capital repayments and interest on loans, what justification is there to spend a further £600,000 of taxpayer's money with Parsons Brinkerhoff to try to make a case for the SLR?



MEETING:	Council
MEETING DATE:	25 September 2015
TITLE OF REPORT:	Notices of motion under standing orders
REPORT BY:	Governance manager

Wards Affected

County-wide

Purpose

To consider Notices of Motion.

Introduction and Background

- 1 The Constitution provides that Members of Council can submit written notice of motions for debate at Council. A motion must be signed by at least one Member and submitted not later than midday on the seventh working day before the date of the Meeting.
- 2 Motions must be about matters for which the Council has a responsibility or which affect the area.
- 3 Motions for which notice has been given will be listed on the agenda in the order in which notice was received, to a maximum of three, unless the Member giving notice states, in writing, that they propose to move it to a later meeting or withdraw it. Motions exceeding three are not listed on the Agenda and will be held over for listing on the Agenda for the next meeting in the order they were received.
- 4 A maximum of 1 ½ hours will be allocated for dealing with notices of motion but that time may be extended at the discretion of the Chairman.
- 5 Where a critical local situation arises a motion signed by two Members may be permitted in addition to the maximum of three if accepted by the Chairman in consultation with the Monitoring Officer.
- 6 Two notices of motion have been received. These are set out below.

Further information on the subject of this report is available from
Governance Services on Tel (01432) 260239

MOTION ONE – No 1 Ledbury Road - short breaks and respite care

(Proposed by Councillor MD Lloyd-Hayes)

That, in view of the vision contained within the children and young people's plan that our children and young people grow up healthy, happy and safe within supportive families and carers, this Council resolves that:

The executive be asked to:

- a) commit to the retention of the option for families and young people to access professionally staffed respite care in Herefordshire;
- b) honour its obligations to actively involve parents/carers and children at all stages of any change programme; and
- c) consider the recommendations from the task & finish group before any decision is made on any changes to the respite care service provision in Herefordshire.

MOTION TWO – Chinese Lanterns

(Proposed by Councillor BA Baker)

Members of this council will be aware of the regular use of Chinese Lanterns at large public events and other social occasions throughout the country in general and in this county in particular, but may not be aware of the damage their use can cause to private and commercial property and their potentially lethal effects if swallowed by farm animals or domestic pets, especially in rural counties such as ours.

They have been responsible for any number of fires throughout the UK and a serious incident at a caravan park near Tewkesbury was caused by one of these lanterns quite recently.

Herefordshire Council currently has no policy on the use of Chinese Lanterns within our parks, our open spaces, our river banks, our cemeteries or the crematorium gardens, nor are there any restrictions on their use at public events licensed by this authority.

I therefore move that Council resolve: "That the executive consider imposing restrictions on the use of Chinese lanterns on council owned land or at events licensed by the council, and consider implementing a publicity campaign to inform residents of the risks associated with the use of such lanterns."

Background Papers

- None



Meeting:	Council
Meeting date:	25 September 2015
Title of report:	Children and young people's plan
Report by:	Cabinet member young people and children's wellbeing

Classification

Open

Key Decision

This is not an executive decision

Wards Affected

Countywide

Purpose

To approve the children and young people's plan 2015-2018

Recommendation

THAT: the children and young people's plan 2015-2018 is approved.

Alternative options

1. The children and young people's partnership (CYPP) could continue to work without a plan, but this would significantly reduce the effectiveness of the partnership in delivering multi agency improvements for children, young people and families in Herefordshire.

Reasons for recommendations

2. The health and wellbeing board delegated responsibility for the development of a children and young people's plan to the children and young people's partnership. The partnership has been undertaking development work on the plan, using the joint strategic needs assessment, consulting with partner stakeholders as to the priorities of the plan and providing the health and wellbeing board with regular updates. The plan has been approved by the children and young people's partnership, and now requires approval by each constituent agency. Attached to the plan is the outcomes framework for the national troubled families' programme, which forms part of Herefordshire's approach to prevention and early help and also could provide significant funding into

Further information on the subject of this report is available from
Christopher Baird, assistant director education and commissioning on Tel (01432) 260264

Herefordshire.

3. The plan will then become the vehicle to deliver improvement for children, young people and their families within the financial context families, communities, and the public sector operate in, as well as delivering against the health and wellbeing strategy and contributing to the wider health and wellbeing agenda in Herefordshire. The plan was considered by Cabinet on 11 September 2015 and recommended to Council for approval as it forms part of the budget and policy framework.

Key considerations

4. The children and young people's partnership (CYPP) has been given key responsibility by the health and wellbeing board to develop the Children and Young People's Plan (CYP plan).
5. The partnership has developed a plan which reflects the priorities that have previously been agreed by the health and wellbeing board at the meeting on 28 January 2015 and have been set out in the joint strategic needs analysis, the children's integrated needs analysis and Herefordshire's health and wellbeing strategy, namely:
 - Early help – developing the "Think Family" approach and culture across the partnership
 - Improving outcomes for our youngest children (0 to 5 years)
 - Improving the emotional and mental health and wellbeing of children, young people, and their parents and carers
 - Meeting the needs of children and young people requiring safeguarding
 - Addressing challenges for adolescents
 - Improving the outcomes for children with a disability
6. These priorities have been closely examined by partner agencies and overseen, co-ordinated and brought together in the plan by the CYPP Steering Group.
7. Our underlying strategic approach is to strengthen the capacity of children and young people, families and communities and universal services to help themselves, building on the strengths that currently exist in Herefordshire. Strategically we will also focus on supporting stronger, community based provision targeted to specific needs which will move resources from some higher cost, specialist services.
8. The plan recognises the inter-relationships across the priority areas and identifies the need for smarter co-ordinated working across the partnership in order to meet the objectives of the plan. The partners are well aware of the challenges to make the partnership a meaningful driver of change. The plan also recognises the significance of developments in wider adult, community, education and health services which will impact upon the capabilities and capacities of children and young people, parents and carers.
9. The plan has been developed in the context of the improvement work underway to address safeguarding of children in Herefordshire, and also recognising the existing Herefordshire education strategy which provides specific strategic developments to improve education in Herefordshire. These developments are referenced in the CYP plan, but encapsulated in the education strategy and action plans.
10. The plan recognises that it will operate within the first three years of austerity measures for the public sector. It therefore identifies some significant cost savings to be

Further information on the subject of this report is available from
Christopher Baird, assistant director education and commissioning on Tel (01432) 260264

achieved, alongside a more effective use of resources. There is further work to be done to address the funding challenges ahead and to do so for all agencies involved in a way that makes the most of collective resource. This has been recognised as a development area for the partnership.

11. The plan will be delivered through an annual business plan. Having identified the strategic planning priorities and goals to be attained by March 2018, business plans are being put in place for the first period of the plan's implementation (i.e. up to March 2016) so that the partnership and the plan may be seen to be an effective commissioning and delivery framework to both service users and the children's workforce. Whilst the plan is being progressed to endorsement by the relevant governing bodies of the council and the management boards of the contributor partners (to be completed by the end of September 2015), six operational business plans are being developed, building on work already set out, and reflecting the six priority need groups contained within the plan. These business plans will be confirmed once endorsement of the CYP plan has been achieved, but work is already taking place on some of the plan activities.
12. The plan has been produced in executive summary format as well as in a full version. The executive summary sets out the key areas of change and what will be delivered by 2018. Both are attached as appendices, as is the outcomes framework for troubled families. The plan will be web based plans with a small number of hard copies. The design work will involve children and young people.
13. The composition and remit of the partnership steering group will be revised to reflect that its primary function will change to overseeing the implementation of the plan and to:
 - Endorse the business planning priorities chosen for each need area
 - Monitor implementation of the business plans
 - Resolve any difficulties or impediments to successful implementation across the partnership
14. In order to operate successfully it is important that the partnership recognises the need to strengthen the coordinated project and business management approach of the partnership. The partnership executive is exploring a proposal to pool and align resources across the partnership to deliver the plan.

Community impact

15. The children and young people's plan is a key component of Herefordshire's health and wellbeing strategy and provides priorities for service improvement for children and young people and their families. A core objective of the plan is that of building resilience in individuals, families and communities.

Equality duty

16. The partnership's plan will support the council in its overall duty to promote equality. In particular the plan makes proposals to maximise access to universal services among the most disadvantaged, reduce inequalities between persons with a relevant protected characteristic and persons who do not share it and enhance opportunities for social inclusion among those experiencing barriers to participation.

Financial implications

17. There are significant financial pressures that will impact on public sector services over the life of the plan. These will be confirmed through the budget statement in the autumn but may include c.40% reductions for the local authority, c.16% for school budgets, and health funding pressures. At the same time there may be specific funding streams which partners can access; troubled families being one of them. The table below sets out draft indications of finances in relation to each of the plan's priority areas. More development needs to take place to make the most of collective resources at a time when these are shrinking significantly in some areas and that this is a partnership-wide responsibility. There is therefore no binding commitment at this stage to the funding below remaining as set out for the three years of the plan and funding will have to be adjusted to meet the requirements to reduce budgets for some partners, including the council.

	No. of Children / Families	Budgets	Savings	Commentary
Priorities		£000's	£000's	
Early Help	600	1,800	450	£1.8m is potential income if we can evidence 600 families are "turned around". Troubled Families funding over 3 years (15/16 - 17/18). The national cost calculator will be used to identifying savings. Savings are expected for all partners
0-5 Early Years	9,800	3,500	400	Health Visitors, School Nursing, Children's Centres, funding is from Public Health & Council. The savings will be in safeguarding if prevention is successful.
Mental health and emotional wellbeing	8,620	1,400	TBC	funding by Clinical Commissioning Group (CCG) £1.4m ZigZag £57k
Children and young people in need of safeguarding	2,100	7,288	2,800	The savings are profiled over the next 5 years.
Addressing challenges for young people	1,600	TBC	300	Costs could relate to providing youth offending services (YOS) and not in education, employment or training (NEET) services. Development of Adolescents services.

Children and young people with disabilities	5,000	4,197	350	Complex needs solutions is funded by the CCG £500k, dedicated schools grant £1.5m and safeguarding £1.5m and short breaks funded by the council. In addition to this funding health contribute £1.1m. Adults have invested £250k in transition team to generate savings of £350k
Totals		18,185	4,300	

Legal implications

18. The children and young people’s plan and the process of joint planning should support local authorities and their partners as they work together to agree clear targets and priorities for all their services to children and young people, identify the actions and activities needed to achieve them and ensure delivery. The plan needs to be approved by the children and young people’s partnership and subsequently the health and wellbeing Board and each constituent agency to ensure the plan is monitored and progress reviewed.

Risk management

19. The risk of the plan not being approved is that specific issues that confront children, young people and their families will not be addressed as part of the overall approach to improving the health and wellbeing of Herefordshire communities as proposed in the strategy of the health and wellbeing board. The CYPP and its plan are the key vehicles to drive and deliver priority service improvements for children, young people and their families in Herefordshire. There is also a significant financial risk to each constituent organisation if clear partnership approaches are not delivered, including the potential for unintended cost pressure.

Consultees

20. The plan has been the subject of extensive consultation with CYPP members, their governance bodies and their workforce over the past nine months. Further consultation with children and young people is proposed between now and the time of the full Council meeting. The activities to deliver the plan will be subject to further consultation and engagement as they take place.

Appendices

- Appendix 1 Executive summary – Children and Young People’s Plan Headlines
- Appendix 2 Herefordshire Children and Young People’s Plan 2015 – 2018

Background papers

- None identified.

Further information on the subject of this report is available from
Christopher Baird, assistant director education and commissioning on Tel (01432) 260264

Appendix 1 - CHILDREN AND YOUNG PEOPLE'S PLAN HEADLINES

Version 2.0

Vision

The Herefordshire Children and Young People's Partnership (CYPP) wants children and young people to grow up healthy, happy and safe within supportive families and carers.

We want them to have the best health, education and opportunities to enable them to reach their full potential.

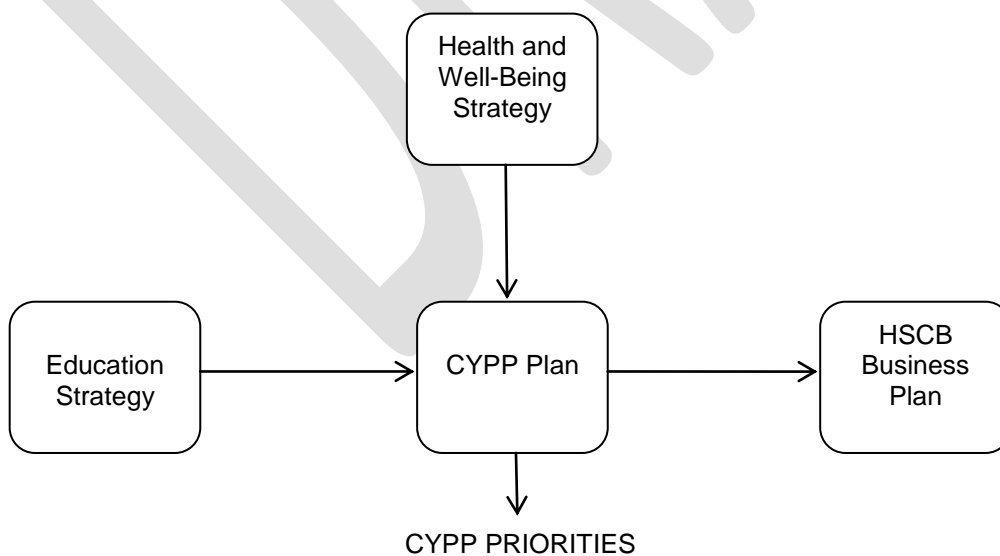
Our main priority is to keep children and young people safe and give them the best start in life.

By March 2018 we want to have good safeguarding services in all agencies and to have local education and health outcomes within the top 25% nationally.

Context

The Children and Young People's Plan provides the multi-agency strategy for addressing children, young people and their families in Herefordshire, identified through the Health and Well-being Strategy and needs assessments.

Education plays a fundamental part in the lives of children and young people and to specifically address education issues in Herefordshire an Education Strategy has been put in place. Likewise, with respect to the safeguarding needs of children and young people, the Herefordshire Safeguarding Children Board Business Plan provides the strategic priorities for services.



Delivery

To deliver this vision we will:

- Listen to the voices of children and young people as to their needs and how to meet them
- Work collaboratively with individuals, families and communities to develop capability and resilience
- Target the services we provide on priority need groups of children, young people and their families
- Ensure that the services we provide produce the outcomes we intend, based on evidence of effectiveness, including cost effectiveness
- Share information across the Partnership to ensure co-ordinated smarter working and more effective delivery of services
- Develop a skilled children's workforce that has ownership of the vision of the Partners to this Plan
- Use technology in innovative ways to enable children, young people and families to help themselves, and to engage children, young people and their families in the full range of advice, information, and services offered by the Partners.

At the time of significant pressure on public finances the Plan recognises the need for services to make budget savings whilst also fundamentally changing the way services are delivered, enabling children, young people, families and communities to exercise more choice and control over their lives. There will be opportunities to use our resources differently and to access funding streams at a national and local level. At the same time the Partnership will be planning for substantial reductions in some funding streams over the life of the Plan. By doing this together we can make the most of our collective resources.

At the time of writing, the partnership budgets identified across the six priority areas totals £18million. The Plan envisages service redesign and savings of £4million. More development needs to take place to make the most of collective resources.

The Voice of Children and Young People

The Partnership is committed to improving services by listening to and acting on the Voice of the Child. We will be continuously asking children, young people and families to help us develop the Children and Young People's Plan. Participation

People are supporting us to set up a proactive network of organisations and individuals to help us do this. The Voice of the Child Network will capture the views of children, young people and families through a variety of methods. These views will feed into strategy, policy and budgeting decisions.

Priorities

We have six priorities:

1. Early Help

We want to improve the early identification and response to some critical issues that affect the development of children and young people. This will include work to break the cycle of inter-generational inequality. This means a whole family approach and culture across the Herefordshire Partnership, working collaboratively with the whole family to:

- improve physical and mental ill health (of both children and their parents and carers),
- reduce crime and anti-social behaviour,
- reduce worklessness,
- reduce domestic violence and
- tackling the effect of poverty on children's outcomes

We will put in place targeted models of effective intervention which will work alongside and with universal services, with a clear lead worker for each family who will co-ordinate those services to meet their needs.

We intend to reduce the need for children and families to need help and intervention from statutory services and to work with families who are stepping down from statutory interventions to enable them to effectively work with universal provision.

By March 2018 we will have provided early help to 600 families. This will enable us to access and invested (from the Government's "Troubled Families" initiative) £1.8m of new funds to continue this work.

2. 0-5 Early Years

There are 9,800 children aged 0-5 years in Herefordshire. We will reconfigure £3.5m to deliver early years services including children centre services, Health Visiting and School Nursing to improve the health, well-being, developmental and educational outcomes of children aged 0-5 years. These services will be better configured with community and adult services. By March 2018 we will have:

- Improved childhood immunisation rates (especially MMR)
- Reduced tooth decay in the 0-5 year olds

- Continue to improve breast feeding prevalence at initiation and 6-8 weeks after birth
- Increased the numbers of children that are ready for school at the end of the Early Years Foundation Stage (EYFS) to make a successful transition to school, with children rated as achieving a good level of development increasing from 60% to 80%.
- Reduced the educational achievement gap between children in receipt of free school meals and other children to 5%
- Provided more effective (evidenced-based) supports to mitigate the effects of poverty, inequality and disadvantage through the provision of high quality early education and childcare and the Healthy Child Programme 0-5 years
- Delivered the national childcare offer with respect to free pre-school places

3. Mental Health and Emotional Well-Being

There are an estimated 8,620 children and young people that require support with their mental health or emotional resilience. The CYPP will make improvements so that children, young people and their families are identified and supported to access help in a timely manner. We will transform the volume and quality of the £1.4m of services available and be part of the development of an integrated all age pathway for mental health. We will:

- Improve the availability and quality of information available on mental health and well-being to children, young people and their families so they can have more control over their own lives
- Improve professionals' (eg GPs, teachers) knowledge and awareness of the signs and symptoms of mental health, tiers of need, thresholds and referral pathways to needs led care
- Improve collaboration between service providers in the identification and response to emotional health, well-being and mental health need.
- Deliver the Crisis Care Concordat and its action plan to ensure that no young person with a mental health need is detained in police custody and that 24/7 support is available in the event of a mental health crisis.
- Improve the experience of young people transferring from young people's mental health services to adults' by making it person-centered.

Identify the opportunities to improve access to specialist support so that young people with early psychosis and those requiring home treatment or rehabilitation as an alternative to hospital admission can maintain their daily lives in Herefordshire.

4. Children and Young People in Need of Safeguarding

We will continue to develop a continuum of provision that can effectively identify and respond to safeguarding risks and needs ranging from the initial signs of the call for early help to a range of evidence-based interventions for a variety of complex situations. By 2016/17 we aspire to be judged by OfSTED as providing good services and to sustain this judgement through the life-span of this Plan for the council and the other safeguarding partner services.

Priorities for service development through to March 2018 include reconfiguring £1.1m of services to provide:

- Specialist intervention services on step-down from statutory provision (child in need or child protection plan) to early help and universal services
- Crisis intervention for those children and young people on the edge of care
- A Family Intervention Project to respond to the therapeutic safeguarding needs of children and young people and their families
- A Care Placement Strategy which includes intensive therapeutic support services to achieve £2.8 million of savings and £5 million of cost avoidance and improve the permanence planning for 48 children between late 2014 and the end of 2019
- A looked after children support service to provide supervised contacts, assessments and family group conferencing services to children in the care system
- Better identification of and support to children from other Local Authority areas placed in Herefordshire
- Developing further the Multi Agency Safeguarding Hub (MASH) to include police services and adult services

5. Addressing Challenges for Adolescents

To effectively manage the behavioural, emotional and social needs of young people that may otherwise jeopardise their successful transition to adulthood. We will by March 2018:

- Put in place integrated young people's and youth offending services that have a better understanding of the drivers leading to offending and re-offending and reduce the number of entrants (first time and repeat) into the anti-social behaviour and youth justice systems.

- Develop a restorative justice strategy for the County and embedded practice within youth justice and children's homes settings.
- Reduce the incidence of young people's health being compromised (eg by not accessing health services, the misuse of substances, teenage pregnancy)
- Ensure effective behaviour management skills and supports are available to families, carers, schools, youth and leisure service providers to enable children and young people to maximise their potential.
- Develop a 16+ service to meet the needs of care leavers and other adolescents known to social care.
- Identify, prioritise, support and reduce those young people not in education, employment and training (NEET), including those who are young parents.

6. Children and Young People with Disabilities

There are approximately 5,000 children and young people who have a special educational need and/or disability in Herefordshire. The Partnership will:

- Promote and enable access to universal opportunities and services for children with disabilities and their families
- Provide a seamless and straightforward integrated pathway to provide multi-disciplinary support to disabled children and young people from 0 to 24 years.
- Establish a pathway for those moving into adulthood (15+ years) with a particular focus on those with significant and complex needs. This will be facilitated by a £250K investment in a dedicated transitions team that will yield a financial return of £350K.
- Develop education and learning opportunities for 16+ to reduce the need for residential placements
- Enhance the local support for families, including family-based respite services by ring fencing existing budgets and reinvesting these resources
- Develop personal budgets and personal health budgets to enable families to exercise more control over their lives, within the budgets available.

Next Steps

The Plan is currently in the process of being authorised by the governance processes of the contributor agencies to the Partnership. This will be completed by the end of September 2015. Work is underway developing business plans to activate the Plan's priorities for 2015-16, some of which are already in place and taking effect.

Appendix 2

HEREFORDSHIRE CHILDREN AND YOUNG PEOPLE'S PLAN 2015-18

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1. INTRODUCTION

1.1 The Herefordshire Children and Young People's Partnership Approach

The Herefordshire Children and Young People's Partnership (CYPP) has lead responsibility for the development and delivery of the Children and Young People's Plan. The Plan is an integral component of the Herefordshire Health and Well-Being Strategy and together they form the strategic agenda of the Herefordshire Health and Well-Being Board.

The Health and Well-Being Board has identified the following strategic priorities for children and young people which need to inform this Plan:

- Starting well in life in pregnancy, maternal health, non-smoking in pregnancy
- A good start in life 0-5 years: immunisations, breastfeeding, dental health and pre-school checks
- Children with disabilities
- Young offenders
- Young people not in education, employment or training
- Looked after children
- Mental health and emotional well-being

1.2 The Vision of the Herefordshire Children and Young People's Partnership

1.2.1 The Herefordshire Children and Young People's Partnership (CYPP) wants children and young people to grow up healthy, happy and safe within supportive families and carers.

We want them to have the best health, education and opportunities to enable them to reach their full potential.

Our main priority is to keep children and young people safe and give them the best start in life.

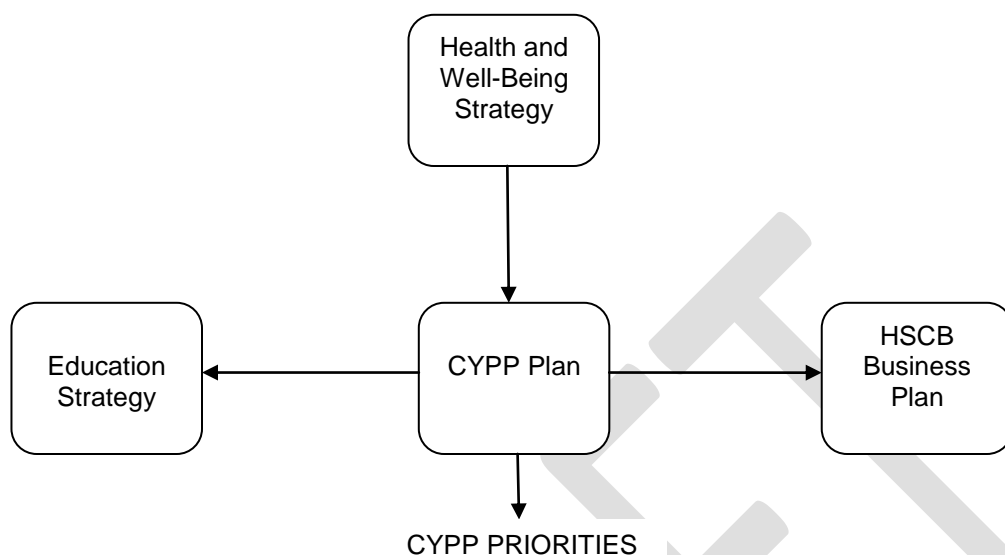
By March 2018 we want to have good safeguarding services in all agencies and to have local education and health outcomes within the top 25% nationally.

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The Children and Young People's Plan provides the multi-agency strategy for addressing affecting children, young people and their families in Herefordshire, identified through the Health and Well-being Strategy and needs assessments.

Education plays a fundamental part in the lives of children and young people and to specifically address education issues in Herefordshire an Education Strategy has been

put in place. Likewise, with respect to the safeguarding needs of children and young people, the Herefordshire Safeguarding Children Board Business Plan provides the strategic priorities for services.



1.2.2 To deliver this vision we will:

- Listen to the voices of children and young people as to their needs and how to meet them
- Work collaboratively with individuals, families and communities to develop capability and resilience
- Target the services we provide on priority need groups of children, young people and their families
- Ensure that the services we provide produce the outcomes we intend, based on evidence of effectiveness, including cost effectiveness
- Share information across the Partnership to ensure co-ordinated smarter working and more effective delivery of services
- Develop a skilled children's workforce that has ownership of the vision of the Partners to this Plan
- Use technology in innovative ways to enable children, young people and families to help themselves, and to engage children, young people and their families in the full range of advice, information, and services offered by the Partners.

At the time of significant pressure on public finances the Plan recognises the need for services to make budget savings whilst also fundamentally changing the way services are delivered, enabling children, young people, families and communities to exercise more choice and control over their lives. There will be opportunities to use our resources differently and to access funding streams at a national and local level. At the same time the Partnership will be planning for substantial reductions in some funding streams over the life of the Plan. By doing this together we can make the most of our collective resources.

There financial pressures on public sector services will be confirmed through the budget statement in the autumn 2015 but may include c.40% reductions for the local authority, c.16% for school budgets, and health funding pressures. At the same time there may be specific funding streams which partners can access; troubled families being one of them. The table below sets out draft indications of finances in relation to each of the plan's priority areas. More development needs to take place to make the most of collective resources at a time when these are shrinking significantly in some areas and that this is a partnership-wide responsibility. There is therefore no binding commitment at this stage to the funding below remaining as set out for the three years of the plan and funding will have to be adjusted to meet the requirements to reduce budgets for some partners, including the council.

	No. of Children / Families	Budgets	Savings	Commentary
Priorities		£000's	£000's	
Early Help	600	1,800	450	£1.8m is potential income if we can evidence 600 families are "turned around". Troubled Families funding over 3 years (15/16 - 17/18). The national cost calculator will be used to identifying savings. Savings are expected for all partners
0-5 Early Years	9,800	3,500	400	Health Visitors, School Nursing, Children's Centres, funding is from Public Health & Council. The savings will be in safeguarding if prevention is successful.
Mental health and emotional wellbeing	8,620	1,400	TBC	funding by Clinical Commissioning Group (CCG) £1.4m ZigZag £57k
Children and young people in need of safeguarding	1600	7,288	2,800	The savings are profiled over the next 5 years.

Addressing challenges for young people	TBC	TBC	300	Costs could relate to providing youth offending services (YOS) and not in education, employment or training (NEET) services. Development of Adolescents services.
Children and young people with disabilities	5,000	4,197	350	Complex needs solutions is funded by the CCG £500k, dedicated schools grant £1.5m and safeguarding £1.5m and short breaks funded by the council. In addition to this funding health contribute £1.1m. Adults have invested £250k in transition team to generate savings of £350k
Totals		18,185	4,300	

1.3 The Children and Young People's Partnership will put the principles into practice by:

- Managing demand by continuously engaging with children, young people and their families to provide appropriate early help
- Ensuring the development of an appropriate range of effective evidence-based services for children and young people (and their families) living in Herefordshire and a strategy to communicate their availability.
- Developing universal service provision to meet the needs of children and young people.
- Facilitating continued access to universal services where children and young people have additional needs.
- Re-position prevention and early intervention strategies and services to those at greatest risk and need.
- Ensuring that the child or young person is at the centre of service delivery.
- Having in place services which respect diversity of age, language, religion, ethnicity, sexual orientation and culture.
- Working towards improved integration across agencies with respect to service provision, delivery and management.

1.4 The Priorities of the Plan

1.4.1 The Voice of Children and Young People

The Partnership is committed to improving services by listening to and acting on the Voice of the Child. We will be continuously asking children, young people and families to help us develop the Children and Young People's Plan. Participation People are supporting us to set up a proactive network of organisations and individuals to help us

do this. The Voice of the Child Network will capture the views of children, young people and families through a variety of methods. These views will feed into strategy, policy and budgeting decisions.

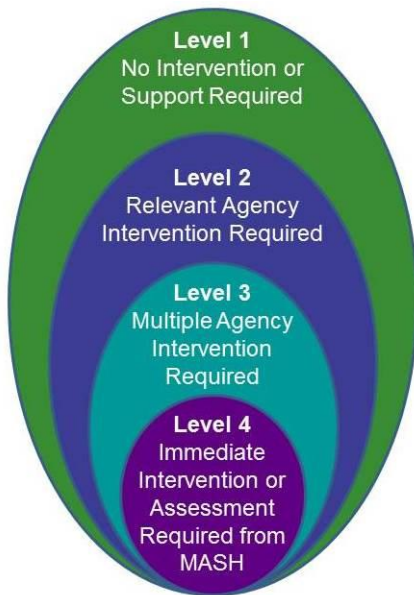
Children and Young People's Plan seeks to reflect the above aspirations by focusing upon six specific priority strategic planning areas:

- Early Help
- 0-5 Early Years
- Mental Health and Emotional Well-Being
- Children and Young People in need of Safeguarding
- Addressing challenges for Adolescents
- Children and Young People with Disabilities

1.4.2 These priorities were derived from a variety of sources including the statutory responsibilities placed upon the Partners, a strategic needs analysis of children and young people in Herefordshire commissioned by the Partnership, a mental health needs analysis undertaken by Herefordshire Clinical Commissioning Group, national and local data from performance frameworks on health, education and social care and guidance from regulatory bodies (e.g. Ofsted) requiring the Partnership to attend to key issues in relation to safeguarding and early help. This Partnership Plan also draws on the pre-existing Plans for specific need groups- such as the Early Years Strategy, the Education Strategy, the Herefordshire Safeguarding Children Board Business Plan, the Youth Justice Plan – and compliments their priorities and objectives.

1.4.3 In scoping these priority planning areas the Partnership is aware that there are significant areas of overlap between them. For example, a child needing safeguarding may also present as a person under 5 years of age and as a child with a disability. Likewise the strategies and approaches to identify those in need of early help will apply across the 0-18 age range and across the substantive needs to be addressed be they health, education or social care related. Hence the Plan will acknowledge the interrelationship between these planning priority areas while seeking to develop, address and deliver a work programme that is meaningful and manageable.

1.5 A common framework for the conceptualising tiers of service provision related to their level of need, developed by the Herefordshire Safeguarding Children Board, has been promoted by the Partnership during the development of the Plan. The framework identifies four levels of need and associated supports required to meet that need:



Level 1: Children making good overall progress in all areas of development, broadly receiving appropriate universal services, such as health care and education – no additional support required.

Level 2: Children and young people with emerging vulnerabilities whose needs require targeted support

Level 3: Children and young People with multiple needs requiring more than one additional support service and a co-ordinated approach

Level 4: Children or young people with complex needs or with concerns for their safety based on evidence of abuse or neglect or by disclosure from the child.

The tiered model recognises that:

- Children and young people may present at different tiers over time, for different types of need (health, education, social care) at any one time
- The additional needs of children and young people may arise from both their own difficulties or the difficulties experienced by those seeking to exercise parental responsibilities
- Children and young people may move up and down the tiers depending upon the nature and the severity of their needs
- Whenever possible children and young people should seek to have their needs met by universal provision. Service providers from the higher tiers of specialism should facilitate universal providers in meeting the additional needs of children and young people where possible.

Proposals in this Plan seek to address both different levels of need experienced by children and families and the different levels of service required to meet that need.

2. EARLY HELP FOR FAMILIES

2.1 OBJECTIVES

2.1.1 We want to improve the early identification and response to some critical issues that affect the development of children and young people. This will include work to break the cycle of inter-generational inequality. This means a whole family approach and culture across the Herefordshire Partnership, working collaboratively with the whole family to:

- improve physical and mental ill health (of both children and their parents and carers),
- reduce crime and anti-social behaviour,
- reduce worklessness,
- reduce domestic violence and
- tackling the effect of poverty on children's outcomes

We will put in place targeted models of effective intervention which will work alongside and with universal services, with a clear lead worker for each family who will co-ordinate those services to meet their needs.

We intend to reduce the need for children and families to need help and intervention from statutory services and to work with families who are stepping down from statutory interventions to enable them to effectively work with universal provision.

By March 2018 we will have provided early help to 600 families. This will enable us to access and invested (from the Government's "Troubled Families" initiative) £1.8m of new funds to continue this work.

