

# Agenda

## Cabinet

Date: **Thursday 27 September 2018**

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Time: **10.00 am**

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

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

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# **Agenda for the meeting of Cabinet**

## **Membership**

**Chairperson** Councillor JG Lester, Leader of the Council  
**Vice-Chairperson** Councillor NE Shaw, Deputy Leader of the Council

Councillor H Bramer  
Councillor BA Durkin  
Councillor DG Harlow  
Councillor PD Price  
Councillor P Rone  
Councillor EJ Swinglehurst

## Agenda

	Pages
<p><b>1. APOLOGIES FOR ABSENCE</b></p> <p>To receive any apologies for absence.</p>	
<p><b>2. DECLARATIONS OF INTEREST</b></p> <p>To receive any declarations of interest by Members in respect of items on the Agenda.</p>	
<p><b>3. MINUTES</b></p> <p>To approve and sign the minutes of the meeting held on 27 July 2018.</p>	11 - 40
<p><b>4. QUESTIONS FROM MEMBERS OF THE PUBLIC</b></p> <p>To receive questions from members of the public.  <i>Deadline for receipt of questions is 5:00pm on Friday 21 September.</i>  <i>Accepted questions will be published as a supplement prior to the meeting.</i>  <i>Please see <a href="https://www.herefordshire.gov.uk/getinvolved">https://www.herefordshire.gov.uk/getinvolved</a> for information on how to submit a question.</i></p>	
<p><b>5. QUESTIONS FROM COUNCILLORS</b></p> <p>To receive questions from councillors.  <i>Deadline for receipt of questions is 5:00pm on Friday 21 September.</i>  <i>Accepted questions will be published as a supplement prior to the meeting.</i></p>	
<p><b>6. YOUTH JUSTICE PLAN 2018-2019</b></p> <p>To review the draft Youth Justice Plan 2018/19 at appendix a, and agree for the plan to be considered by full council.</p> <p>The Youth Justice Plan forms part of the council's budget and policy framework and is reserved to full council to approve.</p>	41 - 86
<p><b>7. FOSTERING AND ADOPTION SERVICE ANNUAL REPORTS 2017/18</b></p> <p>To review Adoption and Fostering Services performance and approve related documents.</p>	87 - 154
<p><b>8. END OF JUNE 2018 CORPORATE BUDGET AND PERFORMANCE REPORT</b></p> <p>This report is designed to provide assurance that progress is being made towards achievement of the agreed revenue and service delivery targets, and that the reasons for major variances or potential under-performance are understood and are being addressed to the cabinet's satisfaction. Cabinet is asked to review projected revenue outturn for 2018/19 and consider performance for the first quarter of the year.</p>	155 - 184



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

## Guide to Cabinet

The Executive or Cabinet of the Herefordshire Council consists of a Leader and Deputy Leader and six other Cabinet Members each with their own individual programme area responsibilities. The current Cabinet membership is:

Councillor JG Lester (Leader) (Conservative)	Corporate Strategy and Budget
Councillor NE Shaw (Deputy Leader) (Conservative)	Finance and Corporate Services
Councillor H Bramer (Conservative)	Contracts and Assets
Councillor BA Durkin (Conservative)	Transport and Regulatory Services
Councillor DG Harlow (Conservative)	Economy and Communications
Councillor PD Price (Conservative)	Infrastructure
Councillor P Rone (Conservative)	Health and Wellbeing
Councillor E Swinglehurst (Conservative)	Young People and Children's Wellbeing

The Cabinet's roles are:

- To consider the overall management and direction of the Council. Directed by the Leader of the Council, it will work with senior managers to ensure the policies of Herefordshire are clear and carried through effectively;
- To propose to Council a strategic policy framework and individual strategic policies;
- To identify priorities and recommend them to Council;
- To propose to Council the Council's budget and levels of Council Tax;
- To give guidance in relation to: policy co-ordination; implementation of policy; management of the Council; senior employees in relation to day to day implementation issues;
- To receive reports from Cabinet Members on significant matters requiring consideration and proposals for new or amended policies and initiatives;
- To consider and determine policy issues within the policy framework covering more than one programme area and issues relating to the implementation of the outcomes of monitoring reviews.

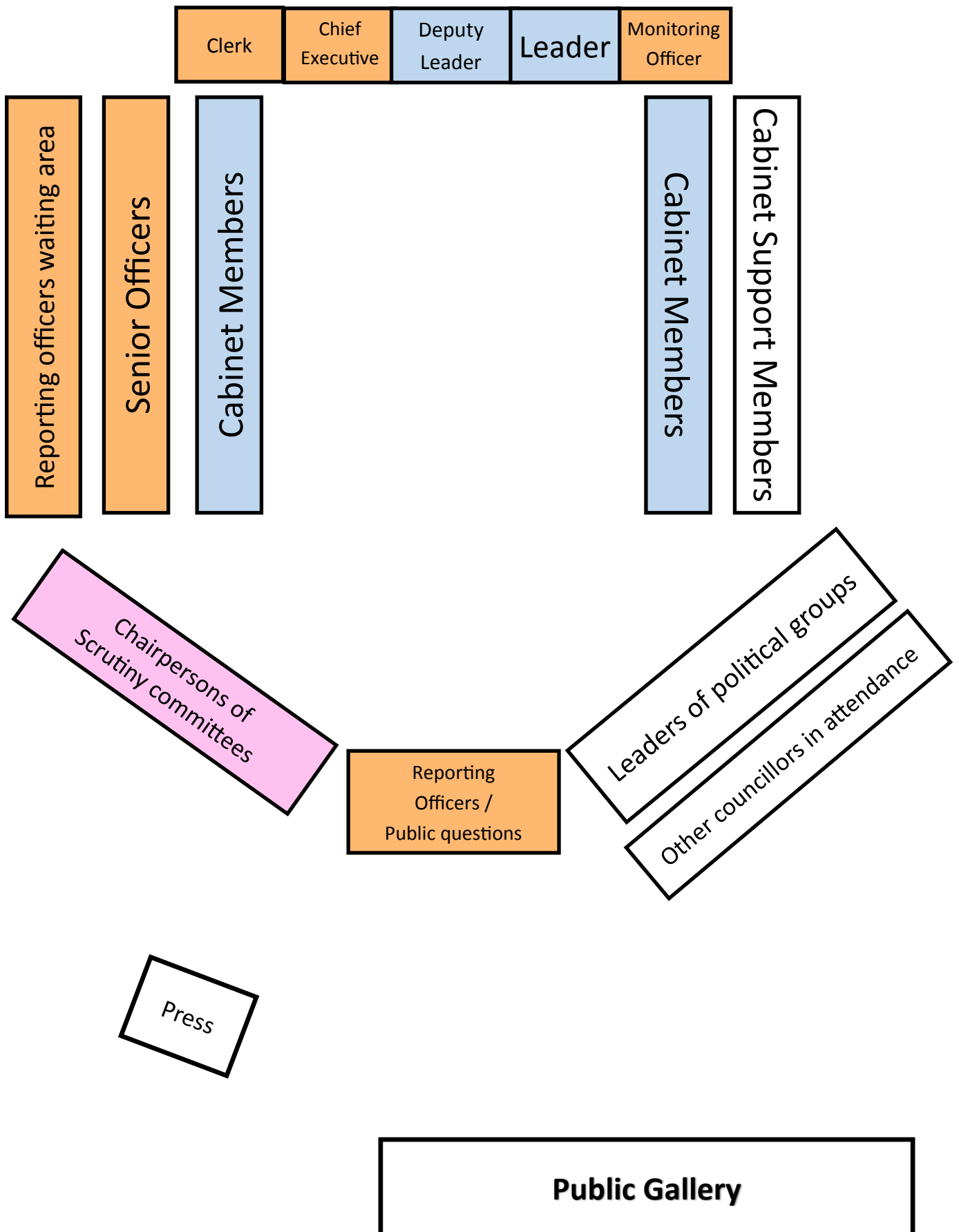
### Who attends cabinet meetings?

On the next page you will find a layout plan of the room showing who is sitting where. Coloured nameplates are used which correspond to the colours on the plan as follows:

Pale blue	Members of the cabinet, including the leader of the council and deputy leader – these are the decision makers, only members of the cabinet can vote on recommendations put to the meeting.
Orange	Officers of the council – attend to present reports and give technical advice to cabinet members
Pink	Chairpersons of scrutiny committees – attend to present the views of their committee if it has considered the item under discussion
White	Political group leaders – attend to present the views of their political group on the item under discussion
	Other councillors may also attend as observers but are not entitled to take part in the discussion.









Herefordshire Council

## **Minutes of the meeting of Cabinet held at The Council Chamber - The Shire Hall, St. Peter's Square, Hereford, HR1 2HX on Friday 27 July 2018 at 10.00 am**

**Present:** Councillor JG Lester, Leader of the Council (Chairman)  
 Councillor NE Shaw, Deputy Leader of the Council (Vice-Chairman)  
 Councillors BA Durkin, DG Harlow, PD Price and EJ Swinglehurst

Cabinet support members in attendance Councillors JA Hyde, AW Johnson and RJ Phillips

Group leaders in attendance Councillors PP Marsh and RI Matthews

Scrutiny chairpersons in attendance Councillors WLS Bowen and J Stone

Other councillors in attendance: Councillors DB Wilcox, CR Butler, ACR Chappell, PE Crockett, EPJ Harvey, PC Jinman, D Summers and J Hardwick

Officers in attendance: Geoff Hughes, Chris Baird, Claire Ward, Andrew Lovegrove, Annie Brookes, Ewen Archibald, Richard Ball and Mairead Lane

### **1. APOLOGIES FOR ABSENCE**

Apologies were received from Councillor P Rone.

Councillor H Bramer gave apologies as it was necessary for him to leave the meeting by 12 noon to fulfil civic duties in attending a funeral.

### **2. DECLARATIONS OF INTEREST**

It was reported that Councillor TL Bowes, who had submitted a written statement in respect of item 6 on the agenda, had declared a schedule 1 interest and had received a dispensation to participate in the meeting.

### **3. MINUTES**

**Resolved:** That the minutes of the meeting held on 28 June 2018 be approved as a correct record and signed by the Chairperson.

### **4. QUESTIONS FROM MEMBERS OF THE PUBLIC (Pages 7 - 28)**

Questions received and responses given are attached as appendix 1 to the minutes.

### **5. QUESTIONS FROM COUNCILLORS (Pages 29 - 30)**

Questions received and responses given are attached as appendix 2 to the minutes.

### **6. HEREFORD TRANSPORT PACKAGE (HTP)**

The cabinet member infrastructure introduced the item. He highlighted that:

- the Hereford bypass was a key infrastructure project and a priority in both council and regional transport policies;
- the Hereford Transport Package would enable delivery of essential future housing and employment;

- the bypass would provide an alternative route for traffic which currently travelled through the city;
- significant improvements to the city's public realm and active travel measures would be delivered alongside the bypass to encourage walking, cycling and use of public transport;
- the report presented to the meeting set out the response to the consultation on the approved short-list of route corridors for the bypass and technical work which had been completed, culminating in a recommendation that the red route be selected as the preferred route for further development;
- subject to approval of the recommended route the next phase of work would see more detailed proposals developed and a further round of public consultation;
- the council continued to engage with relevant Government departments and agencies regarding the funding for the scheme; and
- the cabinet member and officer team were available to meet with any directly impacted property owners or those close to the route.

The head of infrastructure delivery and the project director from contractors WSP gave a presentation on the phase 2 public consultation and technical work undertaken, and summarised the reasons for the recommendation of the red route as the preferred route for the bypass.

It was noted that:

- the recommendations from the general scrutiny committee discussion of the draft report were set out in paragraphs 58 to 61 of the report and each recommendation had been accepted;
- there were a number of technical reports which formed appendices to the report, the hierarchy of these documents was explained and their purpose summarised;
- a pairwise methodology had been used, which split the bypass corridor into three sections and then further sub-sections before comparing the performance of the shortlisted routes through each sub-section, this was an established approach endorsed by Highways England and other national agencies;
- the main differences between the performance of the shortlisted routes were environmental and social impacts, the other criteria assessed did not vary much between the shortlisted routes.

*Councillor Bramer left the meeting at this point*

#### Views from the General Scrutiny Committee

The chairperson of the general scrutiny committee gave feedback from the committee's consideration of the draft report. He stated that the committee had discussed the matter very thoroughly and noted that the recommendations made to cabinet had been accepted. The committee had not considered whether there should be a bypass as part of the transport package as this had already been agreed by full council and did not form part of the decision before cabinet in this report. Following its discussions, subject to the recommendations made, the committee felt that it could support the red route as the best performing of the shortlisted routes. The chairperson concluded by thanking members of the general scrutiny committee and all those who had given their time for the meeting. He noted that the scrutiny committee would continue to take a keen interest in the issues going forward.

#### Views of group leaders

The leaders of the political groups on the council were invited to give the views of their groups on the matter under consideration.

It was noted that the leader of the Its Our County group had declared a schedule 1 interest and was not present. As his deputy was unable to attend a written statement had been provided and was read to the meeting. The statement set out that:

- the group had made a detailed response to the phase 2 public consultation which was included in the appendices to the report;
- the group did not believe that any of the shortlisted routes would deliver what was claimed for the bypass; and
- the group supported the use of sustainable travel measures as an alternative to road building and believed this would cost less than the proposed bypass.

The leader of the green group set out that:

- the group were not convinced that this was the right way forward and felt that the case for improved air quality and journey times had not been robustly made;
- the group were concerned that there would be temptation to scale back on the active travel measures; and
- the group was unsure if 20mph zones could be delivered as they would have to be self-policing.

The leader of the Herefordshire independents group stated that for the past four or five years his group had been unanimous in supporting an eastern route for a bypass. However there were members of the group, particularly those with wards south of the River Wye, who now felt that it was in the interests of their residents to make the western route work as well as possible.

#### Ward members statements

Councillor Bowes (Belmont Rural ward) was unable to attend the meeting. It was noted that Councillor Bowes had declared an interest due to the proximity of her home to the proposed route of the bypass and had received a dispensation to participate in the meeting by providing a written statement. Councillor Bowes' statement stated that that:

- traffic problems in Hereford needed to be addressed;
- the proposed bypass would not address the issues faced by residents as the majority of traffic was local and housing growth would increase the number of people wanting to access the city centre;
- feedback from residents in the ward did not support the red route, their stated preference if the road went ahead was for the olive/black route as this had less impact on Belmont residents;
- walking, cycling and active transport measures should be prioritised;
- a bridge across the river to the east should be explored;
- the proposed route would have a significant impact on land and listed buildings covered by the neighbourhood development plan for Belmont Rural; and
- the views of residents should be listened to.

Councillor Matthews (Credenhill ward) spoke as a ward member. He stated that:

- he thanked members of the public who had attended the meeting and concurred with their views;
- he had always supported a new bridge to the east of the city which he believed could be delivered with no impact to the Lugg Meadows, this route had previously been supported by the county's MPs, national partners and businesses;
- public transport options should be delivered;
- new housing should be focused where the infrastructure already existed;
- he did not believe that the bypass scheme would deliver the well paid jobs predicted.

## Discussion of item by cabinet members

In the discussion of the item the following points were made:

- modelling had been carried out on air quality along the proposed route, emissions would disperse quickly due to the nature of the area and pollution levels would be below legal limits, further modelling would be carried out moving forward;
- cabinet members could be assured that the Human Rights Act had been considered in assessing the impact on communities, the Act required positive impacts to be weighed against adverse impacts;
- the screening report had identified the impact on Hereford Community Farm as one of the issues to be looked at in the next stage of work;
- the red route had been set out as a 50m corridor, preliminary designs would be refined in the next stage of work and minor modifications within that corridor would be looked at as part of the mitigation measures to be worked up;
- consideration should be given not only to those people and features affected within the preferred route corridor but also those just outside it and what support might be made available to them;
- an additional recommendation was proposed by the cabinet member finance and corporate services that officers bring forward a report on options to support those impacted by the route;
- the level of response to the questionnaire in the public consultation was a meaningful sample, the cluster diagrams in the report showed the spread of home locations of those who responded and examples of consultations on road schemes elsewhere in the country showed this to be a good level of response;
- a meeting had taken place with the Bay Horse Inn and further work was required to design safe access both during construction and once the bypass was open, the tender document for construction could include clear expectations for delivering continuity of access to mitigate impact on businesses;
- work done on the options for the river crossing showed that the yellow, cyan and orange routes clearly performed worst in terms of noise over that section of route, there was very little difference in terms of number of properties impacted between the olive/black 1 and red/black 2 routes but noise from the olive/black 1 route was more difficult to mitigate as this would impact on the Belmont park historic landscape, despite being the closer route the red/black 2 route performed best over this section;
- the techniques used for assessing noise impact and mitigation were well established and followed national guidelines, such techniques were constantly reviewed;
- the scheme would be reviewed against the new national planning policy framework but had also referred to national guidance specific to road and rail schemes, the NPPF was less focussed on such schemes;
- it was expected that conditions would be attached to any planning permission, when the scheme reached tender stage the council could be very clear about expectations for issues such as maintaining access, control of dust and access for construction vehicles, there were many examples of best practice which could be drawn on;
- parish councils and councillors often had in depth local knowledge which should be drawn on to identify issues that would require mitigation and suggest possible solutions;
- there were a range of noise mitigation measures which could be employed on any elevated sections of road around the river crossing, such as treatments applied to the road surface, parapets on the bridge and solid screens;
- it was intended that only the roundabouts would be lit by street lighting, impact of headlights on nearby properties would be mitigated.

The leader of the council summed up the discussion, noting that this was a significant decision and not to be taken lightly. He recognised the potential to achieve many of the long term objectives for Herefordshire but that in taking these decisions cabinet members should be fully conscious of the impact on some residents. He then put the recommendations, including the additional recommendation (e) proposed and seconded during the meeting, to the vote.

**Resolved that:**

- (a) having regard to the feedback to the HTP Phase 2 consultation report, the Stage 2 Scheme Assessment Report, the Stage 2 Environmental Assessment Report, the Route Selection Report and the Preferred Route Report, the red route (as identified in Appendix 5) be approved as the preferred route for further scheme development for the Hereford bypass;**
- (b) subject to approval of recommendation (a) above, a further round (phase 3) of consultation on the detailed proposals for a scheme based on the red route corridor and complementary active travel measures be undertaken to gather stakeholder feedback to assist with informing a future decision by Cabinet to confirm the route for the bypass and recommended active travel measures which will together form the Hereford Transport Package, prior to submission for planning and other necessary permissions;**
- (c) the director for economy, communities and corporate be authorised to take all necessary steps to progress detailed design and, consultation including commissioning external professional advisers as required to inform future decisions on the Hereford Transport Package to a maximum cost of £2.45m;**
- (d) the proposed responses (at paragraphs 58 to 61) to the recommendations of General Scrutiny Committee be approved; and**
- (e) officers bring forward a report on options for supporting those who may be affected.**

The meeting ended at 12.54 pm

**Chairman**





**Questions from members of the public: Cabinet 27 July 2018**

Question 1

Mrs V Wegg-Prosser - Breinton

Please can the Nutrient Management Board Technical Advisory Group meeting minutes be published as well as minutes of the NMB itself? Without these TAG minutes the public cannot be informed of the conditions the TAG are imposing so that vital progress towards improved phosphate levels is evidenced on the proposed dashboard. When I asked for the TAG minutes to be published my request put to Cabinet on 10 May was ignored.

**Response**

The Nutrient Management Plan Board Technical Advisory Group is a multi-agency group chaired jointly by the Environment Agency and Natural England. Herefordshire Council does not provide the secretarial support but does attend meetings and will ensure your request is considered by the group at its next meeting.

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Question 2

Ms G Parker – Lower Breinton

Every time I have attended one of the meetings at shire hall held by Hereford council it is quite clear that they are not listening to a word said by people against this bypass and they have no interest in what the wyerunit campaign say. Can you explain why that is?

**Response**

I can give you my assurance that the views put forward are considered. The public consultation report being considered today provides a detailed summary of the feedback we have had from over 4000 people about this project. As with many consultations there will be differing, and often opposing views, put forward. It is our responsibility having considered all the evidence including the views of residents, businesses and organisations, to come to an evidence-based and reasoned decision. At every public meeting of the council where the project is discussed members of the public are able to ask questions in advance and at the meetings which are considered during the debate.

I accept that not everyone will agree with the decisions that we take, but don't accept that means we are not listening. It is clear from the feedback we have received, as reported today, that there is support for the Hereford Transport Package and for a bypass as part of the package. Subject to a decision today there will be further consultation later this year which will provide a further opportunity for feedback to the developing project to be made and I would encourage people to take part in this to ensure our future decisions continue to be informed.

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Question 3

Mr R Parker - Lower Breinton

How many councillors have been to Breinton and stopped to think what an impact this will have on such a wonderful unspoilt part of Hereford we should be protecting this environment?

**Response**

I cannot answer for all 53 Herefordshire councillors, but I know the Breinton area well and have visited many times. With my Cabinet colleagues I have very recently visited the area to consider in detail the issues prior to today's debate, and I am aware that fellow councillors who are members of the General Scrutiny Committee carried out a similar visit to inform their own consideration of the matter.

Understanding the impacts, and how they may be mitigated, is an essential element of our decision-making. Herefordshire is indeed a beautiful county and we must do all that we can to ensure that we provide the conditions that enable it to thrive. Providing this necessary infrastructure will impact on the environment but, subject to any decision today, in moving the project on we will work to identify actions to mitigate those impacts wherever possible.

Question 4

Mr P Hands - Breinton

Can Councillors please confirm publicly, that the proposed Western Bypass/Relief Road/Link Road, will not improve pollution to the city of Hereford given the prevailing westerly winds or do they disagree with recent statements made by Council Officers to the contrary?

Each new household will have at least 1.5- 2 motor vehicles, creating added pollution to those already using the city roads.

Will Councillor Price now admit that the additional pollution will cause harm to the indigenous population and those with respiratory ailments or will he maintain his stance of "Road at all costs"?

**Response**

This is not my stance; it is that I will pursue the best option to secure the future of Herefordshire, a county I care passionately about and have lived in and farmed all my life.

Air quality modelling has concluded that the proposed scheme will redistribute traffic that currently goes through Hereford onto the bypass, leading to improvements in air quality in the centre of Hereford. This will mean improved air quality associated with traffic on homes, schools and communities adjacent to the existing A49. The implementation of Active Travel Measures within the city centre will contribute further to improving the environment for those living and working within the area.

The delivery of the bypass will have a minimal impact on air quality in the area surrounding the new road as the route will be mostly free flowing rather than stop/start traffic as is currently the case at peak times on the existing A49.

**Supplementary Question**

Those who attended the scrutiny meeting heard many misleading pieces of information put forward by Balfour Beatty. These were not challenged in the meeting. Balfour Beatty are

contracted by Herefordshire Council for many roles, of which many are done well, one of those roles was to advise on the Hereford bypass link road. How can they be permitted to arrange the public consultation document and then mark their own homework? Glibly it was said that 59% of the public response was in favour of a bypass when there was no option on the consultation paper to object to a bypass at all or to give a reason why it should not be built. And how can this council take major decisions on a bypass without waiting for the responses from Natural England, Highways England and the Woodland Trust? Surely any democratic body unbiased should wait for all of the information to be assembled before taking a decision. Finally, may I ask what qualifications does the cabinet member have other than being a local farmer and resident of the golden valley to oversee this project that will devastate the countryside of Hereford?

**Response to supplementary:**

Cabinet member, infrastructure: Decision making at any council is done by the officers and the administration, made up of elected councillors. I am the elected councillor for Golden Valley North and I have been elected to be the cabinet member for infrastructure and as such it is not whether I have a qualification, it is whether I am able to ensure that the recommendations and work done by officers are done in a sensible, evidence based fashion. I do not have to be an engineer or consultant in road building but I have the ability to talk to people to find out the answers necessary to make the decisions.

Balfour Beatty are the public realm contractor for Herefordshire Council and the work on the public consultation forms part of that contract. They are not able to be part of the procurement exercise for building the road but this consultation stage is part of their work on the public realm contract and there is no conflict of interest in this context.

Project director, WSP: Question 2 on the questionnaire used for the consultation asked whether a bypass should form part of the Hereford Transport Package. I struggle to think of a more straightforward question to ask.

Question 5

Ms K Burrows - Hereford

What plans do the Council have to ensure the long term future of the Community Farm in Warham, given the Council's preferred route will have major implications for the Farm?

The Community Farm currently provides the equivalent of 6,885 days per year of social care placements for children, young people and adults living with disability, long term health conditions and mental health issues. Crucially, the Community Farm fills the gap left by closure of other services due to funding cuts, and is provided at no operational cost to the local authority.

The facility provides a lifeline to disadvantaged people in and around Hereford. As a Community Farm volunteer, I see at first hand what a valuable service is provided.

**Response**

The council has had detailed discussions with both the landlord and current operator of the community farm. The landlord has confirmed that he sees no reason why the farm should not continue to operate if the by-pass is built. We will continue to work with both to establish any mitigation measures or accommodation changes necessary to enable this valued service to continue.

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## Question 6

Mr J Milln – Hereford

Para 11 of the report for Cabinet, states 'A total of 4,351 questionnaires were either fully or partially completed', and in para 15, '1789 of these respondents (59%) said they agreed that a bypass should form part of the package'. The claim, at para 24, that this represents a majority is untruthful, since of course 1789 respondents ticking 'yes' from a total of 4351 questionnaires is 41% not 59%. What is the number or proportion of this 41% who, in the consultation form comments boxes, indicated a preference for an Eastern route?

### Response

I must correct the statement included in the question; the Phase 2 Consultation Report is not untruthful. Paragraph 15 of the Cabinet Report is quite clear that 3,033 people responded to the question 'Do you agree that a bypass should form part of the package?' Of these respondents, 1,789 (or 59%) said that they agreed a bypass should form part of the package. This indicates clear support for the bypass.

Only 74 respondents (4% of the 1,789) who supported a bypass included a comment indicating a preference for an Eastern route.

### Supplementary Question

Obviously if you are prepared to count only a subset of respondents, you will skew the percentage. The fact remains 1789 ticking 'yes' to a bypass out of 4351 is 41%, and the report adds that 1747 indicating a preferred route is just 40%. We now learn quite a few volunteered preference for an Eastern route, so the actual percentage supporting a Western will be only thirty something percent, and of those only 121 or about 3% voted positively for the Red Route.

Yet I am reminded that at Full Council on 9th March, the Cabinet Member for Infrastructure said "it would be wrong to set a percentage" to the question and he is recorded as adding he would press on with his bypass no matter what. In that case would he kindly beg our indulgence for misleading us to thinking we had a say and for spending public money collecting data he uses as he chooses?

### Response

I will review the specifics of your question and provide a written response. This bypass is not something that has come about in a short period of time. Consultation on the core strategy showed 79% supported a blended package of active travel measures with a bypass.

A written response was provided as follows:

3,033 people responded to the question 'Do you agree that a bypass should form part of the package?' Of these respondents, 1,789 (or 59%) said that they agreed a bypass should form part of the package. The calculation of 41% set out in the paragraph above is based on an assumption that those who did not answer this question do not support a bypass – this assumption cannot be made. We cannot presume to assume how people who do not answer a question would do so – this would not be a sound basis for presenting information – we can simply present the known information. We also set out clearly the number of people who did not respond to this question to provide complete transparency.

Only 74 respondents (4% of the 1,789 who supported a bypass forming part of the package) included a comment indicating a preference for an Eastern route.

There is no question that there is overwhelming support for active travel measures, and where these can be delivered in advance of a bypass they will be progressed. However those alone will not meet the wider objectives of the Hereford Transport package to enable the growth Herefordshire needs, to reduce congestion and improve air quality in the city centre.

The residents of the county have, consistently over a period of many years, given voice to their view that the county's infrastructure needs to be improved and in particular that the city needs a bypass. From the consultation in June 2008 when 79% of respondents stated they wanted Herefordshire Council to deliver a blended package of transport and public transport improvements including an "outer distributor road" as the bypass was then referred to, to the outcome of the most recent consultation when 59% of respondents confirmed their wish for a bypass as part of the Hereford Transport Package the message has been clear. Of course there are those who either do not support a bypass, or who support a bypass but want it to follow a different route; the fact that they are in a minority does not indicate that we are not listening or that data is being used selectively.

I would further point out that the proposed bypass is not my bypass, nor do I choose the data that gets used. The reports and appendices are collated from the consultations and technical work done to date for decisions to be taken by Cabinet on behalf of this administration. The bypass project is owned collectively by this Council working on behalf of the residents of Herefordshire

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### Question 7

Mrs C Palgrave – How Caple

At para 90 of the Cabinet report, the estimated cost of the Red Route is given as £153m on 2018 prices, an increase of £24m on the estimate of £129m previously used in the consultation. Applying the same increase of 18.6% to the original cost estimate for the Southern Link Road of £27m, gives a figure of just over £32m. The SLR, the second phase of the bypass, is expected to be financed from the Local Growth Fund to a limit of £27m. If the SLR construction costs were to exceed the Local Growth Fund grant, where would the additional funds come from?

### **Response**

There is an approved budget for the Southern Link Road within the council's capital programme of £35m. Funding of £27m has already been secured from DfT with the balance being provided through a local contribution of £8m. Estimated scheme costs are monitored during the delivery of a scheme and currently remain within budget. Costs of schemes of this size do change as schemes progress; should it become apparent that costs are likely to exceed current budgetary provision this will be reported to Cabinet and approval sought for any additional funding requirement, including identification of that funding source.

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Question 8

Mr R Palgrave – How Caple

In Appendix 2 to the Cabinet Report, at 6.9 Traffic Modelling and Forecasting, we read that the current forecast traffic flows from the Highways Assignment Model for the Hereford Bypass for the Opening Year (2026) project that the northern most section of the Bypass (A4103 to A49) is expected to carry a 2-way Average Annual Daily Traffic of just 7000, and the section from the A438 to the A4103 just 11300. For comparison, the July 2016 AADT figure for Greyfriars Bridge given in Table 2 of Appendix 2, was 44300. Why is the Bypass forecast to carry so little traffic?

**Response**

The figures selected by the questioner are not comparing like with like. The section of the proposed bypass most comparable to the Greyfriars Bridge section of the existing road would be the A465 to A438 section; the modelling shows that to have an expected 17,600 two way AADT in the opening year.

Greyfriars Bridge, as the main city river crossing, currently presents a pinch point for all traffic, whether through journeys or local journeys. Building a second river crossing as part of the bypass is not intended to remove all traffic from the current route, but will provide a suitable alternative enabling drivers to select the most appropriate route for their journey. In particular it will allow through journeys to be undertaken without the need to enter the city centre. The traffic modelling methodology used follows nationally accepted WEBTAG standards and these initial estimates will be tested and developed further using this methodology as the scheme progresses.

Question 9

Ms J Richards – Hereford

The report to Cabinet says that “The need for significant investment in transport infrastructure is recognised by the council, the LEP, and Highways England”. It also states in para 105 that there is ongoing consultation with Highways England, Natural England, Environment Agency etc. Why is there no record or evidence of this “ongoing consultation” published in the reports to either Scrutiny or the Cabinet?

**Response**

The consultation report published with the Cabinet agenda specifically relates to the Phase 2 consultation; the organisations referenced in the question made no response to that consultation. The issue that you raise was explored by the General Scrutiny Committee at its meeting on 18 July; the recommendation of the committee and the proposed response to that recommendation are referenced at paragraph 58.

**Supplementary question**

I was referring to the cabinet report not the phase 2 consultation report. The cabinet report at paragraph 98 says that “the need for significant investment in transport infrastructure is recognised by the council, the LEP and Highways England”. At paragraph 105 it says “there is ongoing engagement with statutory consultees. This includes: consultation with Highways England on transport modelling, developing the business case and establishing the required design standards; consultation with Historic England discussing options to avoid adverse impacts on heritage assets, including the setting of listed buildings; consultation with Natural

England to agree the approach to the Habitats Regulation Screening Assessment and Environmental Impact Assessment; and the Environment Agency to discuss matters in relation to watercourses and flood risk, particularly design requirements for the River Wye.”

If Highways England have said it supports significant investment in transport infrastructure and has been consulted about developing a business case etc. and Natural England is responding in an ongoing manner about the approach to screening and environmental impacts where is the evidence to support these statements made by the authors of this report and why is this not publically available?

### **Response to supplementary**

It is clear that over the last number of years the many, many, many conversations and meetings with officers and officers of the mentioned partners have been ongoing and have got to a position where this scheme is a priority with our partners.

It is not necessary for our partners to put forward every consultation that has taken place as this covers many different layers of the organisations. When the business case is developed alongside the planning process we will have responses from these partners. The process is what it is. We are here today to further that process in the choice of the preferred route. It will all become public in the business case as it comes and is developed and the funding alongside it.

### Question 10

Mrs E Morawiecka - Breinton

Alternative options rejected in the recommendations to Cabinet include “Deferring a decision on the preferred corridor for further assessment would add significant delay to the programme for taking forward the scheme, prolong the uncertainty for residents and landowners affected by the short list of routes and incur significant additional costs”  
What are the additional costs incurred by not spending up to £2.45million of borrowed money on consultants reports in 2018/19?

### **Response**

As the report sets out, a delay to the decision to select a preferred route would have a number of impacts. Increased cost is one and this would be a result of delivering the scheme in later financial years than currently programmed which would result in higher consultants and contractors costs as a result of inflation. It is also important to remember that a delay in selecting a preferred route will mean uncertainty and stress for residents and landowners affected by all possible route corridors. It is also important to note that money is not borrowed until it is required.

### **Supplementary question**

I notice that in previous meetings Councillor Price has expressed expectations of central government funding and also has expectations that the new road will be adopted by Highways England. There is no written evidence of this. There is also no assessment that this road delivers best value for money over alternative transport measures such as active travel measures.

At the current time there is no funding in place for this project. You are going to have to borrow the £2.54m for the next stage of consultation, which I understand will be going to Balfour Beatty who will be doing the next round. Even if the council is successful with the current bid the council would then have to borrow a minimum of £65m to deliver just the

road, even if the council is successful with the housing infrastructure fund. There is no decision yet.

In view of the situation in Northamptonshire, which has had its second warning, is this cabinet confident to ignore the viability assessment of the planning inspector on the core strategy local plan which said if the council were to pursue this project it could risk the financial viability? Is cabinet here today to risk the financial viability and the future of Herefordshire Council itself?

**Response to supplementary:**

Cabinet member, infrastructure: We are not here to risk the viability of Herefordshire Council. We are here to be responsible in what we do. The business case for this route is being built up and the funding comes as part of that business case, it is worked up with national funding partners. The process of getting to a point of being able to get the funding into the delivery of a road must be followed and we are following that process correctly. Balfour Beatty are the council's public realm contractors and are given funding to deliver what we expect according to that process. National funding partners will look to the council and its contractors for evidence that the business case is sound for this scheme.

I believe our financial officer is comfortable with the situation and that we are robust in our financial decision making.

Project director, WSP: the strategic outline business case includes value for money for different sections of route from the A465 to the A4103 Worcester Road. A benefit cost ratio for different combinations of route is expressed, including for the section of route we are looking at today. The benefit cost ratio is only part of the value for money discussion and we will be looking at this in more detail in the next stage. It is not correct to say that the strategic outline business case is not relevant to the decision being taken today.

Question 11

Mr A Morawiecki - Breinton

The report option 3 says "Not progressing this work (the bypass) will mean the HTP objectives and core strategy growth targets cannot be achieved." With the opening of the City Link Rd in Hereford bringing forward a minimum of 800 new homes in the Core Strategy "Urban village", where is the evidence that a lack of road building has prevented delivery of any new housing or new jobs in Hereford, below levels predicted by the council in their Core Strategy?

**Response**

Some growth will be possible and indeed is taking place. However delivery of the projected requirement of 6,500 new homes for the city will be constrained by the lack of a bypass and associated travel measures. A number of studies have been prepared over a number of years to demonstrate the need for new road infrastructure in Hereford to enable the city to grow and achieve its housing and employment land targets. These studies are available to view on the [Local Plan](#) evidence base pages of the council's website. For example, the Hereford Transport Strategy Phasing Study Strategic prioritisation (2014) concluded that, on the basis of the level of development proposed in the Core Strategy, new road infrastructure from the A49 to the north of Hereford and the A49 in the south was required in order to enable the achievement of Core Strategy growth with a need to provide a River Wye crossing by 2022 followed by the completion of the bypass no later than 2027. This recommendation is reflected in the adopted Core Strategy policies itself, in particular policy



SS3 regarding housing delivery and Appendix 5 which sets out the relationship between the delivery of housing and timing of infrastructure.

### **Supplementary Question**

The most recent authority monitoring report 2017 shows that the Hereford area has delivered net housing completions of 1,087 units in 2011-2017, an average of 181 net completions per annum. In this report Herefordshire Council has forecast that a total of just 345 new houses will be completed in the five years to 2022 on the strategic urban sites in Hereford, including the urban village. This would indicate that the claims that option 3, not progressing the road, would prevent delivery of the core strategy growth targets is not supported by the latest evidence provided by the council as the objectives are not being achieved even with the millions invested in the city link road. How does a 60mph dual carriageway through new housing estates at three elms bring forward the over inflated housing growth particularly the 35% affordable homes which developers have said cannot be delivered if they have to fund the road.

### **Response to supplementary:**

I understand that housing numbers to be delivered this year and next year are rising rapidly. The 2017 figures will be published soon.

With regard to housing at three elms, the reason why we are building the business case with our national partners to be able to fund the road is so that we can deliver the housing set out in the core strategy with the ability for developers to deliver the affordable housing and infrastructure within the site. I agree that developers have an expectation of making a profit from what they do and may say that they cannot deliver according to the core strategy plans. We are trying to enable this by the policies we are pursuing. The housing in the core strategy was always going to be back loaded as we were starting from a low point.

### Question 12

Ms J Harris - Hereford

The junction of the bypass with the A465 is shown as a 5-armed roundabout. How does this relate to the current plan to construct a 4-armed roundabout at that location as part of the consented Southern Link Road?

### **Response**

The four arm roundabout currently planned for the Southern Link Road will be enlarged to include an additional arm for the bypass so making this a five arm roundabout.

### **Supplementary Question**

You expect the southern link road to be open in 2020 and have stated that the bypass might be opened in phases from 2022 onwards. The four armed roundabout for the southern link road might therefore only be in use for 2 or 3 years before it is rebuilt. The double construction will add considerably to the impact on road users and local residents. Is this a wise use of public money and wouldn't it be better to delay the building of the southern link road until the bypass is a viable project when the roundabout would only need to be built once.

**Response to supplementary:**

Cabinet member, infrastructure: I have raised this point for at least the last year. I believe that delivery of the southern link road and the bypass could be closer together than originally anticipated. The four arm roundabout is part of the scheme for the southern link road. The bypass is a completely different scheme but it adds to the bypass in its total. I have raised this question many times with officers to ensure that the five arms of the bypass at that roundabout is thought about in terms of how we deliver it. I share your point not just from a construction point of view but from the point that we construct a roundabout that then has to be changed for the bypass as it comes forward. I am raising this as an issue going forward.

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Question 13

Mr P Chapman – Breinton

At public meetings during the public consultation WSP confirmed that the proposed Bypass increases congestion in the City. If the addition of new houses impacting on the new route has yet to be modelled it seems strange the Council claims that the new road improves journey times in the city. Since Council has also told me no modelling has yet been undertaken, is there actually any evidence there will be an improvement on current journey times in Hereford or is this Council mis-information, and that journey times will be worse as WSP has confirmed?

**Response**

Preliminary traffic modelling has been undertaken, as reported in the Scheme Assessment Report (Section 6.9, this is Appendix 2 to the Cabinet Report). This modelling included the impact of new housing in the city. Once the preferred route is selected and more detailed design of the scheme is completed, further traffic modelling will be undertaken which will further examine the impact on Hereford's road network.

The results of the preliminary traffic modelling were included in the Phase 2 Consultation (see Consultation Brochure – Appendix C.4 of the Phase 2 Consultation Report, which is Appendix 1 of the Cabinet Report) show improvements to journey times on the A49 through the city, not a worsening as the questioner asserts.

**Supplementary Question**

In your response you have implicitly stated that detailed modelling has not been undertaken. It is claimed that there will be improvements to the A49 through the city but the A49 will no longer route through the city so this does not make sense. My question was about journey times relevant to the citizen of Hereford and journey times in Hereford and not for people who have no interest in visiting and thus bypassing our city. In public meetings and consultation events WSP on questioning has been clear that congestion will worsen as the questioner correctly asserted. This does amount to council misinformation. In order that the council is not economical with the truth to its citizens shouldn't this modelling be accurately undertaken after carefully reading appendix 1 and appendix 2 before concluding any decision on routing.