2.2 DESCRIPTION OF PURPOSE

2.2.1 Helping vulnerable families as early as possible is a priority for both the Health and Well-Being Board and the Children and Young People's Partnership. This theme is a golden thread through the other priority need area of the Plan and, therefore, there will be a degree of repetition in the messages provided here with those given elsewhere in the Plan. This recognises that working with vulnerable families can mean dealing with a multiplicity of complex issues: health problems, worklessness, non-school attendance, crime, etc.

Definition of early help

2.2.2 To ensure that all practitioners across the Children and Young People's Partnership understand what early help means there needs to be a clear local definition. This can be provided within the context of the local HSCB agreed Levels of Need.

2.2.3 Early help and early intervention are interchangeable words but essentially mean the same thing. It means intervening early and as soon as possible to tackle problems emerging for families. This includes parents, their children and young people or a population or community. Early intervention can occur at any point in a child, young person or adult's lives.

2.2.4 Early help services are aimed at families (children, young people and parents/carers) who are at level 2 and 3 of the Herefordshire's Levels of Need thresholds.

2.2.5 Early help starts at level 2 of the levels of need and describes emerging vulnerabilities in families. In Herefordshire the aim is to support families to help themselves and become more resilient to the issues they face. Universal services at level 1 e.g. school, GP, health visitors, voluntary services etc often provide a more personalized approach with families at level 2 by providing information, advice, or support early before difficulties become too entrenched. Sometimes an additional service is required for the family eg counselling.

2.2.6 Where there are greater risk factors in the family that require a number of services or partners to co-ordinate their responses this describes a Level 3 intervention.

2.2.7 This priority area will specifically draw upon the learning, the tools and the successes of the national Troubled Families Programme in its design and delivery. The aim is to support the needs of adults and children in families simultaneously to achieve better and sustained outcomes. Too often in the past services have worked on one issue with one family member, not fully understanding the family's dynamics, overwhelming families with different interventions and workers and not achieving lasting change. This does not serve families well and costs the public sector more than it should.

2.2.8 Whilst the principle aim of the Health and Well-Being Board and the Children and Young People's Partnership is to enhance prevention and early intervention, it is recognised that families can move through the levels of need – stepping up to statutory services where needs become critical; stepping down from statutory services to lower levels of support where need is less acute. Families, therefore, may need a variety of services – universal, specialist, intensive – to meet their needs across the levels, but the needs of the whole family should be collectively addressed.

2.2.9 There are six broad categories where, if families meet two or more aspects, would suggest they need some level of focused early help:

1. Parents and children involved in crime and/or anti-social behaviour
2. Children who have not been attending school regularly
3. Children who need help
4. Adults out of work or at risk of financial exclusion and young people at risk of worklessness
5. Families affected by domestic violence and abuse
6. Parents and children with a range of health problems

The approach to supporting families generally will also explicitly encompass the Partnership's role in reducing the extent and impact of child poverty across the county.

2.3 CURRENT STRATEGIES

2.3.1. A key recommendation of the Children's Strategic Needs Assessment, undertaken in 2014 was to review the county's approach to early intervention and early help alongside, improved service integration and capturing and using data and intelligence around vulnerable and struggling families. This review needed to take into account the experience in the county of Phase 1 of the national Troubled Families initiative (branded Families First locally). Under this programme Herefordshire successfully turned around 310 vulnerable families and attracted £1.2 million additional funding. This initiative, however, has not transformed the overall system for the identification and response to families needing early help. The Health and Well-Being Board and the Children and Young People's Partnership have agreed that Herefordshire will be part of the Phase 2 of the programme with the aim that the initiative becomes an integral part of the Partnership approach to dealing with struggling families.

2.3.2. The Council and its partners have a longstanding approach to locality working. The Council and its partners have aligned staff (e.g. health visitors, police officers) to eight locality teams and multi-agency groups (MAGs). The Common Assessment Framework (CAF) is used to support this multi-agency way of working. Significant changes, including budget cuts, have taken effect leaving some confusion as to what support is available for vulnerable families. Family support services provided within the Children's Well-being Directorate, therefore, are increasingly working primarily with Level 4 families (i.e. those referred and open to social care). Early intervention and help provided by the Council and its partners is inconsistent in the processes and procedures used and in the response provided.

2.3.3. This Children and Young People's Plan provides the vehicle to ensure that Phase Two Troubled Families embeds, alongside other direct service resources of the Council and its partners, to form a continuum of integrated provision from additional tier 1 universal service through to the threshold of tier 4 and reflects the spirit and the principles of the Children and Young People's Partnership

2.4 PLANNING PRIORITIES

2.4.1. Based upon national research there are five key characteristics of effective early help which we will address locally:

- The best start in life
- Language for life
- Engaging parents
- Smarter working, better services
- Knowledge is power

Using these characteristics, detailed action plans will be developed, agreed and delivered as part of an annual business plan to support the achievement of the goals of the Children and Young People's Plan.

2.4.2 The focus during the first year of the Plan will be:

- Providing children with the best start in life (see below the 0-5 years early years priority)
- Developing communities and universal services – to build on the County's strengths and assets and to promote self-help
- Establishing early help business and intelligence functions
- Revising assessment processes
- Establishing a multi-agency early help offer
- An early help workforce development programme
- Establishing governance and performance management arrangements for early help to monitor the impact and effectiveness of the Partners' approaches

2.5 EARLY HELP AND INTERVENTION – BY MARCH 2018

2.5.1 The attached outcomes plan (Appendix 1) sets out the goals to be attained over the three year period of the Plan. This states quantifiable targets as to the changes in family circumstances in each of the priority need areas identified in para 2.2 (above) These outcomes also meet the requirements of the County being part of the national Troubled Families Programme, providing the means to evidence significant and sustained improvement within individual families, which in turn should see the achievement of the County's strategic outcomes. Other partnership boards will need to support elements of this programme. The Community Safety Partnership, for example, will have strategic oversight of initiatives with respect to crime, anti-social behaviour and domestic abuse.

3 EARLY YEARS (0-5 Years)

3.1 OBJECTIVES:

- To develop an integrated approach to improving the health, well-being, developmental and educational outcomes of children aged 0-5 years.
- To ensure better continuity of provision and services across the 0–5 age range with clear and agreed pathways between services and between levels of service (for example, between universal and universal plus or targeted services).
- To ensure smooth transitions across the life course – i.e. between maternity services and 0-5 early years services and 5-19 years services.
- To ensure increasing numbers of children are ready for school at the end of the Early Years Foundation Stage (EYFS) and make a successful transition to school
- To mitigate the effects of poverty, inequality and disadvantage through the provision of high quality early education and childcare, the Healthy Child

Programme 0-5 years, more effective support for parents and narrowing of the early development achievement gaps for the most disadvantaged children

3.2 CURRENT STRATEGIES FOR 0-5 YEARS

3.2.1 The Healthy Child Programme (0-5 years)

The Healthy Child Programme (HCP 0-19 years) is a comprehensive universal public health service for improving the health and well-being of children through health and development reviews, parenting, health promotion, screening and immunisations. It is based on the best available evidence (including guidance from the National Institute of Clinical Excellence), delivered by Specialist Community Health Practitioners. Health Visitors lead on the HCP for children aged 0-5 years, working with other early years' service providers. The Programme is delivered by interventions at various levels: universal, community, universal plus (targeted early intervention) and universal partnership plus (targeted multiagency support for children with more complex needs).

Interactions at community level: building capacity and using that capacity to improve health outcomes and leading the Healthy Child Programme for a population.

Universal services for all families: working with midwives, building strong relationships in pregnancy and early weeks and planning future contacts with families. Leading the Healthy Child Programme for families with children under the age of 5.

Additional services that any family may need some of the time, for example care packages for maternal mental health, parenting support and baby/toddler sleep problems – where the health visitor may provide, delegate or refer. Intervening early to prevent problems developing or worsening.

Additional services for vulnerable families requiring ongoing additional support for a range of special needs, for example families at social disadvantage, families with a child with a disability, teenage mothers, adult mental health problems or substance misuse.

Making sure the appropriate health visiting services form part of the high intensity multi agency services for families where there are safeguarding and child protection concerns.

The Healthy Child Programme (0-5 years) supports good physical, mental and social health, well-being and development, as well as supporting school readiness at the Early Years Foundation Stage and helping to lay the foundations of a child's future educational achievement. The Healthy Child Programme's universal reach provides an

invaluable opportunity to identify and support children who are at risk of developing poor outcomes as early as possible

The Healthy Child Programme offers every family a Programme of screening tests, immunisations, developmental reviews, and information and guidance to support parenting and healthy choices – all services that children and families need to receive if they are to achieve their optimum health and wellbeing.

As identified from the Joint Strategic Needs Assessment and the Director of Public Health's Annual Report (2015), particular priorities for 0-5 year olds in Herefordshire include:

- Achieving the best possible overall physical and mental health and well-being
- Improving immunisation rates among children 0-5 years
- Strategies to reduce tooth decay
- Improving local breastfeeding initiation and prevalence at 6-8 weeks (continuation) rates
- Improved smoking cessation rates during pregnancy and early childhood

Effective implementation of the Healthy Child Programme will contribute towards addressing these priorities and will, in addition, support the achievement of:

- Strong parent–child attachment and positive parenting, resulting in better social and emotional wellbeing among children;
- Care that helps to keep children healthy and safe;
- Reduced smoking prevalence and reducing the exposure of babies and children to tobacco smoking (including exposure in utero)
- Managing minor illness and reducing accidents and injuries which result in hospital attendance or admission
- Healthy eating and increased activity, leading to a reduction in obesity;
- Prevention of a range of serious and communicable diseases;
- Increased rates of initiation and continuation of breastfeeding;
- Readiness for school and improved learning;
- Early recognition of growth disorders and risk factors for obesity;
- Early detection of – and action to address – developmental delay, abnormalities and ill health, and concerns about safety;
- Identification of factors that could influence health and wellbeing in families, including maternal mental health;
- Better short and long-term outcomes for children who are at risk of social exclusion.

3.2.2 Childcare and Education Provision for 0-5 Years

Childcare and early education provision in Herefordshire is provided through a diverse range of private, voluntary and independent providers, including childminders, pre-schools and nurseries.

Early Years provision for children age 0–5 years is provided by sessional and full day care pre-schools and nurseries and with childminders. Embedded within this childcare provision will almost always be the free early education entitlement of 15 hours a week for 38 weeks a year for disadvantaged 2 year olds. Levels of provision fluctuate regularly but are currently (as registered with and informed by Ofsted):

- 99 childcare settings
- 116 childminders
- 13 maintained nurseries
- 5 independent schools with nursery provision

Early Education entitlement is available for all children three or four years old. It constitutes a part-time place (15 hours per week) and is free at the point of delivery. Free places can only be provided by Ofsted registered provision and they must deliver the Early Years Foundation Stage curriculum.

Since September 2013 the Government introduced a duty on Local Authorities to provide early education places for two year olds requiring additional support. In Herefordshire all eligible two year olds will be identified through the Early Help initiative. Health and social care partners will ensure that eligible families are aware of and are encouraged to take up their free entitlement. Social care staff will also target children in need and children with a child protection plan to take up a free child care place. Plans will be put in place to respond to recent government pledges to increase the availability of free child care for 3 and 4 year olds.

3.2.3 Children with a disability and special educational needs

In Herefordshire children with a range of special educational needs and disabilities (including autism, cerebral palsy, hearing and visual impairment, spina bifida, severe language disorder and medical needs) are welcomed and included in our mainstream childcare provision. Provision may be supported by the Council's team of specialist early years advisors or by additional funding to contribute to the support needs of the child. For children with severe and complex needs there is the additional option of a nursery class within one of the maintained special schools.

3.2.4 Early Years Foundation Stage (EYFS)

The revised EYFS profile introduced in September 2012 consists of 17 early learning goals across seven areas of learning. There are three possible assessment scores for each of the early learning goals: 1 for emerging, 2 for expected, 3 for exceeding. The expectations for a good level of development are that children achieve at least expected (2) in the three prime areas of learning and in literacy and mathematics.

The main overall indicator for the revised EYFS framework is for pupils to show a 'Good Level of Development' (GLD). In 2014 60% of children in Herefordshire achieved a good level of development (this also being the national average)

A further measure of performance widely used to evaluate the early year's education sector is the "inequality gap". This is defined as the percentage gap in achievement between the lowest 20 per cent of achieving children in a local authority (mean score), and the score of the median.

The achievement gap in Herefordshire as measured by the difference in children in receipt of free school meals and all children achieving a GLD. In Herefordshire the gap is currently 30.9% while nationally for England it is 33.9%.

3.2.5 Children's Centre Services

Sure start children's centres started to be developed in 2004 building on from sure start local programmes the work of Early Excellence Centres and Nursery Schools. In 2006 local authorities were given the statutory duty to provide children centre services under Section 5A of the Childcare Act 2006. Under the Act, the local authority has a general duty to improve the well-being of children under five in their area, and reduce inequalities between those children. As part of fulfilling that duty the local authority must make arrangements to secure that early childhood services are provided in an integrated manner. Within those arrangements the authority must, so far as is reasonably practicable, include arrangements for sufficient provision of children's centres to meet local need. There are opportunities to develop a consistent approach for children's centre services, alongside developing our approach to Health Visitors, School Nurses, adult and community services throughout the life of this Plan.

Herefordshire Council currently supports nine children's centres across the county and is committed to ensuring that it continues to provide quality provision for young children and their families that will improve:

- Readiness of children to thrive in school
- Support for parents and their ability to meet their responsibilities
- Parents' opportunity to develop personal skills, education and ability to get work
- The development of healthy lifestyles for children
- Parents' ability to keep their children safe, including when online
- Children's chances of reaching their full potential and reduce inequality in their health and development.

3.3 PRIORITY DEVELOPMENTS OF THE PLAN

3.3.1 Commission Effective Healthy Child Programme (0-5) Services from 2015 Onwards

Commissioning responsibility for 0-5 years Healthy Child Services (Health Visiting and Family Nurse Partnership Services) transfers from the NHS to the Local Authority from October 2015. The priority in the first instance will be to ensure the safe transfer of contracts and budgets from the current commissioner and the maintenance of service continuity from the current providers. Plans are being developed for a better integrated early years offer to ensure the healthy child Programme is embedded. While the Healthy Child Programme includes Health Visiting and Family Nurse Partnerships (FNP) services, Herefordshire does not currently have a FNP or similar service in place for young parents. Commissioning plans will, therefore, consider addressing the needs of young vulnerable parents; potential options include a targeted, enhanced offer within the Health Visiting Service.

.3.3.2 Improve Health Outcomes for 0-5 Year Olds

The Plan aims to improve overall health and well-being outcomes for 0-5 year olds in the context of their families and communities and emphasizes a focus on improving immunisation uptake, dental health, reducing overweight and obesity, increasing breastfeeding initiation and continuation rates and optimizing parental attachment. The details of how these aims will be addressed will be outlined in separate action plans.

3.3.3 Improve and update information, advice and guidance for parents and practitioners on childcare provision

- Parents have up to date quality information through a new information, advice and signposting hub which is accurate, current and links to key health information e.g. immunisation, breastfeeding, dental health, obesity.
- Early years practitioners can access training, advice and guidance through the councils website & social media
- Parents can seek childcare options through the childcare directory quickly and easily and search by postcode for nursery provision
- Improve our knowledge of sufficiency of childcare by the development of a feedback box on the childcare web pages allowing parents to report directly to us if they cannot find the childcare they need.

3.3.4 Support improvement of early year's provision

- Support for early years settings is proportionate to the risk factors identified from Ofsted inspections and local data
- EYFS results are on an upward trajectory and the percentage of children reaching a good level of development at the end of EYFS increases from the 2015 base
- A model for service improvement is agreed with the Herefordshire Improvement Partnership

- Early years settings are competent in the delivery of all areas of learning in the EYFS framework
- A joint approach is developed with Health Visitors to undertake universal development checks for 2 year olds attending provision in Herefordshire

3.3.5 Ensuring sufficient early years provision that matches nursery education funded children and parental demand

- Ensure we have a system that captures any gaps in childcare sufficiency across Herefordshire
- Ensure that we have good and outstanding early years settings and childminders to meet the 2 year old free entitlement
- Ensure that parents have choice, flexibility when taking up the 15 hour free entitlement for 2,3 and 4 year olds and that national expectations regarding the expansion of free childcare are addressed
- Develop and implement a Herefordshire Nursery Education Funding (NEF) policy
- Simplify the current NEF payment process and have in place digital on line payment and a process for eligibility checking for the 2 year old free entitlement
- Develop a realistic marketing/advertising plan within financial constraints to ensure the maximum take up of the 2 year old free entitlement.
- Ensure that children subject to children in need and child protection plans and eligible for the NEF free 15 hour childcare entitlement take up the offer
- Ensure that children subject to children in need and child protection plans have a record of GP and dentist registration and of their immunisations.
- The Families First programme identifies those eligible for free NEF entitlement and encourages take up.

3.3.6 Support and enhance the arrangements for 2 year olds

- Improve the 2 year old learning and development assessment and ensure providers undertake the assessment and feedback the results in a timely way
- Increase the percentage of children eligible for free school meals reaching a good level of development at the end of EYFS
- Establish a process for collecting, monitoring and presenting the data from early years providers in order to inform the Early Years Strategy Group(EYSG)

3.3.7 Review and recommission children centre services

The priority for Herefordshire Children's Centre Services under this Plan will be to ensure that they are targeted effectively on those most likely to be disadvantaged.

The Partnership has an opportunity to enhance the delivery of services by building on the current approaches in children's centres with health visiting, school nursing, paediatric therapies, emotional health and well-being and adult services. The partnership will oversee the commissioning of these services in 2015/16 to ensure they are coordinated together.

- Focus the reach of services into communities with vulnerable families and those with complex needs, such as those identified by the Early Help initiative
- Supporting behaviour change in families at an earlier stage to reduce the need for intensive high cost support services (e.g. social care)
- Maximising the involvement of adult services, community health services and services of the community and voluntary sector in the Centres.
- Develop agreed quality standards which will include the Annual Conversation, data packs and governance arrangements
- Establish opportunities for investment, disinvestment and savings
- Ensure health visitors are leading the Healthy Child Programme and informing children's centre management plans and community plans
- Ensure health visitors and other key partners are aware, engaged and proactively supporting and disseminating the 2 year old offer to disadvantaged families
- Better integrate and align the 2 year "Ages and Stages" assessment and the EYFS assessment.

3.3.8 Improve Childhood Immunisation

- Working in partnership with NHS England, to ensure provision of an outreach school age immunisation service to compliment the primary care service (GPs)
- Improved sharing of information (subject to client consent) to enable better targeting of resources to reduce outbreaks by ensuring herd immunity, for example increased MMR coverage at 5years.

3.3.9 Reduce Tooth Decay in Children 0-5 Years

- Develop strategies to reduce the prevalence of tooth decay in children 0-5years
- Engage the early year's workforce and schools to contribute to the delivery of the healthy child Programme, including better oral health care.

3.3.10 Promote Healthy Eating 0-5Years

- Health Visitors to deliver guidance on weaning and healthy eating awareness
- Consistent guidance, information and advice is available to all relevant stakeholders on healthy eating

3.3.11 Promoting Breast Feeding

- Improved strategies to support breast feeding in line with the UNICEF baby-friendly initiative.

3.3.12 Mental Health and Parenting Capacity

- Prioritise the early identification of psychological and psychiatric disorders in 0 to 5s, maternal mental health needs and the promotion of parenting capacity building to meet the mental health and well-being of children and their parents.

3.4 OUTCOMES BY MARCH 2018

We aim to achieve the following outcomes by March 2018:

- Reduction in the prevalence of dental decay at age 5 years so that the mean is equal or better than the England mean
- 95% take up for all routine immunisations in 0-5 year olds
- Year on year reduction in the percentage of five year olds who are overweight or obese
- Reduction in hospital admissions for unintentional and deliberate injuries in 0-4 year olds from 25th percentile to between 25th – 75th percentile
- Reduction in proportion of pregnant women who are smokers at the time of delivery to above the 75th percentile for England
- The proportion of all children achieving a Good Level of Development at the end of the EYFS has increased from 60% to 80%
- The proportion of children achieving a good level of development at the end of reception as a percentage of all eligible by free school meal status has increased from 34% to 60%
- The gap between all children and those ever having been in receipt of Free School Meals has narrowed from 25% percent to less than 5%
- The percentage of early years settings judged by Ofsted to be 'good' or 'outstanding' has increased from 86% to 95%

- High quality free places for 2 year olds are delivered in line with agreed Government targets and any further government targets for free child care places are addressed
- Social Care and the Families First Programme ensure that all disadvantaged 2 year olds are identified and encouraged to access 15 hours of nursery entitlement
- Social Care seeks to ensure that all 2-4 year olds with child in need or child protection plans are registered with a nursery provider and are accessing their 15 hour nursery entitlement
- We have developed an efficient, quick and easy on line NEF digital payment process that is user friendly
- Information and guidance to childcare providers, practitioners and parents is comprehensive, accurate, up to date and easily assessable digitally.
- Children's Centre services are re-modelled so that they are more targeted on the disadvantaged, better integrated with Health Visitors and deemed good by Ofsted
- The child care sufficiency audit process enables us to more clearly understand the sufficiency in Herefordshire
- The Nursery Education Fund policy is implemented in the county to provide high quality, accessible and flexible provision
- Year on year percentage reduction in the number of children under 16 years living in poverty

4. MENTAL HEALTH AND EMOTIONAL WELLBEING

4.1 OBJECTIVES

4.1.1 The Hereford Children and Young People's Partnership seeks to protect children and give them a good start in life. Emotional well-being and good mental health are crucial to this. In Herefordshire, an estimated 8,620 children and young people require support with their mental health or emotional resilience¹.

4.1.2 Through our work, we will:

- Improve the provision of timely information, advice and support to promote the well-being of children and young people and assist parents, carers and practitioners who work with them to support their needs;

¹ Mental Health Needs Assessment (2015)

- Ensure that services provided to meet the mental health and well-being needs of children and young people are evidence-based, of good quality and compliant with essential standards (i.e. NHS standards, NICE guidance)
- Raise awareness of mental health and emotional well-being in children and young people and tackle stigma associated with it.

Recognise that vulnerable children and young people are more likely to be affected by mental health and will ensure provision is available for those vulnerable groups to strengthen their resilience and well-being.

4.2 DESCRIPTION OF PURPOSE

4.2.1 The activities in this area relate to mental health and emotional well-being of children and young people living in Herefordshire from pre-birth to young adulthood. Emotional well-being enables children and young people to:

- Develop psychologically, socially and intellectually;
- Initiate, develop and sustain mutually satisfying personal relationships;
- Gain self-esteem;
- Play and learn;
- Become aware of others and empathise with them;
- Develop a sense of right and wrong; and
- Resolve problems and setbacks and learn from them.

4.2.2 Good mental health support for children and young people is characterised by:

- Early identification of mental health needs
- Access to assessment and treatment in a timely manner
- Supports the person with self-management and recovery
- Recognition of the role of the family and carers.

4.2.3 This Programme of work relates to meeting a range of needs exhibited by children and young people, including:

- Attachment
- Emotional and behavioural disorders
- Psychosis
- Depressive disorders
- Attention-deficit hyperactivity disorder (ADHD)
- Autistic-spectrum disorders
- Self-harm and suicide attempts

- Obsessive compulsive disorders
- Phobias and anxiety disorders
- Mental health problems secondary to abuse experiences and trauma
- Mental health problems associated with physical health problems

4.3 STRATEGIES

4.3.1 Herefordshire Children and Young People’s Partnership is committed to improvements in provision of support for children and young people and their families as a result of:

- a) National Recommendations from the Government’s Task Force on child and adolescent mental health and emotional well-being issues and subsequent Department of Health “Future in Mind: promoting, protecting and improving our children and young people’s mental health and wellbeing”.
- b) The National and local Mental Health Crisis Care Concordat declaration.
- c) The recently developed Herefordshire Mental Health Needs Assessment (March 2015). This Assessment concluded that there was a need to:
 - Enhance tiers 1 and 2 supports for children and young people
 - Improve the availability and quality of information available on mental health and well-being to young people, parents and carers
 - Improve professionals’ knowledge and awareness of the signs and symptoms of mental health, tiers of need, thresholds and referral routes
 - Improve collaboration between service providers in the identification and response to emotional health, well-being and mental health need
 - Development of comprehensive referral care pathway using a tiered ‘stepped’ model.

4.3.2 The tiered model of mental health services is often referred to when examining the arrangement of services to address the needs of children and young people.

Figure 1: The four-tiered CAMHS framework

Tier	1	<p>Services provided by practitioners working in universal services (such as GPs, health visitors, teachers and providers of youth services), who are not necessarily mental health specialists. They offer general advice and treatment for less severe problems, promote mental health, aid early identification of problems and refer to more specialist services.</p>
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Tier	2	Services provided by specialists working in community and primary care settings in a uni-disciplinary way (such as primary mental health workers psychologists and pediatric clinics). They offer consultation to families and other practitioners, outreach to identify severe/complex needs, and assessments and training to practitioners at Tier 1 to support service delivery.
Tier	3	Services usually provided by a multi-disciplinary team of service working in a community mental health clinic, child psychiatry outpatient service of community setting. They offer a specialised service for those with more severe, complex and persistent disorders.
Tier	4	Services for children and young people with the most serious problems. These included day units, highly specialised outpatient teams and inpatient unit, which usually service more than one area.

4.3.3 Tier 1 (Universal)

The majority of work with children and young people to meet their mental health needs and support their emotional well-being will be provided at universal service/ primary level by GPs, health visitors, school health services, providers of youth services, school pastoral services, parenting programmes and other community agencies.

The Herefordshire Children and Young People’s Partnership will develop collaborative commissioning priorities for the promotion of Tier 1 well-being initiatives involving practitioners from all settings. Priority will be given to the provision of education, training and support to:

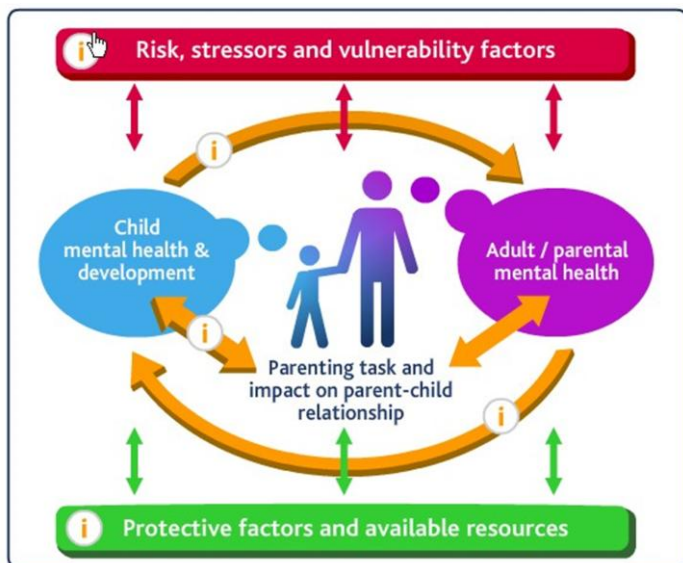
- GP and primary care staff
- Staff in schools and colleges
- Children centres and early years settings
- Community health staff
- Social care staff (social workers, family support workers etc)
- Youth Offending Service staff
- Volunteers, mentors and peer supporters of children and young people

The second area of priority is to articulate the care pathway so that referrals are appropriate, timely and wrap around support is available for the child or young person.

All services should be nurturing and promote the resilience of children and young people. Support to families is a critical part of this, starting from pre-birth building

attachment between child and parent, continuing into early childhood and teenage years with positive parenting.

Figure 2: Parent-Child interdependencies and Mental Health



Parental mental illness has an adverse effect on child mental health and development. Equally, child psychological and psychiatric disorders and the stress of parenting can impinge on adult mental health. Figure 2 illustrates these interdependencies. The work of the CYPP on mental health and emotional well-being will link to developments in Adult Mental Health services so that the impact of mental health within a family is recognised and supported by all agencies. This will include joint commissioning across the Partnership.

The third area is the co-ordination of local awareness events and information. This will tackle stigma and enable children and young people to talk about their mental health, their wellbeing and improve their resilience. Through this priority area, we want to strengthen communities including communities of children and young people to support each other. Activities such as first aid in mental health, peer networks and campaigns are part of this approach to promote positive behaviours and resilience.

The intended outcome from this work is that Tier 1 practitioners should be able to:

- Identify mental health and well-being needs early in their development
- Provide general advice and support
- Ensure children and young people are referred to appropriate agencies to meet their mental health and emotional well-being needs.

- Provide services to children and young people in co-ordinated partnerships with others as required.
- Prevent an escalation of mental health and well-being problems by identifying risk factors and taking steps to reduce them.
- Appropriately share information with other practitioners to enable effective joint working to meet the mental health and emotional well-being needs of children and young people.

Children and young people will be able to recognise and take steps towards keeping well. They will be assured that others around them understand how they are feeling and know that they will be supported to access help when needed.

4.3.4 Tiers 2 and 3 (Targeted and Specialist Services)

Tier 2 mental health services should be provided by specialist trained mental health professionals, working primarily on their own, rather than in a team. They see children and young people with a variety of mental health problems that have not responded to Tier 1 interventions or are inappropriate for them. This includes youth offending team staff, primary mental health workers, educational psychologists and school and voluntary sector counsellors.

Tier 2 provision is under developed in Herefordshire and the Partnership will consider the capacity for improvement. A strong Tier 2 provision will build confidence and capacity among Tier 1 professionals to meet the needs of the children and young people with whom they serve and to avoid the necessity for an escalation of need and concomitant service response.

Tier 3 mental health services comprises of more specialist community services provided by multi-disciplinary teams or teams assembled for a specific purpose on the basis of the complexity and severity of the needs of children and young people. Engaging in the national CYP-IAPT programme (improving access to psychological therapies) will aid the growth of local tier 2 and 3 responses as well as improving child-centred services.

The key priorities for this area are:

- Seek opportunities to strengthen the capacity of Tier 2, including use of technology and peer support for young people.
- Ensure that evidence-based therapies and support are available across the Partnership through the development of CYP IAPT

- Ensure greater equality of provision across Herefordshire with respect to accessing Tiers 2 and 3 services including improved access for young people with early psychosis and out of hours provision
- Improve transitions for young people entering adult mental health services
- Assure the delivery and effectiveness of commissioned services for prioritised groups of children and young people:
 - looked after children
 - children and young people known to the Youth Offending Service
 - those with conduct disorders and challenging behaviours
 - Children and young people experiencing a mental health crisis

The intended outcomes are:

- Early intervention and prevention is available that reduces the development of mental health deterioration.
- The services are flexible, accessible and appropriate for children and young people, meeting their needs effectively and efficiently.

4.3.5 Tier 4 (Specialist)

Tier 4 services are highly specialised services in residential, day patient or out-patient settings for children and young people with severe and/or complex problems requiring a combination or intensity of interventions that cannot be provided by Tier 3 CAMHS. They also include day care and residential facilities provided otherwise than by the NHS, such as residential school, and very specialised residential social care settings including specialised therapeutic foster care. The majority of commissioning of tier 4 services are external to the Partnership, e.g. inpatient units.

The key priority of the Partnership will be to campaign for appropriate access to tier 4 services and support rehabilitation and resettlement for children and young people post tier 4. This will secure the outcome of an improved child or young person's experience, preventing the escalation of the acuity of need, keeping children and young people as well as possible and receiving care as close to home as possible.

4.4 PLANNING PRIORITIES

4.4.1 Achieving the priority areas summarised in Figure 3 will transform the volume and quality of support available in Herefordshire based on the development of shared models of care.

Figure 3: Priority Areas for Mental Health and Emotional Wellbeing

Tier 1 Universal Provision
<ol style="list-style-type: none"> 1. Provision of education, training and support to front-line practitioners 2. Development of a care pathway (all tiers)
Tier 2 and 3 Targeted and Specialist Provision
<ol style="list-style-type: none"> 3. Seek opportunities to strengthen the capacity of Tier 2 4. Participation in the national CYP IAPT programme 5. Improve transitions processes for young people entering adult mental health services 6. Delivery of Crisis Care Concordat Action plan with an urgent care pathway for young people 7. Improvement to specialist support e.g. out of hours and for treatment of early psychosis
Tier 4
<ol style="list-style-type: none"> 8. Develop rehabilitation and home treatment model of care

4.5 OUTCOMES BY MARCH 2018

4.5.1 Partnership wishes to ensure that all contributors to this Plan engage in initiatives to promote the emotional well-being and mental health of children and young people across the County and that children, young people and their families have the information and support when required. By March 2018 we will:

- Operate integrated effective care pathways for children and young people in need of support for their mental health needs;
- Continue to have low numbers of young people appropriately using tier 4 specialist services;
- Have a skilled workforce that champions early identification of mental health and ensures that children, young people and their families are treated with compassion, respect and dignity, without stigma or judgement;
- Improve the capacity and availability of tier 1 and 2 provision offering early intervention to children, young people and their families;
- Improve the range of evidence based interventions available in the county delivered in young people friendly settings and increased the quality of provision; and
- Have children and young people tell us that they know how to look after their mental health and that support is accessible.

4.5.2 Measuring our success will be through monitoring of the step-change. This will include:

- Exploring the effectiveness of provision;
- Performance monitoring including access and quality such as urgent assessment within four hours, zero tolerance to young people with mental health needs held in police custody, 50% of young people with a first episode of psychosis receiving treatment within two weeks;
- Feedback from children, young people and their families; and
- Feedback from the workforce.

5 CHILDREN AND YOUNG PEOPLE IN NEED OF SAFEGUARDING

5.1 OBJECTIVES

5.1.1 Children and young people whose welfare requires safeguarding or promoting by statutory services should receive a timely and quality provision that seeks to enable them to have their needs met by universal, targeted and specialist provision as soon as is practicable and safe to do so. For those requiring longer-term alternative care there is a need to ensure stability and continuity of their support at the earliest possible opportunity. The Council and its Partners also need to ensure that the commitment it gives to those with enduring risks and needs is material and effective in their transition into adulthood.

5.1.2 The Strategic Aims of this Plan are:

- To have in place a continuum of provision that can effectively identify and respond to signs of the need for early help to multi-systemic evidenced interventions for complex safeguarding circumstances
- To have a competent workforce across the Partnership that is clear in its role and remit for the delivery of those supports and services
- To secure the participation and engagement of children, young people, their parents and carers in the implementation of that continuum of provision
- To ensure that cases can move efficiently up and down the continuum of help as circumstances require
- To secure demonstrable outcomes that enable people to re-engage with mainstream and universal services as their usual network of support
- To support those with enduring long-term needs from childhood into adulthood.

5.2 CURRENT STRATEGIES

5.2.1 The Partnership has a key responsibility to ensure that children are safeguarded from significant harm. This includes:

- Protecting children from maltreatment
- Preventing impairment of children’s health and development
- Ensuring children are growing up in circumstances consistent with the provision of safe and effective care
- Undertaking the role so as to enable those children to have optimum life chances and to enter adulthood successfully.

Children presenting with these needs will be a child in need as defined by the Children Act 1989 and require either a Level 3 or Level 4 intervention from Children’s Services and its partners.

5.2.2 Priority “vulnerable groups” that may constitute children in need include:

- Children at risk of abuse and neglect
- Children who go missing from home, school or care
- Children who are at risk of sexual exploitation
- Disabled children
- Homeless children and families
- Young carers
- Roma gypsies and Travellers
- Troubled Families
- Children living in households with domestic violence or abuse
- Children living with parents with drug and alcohol problems
- Children living with parents with mental health problems
- Children living with criminal parents or siblings.

5.2.3 At present the Herefordshire Safeguarding Children Board (HSCB) has responsibility for overseeing the effectiveness of cross-agency action to safeguard children and young people in the County. In addition, the HSCB has a remit to evaluate the efficiency and effectiveness of early help provided to vulnerable children and young people so to avoid the need for safeguarding services at a later date. The current strategic priorities of the Board are:

- To ensure the HSCB is an effective agent for change that has a real impact on the lives of children and families
- Improving the recognition and response to CSE and children and young people who go missing

- Supporting increased resilience in individuals, families and communities
- Safeguarding and promoting the welfare of children and young people who are being abused and/or neglected.

5.2.4 In March 2015 there were 1600 children in need known to the Children’s Well-Being Directorate of Herefordshire Council, of which 276 were Looked After and 186 subject to a Child Protection Plan. Herefordshire’s rate of children becoming a child in need is higher than both national comparators and statistical neighbours. Moreover the rate of increase has been growing over the past six years. Strategies in this Plan seek to stem that increase and reverse the trend.

The main reason for becoming a child in need in Herefordshire is either abuse or neglect of family dysfunction (most commonly domestic abuse). The main reason for a Child Protection Plan is emotional abuse.

5.2.5 The current direct work service provision for children in need is in need of review and reconfiguration. This is because the traditional role and remit of these services has changed so much over the past three to five years and the priorities currently facing the Partnership are somewhat different than in earlier periods. The services to be reviewed under this Plan include:

- Family support workers
- Intensive family support workers
- Family Centre workers
- Youth support workers
- Vulnerable young person workers
- Parental assessors
- Family group conference co-ordinators
- Common Assessment Framework (CAF) co-ordinators

The review of these staff will need to take into account staff with complimentary roles in Partner organisations (e.g. Health Visitors, Family Nurse Practitioners) to ensure coherence of future service provision.

5.3 PRIORITY DEVELOPMENTS OF THE PLAN

To have in place a continuum of provision that can effectively identify and respond to safeguarding risks and needs ranging from the initial signs of the call for early help to a suite of evidence-based interventions for a variety of complex situations.

5.3.1 Looked After Children

- Effectively implement the recently developed strategy for Looked After Children

- Ensure that children looked after have access to resources to support their physical, emotional and social health and well-being.
- Improve the educational attainment and achievement of children looked after by the Council
- Support young people with their leisure and outside school interests to build their talents and foster self-esteem
- Implement a Care Placement Strategy which seeks to step down children to their own home wherever possible and safe to do so, ensure placement stability and provide adequate support for young people with additional needs (e.g. risk factors for offending)
- Step-down children from high cost residential placements to the newly commissioned Herefordshire Intensive Placement Support Service (HIPSS) and the Therapeutic Intensive Support Service (TISS) providing wrap around support to children and young people.
- Increase the capacity of in-house foster carers and reduce the reliance on the use of independent foster agencies.
- Promote and market the foster carer strategy to develop greater service capacity
- Provide dedicated staff to support supervised contacts, assessments and family group conferencing services for children in the care system
- Improve the quality of staffing within the 16+ team leaving care.
- Improve the participation of children and young people in their care planning to maximize their independence, choice and control
- Better identification of and support to children from other Local Authority areas placed in Herefordshire.

5.3.2 Safeguarding and Child Protection

The HSCB will continue to have a key role and remit in scrutinising the development and delivery of safeguarding services for children and young people and the evaluation of the efficiency and effectiveness of early help. There will be an active dialogue between the HSCB and the Children's and Young People's Partnership on strategic service developments, the delivery of quality interventions and supports and the evidenced outcomes from statutory intervention.

5.3.3 Identification and Response to Children in Need

To reconfigure direct work provision for Children in Need into a coherent and cohesive continuum of support that will effectively meet the needs of the prioritised groups of vulnerable children in Herefordshire. This provision will include:

- Specialist intervention services on step-down from statutory provision (child in need or child protection plan) to early help and universal service
- Crisis intervention for those on the edge of care

- A Family Intervention Project to respond to the therapeutic needs of children and young people and their families

The CAF will be reviewed and revised to make it more user friendly to be in line with a single assessment when this is introduced into Herefordshire.

The support workers in the direct work service will work with children young people and their families where the children or young people have been assessed at levels 3 and 4 on the Herefordshire level of need pathway or those that have recently stepped down from level 4 to level 3 and whose needs are supported through a CAF. The services will include those for children in the Looked After System, those on the Edge of Care, on Child Protection Plans and Child in Need Plans the level and intensity of support will be commensurate with the level of need of the family and will be individually tailored.

The overall target will be to reduce the number of children and young people moving into care, to reduce the number on child protection and child in need plans.

In future when the numbers of children and young people in care and on plans has reduced then there will be potential to redirect a proportion of the direct work services to level 3 cases and deliver early intervention support work.

5.4 OUTCOMES BY MARCH 2018

5.4.1 We will know that we have been successful in achieving our planning aims by 2018 when we have:

- Increased the ability to offer effective early help within the context of universal provision
- Demonstrated that our early help offer is effective in obviating the need for subsequent safeguarding intervention
- Increased the number of young people identified at risk of, or being sexually exploited.
- Reduced the number of children and young people requiring a child protection plan overall, for two years or more or on more than one occasion
- Reduced overall the number of children and young people needing to be Looked After
- Reduced the number of children in need going on to require to be Looked After
- Establish permanence for those with enduring needs
- Ensured that those young people in statutory frameworks requiring support on transition understand their plan and support its delivery.

6 ADDRESSING CHALLENGES FOR ADOLESCENTS

6.1 OBJECTIVES

6.1.1 Young people in Herefordshire are entitled to develop, learn and achieve in settings that facilitate their successful transition to adult life. Where the behavioural, emotional and social needs of young people challenge and jeopardise this transition the Partnership wishes to have in place a strategy to meet those needs and support social inclusion.

6.1.2 The strategic priorities of this Plan include:

- To reduce the number of first time entrants into the anti-social behaviour and youth justice systems.
- To reduce the rate of re-offending and repeat anti-social behaviour by children and young people.
- To reduce the incidence of bullying among children and young people
- Reduce the incidence of young people's health being compromised(e.g. by not accessing health services, the misuse of substances, teenage pregnancy)
- To ensure effective behaviour management skills and supports are available to families, carers, schools, youth and leisure service providers to enable children and young people to maximise their potential.
- To ensure that the education, training, employment and accommodation needs of children and young people who offend or engage in anti-social behaviour are appropriately assessed and met.
- To identify, prioritise and support those young people not in education, employment or training (NEET), including those who are young parents.

6.2 CURRENT STRATEGIES

6.2.1. Level 1 (Universal)

Current strategies for managing challenges to social inclusion at Level 1 include:

- School-based 'values' curriculum alongside personal, social and health education (PHSE) initiatives – focusing on the responsibilities of young people as good citizens, the avoidance of anti-social behaviour and crime, the avoidance of the use of substances.

- Programmes promoting the prevention of anti-social behaviour and crime presented to schools and in other community settings
- Assistance to parents to develop strategies to respond to children and young people's challenging behaviours (e.g. Webster Stratton)
- Promotion of pro-social role models for young people.
- Activity and play opportunities to channel the behaviours of children and young people towards constructive outcomes which promote their self-esteem.

The primary strategic objective for Level 1 services is to ensure that an integrated range of provision is in place to help children, young people maximise their potential. This requires existing service provision to improve both with respect to the quality of services provided and their co-ordination.

6.2.2. Level 2 (Targeted)

Targeted services which focus on social inclusion include:

- Interventions accompanying a caution, case managed by West Mercia Youth Offending Service (WMYOS)
- Restorative justice initiatives
- Targeted parenting support via schools and early intervention services
- Work through school-based intervention/student support centres
- Targeted mental health strategies (TAMHS) in schools and learning settings
- Case-based work of the Behaviour Outreach Service
- Support to young people not in education, employment or training (NEET)

The primary strategic activity around Level 2 needs and services will be to ensure that intervention is targeted at those with significant risk factors. This will be facilitated by the development of a common language of risk and vulnerability across the Partnership. The Common Assessment Framework (CAF) will be utilised for those identified with behaviour management vulnerabilities.

6.2.3. Level 3 (Referred)

Priority groups for Level 3 service supports include:

- Children and young people referred to WMYOS by the police post-charge decisions (bail or remand)
- Children and young people in receipt of an order or programme from a court.

- Looked After Children with behaviour management vulnerabilities.
- Young people not in education, employment or training
- Children and young people with special education needs manifesting challenging behaviour
- 16 – 18 year olds unable to live at home due to behavioural issues requiring supported accommodation, including care leavers.
- Children and young people with substance misuse needs
- Children and young people at risk of sexual exploitation
- Children and young people with mental health difficulties needing hospital or home tuition
- Young people with long-term conditions transferring from children's to adults health services

The main thrust of the Plan at Level3 levels is to ensure effective delivery of co-ordinated services to those referred with an escalating behavioural need.

6.2.4. Level 4 (Specialist)

Specialist services for children and young people with challenges to their social inclusion include:

- WMYOS case management of Youth Rehabilitation Orders (YROs) and Detention and Training Orders (DTOs)
- WMYOS Sexually Harmful Behaviours Programme
- Herefordshire Intensive Placement Support Service (HIPSS) and Therapeutic Intensive Support Service (TISS)
- Local specialist provision (special schools and PRUs) including those with an Education, Health and Care Plan
- Access to specialised diagnostic, consultation and treatment services such as CAMHS.

These arrangements will continue to be in place under this Plan, although we envisage fewer Level 4 services should be required to meet the needs of children and young people.

6.3. PLANNING PRIORITIES

- Partnership endorsed programmes of support targeted to enhance the parenting skills of those with children and young people whose behaviour may challenge their well-being.

- Reconfiguration of support services to schools and young people's services (e.g. the outreach service, CAMHS) to provide more direct support related to the identification and response to behaviour management issues.
- Enhancement of child and young person-focused substance misuse treatment services.
- A shared database on young people with challenges to their social inclusion will be developed across the agencies comprising the Herefordshire Children and Young People's Partnership.
- A better understanding of the emergent drivers for offending and re-offending (e.g. linkages between the use of legal highs and offending; victims and perpetrators of CSE)
- Review the evidence-base for effective intervention programmes to tackle youth crime and anti-social behaviour and revise local programmes accordingly.
- Develop an effective anti-bullying strategy that addresses the needs of both victims and perpetrators (including the promotion of e-safety)
- Develop a Partnership diversion strategy and ensure that a rolling programme of diversionary activities is in place to meet the needs of those at risk of crime and anti-social behaviour.
- Implement a restorative justice strategy in the County with the priorities of reducing first time entrants to the youth justice system and promoting restorative approaches to disputes in children's homes (including private children's homes).
- Enhance the capacity of accommodation provision for remand and PACE beds
- Improved capacity within the WMYOS to meet the needs of Looked After Children who offend or are at risk of offending.
- The development of pathways to meet the additional needs of young people in the youth justice system (e.g. parenting support, substance misuse).
- All providers of services to children and young people in Herefordshire, including schools, respite care facilities and residential providers, have in place a child sexual exploitation strategy compliant with Herefordshire Safeguarding Children's Board requirements.
- Enhancing accommodation provision (Foyers and supported housing services) for young people who are homeless, or at risk of homelessness, as a result of their offending or anti-social behaviour.

6.4. OUTCOMES BY MARCH 2018

- Fewer children and young people with permanent and fixed-term exclusion from school.

- Sustaining the current (April 2015) levels of first time entrants to the youth justice system
- Fewer children and young people placed in custody as a result of their offending behaviour.
- Fewer placements in specialist educational settings as a result of challenging behaviour
- Fewer children and young people placed in residential facilities to meet their behaviour management needs.
- Anti-social behaviour involving children and young people being primarily addressed through restorative justice approaches
- Fewer young people not in education, employment or training.
- Reduced rates of re-offending among young people subject to court ordered intervention
- Prevalence rates of young people smoking, drinking and misusing substances reduced

7 CHILDREN AND YOUNG PEOPLE WITH DISABILITIES

7.1 OBJECTIVES

7.1.1 Our vision in Herefordshire for children and young people with disabilities, including those with special education needs or on the autistic spectrum, is the same as for all of Herefordshire's children and young people – that they are healthy, safe and achieve well; and that they go on to lead happy and fulfilled lives with choice and control.

7.1.2. The strategic aims of this priority area are to:

- Publish and maintain the Herefordshire 'Local Offer' for children and young people with disabilities and special educational needs
- Implement a project to design and deliver integrated multi-agency pathway. The pathway will inform service re-design and joint commissioning arrangements within and between partner agencies. It will include the key transition points for children, young people and families, including transition to adulthood
- Deliver the new Education, Health & Care (EHC) planning requirements to identify and meet special educational need and a plan for conversion of existing Statements and Learning Difficult Assessments by 2018.
- Publish initial 'Personal Budgets' arrangements for education, health and care along with advice and guidance. Implement a Herefordshire approach that enables the personalisation of services

- Further develop the use of community or family- based, rather than institution-based, respite care.
- Enhance the Children’s Integrated Needs Analysis to focus specifically on children and young people with disabilities to inform a joint commissioning strategy (to be agreed by September 2015). The updated strategic needs analysis will be informed by a review of Herefordshire’s most complex cases with a view to improving multi-agency practice and developing early intervention approaches to prevent the need for later residential placement.
- Support people with a disability to overcome barriers to inclusion in area such as employment, training, further education and access to housing.

7.2. CURRENT STRATEGIES

7.2.1 Currently, and as a precursor to revised business processes being put in place to meet the needs of children with disabilities and their families, a number of development initiatives are being undertaken and progressed within the CHIPP framework. These include:

- The re-modelling of services for children with disabilities within Children’s Social Care
- Examining the potential for developing the market of service providers for services for children with disabilities
- Exploring how the voices of children and parents may be better heard in the design and delivery of services to meet the needs of those with disability
- Offering greater control to children with disabilities and their families in the delivery of services.

7.2.2 In this latter regard a number of initiatives are currently being progressed. These include:

- Design and delivery of an integrated multi-agency pathway project
- Exploration of improving synergy between education, health and care in undertaking multi-agency assessments
- Examining the options for progressing the use of personal budgets and personal health budgets by service users
- Reviewing the re-commissioning of short break services
- Developing an action plan for enhancing specialist childcare provision
- Improving the needs analysis data with respect to children with disabilities
- Reviewing and revising arrangements for the transition of young people with disabilities into adulthood

- Reviewing the capabilities of preventative interventions to meet the needs of those with complex disabilities and other complex needs

These developmental initiatives, when concluded, will inform the strategies that are proposed to be rolled out under this aspect of the Children and Young People's Plan.

7.2.3 This Plan also incorporates the Joint Children's and Adults' Autism Strategy for Herefordshire which is a strategic initiative developed between the County Council and the Herefordshire CCG. This strategy currently is scheduled to be progressed up to 2017 and prioritises the following issues:

- Increasing awareness and understanding for those who provide services to people on the autistic spectrum
- Improved identification and diagnosis of autism in children and adults, leading to assessment of need for relevant services
- Improved transition planning for people on the autistic spectrum as they move from being children to adults
- Raising the profile of autism in local planning and leadership forums, particularly through the use of personalised budgets
- Improving support to parents, families and carers of people with autism
- Supporting people on the autistic spectrum involved in the criminal justice system
- Getting the right housing and housing support for people on the autistic spectrum
- Helping people on the autistic spectrum into employment, training and further education.

7.3. PRIORITY DEVELOPMENTS OF THE PLAN

7.3.1. The following are the current priority developments for this aspect of the Plan:

Updated Integrated Pathways for Disabled People

- Design and deliver integrated multi-agency pathway that identifies opportunities for improved co-ordination, integration and service redesign in the identification and response to the needs of disabled children and young people and their families
- Review arrangements for young people approaching the transition to adult life including exploring greater co-ordination of 16+ arrangements across all agencies.

The Local Offer

- Enhance the content and usage of local offer including SEN Direct or other e-brokerage systems and the links with information advice and guidance available for adults in Herefordshire.

Education, Health and Care Plans

- Evaluate the impact of early EHC changes (effective from September 2014)
- Develop greater coordination, integration and efficiency within multi-agency assessment within the Education, Health and Care Plan development

Specialist Care

- Implement an action plan for specialist childcare requirements based on a robust needs analysis

Personalisation

- Publish initial 'Personal Budgets' arrangements advice and guidance
- Develop Herefordshire's approach across agencies, incorporating children and adults arrangements

Short Breaks

- Review Phase 1 contracts to recommend extension or termination
- Produce joint Phase 2 market development and commissioning plan with CCG and deliver revised arrangements from March 2016

Strategic Needs Analysis

- Analyse the needs and trends of the CWD and SEN populations to update the Children's Integrated Needs Analysis to focus more on children with disabilities and inform a joint commissioning strategy to be agreed by September 2015
- Undertake an analysis of the most complex cases with a view to developing early intervention approaches to prevent the need for later residential care

7.3.2. Progressing these priorities should lead to:

- Families feeling better informed and better able to make choices about the support they can access for their children and themselves
- Children, young people and their families experience effective multi-agency assessment and planning with joined up care through an integrated pathway
- Services that are shaped and designed by children and families

- Reduced reliance on institutionalised care and greater access to support at or near home
- Communities and markets feeling supported to innovate and invest in short break services that families can directly access themselves
- Families taking up direct payments and choosing their own support packages, including the option of a personal budget
- New overnight short break services being jointly commissioned
- Greater access to specialist childcare provision for 0-19 year olds with a disability (in excess of 600 children and young people receiving service by 2018)
- Better co-ordination of children's and adults' services to ensure enhanced and cost efficient transition to adult support.

7.4 OUTCOMES BY MARCH 2018

7.4.1. We will know that we have been successful in achieving our planning aims by 2018 when we:

- Offer clear advice, signposting and information to enable children, young people and their families to make informed choices and take more control of their own lives with appropriate levels of support in arranging education, training, social, leisure, housing and employment opportunities.
- Provide effective early support to prevent needs escalating and reduce the proportion of families that ultimately enter the child in need, child protection or looked after systems
- Provide a 'whole system approach' for children and young people with disability 0-25 years including across the major transition points, including moving into adulthood. Delivering seamless and straightforward pathways and support when seen from the child's and family's point of view.
- Have reduced duplication of effort by streamlining assessments, sharing information and delivering services with better integration
- Have a shared understanding of need at the individual and population level
- Have services judged to be 'good' by relevant regulatory agencies
- Deliver services within the resources available:
 - 10,500hours of day-time short breaks for 100 children and their families
 - 450 children supported by a co-ordinated education, health and care plan
 - 200 families supported by an improved social care children with disabilities team.

8. GOVERNANCE, REVIEW AND INFRASTRUCTURE

8.1. PARTNERSHIP ARRANGEMENTS

8.1.1. The Herefordshire Children and Young People's Partnership consists of the following:

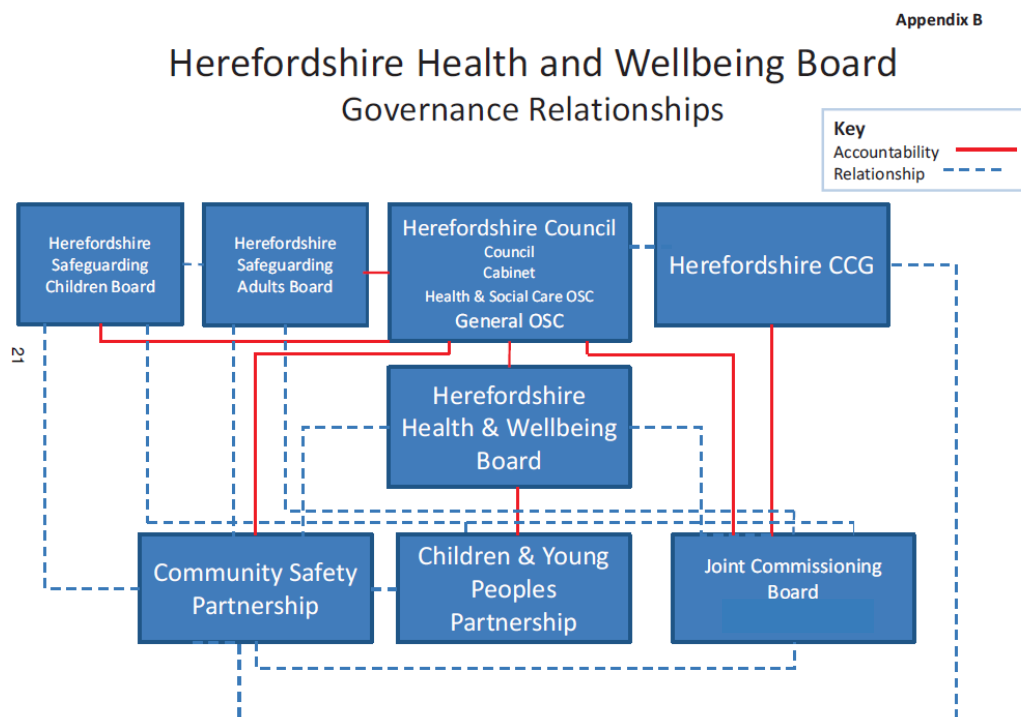
- Lead Member for Children's Well-Being – Herefordshire Council
- Director of Children's Well-Being Services – Herefordshire Council
- Chief Operating Officer, Herefordshire Clinical Commissioning Group
- Superintendent of Herefordshire Police
- Chair of the Herefordshire Safeguarding Children Board
- Chair of Early Years Forum
- Secondary School representative
- Primary School representative
- College representative
- Special School representative
- Assistant Director of Education and Commissioning Children's Well-Being Services – Herefordshire Council
- Assistant Director of Safeguarding and Early Help, Children's Well-Being Services – Herefordshire Council
- Consultant in Public Health – Herefordshire Council
- Family Health Service representative, Wye Valley Trust
- CAMHS representative, 2Gether NHS Foundation Trust
- Children's Lead Healthwatch
- Economic Partnership Development Group representative
- Head of the Youth Offending Service
- Third Sector representative
- Attendees of the Partnership Steering Group

Stakeholders in the Partnership have configured into two groups to progress business:

- An Executive Group that defines the strategic agenda and priorities of the Partnership (informed by the agenda and priorities of the Health and Well-Being Board)
- A Steering Group that defines and discharges the operational requirements of the partnership.

Representatives of the Steering Group sit on the Executive Group; representatives of the Executive Group sit on the Health and Well-Being Board. In this way continuity and consistency of communication on strategic issues is assured.

8.1.2. Structurally the Partnership operates within the context illustrated in Figure 1.



Members of the Partnership are represented on each of the related Boards and Partnerships. Minutes of the related Boards and Partnerships are shared with the CYPP.

8.2. THE PARTNERSHIP’S ANNUAL BUSINESS PLAN

8.2.1. An annual business plan will be developed by the Children and Young People’s Partnership to progress the planning priorities identified in this three year Plan. The Business Plan will reflect the priority group structure embedded in this Plan, namely:

- Developing an early help approach and culture across the partnership to target resources and support vulnerable families

- Improving outcomes in early years (0-5 years)
- Improving the emotional and mental health and well-being of children, young people and their parents and carers
- Improving outcomes for those requiring safeguarding
- Addressing challenges for adolescents
- Improving outcomes for children with a disability.

8.2.2. The business plan priorities of the Partnership will be identified in an annual business plan that will be developed by the Partnership Steering Group and signed off by the Partnership Executive. In developing and progressing the business plan, the Steering Group will be supported by a number of task groups configured around the six priority needs identified above. In some instances these task groups are pre-existing bodies with a specific remit to progress the business area concerned (e.g. the Early Years Partnership), for other areas the group may be virtual with a task and finish remit around the development and refresh of an annual business plan in the specific priority work area concerned. The Executive will regularly review the progress against the business plan, receiving reports via the Steering Group.

8.2.3 The business plan of the Partnership will be progressed through the Steering Group and associated work groups. Specific transformation work will be supported through a project management approach, using the Children of Herefordshire Improvement and Partnership Programme (CHIPP).

The Steering Group will be accountable for overseeing the progress in implementing the Plan and reporting to the Partnership Executive on this. The members of the Steering Group will be assisted in this task by a support function.

8.2.4 The support function to the Partnership has responsibility for:

- co-ordinating the operational implementation of the Plan
- communicating the content of the Plan to local communities and stakeholder groups
- supporting the work of the Partnership in delivering and commissioning services to meet the objectives of the Plan
- evaluating the performance of the Partners on the delivery of this Plan through a performance management framework
- developing and revising the Business Plan (annually) to meet the delivery objectives.

8.3 COMMISSIONING ARRANGEMENTS

8.3.1 Joint commissioning is a critical aspect to support the delivery of the Plan. Commissioning takes place across many different organisations and in many different ways. Commissioning refers to understanding the needs of a population group,

assessing what is currently in place to meet those needs, developing an approach to meet those needs more effectively, putting that approach in place and then reviewing its effectiveness.

The Partnership will influence commissioning in Herefordshire by:

- Enabling local commissioning (including commissioning by settings and schools) to understand what is available locally, what could be available and is best practice
- Enabling local commissioning to join together to maximise the best use of resource to meet needs and reduce demand
- A critical aspect of this is the work with adult and community services, as well as those commissioned in relation to children, young people and families

8.3.2 The Council, including public health and the Herefordshire Clinical Commissioning Group, will use the Children and Young People's Partnership Steering Group to develop commissioning approaches and an annual plan. The Joint Commissioning Board between the Council and the CCG oversees joint commissioning activity between the two bodies. The specifics of the work will support the business plans of the Partnership and at the time of writing will focus on:

Children with disabilities

- Integrated pathway moving from pre-birth to transition into adulthood. The commissioning plan will focus on form following function once the pathway has been developed and should include CCG commissioned services as well as council services including the Autism pathway
- Commissioning direct services (including respite fostering) to support children with disabilities in family settings rather than requiring residential care – also considering how direct payments and personalisation will impact on what we actually procure in future. Market development around choice, flexibility of provision, Complex Needs Solutions, equipment
- Commissioning of post 19 opportunities to support young people in local education and training

Emotional Well-Being and Mental Health

- Pathway and commissioning plan, incorporating advice and guidance through from Tier 1 onwards
- Young carers, Carers, Advocacy, Children's Voice

- Address Tier 3+ gaps

Safeguarding

- A care placement strategy and fostering framework for looked after children

Adolescent behaviour

- Develop approach across the four Levels, particularly focusing on preventing offending and reoffending, commissioning opportunities that prevent NEET .

Early Help

- Development of family focused early intervention services including school nursing, direct work, integrated approach to language development.

Early Years (0-5 years)

- Development and commissioning of early years and community based services, including commissioning of children centre services alongside health visiting
- Family nurse partnership procurement

8.4 GOVERNANCE ARRANGEMENTS

The Children and Young People's Partnership is part of the governance remit of the Herefordshire Health and Well-Being Board. The specific knowledge and expertise of the representatives of the Partnership enables them to focus on improving outcomes for children and young people in the County within the overall context of the Health and Well-Being Board's principles and strategic priorities.

The Children and Young People's Plan reflects these strategic aspirations in each of the substantive planning needs it has identified. The Children and Young People's Plan annual business plans will require the endorsement of the Health and Well-Being Board. The Health and Well-Being Board will oversee implementation of the Plan via feedback from the Children and Young People's Partnership Executive on a quarterly basis and undertake an annual audit of the Plan's progress on the anniversary of each business plan.

8.5 LINKAGES WITH PARTNERSHIPS

The Children and Young People's Partnership has established important linkages with allied partnerships and boards which themselves have an important contribution to make to the successful implementation of the Children and Young People's Plan.

8.5.1 Herefordshire Safeguarding Children Board (HSCB)

HSCB co-ordinates the safeguarding activities of its partner agencies and scrutinises and evaluates the effectiveness of what they do. The Board seeks to function strategically and will provide a lead to the Partnership on how the objectives of the Plan with respect to safeguarding are being progressed and delivered. The Independent Chair of the HSCB is a member of the Children and Young People's Partnership Executive Group and will report on safeguarding issues through this meeting. Enhancements to the operational requirements for safeguarding, whether by securing improved performance or by the commissioning of service developments, will be led by the Children and Young People's Partnership. A formal protocol agreement exists between the Partnership and the HSCB (see Appendix 2)

8.5.2 Strategic Education Board

The Strategic Education Board oversees the implementation of Herefordshire's Education Strategy that focuses on improving the education experience and outcomes for children and young people in Herefordshire. The Strategy focuses on the following key themes:

- Leadership and Management
- Progress and Achievement for all pupils
- Achievement and Progress of pupils who are Looked After
- Good and Outstanding Settings
- Estates Strategy – High quality, sustainable schools and settings
- Economic Development

8.5.3 Community Safety Partnership

The Community Safety Partnership co-ordinates community safety initiatives across key partner agencies and reports upon the effectiveness of their efforts. The Community Safety Partnership has responsibility for community safety issues as they affect children and young people, particularly with respect to anti-social behaviour, youth crime, the need for early help in vulnerable families and building community cohesion. The Chair of the Community Safety Partnership is a member of the Children and Young People's Partnership Executive Group and will report on community safety issues related to the Children and Young people's Plan through this meeting. Service enhancements relating to the community safety needs of children and young people will

be considered and prioritised by the Partnership Executive Group prior to any reference to the commissioning function of the Partnership Steering Group.

8.6 INFRASTRUCTURE ISSUES

8.6.1 Business Process Enhancement

At a number of points in the Plan there are proposals made for enhancing the business processes that are employed by the Partners to identify or respond to particular needs. These processes will need to be developed, enhanced and finessed throughout the life of the Plan. In the first instance the following issues will be addressed:

- Processes for the assessment of children, young people and their families, including the future role of The Common Assessment Framework (CAF)
- Reviewing the role of Multi-Agency Groups (MAGs) in localities to co-ordinate the delivery of support and interventions to families
- Scoping the role and remit of Lead Professionals and Key Workers in the co-ordination of support and interventions to families

8.6.2 Performance Management and Review Arrangements

The Herefordshire Children and Young People's Partnership is committed to the principle of evaluating the performance of the Partners against the outcomes proposed with respect to the six strategic planning priorities. For each priority need a suite of performance measures will be agreed for use across the Partnership. In part, these will be pre-existing measures that are captured and required for statutory returns or for reporting on agency performance to regulators (e.g. DfE annual data return requirements, the Public Health Outcomes Framework). In other part, they will be measures specifically crafted to reflect the precise outcomes envisaged by this Plan.