**Response to supplementary:**

Project director, WSP: It is not correct to think that the only traffic that will use the bypass is that looking to pass through Hereford. There will be a lot of other people who choose to use the bypass who are starting or finishing their journey in Hereford. It is possible to think of lots of different origins and destinations for journeys where people will be using the bypass for part of that journey. It is important that we recognise that the bypass is not simply there for

through traffic, it will also redistribute some of the traffic which either starts or finishes in Hereford. In so doing it will be taking traffic away from some of the existing roads within Hereford and thereby creating relief to those roads. We also have to recognise that there is new growth for the city in terms of new homes and new jobs which will mean new traffic. We then have to look at the net effects of all that taking place alongside the fact that the Hereford transport package is more than just a bypass, it is also the active travel measures which will be encouraging as many people as possible for shorter journeys to be walking and cycling. The further traffic modelling referred to will be able to take account of the interaction of the bypass and the active travel measures. It is not correct to say that we haven't done any traffic modelling, but the further modelling will be more detailed and will take into account the interaction between the bypass and the active travel measures and when that is in place it will be clear the extent of relief that is forecast to occur over the whole of the Hereford city road network.

The journey times for individual journeys will depend on the routes that they follow. Some of those journeys will use the A49 for part of their journey. What number each road will have in the future is unknown. Travelling conditions on the existing A49 will improve when the bypass is in place. The bypass from north to south will make it quicker for through traffic to use the bypass than use the existing route.

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#### Question 14

Ms J Tonge – Hereford

The presentation to Scrutiny says that the red route was the best performing route 'after traffic, engineering and environmental assessments'. How could WSP arrive at this conclusion when environmental surveys were being undertaken the day before the Scrutiny meeting, and so the environmental surveys would be incomplete in arriving at such conclusions?

#### **Response**

Appendix 3 to the cabinet report on today's agenda sets out the work completed to date on which WSP have based their conclusions. The environmental surveys undertaken to date are appropriate for the Stage 2 Assessment. National guidance, e.g. DMRB Volume 11, Section 3, Part 4, covering ecology surveys, only requires completion of a desk study and preliminary walkover survey at this Stage. Data has been gathered in a staged way with initial survey work informing the requirement for more detailed surveys. This approach was agreed with Natural England and the County Ecologist. The data gathered to date has been used together with desk study information, habitat information, and ecological knowledge regarding species behaviour and habitat preferences and is sufficient to inform route selection.

The next stage will incorporate further detailed ecology surveys to identify mitigation measures required for delivery. It is these surveys that are currently being undertaken, in the appropriate time of year.

#### **Supplementary Question**

It is interesting to note that the desktop studies and preliminary studies failed to identify a nationally important orchard of rare cider fruit varieties built up over many years even though the cider apple is the symbol of the council's brand. In view of the lack of detailed information available from the desk top studies on the southern link road and the poor quality surveys undertaken for this second phase of this proposed bypass how confident are the council that

other nationally important environments, habitats and species will not lie in the route corridor being brought forward for selection today?

**Response to supplementary:**

Cabinet member, infrastructure: With reference to the collection of cider apples we have met with the Pippin Trust, understood what their issues are and we are working with them to see what we can do. On the wider question of are there other ecological or environmental issues, there are bound to be environmental issues on a road that passes for 8.5km through open countryside. The point of this exercise is to choose the best performing route of all of the options.

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Question 15

Mrs J Morris – Hereford

The assumed configuration (Highway Standard) of the 'bypass' at this stage is Wide Single plus 1 (WS2+1), although the Scheme Assessment Report raises the question of a dual carriageway as design work progresses and refers to the possibility of additional land being required (para 5.11.9).

Can the Cabinet member confirm that such additional land has been allowed for in the red route corridor and the impacts on property and natural features are for a dual carriageway road?

**Response**

Yes, and this is a consistent assumption across all seven route options. The impacts of the scheme would be assessed in full in the Environmental Impact Assessment at the next stage. The impacts on properties would be the same for either a dual or a wide single 2 + 1 carriageway.

**Supplementary Question**

In view of the impact of air pollution, noise and other dangers is it appropriate for a 60mph carriages to go through the middle of new proposed housing estates planned for west and north of Hereford city?

**Response to supplementary**

Cabinet member, infrastructure: In the context of this question yes I would say that it is. There are many examples around the country of housing built up to the edge of a dual carriageway so we are not doing anything different here. The evidence that supports whether it is producing pollution or is difficult for residents etc. will come out of the business case as we move forward. In the context of Hereford and dealing with its traffic infrastructure and its growth for housing, we will be building houses somewhere and the infrastructure will go somewhere and this is what this process is taking us through.

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Question 16

Mr E Morfett – Hereford

The Cabinet Report at para 101 says that "CPRE Herefordshire, Hereford Green Party, Historic England and the National Trust set out concerns that the proposed bypass could have environmental and heritage impacts and would not deliver the benefits claimed." and

that "These comments will be considered further as the project is progressed. "What will be the process for further consideration?"

### **Response**

The next stage of the process, if the red route is confirmed as the preferred route, will be to prepare an application for planning consent for the Hereford Transport Package (HTP) which includes the development of more detailed design. Comments received during Phase 2 consultation will inform the design process and discussions will be held with consultees throughout the design and assessment process where appropriate. Phase 3 of consultation will then be undertaken on the detailed design of the HTP, including any measures required to mitigate adverse effects identified in the Environmental Impact Assessment. The outcome of that consultation will inform the next decision.

### **Supplementary Question**

The phase 2 consultation did not provide the public any detailed information on the impact on biodiversity. I speak as a fisherman, a geologist and a lover of nature. In fact the very considerable impact on protected species and heritage landscapes was downplayed in summary and ignored in detail. How can this public consultation process and strategic decision be considered in any way valid without these very important facts which are a major threat to the biodiversity of the fourth longest river in this country?

### **Response to supplementary:**

Cabinet member, infrastructure: We will be crossing the river in a 50m corridor. We will protect everything that we need to protect. We will look at every aspect of the environment its ecology and all of the points raised to mitigate to the best advantage available. The people that are advising us will make sure they follow best practice in the delivery of this scheme.

### Question 17

Ms A Simpson – Hereford

Would the Council members please tell us whether they have devised, or are working on, a plan to redress the imbalance in footfall & consequently trade between the 'Old Market' shopping centre & the traditional heart of the City, thereby (if successful) uniting what has in effect become a divided City in terms of the shopping areas, to the particular detriment of the Independent Quarter.

### **Response**

I don't accept that Hereford has become a divided city. The Old Market development has indeed been successful and I welcome this. I am also pleased to note that footfall trend data provided by the Hereford BID team demonstrates that the city centre is performing well in comparison to national high street trends.

That doesn't mean that we can't collectively do more both through transport and public realm improvements, as well as supporting the work of the Hereford BID team who have implemented a programme of events and promotions and are developing wayfinding signage, aimed at increasing footfall throughout the bid area using a one centre approach.

The Hereford City Centre Transport Package includes a range of public realm projects which will regenerate the areas of Commercial Road, Blueschool and Newmarket Street as well as the provision of a new transport hub at the train station. These public realm improvements will build on the improvements delivered on Newmarket Street to ensure improvements to

the public realm consistent with Widemarsh Street and High Street and the works currently ongoing in Commercial Street. We will be consulting on these proposals later this year.

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### Question 18

Dr P Ronan – Breinton

The capital programme report to full Council on 13th July highlighted that the Council will have to undertake £2.96 Million prudential borrowing to fund more consultants' reports to progress the development of the bypass project. How can the Cabinet determine that this road project is best use of borrowed money and will generate a better return than any other investment such as active travel measures, sustainable modes of school transport or investment in social services, libraries, museums or tourism?

### **Response**

The investment of £2.96m (which is not borrowed until it is needed) supports the further development of the detail of the scheme and this provision has been included in the capital programme approved by Council. It does not prevent investment in other valued services. Indeed the council is investing capital funding in precisely the areas that you suggest and more; our current capital programme includes investment in a wide range of active travel measures, libraries improvements, schools improvements, and creating much needed residential nursing care capacity as well as investing in improving our roads and supporting the growth of our economy.

The strategic outline business case for the Hereford Transport package sets out the benefits that will be delivered by the bypass project and a package of active travel measures and demonstrates a robust case for investment. This can be seen on the council's website. The outline business case will further develop the case for the package and value for money based on a bypass on the red route and a package of measures.

### **Supplementary Question**

The strategic outline business case is for delivery of a road from the A465 south Hereford to the A4103 Worcester Road. This is not the Hereford transport package that the cabinet are considering today. The strategic outline business case appears to have underestimated the cost of this road and overestimated the benefits. Would the cabinet member please confirm that the road project being considered by cabinet today will really deliver a further 5,134 jobs on top of the 5,000 jobs the southern link road business case claims it will deliver as a separate standalone road project?

### **Response to supplementary:**

Cabinet member, infrastructure: I cannot guarantee or suggest exact numbers. It is the principle of growth that we are talking about and what has been agreed over a number of years with the core strategy. We are aiming to produce more jobs, more investment into those jobs, we have an enterprise zone that is designed to do just that and we are investing in it to produce more jobs. We have strategic and other housing sites will deliver housing. This infrastructure is necessary to make it happen. If we do not do it we will not produce any jobs extra that we are looking for. This council has three planks of being, one is for children's safeguarding, adults' wellbeing and economic growth. Economic growth comes from investment in infrastructure. We have been looking at this for over 10 years and we believe that we need to move forward to produce growth and this is why we are choosing a preferred route for the bypass today.

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**Question 19**

Ms K Sharp – Hereford

The Red route has a significant adverse impact on the Community Farm at Warham, which supports over 60 people with disability and learning difficulties at a very low cost to the Council. What costs relating to the loss of this facility have been included in the costs to the Council for this road project?

**Response**

I refer to the response given to public question 5 above.

No costs relating to a loss of this facility are included. The basis for the costs estimates for the project at this stage (which are for the process of route comparison) are set out the Scheme Assessment Report contained within Appendix 2 of the cabinet report. As the project is developed detailed cost estimates will be developed for the bypass and the active travel measures to inform future decision. These detailed cost estimates will include an estimate of land acquisition and compensation/relocation costs as appropriate.

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**Question 20**

Mr T Geeson – Hereford

Can the Cabinet member confirm that no roads or public rights of way will be closed i.e. reduced to dead ends by the choice of the red route as it passes through Breinton?

**Response**

Where public roads and public rights of way are affected by the Preferred Route the project team will consult fully with affected statutory bodies, interested groups and individuals to agree suitable alternative arrangements. Where appropriate local diversions will be provided, this will improve safety and connectivity on the network. The integrity of public rights of way will be maintained.

**Supplementary Question**

My original question asked the cabinet member to confirm that no roads or public rights of way in Breinton would be closed by the red route. The answer cannot confirm this so I assume that there will be some.

The additional information on embankments, cuttings, junctions etc contained in the new reports is causing considerable concern amongst local residents. The Scrutiny Committee were told that these were indicative designs. Can the Cabinet member confirm that these indicative designs are what the consultants prefer, what they will continue to work on and what will be built unless some new constraint emerges or the consultants are given different instructions? If these designs are not being worked on then what was the point of including them at this stage?

**Response to supplementary:**

Cabinet member, infrastructure: The consultants are instructed to ensure that every right of way and road is considered in the end design and ensure if there are any roads, routes or rights of way that are potentially to be closed there will be mitigation in place to make alternative arrangements. We expect the integrity of the network to be maintained. Information will be available at the next consultation. Until we have the full design potential

including all the cuttings and infill and embankments required we will see emerging issues and problems which we will be addressing.

Project director, WSP: the approach followed through development of the Hereford transport package is a proportionate approach, we have moved from 24 options to seven and once a preferred route is selected we will have one. What we had to do for the seven options was to do a consistent and comparable exercise so that we could compare them all on a like for like basis. In the next stage we will look at the designs in more detail which will include heights of embankment, depth of cutting and so on.

Cabinet member infrastructure: the process for major road building schemes which we must follow is set by the Government. Movement of earth is comparable to the site itself. We do not wish to move thousands of tonnes of earth of site offsite, we must deal with cuttings and fill according to the amount that has to be moved on the site. Along the Breinton area all the way from the River Wye to Kings Acre there is some quite big cuttings and where there are cuttings that earth has to be put in context of the road and there will be some embankments.

A further written response was provided as follows:

Indicative designs were provided to suggest how embankments, cuttings, junctions etc may be addressed for the purposes of comparing possible bypass routes. Until the next phase of the work is undertaken analysing further the detail of the route and potential mitigations it isn't possible to say whether these indicative designs will be further developed or if alternative designs will be required. Consultants have been required to follow appropriate national design guidance, and will continue to do so.

### Question 21

Ms J Milsom – Hereford

The selection of the preferred Red Route for the Hereford bypass will cross directly through Hereford Community Farm making this vital service unworkable. Cllr Price and his team met with representatives and families on 1st Feb & 6 March and should now be fully aware of the devastating impact this will have. In the Equality impact assessment p28/29 section 5.2.9 & 6.1.1 recognises the potential loss of this facility - what does Cllr Price and his cabinet propose to do to enable the continuation of this essential service and what assurances is he prepared to give now to the people affected and the proprietors who lease this site to allay fears over its closure and to ensure the continued viability of the business?

### **Response**

I refer to the answer given to public question 5 above.

### **Supplementary Question**

I would like it noted that there are only two sole operators of Hereford Community Farm, myself and Mr John Trimble. The landlord is purely the landlord. He has nothing to do with the operation of Hereford Community Farm and for him to confirm that he sees no reason why the farm should not continue if the bypass is built is therefore irrelevant.

In the route selection report appendix 4, reference is made to policy SC1 of the Herefordshire local plan core strategy which requires that existing community and social facilities will be retained unless it can be demonstrated that they can be replaced in terms of size, quality and accessibility. It also states that Hereford Community Farm is a community asset and how it is effected by the bypass would likely be considered as an important and



relevant matter material to the decision. Councillor Price references detailed discussions. I would like to know when these have taken place for him to arrive at his decisions and I would like to know going forward that those decisions will be with the proprietors and not the landlord in our absence so that there is clarity and transparency.

**Response to supplementary:**

Cabinet member, infrastructure: We have met twice at the community farm and you were present at both of those meetings. The first meeting was around getting to know what you did, how you did it and the impact on your business and the people that you serve. The second meeting was more around how we can work with you to allow you to continue going forward. That meeting came away with a definite move that the community farm wouldn't continue with any route that was there. However I do believe that the community farm serves a purpose and officers will be having many meetings with you as to how you can best go forward, whether it is on that site, a change within that site or another site. We will be working with you as we move to the next stage consultation as to how the preferred route will impact on your business. I have had the same number of conversations with the landlord as with the proprietors. He has a view, you have a view and I have to take into consideration what that view is. I understand that he is willing to allow considerable changes within the site and is investing in the property the farm occupies and planning permission has been sought.

Question 22

Dr N Geeson - Hereford

If plans for the Red Route proceed, there will be a need to mitigate various impacts. Can the Cabinet member confirm that mitigation measures will be located adjacent or close to the route, within the Parishes affected rather than elsewhere in the County?

**Response**

I can confirm that the project will follow best practice to mitigate on site as close to the source of impact as possible.

**Supplementary Question**

The proposed red route with high level viaduct will have significant adverse effects on the ancient woodland adjacent to the River Wye SAC SSSI. The new national planning framework, published this week, seeks to increase protection from disturbance for ancient woodland and other trees unless "there are wholly exceptional reasons" not to. If Herefordshire Council believes that there are wholly exceptional reasons to approve the red route please can these be listed now?

**Response to supplementary:**

Cabinet member, infrastructure: In the selection of the red route as the best performing route there were only ever two possibilities for the crossing of the River Wye. One of the reasons the red route was chosen in that sector was that it missed historic woodland on the north side of the river. The other river crossing would go through two sections of that wood and although there is a gap it was considered that that gap was a run between the two woods and it was considered better to go closer to the city.

In the context of the regulations I believe that for the betterment of Herefordshire the reasons in a planning context is that this route is a benefit and we could argue the case against the ecology but I don't believe we are damaging specifically the special area of conservation of the River Wye.

Marc Thomas, WSP – with regards to the SAC and SSSI early consultation with Natural England already concluded about a viaduct solution across that feature which avoids any direct impact into that watercourse. The SSSI and SAC is specific to the River Wye itself. That mitigation has already been incorporated into all the shortlisted designs including the red route. We are avoiding direct impact on ancient woodland though we have acknowledged with our reports that we are still within the protected 50m buffer. That will be looked at in the next stage of the scheme in terms of looking at the design both in terms of tweaking the alignment or minimising the footprint to take ourselves outside of that buffer. The same for ancient and veteran trees. The red route had one of the least impact on those features hence that went into the route selection report and was one of the factors considered. We are still affecting some of those features and again we go through the same design exercise to try to minimise and review that impact.

The information on the potential options for mitigating those impacts is described in the stage 2 environmental assessment report, appendix 3 to the report. Discussions with Natural England have been ongoing and quite extensive and they have made the very same point but equally understand the complexity of designing a highway through this impact. If impacts are remaining then we are entering the realm of mitigation and compensation for that which again is outlined in the stage 2 environmental assessment report and those discussions will be ongoing with Natural England.

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### Question 23

Mr R Hunter – Hereford

The proposed Red Route would pass through the Pippin Trust's orchards which contain a nationally important collection of 150 different varieties of cider fruit and it would destroy the integrity of a collection which has taken many years to plan, propagate and establish. The orchards could be saved by diverting a short section the Red Route some tens of metres to the east to join the Orange then Cyan Routes before re-joining Red Route south of the new King's Acre Road roundabout. The assessments of these routes, completed as part of the phase 2 consultation, indicate that little environmental detriment would result. Is such a minor route diversion not feasible, justifiable and worthwhile in this case? Will Cabinet please resolve that the Phase 3 Consultation should seek the answers to these questions?

### **Response**

Thank you for providing detailed information on the Pippin Trust's orchards. As part of the next stage of design the project team will consider in more detail the impacts of the Preferred Route and any potential mitigation, compensation and, where possible, enhancement. The project team and I recently met with you and your group and it was a useful opportunity to discuss the impacts of the proposed preferred route on the orchard and potential mitigation.

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Question 24

Mr S Kerry – Hereford

Given the overwhelming public support for the active travel measures outlined in the proposals for a bypass, the reality that some of these cannot be commenced with the existing traffic flows on the A49(T) what assurance can the Cabinet Member give that all measures achievable before detrunking will be implemented and that those depending on detrunking are viable in spite of forecasted traffic flows from local traffic on the existing roads once the bypass is built?

**Response**

It is very encouraging to see such a high level of support for the Active Travel Measures as they are an integral part of the Hereford Transport Package. Once the Preferred Route is agreed, work will be undertaken to work up the outline proposals contained in Appendix 6 to the Cabinet Report (the Active Travel Measures report) in more detail.

It is true that part of the proposed Active Travel Measures could not be implemented without a bypass in place, and that it may be possible to bring forward some of the other measures in advance of a bypass. An assessment of what measures can be delivered in advance of a bypass will form part of the next stage of the work. Please be assured that the Council is committed to ensuring that the Active Travel Measures play an important role in the transport strategy for the city.

**Supplementary Question**

The active travel measures are overwhelmingly popular and very important as part of the package and I am grateful for the answer to the first part of the question that some of those will be progressed before the bypass is completed where they can be. If the bypass actually does reduce through traffic but the new housing measures increase local traffic and the present route of the A49 whatever it might be called remains as busy as ever, are all the active travel measures listed in report actually deliverable or are some aspirational?

**Response to supplementary:**

Cabinet member, infrastructure: Within what we are considering is how we change the culture of people using bicycles, walking, public realm and deal with the development of the university all together. The culture will be forced to change in the city centre because of those active travel measures. There will always be an element of people that will not participate in active travel measures because they live 20 miles outside the city and wish to come in and shop at the supermarkets etc. but we as part of the active travel measures initiative in the Hereford transport plan have to consider making a culture change rather than asking for a culture change. That is what the design going forward is going to look at, what do we do with the freed up capability of the city centre to enable active travel measures to be 'forced upon' people to participate rather than continue to use the motor car in the city centre. The active travel measures are being worked up - taking account of the complexity of growth, housing and introduction of the university – there is a considerable amount of work going ahead to make sure the city centre becomes a place where people feel happy to choose to walk or cycle rather than battle against cars and HGVs. All the active travel measures is the intention. Once a preferred route is selected we can work up the corridors of active travel, whatever they look like in the final design. The bypass route will also be an active travel measure route as well as for through traffic.

Question 25

Ms D Toynbee – Hereford

At para 5.1.4 of Appendix 2 of the Cabinet report, the A49 North and South of Hereford have the same projected figure of 19900 AADT. Can the Cabinet member clarify and comment on the fact that these two measurements are identical, and on the dramatic increase in traffic this figure represents over the current volume of approximately 13500 AADT?

**Response**

The 19,900 Average Annual Daily Traffic (AADT) figures referred to are initial traffic forecasts for 2026 with the bypass in place; the nationally recognised WEBTAG modelling has produced the identical figures. For clarity, the July 2016 traffic flows are 13,200 AADT on the A49 to the north of the city and 15,600 on the A49 to the south. The projected increases are due to:

- a) the background growth in traffic flows over this ten year period (based on national projections) - this is the predominant effect;
- b) diversion of existing traffic from other routes (such as the Canon Pyon Road in the north and Grafton Lane and Haywood Lane in the south) as traffic is attracted to using the higher quality bypass and away from the smaller and less suitable roads. This is a key benefit of the bypass and the Southern Link Road – to encourage traffic away from using unsuitable 'rat runs' through rural communities.

The detailed modelling at the next stage will confirm these figures.

Question 26

Mr L Lagoutte – Hereford

The council states that its transport plan will provide 'attractive alternatives to the private car for journeys within the city'. We are told it will 'continue to support a core bus network', but this core bus network is inadequate and shrinking. Which bus routes is the council planning to improve and expand, in line with its stated aims and values?

**Response**

The active travel measures report contained in Appendix 6 of today's cabinet report provides an update of the development of the walking, cycling, public realm and public transport projects which would form part of the Hereford Transport Package with the bypass. Further development work will progress subject to today's decision and the detail of the proposed package will be presented in a future cabinet report and this would set out any proposed public transport improvements to be delivered.

Question 27

Ms H Powers – Breinton

The capital programme report to full Council on 13th July highlighted that the Council will have to undertake £2.96 Million prudential borrowing to fund more consultants' reports to progress the development of the road project. How can the Cabinet determine that this road project is best use of borrowed money and will generate a better return than any other

investment such as Active Travel measures, sustainable modes of school transport or investment in social services, libraries, museums or tourism?

**Response**

I refer to the answer given to public question 18 above.

**Supplementary Question**

Traffic congestion is noticeably reduced in the school holidays. £6.1m has been spent on consultation already. How many school buses would that fund, reducing congestion during term time by up to 50%? Would the council consider that?

**Response to supplementary:**

Cabinet member, infrastructure: we constantly are told that there is less traffic in the holidays but the reality of the traffic in Hereford is that many people who travel in and around Hereford choose to do it before or after the school traffic. This was a conversation we had with our consultants in the last week. If the council paid for more buses that is a consideration as part of a project just for school traffic. I don't believe that the lack of traffic is necessarily just because of the school holidays, people are choosing to travel at different times going to work earlier and coming back later. We therefore find traffic congestion at different times of the day in Hereford.

Cabinet member, shaw: Funding for a capital project is quite different to adding to revenue expenditure for the council. There are all kinds of problems in the choice of school that parents send their children to whether they are within the catchment area or not. A lot of children travel with their parents as they are heading into work. The way of changing the mode of children travelling to school I think comes down to enabling far more children to walk or cycle through the city centre on roads which are subject to 20mph limits and subject to improved cycle and pedestrian walkways.



## Councillors' questions at Cabinet – 27 July 2018

### Question 1

Councillor Matthews – Credenhill Ward

To: cabinet member infrastructure

The Cabinet Member for Infrastructure would have us believe the new road would greatly curtail traffic in the city centre and drastically reduce noise and air pollution, however engineers have confirmed an additional 26,000 vehicles in the system would result in all access routes being more congested.

He also states that the local economy will prosper from the road, yet local businessmen repeatedly inform us that they want an E route, and access to the nearby motorway and not to an inferior road system.

The proposed route would cause considerable environmental damage, in particular to the River Wye SAC and SSI and wildlife habitats.

Does the Cabinet Member agree that several of the main benefits he forecast are flawed, and that it is time he came up with more economically beneficial alternative and deliverable options which are readily available?

### **Response**

No I don't. The evidence is clear that an eastern route is not an option given a number of considerations not least of which are the significantly greater environmental impacts. The evidence is equally clear the Hereford Transport Package, including the bypass and a number of complementary active travel measures, is deliverable and that the proposed preferred route is the best performing of the options. Councillor Matthews may continue to make his unsubstantiated claims (such as a recent assertion at General Scrutiny Committee that the choice of route had been made two years ago – it had not; a corridor for the bypass was included in the core strategy approved by Council) in an attempt to subvert the will of both Council and the county but I am satisfied that the case for the western bypass remains sound and in Herefordshire's best interests.

### **Supplementary question:**

When I listened to the debate this morning I have come to the conclusion that every time our consultants and engineers are questioned on this issue they move the goal posts. They clearly told us at Breinton that these extra 26,000 vehicles would result in constant and heavy congestion on all feeder roads into the city. Since then they have started to move and shuffle.

I thank Councillor Price for his reply. Obviously we are miles apart and the main benefits you forecast are flawed and I think if an independent person looked at what I had said and reviewed it they would be more likely to agree with me than with you.

This main expenditure won't come for another few years. We are already on £150m. I spoke with some engineers the other day who had just built a couple of bridges of a similar nature up north and each bridge cost £150m. So with inflation, rising cost of materials etc do you agree that when construction of this road starts it will be nearer £300m?

### **Response to supplementary:**

Cabinet member, infrastructure: You have thrown in a whole bunch of scenarios in there that are your views. I accept your views for what they are. The council's consultants will tell me

which route is likely to cost this amount of money and this will be the evidence that we expect to go forward. If we go forward five years and we haven't built the road then I am sure inflation could have an impact, Brexit could have an impact I don't know what the end result of it will look like but at this moment in time to choose this red route we have a comparator in the cost today of other routes. As we build the business case and our partners who wish to support us as a priority scheme they will be fully aware of road building costs because we are only a minnow in the sea of big schemes in this country and they will be absolutely aware of cost increases as they happen. I would choose to use the views of our consultants in telling me what the road is going to cost and why it is going to change. Your guess is as good as mine as to what impact inflation may have over a point of time.

I do disagree with your figures. Your bridges that you quote as £100m probably cover something significantly different from what we are trying to do. They are not like for like. The evidence we have for costs for this road are borne out by the methodology that we have to follow and Highways England and the Department for Transport are fully aware of it because it is the process they require us to follow.





<b>Meeting:</b>	<b>Cabinet</b>
<b>Meeting date:</b>	<b>Thursday 27 September 2018</b>
<b>Title of report:</b>	<b>Youth Justice Plan 2018-2019</b>
<b>Report by:</b>	<b>Cabinet member young people and children's wellbeing</b>

## Classification

Open

## Decision type

This is not an executive decision. Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

## Wards affected

All Wards

## Purpose and summary

To review the draft Youth Justice Plan 2018/19 at appendix a, and agree for the plan to be considered by full council.

The Youth Justice Plan (the plan) forms part of the council's budget and policy framework and is reserved to full council to approve.

The plan is prepared on an annual basis on behalf of Herefordshire, Shropshire, Telford and Wrekin and Worcestershire councils. The basic plan preparation is undertaken by the West Mercia Youth Justice Service according to the deadlines and content requirements set by the Youth Justice Board for England and Wales (YJB).

The 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.

Under section 40 of the Crime and Disorder Act 1998, each council has a duty to produce a 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 YJB.

The plan for 2018/19 was prepared in June 2018 in line with guidance issued by the YJB in May 2018. The draft plan was agreed by the West Mercia Youth Justice Service Management Board

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Further information on the subject of this report is available from  
 Keith Barham, head of service West Mercia Youth Justice Service (YJS) Tel: 01905 732200 or  
 Chris Baird, director for children's wellbeing Tel: 01432 260264, email: cbaird@herefordshire.gov.uk

on 12<sup>th</sup> July 2018.

## **Recommendation(s)**

**That:**

- (a) The Youth Justice Plan 2018/19 (appendix a) be recommended for approval by full Council.

## **Alternative options**

1. There are no alternative recommendations because it is a function of the committee to make reports or recommendations on matters within the budget and policy framework of the council.
2. The Youth Justice Plan is required to be produced on an annual basis and the draft has been approved by West Mercia Youth Justice Service management board; one alternative option would be to amend the contents of the plan prior to approval being sought by full council, however the practical implications of this would be that any amendments would need to be approved by the management board, as required by the Youth Justice Plan Guidance issued on behalf of the secretary of State by the Youth Justice Board for England and Wales, and by the Councils of the three other Local Authorities in West Mercia.
3. The Youth Justice Plan be recommended to full council for approval but with recommendations for the management board to consider in preparing the Youth Justice Plan for 2019/20.
4. In addition the council could choose not to endorse the adoption of the youth justice plan 2018/19; however, this is not recommended as it is a statutory requirement for the plan to be approved by full council; therefore there are no practical alternative options.

## **Key considerations**

5. West Mercia Youth Justice Service is a multi-agency, multi-disciplinary service which delivers statutory youth justice services across West Mercia. Youth justice services are defined in the Crime and Disorder Act 1998, but in summary carry out joint decision making with Police for second and subsequent Youth Cautions and all Conditional Youth Cautions, provide reports and information to the Courts to aid remand and sentencing decisions, provide bail information and supervision, carry out case management of community sentences and manage and provide through care of young people receiving custodial sentences. The services are delivered from community based teams aligned to each of the four Local Authority areas. The Herefordshire team is based in Hereford.
6. The service is accountable to a management board comprising senior officers from each of the statutory youth justice partnership agencies. Herefordshire Council's management board representative is the Director for Children's Wellbeing.
7. The annual Youth Justice Plan sets out how the service is structured and resourced and outlines the 2018/19 improvement action plan for the service addressing the priorities agreed by the management board. A short review of 2017/18 and commentary on the service's performance against the national youth justice indicators is also provided along with some specific data on Herefordshire at appendix 4. The key priorities for 2018/19 and 19/20 are:-

- Priority 1: Our People
  - 1.1 Promote in-service progression and ensure that appraisals are used effectively
  - 1.2 Strengthen staff development programmes
  - 1.3 Improve staff morale, motivation and encourage engagement
- Priority 2: Our Partnerships
  - 2.1 Improve multi-agency engagement at high risk and decision making meetings
  - 2.2 Ensuring young people's mental health needs are met
  - 2.3 Review and improve policy and practice in relation to out of court disposal decision making thereby contributing to a reduction in the number of first time entrants
- Priority 3: Our Performance, Quality and Practice
  - 3.1 Develop our quality assurance and performance framework in collaboration with our partners
  - 3.2 Ensure adequate interface with Children Services information systems
  - 3.3 Develop our practice and encourage innovation
- Priority 4: Our Governance
  - 4.1 Communicate our vision and priorities to our staff, partners and stakeholders
  - 4.2 Develop Board Member links to WMYJS to support service development and improve engagement with staff and service users
  - 4.3 Anticipate and mitigate future risks to the long term delivery of our vision

Actions addressing each of the priorities are also included in the delivery plan on pages 15 to 17 of the plan.

- 8. Although there is overlap in the priorities from the 2017/18 plan the 2018/19 plan provides a greater emphasis on developing the staff of the service, and more focussed on areas for improvement identified through the management board workshops and the independent scrutiny provided through the pilot inspection.
- 9. The Youth Justice Service is subject to three national indicators. Performance against the indicators is outlined in the plan and actions identified to address the risks to performance improvement. The Herefordshire specific information is set out on pages 24 to 27 of the plan.
- 10. First time entrants. There were 72 in 2017, which is a decrease of 14 from 86 in 2016. This is out of 16,101 young people aged 10-17 in Herefordshire and represents less than half of one percent of this group ie fewer than one in every 200. The actual numbers are therefore very small. The general trend in Herefordshire has been downward since 2012.

11. For the purposes of the youth justice service the indicator is expressed as the number of first time entrants to the youth justice per 100,000 youth population. This rate was 447 for Herefordshire in 2017, continuing a year on year reduction that sees the 2017 rate statistically significantly lower than in 2012. The Herefordshire rate is higher than the rate for West Mercia, 354 and for England 295. Given the small numbers and expression as a rate, the comparison with West Mercia is not statistically significant, but the comparison with the rate for England is.
12. The reasons for the higher than expected rates of first time entrants in West Mercia is not fully understood, and given the very small actual numbers it is difficult to draw conclusions from individual years. HMI Probation judged that the joint decision process for out of court disposal in West Mercia is the main driver. Out of court disposals are a method of resolving offences without prosecution before the court, and include the informal disposal of community resolution and the formal Police sanctions of Youth Cautions and Youth Conditional Cautions. It is planned to implement revised out of court disposal decision making processes during 2018/19.
13. The second indicator is about the use of custody, which is measured as the number of custodial sentences per 1,000 youth population. The use of custody performance for 2017 was 0.06, this is an improvement on 2016 when it was 0.19, and better than for West Mercia, 0.16 and England 0.39. However, due to the small numbers involved (one custodial sentence in Herefordshire in 2017 and three in 2016), none of these differences are statistically significant.
14. The third indicator is re-offending. There are two measures which both measure re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed that young person in the cohort. The first, the frequency rate, is the average number of re-offences per offender who re-offends. The second measure is the proportion (%) of the cohort who re-offended. Due to the way the Ministry of Justice measure this indicator there is a delay in the results being published. The most recent data available for the preparation of the plan was for the cohort identified between July 2015 and June 2016, whose re-offending was tracked for 12 month period until June 2017.
15. The frequency measure for Herefordshire for this period was 3.47 offences per re-offender compared to the West Mercia and England performance of 4.04 and 3.83 respectively. The proportion of the cohort re-offending was 43.0%, not significantly different to West Mercia's 33.9% and England's 41.9%. When taken together although there are proportionately more young people re-offending in Herefordshire than West Mercia as a whole, they are re-offending with less frequency. The service is participating in research to identify the prevalence of adverse childhood experiences (ACEs) in young people in the youth justice system. There is a growing evidence base suggesting that young people who have experienced ACEs need to have those issues addressed before any work to prevent re-offending is likely to be effective. The research outcomes will be used to inform changes in practice in the future.
16. The service was subject to a pilot joint inspection at the end of 2017/18. As the primary purpose of the inspection was to test a new inspection methodology and framework the inspectorate did not publish an inspection report. Commentary on the inspectorate's findings is provided in section 2.4 of the plan. Although the service was judged as requiring improvement overall, across the 12 inspection standards, one was rated inadequate, four requiring improvement and seven rated good. An improvement plan to address the findings of the inspection has been agreed by the management board, and the actions from the improvement plan have been included in the delivery plan on pages 15 to 17 of the Youth Justice Plan.

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Further information on the subject of this report is available from  
Keith Barham, head of service West Mercia Youth Justice Service (YJS) Tel: 01905 732200 or  
Chris Baird, director for children's wellbeing Tel: 01432 260264, email: cbaird@herefordshire.gov.uk

## Community impact

17. The principal aim of the youth justice system is the prevention of offending and re-offending by children and young people. The plan sets out an action plan to address the significant risks identified.
18. The plan directly supports two Herefordshire Council corporate priorities;  
  
Enable residents to live safe, healthy and independent lives and to keep children and young people safe and give them a great start in life.
19. The plan supports the council's corporate plan priorities to keep children and young people safe and give them a great start in life; and enable residents to live safe healthy and independent lives. In addition the plan supports priority two of the council's Health and Wellbeing Strategy, in working to reduce offending, anti-social behaviour and re-offending by young people.
20. Reducing the number of first time entrants and the number of repeat young offenders in the youth justice system has been adopted as a key priority area in the Herefordshire Community Safety Partnership strategy for 2017/20 and the Youth Justice Plan directly supports this priority.

## Equality duty

21. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:  
  
A public authority must, in the exercise of its functions, have due regard to the need to -
  - (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
22. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services. Our providers will be made aware of their contractual requirements in regards to equality legislation.
23. The 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 their individual needs are assessed and assisting them in accessing services that meet their needs.

## Resource implications

24. The council's 2018/19 financial contribution to YOS is £197,475. This is budgeted for in the Medium Term Financial Strategy (MTFS) and is sufficient to deliver the youth justice plan.

## **Legal implications**

25. This is a budget and policy framework item, which requires Cabinet to make a recommendation to full Council in line with the Part 3, section 3 of the council's constitution.
26. The council has a statutory duty, as set out under section 40 of the Crime and Disorder Act 1998, to formalise and implement for each year a Youth Justice Plan, following consultation with the relevant persons (police, probation and health services) as set out in section 38(2) of the Act. The plan must set out how youth justice services in the local council area are to be provided and funded; and how the youth offending team established by the local council are composed, funded, how they are operated and what functions they are to carry out. Plans must be submitted to the Youth Justice Board for England and Wales in a form and by a date set by the Secretary of State.
27. The plan appended to this report, when submitted to the Youth Justice Board, will meet this statutory duty.

## **Risk management**

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

## **Consultees**

29. Herefordshire Council, Shropshire Council, Telford and Wrekin Council, Worcestershire County Council, West Mercia Police, the National Probation Service, CCGs and the Office of the West Mercia Police and Crime Commissioner have been consulted through their YJS management board representatives who agreed the plan on 12<sup>th</sup> July 2018. The Herefordshire Council management board representative is the Director for Children's Wellbeing.
30. The content of the plan was informed by two workshops attended by the management board representatives or their delegates.

## **Appendices**

31. Appendix A – West Mercia Youth Justice Plan 2018/19

## **Background papers**

32. None identified

# WEST MERCIA YOUTH JUSTICE PARTNERSHIP



## YOUTH JUSTICE PLAN

2018/19



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## 1.0 INTRODUCTION

### **Introduction from Karen Bradshaw, Chair of West Mercia Youth Justice Service Management Board and Director of Children Services, Shropshire Council**



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

During 2017/18 the service, whilst still embedding the changes to the information system, assessment framework and service re-structure, also experienced churn within the leadership team, so it was pleasing to see, in the pilot inspection undertaken at the end of the year, that our assessments were rated as good and despite the changes within the management team throughout the year staff reported that they found managers supportive in carrying out their role. More information on the pilot inspection is provided in section 2.4, and there is an agreed inspection improvement plan, the actions from which have been incorporated in the delivery plan in section 3.4 of this plan.

There is a mixed picture in respect to the service's performance against the national outcome indicators. Performance in relation to the rate of young people receiving a custodial sentence has improved between 2016/17 and 2017/18 from 0.27 to 0.11 custodial sentences per 1,000 youth population, and this rate is significantly below the national rate of 0.38. The first time entrant (FTE) rate for 2017 is at 354, which is above the national rate of 295, however the performance is an improvement on the previous year when it was 408. The inspection team judged that the higher than might be expected rate of FTEs in West Mercia is due in large part to the out of disposal system in West Mercia and one of our key actions for 2018/19 is to revise that system, further commentary on this is provided in section 2.6. The proportion of young people re-offending (July 15 to June 16 cohort) is 33.9% which is significantly lower than the national rate at 41.9%, and an improvement on the previous year when it was at 36.9%.

The priorities for 2018/19 and 2019/20 are a result of joint management board and management team workshops, informed by a range of information including a review of the Youth Justice Plan 2017/18 and the unpublished pilot inspection report, and are based on the four themes of;

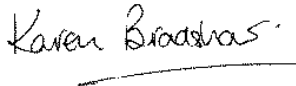
Our People  
Our Partnerships  
Our Performance, Quality and Practice; and  
Our Governance

The service and 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. The board are committed to promoting better joint work between the service and other agencies at a local level. A particular focus for the year is better sharing of information between the children social care services of the Local Authorities and the service and securing better engagement of partner agencies in the planning for high risk offenders.

### 1.1 Approval of the Plan

This plan was approved at the West Mercia Youth Justice Service Management Board held on 12<sup>th</sup> July 2018

Signed:



Date: 12<sup>th</sup> July 2018

**Karen Bradshaw**  
**Chair – West Mercia Youth Justice Service Management Board**

## 2.0 Review of 17/18

### 2.1 Changes to Service Delivery Arrangements

When the service was re-structured in November 2016 the Management Board agreed to keep the structure under review. The experience throughout 2017/18 demonstrated that the service has limited capacity within the management team. The team managers and senior practitioners were primarily engaged, during 2017/18, in building the new teams and embedding and improving the quality of AssetPlus, and capacity in the management team to progress other service development tasks and Youth Justice Plan actions was limited. As a result the Management Board have agreed to the establishment of an additional 2.0 fte management and administrative posts and adopted a two year financial plan until March 2020 in order to support these.

### 2.2 Review of Key Developments

The Youth Justice Service Management Board agreed seven main priorities for 17/18. The following developments were achieved during the year:-

Priority: Reducing First Time Entrants to the Youth Justice System

- Completed the bureau evaluation
- Developed a screening tool to be used in a revised out of court disposal system
- Scoped a FTE analysis

Priority: Reduce custody and young people entering the adult criminal justice system

- Revised the Management of Risk Policy
- At a local team level work has commenced to map the pathways into other services
- Commenced research on prevalence of adverse childhood experiences in young people in justice system

Priority: WMYJS Interventions are of a consistently good quality

- Revised the assessment and planning quality assurance tool
- Partnered with Worcester University to recruit students as learning mentors for young offenders
- Reviewed reparation activities and implemented a reparation development plan
- Developed a new gate keeping tool for reports

Priority: We have systems in place to understand young people's journey through our services.

- Reviewed youth justice substance misuse provision and implemented recording on the NDTMS
- Undertook a detailed analysis of the mental health needs of young people in the justice system
- The Management Board reviewed actions being taken to secure appropriate education placements for young people
- In partnership with the national Youth Justice SEND project commenced a SEND self assessment

5

Priority: The voice of service users directly impacts on service delivery

- Commissioning ViewPoint and work to develop service user feedback questionnaires

Priority: Team morale is good, staff feel enabled and have the tools required to do their job effectively

- Development of an in-service progression pathway to enable unqualified staff to progress to management
- Delivery of assessment and planning training
- The arrangements for covering out of hour courts have been reviewed and revised
- Development of a service domestic abuse policy and guidance

Priority: The Management Board and operational staff are working together with clear collective responsibility for improving outcomes for young people

- Key management board member visits to area teams

## 2.3 Thematic Inspections

The WMYJS Management Board considered the findings of the thematic inspection report “The Work of Youth Offending Teams to Protect the Public” and approved an action plan addressing the main recommendations.

## 2.4 Pilot Joint Inspection

WMYJS was subject to an unpublished pilot joint inspection in late March/early April 2018. The Inspectorate found:

“There are many strengths of the youth justice practice in West Mercia. Staff carry out assessments of children and young people and implement and review court orders well. Their planning is not as strong, although managers have taken recent action to improve the planning skills of their workforce. Staff have a strong focus on the safety and well-being of young people and place a high priority on continuity of the relationship between professional practitioner and the child or young person. That relationship is the basis for achieving positive change for children and young people who have offended. Work to protect victims and apply restorative justice principles is less well developed.....”

There is a well-supported management board; however, there were areas where the board could have done more to drive the service. They had not developed an effective response to the relatively high number of first-time entrants, and information-sharing between the Youth Offending Team and children’s services was short of current best practice. Additionally, West Mercia does not have a clearly stated vision for its service.”

Overall the service was judged to be requiring improvement, however across the 12 main standards; there was one inadequate, four that required improvement and seven good. The seven good ratings were for quality of practice standards in assessment, implementation and delivery of interventions and for joint working on out of court disposals. The inspectorate made five main recommendations:

1. Develop a clear vision for the service, outlining its underpinning values.
2. Reconfigure its decision-making process on out of court disposals to make sure that children and young people are considered for the full range of disposals available.
3. Identify ways that information-sharing between YOT practitioners and local authority children’s services departments can be improved through the use of technology underpinned by an effective information-sharing agreement.

4. Develop the intervention planning skills of the workforce to make sure the plans drawn up between children and young people and their supervisors to implement court orders are comprehensive and based on the assessment.
5. Make sure that practitioners understand child and adolescent mental services thresholds and are able to help those children and young people who do not meet the criteria for mental health services

The findings of the inspection have informed the planning process and priorities for 2018/19 and there is an inspection improvement plan in place. The actions from the inspection improvement plan are included in the delivery plan in section 3.4.

## **2.5 Views of Young People**

Previous plans have included information taken from the annual HMI Probation survey of young people on court orders held by West Mercia Youth Justice Service. The last survey was conducted in the last quarter of 2016/17 and was reported on in the Youth Justice Plan 2017/18. The service has commissioned ViewPoint, an internet based service user feedback tool, in order to collect service user feedback for the future. The service has been working with ViewPoint in the latter part of 2017/18 to develop the specific questionnaires, and implementation will be in 2018/19.

Young people, however, complete a self-assessment as part of the YJS assessment, review and closure process. From an analysis of self assessments completed in 2017 young people identified the following areas that YJS helped most with in relation to stopping offending:

- Understanding the risks of offending and the consequences for themselves and others
- Managing anger and controlling temper
- Finding an appropriate job/ETE placement
- Managing problems and problem solving
- Reducing drug use
- Addressing mental health issues and reducing stress

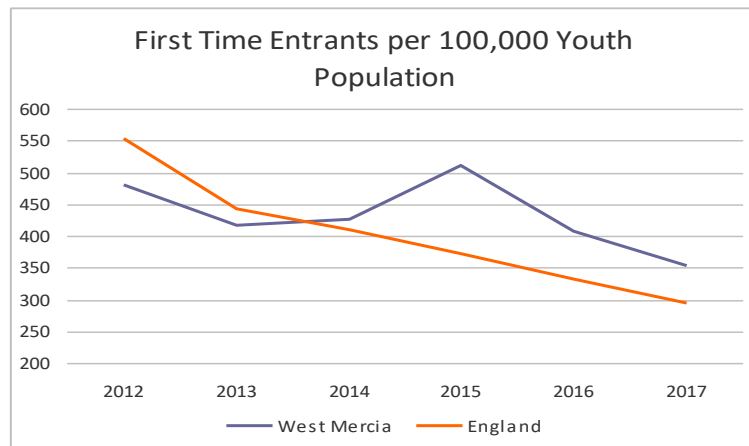
In relation to what the young person liked about the YJS a number identified the importance of the relationship with their worker who had been a significant source of support.

## 2.6 Performance

Youth Justice Partnerships are subject to three national outcome 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 2017 was 354, which is an improvement on the performance for the previous year when the FTE rate was 408. The rate in West Mercia is higher than the national rate of 295.

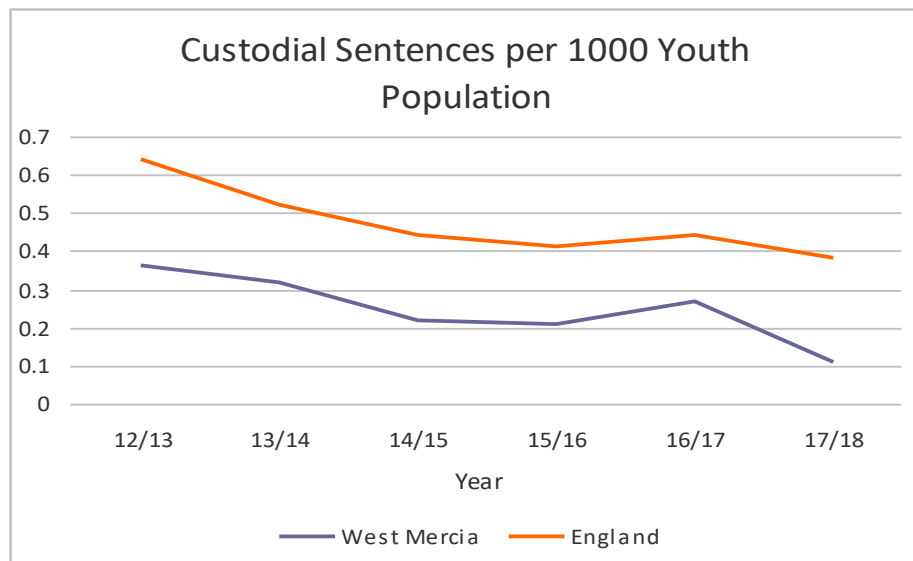
The percentage reduction in the rate of FTEs in West Mercia over the period 2012 to 2017 has been 26%.

Within West Mercia there are differing FTE rates between the four Local Authority areas, with the highest being 447 and the lowest 308. WMYJS was subject to a pilot joint inspection at the end of 17/18, and the inspection team judged that the higher than might be expected rate of first time entrants in West Mercia is in large part due to the out of court decision joint decision making processes within West Mercia. Although the process meets statutory requirements, there is a cohort of young people currently receiving cautions, who could be appropriately diverted from the formal justice system through the use of an informal response to their behaviour, such as a community resolution.

Informal disposals, used at the right stage in the system, are an effective and efficient method of dealing with the onset of criminal behaviour. In 2016 there were 723 community resolutions associated with 657 young people. Typically a young person will only receive a single community resolution but, as the figures highlight, a small number of young people will be subject to two or more resolutions. All young people subject to Community Resolutions in 2016 were followed up to ascertain the proportion who re-offended within a year of the outcome.

It was found that only 15.7% of young people subject to a Community Resolution committed a further offence in the 12 month follow up period. This is a lower rate of re-offending than that found for first time entrants and also typically found for young people subject to youth cautions. There was, for example, a re-offending rate of 29% for youth cautions (n=610) included in the 2014/15 cohort.

#### (ii) Use of Custody



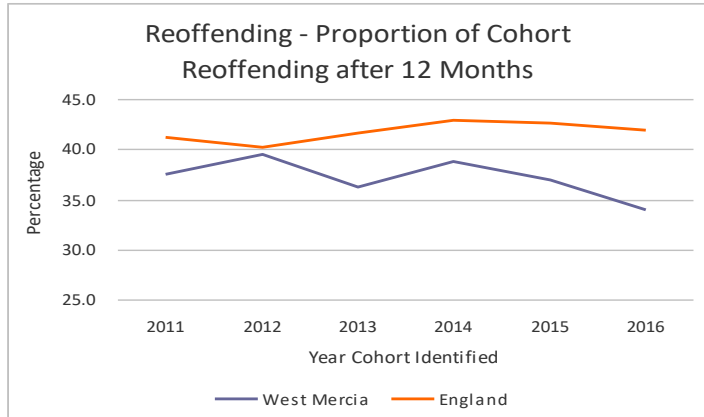
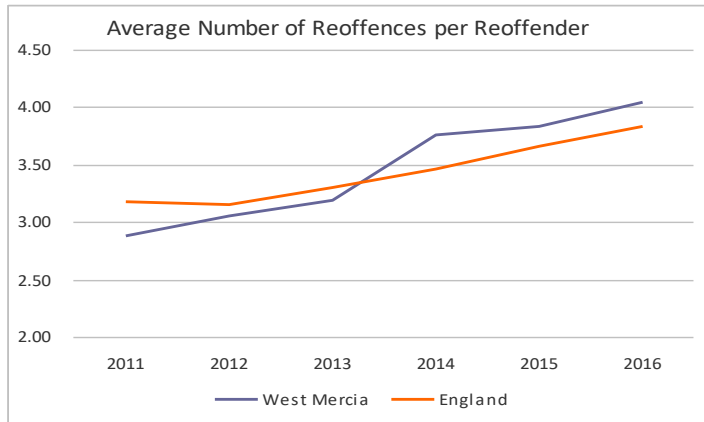
The use of custody measure is expressed as the number of custodial sentences per 1,000 of the 10 to 17 year old population. West Mercia has, historically, had a low rate of custodial sentences. A lower figure denotes good performance.

For 2017/18 the use of custody rate for West Mercia was 0.11 against the rate for England of 0.38, West Mercia performance is, therefore, significantly better than the national performance. The West Mercia rate for 2017/18 has improved from 2016/17 when it was 0.27.

Over the six year period to 2012/13 to 2017/18 the rate has reduced from 0.26 to 0.11, a reduction of 58% which is better than the reduction nationally which was 41% over the same period. The actual decrease in the number of sentences between these two periods is from 41 in 12/13 to 12 in 17/18.



### (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 re-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 year July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

For the year July 15 to June 16 the frequency measure performance for West Mercia was 4.04, compared to national performance 3.83. The binary measure performance for the same period for West Mercia was 33.9% compared with national performance of 41.9%.

A comparison over a five year period shows that this measure is volatile varying year on year in a range between 34% and 39%. The national rate also shows a year on year variation within the range of 40% and 43%.

The cohort size is falling, from 1750 young people in the year ending June 2011 cohort compared to 930 young people in the year ending June 2016. The number of re-offences has also decreased over the same period from 1886 to 1273 a decrease of 33%.

In 2017/18 and continuing into 18/19 the service is participating in research to identify the prevalence of adverse childhood experiences (ACEs) in young people in the youth justice system. There is a growing evidence base suggesting that young people who have experienced ACEs need to have those issues addressed before any work to prevent re-offending is likely to be effective. The research outcomes will be used to inform changes in practice in the future.

### **3. YOUTH JUSTICE PLAN 2018/19 SERVICE PRIORITIES AND RISKS TO FUTURE DELIVERY AGAINST THE NATIONAL OUTCOME MEASURES – 2018/20**

#### **3.1 Priorities for 2018/19 to 2019/20**

Two joint Management Board and Leadership Team workshops have been held to identify the service priorities for 2018 to 2020. The priorities have been informed by the annual service performance assessment, a review of the youth justice plan for 2017/18 and the findings and recommendations of the pilot inspection of the service. There is a delivery plan supporting the priorities and addressing the findings of the pilot inspection at section 3.4 of the plan.

##### Priority 1: Our People

- 1.1 Promote in-service progression and ensure that appraisals are used effectively
- 1.2 Strengthen staff development programmes
- 1.3 Improve staff morale, motivation and encourage engagement

##### Priority 2: Our Partnerships

- 2.1 Improve multi-agency engagement at high risk and decision making meetings
- 2.2 Ensuring young people's mental health needs are met
- 2.3 Review and improve policy and practice in relation to out of court disposal decision making thereby contributing to a reduction in the number of first time entrants

##### Priority 3: Our Performance, Quality and Practice

- 3.1 Develop our quality assurance and performance framework in collaboration with our partners
- 3.2 Ensure adequate interface with Children Services information systems
- 3.3 Develop our practice and encourage innovation

#### Priority 4: Our Governance

- 4.1 Communicate our vision and priorities to our staff, partners and stakeholders
- 4.2 Develop Board Member links to WMYJS to support service development and improve engagement with staff and service users
- 4.3 Anticipate and mitigate future risks to the long term delivery of our vision

### 3.2 Safeguarding

Safeguarding remains a key area of focus for the service. WMYJS has a key role in safeguarding young people, in terms of assessing and reducing the risk of harm to young people either from their own behaviour or the actions of others and reducing the risk of harm they may pose to others.

During 2017/18 the service undertook critical learning reviews (CLRs) as part of the YJB safeguarding and public protection reviewing process (CSPPI). Learning from these reviews has informed service planning. WMYJS will continue to undertake CLRs, even though the CSPPI process was ended by the YJB in the latter part of 17/18. During 2017/18 the service revised its management of risk policy and procedures, however the pilot inspection identified that the involvement of other agencies in the process could be improved and work will be undertaken in 2018/19 to better secure the engagement of other agencies in high risk panel meetings. The service is taking part in research to identify the prevalence of adverse childhood experiences (ACEs) in young people who are in the justice system, the work will inform the implementation of trauma informed practice within the service. The service has completed S11 compliance audits for each of the LSCBs and there are S11 action plans in place.

### 3.3 Risks to the Future Delivery against the National Outcome Measures

The current performance against the national outcome measures are contained in section 2.6 of this plan. As the section notes although the FTE rate is higher than the national rate, the most recent performance is an improvement on the previous year. The rate of custodial sentences remains very low, at 0.11 per 1,000 population. Re-offending performance is volatile and rises and falls within a range of 34% to 39%. It is intended to implement trauma informed interventions to assist in reducing re-offending of young people who have experienced adverse childhood experiences.

<b>Outcome Measure</b>	<b>Performance Indicator</b>	<b>Risk</b>	<b>Key Mitigating Actions</b>	<b>Other Relevant Delivery Plan Actions</b>
First Time Entrants	The number of first time entrants to the youth justice system per 100,000 youth population	The current out of court disposal joint decision making process is the cause for the higher than might be expected rate of FTEs in West Mercia	Develop and implement a new system of joint decision making	2.3.2 2.3.3 2.3.4
Custody	The number of custodial sentences per 1,000 youth population	Absence of a remand management strategy may lead to an increase in young people being remanded	Development of a remand management strategy	3.3.4
Re-Offending	(i) The average number of re-offences per re-offender  (ii) The proportion of offenders (%) re-offending within 12 months	Inconsistent and poor quality planning leading to factors for desistance not be adequately addressed	Commissioning staff training in planning	2.1.1 2.1.2 3.1.2
		Poor quality assessments, plans and delivery against local/national standards	Continued work on embedding AssetPlus.	3.1.2
		Interventions are not focussed on the most significant factors or are not delivered with integrity	Implementation of trauma informed interventions Review Aim2 programme work	3.3.4 3.3.6

### 3.4 Delivery Plan for 2018 to 2020

Ref	Action	Owner	Timescale
<b>1.0 Our People</b>			
<b>1.1 Promote in-service progression and ensure that appraisals are used effectively</b>			
1.1.1	Appraisals to be completed in Q2 18/19 and then annually	Supervisors	Q2 18/19
1.1.2	Annual report on outcome of appraisals	HoS	Q4 19/20
1.1.3	Investigate use of apprenticeship levy to support in house progression	DCSs	Q3 18/19
<b>1.2 Strengthen staff development programmes</b>			
1.2.1	Development of a revised Learning and Development Framework	Train'g Lead	Q4 18/19
1.2.2	Training plan to address training needs identified in the inspection (including intervention planning and A+ refresher)	Train'g Lead/ A+ Lead	Q2 18/19
1.2.3	Access to LA training: LA training link for WMYJS to be identified in each LA	DCSs	Q2 18/19
1.2.4	Access to LA training: LA link and WMYJS Team Manager to agree training plan (LA training that includes YJS staff)	TM/LA Link	Q3 18/19
1.2.5	Annual reporting on access to training for each LA area	TM/LA Link	Q2 19/20
<b>1.3 Improve staff morale, motivation and encourage engagement</b>			
1.3.1	Conduct staff survey	HoS	Q3 18/19
1.3.2	Use survey responses to develop action plan	HoS	Q4 18/19
1.3.3	Develop staff recognition scheme	HoS	Q3/4 18/19
<b>2.0 Our Partnerships</b>			
<b>2.1 Improve multi-agency engagement at high risk and decision making meetings</b>			
2.1.1	Secure the attendance of key agencies at high risk panels through: DCSs ensuring there is a named officer responsible in within ChSC	DCSs	Q2 18/19
2.1.2	Secure the attendance of key agencies at high risk panels through: Regular reporting of agency attendance/non attendance to management board	DCS/HoS	Q4 18/19
<b>2.2 Ensuring young people's mental health needs are met</b>			
2.2.1	Arrange events in each area to raise awareness of E&MH services available, referral criteria and processes	Train'g Lead	Q3 18/19
2.2.2	Agree a minimum common core role for mental health workers within WMYJS	Health Lead	Q3 18/19
2.2.3	Refresh or replace WMYJS/CAMHS protocols in each area	Health Lead	Q4 18/19
2.2.4	Commission training for practitioners on supporting young people with emotional and mental health issues	Train'g Lead	Q3 18/19

Ref	Action	Owner	Timescale
<b>2.3 Review and improve policy and practice in relation to out of court disposal decision making thereby contributing to a reduction in the number of first time entrants</b>			
2.3.1	Business case to be prepared for new out of court decision making system which brings more decisions into the scope of the process	HoS	Q2 18/19
2.3.2	Agree new OoCD process jointly with West Mercia Police	Head of CJ	Q3 18/19
2.3.3	Develop and agree a new screening tool/assessment for decision making panel process	HoS	Q2 18/19
2.3.4	Review the recording of Community Resolutions on ChildView	B.S. Admin	Q2 18/19
<b>3.0 Our Performance, Quality and Practice</b>			
<b>3.1 Develop our quality assurance and performance framework in collaboration with our partners</b>			
3.1.1	Development of a new performance and quality assurance framework to include: role of SPs in cross service QA and learning reviews, role of management board members in practice oversight and ETE monitoring and reporting.	PQA Lead	Q4 18/19
3.1.2	Review of A+ QA tool to ensure it addresses assessment/planning deficits identified in the pilot inspection	A+ & PQA Leads	Q3 18/19
3.1.3	West Mercia Police to develop a mechanism and a process to ensure WMYJS Police Officers are notified when new information emerges on young people on YJS caseloads	Head of CJ	Q3 18/19
<b>3.1 Ensure adequate interface with Children Services information systems</b>			
3.2.1	LAs to nominate a lead officer	DCSs	Q2 18/19
3.2.2	LAs to explore the solutions to and implement WMYJS practitioners access to the Social Care information systems.	DCSs	Q2/4 18/19
3.2.3	Agreements to be put in place in each area in relation to WMYJS staff accessing children social care systems	DCSs	Q4 18/19
<b>3.2 Develop our practice and encourage innovation</b>			
3.3.1	Implementation of trauma informed interventions	Prog Lead	Q4 18/19
3.3.2	Review remand management strategy	Court Lead	Q1 19/20
3.3.3	Develop a resettlement framework	Court Lead	Q1 19/20
3.3.4	Further develop the work of the attendance centres	TM – S Wide	Q4 18/19
3.3.5	Review AIM2 arrangements		Q3 18/19
3.3.6	Commission VSS RJ Co-ordinator to assist in developing the service strategy for victim work and RJ	RJ Lead	Q1 18/19
<b>4.0 Our Governance</b>			
<b>4.1 Communicate our vision and priorities to our staff, partners and stakeholders</b>			
4.1.1	Alternative draft vision statements and underpinning values to be developed	MB Chair	Q1 18/19
4.1.2	Staff consultation on draft vision statements	HoS	Q2 18/19
4.1.3	Management Board agreement of vision and underpinning values for 2018/20	MB Chair	Q2 18/19
4.1.4	Development of a service communication plan	HoS	Q4 18/19
4.1.5	Develop a WMYJS website	HoS	Q2 19/20

Ref	Action	Owner	Timescale
<b>4.2 Develop Board Member links to WMYJS to support service development and improve engagement with staff and service users</b>			
4.2.1	Agree role of management board members as leads for priorities or key areas of work	Chair MB	Q3 18/19
4.2.2	Agree role of management board members in oversight of practice within QA framework	PQA Lead	Q4 18/19
<b>4.3 Anticipate and mitigate future risks to the long term delivery of our vision</b>			
4.3.1	Risks to be a standing MB agenda item	Chair MB	Q1 onwards
4.3.2	Management Board to maintain risk register	Chair MB	Q1 onwards

## Appendix 1

### West Mercia Youth Justice Service Resources 2018/19

#### 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 2017/18.

Agency	Staffing costs Secondees (£)	Payments in kind – revenue (£)	Other delegated funds (£)	Total (£)
Local Authorities <sup>1</sup>			1,228,499	1,228,499
Police Service	237,892		63,000	300,892
National Probation Service	63,033		15,000	78,033
Health Service	129,860		36,894	166,754
Police and Crime Commissioner			180,293	180,293
YJB Youth Justice (YOT) Grant			1,195,802	1,195,802
<b>Total</b>	<b>430,785</b>		<b>2,719,488</b>	<b>3,150,273</b>

The grant to run the Attendance Centres, £50,519, is included in the total for the YJB Youth Justice Grant in the table above

<sup>1</sup> 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.



## The YJB Youth Justice (YOT) Grant

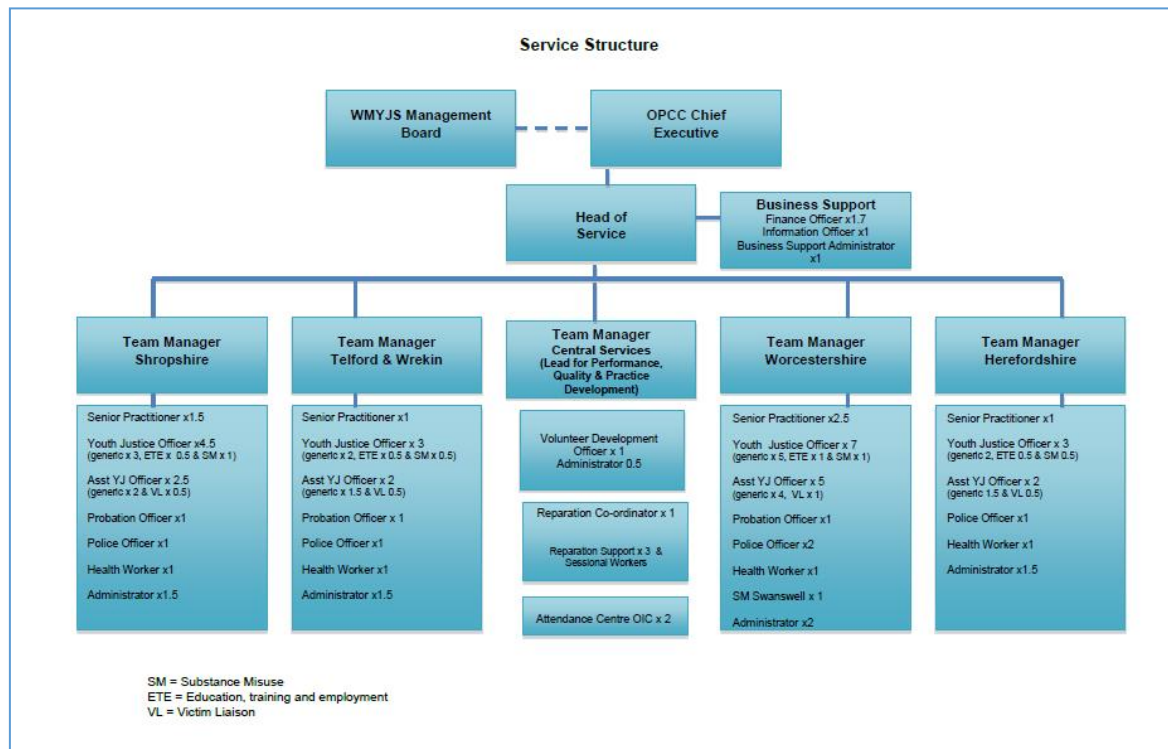
The YJB Youth Justice (YOT) Grant is provided for the provision of youth justice services with an aim of achieving the following outcomes; reducing re-offending, reducing first time entrants, reducing the use of custody, effective public protection and effective safeguarding. The grant will form part of the overall pooled partnership budget for WMYJS, which is used to deliver and support youth justice services across West Mercia. The outline draft budget for 2018/19 is provided below; the expenditure against the Youth Justice Grant is included in this budget.

Category	Budget (£)
Employee Costs	2,012,840
Other Employee Costs	30,000
Premises	175,299
Supplies and Services	67,279
ICT	106,974
Third Party Payments	220,109
Transport	106,987
<b>TOTAL</b>	<b>2,719,488</b>

## Appendix 2

### West Mercia Youth Justice Service Structure and Staffing Information

The West Mercia Youth Justice Service comprises four multi-agency service delivery teams, aligned to the Local Authority areas to deliver the majority of services. The reparation service and volunteer services are co-ordinated centrally across the whole service, as are the finance and data and information functions.



WMYJS 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.

## Appendix 3

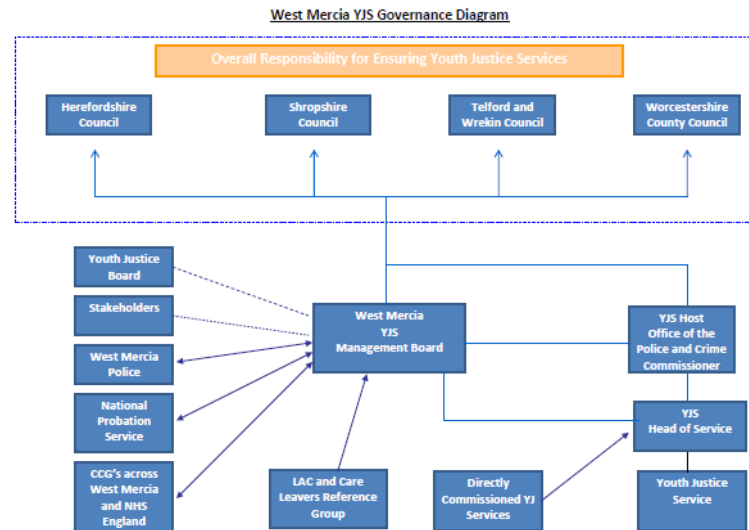
### West Mercia Youth Justice Service Governance and Partnership Information

#### Governance

WMYJS is managed on behalf of the Local Authorities and the WMYJS partnership by the Office of the West Mercia Police and Crime Commissioner (OPCC). Day to day management of the Head of Service is provided by jointly the Chief Executive of the OPCC and the Chair of the Management Board (DCS Shropshire). The Youth Justice Service is accountable to the WMYJS 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 by each of the four top tier Councils. The diagram below outlines the governance arrangements of West Mercia Youth Justice Service.

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The Youth Justice Service Management Board is currently chaired by the Director of Children Services for Shropshire Council. The Membership of the Board at 1<sup>st</sup> April 2018 is outlined in the table below:

Agency	Representative	Role
Worcestershire County Council	Catherine Driscoll	Director of Children, Families and Communities
Shropshire Council	Karen Bradshaw	Director of Children Services
Telford and Wrekin Council	Clive Jones	Director of Children, Family and Adult Services
Herefordshire Council	Chris Baird	Director of Children's Wellbeing
National Probation Service	Jackie Stevenson	Head of West Mercia
West Mercia Police	Dawn Hartland	Head of Criminal Justice
West Mercia Clinical Commissioning Groups	Dawn Clarke	Director of Nursing, Quality and Patient Experience, Shropshire CCG
Office for the West Mercia Police and Crime Commissioner	Andy Champness	Chief Executive

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The Management Board meets every two months 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 is supporting a process of continuing to commissioning learning reviews for incidents which previously qualified for CSPPI notification now that notifications to the YJB have been ended.

The Management Board has a schedule of thematic deep dives and practice presentations, the purpose of which is to identify any issues, in particular with regards to provision of services and multi-agency working, and agree actions for the Management Board or individual board members in order to improve services for young people in the youth justice system.

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

## **Partnerships**

The Youth Justice 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.

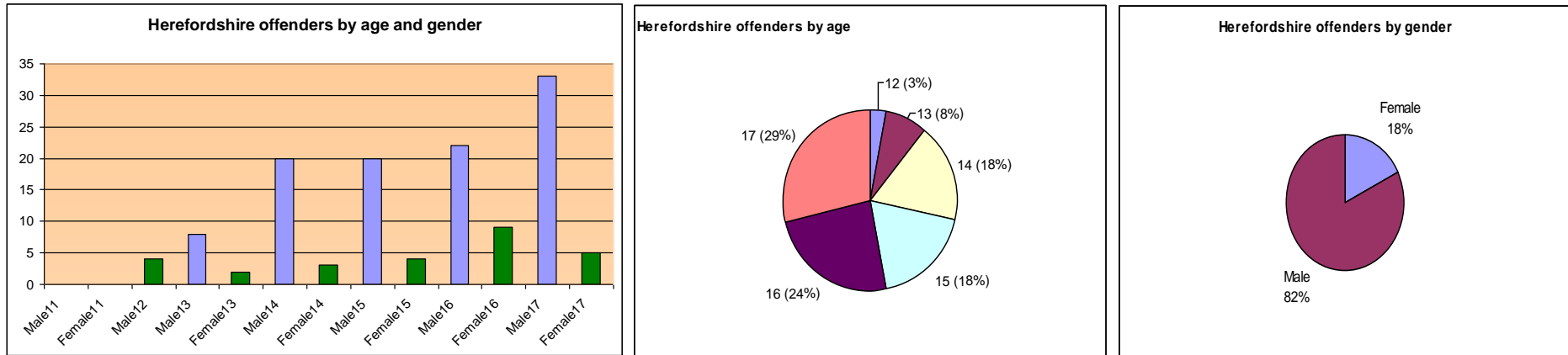
WMYJS is a member of the four Safeguarding Children Boards and several of the board's sub groups and the Children's Trusts or equivalent partnerships. WMYJS is represented on the Crime and Disorder reduction partnerships at the unitary or top tier authority level. WMYJS is an active member of the West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

WMYJS is represented on the Channel Panels across West Mercia established as part of the Prevent strategy. WMYJS staff have undertaken WRAP training in most areas. The service are participant members of the area reducing re-offending groups and the Serious and Organised Crime Joint Agency Groups.

## APPENDIX 4 - AREA PROFILE – HEREFORDSHIRE

### Youth Offending Population – all Young People

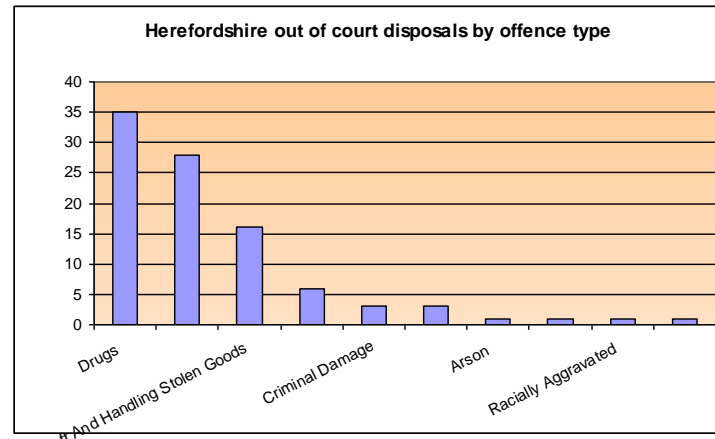
There are 16,101 young people aged 10 to 17 in Herefordshire. In 2017/18, according to the Youth Justice Service records, there were 156 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Herefordshire young people. A total of 130 individual young people accounted for these 156 outcomes, 0.81% of the youth population.



Of the 130 young people entering or in the youth justice system in 2017/18, 82% were male. The majority, 72%, were aged 15 to 17 years. The peak age of offending for young males was 17 years and young females 16 years.

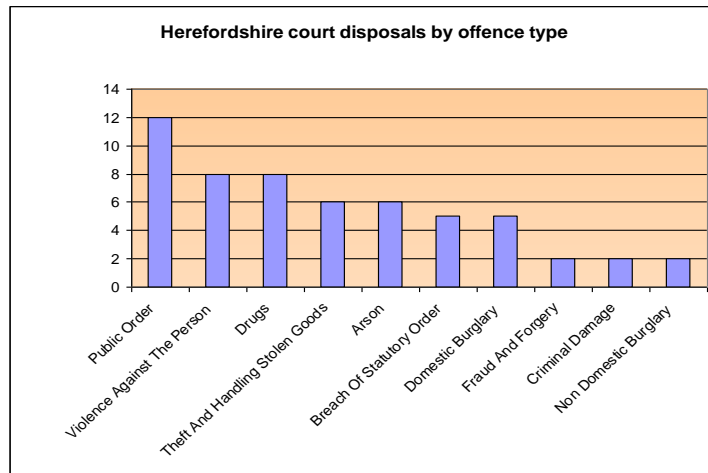
### Youth Offending Population – Young People Subject to Out of Court Disposals

During 2017/18 there were a total of 95 pre-court disposals made on 40 Herefordshire young people, 88 of these were Youth Cautions and 7 Youth Conditional Cautions. WMYJS 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 2017/18 intervention programmes were provided for 15 pre-court disposals.



The most frequently occurring primary offences for out of court disposals were drug offences, 37%, violence against person, 29%, and theft and handling, 17%. In the previous year the most frequently occurring offence was violence against the person accounting for 28% of primary offences, followed by drug offences 24%.

### Youth Offending Population – Young People Subject to Court Outcomes



In 2017/18 a total of 90 Herefordshire young people accounted for 61 court outcomes. Orders requiring WMYJS interventions (Referral Orders, YROs and Custodial sentences) accounted for 40 of the 61 court outcomes.

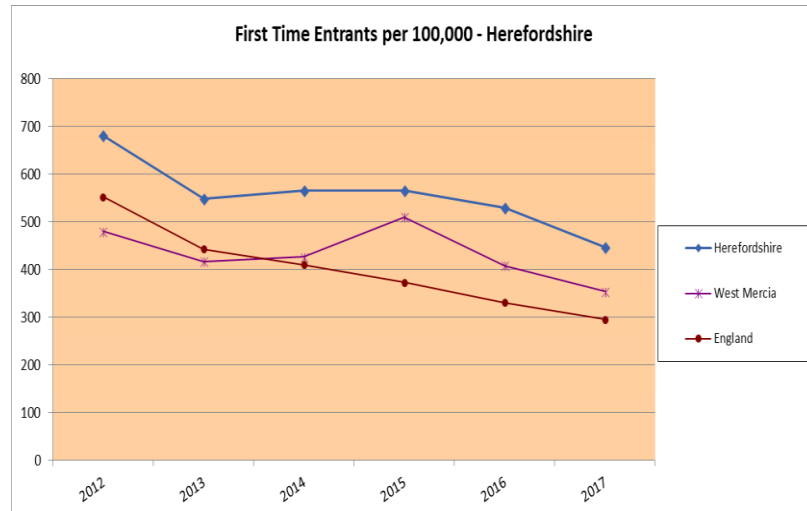
The majority, 84% of young people receiving court sentences were aged 15 to 17, with 16 year olds accounting for 46% of young people receiving a court sentence.

The most frequently occurring primary offences for court sentences were public order offences, accounting for 20% of all offences. Violence against the person and drug offences were the next frequently occurring offence type at 13% for each, followed by theft and handling and arson at 11%.

## Performance against the 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 2017 there were 447 first time entrants per 100,000 youth population in Herefordshire, representing a reduction of 34% since 2012. This compares with a reduction for England of 46% and for West Mercia of 26% over the same period. The actual number of first time entrants in 2017 was 72, compared to 86 in 2016. The rate of 447 is an improvement in performance on the previous year when the rate was 529.

At 447 Herefordshire has the highest rate of FTEs across West Mercia, the range in rates across the West Mercia authorities is 304 to 447. The reduction of youth offending has been adopted as a priority by Herefordshire Community Safety Partnership, and some analysis of the FTE cohort is planned. During the recent pilot inspection of the youth justice service the inspection team formed the opinion that one reason

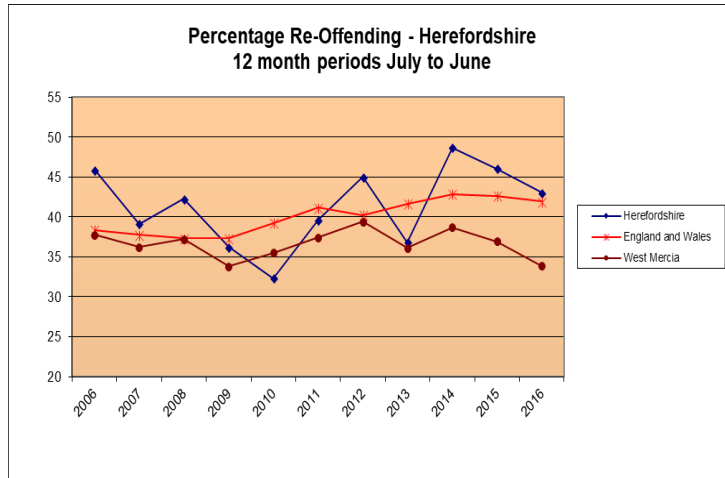
for the higher than might be expected rate of FTE in West Mercia is the out of court decision making process. A business case is being developed to adapt the process to bring more young people into the scope of joint agency decision making.

### (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 was 1 custodial sentence during 2017, equating to a rate of 0.06 custodial sentences per 1000 youth population this represents a reduction in custodial sentences from 2016 where there were 3 custodial sentences equating to a rate of 0.19. The 2017 rate of 0.06% compares to a West Mercia rate of 0.16 and a national rate of 0.39.