In the first instance the performance measures will be considered and evaluated by those with a legislative or operational responsibility for the relevant priority need area. These evaluations will be in the context of the CHIPP work programmes, pre-established performance management arrangements in areas of business as usual (e.g. HSCB performance data set) and established structures of Partner agencies outside of the Council. These evaluations should be brought together and an overall assessment made of the progress of the Plan to outcome for consideration by the Partnership Steering Group. The Steering Group may commission a quality audit into aspects of performance of the Plan where that delivery is out of line (positively or negatively). The Steering Group should provide an overall performance evaluation of the progress of the Plan for consideration at each meeting of the Partnership Executive, along with quality audit findings where these have wider and significant lessons for the Partnership.

8.6.2 Evidence-Based Practice

Throughout the Plan reference is made of the need to identify, appraise, test and implement evidence-based practices and programmes to meet the outcome objectives required. Numerous review reports are available on the priority need areas of this Plan, so that the evidence of the efficacy of a number of promising approaches can be ascertained. These include:

- Early Years
 - NICE (2015) Rapid Review to Update Evidence for the Healthy Child Programme 0-5
 - https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/409772/15030SRapidHealthyChildProg.FINAL_5_2015.pdf
- Early Help
 - Parenting Programmes (Public Health England, UCL Health Equity 2014), <http://www.instituteofhealthequity.org/projects/good-quality-parenting-programmes-and-thehome-to-school-transition>
 - Improving the Public's Health: A resource for local authorities
 - Kings Fund (2013) http://www.kingsfund.org.uk/sites/files/field_publication_file/improving-the-publics-health-kingsfund-dec13.pdf
- Managing challenges to young people's social inclusion
 - Reducing antisocial behaviour and conduct disorders in young people (NICE 2013) [Http://www.nice.org.uk/guidance/cg158](http://www.nice.org.uk/guidance/cg158)
 - School based interventions to prevent smoking (NICE 2010) <http://www.nice.org.uk/guidance/ph23>
 - Interventions to reduce substance misuse in vulnerable young people (NICE 2007) <http://www.nice.org.uk/guidance/ph4>
 - Reducing the number of young people who are NEET (Public Health England, UCL Health Equity 2014) <http://www.instituteofhealthequity.org/projects/reducing-the-number-of-young-people-not-in-employment-education-or-training-neet>

The Partnership will develop a process whereby it may identify, appraise and test programmes and approaches to priority need areas promoted in this Plan. This process should be linked into the annual business plans of the discrete need areas of the Plan, thereby facilitating delivery of those aspects of the Plan. This process will need to link in with those with responsibilities for business management, commissioning, workforce development and performance monitoring.

8.7 WORKFORCE DEVELOPMENT

8.7.1 Key to the successful delivery of this Plan is the availability of a workforce that has the capability and capacity to deliver on its objectives. The Partnership has endorsed a workforce strategy which will incrementally address the requirement of each of the core components of this Plan. The vision of the strategy is to have a safe and competent workforce available to effectively meet the aspirations of children, young people and their families. The objective of the strategy is to assist in creating the environment where the right people with the right skills are available to support children and young people and families at key points in their lives.

The workforce strategy is intended to apply to all stakeholder employers within the Partnership (i.e. not only Council commissioners and staff) and engage all relevant employees, contractors, suppliers and volunteers.

The strategy has four underpinning objectives:

- Assistance to help make people make Herefordshire their home and a place where they want to invest in a career.
- Values-based recruitment and retention of the workforce with an appropriate reward and career development offer
- Implementation of effective, relevant learning and development plans by the Partnership which supports improvement, change and innovation
- Leadership, management and supervision of the workforce by inspiring, innovative and collaborative people skilled in systems thinking.

8.7.2 The strategy will be progressed by the Partnership via an annual workforce development plan which will identify the priority issues and outcomes that will need to be attained by the workforce to achieve the aspirations of the Children and Young People's Plan. The strategy will seek to build a workforce that is:

- Passionate about outcomes for children, families and communities, why they matter and what part they play
- Engaging of all those whose role impacts on the lives of children
- Committed to the lessons of Families First ,using a suite of evidence-based interventions acknowledged across the workforce
- Outcomes focused, enabling and promoting well-being
- Integrated, collaborative and innovative
- Skilled in direct work with children, young people and their families and able to constructively challenge them when required
- Committed to self-improvement (supported by CPD) so that they are able to achieve the outcomes for children and families that they are responsible for.

The strategy needs to ensure that the Partnership has access to an effective workforce so that capacity may rapidly be built in the families and communities of Herefordshire in

such a way that they are ready-made assets to draw on in maintaining and strengthening public health and well-being.

8.8 COMMUNITY ENGAGEMENT

8.8.1 The Herefordshire Partnership is committed to ensuring that the implementation of this Plan has high visibility across the communities comprising the County. This reflects the priority of the Health and Well-Being Board to reduce inequalities and reach into local communities. To this end a communication strategy will be developed to ensure that the key messages of this Plan are known to children, young people and families in discrete communities.

For this purpose, the communications strategy will focus on eight natural community clusters:

- Hereford City North
- Hereford City South
- Golden Valley (Peterchurch and Kingstone)
- Ross-on-Wye
- Ledbury
- Bromyard
- Leominster and Mortimer
- Weobley and Kington

The communications strategy will focus on the discrete service clusters of those areas which are most effective and influential in engaging with the children, young people and their families prioritised in this Plan. The Partnership will seek to maximise the use of information technology to engage its target audiences with the content of the Plan, its implementation and their reflections on its delivery and how this can be enhanced.

8.8.2 With respect to specific communication of the Plan and its engagement with children and young people, the Partnership will be liaising with the Voice of the Child Co-ordination Service (The Participation People) to ensure that there is an on-going dialogue with these stakeholders on the objectives of the Plan, the local priorities for managing demand, the shape of local delivery and its impact on performance and outcomes.

The Voice of a Child Network will capture the views of children, young people and families through a variety of methods. These views will feed into strategy, policy and budgeting decisions. These methods will include:

- County- wide Voice of the Child audit
- Youth opinion sheets
- Selfie pledges
- Voice of the Child e-bulletins
- Cartoon storyboards

- Case studies
- Social media
- Surveys
- Events
- Focus groups
- Pre and Post skills analysis questionnaires

There will be a dedicated page on Herefordshire's website that will capture what children, young people and families are saying. But more importantly, we will highlight what has been done as a result of their views and voices.

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APPENDIX 1:

Herefordshire's Family Outcomes Framework

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Herefordshire's Family Outcomes Framework

This document is Herefordshire's first iteration of a family outcome framework which directly supports the delivery of local strategic outcomes, primarily contained within the new Health and Wellbeing Board Strategy 2015-2018 and the Children and Young People's Plan 2015-2018.

This outcomes framework will evidence the impact of Herefordshire's revised approach to helping families earlier.

This document is designed to act as an overarching guide for practitioners, staff, managers and auditors to ensure families achieve significant and sustained improvement which will meet the requirements of the national Troubled Families programme. There will be training and a shorter practitioner's guide developed to support delivery of this document.

The outcomes framework will be approved in September 2015 and will then be reviewed regularly to ensure it meets changing local and national requirements

Herefordshire's approach to helping families

Herefordshire is committed to supporting the most vulnerable and challenged families and their children, which is articulated as key priorities within the Health and Wellbeing Strategy and the Children and Young People's Plan. We are dedicated and focused on ensuring all Herefordshire residents live safe, healthy, independent lives and children have a great start in life.

The new Children and Young People's Plan will help to drive forward an agenda of service transformation and early help across the council and its partners, so that there is a greater emphasis on addressing needs at the earliest opportunity and embedding outcomes-focused family plans using evidence based interventions.

One key action will be to streamline assessment processes so that the assessment stays with the family throughout; whether there are step-ups or step-downs, changes of worker or whether the case is active with universal services or within social care teams. The assessment and outcome plan provides accurate, timely and efficient monitoring and avoids families having to re-tell their story.

Below is Herefordshire's Family Outcome Framework which has been agreed locally, and provides a partnership-wide outcomes framework encompassing strategic objectives, the needs of our families and the needs of local partner organisations. It strives to achieve better outcomes for families, reduce demand and costs for public services but also reducing risk, harm and vulnerability.

By successfully achieving sustained and significant change for families we are confident of demonstrating the fiscal savings for all partners by seeing a reduction in the reactive, statutory and specialist services. The national cost savings calculator will be utilized along with data and intelligence gathered by partners to enable a greater targeted focus on families who are the most challenging and challenged within the county.

Development of the Herefordshire Family Outcomes Framework

- From the beginning of this plan's development, partners from across the Health and Wellbeing Board and Children and Young People's Partnership were clear that this plan had to reflect the county's ambition to achieve better outcomes for families and provide a consistent way of measuring that. Supplementary to that, this framework also acts as a response to the national Troubled Families (TF) programme. The framework is a tool to drive performance and quality as well as for the purposes of drawing down government funding.
- The framework has been developed and approved in tandem with the production of the county's Health and Wellbeing Strategy and Children and Young People's Plan (CYPP). This document should be read in conjunction with the CYPP annual business plans for early help.
- Herefordshire Health and Wellbeing Board and its sub-group, the Children and Young People's Partnership, agreed to participate in phase 1 of the national TF programme and achieved its 3 year target of improved outcomes for 310 families in February 2015. As a result of the national and local impact, the partnership, and Herefordshire Council's Cabinet as lead accountable organisation, agreed to participate in the extended TF programme to 2020. Over this 5 year period our aim is to support over 1000 families.
- Guidance from the TF Financial Framework and exemplar outcomes plans from early starter authorities have supported the production of this first framework for Herefordshire.
- The public health outcomes framework has been used where possible to ensure that strategic outcomes are already measurable and evidenced.
- There has been an extensive consultation on this framework with individual partners, services and teams plus partnership groups and boards between November 2014 and up to approval in September 2015.
- Following the initial draft of the outcomes framework and before its final approval, Herefordshire Council's internal auditors were also consulted to ensure that the framework is robust enough to provide the evidence of significant and sustained progress in families to support any payment by results claims made to the Department of Communities and Local Government.
- Once this framework is approved there will be further development work undertaken to ensure these outcomes are used in practice by front line staff, through revised tracking tools, individuals and family outcomes plans, training and ICT systems. This will be crucial to connect improvements in individual families back to the strategic county goals.

Identifying and working with families



- Families will be identified by a number of means across the 6 main headline areas above – through information sharing of data sets with partners or through nominations or referrals from individual professionals. The specific issues across the 6 headings are detailed in the appendix below along with the data sources for identifying issues in families.
- Herefordshire’s early help approach is currently being developed as part of the priorities within the new Children and Young People’s Plan and will include actions around workforce development; referral, assessment and planning processes; market and community development and establishing an early help offer of service. A key part will be the establishment of an early help intelligence function that will triangulate intelligence from partners to understand the issues within the family. Where the family is not already assessed and / or receiving support then their situation would be risk assessed to be able to prioritise families for assessment and support where appropriate.
- Practitioners working with families will undertake a well conducted family assessment, working with all family members to identify the issues that need to be addressed. This will form the basis of an holistic family outcomes or action plan which will address the issues and what outcomes the family is aiming to achieve. This in turn facilitates the actions to achieve those outcomes in a well-coordinated and effective approach using evidence based techniques and practices.
- The presence of at least 2 of the main headline areas above, suggests that a family may need help and meets the DCLG requirements for a troubled family. Practitioners will need to work with families to agree their outcomes, including outcomes from the appropriate sections of the outcome framework below, and write them in to the individual family outcome plan.
- If an additional issue arises, or becomes apparent, during the course of any support intervention with a family, an outcome must also be achieved for those issues to demonstrate the family has achieved significant and sustained progress.

Evidencing outcomes and long term impact

The achievement of outcomes within this framework demonstrates a commitment to a proportionate and pragmatic approach that reflects genuine improvement in the family's outcomes. Where the term "family member" is used in the framework this means either a child or an adult within the family group.

We will be using a variety of sources to confirm families have achieved positive outcomes.

- The family assessment, outcome plan and review processes will provide a qualitative measure of change for families that will assess the overall wellbeing of the family as well as progress against outcomes across the six headline problems identified as appropriate. Partners may have different tools and recording processes that will achieve this.
- The outcome framework for Herefordshire (below) sets out the core outcomes and measures that indicate the Herefordshire agreed standard of significant and sustained progress.
- Evidence from those practitioners working directly with families will enable them to make a judgement on whether a family has improved significantly and can sustain that improvement long-term, so that intensity of support can be reduced and then eventually stopped.
- The views of family members through self-assessment tools will also help to confirm that significant improvements have been made and that they can be sustained.

Achievement of the outcomes for families will be monitored and reviewed by the early help intelligence function working with practitioners. This process will confirm that at the final review point the family has achieved the outcomes agreed, that support could potentially be reduced or stopped and therefore a claim can be made to DCLG. Outcomes generally will have been achieved between the time the family were identified and an intervention started, and the final review period.

Achievement of outcomes for families against this framework should ensure that significant and sustained improvement for that family has been achieved. However families will be monitored by the early help intelligence function for a longer period of time after an intervention has ended because sometimes situations arise in families that can cause a re-escalation of issues. It is better to catch those issues quickly to resolve them before they reach any crisis point.

1. Parents and children involved in crime and anti-social behaviour

Lead partnership / agencies:

- Herefordshire Community Safety Partnership
- Police, Probation and Youth Offending Services

Strategic goals and indicators:

- To reduce the number of first time entrants to the youth justice system *
- To reduce the level of police call outs
- To reduce the percentage of offenders who re-offend *

INDIVIDUAL FAMILY OUTCOME MEASURES:	MEASURED BY / DATA SOURCE:
1. There is a 50% reduction compared to the previous 6 months in the number of recorded offences committed by the family	Recorded offences by the police
2. There is a 60% reduction compared to the previous 6 months in the number of incidences of anti-social behaviour committed by the family	Recorded incidents of anti-social behaviour from police, youth offending service, housing providers, environmental health teams
3. No siblings of young offenders have engaged in anti-social behaviour and / or criminal activity in the previous 6 months, and do not enter the youth justice system for the first time.	Recorded incidences from youth offending service and police

* Public Health Outcomes Framework

^see appendix 1 for specific issues under this heading

2. Children who have not been attending school regularly

Lead partnership / agencies:

- Herefordshire Strategic Education Board
- Schools, Herefordshire Council

Strategic goals and indicators:

- To reduce the number of children and young people with permanent and fixed exclusions at school
- To increase the % of children and young people that make expected rates of progress in English and Maths

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INDIVIDUAL FAMILY OUTCOME MEASURES:	MEASURED BY / DATA SOURCE:
4. Each school age child in the family has attended school for at least 90% of sessions across the last three school terms	Schools census collected by Children's Wellbeing Directorate Attendance data from individual schools
5. Each school age child in the family has fewer than three fixed term exclusions within the last three school terms	Schools census collected by Children's Wellbeing Directorate Exclusions data from individual schools

* Public Health Outcomes Framework

^see appendix 1 for specific issues under this heading

3. Children who need help

Lead partnership / agencies:

- Herefordshire Children and Young People's Partnership
- Herefordshire Council Children's Wellbeing Directorate

Strategic goals and indicators:

- To reduce the number of children and young people needing to be looked after
- To increase from 60% to 80% the proportion of all children achieving a Good Level of Development at the end of the Early Years Foundation Stage

INDIVIDUAL FAMILY OUTCOME MEASURES:	MEASURED BY / DATA SOURCE:
6. Families who are eligible are taking up the 2 and 3 year old offer of nursery places and attended 85% of their sessions in the last 6 months	Early years take up figures – Children's Wellbeing Directorate QA+ database - Hoople
7. There is an appropriate de-escalation or step-down of a safeguarding plan – ie from child protection (CP) to children in need (CIN) to Common Assessment Framework (CAF) and there is no re-referral to social care after 6 months following the end of the plan	Social care FWI records - Children's Wellbeing Directorate
8. Children in the family are making good progress at school or a good/expected level of development in Early Years	Early Years Foundation Stage Profile Annual Results 2 Year Assessment Results and Integrated Reviews Teachers reports/assessments
9. Six months after an intervention, parents report improved confidence and competence in parenting	Family assessment and outcome plan Practitioner case notes Parents self-assessment / self-reporting

10. Six months after an intervention, the family continue to take part in a wider range of community activity	Family assessment and outcome plan Examples could include library membership, joining sport/leisure groups or involvement in specific activities
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^see appendix 1 for specific issues under this heading

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4. Adults out of work or at risk of financial exclusion, and young people at risk of worklessness

Lead partnership / agencies:

- Herefordshire Council, Jobcentre plus

Strategic goals and indicators:

- To reduce the number of people reliant on out of work benefits
- To increase the % of 16-18 year olds who are in education, employment or training *
- To reduce the % of low-income families with children*

INDIVIDUAL FAMILY OUTCOME MEASURES:	MEASURED BY / DATA SOURCE:
11. An adult or young person in the family has secured and maintained a job (full or part time) for 6 months (individuals claiming JSA) and 3 months (individuals claiming other benefits as per the Troubled Families guidance)	Individual no longer claiming out of work benefits, evidenced through DWP automated benefits check; young person not registered as NEET
12. An adult or young person in the family have made progress to work through volunteering placement, progression into an apprenticeship, traineeship or further accredited learning	Practitioner records Family outcome plan
13. An adult or young person in the family has completed and achieved a qualification, apprenticeship or achieved other milestones that supports progression into continuous paid work	Practitioner records Family outcome plan
14. Family have reduced debt or risk of financial exclusion, e.g. reduced council tax or housing arrears and are accessing eligible benefits including free school meals	Practitioner records Family outcome plan

* Public Health Outcomes Framework

5. Families affected by domestic violence and abuse

Lead partnership / agencies:

- Herefordshire Community Safety Partnership
- Police, Housing providers, West Mercia Women's Aid

Strategic goals and indicators:

- To increase reporting of domestic violence and abuse into formal reporting routines

INDIVIDUAL FAMILY OUTCOME MEASURES:	MEASURED BY / DATA SOURCE:
15. There is a reduction in domestic violence or abuse within the family for at least 6 months	Practitioner case notes; local risk assessment tools Family outcome plan Recorded police call-outs to domestic incidences No reports of incidences from other agencies eg West Mercia Womens Aid (WMWA), Housing Associations
16. Families that are affected by domestic violence and abuse are actively engaged with support services, such as WMWA	WMWA attendance records Practitioner case notes Family outcome plan
17. Perpetrator of domestic abuse is actively engaged and successfully completes a perpetrator program	WMWA attendance records Practitioner case notes Family outcome plan

^see appendix 1 for specific issues under this heading

6. Parents and children with a range of health problems

Lead partnership / agencies:

- Herefordshire Health and Wellbeing Board
- GPs, Clinical Commissioning Group, Wye Valley NHS Trust, 2Gether Foundation Trust

Strategic goals and indicators:

- To reduce the prevalence of dental decay at age 5 so that the mean is equal or better than the England mean*
- To increase to 95% the take up for all routine immunisations in 0-5 year olds*
- To reduce hospital admissions for unintentional and deliberate injuries in 0-4 year olds from the 25th percentile to between 25th – 75th percentile*
- To reduce the proportion of pregnant women who are smokers at the time of delivery to above the 75th percentile for England*
- To reduce the prevalence of young people smoking, drinking and misusing substances

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INDIVIDUAL FAMILY OUTCOME MEASURES:	MEASURED BY / DATA SOURCE:
18. Family is registered with local GP	Family outcome plan Practitioner notes / assessment GP practice confirmation
19. Family is registered with local dentist and attended a check-up in the last 12 months	Family outcome plan Practitioner notes / assessment Dental practice confirmation
20. Children have received age appropriate health immunisations / vaccinations	Family outcome plan Practitioner notes / assessment

	GP practice confirmation Child Health hand held record (red book)
21. Family member has engaged with a smoking cessation programme and is demonstrating progress towards cessation (shown by progress over the previous 6 months)	Family outcome plan Practitioner notes / assessment Help to quit service records
22. Family member has engaged with a drug / alcohol treatment programme and is demonstrating progress towards reducing harmful behavior (shown by progress over the previous 6 months)	Family outcome plan Practitioner notes / assessment
23. Family member has engaged with a healthy weight programme and is demonstrating progress towards a healthy lifestyle (shown by progress over the previous 6 month period)	Family outcome plan Practitioner notes / assessment
24. Pregnant women are under the care of a midwife and have had an ante-natal assessment by a Health Visitor	Maternity and health visiting records Family outcome plan
25. All children in the family aged 2½ years have had an ages and stages health assessment	Health Visiting records or Nursery records Family outcome plan

* Public Health Outcomes Framework

^see appendix 1 for specific issues under this heading

Appendix 1 – Specific family issues and identifying data sources

The indicators below are taken from the DCLG Troubled Families Financial Framework March 2015. Those in italics indicate where additional Herefordshire indicators have been added.

Who are the families we need to support in Herefordshire and how do we identify them?		
Family Problem (min of 2)	Indicators - what issues could be present in a family	Who will provide the information
1. Parents and children involved in crime or antisocial behaviour.	A child who has committed a proven offence in the previous 12 months.	Information provided by Youth Offending Service and the Police.
	An adult or child who has received an anti-social behaviour intervention (or equivalent local measure) in the last 12 months.	Information provided by the Police, anti-social behaviour teams and housing providers.
	An adult prisoner who is less than 12 months from his/her release date and will have parenting responsibilities on release.	Information provided by probation providers and prisons.
	An adult who is currently subject to a licence or supervision in the community, following release from prison, and has parenting responsibilities.	Information provided by probation providers and prisons.
	An adult currently serving a community order or suspended sentence, who has parenting responsibilities.	Information provided by probation providers.
	Adults or children referred by professionals because their potential crime problem or offending behaviour is of equivalent concern to the indicators above. <i>For example:</i> <ul style="list-style-type: none"> - <i>racial and hate crime incidences</i> - <i>repeat police call outs to the same address/location over a 6 month period</i> - <i>incidences of sexual violence</i> - <i>incidences of noise nuisance, fly tipping</i> 	Nominations from the Police, multi-agency gang units, probation providers, Serious Organised Crime Partnerships, Integrated Offender Management Teams and CHANNEL coordinators; environmental health services; Council diversity team; Herefordshire Safeguarding Adults and Children's Boards; Community Safety Partnership

2. Children who have not been attending school regularly.	A child who is persistently absent from school for an average across the last 3 consecutive terms.	Information compiled locally for submission to the Department for Education for the School Census and Alternative Provision Census. Information provided by Education Welfare Officers.
	A child who has received at least 3 fixed term exclusions in the last 3 consecutive school terms; or a child at primary school who has had at least 5 school days of fixed term exclusion in the last 3 consecutive terms; or a child of any age who has had at least 10 days of fixed term exclusion in the last 3 consecutive terms.	
	A child who is in alternative educational provision for children with behavioural problems.	
	A child who has been permanently excluded from school within the last 3 school terms.	
	A child who is neither registered with a school, nor being educated in an alternative setting	Information compiled locally from within the local authority
	A child nominated by education professionals as having school attendance problems of equivalent concern to the indicators above because he/she is not receiving a suitable full time education.	Nominations from teachers and education welfare officers (or equivalent).

<p>3. Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan.</p>	A child who has been identified as needing early help	<p>Information from local authority early years providers (e.g. children's centres) about children who don't take up the Early Years Entitlement, by cross-referencing a list of those children eligible with those who are not in an early years setting.</p> <p>Information from local schools, academies and education welfare teams, Special Educational Needs Coordinators (SENCOs) or equivalent about children identified in the School Census as having social, emotional and mental health problems .</p> <p>Information from the Police and Children's Services (including youth services) about children who have been reported missing from home and identified as of concern</p>
	A child who has been assessed as needing early help.	<p>Information from Children's Services or related multi-agency teams about children who are:</p> <ul style="list-style-type: none"> - repeatedly assessed under Section 17 or 47, of the Children Act 1989, but not deemed ' a child in need', or -subject to Early Help Assessments or Common Assessment Framework (CAF) , or equivalent
	A child 'in need' under Section 17, Children Act 1989.	<p>Information provided by Children's Services.</p>
	A child who has been subject to an enquiry under Section 47, Children Act 1989.	
	A child subject to a Child Protection Plan.	

	<p>A child nominated by professionals as having problems of equivalent concern to the indicators above. <i>For example:</i></p> <ul style="list-style-type: none"> -children experiencing / at risk of poor parenting -children with developmental delay - children at risk of exploitation (including sexual exploitation) - children identified as not achieving expected levels of attainment in school - children with challenging behaviour - teenage parents - young looked after mother / father who have already had children removed - young carers 	<p>Nominations from schools, social workers, early years providers, (including Children's centres), health visitors, education psychologists, school Special Educational Needs Coordinators (SENCOs), Youth Offending Service and the Police. Information from the Closing the Gap project, Herefordshire Carers Support</p>
<p>4. Adults out of work or at risk of financial exclusion or young people at risk of worklessness.</p>	<p>An adult in receipt of out of work benefits or</p> <p>An adult who is claiming Universal Credit and subject to work related conditions.</p>	<p>Department for Work and Pension's Automated Data Matching Solution (ADMS) for the Troubled Families Programme.</p>
	<p>A child who is about to leave school, has no/ few qualifications and no planned education, training or employment.</p>	<p>Information drawn from Personal Learner Records and the local authority's Client Caseload information System (or equivalent)</p> <p>Information collected by local schools, academies and alternative providers for the Department for Education's School Census and Alternative Provision and Youth Contract providers.</p> <p>Key Stage 4 data compiled by schools and academies' pupil level for the production of published school performance tables.</p>

	A young person who is not in education, training or employment.	Local authorities' Client Caseload Information Systems (or equivalent), which indicates whether young people have been identified as not in education, training or employment (NEET) or whether their activities are 'not known'.
	Parents and families nominated by professionals as being at significant risk of financial exclusion. This may include those with problematic / unmanageable levels and forms of debt and those with significant rent arrears. <i>Could also include, for example:</i> - families with housing difficulties e.g. overcrowding, under notice of eviction or homeless - repeat attendance at food banks	Nominations from organisations specialising in debt and finance, such as the Money Advice Service, Jobcentre Plus and housing providers. Council enforcement team, providers/services that distribute food bank vouchers
5. Families affected by domestic violence and abuse.	A young person or adult known to local services has experienced, is currently experiencing or at risk of experiencing domestic violence or abuse.	Referrals from local domestic violence and abuse services or professionals, such as Independent Domestic Violence Advisors (IDVAs), housing providers, health services, the Police, Children's Services and Youth Offending Service.
	A young person or adult who is known to local services as having perpetrated an incident of domestic violence or abuse in the last 12 months.	Local Police data and intelligence. Referrals from local domestic violence and abuse services or professionals, such as Independent Domestic Violence Advisors (IDVAs), housing providers, health services, the Police, Children's Services and Youth Offending Service.
	The household or family member has been subject to a police call out for at least one domestic incident in the last 12 months.	Information from the Police, Multi-Agency Safeguarding Hubs (MASH) and Multi-Agency Risk Assessment Conferences (MARAC).
6. Parents and children with a range of health problems.	An adult with mental health problems who has parenting responsibilities or A child with mental health problems.	Referrals from Community Mental Health Services, Child & Adolescent Mental Health Services, local GPs, education psychologists and school Special Educational Needs Coordinators (SENCOs).

	<p>An adult with drug or alcohol problems who has parenting responsibilities, or</p> <p>A child with a drug or alcohol problem.</p>	<p>Information drawn from the National Drug Treatment Monitoring System.</p> <p>Referrals from local GPs, the Police or local substance misuse support services.</p>
	<p>A new mother who has a mental health or substance misuse problem and other health factors associated with poor parenting. This could include mothers who are receiving a Universal Partnership Plus service or participating in a Family Nurse Partnership</p>	<p>Referrals from health visitors, midwives, family nurses or local GPs.</p> <p>Information from the Local Child Health Information System.</p>
	<p>Adults with parenting responsibilities or children who are nominated by health professionals as having any mental and physical health problems of equivalent concern to the indicators above. This may include unhealthy behaviours, resulting in problems like obesity, malnutrition or diabetes.</p> <p><i>Other examples could include:</i></p> <ul style="list-style-type: none"> - children repeatedly not attending medical appointments - individuals identified as attending A&E repeatedly over a sustained period 	<p>Referrals from health professionals, including GPs, midwives, health visitors, family nurses, school nurses, drug and alcohol services and mental health services.</p>

APPENDIX 2:

Protocol agreement between Herefordshire Children and Young People's Partnership Forum and Herefordshire Safeguarding Children Board

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Protocol agreement between Herefordshire Children and Young People's Partnership and Herefordshire Safeguarding Children Board

Introduction

Herefordshire Children and Young People's Partnership consists of the sum total of co-operative arrangements and partnerships between organisations with a role in improving outcomes for children and young people.

The Herefordshire Safeguarding Children Board (HSCB) is a statutory body and has its own terms of reference or constitution that establishes its functions, membership and operating procedures. It is accountable to the Director of Children's Services and Cabinet.

The Children and Young People's Partnership is not a statutory body. Governance and accountability between the Herefordshire Health and Wellbeing Board, the partnership and HSCB have been confirmed as part of the Health and Wellbeing Board governance.

This protocol is an agreement which sets out the working arrangements between the HSCB and the Children and Young People's Partnership and provides clarity over functions, roles and responsibilities of each.

Herefordshire Children and Young People's Partnership

Herefordshire's Children and Young People's Partnership provides interagency governance of the cooperation arrangements as a whole. It promotes strong joint planning and effective commissioning of services. It is responsible for developing and promoting a child and family-centred, outcome-led vision for all children and young people in Herefordshire via the Children and Young People's Plan. This plan identifies the priorities for children and young people, clearly informed by their views and those of their parents/carers and a comprehensive needs analysis. Herefordshire Children and Young People's Partnership monitors performance on its priorities at a high level and is responsible for putting in place robust arrangements for inter-agency governance to deliver improvements identified in the *Yes We Can* plan and subsequent plans.

The Children and Young People's Partnership will:

- Consult the Herefordshire Safeguarding Children Board (HSCB) on issues, which affect how children are safeguarded and their welfare promoted.

- Act upon recommendations and identified areas for improvement to safeguard children and young people made by the HSCB, ensure that specific activity is taking place, and report back to the HSCB on subsequent progress
- Ensure the HSCB is formally consulted during the development of the Children and Young People's Plan
- Invite the Chair of the HSCB to attend the Children and Young People's Partnership Executive meetings as a member of the Children and Young People's Partnership
- Ensure that messages and information provided by the HSCB are appropriately disseminated within Partnership member organisations
- Expect from the HSCB:
 - An annual review on HSCB activities and performance (within the statutory annual report)
 - A quarterly update on the Business Plan from the Independent Chair of the HSCB
 - Quarterly meetings between the Independent Chair (HSCB), Children and Young People's Partnership Executive Chair, Director for children's Wellbeing and Lead Member for Children
- Take an overview of the HSCB's activities as part of its monitoring arrangements, as the work of the HSCB falls within the framework of the *Yes We Can* Plan and subsequent plans.

Herefordshire Safeguarding Children Board

The role of HSCB is to co-ordinate the safeguarding activities of its partner agencies and to evaluate and scrutinise the effectiveness of what they do. Its functions are strategic and not operational. However it would expect to initiate activities which investigate and improve practice in safeguarding. It has the authority to call any agency represented on the partnership to account for its safeguarding activity.

HSCB and its activities are part of the wider context of Children and Young People's Partnership arrangements in Herefordshire. HSCB contributes to the wider goals of improving the well being of all children whilst being primarily focused on ensuring robust safeguarding arrangements for all children and young people in Herefordshire. Within the wider governance arrangements its role is to ensure the effectiveness of the arrangements made by individual agencies and the wider partnership to safeguard and promote the welfare of children.

The HSCB will:

- Take responsibility for monitoring actions to improve safeguarding, including action plans arising from Serious Case Reviews feeding back learning and undertaking audits to ensure that lessons have been learned.
- Feed back results from the above activities to the Partnership, advising on ways to improve and highlight areas of underperformance
- Ensure through regular evaluation that partner agencies comply with the duty to discharge their functions having regard to the need to safeguard and promote the welfare of children (Children Act 2004, s.11).
- Hold the Children and Young People's Partnership to account on matters of safeguarding in all its activities, providing appropriate challenge on performance and results of performance indicators
- Initiate the development, regular review and active dissemination to all partner agencies of good practice Protocols to inform and assist multi-agency working
- Highlight gaps in service for the Children and Young People's Partnership to consider as part of its commissioning process work and propose solutions.
- Provide quarterly formal reports on its findings from its scrutiny activity to the Children and Young People's Partnership, including the annual report.
- Invite the Lead Member to attend the HSCB as a participant observer

Both organisations will

- Have an ongoing and direct relationship, communicating regularly
- Work together to ensure action taken by one body does not duplicate that taken by another
- Ensure they are committed to working together to ensure there are no unhelpful strategic or operational gaps in policies, protocols, services or practice.

Date of agreement: 2 February 2015 CYPP Executive

Review: October 2015



MEETING:	Council
MEETING DATE:	25 September 2015
TITLE OF REPORT:	Youth justice plan 2015/16
REPORT BY:	Cabinet member young people and children's wellbeing

Classification

Open

Key Decision

This is not an executive decision.

Wards Affected

County-wide

Purpose

To approve the Youth Justice Plan

Recommendation(s)

THAT: the Youth Justice Plan as appended is approved.

Alternative Options

- 1 There are no alternative options as a Youth Justice Plan is required to be produced on an annual basis.