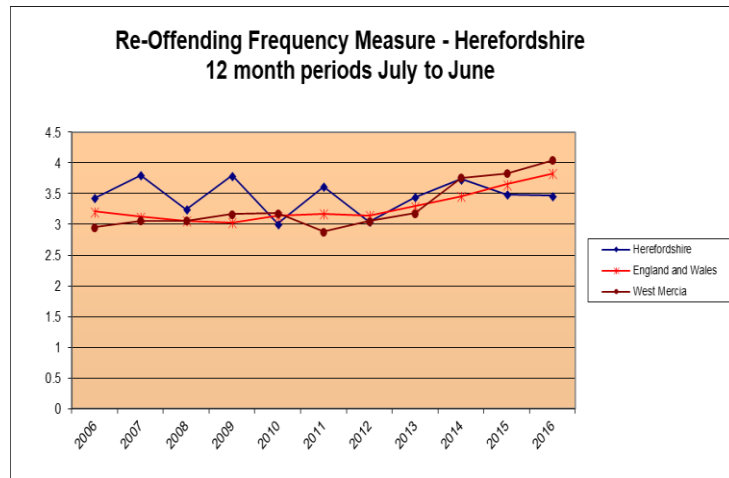


(iii) Re-Offending



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 re-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 July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

The frequency measure performance for Herefordshire for the period is 3.47, compared to the West Mercia performance of 4.04 and national performance of 3.83. Herefordshire is, therefore, performing better than England and West Mercia as a whole. The performance has slightly improved from the previous year when it was 3.49.



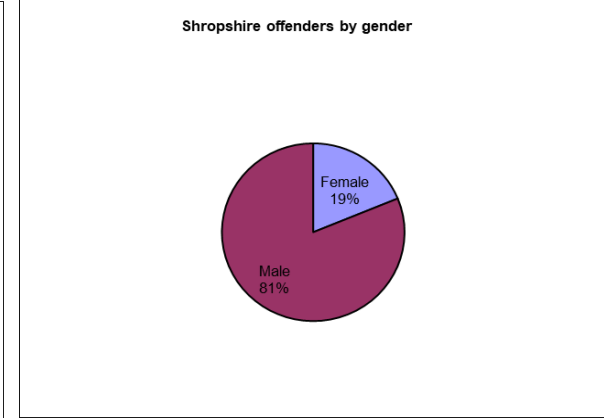
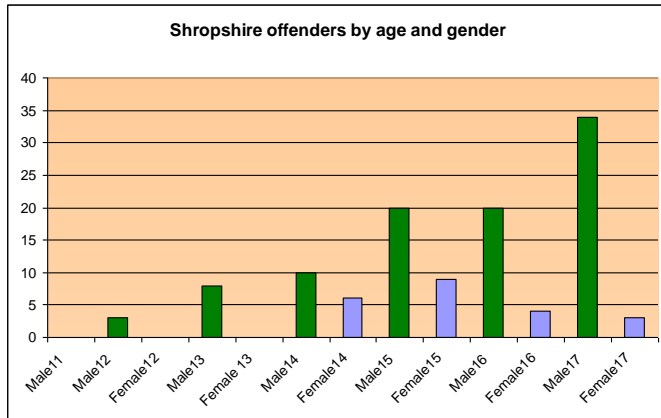
For the year July 2015 to June 2016 the binary measure for Herefordshire is 43.0% compared with a West Mercia performance of 33.9% and a national performance of 41.9%. For the period, therefore, there were a greater proportion of the cohort re-offending than for West Mercia, but they were, on average, re-offending with less frequency. The performance of 43.0% represents an improvement on the performance for the previous period when it was 46.1%. It should also be noted, that the overall cohort sizes are decreasing year on year. In 2011/12 there were 255 offenders in the cohort and 344 re-offences and compared to a cohort size of 179 and 267 re-offences in the 12 month period ending June 2016.

Reducing youth offending has been adopted a priority for the Herefordshire Community Safety Partnership and a delivery plan is currently being developed.

## APPENDIX 5 - AREA PROFILE – SHROPSHIRE

### Youth Offending Population – all Young People

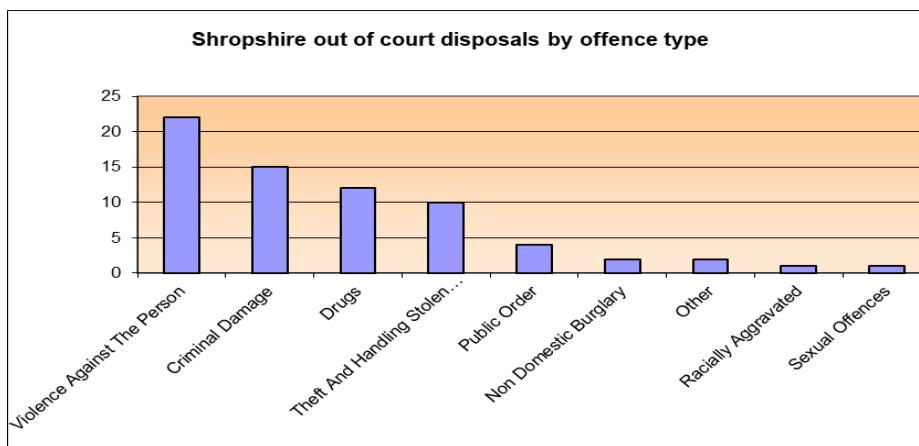
There are 27,663 young people aged 10 to 17 in Shropshire. In 2017/18, according to WMYJS records, there were 123 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Shropshire young people. A total of 117 individual young people accounted for these 123 outcomes, 0.42% of the youth population.



Of the 117 young people entering or in the youth justice system in 2017/18, 81% were male. The majority, 77%, were aged 15 to 17 years. The peak age of offending for young males was 17 years and young females 15 years.

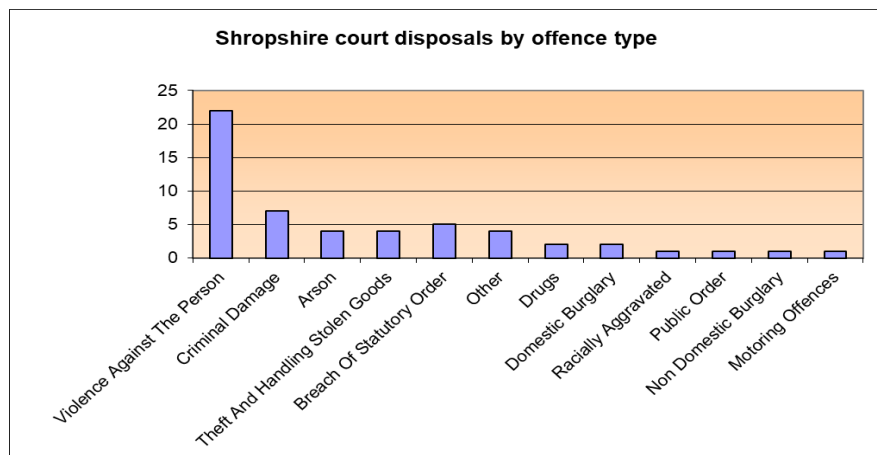
### Youth Offending Population – Young People Subject to Out of Court Disposals

During 2017/18 there were a total of 69 pre-court disposals made on Shropshire young people, 58 Youth Cautions and 11 Youth Conditional Cautions. The youth justice service is required to assess all young people made subject to second or subsequent Youth Caution and all Youth Conditional Cautions and if assessed appropriate provide a programme of intervention, in 2017/18 intervention programmes were provided for 30 pre-court disposals.



The most frequently occurring primary offences for out of court disposals were violence against the person, 32%, followed by criminal damage, 22%, drug offences, 17%, and theft and handling 14%.

### Youth Offending Population – Young People Subject to Court Outcomes



In 2017/18 a total of 45 Shropshire young people accounted for 69 court outcomes. Orders requiring WMYJS interventions (Referral Orders, YROs and Custodial sentences) accounted for 51 of the 69 court outcomes.

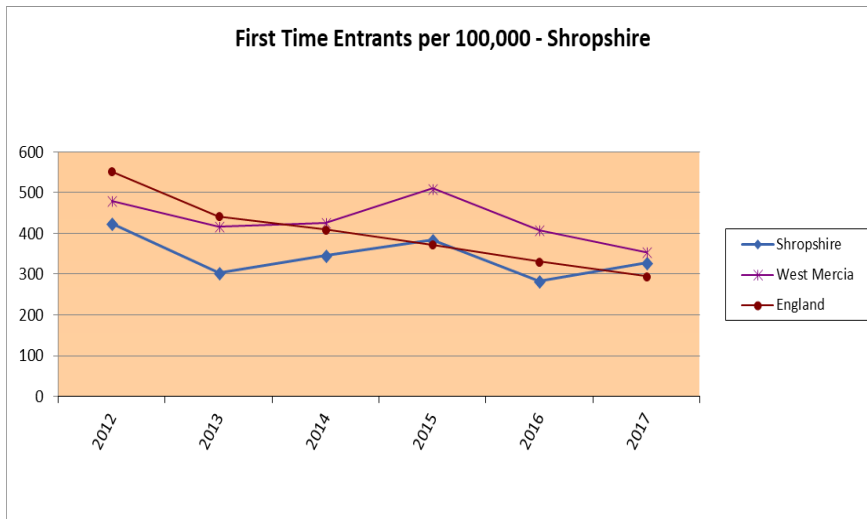
The majority, 85% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 43% of young people receiving a court sentence.

The most frequently occurring offence for court sentences was violence against the person, accounting for 41% of all outcomes. Criminal damage was the next frequently occurring offence, 13%, followed by breach of a statutory order 9%.

## 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 2017 there were 329 first time entrants per 100,000 youth population in Shropshire, representing a reduction of 23% since 2012. This compares with a reduction for England of 46% and for West Mercia of 34% over the same period. It should be noted that the rates in 2012 for England and West Mercia were significantly higher than for Shropshire (552, 680 and 426 respectively). The actual number of first time entrants in 2017 is 91, compared to 128 in 2012.

At 329 Shropshire has the second lowest rate of FTEs across West Mercia, in the range of 304 to 447. The Shropshire rate is higher than the national rate, 295 but lower than the West Mercia rate of 354. The 2017 rate of 329 represents deterioration of performance from the previous year when the rate was at 282.

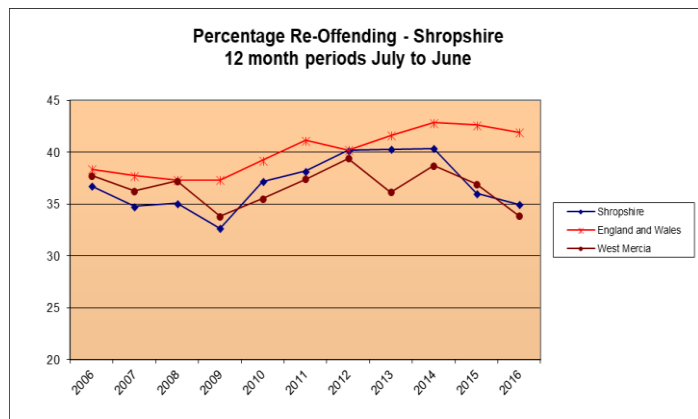
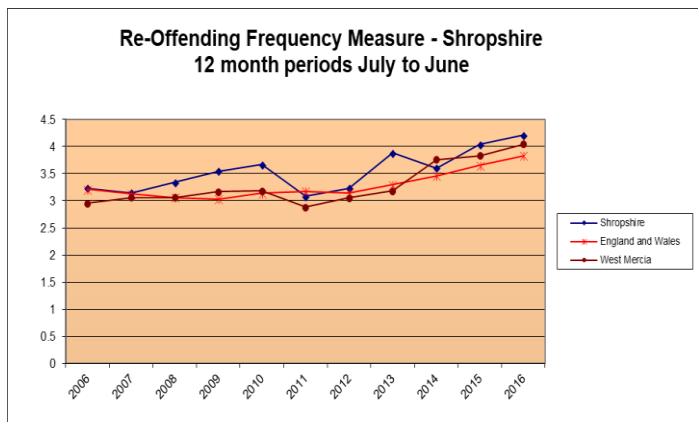
During the recent pilot inspection of the youth justice service the inspection team formed the opinion that one reason for the higher than might be expected rate of FTE in West Mercia is the out of court decision making process. A business case is being developed to adapt the process to bring more young people into the scope of joint agency decision making.

### (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 7 custodial sentences during 2017, equating to a rate of 0.25 custodial sentences per 1000 youth population this represents a decrease in custodial sentences from 2016 where there were 8 custodial sentences. The 2017 rate of 0.25 compares to a West Mercia rate of 0.16 and a national rate of 0.39.

(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 who re-offends 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 July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

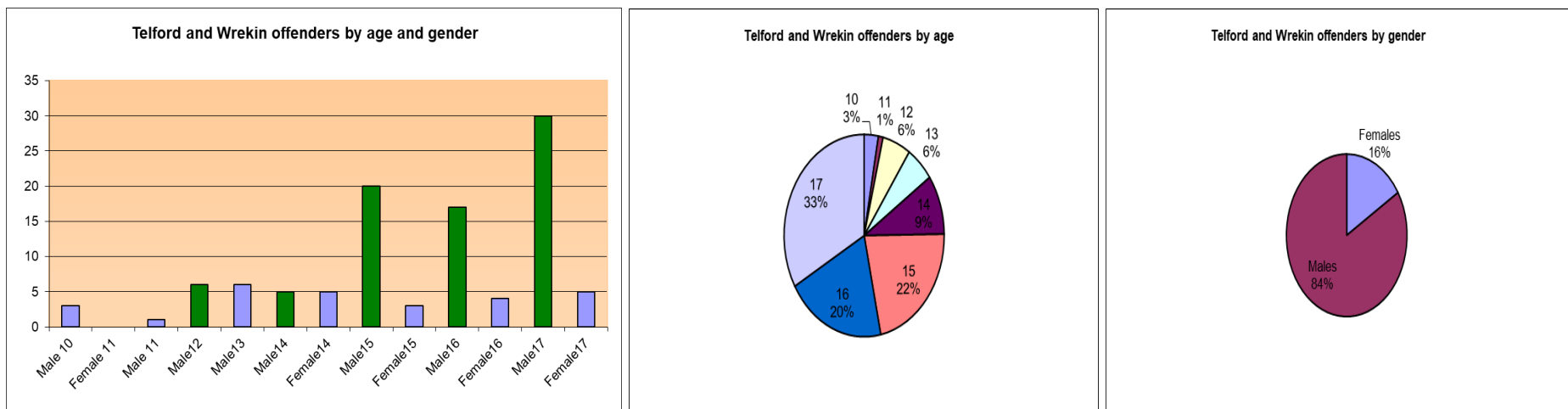
The frequency measure performance for Shropshire for July 2015 to June 2016 is 4.21, compared to the West Mercia performance of 4.04 and national performance of 3.82. Shropshire is, therefore, performing slightly worse than for West Mercia and for England and the performance represents a slight but not significant deterioration on the previous year when it was at 4.04. The general pattern of a rise follows both that of the West Mercia and national rates. The rises since 2014 are partly a result in changes in the methodology used by the Ministry of Justice to calculate this measure.

For the period the binary measure for Shropshire is 35.0% which is in line with the West Mercia performance of 33.9% and significantly better than the national performance of 41.9%. It should also be noted that the overall cohort sizes are decreasing year on year, in the current period there were 168 offenders in the cohort and 240 re-offences compared to a cohort size of 341 with 443 re-offences in period ending June 2012. The number of actual re-offences has therefore decreased by 46% between the two periods.

## APPENDIX 6 - AREA PROFILE – TELFORD AND WREKIN

### Youth Offending Population – all Young People

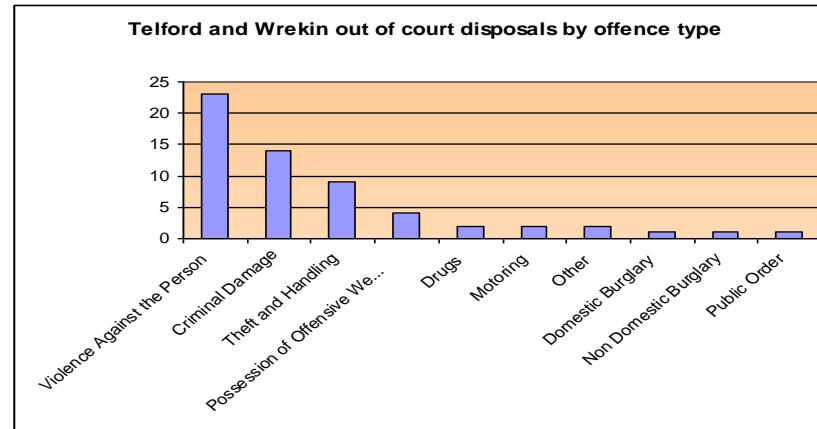
There are 16,444 young people aged 10 to 17 in Telford and Wrekin. In 2017/18, according to WMYJS records, there were 135 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Telford and Wrekin young people. A total of 105 individual young people accounted for these 135 outcomes, 0.64% of the youth population.



Of the 105 young people entering or in the youth justice system in 2017/18, 84% were male. The majority, 75%, were aged 15 to 17 years. The peak age of offending for both young males and young females was 17 years.

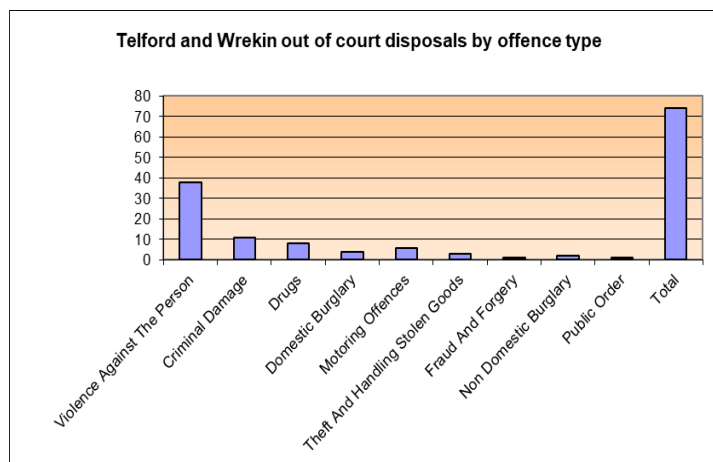
### Youth Offending Population – Young People Subject to Out of Court Disposals

During 2017/18 there were a total of 74 pre-court disposals made on 64 Telford and Wrekin young people, all of these were Youth Cautions. WMYJS 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 2017/18 intervention programmes were provided for 28 pre-court disposals.



The most frequently occurring primary offence for out of court disposals was violence against the person, 51%, followed by criminal damage, 15% and drug offences, 11%.

### Youth Offending Population – Young People Subject to Court Outcomes



In 2017/18 a total of 41 Telford and Wrekin young people accounted for 61 court outcomes. Orders requiring WMYJS interventions (Referral Orders, YROs and Custodial sentences) accounted for 51 of the 61 court outcomes.

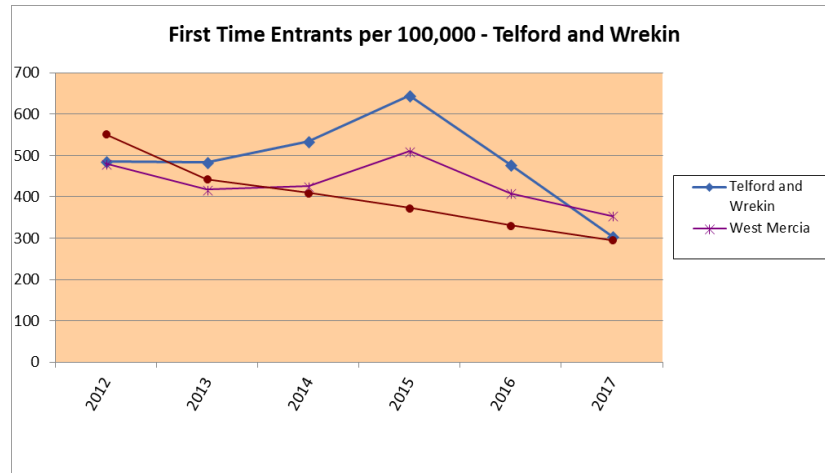
The majority, 82% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 41% of court outcomes.

The most frequently occurring offence for court sentences was violence against the person, accounting for 31% of all outcomes. Arson was the next most frequently occurring offences, 10%, followed by criminal damage, 8% and theft and handling 8%. These four categories of offences accounted for 57% 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 2017 there were 304 first time entrants per 100,000 youth population in Telford and Wrekin representing a reduction of 37% since 2012. This compares with a reduction for England of 46% and for West Mercia of 26% over the same period. The actual number of first time entrants in 2017 was 50, compared to 86 in 2012.

At 304 Telford and Wrekin has the lowest rate of FTEs across West Mercia, the range of rates across West Mercia being 304 to 447, but slightly higher than the rate for England which was 295. The rate in Telford and Wrekin has decreased from the previous year when it was significantly higher at 478. The number of FTEs has reduced from 79 to 50 between the two years, a decrease of 37%.

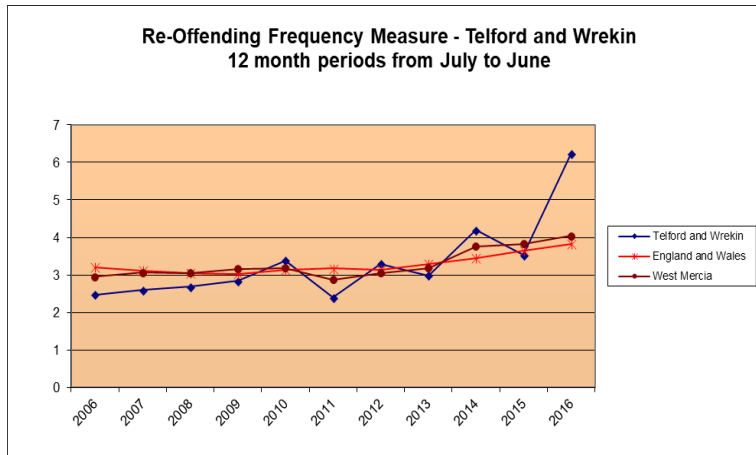
During the recent pilot inspection of the youth justice service the inspection team formed the opinion that one reason for the higher than might be expected rate of FTE in West Mercia is the out of court decision making process. A business case is being developed to adapt the process to bring more young people into the scope of joint agency decision making.

### (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 were 5 custodial sentences during 2017, equating to a rate of 0.30 custodial sentences per 1000 youth population this represents an increase in custodial sentences from 2016 where there were 2 custodial sentences equating to a rate of 0.12. The 2017 rate of 0.30 compares to a West Mercia rate of 0.16 and a national rate of 0.39.

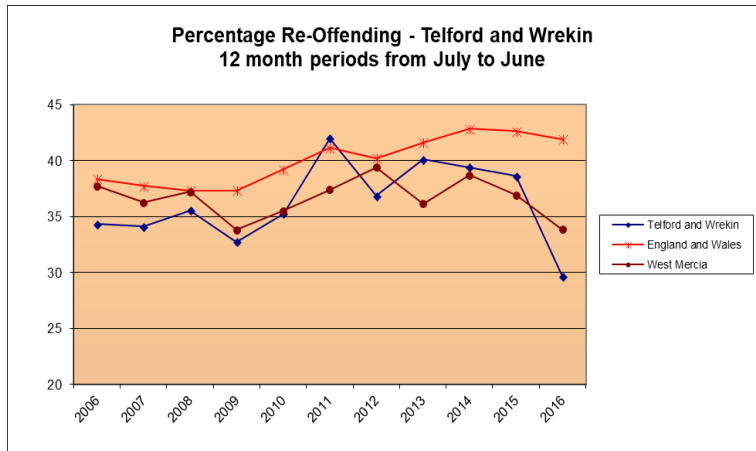


(iii) Re-Offending



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 who re-offends 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 cohort identified in the year July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

The frequency measure performance for Telford and Wrekin for period is 6.22, compared to the West Mercia performance of 4.04 and national performance of 3.83. The frequency measure of 6.22 represents a significant rise from the year ending June 2015 when it was 3.53.



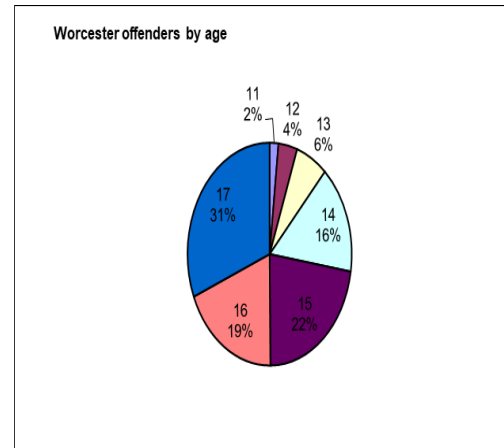
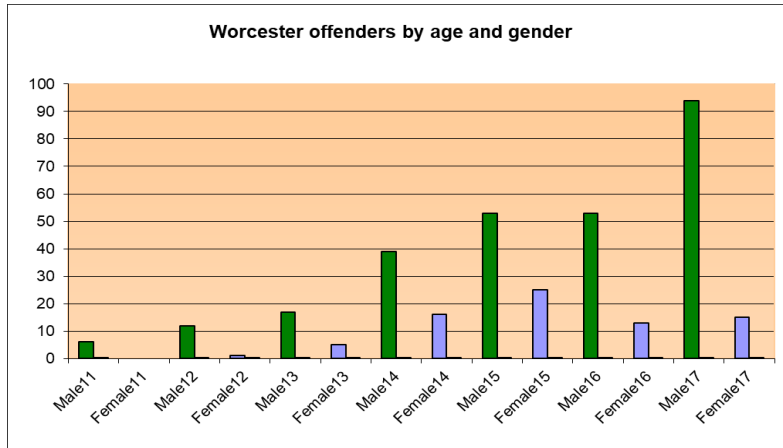
For the year ending June 2016 the binary measure for Telford and Wrekin is 29.7% compared with a West Mercia performance of 33.9% and a national performance of 41.9%, Telford and Wrekin is therefore performing better than West Mercia and England. The current performance has significantly improved from the previous year where the performance was 38.6%. When the two measures are considered together, there are, proportionally, less young people re-offending in Telford than in West Mercia as a whole, however those who are re-offending are committing more offences. It

should, however, be noted the overall cohort sizes are decreasing year on year. In the year ending June 2010 there were 451 offenders in the cohort and 531 re-offences compared to a cohort size of 182 with 336 re-offences in the current period. The number of actual re-offences have therefore decreased by 36% over the seven year period.

## APPENDIX 7 - AREA PROFILE – WORCESTERSHIRE

### Youth Offending Population – all Young People

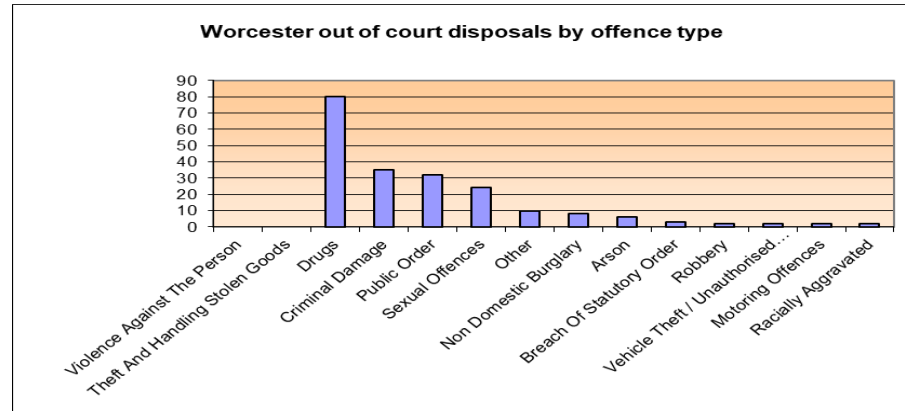
There are 50,812 young people aged 10 to 17 in Worcestershire. In 2017/18, according to WMYJS records, there were 404 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Worcestershire young people. A total of 349 individual young people accounted for these 376 outcomes, 0.69% of the youth population.



Of the 349 young people entering or in the youth justice system in 2017/18, 79% were male. The majority, 73%, were aged 15 to 17 years. The peak age of offending for young males was 17 years and young females 15 years.

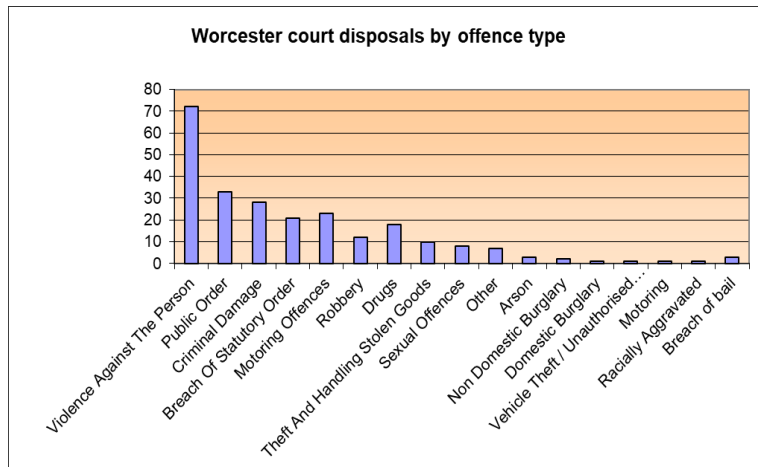
### Youth Offending Population – Young People Subject to Out of Court Disposals

During 2017/18 there were a total of 208 pre-court disposals made on 194 Worcestershire young people, 189 of these were Youth Cautions and 19 Youth Conditional Cautions. WMYJS 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 2017/18 intervention programmes were provided for 74 pre-court disposals.



The most frequently occurring primary offences for out of court disposals were violence against the person, 38%, followed by theft and handling, 17%, drug offences, 15% and criminal damage 12%.

### Youth Offending Population – Young People Subject to Court Outcomes



In 2017/18 a total of 155 Worcestershire young people accounted for 244 court outcomes. Orders requiring WMYJS interventions (Referral Orders, YROs and Custodial sentences) accounted for 208 of the 244 court outcomes.

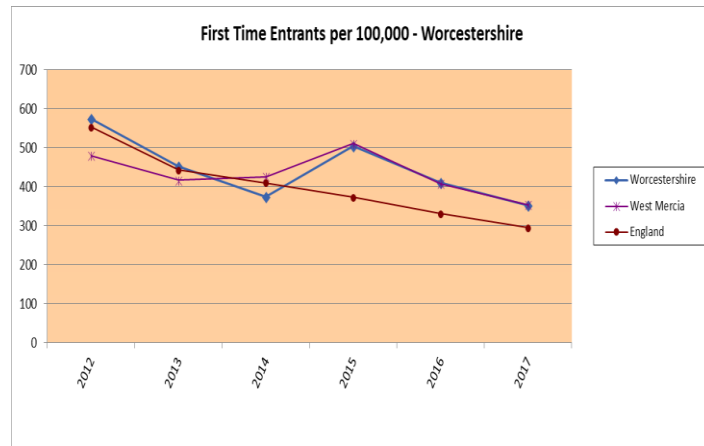
The majority, 82% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 43% of young people receiving a court sentence.

The most frequently occurring primary offence for court sentences was violence against the person, accounting for 30% of all outcomes. Public order offences were the next frequently occurring offences, 14%, followed by criminal damage, 11%.

## 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 2017 there were 352 first time entrants per 100,000 youth population in Worcestershire, representing a reduction of 39% since 2012. This compares with a reduction for England of 46% and for West Mercia of 34% over the same period. The actual number of first time entrants in 2017 was 179, compared to 313 in 2012.

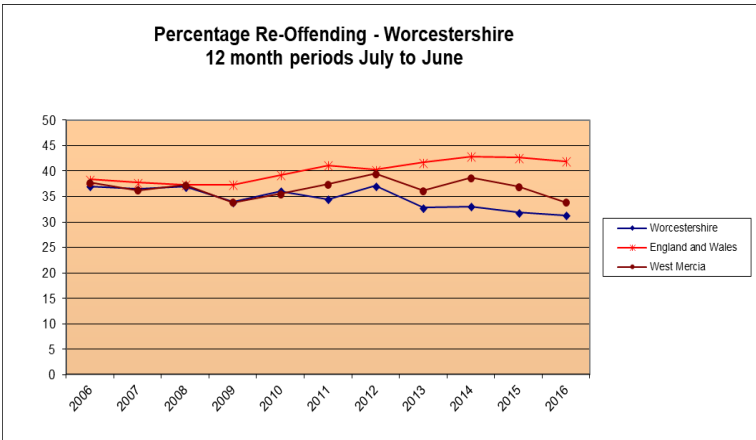
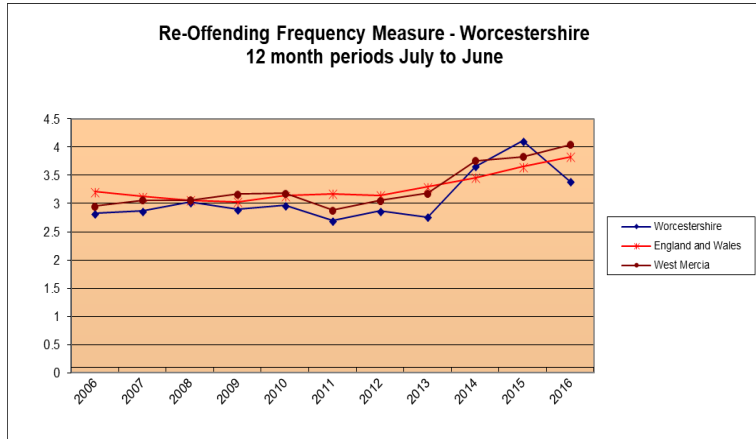
At 352 Worcestershire has the second highest rate of FTEs across West Mercia, with the highest rate at 447 and lowest at 304. The rate is higher than the national rate which is 295. The rate in Worcestershire has decreased from the previous year when it was 410. The number of FTEs has reduced from 209 to 179 between the two years, a decrease of 14%.

During the recent pilot inspection of the youth justice service the inspection team formed the opinion that one reason for the higher than might be expected rate of FTE in West Mercia is the out of court decision making process. A business case is being developed to adapt the process to bring more young people into the scope of joint agency decision making.

### (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. There were 9 custodial sentences during 2017, equating to a rate of 0.17 custodial sentences per 1000 youth population this represents a decrease in custodial sentences from 2016 where there were 16 custodial sentences equating to a rate of 0.31. The 2017 rate of 0.17% compares to the West Mercia rate of 0.16 and a national rate of 0.39.

(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 who re-offends 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 cohort identified in the year July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

The frequency measure performance for Worcestershire for year ending June 2016 is 3.39, compared to the West Mercia performance of 4.04 and national performance of 3.83. Worcestershire has, therefore, a better performance than West Mercia and England for this measure. The current performance is an improvement on the performance for the previous year where it was at 4.11.

For year ending June 2016 the binary measure for Worcestershire is 31.3% compared with a West Mercia performance of 33.9% and a national performance of 41.9%. Worcestershire is therefore performing better than West Mercia and England for this indicator. It should also be noted that the overall cohort sizes are decreasing year on year. In the year ending June 2012 there were 645 offenders in the cohort and 686 re-offences compared

to a cohort size of 406 with 430 re-offences in the current period. The number of actual re-offences has therefore decreased by 37% between 2012 and 2016.





<b>Meeting:</b>	<b>Cabinet</b>
<b>Meeting date:</b>	<b>Thursday 27 September 2018</b>
<b>Title of report:</b>	<b>Fostering and adoption Service Annual Reports 2017/18</b>
<b>Report by:</b>	<b>Cabinet member young people and children's wellbeing</b>

### **Classification**

Open

### **Decision type**

Non-key

### **Wards affected**

(All Wards);

### **Purpose and summary**

To review Adoption and Fostering Services performance and approve related documents.

The National Minimum Standards are issued by the Secretary of State under the Care Standards Act 2000 and detail the conduct and standards required for Adoption and Fostering Services and as such are taken into account during inspections by Ofsted.

Standard state that the executive side of the local authority:

- receive written reports on the management, outcomes and financial state of the agency
- monitor the management and outcomes of the service in order to satisfy themselves that the agency is effective and is achieving good outcomes for children and/or service users;
- satisfies itself that the agency is complying with the conditions of registration; and
- the executive formally approves the statement of purpose and reviews them at least annually.

## **Recommendation(s)**

**That:**

- (a) the performance of the adoption service as outlined at appendix 1 to this report be reviewed, any risks to achievement of objectives noted and relevant mitigating actions approved;**
- (b) the statement of purpose for the adoption service (appendix 2) be approved;**
- (c) the performance of the fostering service as outlined at appendix 3 to this report be reviewed, any risks to achievement of objectives noted and relevant mitigating actions approved;**
- (d) the statement of purpose for the fostering service (appendix 4) be approved; and**
- (e) approve the executive's response to the recommendations of the children and young peoples' scrutiny committee as per appendix 5.**

## **Alternative options**

1. Under the National Minimum Standards for Adoption 2014 and Fostering 2011 (NMS), Cabinet should receive updates on the management, outcomes and financial state of Herefordshire Council's adoption and fostering services; it is open to Cabinet to identify additional or alternative actions to improve performance, but in doing so regard must be had to the resource implications of additional actions.

## **Key considerations**

2. The annual reports set out the activity and performance for the Adoption Service and Fostering Service during 2017-18.
3. The Fostering Service is responsible for recruiting, assessing, training and supporting local authority foster carers to provide a home for children and young people who are looked after. Children become looked after because their parents have been assessed as unable to meet the needs of their children, in most cases due to abuse or neglect.
4. The Adoption Service is responsible for recruiting, assessing, training and supporting adopters; matching children with adopters who can meet their needs and supporting those affected by adoption either as a child, adopter or birth family of an adopted child.

## **Community impact**

5. It is a council priority to "keep children and young people safe and give them a great start in life". The fostering and adoption services support the council in achieving its ambitions in key strategies in the corporate plan, health and wellbeing strategy and children and young people's plan.
6. Adoption provides a permanency option for looked after children and so where it is in the child's best interests enables children to become part of a family outside of the looked after system. Ensuring every looked after child achieves permanency is a key part of the Corporate Parenting strategy with adoption a key element of this.



7. Fostering provides a safe and secure home for looked after children enabling them to recover from trauma and supporting them to reach their potential. Providing sufficient local carers able to meet these needs is a key priority within the Corporate Parenting strategy.

## Equality duty

8. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
9. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services. The adoption and fostering services welcome applications from all sectors of the community and is ambitious in seeking placements for children whatever their level of need.

## Resource implications

10. For 2017/18 the adoption service budget was £661k. At outturn the service had an overspend of £122k which was accrued as a result of purchasing inter-agency placements and being unable to meet the income target for selling placements to other authorities. The Council has been able to recoup £108k costs from a central government fund and this amount is included in the outturn figure. Inter-agency placements are purchased if in-house adopters are not available to meet need either because a child needs to be placed outside of Herefordshire or because a suitable match was not available.
11. The adoption service had an income target of £74k on the basis that the service will be able to sell placements to other authorities. Over recent years it has been very challenging to achieve this target as the service has required more adoptive placements than we have been able to recruit. As other adoption services in the region are now part of regional adoption services they are choosing to place within their own areas. The service didn't sell any placements this year. For 2018/19 the income target has been removed in recognition of this change in adoption service activity.
12. The fostering service had a budget of £4,305k with an outturn position of being overspent by £205k. This relates to the need to provide more in-house placements than was budgeted for. This does mean that it would have cost more in external placements if we had not used in-house placements as we are required to provide placements for each of our looked after children.

13. The external fostering budget which is used to fund, independent fostering agency and residential placements and the Herefordshire Intensive Placement Support Service (HIPSS) had a budget of £3,676k with an overspend of £1,758k. This budget is under pressure due to the very high numbers of looked after children in the service resulting in there being insufficient placements available in house despite the service being very successful at increasing the numbers of foster carers. The service continues to work hard at recruiting carers and is in the process of refreshing the recruitment strategy to focus upon more targeted recruitment of foster carers particularly for older children, sibling groups, children with a disability and those requiring a long-term foster placement.

## **Legal implications**

14. The scrutiny committee are undertaking a review of the performance of the fostering and adoption service and can make reports or recommendations to the executive concerning the discharge of this function.

## **Risk management**

15. Without an effective adoption service, looked after children would spend longer in the care of the local council. This would be detrimental to their wellbeing and life chances. If the support needs of adoptive families are not met, children may return to the care system. An effective adoption and looked after children's service is important to ensure that we are able to offer a robust and timely approach to securing permanence for children unable to be brought up safely within their own families and to ensure access to services that will best support their individual needs.
16. Without an effective fostering service children who need to be looked after by the council may be placed away from their own community. This can cause disruption to their education and relationships with their families and friends.
17. If recruitment targets are not met, there is a risk of increased dependence on independent agencies and residential units located further away from a child's networks incurring higher costs and budget pressures.

## **Consultees**

18. Chairs of the Adoption and Fostering panels have been consulted and had the opportunity to contribute to the annual reports.
19. Children and Young People Scrutiny committee considered this report at their meeting on the 16<sup>th</sup> July 2018 and resolved that the committee:
  - a. Expresses concern regarding the lack of progress in joining a regional adoption agency and the executive is requested to undertake any available actions to expedite membership of Adoption Central England;
  - b. Requests clarification regarding how the overspends of the fostering service and external fostering budget in 2017/18 have been addressed;
  - c. Asks the executive to approach local cultural and leisure providers to attempt to secure concessionary rates for looked after children; and
  - d. Notes the annual reports 2017/18 for the fostering and adoption services.

## **Appendices**

Appendix 1 – Adoption Service annual report 2017-18

Appendix 2 – Adoption Service statement of purpose

Appendix 3 – Fostering Service annual report 2017-18

Appendix 4 – Fostering Service statement of purpose

Appendix 5 – Scrutiny response action sheet

## **Background papers**

None identified



## Adoption Service Annual Report 2017-18

OFSTED Registration: SC057941

### 1. Executive summary

The adoption service is considered to be a well performing team within Children's Social Care. This report sets out performance and achievements during 2017/18 and priorities for 2018/19.

A key area for development is to become part of a Regional Adoption Agency. An application has been made to join Adoption Central England (ACE).

The adoption team is staffed by an experienced and stable group of practitioners who are able to offer advice and support to colleagues within other teams in all matters relating to adoption. The number of children adopted during 2017/18 has remained relatively stable in comparison with recent years and there has been a very small reduction in adopters being approved. Timescales for children being adopted are longer than the national target however this is due to the successful adoption of older children who had been looked after for several years.

### 2. Introduction

Under the National Minimum Standards for Adoption 2014 (NMS), Cabinet should receive updates on the management, outcomes and financial state of the adoption service; it is open to Cabinet to identify additional or alternative actions to improve performance but in doing so regard must be had to the resource implications of additional actions.

The NMS are issued by the Secretary of State under sections 23 and 49 of the Care Standards Act 2000 and are issued for use by Ofsted who take them into account in their inspections.

Standard 25.6 states that:

The executive side of the local authority

- receive written reports on the management, outcomes and financial state of the agency every six months;
- monitor the management and outcomes of the service in order to satisfy themselves that the agency is effective and is achieving good outcomes for children and/or service users;
- satisfies itself that the agency is complying with the conditions of registration.

Standard 18.3 states that:

- The executive side of the local authority formally approves the statement of purpose and children's guides and reviews them at least annually

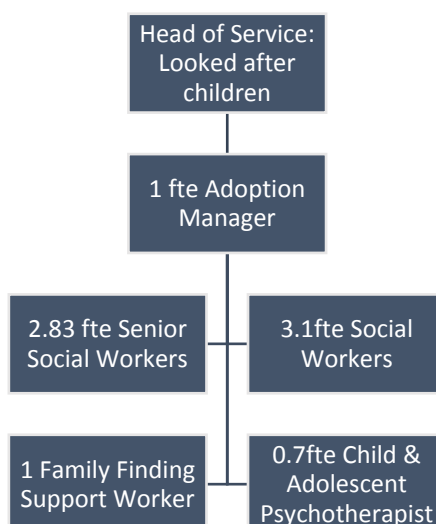
The Department for Education published 'Regionalising adoption' in June 2015 and 'Adoption: A vision for change' in March 2016, outlining plans to radically redesign the whole adoption system- the structures, systems and workforce. In order to deliver their vision new service models were proposed, delivered through Regional Adoption Agencies (RAAs) and voluntary adoption agencies (VAAs) working together to deliver adoption services. By 2017 local authorities are expected to have effective plans and proposals in place and by 2020 all local authorities are to be part of a RAA, or to have delegated their adoption functions to a RAA.

During 2016 Herefordshire and Birmingham City Council explored the potential of jointly becoming a RAA, alongside partners from voluntary adoption agencies. This proved not to be viable and Herefordshire then expressed a formal interest in joining Adoption Central England (ACE), comprising Coventry, Warwickshire, Solihull and Worcestershire.

A provisional draft plan was presented to the ACE Executive Group which proposed a separate but aligned project to consider Herefordshire, and Birmingham who have also expressed interest, joining after the RAA went live. The DFE were approached to consider additional funding for this however this decision was put on hold with the announcement of a general election last year. Discussions recommenced in late autumn 2017 and Herefordshire's application is due to be presented to the ACE Executive Board on 15<sup>th</sup> May 2018. ACE went live on 1<sup>st</sup> February 2018. Pending the views of ACE Executive Board a decision report regarding Herefordshire joining ACE will be brought to Cabinet in due course.

### 3. Establishment

As of 31.03.18 the adoption team had no vacancies.



### 4. Children

After four months of being looked after, all children should have a plan for permanence ratified at their second LAC review. When the plan is for adoption, a child's permanence report (CPR) outlining the family history, the child's needs and why adoption is the intended plan, is prepared by the child's social worker and presented to the agency decision maker (ADM). When the ADM decides adoption is the appropriate plan, this will become the care plan put to the court.

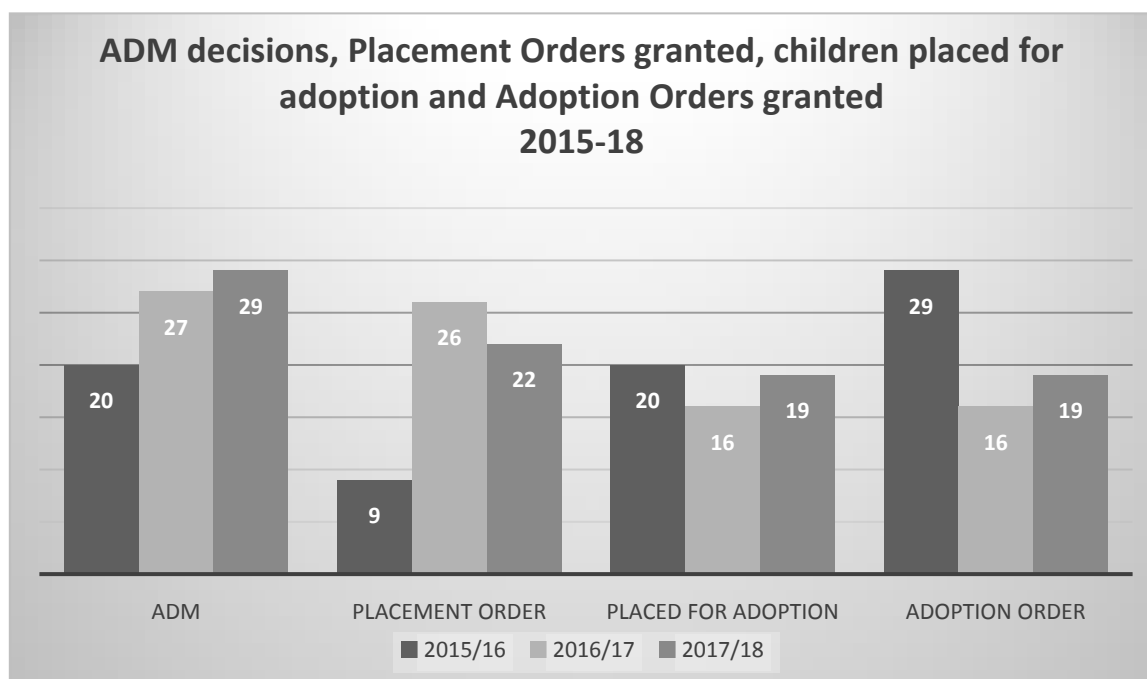
A child can only be placed for adoption if a court has granted a Placement Order or the parents have requested this and given their permission.

It is accepted that the younger a child is when placed for adoption, the better the outcome and local authorities are urged to consider placing children with foster carers who are also approved adopters

so that the child does not have a change of carers. If this is not possible, an appropriate match with prospective adopters should be identified as soon as possible, ideally by the time permission to place the child for adoption has been obtained.

In 2017/18 the ADM decided that adoption should be the plan for 29 children; plans for 7 of these children subsequently changed. In 5 cases the Court did not grant the requested Placement Orders and for 2 children the plan was changed through the LAC Review process.

22 Placement Orders were granted and 2 birth mothers gave consent to their child being placed for adoption.



19 children were placed with adoptive families which included a 6 ½ year old with significant emotional difficulties and 2 sibling groups. A sibling group of 5 were placed over the end of last year/beginning of this year – 2 were placed together and 3 were placed separately, and whilst the placements are nationwide all the adoptive families are very committed to maintaining regular meaningful contact for the children, promoting and maintaining the sibling relationship. One child was matched for adoption with their foster carers, who they had lived with since becoming looked after.

### Placement orders

As of 31.03.18 we had 12 children with a placement order but not yet placed for adoption. Prospective adopters had been identified for 5 of these children and active family finding was ongoing for the others.

One child has been subject to a placement order since 2008 whose care plan changed from adoption some years ago, but the order has not yet been revoked.

## 5. Recruitment and assessment

The assessment process for adopters is in two stages with the expectation that the first stage is completed within two months and the second stage within four months, though prospective

## Appendix 1

adopters can take up to 6 months between the two stages if they choose. During Stage 1 prospective adopters attend an intensive 3 day 'preparing to adopt' training course, with a further one day training in Stage 2. Up until February 2018 we provided this training in collaboration with Worcestershire adoption service, enabling us to offer Stage 1 and Stage 2 training on a monthly basis, in line with the timescales for each stage. With Worcestershire joining the regional adoption agency, ACE, we are now providing the training as a sole agency.

With the timing of progressing to Stage 2 in the adopter's hands it is difficult to plan service delivery but to date no adopters wishing to progress have had to wait for an allocated social worker.

We had 60 initial enquiries over the year, down from 72 last year which reflects a national trend.

We have been holding quarterly information events, where people interested in adoption can meet with members of the team and adopters.

Over the year we accepted 18 Registration of Interest (up from 14 in 2016/17) of which: 7 families have progressed to a Stage Two assessment, and a further 6 are due to progress imminently. 4 families withdrew during Stage 1 of the process and we decided not to proceed to Stage 2 with one family.

5 were 'fast track assessments', a process whereby certain previous adopters and foster carers can bypass Stage 1 and enter the process directly at Stage 2. Two of these were re-assessed specifically to enable them to be considered for a sibling of their adopted child and 1 family were in the middle of a second assessment when it was discovered that a sibling to their adopted child had been born in another LA and had a plan of adoption (they have subsequently been matched).

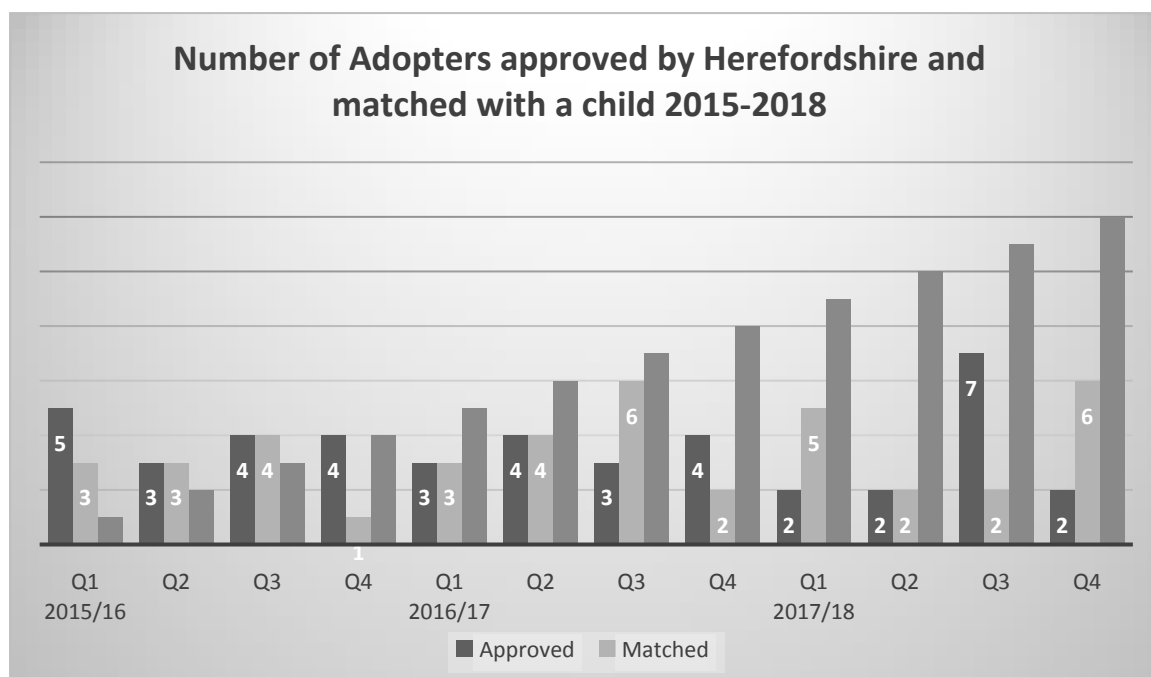
In 2017/18 13 families were approved as adopters (compared to 14 families in 2016/17 and 15 in 2014/15).

At the end of the year we had 9 families in Stage 1 and 2 in Stage 2. We had 4 families approved but not yet matched with a child, 2 of whom were being considered for a child.

The 2016/17 adoption scorecard indicates that 46% of Herefordshire adopters waited less than 3 months from being approved to being matched with a child; this compares with the England average of 26% and compared to our 10 statistical neighbours Herefordshire performed better than 9 others.

During 2017/18 we purchased 6 placements at a cost of £151,000. 2 children from other Local Authorities were placed with Herefordshire approved families, providing an income of £54,000.





## 6. Adoption panel

Report from Panel Chair, Avriel Reader.

“The role of the Adoption Panel is three fold

- a) to make recommendations to the Agency Decision maker(ADM) regarding adopters suitability to adopt
- b) to make recommendations to the ADM regarding the suitability of approved prospective adopters to be matched with a child
- c) to make a recommendation the ADM regarding whether a child relinquished by birth parent/s should be placed for adoption

The Adoption panel also has a responsibility to quality assure reports brought to panel and report on a regular basis to the Agency regarding quality and adherence to standards and regulations.

Child Permanence Reports (CPR) which are presented to panel at matching are generally of a good standard and in the main contain a good level of information. Sometimes gaps in knowledge about a child and his or her birth family could be more thoroughly researched. This information is critical to enable a good match to be made, to ensure the adopters have sufficient information to enable them to ‘tell a child their story’ and to enable the child/young person to understand their adoption journey. This understanding is critical to their self esteem and sense of self.

The adoption team is fortunate to have a very stable, experienced and committed group of staff who are clearly well managed. The reports prepared to assist in the approval process – Prospective Adopter Reports (PAR) continue to be of a very high standard which assists the adoption panel in making strong recommendations to the ADM. The number of prospective adopters coming to panel remains similar year on year with a slight reduction this year at 13.

Herefordshire continue to recognise the importance of bringing timely matches to panel which is reflected in the reducing timescales from becoming looked after to being placed for adoption (381),

this is now well below the national target(426). Reducing this timescale is critical for enabling children to be placed as young as possible in their permanent home. Disruptions to placements remain low. It is recognised that one of the critical components of successful outcomes for adoption is the provision of adoption support post placement. Herefordshire have successfully bid for funding from the Adoption Support Fund, this year to £22,500 which is similar to the previous year and marks the commitment to adopted children and their adoptive families.

One of the key strengths of the Herefordshire adoption service is the continued employment of a child and adolescent therapist. This service is of considerable benefit in assessing children's needs prior to placement and assisting with transitions for the child from foster care to their adoptive placement. This service has assisted many children to make what is in many cases a very traumatic change to their new family. In some cases children who have experienced traumatic early lives and several moves are helped to try and make sense of this change and begin to make new attachments whilst being supported emotionally by the therapist, the social workers and the foster carers.

The adoption panel continues to have a committed core membership and panels are always quorate and supported by the agency advisor. The panel would benefit from inclusion of members from different ethnic and cultural groups which represent the local community and we will continue to seek new members where possible. Members of the panel have attended training based on the new methods used by the adoption team when training prospective adopters. We also attended an Adopt West Midlands event featuring the latest research on Foetal Alcohol Syndrome and the impact of Domestic Abuse in the developing brain of a child. Both were extremely valuable.

The panel are also supported by business support who hopefully benefitted from some training on administration of panels earlier in 2017.

By way of constructive comment in a learning organisation the panel raise the following issues.

- Sufficient time for quality assurance of all reports to panel continues to be important in maintaining standards and to ensure best available information on children is available to ensure the most suitable matches with prospective adopters.
- The panel have noted that Life story work/books continue to be the responsibility of the allocated social worker. Feedback to panel from adopters continues to indicate that this work is not done in a timely fashion or not done at all. Social Workers need to be allocated sufficient time for this critical task or offered support. These 'books' along with the CPR and the later life letters are vital to a child's/young persons growing understanding of why they were adopted and if well done are critical in building self esteem and emotional health, without them key building blocks to their understanding will be missing. It is particularly critical that this information is available early in placement for older children as they will be questioning their adopters at a very early stage in their development. It is continuing good practice that adopters are offered the opportunity to attend 'telling courses'. Many local authorities are reviewing their support to this vital service recognising that social workers need support to achieve the standards required"

## 7. Post adoption support

We have secured £22,500 of funding for specialised therapeutic support through the Adoption Support Fund (ASF) this year to support 10 of our adoptive families.

## Appendix 1

We received 24 requests for adoption support assessments, which resulted in the provision of 8 adoption support assessments (and applications to the ASF) alongside ongoing support from an adoption social worker. In addition to this there have been many contacts with families where brief interventions, often just the opportunity to talk through particular issues, has helped them through a difficult period, preventing the need for more intensive involvement/services.

Two 'Family Fun' days have again provided the opportunity for adopted children and their families to get together in an informal setting.

Regular workshops for adopters have been held covering subjects such as 'talking to your child about being adopted', understanding children's behaviour and therapeutic parenting. Support is also offered through consultations with our Child and Adolescent Therapist.

With dwindling numbers at monthly support groups we consulted with adopters as to what they would find helpful. In response an adopter has now set up a support group run by adopters for adopters. This is a relatively new group but initial feedback is very positive.

The Letterbox system is currently supporting the adopters of over 150 children to maintain contact with members of their birth families, involving approximately 500 exchanges of news per year. 52 new agreements were made during the year.

The agency also has a statutory duty to make available support for anyone living in Herefordshire who have been affected by adoption. This includes

- Counselling, seeking and sharing birth record information with adopted adults
- Counselling and supporting birth family members who have lost/are likely to lose a child through adoption
- Counselling and assessing those wishing to adopt through the non-agency route- usually step-parents.

We received 17 enquiries from adopted adults wishing to access their birth records, 14 of which had progressed to a referral by the end of the year. Locating and securing adoption files from across the country can be a time consuming activity and we have experienced a lot of delay with some agencies and Courts providing records.

The team has provided counselling and support to 3 pregnant women who expressed a wish to relinquish the care of their child at birth. 2 progressed with the babies being accommodated and one child returned home.

We received 12 referrals to provide support to birth parents whose children were in proceedings.

We received 31 non-agency adoption enquiries (all from step parents) – an increase from 2016/17 of over 25%. We continue to encourage people to consider alternative ways of obtaining parental responsibility and initial discussions with families focus on the lifelong implication of adoption for the child and of the need to focus on the child's needs, not the adults. If families decide to pursue an application to the court they have to give us 3 months' notice. It is encouraging to note that whilst the number of enquiries has risen the number of applications made to court has decreased, with only one being made during the year.

## 8. Training

In addition to the 'preparing to adopt' training for prospective adopters, adoption social workers also contribute to the training programme for foster carers on the process of family finding and moving children on to adoption.

Two members of the team undertook training in level 2 Dyadic Developmental Psychotherapy (DDP) and two completed Theraplay Level 1 training – both through AdoptWestMids. This training will be cascaded throughout the service, promoting understanding of the benefits of an attachment based style of parenting.

Workshops on planning for adoption and the preparation of Child Permanence Reports (CPRs) have been provided to the LAC and Child Protection and Court teams and training on sibling assessments is planned for the near future.

Adoption social workers continue to offer a 'buddying' system to support children's social workers without adoption experience through the process.

## 9. Performance and quality assurance

Regional and national data for 2017/18 is not available for comparison at the time of writing however the adoption scorecard for 2016/17 has recently been released.

Children			
	A1: Average time between a child entering care and moving in with its adoptive family (days)	A2: Average time between a local authority receiving court authority to place a child and the local authority deciding on a match to an adoptive family (days)	A3: Children who wait less than 14 months between entering care and moving in with their adoptive family (number and %)
LA's 3 year average (2014-17)	547	255	50 (50%)
Distance from 2014-17 performance threshold (426 and 121 days)	121 days	134 days	n/a
1 year trend - Improvement from 2016 to 2017	Average time in 2017 was shorter than in 2016	Average time in 2017 was shorter than in 2016	n/a
3 year trend - Improvement from 2013-16 to 2014-17	Average time in 2014-17 was longer than in 2013-16	Average time in 2014-17 was longer than in 2013-16	n/a
England 3 year average (2014-17)	520	220	11120 (53%)

As reported last year, our 3 year average figures for indicators A1 and A2 will continue to be impacted by the cohort of children including two sibling pairs, one of which had been in foster care for more than six years and the other had previously been placed for adoption but had returned to foster care before being successfully placed the second time. The 'headline' figure does not reflect the very positive outcomes for these children. Similarly the successful placement of 2 six year old siblings within the last 12 months, who had been accommodated for almost 3 years prior to moving in to their adoptive family, will 'skew' future figures. However this should be celebrated as a great achievement for these children.

## Appendix 1

Without these 'legacy' cases, figures for 2017- 18 show the average number of days for indicator A1 reduced to 381 (well below the threshold of 426) and A2 reduced to 134 days.

	Number of days					
	2014/15	2015/16	2016/17	3yr average	Target	2017/18
A1 Becoming LAC to placement for adoption	515	706	467	547	426	381
A2 Permission to place to match with adopters	245	333	132	255	121	134

22% of Herefordshire LAC children were adopted from care over 2014-17 compared with the England average of 15%. In comparison with our 10 statistical neighbours Herefordshire performed better than 9 others, with percentages ranging from 8 to 23.

### Complaints, compliments, comments

Feedback is sought from prospective adopters, adoptive parents and social workers from within the council and from other agencies at various times throughout the adoption process. The preparation training for adopters is universally praised in terms of content and presentation and social workers involved in introductions of Herefordshire children to their adopters report very favourably on the thoroughness of the planning and the support provided during the transition from foster family to adoptive family, with the intervention of the child and adolescent therapist very much appreciated. Adopters overwhelmingly express their satisfaction with the service they have received from the adoption team and many compliments are received about individual social workers and the support offered by them in becoming adoptive families.

Prospective adopters often comment that they have approached a number of adoption agencies and chose to proceed with Herefordshire due to the friendly, efficient response they received during their initial enquiries.

One complaint was received in relation to the Letterbox process, but was not upheld.

There continue to be frustrations about the time taken for life story books and later life letters to be provided for children placed for adoption. To meet regulatory requirements these should be provided within ten days of the celebration hearing following the granting of the adoption order.

## 10. Key achievements during 2017-18

Comparative data is not available.

## Appendix 1

- 22 placement orders granted
- 19 children placed for adoption including 2 sibling groups and 2 children placed with their sibling who had already been adopted.
- 13 adoptive families trained, assessed and approved
- 29 ADM decisions for children
- 19 adoption orders granted for Herefordshire children
- Applications to the adoption support fund enabling Herefordshire adoptive families to benefit from specialist therapeutic support worth £22,500

### 11. Key priorities for development during 2018-19

- Acceptance into a Regional Adoption Agency
- Improve early permanence planning to increase numbers of children placed in fostering to adopt placements and improve timeliness between court authority to place a child and the local authority deciding on a match to an adoptive family
- Improved timeliness of life story books and later life letters and quality of child permanence reports
- Develop therapeutic support available for adoptive families

**HEREFORDSHIRE COUNCIL  
ADOPTION AGENCY**

**STATEMENT OF PURPOSE  
April 2018**

**URN: SC057941**

## CONTENTS

1. Aims and objectives of the local authority in relation to the adoption service.
2. Number, qualification and experience of the staff employed to deliver its specialist adoption service.
3. Systems in place to monitor and evaluate provision of services to ensure adoption services are effective and the quality of service provision is of an appropriate standard.
4. The procedures for recruiting, preparing and assessing, approving and supporting prospective adopters.
5. Appendix 1 – Herefordshire Council’s complaints procedure  
**(Full procedures can be accessed through Herefordshire Council’s website)**



## **1. Aims and objectives of the local authority in respect of its adoption service**

The authority aims to provide a service to all its customers that is welcoming, user friendly and non discriminatory.

The adoption service endorses the values underpinning the National Minimum Standards in setting service objectives and strives to promote the following principles within the timescales laid down by regulation:

- All children should be protected from emotional, physical and sexual harm and neglect.
- All looked after and adopted children should be placed as soon as possible with carers who can provide safe and appropriate care.
- In preparing children for an adoptive family we will listen to their views and provide age appropriate information.
- All service provision will be sensitive to the needs and diversity of the individual children, their birth parents and adoptive parents.
- All service provision will be flexible, responsive and supportive of carers and children.
- Adoptive parents require access to specialist preparation and ongoing support to carry out the additional parenting tasks of adoption.
- Adopted children and their parents require additional tools to process their unique histories and to understand their permanent separation from birth families.
- The adoption service will act as a mediator and consultant with universal services to ensure sensitive inclusion.
- We acknowledge that adoption has lifelong implications for those adopted and their families.
- Partnership between all those involved in adoption is essential to deliver the best possible outcomes for children.

Based on these principles Herefordshire Children's Wellbeing directorate aims to provide a comprehensive adoption service to all those who require it. The service is consistent with Adoption Regulations and National Minimum Standards which are reflected in comprehensive policies and procedures.

### **Services provided by Herefordshire adoption service:**

- Recruitment, assessment, preparation and support of a wide range of prospective adoptive parents to meet the placement needs of children locally and nationally.
- Counselling, information and support for birth parents who have lost or are at risk of losing their children to adoption.
- Counselling, information and support for pregnant women and parents who are considering placing their child/ren for adoption.
- Counselling for adopted adults in accordance with Schedule 2 of the Adoption and Children Act 2002. Those wanting intermediary services to trace birth relatives are signposted elsewhere.

- Advice and consultancy for social work practitioners and others who are working with children and families affected by adoption.
- Counselling, assessment and court reports in step parent and other non-agency adoption proceedings.
- A secure 'Letterbox' system to enable information to be safely exchanged between adoptive and birth families.
- Preparation of reports and attendance at other local authority panels when a match has been recommended for a Herefordshire approved family.
- Assessment of the support needs of adoptive families and provision of services before and after an adoption order has been made. This will include adoptive families unknown to the agency who reside in the county and request adoption support assessments 3 years post adoption order.
- Signposting, provision or commission of therapeutic services for children and their parents to ameliorate the impact of early trauma and abuse.
- Provision of adoptive families for children identified locally and nationally.
- Secure storage of adoption case records with appropriate measures taken to prevent theft, unauthorised disclosure, loss or destruction.

## **2. Adoption service staff**

- Gill Cox, Head of Service for looked after children and adoption has been the registered manager for the adoption service since May 2017.
- In the absence of the registered manager, the adoption CSW manager, Gill Smith, will deputise. Responsibility for the service rests with the head of service for looked after children and young people.
- Nichola Leighton has been the adoption support services advisor (ASSA) since May 2017.
- Social workers preparing reports in relation to prospective adopters, adoption placements and other adoption specific reports are required to have three years post qualifying experience in child care social work (including direct experience of adoption work). The 5.84 full time equivalent adoption social workers meet this requirement and all are registered with the Health and Care Professions Council.
- Through supervision, annual performance appraisal and development interviews and specialist training Herefordshire Children's Services ensures that staff have the skills and knowledge to work effectively in the complex field of adoption practice whilst keeping up to date with safeguarding and legislative developments.
- The team have a stable core staff group with a wide range of experience in the field of child care and family placement, including a play therapist/child and adolescent psychotherapist who provides

consultations to social workers, carers and parents and works directly with children, young people and adopters.

- Written procedural and practice guidance, including safeguarding procedures are available to staff and this is updated regularly in light of practice and legislative changes.
- All members of the adoption service undertake regular safeguarding and data protection training.
- The adoption panel has a rolling programme of training with bi-annual half-day workshops in conjunction with the adoption service staff group.

**3. The systems in place to monitor and evaluate the provision of services to ensure that services provided are effective and the quality of all aspects of service is of an appropriate standard.**

Feedback is regularly sought from service users and used to improve services provided. The adoption panel provides independent quality assurance on practice and reports presented. Quarterly reports on adoption performance are presented to senior manager and elected members. Adoption services are inspected and rated by Ofsted as part of their inspections of services for children in need of help and protection, looked after children and care leavers.

**Service planning information**

- The adoption panel takes a proactive role in meeting its obligations to monitor the service's performance against national minimum standards.
- Annual reports of the adoption service's activities, management and performance are presented to the senior management team and executive of the council and to key stakeholders.
- Protecting children and giving them a great start in life is a council priority. The timeliness of permanence planning for children is demonstrated through the numbers of children placed for adoption and the DfE adoption scorecards.
- The adoption service maintains records of its work and ensures that legislative requirements governing the use and retention of information are adhered to. All members of the service undertake data protection training.
- The assistant accountant for children's wellbeing meets regularly with the nominated manager to ensure the financial viability of the service.
- Records are kept of any serious incidents, allegations or complaints about the adoption service and policy and practice are updated to improve the service.
- Adoption service staff attend regional events and training to keep informed about adoption practice development for the benefit of its diverse customers.

### **Monitoring of recruitment and assessment of prospective adopters**

- All prospective adopters are directed to/given written information about the council's complaints procedure and about their right to apply to the independent review mechanism (IRM).
- All prospective adopters are required to attend 'Preparing to Adopt' training which until February 2018 was provided in partnership with Worcestershire adoption service. Evaluation forms are provided at each session and direct feedback is sought by the adoption panel. Feedback is used to inform course development.
- Timeliness of response to enquirers and throughout the approval process is measured and reported nationally.
- An evaluation questionnaire about panel attendance and experience is provided to all attendees including social workers and feedback from these is presented to panel to review its practices.
- On the granting of an adoption order all adopters are asked to complete a comprehensive questionnaire on their experience of the service offered by the agency.

### **Monitoring of child's adoption plan**

- Children with a plan for adoption are monitored through the LAC review system by independent reviewing officers and regular auditing.
- Close liaison between children's teams and the professional advisor ensure sufficient time for consideration of adoption plans by the agency decision maker (ADM).
- Should a placement disrupt prior to an adoption order being granted, a meeting is convened to investigate and learn and reports are shared with the adoption panel and agency decision maker.
- The need for birth parents to receive independent counselling and support is emphasised to independent reviewing officers and children's social workers.
- Child permanence reports (CPRs) and adoption support plans are prepared by suitably qualified social workers, endorsed by their supervisors and quality assured by the professional advisor to ensure consistent quality.
- Comments by panel members on the quality of reports and presentation of social workers are collated and fed back to supervisors to improve practice and feed into staff appraisals.
- Training is periodically undertaken with the children's teams to emphasise the multipurpose and explicit requirements of high quality CPR's and adoption support plans that acknowledge the lifelong impact of early trauma and neglect.

### **Monitoring of adopter activities**

- Timescales for responding to initial enquirers, accepting registrations of interest and completion of the two stages of the assessment process are collated and reported in nationally published data.
- All approved adopters are referred to AdoptionMatch (formerly known as the national adoption register) if no potential match has been identified within three months of approval.
- Where an adopter has been approved for over twelve months and has not been matched with a child, a review of their approval takes place with the adoption manager. If there is a significant change of circumstance the review report is considered by the adoption panel and the adopter/s invited to attend.
- Monitoring is in place to ensure that DBS checks and medical assessments remain valid for all approved and waiting prospective adopter/s.
- Quality assurance comments by adoption panel members on each case presented are collated and fed back to supervisors.

#### **4. Procedures for recruiting, preparing, assessing, approving and supporting prospective adopters.**

The agreed policies and procedures governing the functioning of the adoption service are available on the Intranet and Internet.

The key features covered by the policies and procedures are highlighted below.

#### **Recruitment, assessment and training**

- In accordance with the Children Act 1989 and Adoption and Children Act 2002 the needs of the child throughout their life are paramount when seeking adoptive family placements and the child's welfare, safety and needs are at the centre of the adoption process. The adoption system exists to serve vulnerable children, rather than adults who wish to adopt.
- The main aim of all aspects of preparation is to provide a lifelong family where a child will grow up in a secure and positive environment and reach their potential in all aspects of their lives.
- The needs of children who require adoptive placements are diverse and complex. In order to meet these needs, the adoption service will be creative and flexible and will be willing to consider all enquiries that offer the potential to provide a suitable adoptive home for a child.
- The adoption service will respond positively to applications to become adopters from people of all backgrounds, cultures, disability status, sexuality, marital status and religion in order to provide the maximum opportunity for children to be successfully adopted.

- Our responsibility to maintain a child's safety and confidentiality means that it is often not appropriate to place Herefordshire children for adoption within the county. We therefore welcome prospective applicants from neighbouring authorities to enable us to place Herefordshire children with families assessed and supported by Herefordshire adoption service.
- Where it is supported by the social work teams, applications from foster carers who are already caring for a child whose plan is adoption, will be welcomed. They will be offered counselling and training/information particular to their circumstances and their assessments will be 'fast-tracked' to panel as will those who have adopted previously.
- We recognise that there is a national need for adoptive families and welcome applications from those able to meet the more complex needs of children such as large sibling groups, children with disabilities, older children and those from Black and minority ethnic backgrounds. If we feel unable to prioritise a particular application we will signpost prospective applicants to other agencies.
- Enquirers who are still having investigations or treatment in the hope of achieving a pregnancy will be advised that we will not accept an application until the treatment has ceased and they have come to terms with this. Given the prevalence of loss issues for children where adoption is the plan it is essential that applicants are as emotionally robust as possible and have come to recognise and accept their infertility.
- Information about the particular needs of children requiring adoption will be used to recruit prospective adopters to ensure well prepared adoptive placements within a timescale that is suitable to the needs of the children waiting.
- Where a placement cannot be identified from within Herefordshire's resources we will seek adopters via AdoptionMatch, family finding websites such as AdoptionLink and other local authorities and voluntary adoption agencies. The payment of an inter agency fee will not be an impediment to the placement of children within the shortest possible timescale appropriate to their needs.
- Approved adopters are encouraged to be proactive in identifying potential matches and to attend regional and national 'exchange days' and adoption activity days.
- Specialist profiling is undertaken at an early stage for children where experience indicates there may be delays in identifying a placement e.g. older children, children with complex needs or sibling groups of 3 or more children.
- Herefordshire welcomes interagency placements with families assessed, approved and supported by other adoption agencies. Efforts are made to place Herefordshire children within manageable travelling distances to minimise difficulties during transitions and ensure support from known social workers. Adoption support service provision is carefully detailed in an adoption support plan when placing children outside the county and

multi agency commitment is required. Its provisions are reviewed at each statutory review or at the request of the adoptive parent/s.

- There is a legal requirement that anyone applying to the court for an adoption order must be at least 21 yrs of age. We welcome applications from those with previous parenting experience and those of any age with the physical and emotional energy to care for a child throughout their childhood and beyond.
- Time will be taken at the outset to inform the enquirer about the particular additional needs of children waiting for adoption to ensure they have an understanding of the children's backgrounds and experiences and the implications for their future.
- A decision on whether to accept a registration of interest from an enquirer in the pre assessment stage is made by the adoption manager within 5 days.
- Within 5 working days of acceptance of the registration of interest and in partnership with a member of the adoption team, applicants will complete a stage 1 agreement to statutory checks, references, medicals and information/training to be provided. This is a 'sifting stage' led by the applicants, but guided by the adoption service. It is expected that stage 1 will be completed within 2 months, though acknowledged that longer may be needed by some applicants to complete their self evaluation.
- If as a result of information provided, the adoption manager considers applicants are unsuitable to proceed to stage 2, they will be informed of this in writing and advised of the complaints procedure.
- Applicants may take up to 6 months to decide whether they wish to proceed to stage 2, which is social worker led but guided by the prospective adopters. A further agreement will be completed with dates of training, assessment visits, and presentation of the prospective adopters report (PAR) to the adoption panel. It is expected that stage 2 will be completed within 4 months, but longer may be needed in some cases. The focus of the assessment will be the analysis of the strengths and capacities of the prospective adopters to meet the needs of children who have experienced trauma and loss and identification of potential vulnerabilities that may need additional support and training.
- Where any significant concerns arise during assessment, the adoption manager may decide that the social worker should present a brief report to the adoption panel. The applicant/s will be encouraged to attend and make their own representation to panel which will recommend whether the assessment should continue.
- The applicant/s will receive a copy of the PAR and be asked to sign it to confirm its accuracy and provide any comments.
- Applicants are invited to attend the adoption panel in order to address any questions themselves. Not all applicants may wish to attend and they are entitled to waive their right to do so without this affecting the panel's ability to make a recommendation as to their suitability to adopt.

Applicants will immediately be informed by the panel chair of the panel's recommendation to the agency.

- The agency's decision will be made within 7 working days of receipt of the panel's recommendation and final panel minutes and applicants will be informed orally within 2 working days and in writing within 5 working days.

### **Inter Country Adoption**

- Many people believe they would not be able to adopt a young child in the UK and therefore seek to adopt a child from abroad. All enquirers will be asked whether they have considered adopting a looked after child in the UK and be given information about the children needing adoptive homes locally and nationally.
- The adoption duty social worker will provide initial information to inter country enquirers living in Herefordshire and inform them of the difference between domestic adoption and adoption of a child from overseas and the potential costs involved. Applicants will need to identify which country they wish to adopt from and research the requirements of that particular country.
- Where the service undertakes an assessment of applicants wishing to adopt a child from outside the United Kingdom a set charge is made for the work involved, half to be paid when an application is accepted and the remainder prior to presentation to the adoption panel. Where a subsequent match and supervision is required the agency will make additional charges to cover the costs to the adoption service.
- Where people are seeking to adopt a child who is a relative from overseas the set fee will usually apply.
- Intercountry adoptive applicants are required to access specialist information relating to their situation but will also be required to attend the 'Preparing to adopt' training.
- The process of assessment for those wishing to adopt from overseas is as outlined for prospective adopters above, but applicants will be expected to evidence how they will promote the cultural, racial and religious heritage of their child.

### **Support to placements pre and post adoption order**

- During assessment and approval all prospective adoptive parents will have an allocated adoption social worker. Once a placement has been made the child's social worker will be involved in visiting the child in placement as required by regulations. The focus is to promote secure attachments for the child with guidance being provided from both social workers.
- Children placed for adoption are subject to statutory reviews under the Adoption Agencies Regulations/Care Planning Regulations. Independent



reviewing officers ensure that all aspects of the child's welfare and care and support plans for his / her future are progressing satisfactorily.

- The education and achievement of children with a plan for adoption is actively promoted; all children of school age have a personal education plan (PEP) which is reviewed as required and at least 6 monthly. Children's views are sought and achievements recorded. Out of school activities and educational trips are promoted.
- Adopted children are identified as a vulnerable group in the schools admission protocol and thus given priority. Adopters are informed of their child's entitlement to an enhanced pupil premium to support their education.
- It is a requirement that the child's allocated social worker prepares or commissions the preparation for each child of a lifestory book, and later life letter that includes advice on how to access their adoption file and care records.
- In order to meet a child's needs throughout their life, adoptive parents must have access to the fullest information about the child's pre adoption history. The child's adoption case record will be made available to the adopters' social worker and arrangements will be made for the adopter/s to meet with those able to provide information about the child. This may be done on an individual basis i.e through a meeting with the agency medical advisor and birth family members and/or through a child appreciation event.
- Where an adoption placement ends in an unplanned way or there is imminent danger of it doing so, the service will convene a meeting to consider the circumstances and to help with planning for the future. Reports of the subsequent disruption meeting are considered by the adoption panel to ensure they inform future service development.
- The agency recognises the need to be flexible in arranging comprehensive support to adoption placements. In order to achieve this, an adoption support plan is compiled for each child placed, with details of the support to be provided, including where appropriate financial support.
- Adoption support plans are routinely reviewed during the pre adoption order period and a review may be requested at any point by the adoptive parent/s.
- All adoptive parents eligible for adoption support services from Herefordshire who contact the agency requesting a service will be offered the opportunity to talk to an adoption social worker. Advice, information and signposting to other partners will be provided or a 'one-off' service may be provided by the adoption social worker.
- Where on-going specific adoption support is indicated, an assessment will be undertaken in consultation with the family and partner agencies and a draft plan drawn up. Notice of the proposed provision of services will be given in writing to the person assessed and they will be invited to make representations before a final decision is made. In some cases a

multi agency adoption support meeting will be convened in order to facilitate and review the plan. The format and content of the review will depend on the circumstances of the case and need not always necessitate direct contact between the local authority and the adoptive parent, but may be limited to an exchange of correspondence.