Reasons for Recommendations

- 2 The Youth Justice Plan forms part of the council's budget and policy framework and is therefore reserved to council to approve. Cabinet considered this at their meeting of the 11 September 2015 and recommended the Plan to Council for approval.
- 3 The Youth Justice Plan is prepared on an annual basis on behalf of Herefordshire Council, Shropshire Council, Telford and Wrekin Council and Worcestershire County Council. The basic plan preparation is undertaken by the West Mercia Youth Offending Service according to the deadlines and guidance from the Youth Justice Board for England and Wales (YJB).

Further information on the subject of this report is available from
Keith Barham (YOS) and Jo Davidson (director for children's wellbeing) on Tel (01432) 260039

- 4 The Youth Justice Plan sets out how youth justice services across West Mercia are structured and resourced and identifies key actions to address identified risks to service delivery and improvement.
- 5 Whilst the plan focusses predominantly on reducing offending and reoffending and improving quality of practice, there is also a need to improve health and wellbeing outcomes of young offenders and reduce the inequalities which exist. During the course of the next year, through the closer integration with local services in Herefordshire, there will be a focus on the wellbeing outcomes and the actions which can be taken to address these.
- 6 Under section 40 of the Crime and Disorder Act 1998 each Local Authority has a duty to produce a Youth Justice Plan setting out how Youth Justice Services in their area are provided and funded and how the Youth Offending Service for the area is funded and composed, the plan is submitted to the Youth Justice Board (YJB) for England and Wales.
- 7 The Youth Justice Plan for 2015/16 was prepared in May 2015 in line with the guidance issued by the YJB, and agreed at the West Mercia Youth Offending Management Board on 1st June 2015. It is officially due to be submitted to the YJB by the end of August 2015. A provisional copy was forwarded to the YJB in June.

Key Considerations

- 8 The Youth Offending Service (YOS) is subject to three national indicators. Performance against the indicators is outlined in the plan and actions identified to address risks to performance improvement. The Herefordshire specific information is set out on pages 28-32 of the plan.
- 9 The first time entrant (FTE) indicator which is expressed as the number of first time entrants to the youth justice per 100,000 youth population was 525 for Herefordshire in the year ending September 2014, representing a reduction of 11% from the year ending September 2013 where the FTE rate was 589.
- 10 At 525, Herefordshire has the highest rate of FTEs across West Mercia and some analysis into the reasons for the higher rate was undertaken in 13/14, and found that in part it is due to a higher detection rate and lower proportional use of informal disposals. Further work commenced at the end of 14/15 and is continuing in 15/16.
- 11 The second indicator is the use of custody indicator, which is measured as the number of custodial sentences per 1,000 youth population. The use of custody performance for the year 2014/15 was 0.24. This is an improvement in performance from 2013/14 where the rate was 0.30.
- 12 The third indicator is re-offending. There are two measures both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency rate, is the average number of re-offences per young person in the cohort. The second is the percentage of the young people in the cohort who have re-offended.
- 13 The frequency measure for Herefordshire for the year 2012/13 is 1.00 and this shows improved performance from 2011/12 when the rate was 1.35.
- 14 The percentage of young people who have re-offended in Herefordshire for 2012/13

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is 28.1% and has significantly improved from 2011/12 where it was 40.8%. The Herefordshire rate is better than for West Mercia, 31.3% and for England, 36.0%

15 During 2015/16 the YOS will be implementing the YJB re-offending tracking tool in order to understand the characteristics of the re-offending group and inform the services approach to reducing re-offending.

16 The Youth Justice Plan outlines key actions to improve service provision in 2015/16 under four main priorities:-

(i) Improving Performance and Developing Practice

- In response to the findings of internal and external audits work to improve identified areas of practice and quality
- Implementation of the Short Quality Screening (SQS) Inspection action plan
- Re-establishing the Worcester Junior Attendance Centre (JAC) and developing the programme for the Telford JAC
- Developing service guidance and screening tools for child sexual exploitation (CSE)
- Implementation of a single ICT system and new case management system
- Review the management of risk processes and implementation of a single integrated intervention plan for young people.

(ii) Understanding our Young People

- Implementation of tracker tools for re-offending, first time entrants, education, training and employment and victim work
- Further analysis of first time entrants to gain a greater understanding of journey of the child into the youth justice system
- Work to understand the nature and extent of harmful sexual behaviour by young people
- Reviewing and revising methods of collecting and the use of feedback from service users
- Building and developing the needs assessment and evidence base.

(iii) Improved Joint Working and Integration

- Continued focus on joint issues between YOS and social care for looked after children and care leavers through the Looked After Children (LAC) and Care Leavers sub group of the Management Board
- Developing better joint work, information and integration with relevant children services
- Ensuring linkages with the Troubled Families and early help developments in each local authority
- Strengthening transition work with NPS, particularly through the implementation of the Y2A case transfer arrangements

(iv) Governance and Communication

- Complete the service review and agree future delivery arrangements for youth offending services across West Mercia

Further information on the subject of this report is available from
Keith Barham (YOS) and Jo Davidson (director for children's wellbeing) on Tel (01432) 260039

- Developing a more integrated approach to leadership and management of the YOS between the management team and management board
- Further development of the communications strategy
- Review of health participation in the YOS governance structure

Community Impact

- 15 The principal aim of the Youth Justice System is the prevention of offending and re-offending by children and young people. The Youth Justice Plan sets out an action plan to address the significant risks identified to future service delivery and improvement.
- 16 The Youth Justice Plan supports the Children and Young People's Plan 2015 - 2018, by planning actions to improve the outcomes for children and young people who are in the youth justice system and working to minimise the risks associated with any harm they may pose to others and any harm posed to them.
- 17 The Youth Justice Plan directly contributes to the reducing re-offending priority in the Herefordshire Community Safety Strategic Plan 2014/17. During 2015/16 the Youth Offending Service will strengthen links with the Families First programme contributing directly to the parents and children involved in crime and anti-social behaviour priority in the Herefordshire Outcomes Plan.
- 18 The Youth Justice Plan supports priority 2 of the Health and Wellbeing Strategy, in working to reduce offending, anti-social behaviour and re-offending by young people.

Equality and Human Rights

- 19 The Youth Justice Plan will support the Council in its overall duty to promote equality. In particular the plan makes proposals to improve the outcomes of children and young people who are in conflict with the law, by ensuring that their diversity factors are assessed and assisting them in accessing services that meet their needs.

Financial Implications

- 20 The 2015/16 financial contribution to the YOS by the Council is £232k which includes a cash contribution and two FTE staff. This contribution represents a 25% saving from the 11/12 contribution as part of a planned reduction created by the successful reduction in the number of offenders and efficiencies created by the establishment of the West Mercia YOS.

Legal Implications

- 21 Section 40 of the Crime and Disorder Act 1998 imposes a statutory duty on the Council, after consulting with the Police, Probation and Health (as set out in Section 38(2)), to formulate and implement for each year a Youth Justice Plan. The plan must set out: how youth justice services in Herefordshire are to be provided and funded; how the youth offending service is to be composed and funded, how it is to operate, and what functions it will carry out. The Council must submit its Youth Justice Plan to the Youth Justice Board for England and Wales in a form and by a date set by the Secretary of State.

Risk Management

- 22 The risks are identified in the plan, together with the actions to mitigate them.

Further information on the subject of this report is available from
Keith Barham (YOS) and Jo Davidson (director for children's wellbeing) on Tel (01432) 260039

- 23 West Mercia YOS is currently hosted on an interim basis by Worcestershire County Council. During 2015/16 work will be undertaken by the four Local Authorities and the other statutory partners to evaluate and agree the longer term hosting and delivery arrangements for West Mercia YOS.

Consultees

- 24 Through their Management Board representatives Herefordshire Council, Shropshire Council, Telford and Wrekin Council, Worcestershire and Herefordshire Council, West Mercia Police, the National Probation Service and the Office of the West Mercia PCC have been consulted. The staff of West Mercia Youth Offending Service.

Appendices

Appendix - West Mercia Youth Justice Plan 2015/16

Background Papers

- None identified.

WEST MERCIA YOUTH OFFENDING SERVICE

YOUTH JUSTICE PLAN

2015/16



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1.0 INTRODUCTION

1.1 Purpose

Youth offending partnerships have a statutory duty to produce an annual youth justice plan which must be submitted to the Youth Justice Board for England and Wales (YJB) in accordance with the directions of the Secretary of State. It is the duty of the Local Authorities, after consultation with partner agencies, to formulate and implement the youth justice plan which sets out how youth justice services in their area are to be provided and funded.

This plan and its content have been prepared in accordance with the guidance “Youth Justice Plans: YJB Practice Note for Youth Offending Partnerships” published in March 2015.

1.2 Context

West Mercia Youth Offending Service (YOS) is partnership between the Local Authorities, National Probation Service, West Mercia Police and NHS organisations across West Mercia, supported by the Office for the West Mercia Police and Crime Commissioner. The service is accountable to the West Mercia YOS Management Board comprised of senior officers from each partner agency.

West Mercia Youth Offending Service was established on the 1st October 2012 and replaced the previous Shropshire, Telford and Wrekin Youth Offending Service and the Worcestershire and Herefordshire Youth Offending Service following a review of how youth justice services were provided across the West Mercia area. The YOS was initially hosted, on behalf of the youth justice partnership, by West Mercia Probation Trust, but following the dissolution of the Trust at the end of May 2014, is being hosted on an interim basis by Worcestershire County Council pending the completion of a review of the future delivery arrangements for youth justice services.

The YOS and YOS Management Board do not work in isolation in reducing offending by children and young people and improving the outcomes for children and young people who have entered or at risk of entering the youth justice system. Other key relevant plans are the Children and Young People’s Plans, Community Safety Strategies and the Health and Wellbeing Plans for each area and the Police and Crime Plan for West Mercia. In respect of this the YOS Management Board recognise the need to make strategic alliances with other relevant boards and governance bodies and the YOS recognises the need to develop more integrated working with other services for children and young people at a local level.

The YOS is subject to three national indicators, the number of young people entering the youth justice system for the first time, the use of custodial sentences and the proportion of young people receiving youth justice sanctions who re-offend .

- The rate of first time entrants in West Mercia is at its lowest level since it was first measured in the current way in 2008/09, and the rate is lower than for England.
- The rate of custody in West Mercia is at its lowest level since the current measure was introduced in 2009 and the rate has fallen each year since then. The rate is significantly below the rate for England.
- The proportion of young people re-offending in West Mercia has fallen over the past year and is significantly below the rate for England.

More detail on the service performance against these indicators including comparative data can be found in section 1.8 of the plan.

A joint Management Board and Management Team planning day was held in March 2015 where the priorities and actions within this plan were developed, based on a needs analysis and service user feedback.

1.3 Plans for 2015/16

The YOS Management Board have agreed four main overarching priorities for 2015/16, key priorities for each local area are identified in area profiles (appendices 1 to 4).

(i) Improving Performance and Developing Practice

- In response to the findings of internal and external audits work to improve identified areas of practice and quality
- Implementation of the Short Quality Screening (SQS) Inspection action plan
- Re-establishing the Worcester Junior Attendance Centre (JAC) and developing the programme for the Telford JAC
- Developing service guidance and screening tools for child sexual exploitation (CSE)
- Implementation of a single ICT system and new case management system
- Review the management of risk processes and implementation of a single integrated intervention plan for young people

(ii) Understanding our Young People

- Implementation of tracker tools for re-offending, first time entrants, education, training and employment and victim work
- Further analysis of first time entrants to gain a greater understanding of journey of the child into the youth justice system
- Work to understand the nature and extent of harmful sexual behaviour by young people
- Reviewing and revising methods of collecting and the use of feedback from service users
- Building and developing the needs assessment and evidence base

(iii) Improved Joint Working and Integration

- Continued focus on joint issues between YOS and social care for looked after children and care leavers through the LAC and Care Leavers sub group of the Management Board
- Developing better joint work, information and integration with relevant children services
- Ensuring linkages with the Troubled Families and early help developments in each local authority
- Strengthening transition work with NPS, particularly through the implementation of the Y2A case transfer arrangements

(iv) Governance and Communication

- Complete the service review and agree future delivery arrangements for youth offending services across West Mercia
- Developing a more integrated approach to leadership and management of the YOS between the management team and management board
- Further development of the communications strategy
- Review of health participation in the YOS governance structure

1. REVIEW OF 2014/15

1.1 Changes in Service Delivery Arrangements

West Mercia YOS was based on a model of a YOS delivering a defined core service supported by commissioned non-core activities. Until June 2014 the non-core activities that had not been out sourced were delivered by a centrally managed provider services team within the YOS whilst subject to a commissioning process. The resulting decision from the commissioning process was that a cluster of specific youth justice activities including bail and remand services, provision of reparation and unpaid work, Intensive Supervision and Surveillance, resettlement, mentoring and programme and activity requirements would be integrated into the YOS. A revised YOS structure was implemented in June 2014 to accommodate most of these activities within the area teams aligned to the Local Authority areas, with the provision of reparation and unpaid work and mentoring co-ordinated centrally. A structural diagram of the YOS is included in section 3 of this plan.

1.2 Review of Key Developments 2014/15

(i) Priority 1 – Reduce Offending and Protect Communities from Harm

- In recognition of increasing numbers of young people entering the service with sexual offences the YOS implemented the strategy of providing harmful sexual behaviour (HSB) assessments and interventions within the service. Twenty six practitioners in the area teams have been trained to undertake AIM2 assessments, a nationally recognised assessment tool for adolescents demonstrating HSB, and twenty two practitioners trained to deliver the Good Lives (AIM2) intervention programme. Co-working arrangements have been put in place along with a service wide support group.
- Restorative Justice training was provided across the service throughout 2014/15, with 95 staff and volunteers now trained in RJ conferencing. The service RJ policy and guidance was reviewed, updated and adopted by the Management Board.
- Intensive Supervision and Surveillance, which was partly outsourced, was brought in house and consistent arrangements implemented across the five area teams. Reparation activities across the service became centrally co-ordinated under a single manager.

(ii) Priority 2 – Enabling Staff to Deliver Now and Into the Future

- New supervision policy implemented
- Communications group established and internal communications framework agreed

(iii) Priority 3 – Finish the Job

- The responsibility for the provision of Unpaid Work for 16 and 17 year olds transferred to the YOS on 1st June 2014. The decision was taken to manage Unpaid Work within the YOS and the YOS has worked towards meeting the national specification, this has included providing the following training for staff involved in service delivery; health and safety, motivational interviewing, pro-social modelling and restorative justice. Key staff are undertaking the level three award in education and training. Young people undertaking unpaid work are able to gain an ASDAN accredited qualification.
- A comprehensive Operational Manual was developed which is supported by an exemplar record on the case management system.

(iv) Priority 4 – Get Connected, Stay Connected

- The work of the Management Board reference group on Looked After Children and Care Leavers has continued throughout 2014/15, and a work programme developed.
- Remand protocols have been developed between the YOS and each Local Authority and a PACE transfer protocol developed between the Police, YOS and Local Authority Emergency Duty Teams. Work has commenced on developing a multi-agency protocol to reduce the need to criminalise looked after children.

(v) Priority 5 - Know the Right Thing

- A number of key case audits were undertaken during 2014/15 including a mock inspection, national standards audit and an independent audit of key practice standards. These have led to revised quality assurance and performance frameworks being implemented.

1.3 Innovative Practice

The YOS has been working with a multi-disciplinary academic team from Middlesex University and Royal Holloway University of London in piloting the Mobile Application for Youth Offending Teams (MAYOT). MAYOT is a smart phone application that provides a common platform for engagement and dialogue between the case worker and young person. The application allows communication around key activities, reminders for appointments, the provision of information and an activity meter/progress chart. Team members and young people from the South Worcestershire Team have been involved during 2014/15 in the iterative co-design and testing of the application. There are now twelve YOTs either using or planning to use the MAYOT application.

1.4 Thematic Inspections

During 2014/15 the YOS Management Board has considered the findings from the following thematic inspections; The Work of Probation Trusts and Youth Offending Teams to Protect Children and Young People, Girls and Offending and The Contribution of Youth Offending Teams to the Work of the Troubled Families Programme. An action plan in relation to the findings and recommendations of the report on the work of the YOT to protect children and young people has been put in place, and reports on this have been considered by two of the LSCBs. More detailed plans are to be developed in response to the other two reports.

1.6 Youth Offending in West Mercia

More detailed information on offending types, offenders by age and gender and numbers and offenders by proportion of youth population for each local authority area are contained in appendices 1 to 4 of this plan.

- There has been a considerable reduction in the number of young people committing offences over the past ten years from 3997 young people offending in 2005 to 1295 in 2014.
- The majority (82.5%) of young people entering the youth justice system are aged 14 or over
- Nearly a quarter (23%) of first time entrants to the youth justice system are female
- The four most prevalent offence types are violence against the person, theft and handling, criminal damage and drug related offences.
- Just over a third of young people (37%) receiving outcomes that require YOS interventions are children in care
- Whilst there are some variations across the local authority areas the four most prevalent assessed areas of risk and need are thinking and behaviour, family and personal relationships, lifestyle and mental health and wellbeing.
- Young people from outside of West Mercia have a significant impact on the levels of youth crime in West Mercia. Out of area young people were responsible for 16% of all offending resulting in a substantive outcome in 2014.
- Just under half (48%) of young people receiving outcomes that require YOS interventions have mental health or emotional well being issues
- Two fifths of young people receiving outcomes that require YOS interventions have substance misuse needs

1.7 Views of Young People

The following data is taken from a ViewPoint survey of 122 young people during 2014 who were subject to court orders managed by West Mercia YOS.

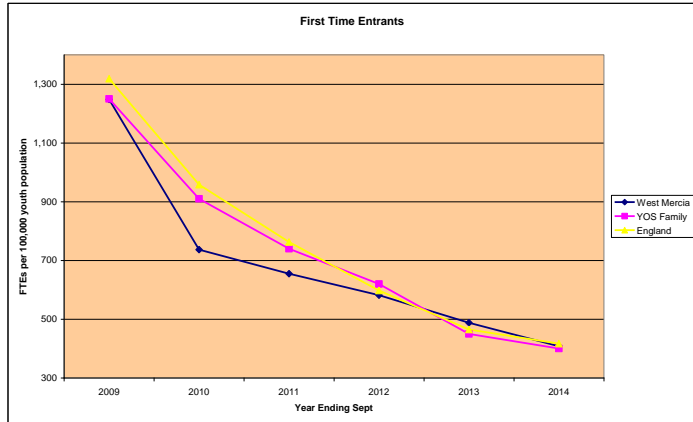
- 79% said that the work with the YOS has made them less likely to offend
- 94% said that the service given to them by the YOS was good most or all of the time
- 81% said they had enough say what went into their intervention plan
- 49% said they needed help with school, training or getting a job, of those needing help 86% said they received the help needed
- 25% said they needed help to cut down drug use and of those needing help 76% said they received the help needed.
- 31% said they needed help with relationships or things about their family, of those needing help 87% said they received the help needed.
- 24% said they needed help to deal with strange or upsetting thoughts, of those needing help 79% said they received the help needed
- 61% said they needed help to understand how to stop offending, of those needing help 93% said they received the help needed

1.8 Performance Review

Youth Justice Partnerships are subject to three national indicators;

- First Time Entrants (FTE) to the Youth Justice System
- Use of Custody
- Re-Offending

(i) First Time Entrants to the Youth Justice System (FTE)



The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (Youth Caution, Youth Conditional Caution or Conviction). A lower figure denotes good performance.

The rate of FTEs across West Mercia for the year ending September 2014 was 408, which is an improvement on the performance for year ending September 2013 when the FTE rate was 488. The performance for the year ending September 2014 is better than the national rate of 417. The average for the family group is 400.

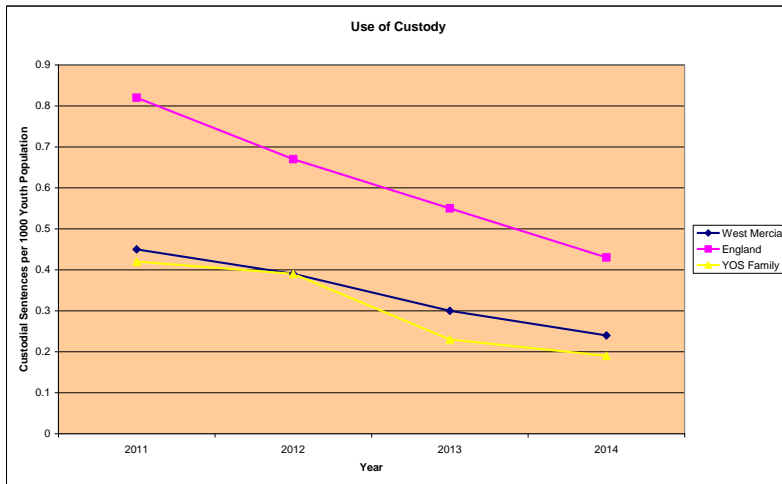
The percentage reduction in FTEs in West Mercia over the three year period between the year ending September 2009 and the year ending September 2014 was -67% compared to -68% for England and -68% for the family group.

Within West Mercia there are differing FTE rates between the four Local Authority areas, with the highest being 525 and the lowest 364. Some initial analysis undertaken in 2014 demonstrated that the highest rate was in part, a result of higher detection rates and a lower proportional use of the informal disposal of Community Resolution. Further analysis will be undertaken during 15/16 in order to better understand what works in preventing FTEs.

(ii) Use of Custody

The use of custody measure is expressed as the number of custodial sentences per 1,000 of 10 to 17 year population. West Mercia has, historically, had a low rate of custodial sentences. A lower figure denotes good performance.

For the year ending December 2014 the use of custody rate for West Mercia was 0.24 against the rate for England of 0.43, West Mercia performance is, therefore, significantly better than the national performance but slightly worse than the family group rate of 0.19. The West Mercia rate for 2014 has improved from 2013 when it was 0.30.

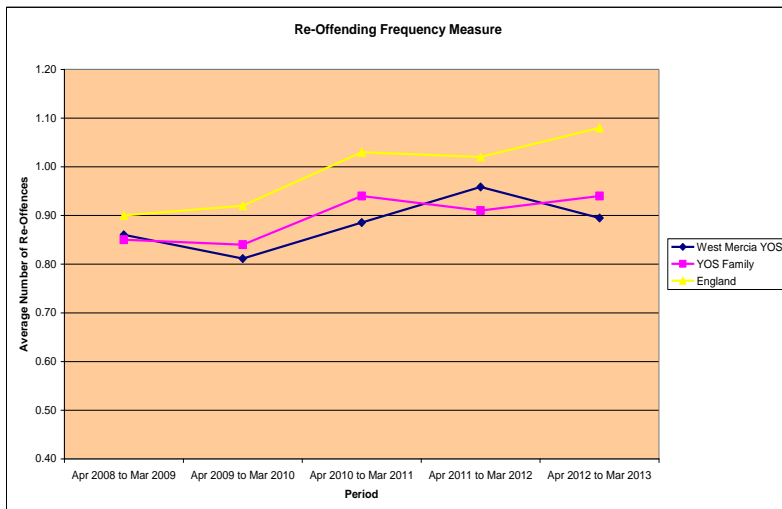


Over the three year period of 2011 to 2014 the rate has reduced from 0.45 to 0.24, a reduction of -47% which is in line in the reduction nationally over the same period.

The actual fall in custodial sentences was from 54 in 2011 to 27 in 2014, a reduction of -32%.

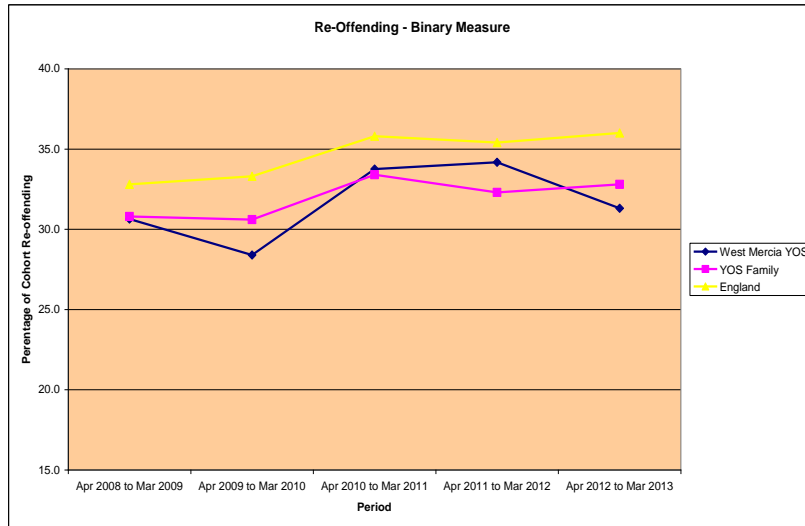
Intensive supervision and surveillance (ISS) is a community based alternative to custodial disposal. During 14/15 the YOS established a single and consistent ISS scheme for West Mercia. In 15/16 the service will develop a consistent approach to bail and remand work as part of the strategy to divert, where appropriate, young people from custodial remands and sentences.

(iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per offender in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. The most recent data for the re-offending measure is for the cohort identified in the year ending March 2013. In both measures a lower figure denotes good performance.

For the year ending March 2013 the frequency measure performance for West Mercia was 0.89, compared to national performance 1.08. The West Mercia performance is slightly better than for the family group which is at 0.94.



A comparison over the three year period of the year ending March 2011 and the year ending March 2013, shows no change in the rate. Over the same period the rate for England increased from 1.03 to 1.08. There was no change in the family group performance over this period.

The binary measure performance for the year ending March 2013 for West Mercia is 31.3% compared with national performance of 36.0% and a family group performance of 32.8%.

A comparison over the three year period of the year ending March 2011 and the year ending March 2013, shows improvement in the rate from 33.8% to 31.3% a decrease of 2.5 percentage points. Over the same period the performance of the family group improved by 0.6 percentage points, and the national performance worsened by 0.2 percentage points.

It should be noted that the cohort size is falling, from 3039 young people in the March 2009 cohort compared to 1150 young people in the March 2012 cohort. The number of re-offences has therefore decreased over the same period from 2614 to 1029 a decrease of -61%.

Locally the West Mercia YOS is implementing the Youth Justice Board re-offending tracking tool during 2015/16 in order to understand the characteristics of the re-offending group and inform the services approach to reducing re-offending

3. RESOURCES AND STRUCTURE

3.1 Income

The Youth Offending Service has a complex budget structure comprising of partner agency cash, seconded staff and in kind contributions and the Youth Justice (YOT) Grant from the Youth Justice Board for England and Wales. The table below outlines the agreed contributions for 2015/16.

Agency	Staffing costs Seconded (£)	Payments in kind – revenue (£)	Other delegated funds (£)	Total (£)
Local Authorities ¹		68,000	1,426,470	1,494,470
Police Service	237,892		63,000	300,892
National Probation Service	168,088 ²		62,043	230,131
Health Service	139,705		66,036	205,741
Police and Crime Commissioner			180,293	180,293
YJB Youth Justice (YOT) Grant			1,410,784	1,410,784
Total	545,685	68,000	3,208,626	3,822,311

In addition to the YJB Youth Justice Grant outlined in the table there are three additional ring fenced YJB grants for 2015/16 , £2,000 for Restorative Justice, £27,571 for the provision of Unpaid Work and £54,798 for the provision of Junior Attendance Centres.

¹ Where YOTs cover more than one local authority area YJB Youth Justice Plan guidance requires the totality of local authority contributions to be described as a single figure.

² This represents four Probation Officers, however there are currently only two Probation Officers deployed in the YOS, the cash difference has been made available and used to directly employ two case managers. Practice is that whole Probation contribution, i.e. £230,131 is transferred to the YOS and then the YOS recharged for salary and expenses of officers deployed in the YOS.

3.2 The YJB Youth Justice (YOT) Grant

The YJB Youth Justice (YOT) Grant is provided for the provision of youth justice services with an aim of achieving the following outcomes; reducing re-offending, reducing first time entrants, reducing the use of custody, effective public protection and effective safeguarding. The grant will form part of the overall pooled partnership budget for the YOS, which is used to deliver and support youth justice services across West Mercia. The outline budget for 2015/16 is provided below, the expenditure against the Youth Justice Grant is included in this budget.

Category	Budget (£)
Salary and Wages	2,643,491
Travel and Expenses	163,685
Training and Development	28,386
Accommodation	186,323
Voluntary Associations	94,697
Commissioning	80,982
ICT	155,605
Other	107,914

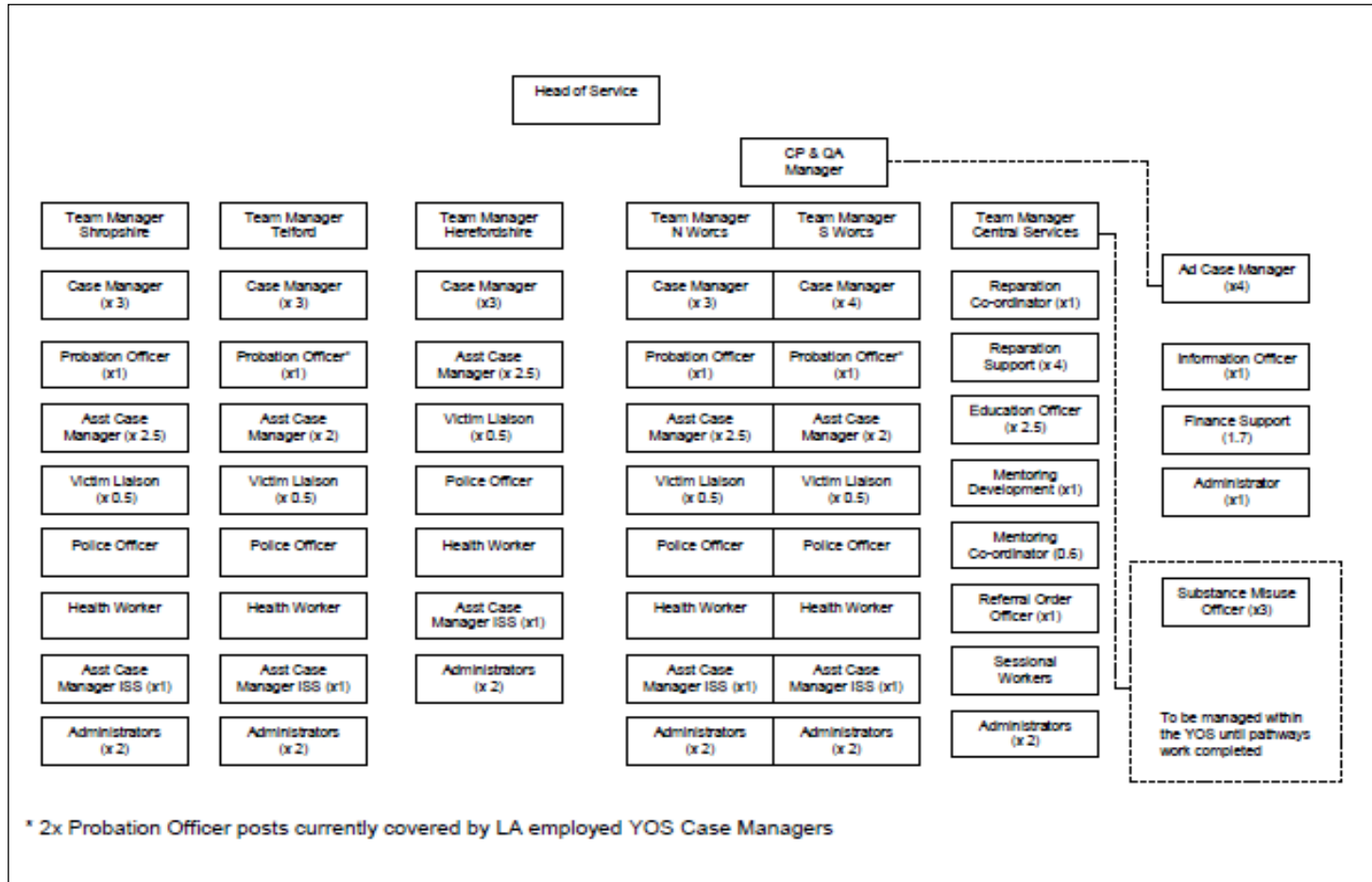
West Mercia YOS is not due to implement AssetPlus, the new national assessment tool for YOTs, until 2016/17 and most of the resources required for implementation will not be required until early in 2016/17. It is expected, however, some training in advance may be required in the latter part of 2015/16 and this will be supported from part of the training and development budget.

3.3 YOS Structure and Staffing

The West Mercia Youth Offending Service comprises five multi-agency service delivery teams, aligned to the Local Authority areas (two teams in Worcestershire) to deliver the majority of services. These services are court facing services including the preparation of pre-sentence reports and remand management, and case management which includes assessment, planning interventions, the

management of risk, monitoring and review of intervention plans and where necessary the enforcement of court orders. A central services team supports the area teams in providing some services that are co-ordinated across the whole service including reparation and unpaid work, mentoring, and the co-ordination of Referral Order work, including the recruitment, training and management of Community Panel Members. A support team provides quality assurance, commissioning, data and finance support functions. There are 88 full time equivalent salaried posts in the YOS. The structure is given below.