- Where unexpected challenges arise and adoptive parents request an adoption support assessment every effort will be made to maximise universal service provision through CAFs, Multi Agency Groups and 'Edge of Care' initiatives. The level of needs pathway enables specialist advice and guidance to be drawn in from the adoption service without the need for an additional assessment.
- If specialist therapeutic support is assessed as required and is not available through statutory services, an application for funding from the nationally funded Adoption Support Fund will be considered.
- Sometimes it will be necessary to sensitively support adoptive families in making separate daily living arrangements for their child or young person. Every effort is made to maintain a link between the adopted child or young person and their family.
- Comprehensive guidance and support is provided to assist all parties to engage in effective contact that meets the changing needs of children throughout their childhood and into adulthood.
- Particular attention is paid to contact arrangement when siblings are placed for adoption separately. Some direct contact arrangements are actively managed but wherever possible once face to face contact is progressing well the agency will withdraw.
- A newsletter is produced twice a year to keep adoptive families informed of adoption related topics or events.
- Opportunities for contact with other adopters and other adoptive children are provided through a range of events e.g. support groups, and family fun days.
- Adoptive families are provided with information and encouraged to access the resources provided by adoption organisations such as Adoption UK; the adoption service will provide free membership to a limited number of adoptive families each year.

### **Services for adopted adults**

- The adoption service has considered the need to provide advice and guidance to young people approaching 18 years, including the opportunity to extend letterbox arrangements. The service has information available for adopted young adults about managing an approach from a birth family member and registering a veto.
- The adoption service provides counselling to adult adoptees who wish to seek information about their birth family in accordance with schedule 2 of the Adoption and Children Act 2002.

- Following initial counselling the adoptee/ adult affected by adoption is signposted to registered adoption support agencies for tracing and intermediary services.
- The adoption service has established processes to register veto requests from adopted adults.

### **Services for birth relatives**

- Children's social workers and the adoption service provide information and counselling to birth family members about the adoption process and its implications for them and their child. Birth parents are encouraged to be involved in planning for their child's adoption through contributing to the child permanence report (CPR), commenting on what is written about them and recording their wishes for their child's upbringing.
- Birth parents are kept informed of the progress of plans for their children and decisions are conveyed to them in a timely and sensitive way.
- Birth parents are encouraged and supported to meet their child's adoptive parents where it is considered appropriate.
- The adoption service actively promotes the exchange of information through Letterbox agreements. Adopters and birth family members are reminded to forward news in a timely way and efforts are made to initiate new arrangements and review historic arrangements to meet the changing circumstances of all users, whilst maintaining the focus on the needs of the adopted child/young person.
- Prompts are in place at every stage of the adoption process to remind birth relatives of available services.

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## Fostering Service Annual Report 2017 - 2018

OFSTED Registration: SCO56304

### 1. Executive summary

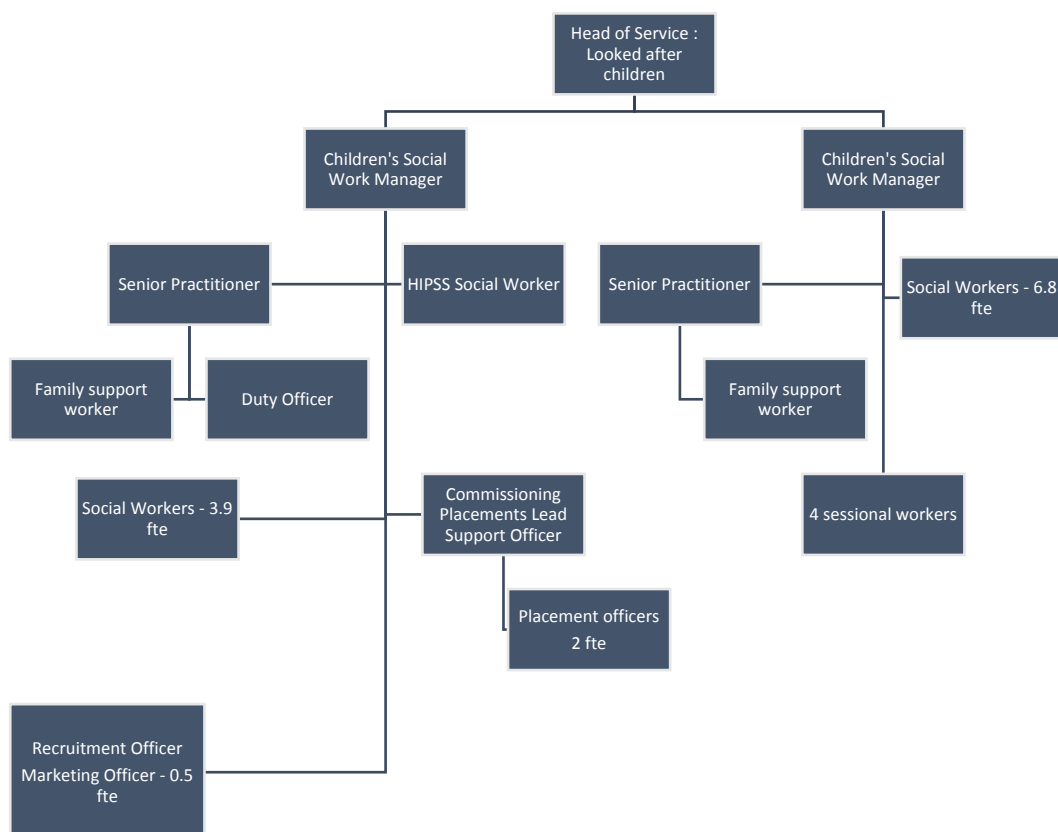
The Fostering Service is staffed by an experienced and committed team. The team have been successful at recruiting foster carers however due to the increase in numbers of looked after children there remains a significant and growing shortage of in-house placements. Recruitment and retention of foster carers is a priority particularly for older children, sibling groups, children with disabilities and long-term placements.

During 2017/18 there has been a focus on improving support for new foster carers and in developing the quality of training provision for all foster carers. This will support retention and also develop the skill and capacity of foster carers to meet the needs of children with more complex needs.

### 2. Introduction

This report complies with Standard 25.7 of the Fostering National Minimum Standards which sets out the condition that the Fostering Service Manager will monitor and report to board members and management members about the management, outcomes and financial state of the fostering service every three months.

### 3. Establishment



Following a restructure of the fostering service the two managers have shared supervisory responsibilities across kinship, SGO and general fostering domains. However with Alison Forshaw also covering the 16+ team from September 2017 the senior practitioners have been upgraded temporarily to help ensure supervision responsibilities within the above structure chart are met. The Placements Team joined the service in January 2017 to help provide greater continuity of placement searches – both ‘stepping up and stepping down’. They are temporarily being lined managed by Business support to help streamline some administrative systems identified as requiring improvement and line management arrangements will be reviewed after 6 months in October 2018.

The restructure created some anxieties within the staff teams, especially when followed by stretching manager cover, however the changes are embedded and the teams are functioning well.

One part time worker has left in the year due to her family circumstances and some part time hours have changed enabling the creation of one full time vacancy currently being recruited; and a training officer post has been created, recruited to and will commence employment shortly.

There has been some turnover of sessional assessing social workers completing assessments needing to be ‘fast tracked’ which have been replenished in recent months.

## 4. Foster Carers

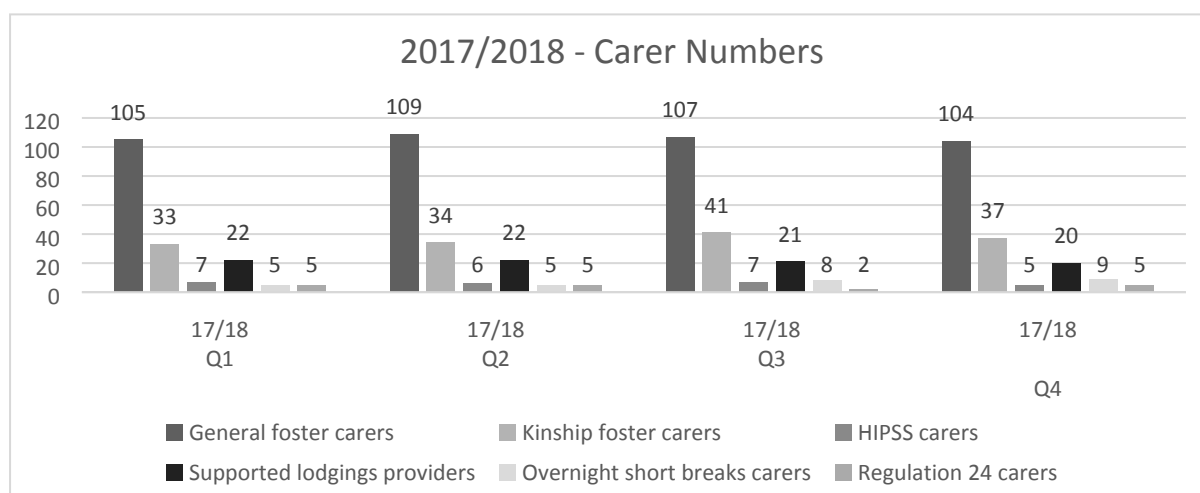
### General Foster carers

Statistical national figures show most local Authorities still struggling to recruit at minus 1 to 1% growth. Herefordshire Fostering Service has continued to expand albeit at a slower rate of growth this year: (2015/16) performance of 15% growth, (131 households) 2016/17 overall growth was at 10% (144 households) and this year’s growth of 155 shows continued growth at 7.6%. Overall including SLP and regulation 24 the figure of 180 represents 4% growth. Some of this reflects the increase in Staying Put, SGO and adoption conversions (refer to resignation data set below) and the more challenging nature of those children requiring placement.

	Q1 16/17	Q2 16/17	Q3 16/17	Q4 16/17	National data 16/17	Q1 17/18	Q2 17/18	Q3 17/18	Q4 17/18
General foster carers	102	101	107	104	1% decrease	105	109	107	104
Kinship foster carers	32	34	34	32	11% increase	33	34	41	37
HIPSS carers	8	6	7	7	N/a	7	6	7	5
Overnight short breaks carers	3	5	5	5	30% decrease	5	5	8	9
Regulation 24 carers	5	3	2	3	Not available	5	5	2	5

<b>SUBTOTAL FOSTER CARERS</b>				<b>151</b>	<b>N/a</b>				<b>160</b>
Supported lodgings providers	19	17	19	22	<b>Not available</b>	22	22	21	20
<b>TOTAL</b>	<b>169</b>	<b>166</b>	<b>174</b>	<b>173</b>	<b>N/a</b>	<b>177</b>	<b>181</b>	<b>186</b>	<b>180</b>

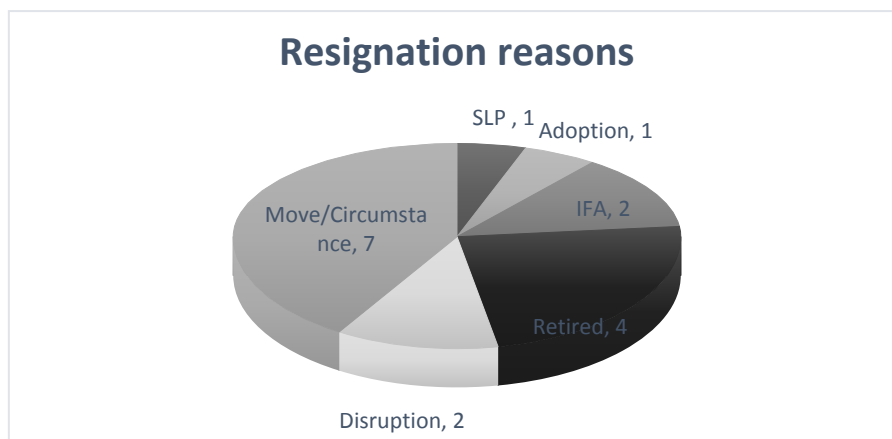
N.B. National data for 2017/18 is not yet available.



We have successfully recruited 26 new foster carers this year to the General, and OSB teams compared with 21 during 2016/17. HIPSS has temporarily dipped from 8 to 5 with 2 assessments booked into panel in April 2018.

We have exceeded last year’s recruitment of 15 households with 18 new general fostering households approved during the year. We have continued to see a low number of foster carers transferring from us to other agencies – 2 during 2017/18 comparing with 2 during 2016/17 and 7 during 2015/16. By contrast we continue to recruit from other agencies with 3 currently in the process of transferring to the Local Authority. This would indicate that we are meeting carers need for additional support with our model of family support, buddy plans via the Foster Carers Association (FCA) and continued recruitment of respite carers.

However, despite the increased recruitment this year has also seen an increased number of resignations with 17 general carers resigning as compared to 12 during 2016/17 and averages of 10 – 11 in previous years.



Resignations were due to two carers transferring to an IFA, one specifically for a black heritage long term placement and specialist agency, 4 due to age retirement, 7 due to changes of circumstances i.e. move out of area or family changes/health.

We have had to implement a more vigorous approach to carers being “on hold” due to personal circumstances and unable to provide us with a resource as we still have to maintain regulatory requirements (training, DBS, medical) which detracts from support available to other carers and have advised several carers to withdraw and return for updated assessments when their situation has stabilised.

Retaining carers continues to be a challenge and there has been significant learning around placing 2 long term placements within families with young birth children and without prior experience.

Over the year we have introduced new respite support processes to enable carers to formally use their own support networks, particularly for support to long term placements and to help facilitate complex transport arrangements. To date 9 respite support assessments have been brought to Fostering panel this year. This involves DBS checks, references and checks being completed and a specific report written and presented to panel and Agency Decision Maker (ADM). It also makes clear children’s wishes and feelings. The arrangement is reviewed at the foster carer’s annual review. This provides children and families with a more “normal” family life where children can spend time with close family and friends of the foster family as is common for any family. It also reduces pressure on existing respite carer resources. We aim to increase this activity and incorporate such formal supports being available at the point of assessment or early on post approval.

### HIPSS carers

HIPSS (Herefordshire Intensive Support Scheme) carers provide therapeutic placements for our most challenging children who are either currently in residential care or at high risk of requiring a residential placement. We aim to be able to place these children locally in Herefordshire within a family based setting.

The scheme has gone from 8 carers to 5 in the last couple of months:

During the year there have been 3 resignations: one resignation due to ill health; however, of the others, none have actually left Herefordshire Fostering service with 1 reverting to Supported Lodging Provider (SLP) status, 2 returning to general respite which evidences an ongoing commitment to the service and support offered.



## Appendix 3

All had been carers since the HIPSS scheme inception and it is important to recognise the additional emotional strain of such intense work with challenging placements.

There has been one new approval which has now taken a young person on a planned step down from residential care. Sufficiency has also increased in that one carer has been dual approved to take a new HIPSS placement and one has stepped down to a general foster placement.

4 young people have 'stepped down' from HIPSS provision to foster placements (all had previously been in residential care), one received outreach support to enable a reunification plan with family. One emergency intervention with a young female at high risk of child sexual exploitation (CSE), regrettably the risks within Herefordshire were so high she required placing in a specialist CSE residential provision to keep her safe.

Whilst the current number of HIPSS carers is below targets set of 10 HIPSS carers to provide 10 placements we have 2 assessments nearing completion and due to come to panel on 9<sup>th</sup> May. One will provide valuable respite support as part of an induction plan for both HIPSS and general carers.

A HIPSS recruitment strategy is in place and will be implemented again in summer 2018 with a new marketing officer in post. Across the region there has been interest in our success in recruiting therapeutic foster carers for the HIPSS project.

The contract for TISS ended on 31<sup>st</sup> March 2018 and so this service is no longer able to offer direct work to LAC children and consultations for foster carers will reduce significantly.

Carers have missed this additional resource, but HIPSS have become more responsive to crisis consultation to social workers. In order to mitigate the impact we are also opening more training across both agencies i.e. Positive handling, PACE to carers and PACE, emotional coaching and DDP training to staff to upskill fostering social workers.

During 2017/18 there were 3,001 residential bed nights purchased against a target of 1,774.

Quote from a child in care on HIPSS respite carer for her annual review:

'Hello Kelly, Its BH here. Alison was like family to HIPSS, the carers and the kids in care. This year Alison looked after me when V and Colin was on holiday. I had a lovely time with Alison... Alison was interested in what I liked to do in my own time. Alison was interested in history, movies and chess.'

### Kinship carers

A Connected Person is defined as "A relative, friend or other person connected with a child. The latter is someone who would not fit the term 'relative or friend', but who has a pre-existing relationship with the child. It could be someone who knows the child in a more professional capacity such as (for example) a child-minder, a teacher or a youth worker."

Relative is defined as "a grandparent, brother, sister, uncle or aunt (whether of the full blood or half blood or by marriage or civil partnership) or step-parent."

In Herefordshire and other local authorities a connected person is referred to as a Kinship Carer. The term Friends and Family carer is sometimes used by other authorities. Locally the service can be directed by court to provide a 'kinship assessment' this can result in either a kinship fostering assessment or a Special Guardianship assessment depending upon the care plan for the child.

As directed by Regulation 24 of the Care Planning, Placement and Case Review (England) Regulations 2010 if a decision has been made that a child needs to become looked after and needs to be placed immediately with alternative carers the child can be placed with a 'connected person' and a temporary approval of the connected person can be made following initial safeguarding checks. The temporary approval can last for up to 16 weeks (with an extension of up to 8 weeks to be used in exceptional circumstances). During this 16 week period a full assessment of the carers is made as for any other foster carer.

There are currently 37 approved kinship foster carers and 5 temporarily approved kinship carers. Year on year there has been an increase in activity both in assessments and approvals over the year - 18 approvals and 11 withdrawals within the Kinship cohort over the year. However of the 11, 4 have achieved permanency via Special Guardianship order (SGO), 5 children reunified to their birth family; 1 child was not placed and was placed with birth father; 1 has converted to staying put.

Compared with statistical neighbours Herefordshire LAC figures are high – the figures above represent positive permanence outcomes for Looked after children and Herefordshire has a LAC reduction strategy that is particularly focussed on supporting kinship carers to apply for SGO's where this is assessed to be in the child's best interests.

In total Herefordshire supports 109 Special Guardians. A SGO is a private order whereby the Special Guardian shares parental responsibility (PR) with the parent(s) but can exercise PR to the exclusion of all others. A focus over the past year has been to develop better support for special guardians and this has included a dedicated support group, giving special guardian's access to all fostering training, arranging consultations with TISS for special guardians, an online and telephone advice support service for Special Guardians, providing information via a quarterly newsletter, and the provision of an allowance policy that provides clarity and transparency. As the TISS service has now ended this will no longer be available from April 2018.

The fostering service completed 14 SGO assessments this year, of which 9 were SGO's to foster carers, kinship carers or temporary approved (Regulation 24) foster carers. The remaining 5 were private applications instructed by court. The fostering service also responds to instructions to review SGO contact arrangements or support plans if requested by court.

Our family support workers have continued to work directly with 13 special guardianship families, an increase from 7 last year, indicating a doubling of demand. Where a special guardianship order is made for a former looked after child then access to funding for therapeutic services is now possible through the Adoption Support Fund (ASF). To date 4 applications to the fund have been successful for a range of therapeutic and occupational therapy resources; two application are awaiting a decision (as compared with 2 the previous year).

### Sleepover Scheme Carers

The Overnight Short Breaks Service was re-branded as the Sleepover Scheme when The Duchess of Gloucester visited the Fostering Service in September 2017. The change of name arose following formal consultation with birth families and children who felt this was a friendlier child centred title. The Scheme provides family-based overnight care to disabled children living at home with parents. We now have 9 Sleepover Scheme foster carers (up from 5 carers end of last year 2016/17)

providing breaks to 8 children for a total of 348 nights a year (214 nights were provided in the financial year 2017-18). Two households have withdrawn due to changes in personal circumstances (pregnancy and new relationship). A total of 6 assessments have been approved over the year.

**Number of carers:**

	Year 1 (2016-17)	Year 2 (2017-18)
<b>No. of Enquiries</b>	86	17
<b>No. of Carers Approved</b>	6	6
<b>Carer withdrawn/resigned (drop-off)</b>	1	2

**Number of Placed Children:**

Year	2016/17				2017/18			
Quarter	1	2	3	4	1	2	3	4
<b>No. of Children</b>	1	4	3	3	6	5	6	8

We are developing the process of dual approving carers in order to meet the needs of children living with their parents and those who are looked after with specific planned overnight stays to help prevent placement disruption. It has proved extremely challenging for the fostering service to provide consistent respite care for children with disabilities as emergency placements or changes in plans for short term placements often displace plans for regular respite. However, those carers do need a similar level of respite support to that offered to birth families – especially if also providing other foster placements or having birth children as well as a child with complex needs. One foster carer is now receiving invaluable overnight respite for 4 nights per month for a child with highly complex health needs.

Stuart Barber, Sleepover Scheme co-ordinator, has moved to be based with the Children with Disabilities (CWD) team in order to streamline and raise the profile of the Sleepover Scheme and this is resulting in increased referrals and applications.

The Sleepover Scheme have formed their own support group facilitated by either the Sleepover Scheme Project Co-ordinator or Family Support Worker. Additional training is provided by colleagues in health for our carers usually on a child specific basis. OT assessment services are purchased privately on a case-by-case basis due to a lack of capacity in local NHS provision making all take-up of referrals much delayed and way outside the timeframe for placement planning.

Feedback for the service is positive as evidenced by comments from parents (July 2017):-

It's positive, he enjoys it. They're very active with him and take him lots of places.

She enjoys the company and the rest of the family. She's familiar with all members of the family. She also benefits because it's widening her circle of friends.

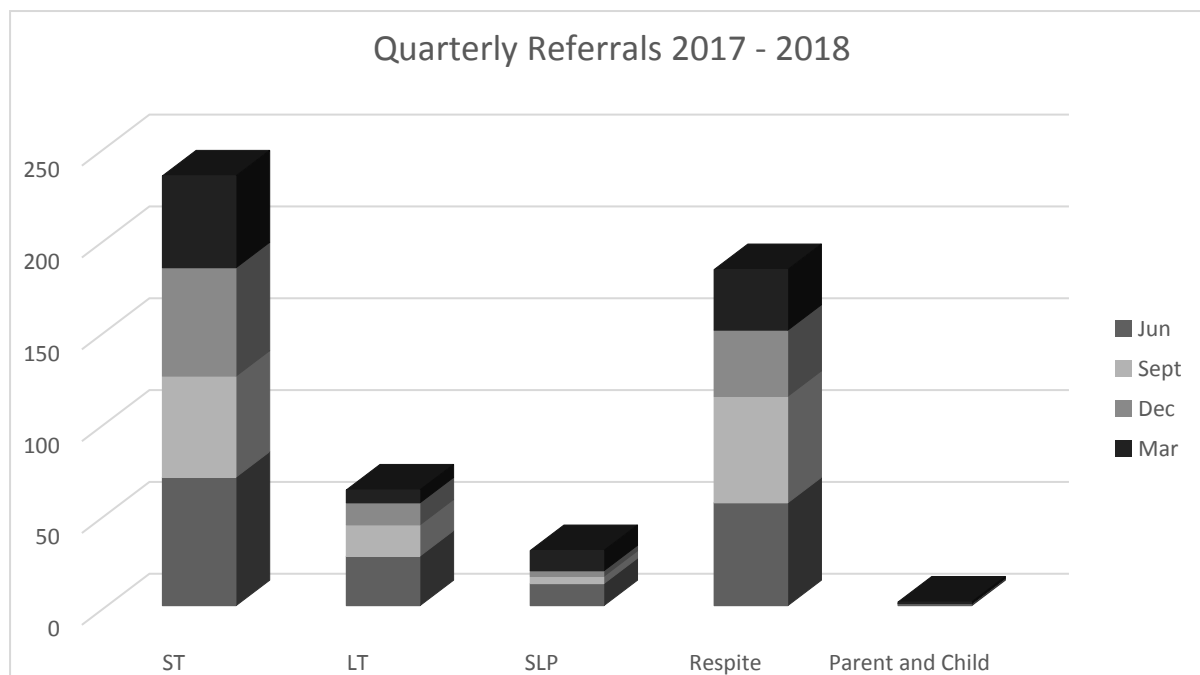
It's a great service!



## Placement activity

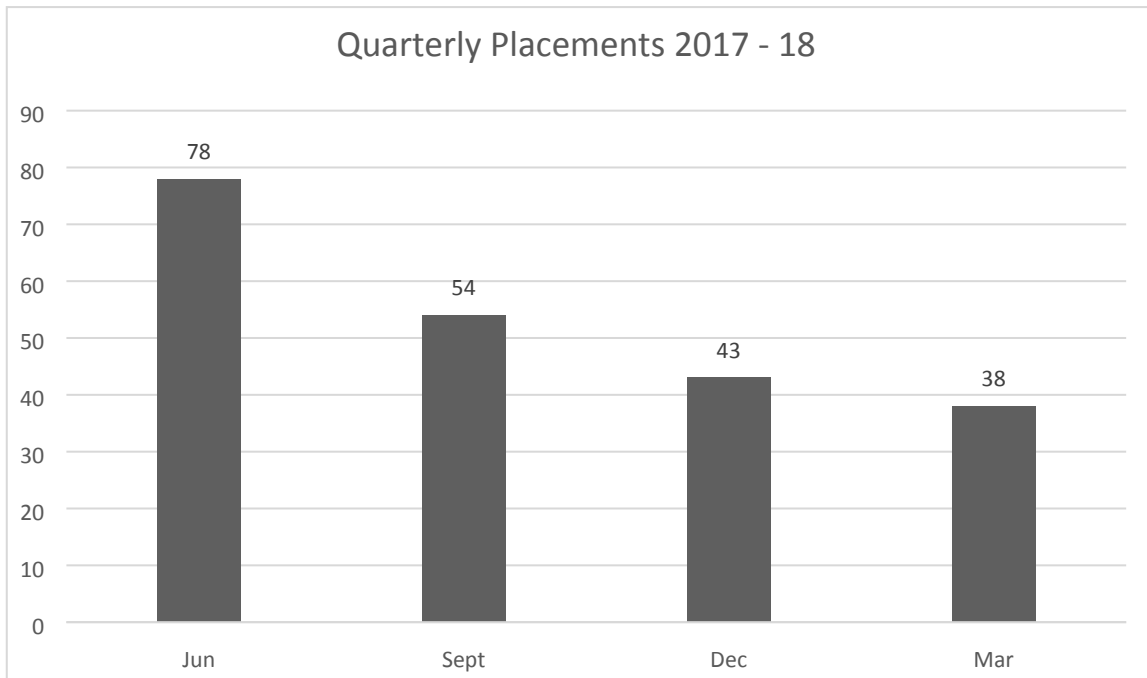
### Referrals

There has continued to be a high number of placement requests during the year.



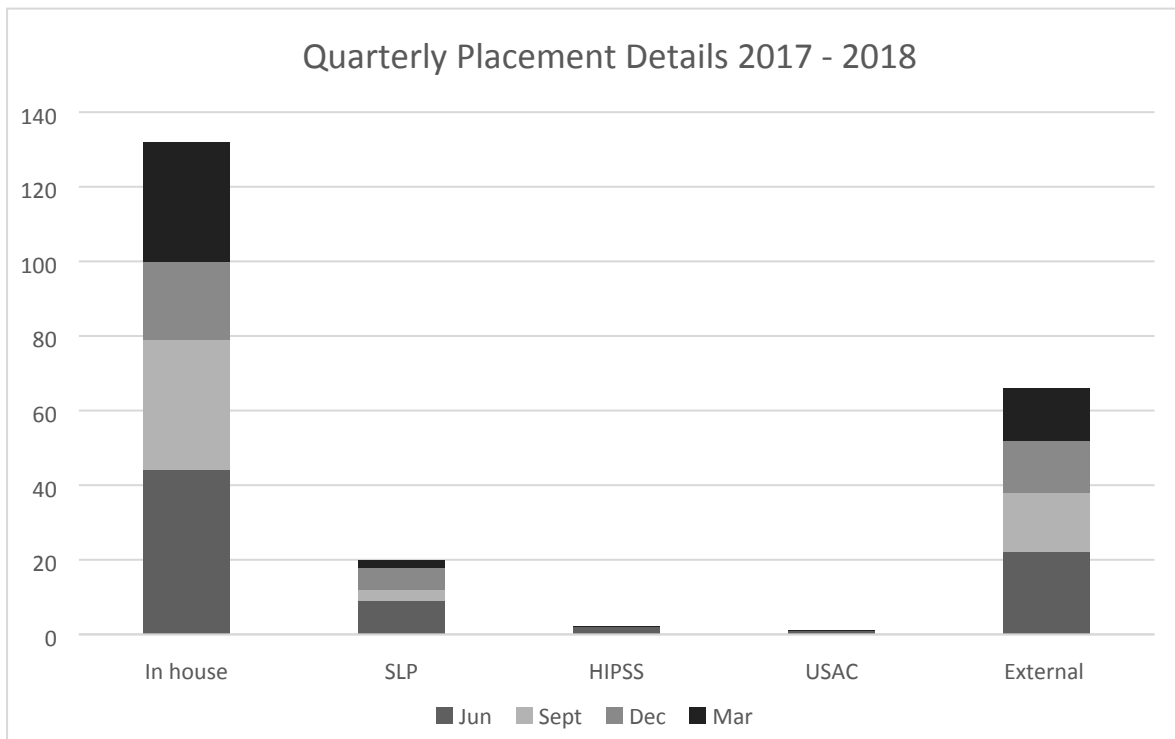
The graph above shows types and numbers of placement requests during the year whilst the graph below shows the total number of placement requests for each quarter. The lead up to summer is always a very busy period for placement requests but the reasons for a reduction in requests each quarter are unclear.

Appendix 3



Quarterly Placements made

The graph below shows the number and types of placements actually made during the year. The continued high numbers of looked after children have meant a continued reliance on independent fostering agencies.



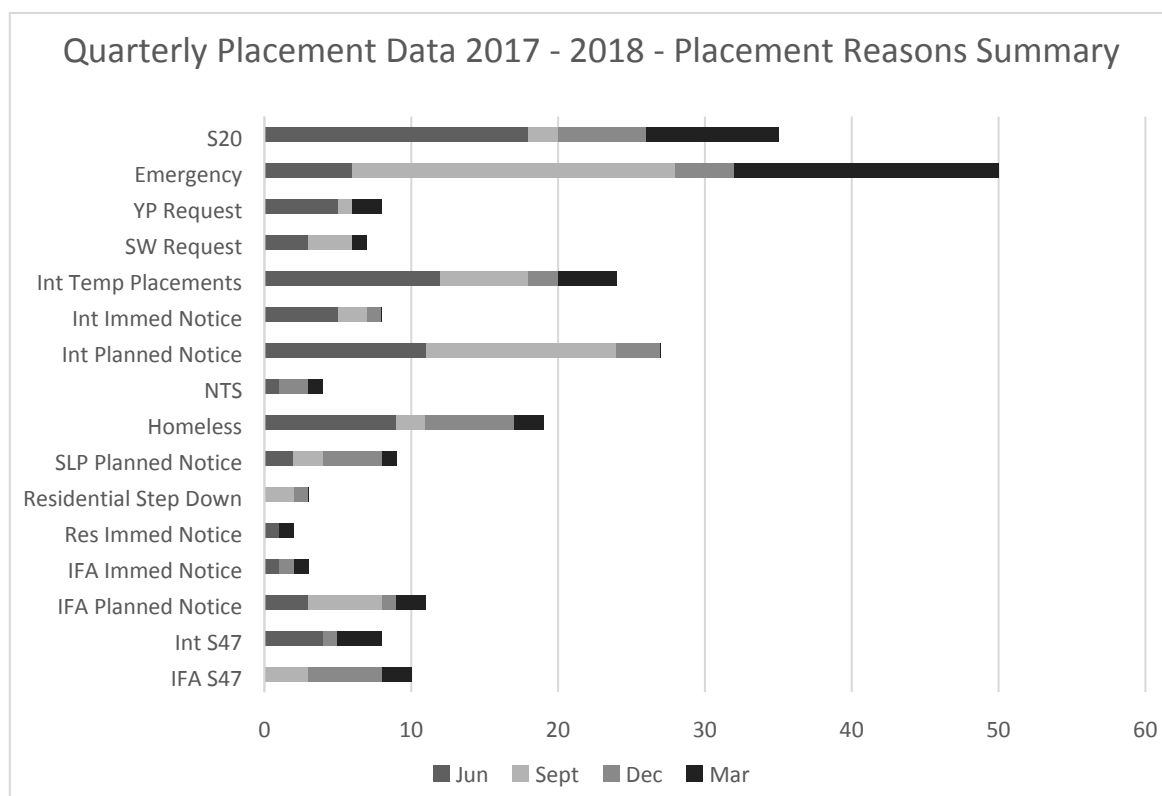
## Placements Made – Summary of the Reason why the placements were needed

The levels of referral activity remain high as they were last year. There has been a reduction in the number of requests for long term placements through shared learning with referring teams. The levels of respite remain high in order to meet the demands of complex placements and older children in their teens.

The number of mother and baby placements has reduced since last year. The reasons for this are unclear but may be due to changes in the Child Protection/Court team culture.

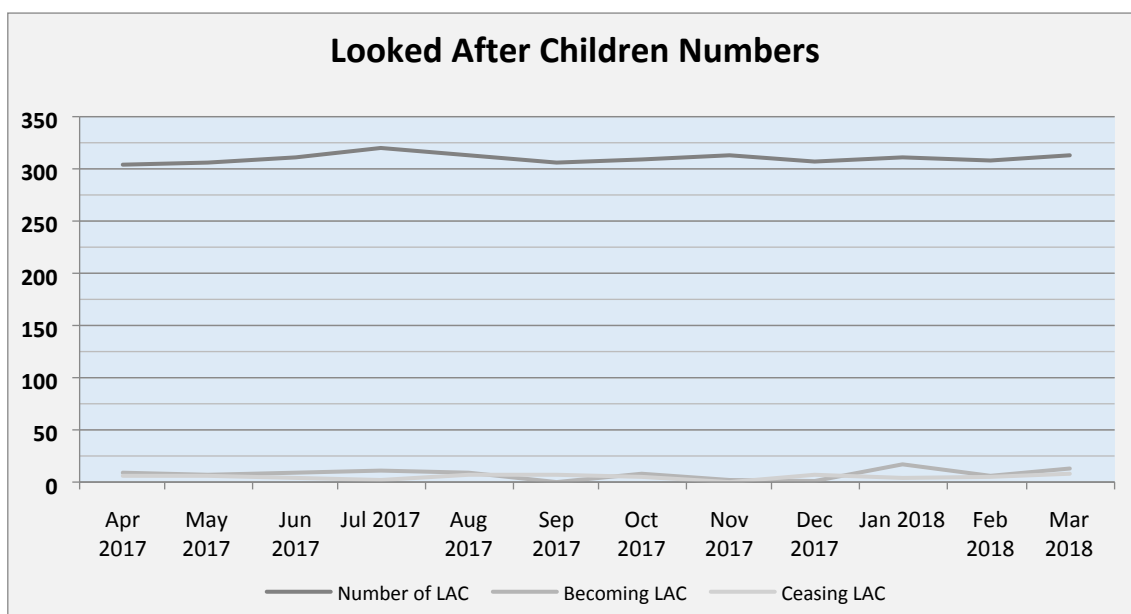
Further work is needed on early notification of placement requests to allow for planning times and good matching of placements and prevent the high level of emergency placement requests.

Placement panel has oversight of referrals and further work is planned to re-look at reviewing placement need for step down from IFA placements i.e. to long term placements or after assessment periods.



## Children in placement

Through improvements within Mosaic and improved data gathering methods quarterly statistical data relating to children in different types of placements is now available and is being reported on a monthly basis. This has shown LAC figures continuing to rise over the year with 313 children looked after on 31<sup>st</sup> March 2018.



Again whilst increased LAC numbers is in line with national statistics (Ofsted 2016/17 national report) at 313 Herefordshire figures are high compared with statistical neighbours. We need to improve planning and supporting arrangements to live with family members, reunification, SGO and adoption as above.

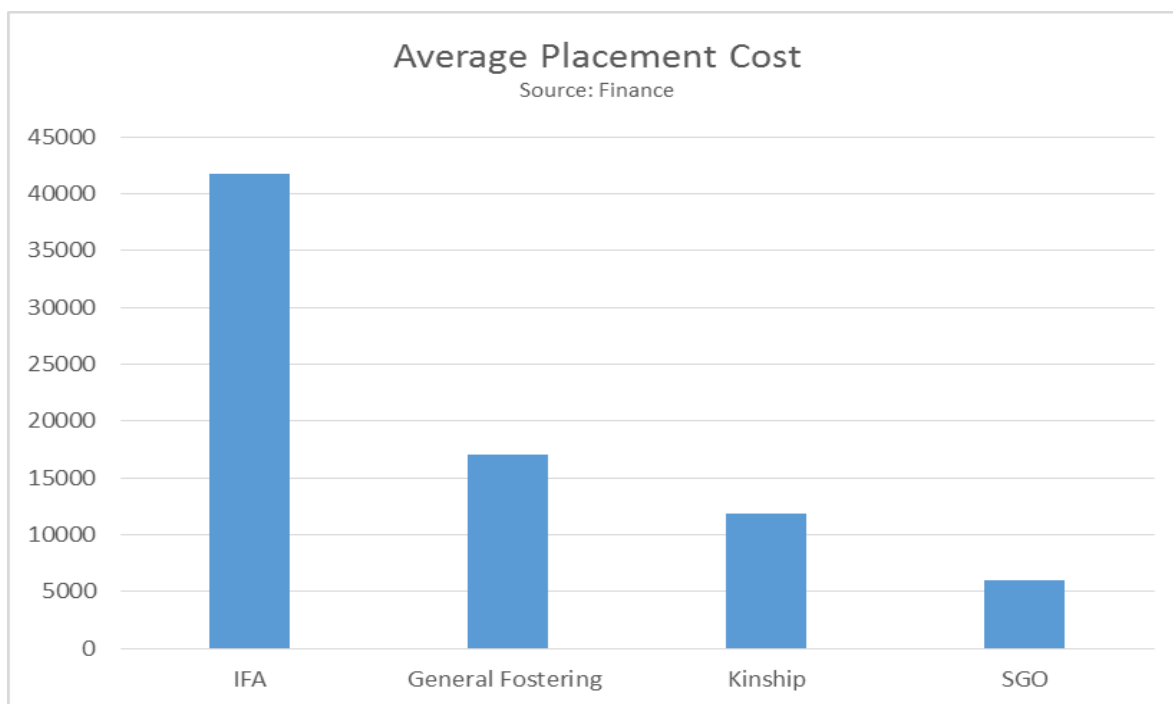
#### Placement stability

Placement stability has continued to improve throughout the year. This does indicate that support levels, the role of family support workers and formal support plans are working and is reflected in the increased Panel activity for long term matches (see section 6). However it is also indicative of the further work required to improve permanency for children outside of the looked after system.

#### Average placement cost

A greater number of looked after children are likely to move from a kinship fostering arrangement to an SGO arrangement than any other care arrangement. Kinship care arrangements cost on average £5k less than a general fostering arrangement. The number of kinship care arrangements continue to vary across local authorities. Herefordshire currently has 32 approved households and 5 temporarily approved households.

It should be noted that the costs of general fostering and kinship fostering placements are not directly comparable with the costs of IFA placements as they do not take account of staffing and infrastructure costs as IFA costs do. Work will be completed to inform the Placement Sufficiency strategy during 2018/19 to enable accurate comparisons.



### Supported lodgings provider (SLP) and Staying Put carers

Supported lodgings providers have a shorter assessment than General foster carers, but include independent references, health and safety and safer carer policy. They are approved by the ADM outside of panel processes. Supported lodgings differ from foster placement in that they offer more 'long arm' support and advice and are expected to focus on development of independence skills, employment and education.

Following last year's successful recruitment on the back of national awareness regarding the need for placements for unaccompanied asylum seeking children we have had 2 providers resign and numbers have dipped from an average of 22 to 20. Of these 7 are dual approved SLP/ foster carers whose availability varies according to placement needs i.e. fostering or SLP.

Although the numbers of providers has dipped from 22 to 20 we have 2 providers who have moved to a larger house or are extending their accommodation and wish to increase their offer to us.