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The YOS is compliant with the minimum staffing requirements outlined in the Crime and Disorder Act 1998, as can be seen from the structural diagram above. There are four HCPC registered Social Workers within the staffing group.

3.4 Staff and Volunteers by agency, gender and ethnicity

The tables below show staff and volunteers by agency, gender and ethnicity. This data is at 1st April 2015.

PAID STAFF BY AGENCY							
Agency	Local Authorities	National Probation Service	Police	NHS Trusts	Voluntary Sector	Agency	Total
No of Staff	84	2	5	3	5	3	102

PAID STAFF BY GENDER AND ETHNICITY						
GENDER		ETHNICITY				
Male	Female	White	Mixed/Multiple Ethnic Groups	Asian/Asian British	Black/African/Caribbean/Black British	Other Ethnic Group
42	60	96	0	1	3	2

VOLUNTEERS BY GENDER AND ETHNICITY						
GENDER		ETHNICITY				
Male	Female	White	Mixed/Multiple Ethnic Groups	Asian/Asian British	Black/African/Caribbean/Black British	Other Ethnic Group
23	54	73	0	3	0	1

3.5 Staff and Volunteers Trained in Restorative Justice

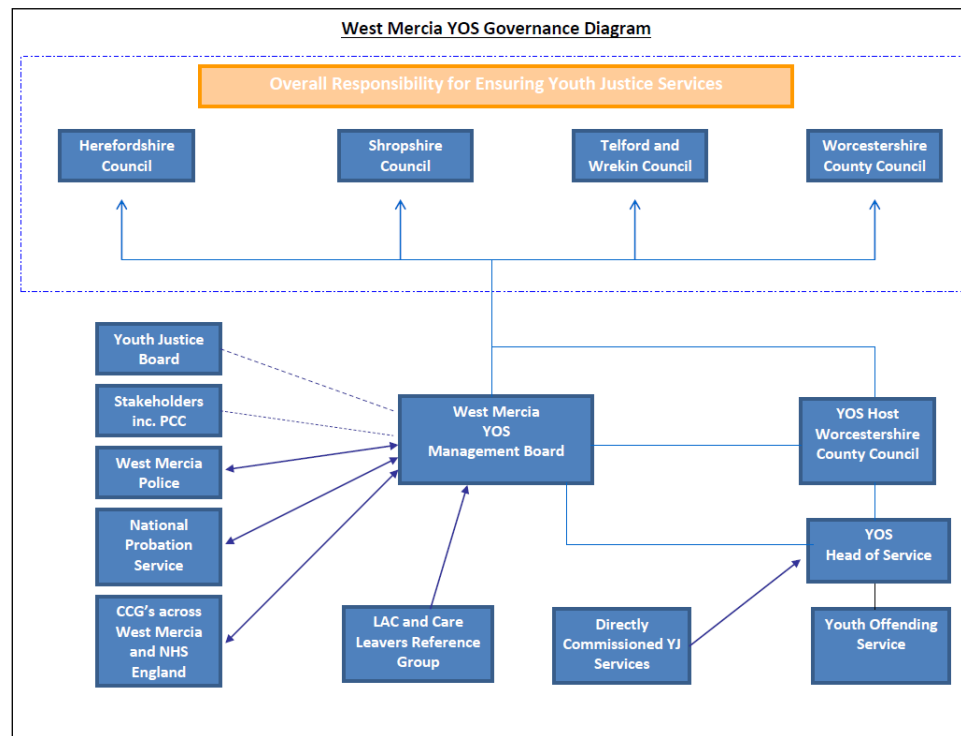
There are 63 staff and 32 panel members trained in Restorative Justice (RJ) conferencing, 8 staff are trained in managing complex cases and 5 managers have training in RJ supervision and management. There are 4 members of staff who are trainers in RJ, and 5 staff have received specific training in victim liaison and contact.

4. GOVERNANCE AND PARTNERSHIPS

4.1 Governance

The YOS is managed on behalf of the Local Authorities and the YOS partnership by Worcestershire County Council. Day to day management of the Head of Service is provided by the DCS of Worcestershire County Council. The Youth Offending Service is accountable to the YOS Management Board and the Management Board is accountable to each of the Local Authorities for the commissioning and delivery of youth justice services.

The partnership Youth Justice Plan is approved by the Management Board and approved by each of the four top tier Councils. The diagram below outlines the governance arrangements of West Mercia Youth Offending Service.



The YOS Management Board is currently chaired by the Director of Children Services for Worcestershire County Council. The Membership of the Board at 1st April 2015 is outlined in the table below:

Agency	Representative	Role
Worcestershire County Council	Gail Quinton	Director of Children Services
Shropshire Council	Karen Bradshaw	Director of Children Services
Telford and Wrekin Council	Laura Johnston	Director of Children and Family Services
Herefordshire Council	Jo Davidson	Director of Childrens Wellbeing
National Probation Service	Tom Currie	Head of West Mercia
West Mercia Police	Amanda Blakeman	Assistant Chief Constable
Local Area Team – NHS England	Becki Hipkins	Project Manager
Office for the West Mercia Police and Crime Commissioner	Glyn Edwards	Commissioning Manager

The Board has adopted the following purpose and underlying principles:

Purpose

- To focus collaborative multi-agency effort on work to improve outcomes for Young Offenders by offering an exemplary service, with timely interventions and strong links and partnership across all local services including Children's Services, criminal justice and community safety sectors.
- To set strategic direction for the Youth Offending Service across West Mercia and agree and review local youth justice planning
- To provide support and challenge to the West Mercia YOS on operational performance.

Underpinning Principles

- To demonstrate effective leadership, support and challenge to the West Mercia YOS.
- To ensure that the YOS is compliant with relevant national standards, including Youth Justice Board and local arrangements, and deals with exceptions/risks appropriately
- To ensure available resources are used efficiently to run an effective YOS.
- To ensure that Local Authorities jointly and singly manage the arrangements with the host agency.
- To provide the necessary governance to effectively steer the delivery of the service

The Management Board meets every six to eight weeks and monitors the performance and quality of the service through regular reporting. Where necessary the Management Board will monitor compliance with the YJB Grant conditions through exception reports. There is an agreed process of reporting community safeguarding and public protection incident reviews into the Management Board and the Board monitors the progress of critical learning review action plans as a standard agenda item

The Management Board ensures that, where relevant, commissioning across partner agencies take account of the needs of young people in or at risk of entering the youth justice system, and where appropriate explore joint commissioning arrangements.

4.2 Priorities for 2015/16

The Management Board have agreed four main priorities for 2015/16

1. Improving Performance and Developing Practice
2. Understanding our Young People
3. Improved Joint Working and Integration
4. Governance and Communication

1. Improving Performance and Developing Practice

Various service audits undertaken during 14/15 identified areas of performance, quality and practice that needed to be improved and plans are in place in address the findings of these audits. Early in 2015/16 a SQS Inspection Report on the service will be published and an action plan will be developed to address the findings in that report. During 2015/16 the service will further embed restorative justice, including contributing to development of local RJ strategies where appropriate. Through the LAC subgroup it is planned to promote the use of RJ in children homes, and a funding bid is to be made to provide training for children homes, with the intention of having at least one trained practitioner in each home. The service will also work to further develop and embed harmful sexual behaviour work. The service will take over the responsibility for Junior Attendance Centres and will re-establish the Worcester centre and review and develop the programme of both the Worcester and Telford centres. Implementation of a single ICT system for the service and the migration from the YOIS+ case management system to the ChildView case management system in preparation for the implementation of the new assessment framework will also be undertaken in 2015/16. The YOS will incorporate, in practice, the work around children harming children that has resulted from a MAPPA serious case review. Revised remand management and resettlement frameworks will be developed. Specific actions under this priority are outlined on section 5 of this plan.

2. Understanding our Young People

Further work will be undertaken during 2015/16 to better understand the cohort of young people that the YOS are working with in order to better direct resources and target interventions that will reduce the risk of re-offending, the risk of harm to others and the risk of harm to the young person. It is planned to devise and implement a number of tracking tools, in particular for re-offending, first time entrants and for education training and employment. Further analysis is planned to understand first entrants to inform the evidence base for what works in preventing offending, in particular there is specific analysis planned in Herefordshire and Telford. There will be some analysis undertaken to provide a better understanding of the nature and extent of young people perpetrating sexual offence. Specific actions under this priority are outlined on section 5 of this plan.

3. Improved Joint Working and Integration

Promoting greater integrated and joint working between the YOS and other services is a key priority. Initially in 15/16 there will be a continued focus on the joint issues with LAC and care leavers, ensuring linkages with the Troubled Families and Early Help developments and information exchange with the social care services. A revised case transfer protocol between the YOS and the providers of probation services will be developed following the implementation of the web based Y2A case transfer portal. The pilot process of developing working agreements with children homes will be rolled out across the service. Specific actions under this priority are outlined on section 5 of this plan.

4. Governance and Communication

During 2015/16 the Management Board will complete the service review and agree on the future delivery arrangements for youth offending services across West Mercia. This will include ongoing communication and engagement with the staff group to ensure the service is continued to be delivered during the change process. There will be further development of and a more integrated approach to leadership and management of the service between the Management Board and Management Team. To achieve this more regular joint workshops between the Board and Team will be arranged and terms of reference agreed. The YOS will further develop the internal communications framework and put in place an external communications plan. The Management Board will seek to develop strategic alliances with other relevant boards and governance bodies. Specific actions under this priority are outlined on section 5 of this plan.

4.3 Safeguarding

Although safeguarding is not one of the four main priorities identified for 2015/16, it nevertheless remains a key area of focus for the service. The YOS has a key role in safeguarding young people, in terms of assessing and reducing the risk of harm to the young people either from their own behaviour or the actions of others and reducing the risk of harm they may pose to others.

There are specific actions under each of the four main priorities which address safeguarding within service delivery, these include the implementation of a single integrated intervention and risk plan, the development of a service statement and guidance on child sexual exploitation (CSE) and developing CSE screening tools, work to understand better the extent and nature of children harming children, in particular those demonstrating harmful sexual behaviour and improvements to vulnerability assessment and planning. There is an action plan in place which addresses the findings from the thematic inspection report on the work of YOTs in protecting children and young people.

4.4 Partnerships

The Youth Offending Service only has one outsourced service, the provision of Appropriate Adults for young people in Police custody. The service is provided by a local voluntary sector organisation YSS. Due to previous contracting arrangements with YSS, the organisation currently second 4 staff into West Mercia YOS who are deployed in the delivery of ISS, reparation and assistant case manager roles.

The YOS is a member of the four Safeguarding Children Boards and several of the board's sub groups and the Children's Trusts or equivalent partnerships. The YOS is represented on the Crime and Disorder reduction partnerships at the unitary or top tier authority level. The YOS is an active member of the West Mercia Criminal Justice Board and the MAPPA Senior Management Board.

The YOS is represented on the strategic planning groups of Troubled Families programmes across three areas and has been contributing to all four programmes mostly through the exchange of data and information. It is recognised that stronger links at the practice level need to be developed and this will be progressed during 2015/16.

The National Police Chiefs Council (NPCC) has a children and young peoples strategy which has four priority areas; Children in Care, Detention, Custody and Criminalisation, Stop and Search and Engagement

Locally Warwickshire and West Mercia Police have established a Children and Young Peoples Board to take forward a local plan based on the national priorities above, and the YOS are participants within this. A joint protocol regarding the PACE transfer of young people charged and denied police bail between the Police YOS and Local Authorities has been agreed. Work, through the YOS LAC and Care Leavers Group has commenced on developing a protocol to reduce the criminalisation of children in care. Further work in finalising the protocol will be managed jointly between the LAC and Care Leavers group and the Police Children and Young Peoples Board.

5. RISKS TO FUTURE DELIVERY – THE ANNUAL ACTION PLAN

Risk to Future Delivery	Action	Key Priority	Owner	Timescale (by end of quarter)
Priority 1 – Improving Performance and Developing Practice				
Intervention plans not sufficiently addressing assessed risks leading to increased risk of re-offending, increased risks of harm to other or increased risks of harm to self.	Implement a single integrated plan	1	APIS Lead	Q3
	Implementation of Asset Plus – Prepare service for Asset Plus Implementation	1	APIS Lead	Q4
Gap in knowledge in what promotes engagement and compliance leading to increased levels of breach	Implementation of a compliance review process	1	APIS Lead	Q1
Inconsistent risk planning processes across the service leading to increased levels of risks	Commission a review of the service's management of risk processes	1	CPM	Q2
JACs not meeting the national specifications	Re-establish the Worcester JAC	1	CSTM	Q2
	Review and develop the JAC programmes		CSTM	Q3
Lack of coherent remand strategy risks increasing the number of remands to custody	Development of a remand management strategy	1	CPM	Q2
	Staff to be trained in bail and remand work to ensure consistent approach across the service	1	CPM	Q3
Restorative processes not embedded in practice	Launch the service RJ policy and guidance	1	RJ Lead	Q2
	Devise and implement a victim tracking tool	1	CPM	Q2
Insufficient risk management and planning with respect to vulnerability and safeguarding	To put in place service statement on CSE	1	TMW	Q3
	Develop and implement CSE screening tools	1	TMW	Q3
Inconsistent arrangements for resettlement leading to increase risks of re-offending on release from custody	Development of resettlement framework and action plan	1	TMH	Q4
YOS does not implement improvements identified from the SQS Inspection	Inspection improvement plan to be put in place	1	HOS	Q2

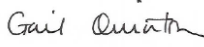
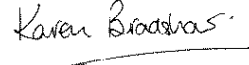



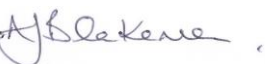


Risk to Future Delivery	Action	Key Priority	Owner	Timescale (by end of quarter)
Two ICT systems create barriers to performance monitoring and management oversight	Implement the WMP/YOS project plan to roll out the WMP hosted ICT system across the service	1	CPM	Q2
YOIS does not support the new assessment framework	Upgrade Client/Management Information system to ChildView	1	CPM	Q4
Priority 2 – Understanding Our Young People				
Insufficient risk management and planning with respect to vulnerability and safeguarding	Commission analysis to understand the nature and extent of HSB	2	HSB Lead	Q3
Insufficient understanding of reasons for differential FTE rates	Analysis of reasons behind YPs entry into YJS	2	CPM	Q2
	Analysis of previous service provision to young people entering the YJS	2	YJB SPA	Q3
	Devise and implement a FTE tracking tool	2	CPM	Q2
Not understanding matters affecting re-offending performance	Implementation of the re-offending live tracking tool	2	CPM	Q1
	Develop and implement an ETE tracking tool	2	CPM	Q3
Service development not informed by user feedback	Review and revise service user feedback process across the service	2	CPG	Q2
	Service user views to be built into Management Board performance reporting framework	2	CPM	Q3
Future planning not informed by relevant data and information	Further development of the annual assessment	2	CPM	Q4
Priority 3 – Improved Joint Working and Integration				
Disproportionate criminalisation of LAC affecting FTE and re-offending rates	Agreement of multi-agency protocol to reduce criminalisation of LAC	3	HOS	Q3
	Roll out the pilot of working agreements with children homes	3	TMS	Q2
Inconsistent decision making across West Mercia in respect to out of court disposals	Establish joint YOS/Police out of court disposal protocol	3	HOS	Q3
Unplanned transition between youth and adult services leading to increased risks of re-offending	Review and revise the case transfer arrangements between the YOS and the providers of probation services	3	HOS	Q2
	Implement the use of the Y2A portal for case transfer	3	HOS	Q2

Risk to Future Delivery	Action	Key Priority	Owner	Timescale (by end of quarter)
Lack of joint working with other agencies and services leading fragmented planning and case management	Development of protocols with social care	3	HOS	Q3
	Developing better links and joint working with other relevant services for children and young people at a local level	3	ATMs	Ongoing
Robust arrangements not in place for some key areas of discretionary practice	Review commissioning work regarding the delivery arrangements for Substance Misuse and Parenting with the Management Board	3	CPM	Q4
Assessments not taking account of full range of information sources	Develop access to Children Social Care information systems in areas where this does not exist	3	CPM	Q2
Priority 4 – Governance and Communication				
Inconsistent communication and West Mercia identity	Development of an external communications policy	4	CGC	Q2
	Staff workshop to communicate key achievements but also to communicate where improvements are required	4	HOS	Q2
	Implement a new service logo	4	CGC	Q2
Uncertain delivery arrangements for 2016/17	Complete the YOS review and agree future delivery arrangements	4	CMB	Q4
Leases coming to an end	Relocation of N Worcestershire and Shropshire Teams	4	CPM	Q2 – Q3
A disconnect between the management board and management team	Joint management board and management team workshops at 6 monthly intervals	4	CMB/ HOS	Q2/3
	Agreement of the ToR as to how the management board and management team work together	4	CMB	Q3
Health services not fully engaged in YOS governance leading to health needs of young offenders not being met	Review of health participation in the YOS Governance structure	4	CMB	Q4
	Management Board ensure that pathways are in place to access speech, language and communication assessments and service in each area	4	CMB	Q4

Key to Action Owners

HOS	Head of Service	CPM	Commissioning and Performance Manager	ATMs	Area Team Managers
APIS Lead	Lead Manager for APIS	HSB Lead	Lead Manager for HSB		
CSTM	Central Service Manager	CGC	Communication Group Chair		
RJ Lead	Lead Manager for RJ	CPG	Chair Participation Group		
TMW	Team Manager South Worcs	CMB	Chair of the Management Board		
TMH	Team Manager Herefordshire	YJB SPA	YJB Partnership Advisor		

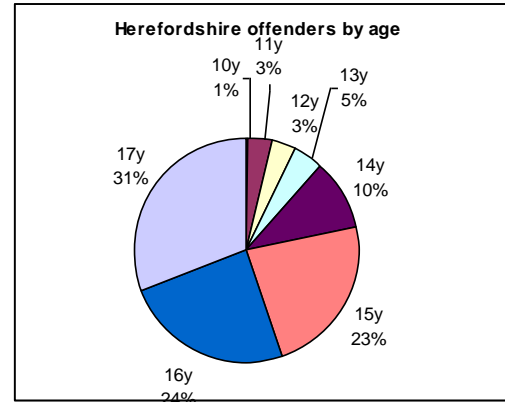
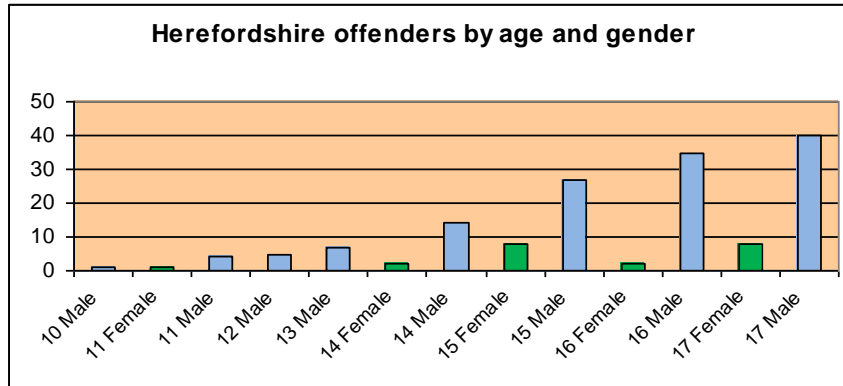
6 MANAGEMENT BOARD APPROVAL

Agency	Agency	Signature	Date
Gail Quinton	Worcestershire County Council		1 st June 2015
Karen Bradshaw	Shropshire Council		1 st June 2015
Laura Johnston	Telford and Wrekin Council		1 st June 2015
Jo Davidson	Herefordshire Council		1 st June 2015
Tom Currie	National Probation Service		1 st June 2015
Amanda Blakeman	West Mercia Police		1 st June 2015
Becki Hipkins	NHS England		1 st June 2015
Andy Champness	Office of the West Mercia Police and Crime Commissioner		1 st June 2015

APPENDIX 1 - AREA PROFILE – HEREFORDSHIRE

Youth Offending Population – all Young People

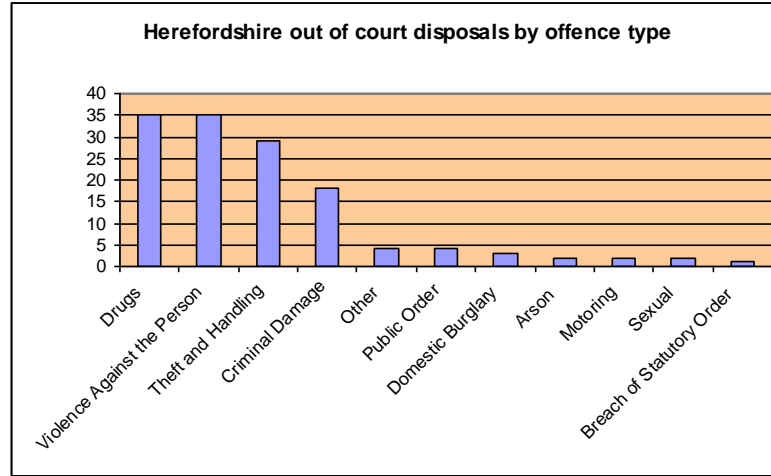
There are 16,423 young people aged 10 to 17 in Herefordshire. In 2014/15 there were 215 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Herefordshire young people. A total of 154 individual young people accounted for these 215 outcomes, 0.94% of the youth population.



Of the 154 young people entering or in the youth justice system in 2014/15, 86% were male. The majority, 78%, were aged 15 to 17 years. The peak age of offending for both young males and young females was 17 years.

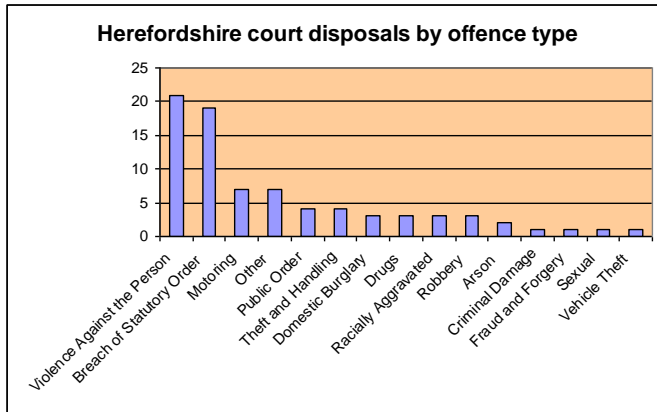
Youth Offending Population – Young People Subject to Out of Court Disposals

During 2014/15 there were a total of 135 pre-court disposals made on Herefordshire young people, 123 of these were Youth Cautions and 2 Youth Conditional Cautions. The YOS is required to assess all young people made subject to second or subsequent Youth Cautions and Youth Conditional Cautions and if assessed appropriate provide a programme of intervention, in 2014/15 intervention programmes were provided for 22 pre-court disposals.



The most frequently occurring primary offences for out of court disposals were drug offences and violence against the person both at 26% followed by theft and handling, 21% and criminal damage, 13%.

Youth Offending Population – Young People Subject to Court Outcomes



In 2014/15 a total of 46 Herefordshire young people accounted for 80 court outcomes. Orders requiring YOS interventions (Referral Orders, YROs and Custodial sentences) accounted for 47 of the 80 court outcomes.

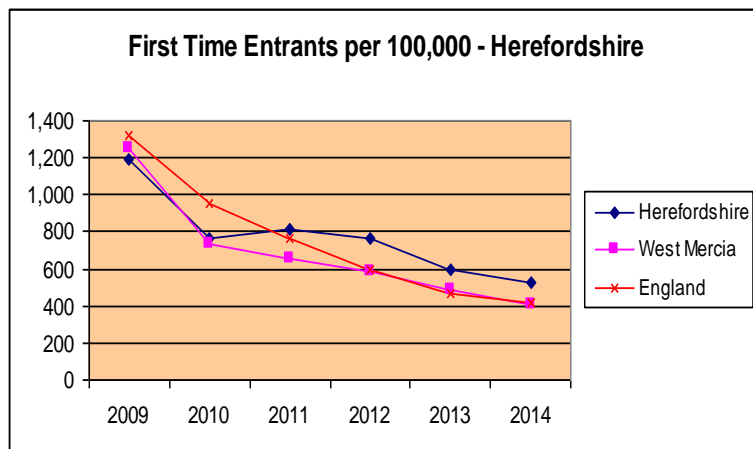
The majority, 92% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 38% of young people receiving a court sentence.

The most frequently occurring primary offence for court sentences was violence against the person, accounting for 26% of all outcomes. Breach of a statutory order was the next frequently occurring offence, 24%, followed by motoring, 9% and criminal damage 8%. These four categories of offences accounted for 67% of all sentencing outcomes.

Performance Against National Indicators

(i) First Time Entrants

The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (Youth Caution, Conditional Caution or Conviction). Good performance is indicated by a lower rate.



In the twelve month period October 2013 to September 2014 there were 525 first time entrants per 100,000 youth population in Herefordshire, representing a reduction of -56% since the year ending September 2009. This compares with a reduction for England of -68% and for West Mercia of -67% over the same period. The actual number of first time entrants in the year ending September 2014 is 86, compared to 217 in 2009.

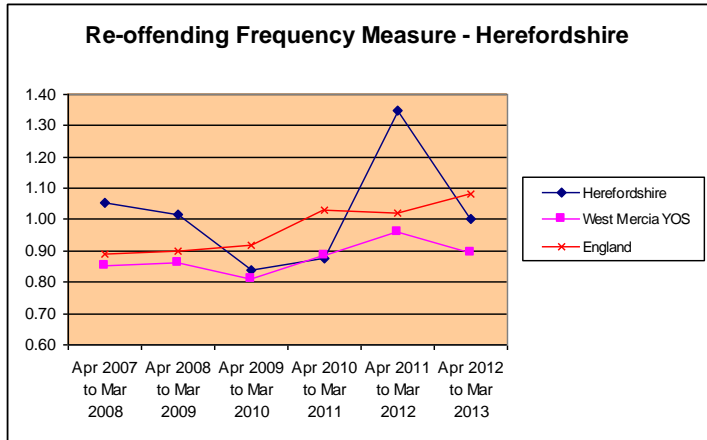
At 525 Herefordshire has the highest rate of FTEs across West Mercia, the next highest rate being 490. Some analysis into reasons for the higher has been undertaken, and it has been found that in part it is due to a higher detection rate and a lower proportional use of informal disposals. Further analysis on FTEs across West Mercia is planned for 2015/16.

(ii) Use of Custody

The use of custody measure is expressed as the number of custodial sentences per 1,000 of 10 to 17 year population, a lower rate indicates better performance. Herefordshire has, historically, had a low rate of custodial sentences.

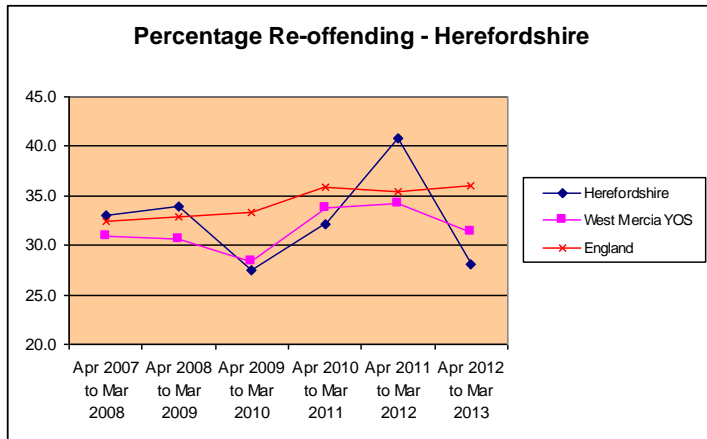
There were 4 custodial sentences during 2014/15, equating to a rate of 0.24 custodial sentences per 1000 youth population this represents a reduction in custodial sentences from 2013/14 where there were 5 custodial sentences equating to a rate of 0.30. The 2014/15 rate of 0.24% compares to a West Mercia rate of 0.20. The national rate for 2014/15 was not available at the time of writing but in 2013/14 it was 0.52. Custodial sentences accounted for 5% of all court outcomes in Herefordshire, compared to 6.3% of all court outcomes across West Mercia.

(iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per offender in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. In both cases a lower rate denotes better performance. The most recent data for the re-offending measure is for the year ending March 2013.

The frequency measure performance for Herefordshire for the year ending March 2013 is 1.00, compared to the West Mercia performance of 0.89 and national performance of 1.08. Herefordshire is, therefore, performing less well than for West Mercia but better than England. The performance is an improvement from the year ending March 2012 when the frequency rate was 1.35.



For the year ending March 2013 the binary measure for Herefordshire is 28.1% compared with a West Mercia performance of 31.3% and a national performance of 36.0%. In terms of the binary measure Herefordshire is performing better than West Mercia and significantly better than England. It should also be noted, however, that the overall cohort sizes are decreasing year on year. In the year ending March 2008 there were 617 offenders in the cohort and 575 re-offences compared to a cohort size of 221 with 222 re-offences in 2013. The number of actual re-offences has therefore decreased by -61% between 2008 and 2013.

Locally the West Mercia YOS is implementing the Youth Justice Board re-offending tracking tool during 2015/16 in order to understand the characteristics of the re-offending group and inform the services approach to reducing re-offending.

Links to Other Plans

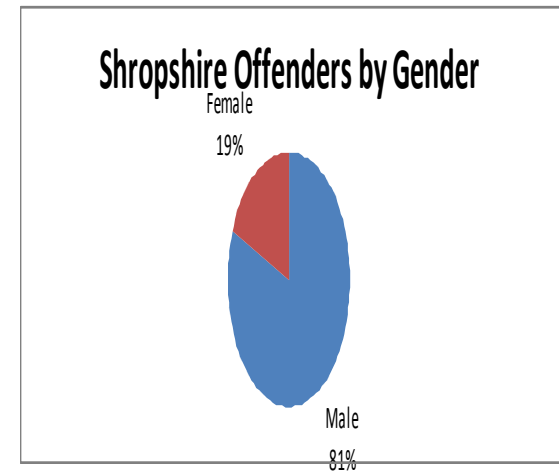
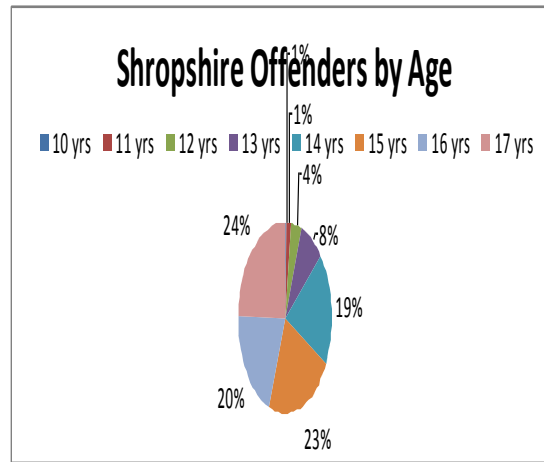
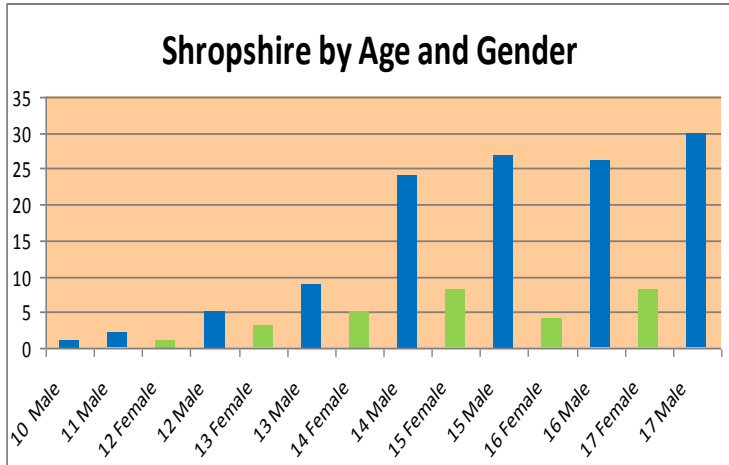
The Children, Young People's Plan 2015 - 2018 has a section on "Managing Challenges to Young Peoples Social Inclusion". Within this section the reduction of first time entrants to the youth justice system, reducing the rates of re-offending and repeat anti-social behaviour and ensuring the education, employment and training and accommodation needs of young offenders are addressed and met are priorities. Key planning priorities include developing the evidence base for effective intervention programmes to tackle crime and anti-social behaviour, ensuring capacity for accommodation for remands and PACE beds and developing pathways to meet the additional needs of young people who are in the youth justice system.

The Community Safety Strategic Plan for 2014 -2017, contains the priority to reduce offending and re-offending and bring offenders to account, under which success measures are reducing first time entrants to the youth justice system and re-offending by young people. Another priority in the plan is reducing the harm caused by alcohol and drugs, this has a particular link across as 40% of young people receiving YOS interventions have assessed substance misuse needs.