Work across the fostering service and 16+ has been focussed on reducing crises and more planned work. Qualitatively, SLP providers are reporting improved planning and less crisis driven work. An SLP support group is meeting monthly to discuss issues, practice and policy and guest speakers which is driving quality of care and planned moves to independence up.

The availability of an emergency temporary SLP in response to young people's representation to Corporate Parenting panel in 2017 has been positive and absorbed pressure from duty. This carer has had 6 emergency homeless placements, 3 placements did not progress as the young person chose to go elsewhere and 3 planned respite between placements.

However, inevitably some remain in situ longer than 48 hours and approval is increased to 'time limited placements' with a plan to move to other providers or independence.



Many young people struggle to reach independence but with planned high quality work they can be supported with a plan to achieve positive outcomes.

These young people have a higher than usual level of struggling to manage when they first move out of foster placements and, as for all our own children, often find 'leaving home' for the first (couple) of times extremely difficult facing higher levels of risk around budgeting, substance misuse, unemployment and unstable relationships.

One young person started two university courses – both ended in him leaving the course and accommodation debts. He was able to return to his previous SLP placement in June 2017. Support focused on maintaining a daily routine, obtaining secure employment, attending GP appointments and meeting his own mental and physical health needs with the aim to increase social interaction and support networks.

After 9 months the young person now has secure full-time employment with promotion and development opportunities in catering which he loves, he is ordering cook books, trying recipes, and purchasing kitchen equipment to cook a wider variety of recipes.

His annex is tidy and clean and he takes initiative in doing his own washing and shopping.

All previous debts have been resolved. The young person is now sending money to his younger sister at University to encourage and support her. He is also paying rent to SLP by standing order with an additional overpayment that will be returned to him towards a flat deposit when he moves on to independent accommodation.

The young person has friends who visit and go out socially together and they are even talking about getting a shared house together. He has attended GP and dentist appointments and is now managing these himself. He is looking well is able to buy his own clothes and takes pride in his appearance and has a girlfriend.

Staying Put activity has continued to grow gradually year on year with an average of 5 – 8 placements at any one time. There tends to be a dip in the number of Staying Put placements emerging each summer, possibly because young people find this an easier time of year to move out at the end of college academic years.

Development work with the Housing Benefit team and a policy to set up Local tenancy agreements to claim Housing Benefit has been delayed due to changes in management cover over fostering and 16+ but will be pursued during 2018/19.

### Unaccompanied asylum seeking children (UASC)

Nationally 13% of LAC over 16 year old are UASC. Herefordshire joined the National Transfer scheme in 2016. Whilst we have 2 SLP, one foster carer and one respite SLP support provider specifically available for UASC there has been significant difficulty with sustaining placements. This is in part due to the rural location which had not been anticipated by Asylum seekers expecting to be placed in a city but also due to concerns they cannot access the type of full time education they expected. The fostering service continues to offer twice a year training for foster carers and SLP on UASC and regional training is also being offered. Strategic work is planned with 16+ staffing and links with NTS

to prepare UASCs more thoroughly before being placed in Herefordshire to help pre-empt unrealistic expectations.

Our SLP fostering social worker is working at full capacity with 17 providers to support, several with multiple placements.

## 5. Recruitment and Assessments

Analysis of recruitment and assessment activity 2017/18:

- 161 enquiries received
- 81 initial home visits
- 24 applications received
- 5 withdrawn 1 counselled out
- 18 continued to assessment with 6 of these already approved and the other 12 still in assessment
- 19 approvals over the year

There has been learning around our initial screening particularly focussing on health history and fitness to work. A long term difficulty has been trying to encourage GP's to prioritise foster carer medicals, a letter was sent out to GP's in relation to this over 12 months ago and further work is underway to help GP's understand the process and the impact of delays. When comparing regional data supplied from the West Midlands Recruitment Forum, it is clear that Herefordshire performs well with regard to enquiries, visits and overall approval of foster carers. It is evident at the forum meetings, that other LA's have increasingly large budgets on top of recruitment staff (some equating to £45,000) for recruitment and marketing purposes, using a lot of this to procure outside businesses and consultants to help with some of their social media, producing of materials, data research etc whereas in Herefordshire we employ the Recruitment Officer and also the Marketing Officer to cover these areas meaning the small budget that we have (£3,000) for this purpose is kept for marketing materials, advertising, and booking of events thus keeping the costs to a minimum.

It is important to note that Herefordshire figures do not include enquiries into the Sleepover scheme, or kinship assessments

	Yearly totals
Approved starters (TC) - Birmingham	20
Approved starters (TC) - Coventry	36
Approved starters (TC) - Dudley	0
Approved starters (TC) - Hereford	19
Approved starters (TC) - Sandwell	6
Approved starters (TC) - Shropshire	0
Approved starters (TC) - Staffordshire	20
Approved starters (TC) - Stoke	5
Approved starters (TC) - Telford & Wrekin	11
Approved starters (TC) - Walsall	12
Approved starters (TC) - Wolverhampton	16
Approved starters (TC) - Worcestershire	16



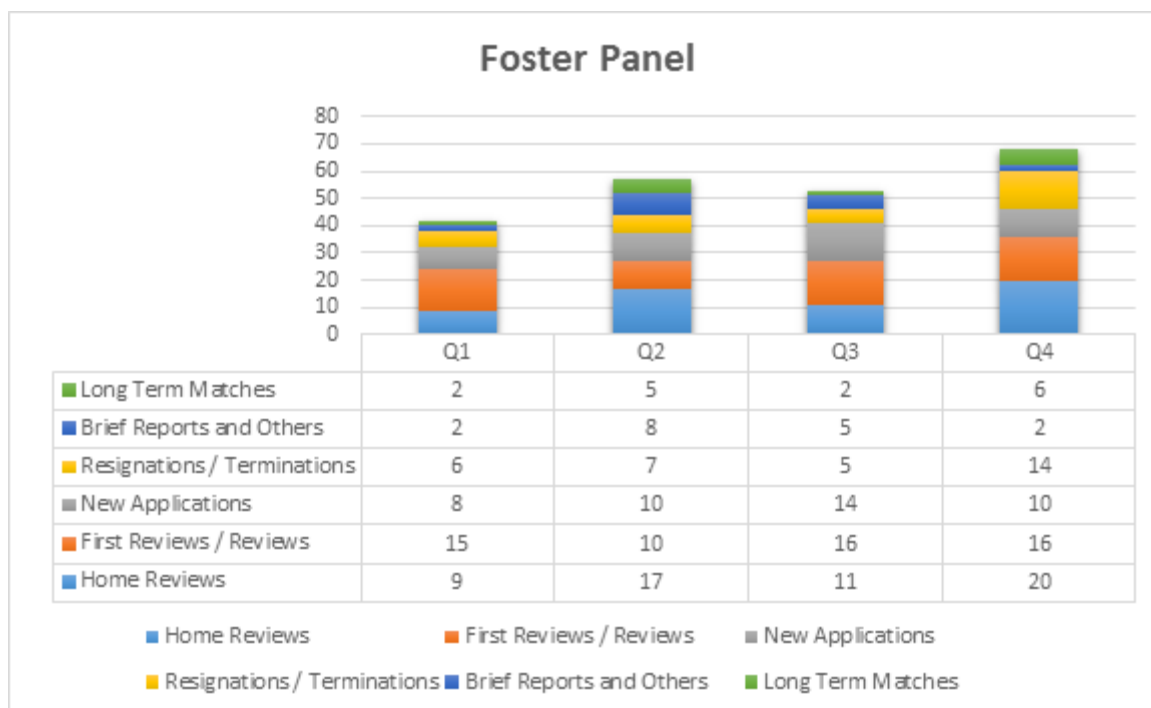
Recommendation (word of mouth) and website continue to be the top two ways in which enquirers are aware of fostering for Herefordshire. We have always been able to evidence that if we are not out in the community promoting fostering, the enquiry figures will dip.

A number of regional partners have asked for information about our recruitment strategy (Twitter, website and leaflets) particularly in relation to our use of the recruitment officer completing home visits (not a social worker) and specialist schemes such as HIPSS.

## 6. Fostering panel

The Fostering Panel meets regularly twice a month on average. Alison King is stepping down as Independent Chair, and this post has been successfully recruited to. We have also recruited 2 Vice Chairs, Hilary Jones (Virtual School Head) and Helen McNamara (previous employee of Herefordshire) as it became apparent one was not sufficient to cover eventualities such as sickness or holiday periods. A rotation pattern is in process to ensure consistency between panel chairs. Other members of the Central List include a registered foster carer, County Councillor, representative from the virtual school team, representative from the LAC health team, and staff members from fostering and HIPSS teams.

The panel is independent of the Local Authority and as such its remit is to make recommendations on whether applicants are suitable to foster, and if current foster carers should be re-approved. It also has a quality assurance and monitoring role in terms of the work of the fostering service. The majority of cases heard by the panel are either new applications, including from ‘connected persons’ (relatives or friends of the child/ren), and first reviews of foster carers, but panel also considers reviews post allegation, brief reports (where a concern has arisen partway through an assessment) and a variety of other matters. During the year the panel has considered some highly complex and contentious situations, one of which have resulted in a request by the applicants/foster carers for an independent review by the Independent Review Mechanism.



Feedback is sought from all those whose cases are presented to panel and is generally positive. The implication of negative feedback is carefully considered, and panel adjusts its conduct where necessary. Panel provides feedback on assessment reports presented to it, and over the last year has found these to be overwhelmingly of a good or excellent standard.

Policy development around quality assurance processes across the local authority has included a revision of panel quality assurance paperwork and the system for collating and reviewing the performance of staff and the quality of work presented which is being implemented from April 2018.

Other matters of concern relevant to the operation of the panel are fed back directly to the relevant Heads of Service. For example, this resulted in a shared training workshop to look at administrative processes across both fostering and adoption services with Business support and helped clarify expectations, minutes and times allotted on agendas.

## 7. Training

### Fostering team:

- Managers have attended operational training where appropriate.
- A team member has been trained and has delivered two Graded Care neglect tool courses across the directorate.
- Family group Conferences for 3 staff
- Serious Case Review for S family
- Mandatory on line training, including information governance update
- DDP training for 1 member of staff
- UASC and independence planning for SLP
- Therapeutic parenting, PACE and emotional coaching workshops.
- Senior Practitioners are embedding a culture of “learning lunches” e.g. recognising and managing aggression towards foster carers, learning from good practice examples and case work reflections.

### Foster carers

Foster carers have raised concerns that the CPD online and co-ordination of a varied training programme has been difficult this year following the decision that this role should be undertaken by the team instead of fostering panel co-ordinators. It is vital that we upskill and equip carers not just to manage challenging behaviour but also to offer therapeutic responses to children to help their recovery from trauma.

Consequently the staffing structure was reviewed to enable the creation of a new Training officer post which will be piloted initially for 12 months to develop the training programme for 2018/19. Given our small budget of £3,000 the aim is to co-ordinate with partner agencies offering or needing similar training and increasing joint training to social workers, HIPSS and fostering and education to ensure consistency of models and approaches.

All foster carers undergo the Preparation to Foster training and Induction. Mandatory training is monitored through formal supervision and the annual review process. It has been difficult to have clear numbers attending all of our courses due to loss of business support data gathering and co-ordination of course which will now be taken up by the Training officer post.

Additions to the fostering programme have been HIPSS training including direct 1-1 consultations and carer self-care.

## 8. Performance and quality assurance

See Section 3 for details of numbers of foster carers.

### Quality assurance

The format for quality assurance of assessments has been reviewed this year with the new process due to be implemented for 2018/19. This will enable the quality of assessments to be monitored and reported in a standardised format.

### Complaints

Four complaints were made by foster carers during the period. One was upheld in relation to communication between the Fostering and LAC teams; one was not upheld and responded to by another service; and two related to confidentiality breaches made by foster carers.

Three complaints were made by young people. One relating to respite arrangements; one relating to identifying an acceptable SLP placement; and one relating to house rules. All were resolved with the young people at an informal level.

Two complaints were made against the fostering service in relation to finance and nursery fees and neither were upheld following investigation.

Two complaints were made by birth parents and neither were upheld.

Opportunities to learn from complaints are considered in all cases and as a result of the complaints about poor communication with the LAC team joint learning lunches are now taking place.

### LADO

There have been 6 referrals to the Local Authority Designated Officer (LADO) during the period. Two were substantiated, 1 kinship (child not placed) and 1 carer failing to report a safeguarding incident; 4 were unsubstantiated but related to concerns or allegations of mishandling by young people. In response an additional positive handling course has been arranged, jointly funded with the HIPSS service, and support plans were presented to panel alongside post LADO reports. One carer attended Panel due to practice concerns and a support plan to consider terms of approval.

### Fostering Approval Decision Appeals

1 Independent Review Mechanism (IRM) appeal was made by a Foster Carer regarding the terms of approval being changed. Subsequently the carer was able to define her availability and type of fostering which has been positive for both parties and the carer continues to provide invaluable planned and emergency respite.

### Compliments

Below is a small sample of compliments formally received during the last quarter.

*'They were very complimentary about the prep training you facilitated this week. They felt the training was very good, the content very good and the delivery was excellent. They felt that the training was very much based in practice and that the trainers conducted themselves very professionally. They felt that you did a 'superb' job of bringing in case examples in a professional and anonymised way and that your ability to do this made everything seem very current. Although they intend to be introduced to fostering through OSB they felt on the back of the training that you offered that they may in the future progress to short-term fostering'. From SB, OSB co-ordinator.*

*...I hope you do not mind me dropping you an email about the support me and my family have had from H B over the past few months.*

*Throughout this difficult period (which has coincided with other family issues of a serious nature) Heidi has been a significant help to myself, my wife and my family - not only has Heidi provided*

*valuable support / guidance and practical help, she has gone the extra mile with ad hoc calls / dropping in on the way to other meetings/visits but more importantly she has always taken our calls / responded in a timely manner and as a family we can genuinely tell she cares about what she does and is devoted to us helping this through this period - it is obviously more than "just a job" to her.*

*There is much in the media about how poor our social services support is - but if Heidi is an example of how social services support families is in Herefordshire then the local community should be extremely proud of the services we have...Thank you Heidi we value your commitment and caring attitude to me and my family.'* From an SGO family to fostering manager.

Recognition of achievements and good practice is very important and alongside the formal recognition of social work good practice we have now introduced a better way of recognising and celebrating our foster carers work, for example celebration event to be held during the Foster Carer Forum in June this year.

*'D and B are an asset to the Fostering Service. They are compassionate and dedicated to the children placed in their care and I have seen how they do emotionally invest into the child too. Over the time of my involvement with D and B, I have seen how the couple have developed their skills. D's ability to be reflective is clearly evident. B has the balance of being a responsible caregiver and being a fun-loving person. D is calm and consistent – she has been able to demonstrate/apply PACE and together, they are a great couple who brings their heart into fostering the LAC of Herefordshire.'* From CSW LC

*'(they are) Helping me be happy...since I've been here I've had a lovely amazing life with HD and AD and everyone else in their family and also my mum and dad'..., I feel safe with H and A because they love us and they care about us so much'. Children in long term placement.*

## 9. Key achievements during 2017-18

- Having an overall 6% increase in the number of carers from 148 to 154 carers despite restructuring, moving offices, some staff vacancy and the retirement and resignation of some carers.
- Increased permanence planning and placement stability via long term matching, kinship and SGO arrangements.
- New model of family support – every newly approved carer has an allocated family support worker to help with the reality of having a first placement.
- Growth in over-night short break scheme, Kinship and Regulation 24 assessment work and providing placements for young people presenting as homeless
- Maintenance of SGO and SLP support groups
- Stability of staffing particularly following restructure, including management team
- Implementation of consolidation meetings to prevent placement disruption
- Better mechanisms for recognising and celebrating good practice from our foster carers
- Improved relationships and joint work with colleagues in Children's Social care teams around Regulation 24 and kinship work, LAC reduction planning and long term matching.

## 10. Key priorities for development during 2017-18

- Training – development of a revised training programme to reflect greater skills around re-parenting traumatised children including Solihull facilitators course for the 2 family support workers, DDP Level 1 & 2 for staff, joint training with HIPSS Impact of Trauma on Development, co-learning with LAC and Adoption

### Appendix 3

- Sufficiency – increase in foster carer recruitment especially around teen, SLP and HIPSS carers – and retention of carers, linking support planning and core group meetings with the LAC service and training development in emotional and therapeutic responses by foster carers, including workshops on ‘self-care and resilience building’ for carers.
- Increase in special guardianship arrangements for LAC
- Placement stability (and retention of carers).
- Supporting increasingly challenging placements and ‘step down from HIPSS.
- Recruitment campaign to be driven by new marketing officer.
- Developing policies and procedures particularly the Foster Carer Handbook using Tri-x handbook
- Improving placement data gathering/statistical data via Mosaic and duty officer role.
- Development of Mosaic register and Form F Mosaic workflows through to panel process.



Signed  
Carol Moreton  
20.4.18





# Herefordshire Council Fostering Service 2018

## Statement of Purpose

### OFSTED Registration: URN - SCO56304

#### Contents

1. Introduction
2. What the fostering service aims to do
3. What are the objectives of the fostering service
4. Who makes up the fostering team
5. What types of fostering do we provide
6. Fostering panel and recruitment
7. Principles and standards of care
8. Complaints, Monitoring and Supervision

#### Introduction

This statement has been produced in accordance with the Fostering Services Regulations 2011 and National Minimum Standards for Fostering Services. The statement outlines the aims and objectives of the Fostering Service and the services and facilities provided by the Fostering Service.

The Statement of Purpose also links with the Children's Guide which is provided to all children, subject to the child's age and understanding when first placed.

The Statement of Purpose is available to Ofsted.

It is made available to staff of the organisation, foster carers, children and young people, parents and other professionals. It is reviewed on an annual basis and revised to reflect any changes as necessary.

#### What the fostering service aims to do (objectives)

Herefordshire council aims to develop and provide a high quality, comprehensive and integrated service that delivers excellent outcomes for children and young people in our care.

- To ensure that children are securely attached to carers capable of providing safe and effective care for the duration of their childhood.
- To ensure children are protected from emotional, physical and sexual abuse and neglect.
- To ensure children receive the education, health and social care they need to maximise their potential.
- To ensure that the services provided are flexible, responsive and supportive of carers.

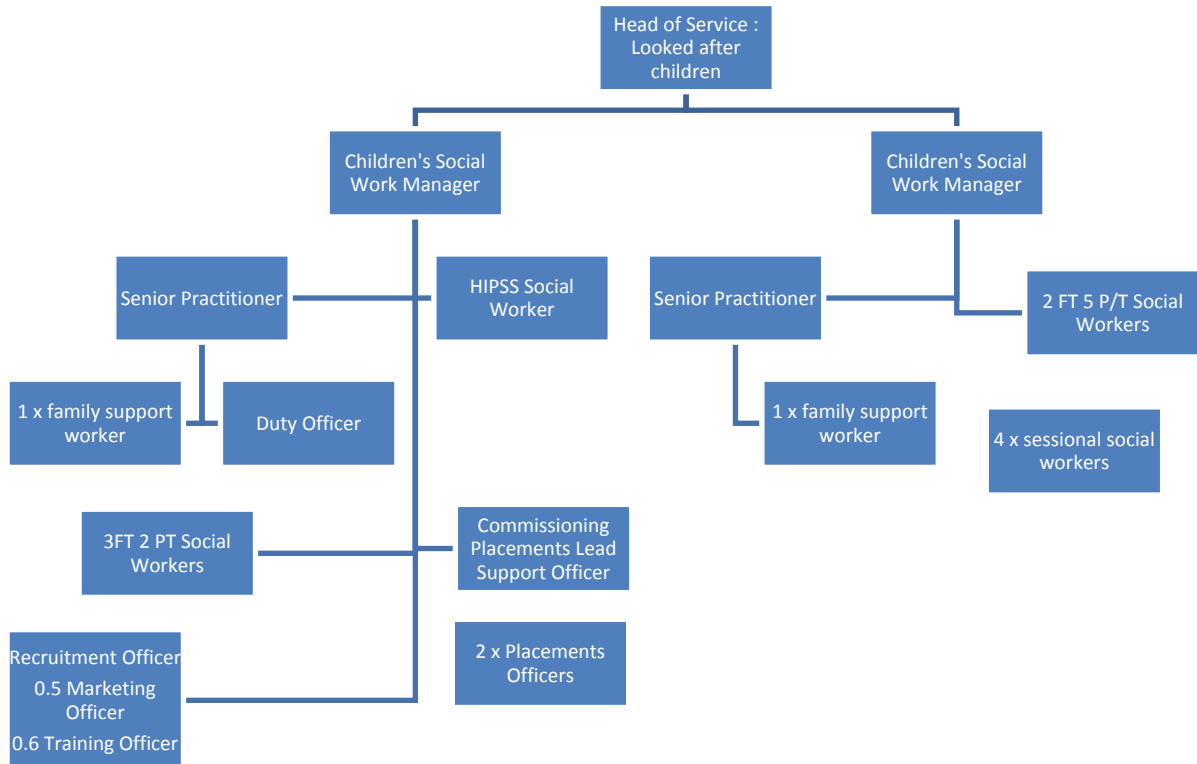
**What the fostering service aims to do (objectives)**

Our aims are underpinned by the National Minimum Standards for fostering to provide Herefordshire looked after children with appropriate foster placement provision primarily in Herefordshire.

- To ensure the views of children, parents and carers are sought and taken into account, having regard for their age and understanding, in the continuous development and improvement of the service.
- To take the wishes and views of children and young people seriously and to enable them to be part of any decision making process that affects them.
- To recognise the importance of and support appropriate levels of contact with family and community as is consistent with their welfare and care plan.
- To recognise and value the diverse nature of the community it serves and proactively engage with the local community to identify potential carers.
- To ensure there is a sufficient range of safe and appropriate placements available for the Looked after Children in Herefordshire.
- To actively monitor and supervise all placements to ensure children are safe, their needs are met and they are making progress to achieve positive outcomes.
- To contribute to and ensure effective multi-disciplinary and partnership working to meet the health, educational and social needs of children within placements.
- The service operates within the framework of equality of opportunity and anti-discriminatory practice. Children will not be discriminated against on the grounds of race, culture, religion, language, age, gender, sexuality, disability or social class in terms of service provision. Wherever possible children are matched within their own cultural, racial, linguistic and religious communities, and where this is not possible, plans must be put in place to keep the child's culture alive for them.
- Children with disabilities are to be placed in an environment that recognises and caters for their disability, and at the same time promotes their social inclusion.
- To ensure staff and carers are well trained and competent in delivering a quality Fostering Service, including opportunities for continued learning and professional development. To ensure all staff and carers have completed safeguarding checks and have a valid DBS.
- To provide all staff and carers support and supervision with clear lines of accountability and management.
- To provide each Foster Carer a named allocated Supervising Social Worker.
- To operate clear administrative records and financial management systems pertinent to the running of the service, including the maintenance of comprehensive and up-to-date records on all children placed.

- To ensure all complaints and allegations against carers/staff are investigated under departmental procedures in a timely fashion and lessons learned filter to improvements in future practice.
- The Fostering Service operates a Fostering Panel that provides a quality assurance role with regards to the recruitment and review of Foster Carers and Foster placements. The panel will ensure the welfare and safety of children is paramount in all decision making.
- Through the recruitment programme, specific training and supervision, foster carers are expected, with support, to give each child placed the best life chances available to them and an opportunity to be safe and secure, achieve in education, health, relationships and transitions to independence or moves back home to birth families.
- To meet the growing need for the fostering service to provide effective and prompt assessments of 'family and friend'.
- For those children who require external specialist placements (IFA or Residential placement), a referral is made to the commissioning team who aim to source and identify potential placements, working in collaboration with the child's social worker.
- A HIPSS (Herefordshire Intensive Support Scheme) has been commissioned from Action for Children and in-house fostering HIPSS project Co-ordinator to assess and meet regulatory requirements in relation to HIPSS carers to meet the needs of more challenging placements and reduce spend on IFA and Residential costs.
- We have continued to develop supported lodgings (16+ placements) and to recruit accordingly to provide placements for those young people who present to social care with needs that are additional to housing accommodation.
- To ensure assessment of carers seeking to provide permanency for children via special guardianship orders is completed effectively and efficiently.
- To ensure special guardians' assessed support needs are met and to reviewed at least annually.

**Who makes up the fostering team**



### **What types of fostering do we provide?**

#### Short term or long term care

A child might come into care because of an illness or accident or a serious incident at home. Whatever the reasons, social services will be working with the family to resolve the issues so that the child can return home as soon as possible.

#### Brothers and sisters

Wherever possible siblings should be placed together. For many foster children, the relationship with their brothers and sisters is what they value most when separated from their family and staying together is very important.

#### Disabled children

We need carers with experience of caring for children with physical or learning difficulties and other additional needs.

#### Parent and child

We need carers who can help to give extra support in their home to new parents and their babies, particularly teenage mums.

#### Long term fostering

Some children are unable to return to their families. They will require a stable, long term fostering placement until they reach the age of 18 or beyond.

#### Family and friends

Family and friends carers play a key role in allowing children to remain living with adults that they know and trust if, for whatever reason, they cannot live with their birth parents. In such cases Herefordshire Council is committed to ensuring that, where possible, a child or young person can remain living within their own family network.

The support that family and friends carers receive is critical to the success of any placement.

#### Support Care

As part of a support package, day care and transport time limited support is provided.

#### Herefordshire Intensive Placement Support Service (HIPSS)

Herefordshire Intensive Placement Support Service (HIPSS) is a new therapeutic fostering service to children and young people looked after by Herefordshire Council with the most complex needs that would normally need to be cared for in residential care, away from their local communities and networks.

Therapeutic foster care gives children and young people who have experienced significant trauma in their lives an opportunity to overcome adversity and have the chance to form stable and secure relationships with their carers and live appropriately ordinary lives.

HIPSS is a dedicated friendly, creative team of professionals from psychology, education, social care, fostering and youth work. We work with children and young people aged 7-18 years with complex needs.

#### Staying Put

Staying Put arrangements are slowly increasing – where young people at 18 remain with their former foster carers until 21 years of age. Former carers continue to be supported by the Fostering service, as are young people e.g. by the 16+ team.

#### Supported Lodgings Placements

Young people often need support with becoming independent. Especially those people who have lived in care or have been homeless. Supported lodgings provide a safe place for them to become confident and learn about living as an adult: Carers who can inspire and provide them with an environment to help them build independent living skills and help them build a positive future.

#### Unaccompanied asylum seeking minors

For young people who have experienced significant trauma on their journey to the UK.

#### Private fostering

Private fostering is when a child or young person under 16 (or 18 if disabled) goes to live for 28 days or more with someone who is not a:

- Parent (including step parent)
- Legal guardian or person with parental responsibility
- Close relative (like grandparent, brother or sister, aunt or uncle)

### **Fostering Panel and Recruitment**

#### The Fostering Panel

Hereford operates its own Fostering Panel for the approval, review, registration and deregistration of carers.

#### The Fostering Duty Service

A Duty Social Worker is available throughout office hours. The purpose of this service is to identify placements for looked after children and support carers in times of crisis when their own supervising social worker is not available.

#### Fostering Family Support Worker x 2

Herefordshire Fostering service has developed 2 family support worker roles, who are available to provide outcome focused, direct work with children, young people and their carers. Trained in the Solihull Parenting Approach, and with skills in therapeutic parenting, to further equip carers to meet the needs of the children in their care.

#### The Recruitment Service

The Marketing and recruitment officers are responsible for providing a recruitment strategy to respond to service needs and ensure we have sufficient placements for those children in need of Foster placements. This service involves marketing and advertising for foster carers at events and using websites and social media resources. The recruitment officer undertakes initial assessments,

checks and references – known as Stage 1 checks - to determine if an applicant meets the criteria required. The fostering social workers complete Form F assessments of those applicants in preparation for presentation to the fostering panel.

16+ placement providers are recruited and are subject to an assessment by the Supported Lodgings social worker that is then verified and approved by the fostering service management team.

### The Training Service

The fostering team provides training for foster carers both prior to and post their approval.

We have recently appointed a dedicated Training Officer who will have oversight of the training we provide as well as the training needs of our foster carers. It is planned that she will co- ordinate the existing training programme as well as helping to develop and source new courses.

Preparation training is carried out over three full days and covers basic underpinning knowledge and experiential learning relevant to the task of fostering. The course is underpinned by the seven Training Standards that carers are expected to meet in the first year of their approval, these standards are:

1. Understand Principles and Values
2. Understand your role as a foster carer
3. Health, Safety and Healthy care
4. Know how to communicate effectively
5. Understand the development of children and young people
6. Safeguard children and young people
7. Develop yourself

Carers are expected to meet with their supervising social worker within 6 weeks of approval and develop their Personal Development Plan in line with the Training, Support and Development Standards. It is at this stage that carers will discuss with their supervising social worker what they need to do to meet the standards within the first year of their approval. At this stage it is also expected for carers to have attended (or at least have signed up for) a day of Induction post qualifying training. Practicalities are covered such as recording, how to claim mileage and providing information about who's who within the Team, and detailed expectations about their role.

There is a programme of training for carers who are engaged in the fee payment scheme and who wish to progress through from level 1 at approval to level 3.

The training programme currently offers the following workshops

- Diversity
- First Aid
- Safeguarding
- Induction
- Solihull 12 week
- Legal
- Healthy Matters – (age related)
- Education
- Attachment
- Record Keeping and Reflective practices
- Safe Caring
- Behaviour Management
- Working as part of a team

- Life story work and Memory box
- Contact
- Domestic Abuse
- Improved Economic Wellbeing for Looked After Children
- Drug awareness
- Foetal Alcohol Syndrome disorder
- ADHD and Autistic Spectrum – when available from partner agencies
- Social Networking
- Parent and Child Placements
- Alcohol Awareness
- Sexual Health Awareness
- Allegations
- Moving Children Onto Adoption
- Prevent
- Data Protection
- Family Finding
- SELFIE – Sexual Exploitation
- Foetal Alcohol Syndrome
- Appropriate Adult
- Positive Handling
- Impact of Domestic Violence
- Sexual Abuse.
- Pathway planning for older teens
- Attachment in teens & Trauma Attachment and Learning
- Dealing with Anger
- Appropriate adult training
- Hidden Minorities
- Unaccompanied Asylum Seeker Training
- Practice Issues Group
- Memory Box
- Gypsy and Traveller Children
- E safety and social media
- Self care and wellbeing for Foster carers
- Emotion Coaching
- Literacy Difficulties and Dyslexia
- Attention Concentration and ADHD
- TISS – bespoke training – working with families, sexualised behaviour, therapeutic play, self harm, child development and working with challenging behaviour
- NYAS advocacy
- Forum - annual

Carers are expected to undertake Safeguarding, Diversity and First Aid as Mandatory courses and will be expected to attend a refresher course at least once every three years for safeguarding and first aid.

The fostering service offers carers the opportunity to further their skills and knowledge by accessing Solihull training within the first three years of approval.



Any individual training identified for carers within their supervision will be considered by the fostering service manager and where appropriate to meet the needs of the placement, carers will be given the opportunity to attend individual training events.

Family and Friends carers equally have access to all training events and are actively encouraged to attend. Specific training for kinship carers is to be offered in recognition of the specific issues affecting them and their family.

#### Support Groups for Carers and Birth Children

The fostering team provides carers with the opportunity to attend support groups which is facilitated by a fostering social worker and provides a forum for debate, guest speakers and informal support.

A practice issues Group offers experienced carers a more intensive bi-monthly discussion group.

A Stay and Play group for carers with under fives also meets weekly to enable carers and young children have social interaction.

A well-attended Supported Lodging provider practice group has also been formed this year, and partners are joining this to share information about specific issues e.g. DWP.

There is also a support group led by fostering social workers for birth children which is known as FISS, providing birth children with the opportunity to meet with other birth children and share their feelings and views about the impact that fostering has on them.

#### Support to Approved Carers

Approved carers are allocated to a supervising social worker who supports and supervises the carer and their family. This supervision is underpinned by relevant legislation, the standards and the Fostering Regulations.

Carers are supported and assisted by supervising social workers to manage the complexities of caring for a looked after child which includes support to attend any professional meetings, advice and guidance on attachment issues, managing difficult behaviour and placement issues. Supervising social workers will help carers to manage contact issues with birth families and support any contact where appropriate.

Formal supervision will take place with every approved carer at least three times a year and a record will be kept on their file, signed by the carer, social worker and team manager. Regulations require an unannounced visit is undertaken annually and the Fostering service strives to complete 2 per annum to improve Standards.

Throughout the carers' first year reports and progress is recorded: an annual report is prepared by the supervising social worker which is presented to panel for consideration. Subsequent years are undertaken as part of a home review with return to panel every 3-4 years or if areas of concern require Panel scrutiny. In all cases a recommendation is then made by the panel for the carer in relation to their approval status.

#### Children and Adolescent Mental Health Services

A Clinical Psychologist provides advice to foster carers and social work staff on all aspects of behaviour, attachment and mental well-being through the HIPSS team as part of the TISS Service.

Herefordshire Children and Adolescent Mental Health Service may also be available for children in the care of the Herefordshire Fostering Service.

#### Education

All children Looked After by Herefordshire Council are encouraged to access educational opportunities and develop to their maximum potential. The Education Liaison Service provides advice, guidance and additional curriculum support to all foster carers and children. All children in foster care should have access to a home computer and relevant educational software. Foster carers have a special link to reading schemes such as 'Letterbox'.

#### Health

The physical health needs of children are monitored by the Medical Advisor to the Fostering Service. Each child placed is registered with a General Practitioner. The Wye Valley NHS Trust has employed 2 specialist LAC nurses (1.5 f.t.e) to assist in meeting the health needs of Looked after Children.

#### Direct works Service

This service manages and supervises contact for many Looked after Children. Intensive support to support re-unification plans and prevent placement breakdown is also being developed.

#### STEPS

A number of sessional workers are available for specific pieces of work with a Looked after Child and can be accessed to provide support to young people to assist in maintaining placements.

### **Complaints, Monitoring**

#### Complaints, Compliments and Comments

All Local Authorities are required to have complaint procedures under the National Health Service and Community Care Act 1990 and also, where children are involved, under the Children Act 1989.

We want everyone to be satisfied with the service they receive from Herefordshire Fostering Service and the complaints procedure in this authority can be instigated by anyone who is dissatisfied with the service they receive. Young people can also enlist the assistance of the Children's Rights and Advocacy Worker.

#### NYAS

Herefordshire Council has a complaints procedure, which is communicated to all service users and to foster carers, Looked After children and their families.

#### Allegations

All allegations of abuse made by children against foster carers or members of a foster carer family will be thoroughly investigated. Hereford's Safeguarding Board procedures for handling allegations are followed in all cases. The investigation of allegations against foster carers will be evidence-based and the decision of how best to proceed will be made in the best interests of the child. An independent Advice and Conciliation worker from Fostering Network is made available to support foster carers throughout the process. All foster carers receive the ongoing support of a Fostering Social Worker. A clear distinction is made between an allegation of harm and a concern regarding standards of care.

### Confidentiality and Conflicts of Interest

Foster carers are provided with information about the children placed with them and expected to observe high standards of confidentiality. As an agency we maintain records on both foster carers and Looked after Children who are subject to national standards and Data Protection legislation. Staff and foster carers are expected to declare any potential conflicts of interest.

### Foster Carers Charter

Herefordshire Fostering Service is committed to providing and promoting safe, stable and nurturing placements where the outcomes and life chances are positive for looked after children. In order to achieve this it is important to have a working relationship which is based on trust and respect among all children services that are involved in the care of the child.

The service has worked in partnership with foster carers to achieve the charter which was launched in 2012. The charter explains what the roles and responsibilities of the service and the carers towards each other and the children we care for.

### Foster Carer Representatives.

Over the last 3 years we have developed the election of Foster carer Representatives to meet with the Team Managers on a monthly basis to liaise over key issues and improve communication between the fostering service and all foster carers – general, HIPSS and kinship. A quarterly Newsletter is produced and support group activities planned.

### Monitoring

Herefordshire Fostering Service produce quarterly and annual reports. These are presented to the lead member of the Council along with the Senior Management Team at the Corporate Parenting Panel who act for the executive. Quarterly reports are also provided to the Looked after Children Practise Operational Group (LACPOG).

Other monitoring includes staff supervision linked to the appraisal system, 3 formal supervisions a year to foster carers, annual reviews, fostering panel, feedback from training sessions, case recording and practise audits.

### Evaluating the Service

The information gathered through quarterly and annual reports, audit, inspections and customer feedback is evaluated by the managers of the fostering service, to judge its ongoing effectiveness and make changes where necessary.

The Fostering Service is also subject to formal inspection by Ofsted and inspections usually take place every three years.

### Bullying

Bullying can disrupt an individual's personal, social and educational achievements. It is recognised that Looked After Children, because of their circumstances, are particularly vulnerable and the Fostering Service requires that steps are taken to prevent bullying by ensuring that foster carers and social workers understand what bullying is and the impact it can have on a child / young person's life. It provides advice and guidance on how best to deal with situations where bullying is occurring in order to help everyone involved with the child / young person remain alert to bullying behaviour both inside and outside the foster home.

### Behaviour Management

Guidance on managing behaviour is made available to all foster carers through training, ongoing supervision and as part of the 'Discipline Sanctions and Rewards' section. No form of corporal punishment is permitted to be used on any child placed with a foster parent. No child placed with foster parents is subject to any measure of control, restraint or discipline which is excessive or unreasonable. Physical restraint is used on a child only when it is a last resort and is necessary to prevent likely injury to the child or other persons or likely serious damage to property. If such a risk is identified appropriate training in physical restraint is provided to the foster carer. All carers are to be trained in positive handling, care and control with an emphasis on de-escalation

### Recruitment, Pre-Approval Training and Support of Prospective Foster Carers

The Fostering Service provides a range of services to local people who enquire about becoming foster carers.

The following is a summary of the recruitment, assessment and approval process:

- Publicity and promotion of foster care to attract new foster carers is continuous throughout the year.
- Prospective carers are provided with information about foster care within 48 hours of making the request.
- Prospective carers who wish to have further information will be visited by a Fostering Social Worker within 10 days. Stage 1 checks are completed and if concerns arise the Team manager must respond within 10 days to inform prospective applicants their application will not progress to Stage2 assessment.
- Full statutory checks and references are undertaken on all applicants and CRB checks on any other adult in the household over the age of 16 years.
- All applicants complete a full medical questionnaire (British Agencies for Adoption and Fostering (BAAF) Form AH), which is made available to the agency Medical Advisor for comment.
- Applicants are enrolled in pre-approval training, which occurs prior to or concurrently with the Form F assessment, whichever provides the timeliest service. This training opportunity is also available to Kinship/family and friends carers. This is now planned for every two months throughout the next 2 years
- Assessments are undertaken by a qualified Social Worker in accordance with fostering service regulations and are completed using BAAF Form F.
- All applicants are invited to attend the Fostering Panel, which makes a recommendation to the Agency Decision Maker on the terms of their approval.

### Support and Supervision

All foster carers are supervised by a Fostering/ supervising Social Worker. All new foster carers have an allocated family support worker.

All foster carers have access to support groups. There are currently three support groups in operation as described above including a Special Guardians support group.

A Duty Fostering Social Worker is available throughout office hours. This is the first point of contact for all enquiries for fostering and requirements for placements. Outside office hours, foster carers can access the Herefordshire and Worcestershire Emergency Duty Team.

- Foster carers have access to Herefordshire Education Liaison Support Service for advice and support to ensure children's educational opportunities are maximised.
- HALO leisure vouchers can be used for all Looked after Children and a discount service is available for foster carers and their families to use Herefordshire's leisure facilities.
- Foster carers who require respite on a planned basis can access respite services from other foster carers.
- A 'buddying' system is facilitated by Fostering Social Workers between experienced carers and newly approved carers.
- Foster carers are provided with the Foster Carers' Handbook covering all aspects of fostering, together with a diary and the equipment required to record and store confidential records about individual children.
- Annually, a Foster Carer Forum is convened to celebrate and inform the work of Herefordshire foster carers in partnership with elected members, officers and fellow professionals. The forum also provides a multi-disciplinary training event and a social opportunity for carers.

#### Ongoing Reviews of Foster Carers

All carers are reviewed annually and their continued registration is considered by the Fostering Panel, which makes recommendation to the agency decision maker as to the terms of their continued registration. Minutes of home reviews are noted at the fostering panel.

#### Approval and Review of Statement of Purpose

This Statement of Purpose has been formally reviewed and up dated as of July 2018. It has been distributed to the following agencies/departments:

- OFSTED.
- The Herefordshire Council Website.
- Foster Carers.
- A children's version has been produced for dissemination to all children using the service.