APPENDIX 2 - AREA PROFILE – SHROPSHIRE

Youth Offending Population – all Young People

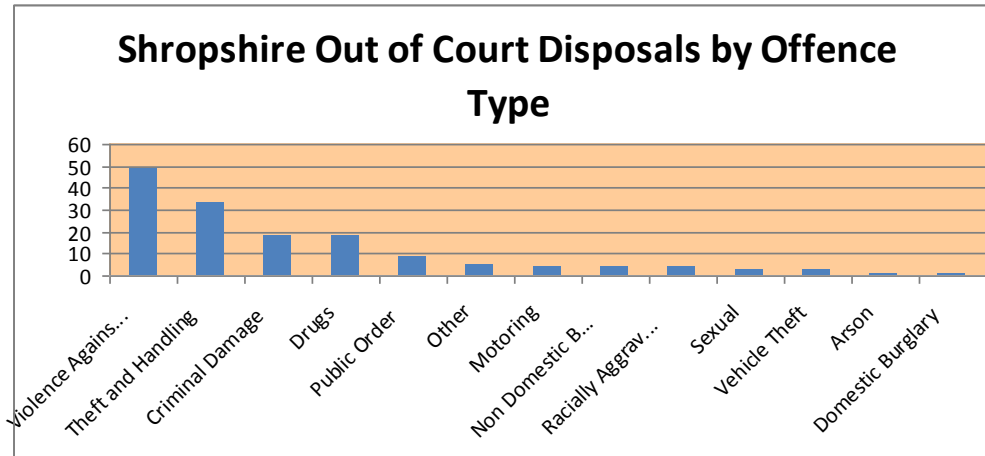
There are 28,588 young people aged 10 to 17 in Shropshire. In 2014/15 there were 204 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Shropshire young people. A total of 153 individual young people accounted for these 204 outcomes, 0.54% of the youth population.



Of the 153 young people entering or in the youth justice system in 2014/15, 81% were male. The majority, 68%, were aged 15 to 17 years. The peak age of offending for both young males and young females was 17 years.

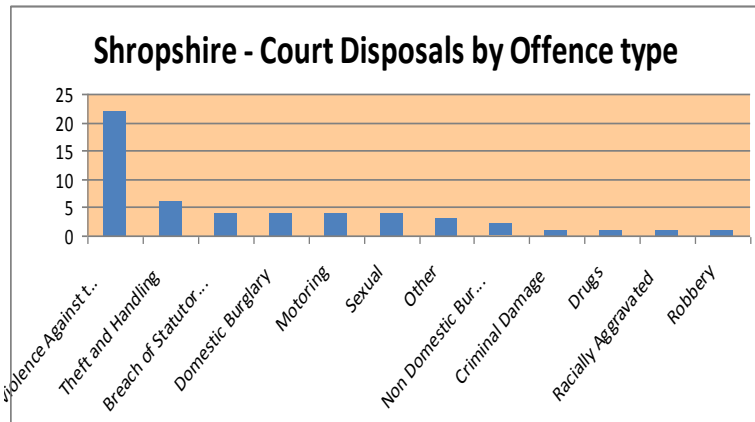
Youth Offending Population – Young People Subject to Out of Court Disposals

During 2014/15 there were a total of 150 pre-court disposals made on Shropshire young people, 144 of these were Youth Cautions and 6 Youth Conditional Cautions. The YOS is required to assess all young people made subject to second or subsequent Youth Cautions and Youth Conditional Cautions and if assessed appropriate provide a programme of intervention, in 2014/15 intervention programmes were provided for 83 pre-court disposals.



The most frequently occurring primary offences for out of court disposals were violence against the person, 33%, followed by theft and handling, 22%, criminal damage 12% and drug offences 12%.

Youth Offending Population – Young People Subject to Court Outcomes



In 2014/15 a total of 40 Shropshire young people accounted for 53 court outcomes. Orders requiring YOS interventions (Referral Orders, YROs and Custodial sentences) accounted for 45 of the 53 court outcomes.

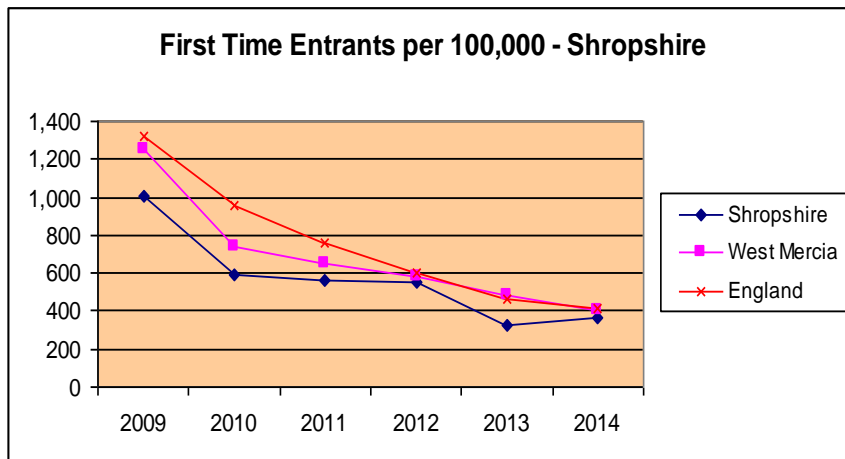
The majority, 77% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 28% of young people receiving a court sentence.

The most frequently occurring offence for court sentences was violence against the person, accounting for 42% of all outcomes. Theft and handling was the next frequently occurring offence, 11%, followed by breach of a statutory order, burglary, motoring and sexual offences, each accounting for 8% of court outcomes.

Performance Against National Indicators

(i) First Time Entrants

The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (a Youth Caution, Conditional Caution or Conviction). Good performance is indicated by a lower rate



In the twelve month period October 2013 to September 2014 there were 364 first time entrants per 100,000 youth population in Shropshire, representing a reduction of -64% since the year ending September 2009. This compares with a reduction for England of -68% and for West Mercia of -67% over the same period. The actual number of first time entrants in the year ending September 2014 is 103, compared to 311 in 2009.

At 364 Shropshire has the lowest rate of FTEs across West Mercia, the next lowest rate being 369 and the highest 525. Some analysis into reasons for the differential rates has been undertaken, and some further analysis is planned for 2015/16.

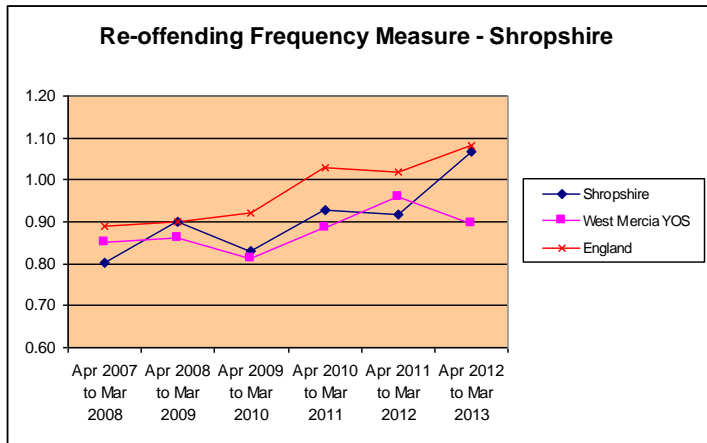
(ii) Use of Custody

The use of custody measure is expressed as the number of custodial sentences per 1,000 of 10 to 17 year population, a lower rate indicates better performance. Shropshire has, historically, had a low rate of custodial sentences.

There were 6 custodial sentences during 2014/15, equating to a rate of 0.21 custodial sentences per 1000 youth population this represents an increase in custodial sentences from 2013/14 where there were 3 custodial sentences equating to a rate of 0.10. The 2014/15 rate of 0.21% compares to a West Mercia rate of 0.20. The national rate for 2014/15 was not available at the time of

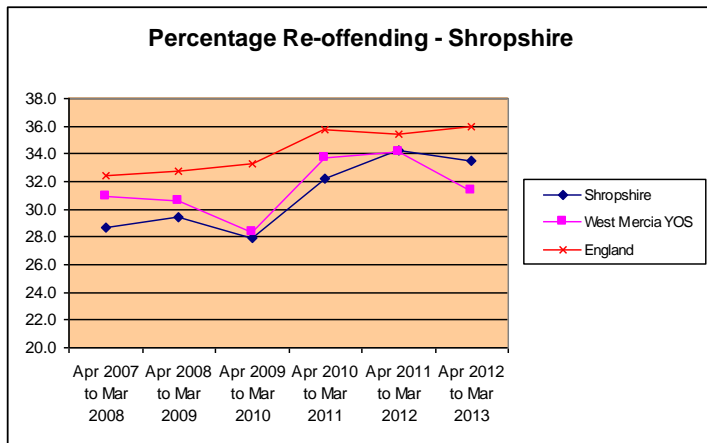
writing but in 2013/14 it was 0.52. Custodial sentences accounted for 11% of all court outcomes in Shropshire, compared to 6.3% of all court outcomes across West Mercia.

(iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per offender in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. In both cases a lower rate denotes better performance. The most recent data for the re-offending measure is for the year ending March 2013.

The frequency measure performance for Shropshire for the year ending March 2013 is 1.07, compared to the West Mercia performance of 0.89 and national performance of 1.08. Shropshire is, therefore, performing less well than for West Mercia but slightly better than for England.



For the year ending March 2013 the binary measure for Shropshire is 33.5% which is higher than the West Mercia performance of 31.3% but is significantly better than the national performance of 36.0%. It should also be noted, however, that the overall cohort sizes are decreasing year on year. In the year ending March 2008 there were 709 offenders in the cohort and 570 re-offences compared to a cohort size of 239 with 255 re-offences in 2013. The number of actual re-offences has therefore decreased by -55% between 2008 and 2013.

Locally the West Mercia YOS is implementing the Youth Justice Board re-offending tracking tool during 2015/16 in order to understand the characteristics of the re-offending group and inform the services approach to reducing re-offending.

Links to Other Plans

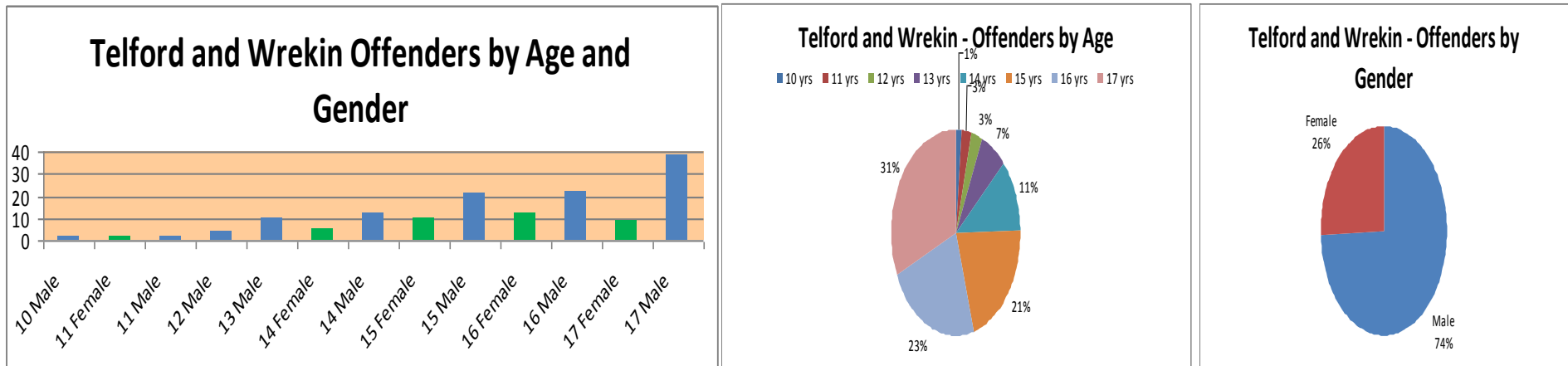
The Children, Young People and Families Plan 2014 has a key outcome area of ensuring the emotional wellbeing of young people by focusing on prevention and early intervention. Within this outcome area reducing the involvement of young people in the criminal justice system and addressing mental health and substance misuse issues are specifically referenced. Within the population of young people receiving YOS interventions in West Mercia 47% have mental health issues and 40% substance misuse issues. A key area of focus for the Children's Trust is transition planning and arrangements, and within this a key outcome is reducing the number of young people who are NEET. This will make a contribution to reducing the risks associated with offending behaviour as 38% of 16 and 17 year olds receiving YOS interventions are receiving less than 16 hours ETE.

There are direct links between the Youth Justice Plan and the priorities in Crime Reduction, Community Safety and Drug and Alcohol Strategy 2014 – 17. In particular priority one, reducing serious harm, and the sub priorities reducing offending and re-offending and alcohol and drug misuse. The YOS directly contributes to these two sub priorities in the direct work undertaken to reduce re-offending and in the delivery of substance misuse interventions to young people who are in the youth justice system, 40% of young people in the youth justice system have substance misuse issues. One of the key strands under reducing re-offending is increasing compliance, and the YOS is establishing a process of compliance reviewing during 2015/16

APPENDIX 3 - AREA PROFILE – TELFORD AND WREKIN

Youth Offending Population – all Young People

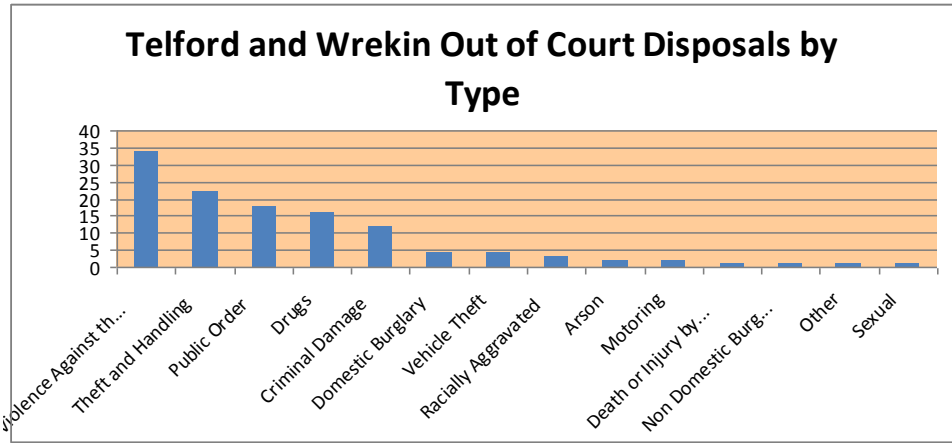
There are 16,578 young people aged 10 to 17 in Telford and Wrekin. In 2014/15 there were 175 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Telford and Wrekin young people. A total of 149 individual young people accounted for these 175 outcomes, 0.9% of the youth population.



Of the 149 young people entering or in the youth justice system in 2014/15, 74% were male. The majority, 76%, were aged 15 to 17 years. The peak age of offending for young males was 17 years and young females 16 years.

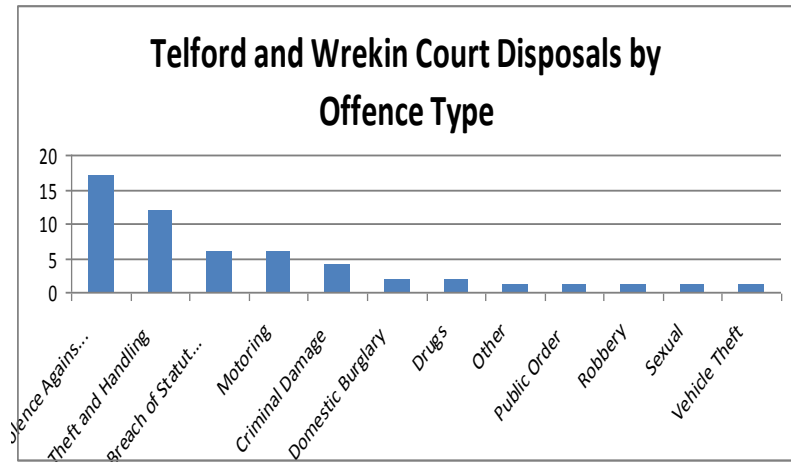
Youth Offending Population – Young People Subject to Out of Court Disposals

During 2014/15 there were a total of 121 pre-court disposals made on Telford and Wrekin young people, 120 of these were Youth Cautions and 1 Youth Conditional Caution. The YOS is required to assess all young people made subject to second or subsequent Youth Cautions and all Youth Conditional Cautions and if assessed appropriate provide a programme of intervention, in 2014/15 intervention programmes were provided for 44 pre-court disposals.



The most frequently occurring primary offence for out of court disposals was violence against the person, 28%, followed by theft and handling, 18%, theft and handling, 22%, public order offences 18% and drug offences 13%.

Youth Offending Population – Young People Subject to Court Outcomes



In 2014/15 a total of 43 Telford and Wrekin young people accounted for 54 court outcomes. Orders requiring YOS interventions (Referral Orders, YROs and Custodial sentences) accounted for 40 of the 54 court outcomes.

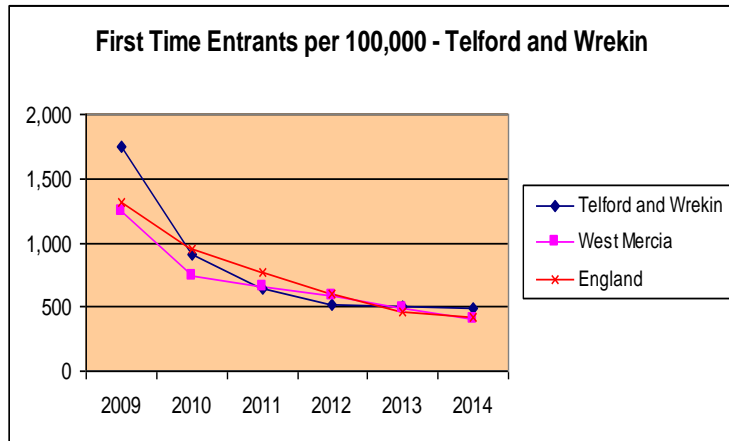
The majority, 95% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 60% of young people receiving a court sentence.

The most frequently occurring offence for court sentences was violence against the person, accounting for 31% of all outcomes. Theft and handling was the next most frequently occurring offence, 22%, followed by breach of a statutory order, 11% and motoring offences 11%. These four categories of offences accounted for 75% of all sentencing outcomes.

Performance Against National Indicators

(i) First Time Entrants

The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (a Youth Caution, Conditional Caution or Conviction). Good performance is indicated by a lower rate.



In the twelve month period October 2013 to September 2014 there were 490 first time entrants per 100,000 youth population in Telford and Wrekin, representing a reduction of -72% since the year ending September 2009. This compares with a reduction for England of -68% and for West Mercia of -67% over the same period. The actual number of first time entrants in the year ending September 2014 is 82, compared to 317 in 2009.

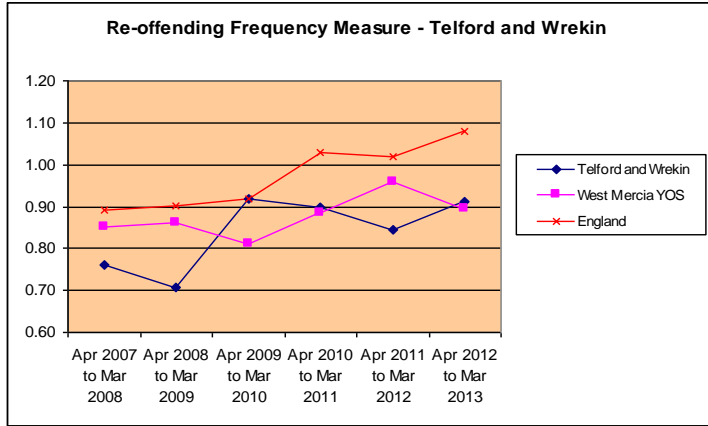
At 490 Telford and Wrekin has the second highest rate of FTEs across West Mercia, with the highest rate at 525 and lowest at 364. Some analysis into reasons for the differential rates has been undertaken, and some further analysis is planned for 2015/16, this will particularly focus on Telford and Wrekin.

(ii) Use of Custody

The use of custody measure is expressed as the number of custodial sentences per 1,000 of 10 to 17 year population, a lower rate indicates better performance. Telford and Wrekin has, historically, had a low rate of custodial sentences.

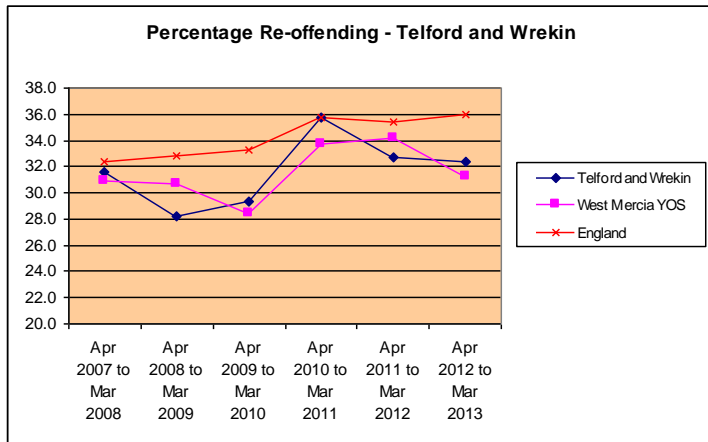
There was 1 custodial sentence during 2014/15, equating to a rate of 0.06 custodial sentences per 1000 youth population this represents a decrease in custodial sentences from 2013/14 where there were 9 custodial sentences equating to a rate of 0.54. The 2014/15 rate of 0.06 compares to a West Mercia rate of 0.20. The national rate for 2014/15 was not available at the time of writing but in 2013/14 it was 0.52. Custodial sentences accounted for 1.8% of all court outcomes in Telford and Wrekin, compared to 6.3% of all court outcomes across West Mercia.

(iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per offender in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. In both cases a lower rate denotes better performance. The most recent data for the re-offending measure is for the year ending March 2013.

The frequency measure performance for Telford and Wrekin for the year ending March 2013 is 0.91, compared to the West Mercia performance of 0.89 and national performance of 1.08. Telford and Wrekin is, therefore, performing in line with West Mercia and better than England.



For the year ending March 2013 the binary measure for Telford and Wrekin is 32.4% compared with a West Mercia performance of 31.3% and a national performance of 36.0%. It should be noted the overall cohort sizes are decreasing year on year. In the year ending March 2008 there were 629 offenders in the cohort and 479 re-offences compared to a cohort size of 173 with 158 re-offences in 2013. The number of actual re-offences have therefore decreased by -67% between 2008 and 2013.

Locally the West Mercia YOS is implementing the Youth Justice Board re-offending tracking tool during 2015/16 in order to understand the characteristics of the re-offending group and inform the services approach to reducing re-offending.

Links to Other Plans

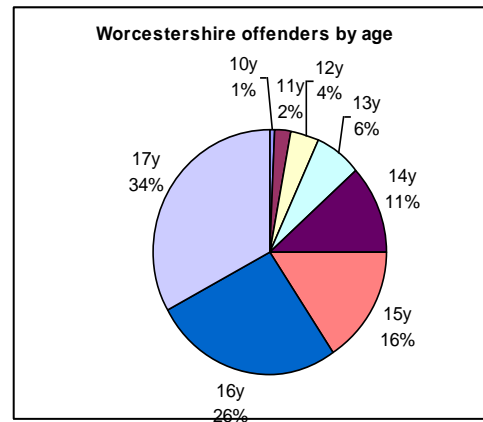
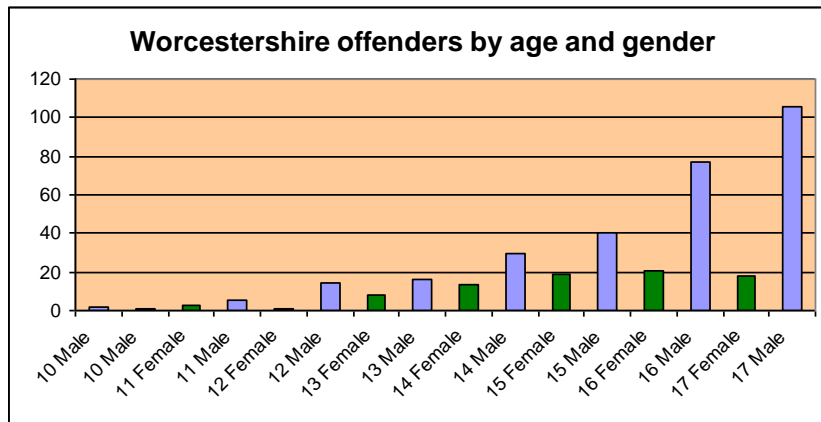
Two of the targeted areas for improved outcomes in the Children, Young People and Families Plan 2013 – 2016 that are relevant to this plan are Live Well and Work Well. Within Live Well reduced offending and re-offending is outcome measure. In Work Well the reduction of young people who are NEET is an outcome measure. NEET 16 to 18 year olds are over represented on the youth offending population with 41% of 16 and 17 year olds YOS clients in West Mercia receiving less than 16 hours ETE. There is an outcome measure to reduce the number of children in care entering the youth justice system for the first time and for those in the system reducing re-offending.

Two of the year three priorities in the Community Safety Plan 2013 -16 are; identify and tackle harm associated with all offending types and reduce the impact of anti-social behaviour has on people, places and communities. Under the first of these priorities is the reduction of offending and re-offending and tackling child sexual exploitation.

APPENDIX 4 - AREA PROFILE – WORCESTERSHIRE

Youth Offending Population – all Young People

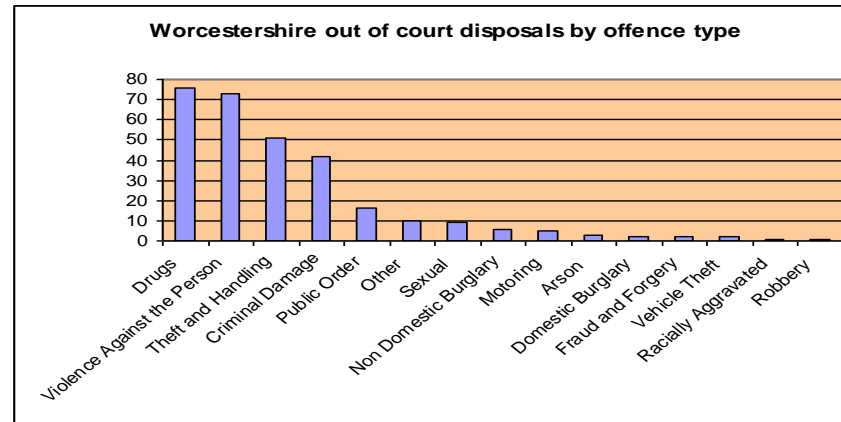
There are 51,282 young people aged 10 to 17 in Worcestershire. In 2014/15 there were 476 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Worcestershire young people. A total of 374 individual young people accounted for these 476 outcomes, 0.73% of the youth population.



Of the 374 young people entering or in the youth justice system in 2014/15, 78% were male. The majority, 75%, were aged 15 to 17 years. The peak age of offending for young males was 17 years and young females 16 years.

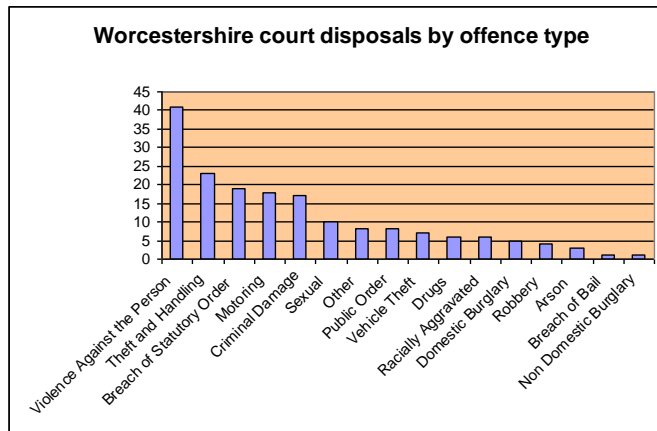
Youth Offending Population – Young People Subject to Out of Court Disposals

During 2014/15 there were a total of 299 pre-court disposals made on Worcestershire young people, 282 of these were Youth Cautions and 17 Youth Conditional Cautions. The YOS is required to assess all young people made subject to second or subsequent Youth Cautions and all Youth Conditional Cautions and if assessed appropriate provide a programme of intervention, in 2014/15 intervention programmes were provided for 64 pre-court disposals.



The most frequently occurring primary offence for out of court disposals were drug offences, 25%, followed by violence against the person, 24%, theft and handling, 17% and criminal damage 14%.

Youth Offending Population – Young People Subject to Court Outcomes



In 2014/15 a total of 125 Worcester's young people accounted for 177 court outcomes. Orders requiring YOS interventions (Referral Orders, YROs and Custodial sentences) accounted for 136 of the 177 court outcomes.

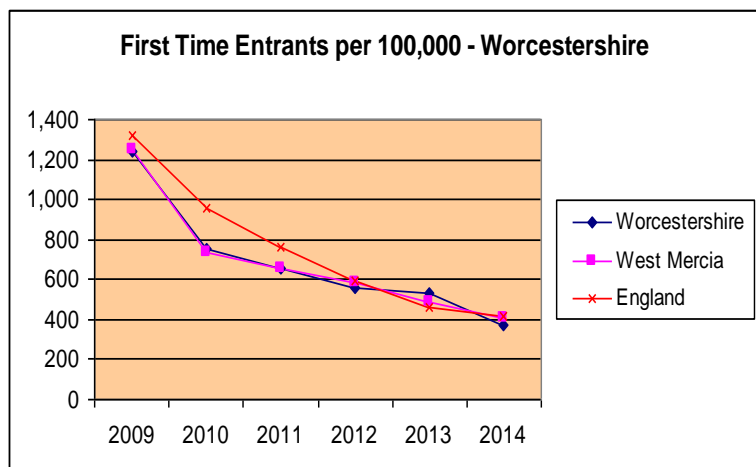
The majority, 86% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 39% of young people receiving a court sentence.

The most frequently occurring primary offence for court sentences was violence against the person, accounting for 23% of all outcomes. Theft and handling was the next frequently occurring offence, 13%, followed by breach of a statutory order, 11%, motoring 10% and criminal damage 10%. These five categories of offences accounted for 67% of all sentencing outcomes.

Performance Against National Indicators

(i) First Time Entrants

The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (a Youth Caution, Conditional Caution or Conviction). Good performance is indicated by a lower rate.



In the twelve month period October 2013 to September 2014 there were 369 first time entrants per 100,000 youth population in Worcestershire, representing a reduction of -70% since the year ending September 2009. This compares with a reduction for England of -68% and for West Mercia of -67% over the same period. The actual number of first time entrants in the year ending September 2014 is 190, compared to 698 in 2009.

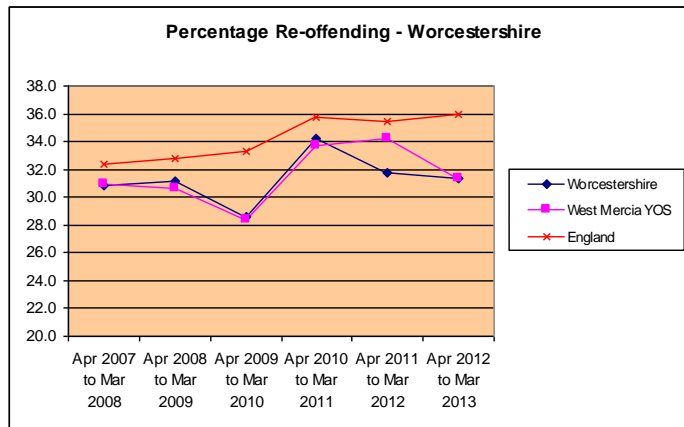
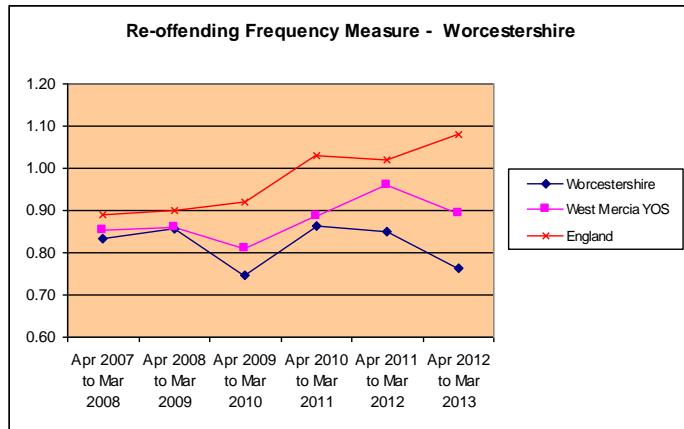
At 369 Worcestershire has the second lowest rate of FTEs across West Mercia, with the highest rate at 525 and lowest at 364. Some analysis into reasons for the differential rates has been undertaken, and some further analysis is planned for 2015/16.

(ii) Use of Custody

The use of custody measure is expressed as the number of custodial sentences per 1,000 of 10 to 17 year population, a lower rate indicates better performance. Worcestershire has, historically, had a low rate of custodial sentences.

There were 12 custodial sentences during 2014/15, equating to a rate of 0.23 custodial sentences per 1000 youth population this represents a reduction in custodial sentences from 2013/14 where there were 15 custodial sentences equating to a rate of 0.29. The 2014/15 rate of 0.23% compares to the West Mercia rate of 0.20. The national rate for 2014/15 was not available at the time of writing but in 2013/14 it was 0.52. Custodial sentences accounted for 6.7% of all court outcomes in Worcestershire, compared to 6.3% of all court outcomes across West Mercia.

(iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per offender in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. In both cases a lower rate denotes better performance. The most recent data for the re-offending measure is for the year ending March 2013.

The frequency measure performance for Worcestershire for the year ending March 2013 is 0.76, compared to the West Mercia performance of 0.89 and national performance of 1.08. Worcestershire has, therefore, better performance than for West Mercia and England. The performance is improved from 2012 when it was 0.85.

For the year ending March 2013 the binary measure for Worcestershire is 31.3% compared with a West Mercia performance of 31.3% and a national performance of 36.0%. This represents slightly improved performance since 2012 when it was 31.8%. It should also be noted that the overall cohort sizes are decreasing year on year. In the year ending March 2008 there were 1142 offenders in the cohort and 1331 re-offences compared to a cohort size of 517 with 394 re-offences in 2013. The number of actual re-offences has therefore decreased by -70% between 2008 and 2013.

Locally the West Mercia YOS is implementing the Youth Justice Board re-offending tracking tool during 2015/16 in order to understand the characteristics of the re-offending group and inform the services approach to reducing re-offending.

Links to Other Plans

Worcestershire's Children and Young People's Plan 2014 – 17 has two linked priorities to the youth justice plan; children and young people have a healthy lifestyle and children and young people are helped at an early stage. In terms of the healthy lifestyle priority, key areas of focus are reducing the harm caused by drugs and alcohol and improving the emotional health including access to mental health support. Within the group of young people receiving YOS interventions in West Mercia, 33% have substance misuse issues and 40% mental and emotional health issues. Under the priority that children and young people are helped at an early stage the main focus is the early help strategy. It is through the early help strategy that those young people who are at risk of entering the youth justice system for the first time are targeted for intervention.

The Worcestershire Community Safety Board's Community Safety Agreement 2015 – 16 has three directly relevant strategic priorities; reducing re-offending, harm reduction which includes safeguarding and alcohol and drug misuse. The YOS will directly contribute to these priorities through work to reduce youth re-offending, ensuring that young people are protected from harm and in the direct delivery of substance misuse interventions to young people in the youth justice system.



Decision maker	Council
Decision date:	25 September 2015
Title of report:	Capital support for the federation of Aylestone Business and Enterprise College, Broadlands Primary school and Children's Centre.
Report by:	Leader of the council

Classification

Open

Key Decision

This is not an executive decision.

Wards Affected

Aylestone

Purpose

To approve that provision be made in the capital programme for additional capital funding to support the relocation of Broadlands primary school and children's centre onto the Aylestone Business and Enterprise College (ABEC) site.

Recommendation(s)

THAT: an additional £250k of funding be approved to relocate Broadlands primary school onto the Aylestone Business and Enterprise College site.

Alternative options

- 1 To not approve the additional finance. The scheme would not be completed.
- 2 To seek further revisions to the costs in an attempt to bring them in line with the original budget. The uncertainty about future building costs and the current inflationary trend may mean the costs increase further with delay.

Further information on the subject of this report is available from
Andy Hough, head of education development on Tel (01432) 260920

Reasons for recommendations

- 3 The council is developing a school capital investment strategy. One aspect of the strategy is to develop schemes which are substantially more costs effective in addressing failing school buildings as opposed to a traditional total new build. As an early project, Cabinet agreed to the scheme to relocate Broadlands Primary School onto the Aylestone School site. The scheme enables new high quality school facilities to be built at a fraction of the cost of a completely new build. It also means that maintenance costs, which would be extensive if the present school sites were continued, will be significantly reduced in the future.
- 4 The scheme has had to be adapted due to, for example, site conditions. A projected spending profile for the scheme was set out in appendix 1 of the report to cabinet on 13th November 2014. This totalled £1m. Following consultation and detailed design work the scheme has changed and different costs have emerged. Some of these projections were in excess of £1,500k. Redesign and further consideration have led to a revised estimate based on firm tenders of £1,258k. The key reasons for the additional costs are summarised below.
- 5 The creation of additional classrooms to comply with the size and numbers of spaces for a one form entry school has cost considerably more than estimated. The original costing was based on using some temporary classrooms and a two story extension. The revised design, which has now received planning approval, is for a larger single story extension that does not involve the use of temporary classrooms. The classes are to be of a modular construction, which provides a more sustainable and comfortable environment. The subcontractor work associated with the building works has increased since the original forecast. The additional cost is nearly £400k.
- 6 The extent of the hard play area needed to comply with building bulletin 103 was underestimated and more area is needed. The projected additional cost is £30k.
- 7 The relocation of the early years and children's centre provision is projected to cost £13k more than originally thought, due to a revised specification linked to suitable toilet provision and covered areas.
- 8 The extent of the fencing needed to protect the site is more than originally thought. Aylestone School was considered to be falling below the current safeguarding standards and additional fencing and security measures have had to be factored in. This additional work is considered essential and was raised by parents as being a key issue during consultation about the design. This additional fencing work has a projected cost of £12k.
- 9 Capital receipts are a corporate resource that can be used to reduce debt levels or fund priority capital schemes. The original report to Cabinet in November 2014 approving the scheme used an element of the receipts on the basis that the merger both fitted corporate priorities and enabled the receipt to happen. It was assumed that the net receipt, based on an external valuation would be £1.8m. A more detailed assessment of the resulting surplus land has now been undertaken and in order to develop the land a developer would be required to build an access road for the site. This reduces the estimated net value of the land to £1m.
- 10 The original contribution to the building works £647k reduced the estimated balance of the receipt to £1.2m.
- 11 The increased contribution to the works and the reduced estimated value of the land

Further information on the subject of this report is available from
Andy Hough, head of education development on Tel (01432) 260920

means that the net balance to corporate resources will potentially be reduced to £200k.

- 12 Cabinet considered this at their meeting of the 11th of September 2015 and recommended approval of the capital budget that is reserved to Council; the council's financial procedure rules require Council's approval of the capital programme.

Key considerations

- 13 The scheme was tendered via the council's current collaborative procurement framework; SCAPE and Kier Construction emerged as the preferred bidder.
- 14 The scheme, at a cost of £1,258k will create a modern, fit for purpose school building that is in good condition. If a similar building were to be built from scratch this would cost circa £4,500k.
- 15 Through the consultation and design process some of the original proposals were changed to bring reductions from the original budget forecast and make the scheme more practical. Examples include proposals to develop Broadlands House, which is a listed building.
- 16 Some options to keep the budget within that forecast would have reduced the specification such that the building would not be fully compliant or would have created spaces that are awkward to work in. Examples include the idea of dividing the hall, which is slightly oversized, to create a classroom.
- 17 The schools, who are formally federated, are very supportive of the scheme and are supporting it through taking responsibility for the ICT installations at a cost expected to be in excess of £40k.

Community impact

- 18 The scheme supports the council priorities of:
- Keeping children and young people safe and giving them a great start in life and
 - Investing in projects to improve roads, create jobs and build more homes
- 19 Having a high quality learning environment is relevant part of improving educational outcomes.

Equality duty

- 20 An equality impact assessment was completed for the cabinet report in November 2014. This has been kept under review.

Financial implications

- 21 Cabinet approved a capital scheme of up to £1m on the 13th November 2014 to be funded from capital maintenance grant funding of £360k and capital receipts reserve funding of £647k. Council approved inclusion of the scheme in the capital programme.

- 22 As detailed in this report the improvement scheme is now expected to cost £1,257k to complete. The additional £250k funding is recommended to be funded from capital maintenance (£70k), section 106 (£30k) and the net capital receipt (£150k).
- 23 The scheme is now expected to generate a net capital receipt of approximately £1m. Costs to enable the sale have been increased from the original estimate to reflect anticipated access costs. The site has not been actively marketed and any eventual receipt will be subject to market appetite and conditions. Until the sale the scheme requires funding of upfront costs of £797k, £647k approved in November 2014 and £150k relating to the additional costs. When the receipt is realised this will leave a £200k balance for corporate resources. The net corporate receipt is £1m lower than first anticipated in November 2014.

Detail	Original £000	Revised £000	Variance £000
Scheme capital cost	1,007	1,257	250
Funding			
Capital receipt contribution	(647)	(797)	(150)
Capital maintenance grant funding	(360)	(430)	(70)
Section 106	0	(30)	(30)
Total	(1,007)	(1,257)	(250)

Legal implications

- 24 The council has a duty to provide and support places of education that are both fit for purpose and health and safety compliant. Broadlands is a maintained school, specifically a community school for which the council has responsibility for the land, buildings and relevant funding. Under Section 22 of the School Standards and Framework Act 1998 the LA has a duty to maintain such schools and in relation to Community Schools that duty includes “(a) the duty of defraying all the expenses of maintaining it, and (b) the duty of making premises available to be used for the purposes of the school.”
- 25 There is also a statutory obligation pursuant to section 14 of the Education Act to secure sufficient schools for the provision of primary and secondary education in the area. Such schools must be separate. Therefore whilst co-location is possible the schools themselves must be in separate buildings. If the additional costs were not anticipated and therefore the contract for the works does not include them a variation will be required. A variation can trigger the need for a further procurement exercise unless certain criteria are met in accordance with regulation 72 of the Public Contracts Regulations 2015. Regulation 72 permits certain changes some of which as below may be relevant to this cost increase :-
- Changes that were provided for in the initial procurement documents.

Further information on the subject of this report is available from
Andy Hough, head of education development on Tel (01432) 260920

- Additional works, services or supplies by the original contractor that were not included in the initial procurement, where a change of contractor:
- cannot be made for economic or technical reasons; or
- would cause significant inconvenience or substantial duplication of costs for the contracting authority,
- provided that each increase in price does not exceed 50% of the value of the original contract. If this is to be relied upon the council must publish a notice in accordance with regulation 51.
- Changes arising from circumstances which a diligent contracting authority could not have foreseen, as long as the change does not alter the overall nature of the contract, and each increase in price does not exceed 50% of the value of the original contract -this also requires notice in accordance with regulation 51.
- Failure to comply with the Regulations renders any such contract open to challenge and a rule of ineffectiveness and/or financial penalties.

26 Before a sale of the Broadlands site can proceed Sport England and the secretary of state will need to consent to a disposal for non-educational use. In addition as there is currently an occupier on site their occupation must first be terminated to enable the site to be sold with vacant possession. As that occupier potentially has security of tenure a negotiated surrender is needed.

Risk management

27 There is an additional reputational risk if the scheme does not go ahead. The school, children and parents are ready to move to the new site for September. A halt to the scheme for the difference of the £251k when the scheme will bring a net receipt to the council would be portrayed negatively.

28 The risk of the cost rising further from this point are considered to be low. The increase in the costs outlined above are mainly based on tendered costs being received following detailed site and design work. The project will be professionally managed to mitigate and minimise this risk.

Consultees

29 The school, staff, parents and children have been consulted on the arrangements and design for the scheme. A project manager and project team have reviewed the development, proposals and changes. The governors and ward members have been consulted on the scheme.

Appendices

None.

Background papers

None



MEETING:	Council
MEETING DATE:	25 September 2015
TITLE OF REPORT:	Designation of post as statutory officer (monitoring officer)
REPORT BY:	Chairman, employment panel

Classification

Open

Key Decision

This is not an executive decision.

Wards Affected

County-wide

Purpose

To approve the designation of a specific post to discharge the functions of monitoring officer.

Recommendations

THAT: the post of *deputy solicitor to the council, people and regulatory*, be designated monitoring officer for an interim period of up to nine months from the date of approval whilst a permanent solution is considered and implemented.

Alternative Options

- 1 Another post is designated to fulfil these functions; this is not recommended having regard to the skills and experience necessary.
- 2 Secure the services of an interim monitoring officer; this is not recommended given the additional costs which would be incurred.

Reasons for Recommendations

- 3 To meet statutory requirements.

Further information on the subject of this report is available from
Geoff Hughes, Director economy, communities and corporate on Tel (01432) 260695

Key Considerations

- 4 The economy, communities and corporate directorate is in the process of reducing its senior management structure by two posts. The assistant director – governance post (currently designated as monitoring officer) is directly affected and was put at risk of redundancy along with three other senior managers to compete for two assistant director posts and in line with the policies covering organisational change. The restructure does not specifically address the designation of a post as monitoring officer as that remains a matter reserved to Council and any decision to designate a post as monitoring officer would need to take into consideration the skills and experience of post holders.
- 5 Following consultation with affected staff the assistant director governance requested voluntary redundancy. This request has been approved.
- 6 It is a legal requirement for the council to designate a post as monitoring officer and, pending completion of the restructure process, it is therefore necessary for an alternative post to be designated as monitoring officer for an interim period to fulfil this statutory function. A further report on the substantive designation of a post as monitoring officer will be brought to the employment panel to consider in due course.

Community Impact

- 7 The function supports the maintenance and enhancement of robust governance across the council.

Equality and Human Rights

- 8 The council's policies in relation to job evaluation, recruitment and selection pay full regard to the public sector equality duty.

Financial Implications

- 9 All redundancy compensation through this process is in line with council policy, that is, the statutory redundancy calculation multiplied by 1.5. The interim arrangement proposed would attract a 5% salary enhancement for the additional monitoring officer responsibilities to the substantive post and is in line with the council's honorarium policy. These costs are contained within existing budgets.

Legal Implications

- 10 Section 5 of the Local Government & Housing Act 1989 imposes a duty on the council to designate one of its officers as monitoring officer; this may not be the head of paid service or director of resources (section 151 officer).
- 11 As detailed at paragraph 4 of the Report, the economy, communities and corporate directorate is in the process of reducing its senior management structure. Given the current budgetary constraints, the Council has undertaken a review of senior management posts to identify more efficient distribution of responsibilities across fewer posts. In accordance with section 139(1) of the Employment Rights Act (ERA) 1996 and the council's managing change policy, four senior management posts are proposed as redundant and include the assistant director-governance post that is currently designated as Monitoring Officer. Following the consultation period, these posts are to be deleted and replaced with two new assistant director posts. As the

Further information on the subject of this report is available from
Geoff Hughes, Director economy, communities and corporate on Tel (01432) 260695

assistant director – governance post will cease to exist in the future structure, the Council must make the necessary arrangements to comply with its statutory duty as detailed at paragraph 10 and designate the Monitoring Officer responsibilities to an alternative substantive post.

Risk Management

- 12 The designation of a post to fulfil this function mitigates the risk to the council of failing to comply with statutory requirements and helps to maintain effective and robust governance.

Consultees

- 13 Relevant officers in posts as named.

Appendices

- None

Background Papers

- None identified.



MEETING:	Council
MEETING DATE:	25 September 2015
TITLE OF REPORT:	Leader's report
REPORT BY:	Leader of the council

Classification

Open

Key Decision

This is not an executive decision.

Wards Affected

Countywide

Purpose

To receive a report from the Leader on the activities of Cabinet since the meeting of Council in July.

Recommendations

THAT:

- (a) the report be noted.

Alternative Options

- 1 There are no alternative options; it is a requirement of the council's constitution.

Reasons for Recommendations

- 2 To ensure members are aware of the activities of Cabinet.

Key Considerations

- 3 A list of the decisions taken by the executive since the last report to Council (covering

Further information on the subject of this report is available from
Councillor AW Johnson, Leader of the council on Tel (01432) 260494

the period between 3 July and 4 September) is provided at appendix 1; two were taken under the general exception provision (less than twenty-eight but more than five days' notice) and the relevant overview and scrutiny committee chairman was notified. None were taken under the urgency provision (less than five days' notice). No decisions were subject to call-in.

- 4 The council's local development plan is reaching the end of the lengthy process of adoption and it is anticipated that the document will be available for Council to adopt in October. Having regard to the national guidance, the chairman of the council has agreed to call an extraordinary meeting of Council to enable us to proceed quickly to adoption; to ensure that all members are fully briefed on the plan and the process which has been followed in its development a seminar or members is being arranged for early October.

Devolution

- 5 Government is encouraging local authorities to consider bidding for combined authority and/or devolution deals. Rural authorities agree that combined authority arrangements are not appropriate to their needs. We understand that some neighbouring authorities are preparing their own devolution bids.
- 6 We believe that the interests of our residents are best served by an independent Herefordshire and therefore are exploring the devolution route, working with potential public sector partners and with extended Marches local enterprise partnership (LEP) involvement.
- 7 To that end we have written to the Chancellor of the Exchequer and the Secretary of State for the Department of Communities and Local Government registering our intention to submit a proposal, and are aiming to prepare a submission by the end of the year.
- 8 Current cooperation with our partners in the LEP would continue and could potentially be extended as a result of devolution involving all or any of the LEP partners. Those partners have been advised of our intention and are fully supportive.

Refugees

- 9 Government has decided to accept 20,000 refugees during this Parliament. Local authorities have been asked to assess their ability to support this objective, although to date we have no indication of numbers or timing. The director of adults and wellbeing is leading the Herefordshire team making that assessment, working as part of the West Midlands Strategic Migration Group.
- 10 Numerous requests for action or offers of help have been received from individuals and organisations following this decision. The urge to do something quickly is driven by commendable compassion and emotion. The multiple considerations arising from economic, linguistic and cultural problems however, require a considered and sustainable solution. Meanwhile, we suggest that the many generous offers of donations are channelled through appropriate agencies.

Budget consultation

- 11 Response has been encouraging with over 1,000 submissions so far. The consultation finishes on 9 October and analysed results should be available by mid-month. These will help inform eventual budget decisions as will the comprehensive spending review due late November.

Further information on the subject of this report is available from
Councillor AW Johnson, Leader of the council on Tel (01432) 260494

Chief executive's objectives

- 12 In line with the framework for assessment agreed by the employment panel, the annual performance and development programme for the chief executive began before the election. Following consultation with group leaders this process has now been completed. A summary of the agreed objectives is attached at appendix 2 for information.

Community Impact

- 13 The community impact of any decisions of the executive have been set out within the relevant decision report and taken into consideration at the time the decision was taken.

Equality and Human Rights

- 14 Cabinet and cabinet members have paid due regard to the public sector equality duty in their decision-making, as set out in the relevant decision reports.

Financial Implications

- 15 The financial implications of any decisions of the executive have been set out within the relevant decision report and taken into consideration at the time the decision was taken.

Legal Implications

- 16 The legal implications of any decisions of the executive have been set out within the relevant decision report and taken into consideration at the time the decision was taken.

Risk Management

- 17 The risks associated with any decisions of the executive have been set out within the relevant decision report and taken into consideration at the time the decision was taken.

Consultees

- 18 None.

Appendices

- Appendix 1 – Executive decisions taken
- Appendix 2 – Chief executive's objectives 2015/16

Background Papers

- None identified.

Further information on the subject of this report is available from
Councillor AW Johnson, Leader of the council on Tel (01432) 260494

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Executive decisions taken (3 July 2015 to 4 September 2015)

Decision	Date	Taken By
<p>Executive response to general overview and scrutiny committee recommendations on school examination performance</p> <p>To agree the executive's response to the recommendations on school examination performance.</p>	9 July 2015	Cabinet Member Children & Young People
<p>Contract Award for Substance Misuse Service</p> <p>To secure approval for the contract award for substance misuse services.</p>	13 July 2015	Cabinet Member Health & Wellbeing
<p>Zero Tolerance Policy for Rogue Trading and Rogue Traders</p> <p>To approve and adopt a Policy of 'zero tolerance' in respect of 'Rogue Trading and Rogue Traders' (see appendix a) who operate within the County and that in accordance with the Council's Enforcement and Prosecution Policy, where such individuals and or, companies are identified and where sufficient evidence is obtained, the offender will be prosecuted.</p>	13 July 2015	Cabinet Member Economy & Corporate Services
<p>Disposal of Bath Street offices</p> <p>To seek cabinet member approval for the disposal of the former Bath Street Offices.</p>	15 July 2015	Cabinet Member Contracts & Assets
<p>Disposal of land to HWFRS</p> <p>To seek cabinet member approval for the disposal of land to Hereford and Worcester Fire and Rescue Services (HWFRS) for the construction of a new fire station.</p>	15 July 2015	Cabinet Member Contracts & Assets
<p>Rose garden - extra care future provision</p> <p>To confirm future delivery arrangements for Extra Care service at Rose Garden, currently delivered by Extra Care Charitable Trust (ECCT).</p>	20 July 2015	Cabinet Member Health & Wellbeing
<p>Approval of support for Courtyard Centre for the Arts Capital Development Scheme</p> <p>To give approval to Council support for the Courtyard Centre for to Stage 1 and Stage 2 the Arts Capital England Capital Development Fund.</p>	22 July 2015	Cabinet Member Contracts & Assets
<p>Response to Task & Finish Group on Development Management (Planning)</p> <p>To approve the executive's response to the recommendations of the general overview & scrutiny committee review of development management (planning).</p>	23 July 2015	Cabinet Member Infrastructure

Decision	Date	Taken By
<p>Review of parking provision and charges</p> <p>To commence a period of consultation on (i) a proposal to implement on-street parking charges within the Hereford historic core, and (ii) a new set of parking tariffs for council off-street car parks in Herefordshire and (iii) revised parking tariffs for council staff parking in council office car parks in Hereford.</p>	23 July 2015	Cabinet Member Transport & Roads
<p>Development of Schools Capital Investment Strategy</p> <p>The recommendation provides Cabinet Member the opportunity to formally agree the approach set out by the last Council and influence the development of the schools capital investment strategy, including the principles on which it's based.</p>	23 July 2015	Cabinet Member Children & Young People
<p>Understanding Herefordshire joint strategic needs assessment</p> <p>To note and use Understanding Herefordshire as the overall evidence of need to inform business planning, decision-making and commissioning.</p>	23 July 2015	Cabinet
<p>Children's Safeguarding Update</p> <p>To inform Cabinet of the letter dated 24 March 2015 from the Department for Education (DfE) lifting the intervention notice. To update Cabinet on the progress to date on the Ofsted improvement plan</p>	23 July 2015	Cabinet
<p>End of May corporate performance and budget report 2015/16</p> <p>To invite cabinet members to consider performance for the first two months of 2015/16 and the projected budget outturn for the year.</p>	23 July 2015	Cabinet
<p>New contract arrangements for the Learning Disability Community Health Service</p> <p>To approve the change in contractual arrangements for the council's funding of this service provided by 2gether NHS Foundation Trust.</p>	31 July 2015	Cabinet Member Health & Wellbeing
<p>Disposal of Hereford Butter Market</p> <p>To seek approval for the disposal of Hereford Butter Market.</p>	5 August 2015	Cabinet Member Contracts & Assets
<p>Social Value Statement</p> <p>To approve a corporate social value statement that outlines a consistent approach to considering social value through commissioning, procurement and contract management activities.</p>	6 August 2015	Cabinet Member Corporate Strategy & Finance
<p>Care and Support contract extension for learning disability services (Midland Heart)</p>	26 August 2015	Cabinet Member Health & Wellbeing

Decision	Date	Taken By
To agree a time limited extension to the current contract for learning disabilities services delivered by Midland Heart, at a reduced cost.		Reg.10 2015.066
<p data-bbox="99 289 1073 321">Procurement of Carer's Health & Wellbeing Service</p> <p data-bbox="99 321 1073 489">To obtain approval to award a three year contract with an option to extend for a further year in respect of a Carer's Health and Wellbeing Service to the provider identified in the report below following the conclusion of a successful procurement exercise.</p>	28 August 2015	<p data-bbox="1263 289 1544 384">Cabinet Member Health & Wellbeing</p> <p data-bbox="1263 384 1544 489">Reg.10 2015.061</p>

Chief executive's key objectives 2015/6

1. Maintain the council's focus on strong financial control and planning, including forward planning of next three years, ensuring the cabinet is fully aware of options and risks in an era of grossly reduced funding of key services.
2. Lead the development of strategic plans aimed at addressing the next few years' challenges – to provide the council with the most sustainable course for local key service delivery. These should consider the changing national policy environment, eg local devolution, combined authorities.
3. Develop the relationship with health, Department for Work and Pensions, police, fire and rescue to explore potential new approaches to joint-working which will deliver improved use of reducing resources.
4. Progress the development of an economic master-plan, seeking the engagement of key business and public sector leaders – in order to address some of the fundamental weaknesses of Herefordshire's economic position and prospects.
5. Lead the development of plans and approaches to continue to drive improved outcomes and the performance of children's safeguarding, and work closely with adults and wellbeing, to embed change and seek to manage within the demands and constraint of changing national policies.
6. Lead the recruitment and effective transition to key senior positions at management board level.
7. Continue to lead and develop relationships within and outside the council, to enhance the council's ability to achieve its goals and to improve perceptions of the council.
8. Oversee the elections, and ensure that the new administration, post-May elections, is effectively supported, including appropriate induction, awareness of priorities, processes and functions of council services, and governance procedures.



MEETING:	Council
MEETING DATE:	25 September 2015
TITLE OF REPORT:	Annual report of Hereford & Worcester Fire Authority
REPORT BY:	Governance manager

Classification

Open

Key Decision

This is not an executive decision.

Wards Affected

County-wide

Purpose

To receive the annual report of the Hereford & Worcester Fire Authority.

Recommendation(s)

THAT: the report be received.

Alternative Options

- 1 There are no alternative options as the report is for information.

Reasons for Recommendations

- 2 The Fire Authority submits an annual report to the Council for information.

Key Considerations

- 3 The Fire Authority consists of 25 Councillors appointed by the constituent authorities: Herefordshire Council and Worcestershire County Council. Each constituent authority appoints such number of representatives to be members of the Authority as is proportionate to the number of local government electors in its area in relation to the number of such electors in the other constituent authority's area. This currently

Further information on the subject of this report is available from
Fire Authority Committee & Members' Services on 01905 368209

means that Herefordshire Council makes 6 appointments and Worcestershire County Council makes 19 appointments.

- 4 This Council's current appointments, made on a politically proportionate basis by this Council, are Councillors BA Baker, KS Guthrie, JLV Kenyon, RI Matthews, RJ Phillips and SD Williams.
- 5 The Fire Authority's annual report is appended.
- 6 Copies of agenda papers and Minutes for all meetings of the Fire Authority are available on the Authority's website:

<https://hwfire.cmis.uk.com/hwfire/Meetings.aspx>

Background Papers

- None identified



Hereford & Worcester Fire Authority

Annual Report to Herefordshire Council

25 September 2015

Authority Chairman and Vice-Chairman 2014/15

1. Councillor D W Prodger MBE, from Worcestershire County Council, was re-elected as Chairman of the Authority and Councillor R J Phillips, was elected as Vice-Chairman.

Financial Information

2. The final out-turn position for 2014/15 is an under-spend of £2.534m, which was an increase of £1.679m since the third quarter. This additional under-spend is almost entirely down to one-off items: reduced operational activity, incomplete training due to industrial action, back dated business rate refunds, delayed equipment delivery, additional secondment income and non-allocated inflation and support staff pay award provisions.
3. In addition to the £0.705m already approved for transfer to the budget reduction reserve to support the staff reduction profile, the Authority approved the transfer of £0.300m to the Operational Activity Reserve and £0.300m to an ear-marked reserve for late equipment delivery. A transfer of the balance of £1.229m to a temporary earmarked reserve was approved.
4. The total approved capital budget for 2014/15 was revised to £6.773m at the February Authority meeting. Against this revised budget, expenditure of £4.779m (71%) has been incurred, an under spending of £1.994m. The Authority agreed the re-phasing of capital budgets to 2015/16.
5. The Authority's finances are well controlled and despite a relatively small number of late one-off items, the resultant under spending is part of a planned response to known future budget constraints.

Performance 2014/15

6. The Authority recently noted the following headlines in relation to annual performance for 2014-15:

- i) the total number of incidents attended in 2014-15 is the lowest overall total in the nine years that the current data set has been collected. It is also the lowest number of incidents for each of the three main categories of incidents individually;
- ii) sickness levels for all staff continue to remain within tolerance and are comparable with 2013-14; the sickness levels are some of the lowest in the country when compared to other Fire and Rescue Services and compare very favourably with local authorities.
- iii) the Service saw a 6.5% increase in attendances at building fires that met the 10 minutes attendance standard, compared with the same period last year; and
- iv) retained (on-call) first appliances were available for operational duty 94.3% of the time.

Community Risk Management Plan (CRMP) 2014-2020

- 7. As part of the Community Risk Management Plan the second fire engines at Ledbury and Tenbury fire stations were removed from the Service's fleet of fire engines. However there were no changes to the existing fire engines at Bewdley, Broadway, Whitchurch and Kingsland and no change to the second fire engines at Kidderminster, Evesham, Leominster, Bromyard and Ross-on-Wye.
- 8. The Authority instructed officers to investigate the feasibility of introducing the new shift system, Day Crewing Plus, for the second wholetime fire engines at Hereford and at Worcester. In February 2015 a two year trial period of the Day Crewing Plus duty system for the second fire engines at Hereford and at Worcester and the associated costs was approved.
- 9. The CRMP can be found on the service website at www.hwfire.org.uk/your-right-to-know/our-publications/

New Fire Station for Hereford

- 10. In 2011, the Authority authorised the replacement of five fire stations which had been highlighted as a priority for replacement following extensive condition surveys which demonstrated that the maintenance profile of these buildings was such that it would be uneconomic to repair them.
- 11. The fire station replacement programme included a new building in Hereford where the current fire station is beyond its service life, with very poor welfare facilities and limited training facilities. It was hoped that a potential new location

could be secured at a council owned site in Bath Street, but this proved not to be a viable option.

12. As the Service has aligned its fire station replacement programme with the Police through closer collaboration, a new location in Edgar Street is now being explored with a commitment that the Police will investigate the potential to accommodate staff and resources on a shared basis.

Collaboration with the Police

13. In October 2014, the Authority received a total of £4.27 million from the government's Transformation Fund to fund the following two projects:

- a. Move the Fire Service Headquarters from its present location on the outskirts of Worcester to join West Mercia Police at their headquarters at Hindlip near Worcester;

Transformation Fund award: £1.89 million received

- b. Create a new Wyre Forest Blue Light Hub in Worcestershire which relocates the existing three fire stations in the Wyre Forest area into a new purpose-built, centrally located station;

Transformation Fund award: £2.38 million received.

14. Due to the potential of the Wyre Forest Blue Light Hub to involve the relocation of three existing fire stations into a single, central hub and co-location of multiple partners (West Mercia Police, West Midlands Ambulance Service, Severn Area Rescue Association and the British Red Cross) the Authority recently approved a public consultation programme prior to consideration of the final proposals by the Authority early next year.

Closer Working with Warwickshire Fire and Rescue Service

15. Collaboration already exists between the two Fire and Rescue Services, notable in areas such as operational cover, water rescue and training. However, a joint officer team (Project Arrow) was established with Warwickshire Fire and Rescue Service to examine the potential benefits to be delivered from 2017 and beyond. A number of further opportunities for operational collaboration were identified including the alignment of policy, procedure, systems, processes, equipment and best practice in departments such as Operational Support, Health and Safety, Technical Services, Training and Development, Prevention and Protection, and Response.

16. The Authority has agreed that the Project Team and the Joint Project Board (comprising officers and Members of both authorities) maintain their connection and that the collaborative work continues with a focus on achieving operational collaboration and strategic alliance light by late 2015 under the direction of the Joint Project Board. [Strategic alliance light is where decision making is retained by each authority but there is formal agreement between the two organisations, which umbrellas a number of operational collaborations between workstreams and/or structural changes to departments.]
17. The Authority has also agreed that work to date is shared with other key partners, notably Northamptonshire Fire and Rescue Service, Shropshire Fire and Rescue Service, West Mercia Police and Warwickshire Police with the aim of stimulating interest in wider collaboration. A further report will be submitted to the Joint Project Board.

Place Partnership Ltd.

18. The Service has transferred its property team into Place Partnerships Limited, a company wholly owned by six public sector partners. This new organisation will provide cost savings through reducing duplication of activity and will coordinate locality reviews which will propose more efficient use of publicly owned property at specific locations. The Service's Asset Management Strategy will be aligned with the other partners and will inform the locality reviews.
19. The Chief Fire Officer will sit on the board of Place Partnership Ltd and the Authority will be represented by the Chairman of the FRA at shareholder level, alongside representatives from Warwickshire and West Mercia Police, Redditch Borough Council, Worcester City Council and Worcestershire County Council. The Managing Director was appointed in May 2015 and staff transfer commenced on 1 September 2015.

Strike Action

20. As Members will be aware, the Fire Brigades Union has an on-going dispute with Government over pensions. To date there have been 50 periods of industrial action, the latest period being held on 25-26 February 2015. Contingency arrangements have been successfully implemented and continue to provide a robust plan during all periods of strike action.

Members' Allowances

21. Members have voted not to increase their allowances and kept them pegged to those paid in 2009/2010.

Authority Plan 2015/16

22. The Authority's Annual Plan for 2015/16 was approved for publication and is available on the Service's website at www.hwfire.org.uk/your-right-to-know/our-publications/

External Audit Opinion and Financial Statements

23. The External Auditors issued an unqualified opinion on the Authority's 2013/14 financial statements and an unqualified Value for Money Conclusion on 29 September 2014. It is expected that they will do the same in respect of the 2014/15 financial statements on 28th September 2015.

Cllr R J Phillips

Vice-Chairman – Hereford & Worcester Fire Authority

FURTHER INFORMATION

Any person wishing to seek further information on this report should contact Committee & Members' Services on 01905 368209. Further information on the Fire Authority and the Fire and Rescue Service can also be found on the website at (www.hwfire.org.uk)