#### Contact Details of Ofsted:

Piccadilly Gate 4  
Store Street  
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M1 2WD

Tel: 0300123 1231

Email: [enquiries@ofsted.gov.uk](mailto:enquiries@ofsted.gov.uk)

**APPENDIX A: Legislative and Regulatory background:****Principles and Standards of care**

The Fostering Service seeks to ensure that its policies, procedures and practice comply with the following:

- Children Act 2004.
- Children Act 1989.
- National Minimum Standards 2011 (Care Standards Act 2000).
- Fostering Services Regulations 2011
- U.K. National Standards for Foster Care (Fostering Network 1999).
- Care Planning Regulations 2010.
- Care Planning, Placement and Case Review and fostering Services (Misc amendments) Regulations 2013
- Code of Practice on the recruitment, training, management and support of foster carers (Fostering Network 1999).
- Training, Support and Development Standards (CWDC)
- Foster Carers Charter

**Appendix B: Aims and Principles of the Fostering service:**

The Fostering Service:

- Seeks to provide a sufficient choice of placements for all Looked After children wherever possible.
- Seeks to provide or commission placements with foster carers for all Looked After children who require placements in a family setting.
- Respects the ethnic origin, cultural background, religion and language of children and foster carers.
- Seeks to work in partnership with all those involved in the care of Looked After children, including children, their families, foster carers and Social Workers.
- Recognises that children with disabilities may have additional special needs for placement.
- Recognises and seeks resources and specialist provisions for those children who need it.

- The central importance of the child's relationship with their foster carer should be acknowledged and foster carers should be recognised as core members of the team working with the child.
- Children in foster care deserve to be treated as a good parent would treat their own child/ren and to have the opportunity for as a full a experience of family life and childhood as possible without unnecessary restrictions.
- Seeks to ensure that the Fostering Service and the 16 plus Team work in partnership to maximise life chances for young people leaving care.
- Seeks the views and opinions of young people and carers when planning and reviewing services.
- Seeks to provide continuity through a placement service, which works in partnership with Herefordshire's Adoption Service.
- Seeks to recruit, train and assess carers to the highest standard in order to meet the needs of local children for local placements.
- Values the child as an individual and give personalised support in line with individual needs and background, in order to develop their identity, self-confidence and self-worth.





<b>Recommendation No. 1</b>	Expresses concern regarding the lack of progress in joining a regional adoption agency and the executive is requested to undertake any available actions to expedite membership of Adoption Central England				
<b>Executive Response</b>	The council has been working in line with the DfE expectations in joining a regional adoption agency and has recently received guidance on the requirements for the next stage, which involves providing a submission to ACE for their consideration. The council aims to join ACE by 31 <sup>st</sup> March 2019 pending agreement by ACE and Cabinet.				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	
Relevant decisions by ACE Executive Board and Herefordshire Council are made	Gill Cox	31 <sup>st</sup> March 2019	Herefordshire is part of a regional adoption agency.	Application is being prepared for consideration by ACE Executive Board on 23 <sup>rd</sup> October 2018.	
<b>Recommendation No. 2</b>	Requests clarification regarding how the overspends of the fostering service and external fostering budget in 2017/18 have been addressed				
<b>Executive Response</b>	The budget for 2018/19 was adjusted to provide more resource for anticipated spend in these areas when the budget was set. Work to reduce the numbers of children and young people in the care of the authority continues.				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	
Budgets were adjusted for 2018/19.	Chris Baird	Done	Budget adjusted to forecast demand when set for 2018/19	2018/19 has seen further growth in the number of Looked After Children and the use of residential and foster care. This is being reviewed as part of cabinet's budget and performance work.	
Continued focus on reducing the numbers of looked after children	Liz Elgar	31 <sup>st</sup> March 2020	Numbers of looked after children are in line with statistical neighbours	Some children have left care as a result of LAC reduction strategy and work continues.	
<b>Recommendation No. 3</b>	Asks the executive to approach local cultural and leisure providers to attempt to secure concessionary rates for looked after children				
<b>Executive Response</b>	Agreed.				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	
Executive to approach local cultural and leisure providers to attempt to secure concessionary rates for looked after children	Chris Baird	31 <sup>st</sup> March 2019	Concessionary rates for looked after children are available for a range of local cultural and leisure providers.	Looked after children and care leavers already have access to vouchers for HALO leisure centres in Herefordshire.	





<b>Meeting:</b>	<b>Cabinet</b>
<b>Meeting date:</b>	<b>Thursday 27 September 2018</b>
<b>Title of report:</b>	<b>End of June 2018 Corporate Budget and Performance Report</b>
<b>Report by:</b>	<b>Cabinet member finance and corporate services</b>

### **Classification**

Open

### **Decision type**

Non-key

### **Wards affected**

(All Wards);

### **Purpose and summary**

This report is designed to provide assurance that progress is being made towards achievement of the agreed revenue and service delivery targets, and that the reasons for major variances or potential under-performance are understood and are being addressed to the cabinet's satisfaction. Cabinet is asked to review projected revenue outturn for 2018/19 and consider performance for the first quarter of the year.

At the end of the first quarter there is a forecast revenue overspend of £1,422k, whilst the majority of projects are being delivered to schedule and 70.4% of performance measures are showing improved or stable performance. Action plans are being developed in relevant directorates to address the in-year pressures.

### **Recommendation(s)**

That:

- a) **the projected financial outturn and performance for the first three months of 2018/19 be reviewed and cabinet determine any additional actions required to achieve improvement; and**
- b) **The following measures be added to the corporate delivery plan 2018/19:**
  - **time taken to process housing benefit change of circumstances; and**
  - **time taken to process housing benefit new claims.**

## Alternative options

1. Cabinet may: choose to review financial and operational performance more or less frequently; or determine alternative actions to address any identified areas of under-performance, including referral to the relevant scrutiny committee.

## Key considerations

### Revenue outturn

2. The 2018/19 projected outturn as at the end of June 2018 is a £1,422k overspend for the year.
3. The table below sets out the projected directorate position as at the end of June. Further service detail is available in Appendix A.

Projected revenue outturn 2018/19 (as at the end of June)

<b>Directorate net budget</b>	<b>Net budget</b>	<b>Projected full year outturn</b>	<b>Projected full year variance over / (under)spend</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Adults and wellbeing	52,111	52,605	494
Children's wellbeing	24,053	25,101	1,048
Economy, communities & corporate	44,663	44,743	80
Directorate total	120,827	122,449	1,622
Other budgets and reserves	23,297	23,097	(200)
<b>TOTAL</b>	<b>144,124</b>	<b>145,546</b>	<b>1,422</b>

4. Overspend in the revenue outturn reflects additional residential placements in learning disabilities in Adults and wellbeing, a net increase of looked after children in Children's wellbeing, with an increase in the residential placements. Other budgets and reserves has an underspend due to savings on interest costs.
5. We are continuing to experience significant pressure on the costs of placement for looked after children. The cost is being driven up by the lack of placement options available, including when some placements break down and we have to find new ones.

### Capital outturn

6. The capital programme is currently forecasting spend of £62m as at the end of May 2018 against a budget of £145.3m which gives a forecast underspend of £83.3m. This is likely to fluctuate during the year as schemes spend once the decision paper has been submitted for approval to spend. During the year the timing of delivery and the profiling over future years will be reviewed, to give a more accurate future position.
7. Appendix B provides the 2017/18 capital budget forecast.

## **Corporate performance**

8. Council approved the corporate plan 2016/17-2019/20 in February 2016, framed around the key priorities to:
  - enable residents to live safe, healthy and independent lives;
  - keep children and young people safe and give them a great start in life;
  - support the growth of our economy; and
  - secure better services, quality of life and value for money.
9. In January 2018 Council approved the 2018/19 budget and, having regard to that budget, the supporting delivery plan was agreed by cabinet in April 2018.
10. Progress is measured through a number of agreed performance measures. These have been selected as they demonstrate progress towards achievement of the council's priorities and also provide an overview of the council's performance from a resident's perspective. The databooks, which are available on the council's website, contain the latest performance outturns. Where monitoring information is only available annually, these measures will be reported at the point it becomes available.
11. Appendix D provides an overview of performance during the first quarter of 2018/19. The proportion of performance measures showing improved performance or remaining the same compared to the same period last year is 70.4%. There are 29.6% of performance measures that are currently performing worse than the same period last year.
12. A summary of performance and the challenges faced in achievement of each of the council's corporate plan priorities is included in paragraphs 13-65.

## **Enable residents to live safe, healthy and independent lives**

### *Staying well at home*

13. The development and embedding of the HomeFirst service remains a high priority within the directorate and an area of challenge. Whilst there have been recognised areas of improvement within the service – the number of clients receiving the service and the implementation of a rostering system, there is still a robust improvement plan in place. The need to further embed the re-abling culture with the staff group remains, in order to maximise the availability of staff through effective rotas. Recruitment of support workers is a constant difficulty. In addition, the service continues to work towards the CQC registration criteria – at present 3 of 5 areas have been met, and there remains a number of areas to be met in order to assure CQC that we meet their 'Good' standards – these are due to be in place by August.
14. As a result of an annual review of the joint health and social care Integrated Community Equipment Store (ICES), we can confirm that we have issued more equipment year-on-year over the last four calendar years and supported more people to remain at home, whilst at the same time reducing our total ICES spend. This has been achieved by better management of stock and special items and also by challenging prescriber's behaviour.
15. A little over a quarter of those offered an NHS Health Check in Q1 received a health check (annual target 60%). The pattern followed in the previous three years has been for low recorded uptake in Q1, increasing with each quarter through the year. Contract monitoring through the year will regularly review uptake data. A review of NHS Health Checks offer, uptake and outcome is also planned this year which will examine who is taking up NHS Health Checks in Herefordshire.

### *Targeted support*

16. A new strategy for people with Learning disabilities has been adopted by Cabinet – a joint strategy across the council and Health partners. We have an above average proportion of clients with learning disabilities supported within Herefordshire, although this number has reduced in recent times. We also have a high proportion of clients within residential settings. The strategy will focus on ensuring that the best outcomes for this group of vulnerable people. As part of this, work has been completed to consider how we will monitor progress, and the impact of the work relating to the new strategy.
17. As part of the refugee resettlement schemes, two families (eight people) arrived at the beginning of June. Two more properties have been secured and another property is pending confirmation for up to 13 further people to arrive over the summer. More properties are being sought in Hereford and Leominster for the arrival of the remaining 35 individuals in September.
18. A protocol for the acquisition of properties for asylum dispersal in Herefordshire has been agreed between council officers and G4S. Police, environmental health and community cohesion colleagues have all been involved in drafting this protocol. Whilst G4S are actively seeking to acquire private rental properties as commercial lets in Hereford, they are finding this challenging and do not have any confirmed properties to date.

### *Care provision*

19. The urgent care system is under continuous development to ensure that we are able to respond to pace and demand required of clients within Herefordshire, and in particular those being discharged from hospitals. The pressures of delayed transfers of care rates across the system evidence the need for this improved joined up work to minimise delays experienced by Herefordshire residents. We continue to explore options with health colleagues for the option of more integrated ways of working. For these changes to be embedded, we need to continue to challenge the culture within our own local operational teams and challenge wider health and system partners to focus on alternatives to formal care and prevention to minimise demand in the future.
20. The implementation of our pathway model has received recognition from a number of other local authorities following the presentation at a national event held by one of our software suppliers. There is a lot of interest in the way that our adult social care teams have developed the pathway in a more sustainable way than other authorities. Whilst this work is still subject to directorate scrutiny to ensure its methodology is fully embedded, there are a number of areas where we are able to evidence improvements:
  - Continued improvements of responsiveness at the first point of contact (ART team), resulting in fewer phone calls and a greater proportion of calls being responded to upon the first request
  - An increase in the proportion of cases being signposted to other universal services at the initial point of contact
  - A reduction in the average cost of care packages compared to pre-strength based practice
  - An increasing number of cases identified with a military background, meaning we are able to refer them to other avenues of support
21. Options are being scoped to convert the recently closed community Hillside hospital into a facility that supports an increasing demand for nursing care. In recent weeks the project

has been scoped and a full feasibility study is being conducted – the outcomes of which are due in October. This project provides an opportunity to increase the capacity of nursing beds, in turn mitigating challenges associated with the limited capacity; including high cost of sought after nursing placements and delays in discharges from hospital whilst searching for placements.

22. Recognising the staffing pressures of our care providers (which limits the availability of placements and care packages), we have implemented a Care Workforce Development Project in order to support our providers and the caring workforce. We have developed a website which has consolidated important information for providers – reducing their administrative burden and ensuring that care providers are aware of training and funding opportunities. Via the site, providers can register for free vacancy advertising – where we support them to post adverts and reach wider audiences and help them to recruit. Some 44 adverts have been placed since April. In addition, the site allows providers to sign up for the Care Hero Rewards –an employee benefit scheme for staff working for registered providers. In the last two months 731 workers have signed up to the reward scheme.
23. A further recruitment campaign will be launched in the summer, involving attendance at local events to start marketing and a large launch event is planned for September. The Care Heroes brand has also sponsored an award at The Hereford Times' Health and Social Care Awards. Promotion of the awards has begun and voting is open. The Care Heroes brand will receive significant coverage online and in print. The Health and Social Care Awards take place in September. It is hoped that developing these schemes will help providers in recruiting and retaining staff, therefore building capacity in the local social care market and help us to better respond to the needs of our customers.

### **Keep children and young people safe and give them a great start in life**

#### *Improving children's health and wellbeing*

24. Public Health is putting in place, with partners, mechanisms for tackling childhood obesity and poor dental health. We are establishing an oral health strategy and action plan and piloting a Fit Families project to provide practical tailored support for children/families identified through the national childhood weight measurement programme as being severely obese.
25. The recently commissioned public health nursing service brings together health visiting and school nursing in order to provide seamless support to children 0-19 years (up to 25 years for young people with a disability or special health need). This is a universal service comprising health reviews at key stages and more specialised targeted support and referral, as appropriate. In general terms, the service covers health promotion, health protection and health improvement for all children and their families. Maximising this specialist public health nursing service will contribute to improved outcomes and reduce health inequalities. Key areas of focus for PH Nursing include working with Children's Centre Services and Early Years settings to ensure children are ready to learn at 2 and ready for school at 4/5. Promoting immunisation uptake and recording and following up missed immunisations helps to ensure herd immunity against disease and helps to reduce child absence from school due to infectious illness.
26. We are supporting the development and wider understanding of perinatal mental health by working with partners to cascade across the county a specialist evidence-based parenting programme for professionals and parents in managing good mental wellbeing and attachment, through behaviour management, reciprocity and containment. We will train across a range of professional groups and use a multi-agency train the trainer model for ensuring a sustainable rolling programme for the future. We are aiming to establish this

programme as something that every parent should expect/want to participate in, either with a worker or online. Positive parenting contributes to positive mental health development of babies and children, as well more developing more confident and able parents, with positive impact on the outcomes and health and wellbeing of children.

27. Addaction, who provide our externally commissioned alcohol and substance misuse service, is currently in communication with the maternity services to establish an effective working partnership to support pregnant service users within Addaction premises. Working with midwives, appropriate packages of care are being developed to support healthy pregnancy outcomes.

*Helping all children and young people succeed*

28. Provisional outcomes at all key assessment points in the primary phase 2018 indicate that pupils in Herefordshire are achieving standards that are higher than national average. Outcomes for pupils in Year R have placed Herefordshire in the top quartile (i.e. top 25%) of all local authorities overall several years. This is likely to continue as 74.1% were identified as having met a 'good level of development' (GLD) in Year R this summer.
29. Herefordshire's performance in Year 1 phonics testing improved markedly last year. This improvement was sustained in 2018 with 84.2% achieving the required standard. This means that Herefordshire is again ranked above the national average. Key Stage 1 outcomes for pupils in reading, writing and mathematics further improved on the previous year's performance when pupils achieved outcomes which placed the county in the top quartile of all local authorities.
30. The most significant improvement was in the outcomes achieved by pupils in Year 6 at the end of the primary phase. Although outcomes for this cohort have been steadily improving over a number of years, achievement in 2017 was broadly in line with the national average. In 2018 some 67.6% of pupils met the expected standard in reading, writing and mathematics, well above the national figure of 64% and the 62% West Midlands average.
31. Arrangements to bring the St David's and Aconbury centres (PRUs), the behaviour support service and the hospital school under the direction of the local authority from 1 September 2018 are progressing following the decision to terminate the contract with Hereford Integrated Behaviour Outreach Service.
32. School and college leaders, early years settings and local authority staff have been engaged in developing the draft strategy for Education, Development and Skills over the summer term. Feedback from stakeholders has been largely positive. The draft strategy is scheduled for discussion at children's scrutiny in autumn 2018.
33. The schools forum has been actively engaged in considering spending for the high needs block. This is a national issue with examples of some local authorities who are already overspent in this area by some millions. This is not the case in Herefordshire but all school leaders are clear that there is more to be done to ensure that the county remains within budget in the next academic year. This will be an important factor in the review of SEN provision in Herefordshire which is set to begin in autumn 2018.
34. Although at an early stage in its development, the capital project to expand Marlbrook School is progressing well.
35. The learning and achievement service is working closely with representatives from the Department for Education on the closure of the Robert Owen Academy from 31 August 2018. Pupils have been found alternative education options.



36. Leadership within the learning and achievement service has been strengthened with the appointment of an interim Head of service (HoS). The new HoS brings extensive experience in education as a serving Ofsted inspector and a senior leader in one of Herefordshire's highest performing academies.
37. Performance of Herefordshire's primary schools has been exceptionally strong this year. The challenge is to ensure that this is matched by secondary schools through appropriate support, challenge and intervention by the council. This is more difficult in the secondary phase as the majority of secondary schools are academies. As a result, the council is working closely both with the Regional Schools Commissioner's office and Ofsted.

*Keeping children and young people safe, in supportive family environments*

38. Officers have been implementing a revised approach to the use of Section 20 agreements (voluntary agreements between the parent/care and the council). As at 21 May 2018, snapshot data evidences that our practice in relation to the appropriate use of Section 20 has improved, compared to end of year 2016/17 benchmarking data (less is better).

<b>% children accommodated under Section 20</b>	
Herefordshire 21 May 2018	14%
Herefordshire year end 2016/17	22%
West Midlands year end 2016/17	18%
All England average year end 2016/17	24%

39. The number of children subject to child protection plans reduced in Q1 to 169 as at 30 June 2018, compared to the latter part of 2017/18, which ended at 201. This has been achieved through providing additional capacity to review current cases and consider how most appropriately to support children and young people.
40. As outlined above, spending in the high needs block needs to remain under close scrutiny during academic year 2018-19.
41. The council needs to ensure that there is robust governance of the PRUs through a suitably qualified and skilled management committee that will drive further improvement.
42. We are still struggling to recruit social workers for some key areas of service and caseloads are too high in some teams. This means we are not able to provide consistent high quality social work – recording work, visits and assessments and consistently completing plans to a good standard. We are strengthening our approach to recruitment for agency and permanent staff and are looking to recruit more family support workers to enable families to be supported appropriately without requiring as much direct social work input. We are also recruiting more business support to remove some tasks from social workers. This is making use of the £1.6m provided by cabinet to support this service. There is further work taking place to set out what more needs to be done, including early help and edge of care approaches and application of thresholds with partners. We have made links with Staffordshire to share best practice and will continue to progress this.
43. Our looked after children numbers have increased overall to 331 as at 30 June 2018. The increase is due to the impact of long term neglect on children and also included some large sibling groups. Work is in progress on achieving permanency for up to 80 looked after children and this is regularly reported to cabinet and children's scrutiny committee.
44. Following the safeguarding peer review conducted by the LGA at the end of 2017/18, a development plan for safeguarding and early help has been established, involving all managers of the service areas. Herefordshire was subject to an inspection by Ofsted of

local authority children's services in June 2018 and the development plan is being updated so that we can continue with our improvements, informed by the latest external scrutiny. The Ofsted inspection report has been published and work is being undertaken to address the areas of improvement highlighted within the report – further detail will be provided in the report that will be presented to the executive in autumn 2018.

## **Support the growth of our economy**

### *Improve the infrastructure*

45. Good progress has been made with the delivery of major infrastructure projects. The South Wye Transport Package is progressing well and the compulsory purchase order and side roads orders for the Southern Link Road were advertised and a public inquiry is scheduled for October. A public procurement process is underway to procure a preferred contractor to deliver the scheme subject to completing the various statutory processes the scheme remains on track to commence construction early 2019. The Corporate Delivery Plan included a milestone to identify the preferred route for the Hereford Bypass as part of the Hereford Transport package. Following public consultation and detailed technical work during Q1, Cabinet confirmed the preferred route at its meeting in July.
46. The council is undertaking a major investment in highway assets. This includes Phase 2 of the £8.5m Challenge Fund roadworks, programmed for August 2018 which will deliver further substantial resurfacing of the A4103 and A438 (west of Hereford) that will help secure a £143m benefit to the county's economy.
47. Furthermore, the council has invested additional £2.8m from revenue reserves and £1.25m secured from the Government's pothole fund into its highways. This funding is being used to: address the damage caused by last winter's severe weather; undertake safety works at sites with accident history and at schools; improve the condition of footways in our market towns; and unblock more drains. Works include: a cross county jet-patching programme, rapidly filling potholes on our c and uc roads; and works to signage, road markings and high friction surfacing's are programmed to sustain the effectiveness of our accident reduction measures, supporting the health and wellbeing of the people of Herefordshire.
48. Fastershire, the joint broadband delivery project between Herefordshire Council and Gloucestershire County Council, won the top prize at the national Connected Britain awards in London, taking the Superfast award, recognising the progress made in Herefordshire towards optimum full fibre provision. Gigaclear are currently delivering full fibre broadband in Herefordshire with first homes connected in June.
49. Consultation on housing and employment sites options for the Hereford Area Plan have taken place, and the draft Minerals and Waste Plan is due to be completed in the autumn. Hearing sessions as part of the Travellers sites Development Plan Document took place in May and the examination is ongoing with further consultation on sites options anticipated in the autumn.
50. A detailed delivery programme is currently under preparation for the delivery of phase 1 employment land at Ross Enterprise Park.

### *Develop the economy*

51. Construction work is underway on two new sites at the Enterprise Zone. The Straight Mile cycleway project has commenced. An increase in funding has been agreed for the Shell Store and the funding agreement with the Marches LEP has been signed, enabling

finalised detailed designs to proceed. Council has also agreed to provide funding to the University of Wolverhampton's Cyber Centre project. A new Skylon Park Travel Plan has been approved by EZ Board and is now being implemented.

52. Work has progressed in relation to a range of regeneration projects. A key milestone achieved is the appointment of Keepmoat Homes Ltd and Engie Regeneration Ltd following a robust procurement process which marks the launch of the Development and Regeneration Partnership. This partnership will enable the council to develop new opportunities for housing and economic growth using council owned and assets.
53. Further work is underway to develop the pipeline of regeneration projects. A planning application has been prepared for new housing at the former depot site in Bromyard and detailed designs prepared for student accommodation in Hereford. An annual programme of development sites is under development for consideration by Cabinet.
54. The council has entered into a lease agreement with the University on council owned property and has identified potential suitable sites for student/teaching accommodation which are subject to feasibility studies.
55. Detailed feasibility work is underway on development proposals for the site at Station Approach, Hereford.

*Ensure access to housing*

56. The council has commenced early stage discussions with the land owners and Government agencies regarding the potential of a number of investment and development opportunities within the county.
57. During Q1, 30 affordable dwellings were delivered against an annual target of 200 dwellings.

**Secure better services, quality of life and value for money**

*Efficient use of resources*

58. During this period, the council has agreed to let two properties to Wye Valley Trust.
59. Preparation for a revised cabinet report to full council in July for the MTFs and Capital budgets to improve transparency and accountability.
60. Feedback from the independent organisation Link Asset Services, following a review of the council's balance sheet, stated that the council's Statement of Accounts are 'probably the best positioned authority's accounts that they'd seen in terms of year on year performance', and that the 'balance sheet is very robust'.
61. The workforce strategy is currently in preparation and is scheduled to be completed and approved by the end of the financial year.
62. The overall trend in workforce costs is upwards for Q1. The data shows a reduction in the use of agency staff and an increase in the number of people the council directly employs. This increase in staff, coupled with the annual pay award, has led to an increase in permanent workforce costs. The increase will be monitored over the next quarter and early data from Q2 shows the recent trend of increasing workforce costs has reversed.

63. At year-end, performance in processing new and change of circumstance of housing benefit claims was highlighted as an issue. Performance has shown improvement in Q1 and the measures have been included in the ECC databook. It is proposed that the two measures are added to the 2018/19 corporate delivery plan so that performance in this area continues to be reported corporately.

#### *New governance*

64. Although we have had an increased number of information requests (Freedom of Information, Subject Access, and Police requests) we have maintained our turnaround times within the statutory time lines and have maintained the target of 95% compliance.

#### *Improved customer service*

65. The council's website has retained an overall 4 star rating – one of only six English unitary authorities to achieve a 4 star Better Connected rating. Better Connected is the annual audit of council websites, with websites being ranked overall 1 to 4 stars, with 4 stars being the best. The [audit](#) highlighted a number of areas for improvement which will be considered over the coming months. There has been an increase in the percentage of visitors to the council's website who reported that they were able to do what they set out to do (up from 64% in June 2017 to 77% in June 2018).

## **Community impact**

66. Regularly reviewing performance with a view to identifying actions which will deliver further improvement in outcomes or efficiencies helps ensure the council achieves its corporate plan priorities.

## **Equality duty**

67. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
68. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services. As this is a factual report on performance achieved we do not believe that it will have an impact on our equality duty. As part of our decision making processes we ensure that individual directorates and service areas assess the potential impact of any proposed project, leading to fairer, transparent and informed decisions being made.

## **Resource implications**

69. Included within the report.

## Legal implications

70. None.

## Risk management

71. The risks associated with any delivery plan objectives and projects are entered onto the relevant service or directorate risk register and escalated as appropriate. The corporate risk register is available on the council's website and an overview of the significant risks are included within appendix D.

## Consultees

72. None in relation to this report. The development of the delivery plan was informed by the evidence base already gathered during the year and which includes user, resident and partner feedback where available.

## Appendices

Appendix A	Revenue forecast
Appendix B	Capital forecast
Appendix C	Treasury management forecast
Appendix D	Scorecards
	AWB
	CWB
	ECC
	Organisation wide

## Background papers

[Adults and wellbeing databook](#)  
[Children's wellbeing databook](#)  
[Economy, communities and corporate databook](#)  
[Corporate risk register](#)



## Revenue Budget Position 2018/19 as at June 2018

Directorate Net Budget	Gross Budget	Income	Net Budget	Movement	Working Budget	Outturn	Variance	Movement since last period
	£000	£000	£000	£000	£000	£000	£000	£000
	Over/(Under)spend							
Adults and Wellbeing	86,491	34,562	51,929	182	52,111	52,605	494	24
Children's Wellbeing	168,778	145,375	23,402	651	24,053	25,101	1,048	445
Economy, Communities & Corporate	63,828	20,534	43,294	1,369	44,663	44,743	80	165
<b>Directorate total</b>	<b>319,097</b>	<b>200,471</b>	<b>118,625</b>	<b>2,202</b>	<b>120,827</b>	<b>122,449</b>	<b>1,622</b>	<b>634</b>
Other budgets and reserves	63,786	38,288	25,499	(2,202)	23,297	23,097	(200)	0
<b>TOTAL</b>	<b>382,883</b>	<b>238,759</b>	<b>144,124</b>	<b>0</b>	<b>144,124</b>	<b>145,546</b>	<b>1,422</b>	<b>634</b>

## Movements in Net Budget

**Children's Wellbeing: £651k** - funding for pay award £156k, drawdowns from reserves £274k, funding for interim posts £245k, transfer of post to Adults and Wellbeing (£24k)

**Adults Wellbeing: £182K** - funding for pay award £158k, transfer of post from CWB £24k

**Economy, Communities & Corporate: £1,369k** – Hereford bypass budget of £882k, funding for pay award £143k and drawdowns from reserves of £344k.

## Adults and Wellbeing: Revenue Budget Position 2018/19 as at June 2018

	Gross Budget	Net Budget	Outturn	Variance	Movement since last period
	£000	£000	£000	£000	£000
Learning Disabilities	22,196	18,913	19,652	739	139
Memory & Cognition	2,528	1,923	2,002	79	61
Mental Health	4,776	4,084	3,716	(368)	(174)
Physical Disabilities	31,169	22,754	22,857	103	128
Sensory Support	508	404	385	(19)	3
<b>Client Subtotal</b>	<b>61,177</b>	<b>48,078</b>	<b>48,612</b>	<b>534</b>	<b>157</b>
Care Operations and Commissioning	7,834	7,834	7,908	74	0
Commissioned Services	4,357	3,066	2,985	(81)	(97)
Transformation and Improvement	1,570	1,570	1,568	(2)	(1)
Prevention and Wellbeing	3,107	2,043	2,100	57	53
Director and Management	(620)	(10,480)	(10,568)	(88)	(88)
Public Health	9,248	0	0	0	0
<b>Non Client Subtotal</b>	<b>25,496</b>	<b>4,033</b>	<b>3,993</b>	<b>(40)</b>	<b>(133)</b>
<b>Adults and Wellbeing</b>	<b>86,673</b>	<b>52,111</b>	<b>52,605</b>	<b>494</b>	<b>24</b>

### The key variances are:

**Learning Disabilities** – small increase in number of residential placements

**Mental Health** – decrease in number of nursing placements

**Physical Support** – increase in domiciliary packages, partly offset by reduction in residential placements



## Children's Wellbeing: Revenue Budget Position 2018/19 as at June 2018

	Gross Budget	Net Budget	Outturn	Variance	Movement since last period
	£000	£000	£000	£000	£000
Directorate	(683)	(683)	(734)	(51)	(27)
<b>Directorate</b>	<b>(683)</b>	<b>(683)</b>	<b>(734)</b>	<b>(51)</b>	<b>(27)</b>
Additional Needs	6,003	3,666	3,241	(425)	85
Children's Commissioning	1,169	562	540	(22)	(15)
Commissioning Management	3,157	456	420	(36)	(29)
Development and Sufficiency	1,516	801	838	37	(1)
Early Years	692	481	471	(10)	(4)
Education Improvement	89	77	76	(1)	0
DSG	121,829	0	0	0	0
<b>Education and Commissioning</b>	<b>134,455</b>	<b>6,043</b>	<b>5,586</b>	<b>(457)</b>	<b>36</b>
Safeguarding and Review	930	679	715	36	28
Children in Need	2,840	2,740	2,734	(6)	0
Looked After Children	13,786	13,631	15,169	1,538	415
Safeguarding Development	262	262	260	(2)	0
Safeguarding and Early Help Management	1,381	1,381	1,371	(10)	(7)
<b>Safeguarding and Family Support</b>	<b>19,199</b>	<b>18,693</b>	<b>20,249</b>	<b>1,556</b>	<b>436</b>
<b>Children's Wellbeing</b>	<b>152,971</b>	<b>24,053</b>	<b>25,101</b>	<b>1,048</b>	<b>445</b>

### The key variances are:

**Additional Needs** - £398k underspend on Complex Needs' Funding based on approved placements, £85k movement relates to revised forecast for short breaks and direct payments

**Looked After Children** – the number of children in our care continues to increase. The net movement in fostering and residential placements in June was 8 which increased costs by £291k. An increase in the expected spend on inter agency placement adoption fees has also created an additional pressure of £155k.

## Economy, Communities and Corporate: Revenue Budget Position 2018/19 as at June 2018

	Gross Budget	Net Budget	Outturn	Variance	Movement since last period
	£000	£000	£000	£000	£000
Directors	1,041	1,039	939	(100)	0
Environment and Place	42,370	25,250	25,352	102	144
Resources	14,524	9,942	9,911	(31)	21
Growth	2,697	1,768	1,777	9	0
Communities	10,561	6,664	6,764	100	0
<b>Total ECC and Chief Executive</b>	<b>71,193</b>	<b>44,663</b>	<b>44,743</b>	<b>80</b>	<b>165</b>

### The key variances are:

**Directors** - £100k underspend is due to savings being identified.

**Environment and Place** - £350k of overspend on SEN Transport which has been partly mitigated by savings in other areas of the service.

**Communities** - £100k overspend due to additional pressures on Legal Services due to the increase in Looked after Children.

*Adjustments will include reprofiling to future years and additional grants allocations	2018/19 Budgets £000s	Adjustments in Year* £000s	2018/19		
			Budget £000s	Forecast £000s	Variance £000s
<b>Adults and Wellbeing</b>					
Disabled facilities grant	1,853	-	1,853	1,853	-
Affordable Housing Grant	1,600	-	1,600	665	(935)
Community Housing Fund	150	-	150	150	-
Hillside	1,500	-	1,500	250	(1,250)
Single Capital Pot	596	-	596	523	(73)
Revolving Loans	101	-	101	101	-
Private sector housing improvements	242	-	242	242	-
<b>Total Adults &amp; Wellbeing</b>	<b>6,042</b>	<b>-</b>	<b>6,042</b>	<b>3,784</b>	<b>(2,258)</b>

<b>Children's Wellbeing</b>					
Colwall Primary School	320	-	320	312	(8)
Schools Capital Maintenance Grant	1,716	-	1,716	500	(1,216)
Peterchurch Primary School	5,493	-	5,493	0	(5,493)
Expansion for Marlbrook school	4,988	-	4,988	600	(4,388)
SEN & DDA school improvements	710	-	710	0	(710)
Brookfield School Improvements	1,298	-	1,298	0	(1,298)
CYPD's S106	996	-	996	300	(696)
Special Provision Capital Fund	167	-	167		(167)
Healthy Pupils	99	-	99		(99)
Individual Pupil Needs	271	-	271	150	(121)
Short Breaks Capital	118	-	118		(118)
Blackmarston SEN	55	-	55	23	(32)
Replacement Leominster Primary	39	-	39	30	(9)
Basic Needs Funding	310	-	310		(310)
2 Year Old Capital Funding	101	-	101	50	(51)
Preliminary works to inform key investment (County)	2,015	-	2,015	200	(1,815)
Temporary school accommodation replacement	450	-	450	450	-
<b>Total Children's Wellbeing</b>	<b>19,146</b>	<b>-</b>	<b>19,146</b>	<b>2,615</b>	<b>(16,531)</b>

<b>Economy, Communities and Corporate</b>					
Hereford City Centre Transport Package	7,060	-	7,060	1,120	(5,940)
Local Transport Plan (LTP)	13,539	-	13,539	13,539	0
Fastershire Broadband	12,957	-	12,957	4,424	(8,533)
Hereford Enterprise Zone	7,682	-	7,682	4,758	(2,924)
Leisure Centres	413	-	413	413	0

Solar Photovoltaic Panels	1,631	-	1,631	500	(1,131)
Corporate Accommodation	509	-	509	509	0
ECC's S106	756	-	756	756	0
South Wye Transport Package	15,505	-	15,505	4,500	(11,005)
Marches business improvement grants	1,667	-	1,667	1,667	0
IT Network Upgrade	291	-	291	291	0
Property Estate Enhancement Works	1,414	-	1,414	1,414	0
LED street lighting	177	-	177	177	0
Herefordshire Enterprise Zone Shell Store	6,816	-	6,816	2,500	(4,316)
Cyber Security Centre Project	3,500	-	3,500	0	(3,500)
Development Partnership activities	20,300	-	20,300	0	(20,300)
Highway asset management	12,835	-	12,835	12,835	0
Hereford Transport Package	2,960	-	2,960	2,960	0
Ross Enterprise Park (Model Farm)	6,770	-	6,770	1,000	(5,770)
PC Replacement	290	-	290	290	0
Three Elms Trading Estate	483	-	483	100	(383)
Stretton Sugwas Closed Landfill	2	-	2	2	0
Customer Services and Library	123	-	123	123	0
Energy Efficiency	100	-	100	100	0
Strangford closed landfill site	11	-	11	11	0
Gypsy & Traveller Pitch development	331	-	331	331	0
Leominster cemetery extension	172	-	172	172	0
Tarsmill Court, Rotherwas	400	-	400	400	0
Children centre changes	370	-	370	370	0
Car Parking Strategy	188	-	188	188	0
Car Park Re-Surfacing	116	-	116	116	0
Office and Car Park Lighting Replacement	300	-	300	0	(300)
Data Centre Consolidation	106	-	106	0	(106)
Hereford Library	351	-	351	0	(351)
<b>Total Economy, Communities and Corporate</b>	<b>120,125</b>	<b>-</b>	<b>120,125</b>	<b>55,566</b>	<b>(64,559)</b>
<b>Total</b>	<b>145,313</b>	<b>-</b>	<b>145,313</b>	<b>61,965</b>	<b>(83,348)</b>

This report ensures the council demonstrates best practice in accordance with CIPFA's recommendations in their Code of Practice for Treasury Management, by keeping members informed of treasury management activity.

## 1. The UK Economy

1.1. The slow progress made with the Brexit negotiations continue to have an impact on UK markets:

- Growth in 2017 had been relatively weak (+0.3% for quarter one, +0.3% for quarter two and +0.4% for quarter three), however it grew by 0.8% in real terms in quarter four (Oct to Dec) 2017 compared with the same quarter a year ago
- On 02/11/17 the Bank of England raised the base rate from 0.25% to 0.50% - the first rate rise in over a decade. There was a further rise in August 2018 to 0.75%.
- Consumer price inflation (CPI) has fallen back to 2.2% from a recent high of 2.8% during autumn 2017 resulting in the April 2018 figure of being the lowest observed since January 2017.

## 2. The Council's Investments

2.1 At 30 June 2018 the council held the following investments:

Investment	Term	Maturity Date	Interest Rate	Amount £m
<u>Instant Access Money Market Funds:</u>				
Federated	N/A	N/A	0.54%	5.00
Standard Life	N/A	N/A	0.53%	5.00
Insight	N/A	N/A	0.46%	0.89
Invesco	N/A	N/A	0.50%	5.00
<u>95 Day Notice Bank Accounts:</u>				
Santander	N/A	13/08/18	1.00%	5.00
<u>Fixed Term Deposits:</u>				
Bracknell Forest Council	182 days	28/08/18	0.67%	5.00
Leeds City Council	123 days	25/09/18	0.50%	5.00
<b>Total</b>			<b>0.62%</b>	<b>30.89</b>

2.2 The council continues to select counterparties suitable for investment based on the credit worthiness service provided by their treasury advisors, Capita Asset Services. The service employs a sophisticated modelling approach utilising credit ratings from the three main credit rating agencies. The modelling approach combines credit ratings, credit watches and credit outlooks in a weighted scoring system to which Capita Asset Services allocate a series of colour coded bands with suggested maximum durations for investments as shown below;

- Yellow 5 years
- Dark pink 5 years for Enhanced money market funds (EMMFs) with a credit score of 1.25
- Light pink 5 years for Enhanced money market funds (EMMFs) with a credit score of 1.5
- Purple 2 years
- Blue 1 year (only applies to nationalised or semi nationalised UK Banks)
- Orange 1 year
- Red 6 months

- Green 100 days
- No colour not to be used

2.3 The council has earned interest on its investments as follows:

Month	Average amount invested		Average rate of interest earned		Amount of interest earned / Forecast £000	Budget £000	(Surplus) /Deficit £'000
	Actual / Forecast £m	Budget £m	Actual / Forecast %	Budget %			
Apr-18	26.7	30	0.51	0.5	11	12	1
May-18	35.9	30	0.56	0.5	17	12	(5)
Jun-18	33.9	30	0.56	0.5	18	12	(6)
Jul-18	25.0	25	0.50	0.5	10	10	-
Aug-18	25.0	25	0.50	0.5	10	10	-
Sep-18	20.0	20	0.50	0.5	8	8	-
Oct-18	20.0	20	0.50	0.5	8	8	-
Nov-18	15.0	15	0.50	0.5	6	6	-
Dec-18	15.0	15	0.50	0.5	6	6	-
Jan-19	15.0	15	0.50	0.5	6	6	-
Feb-19	10.0	10	0.50	0.5	4	4	-
Mar-19	10.0	10	0.50	0.5	4	4	-
<b>Total</b>					<b>108</b>	<b>98</b>	<b>(10)</b>

2.4 Income earned has been higher than expected as the interest rate earned on investments has been slightly higher than budgeted.

2.5 In addition to investment income the council earns interest on the provision of loan finance to the waste disposal PFI provider, this is expected to generate loan interest payable to us of £2.6m in 2018/19, this will be recharged through the waste disposal PFI arrangement.

### 3. The Council's Borrowing

#### Short-term borrowing

3.1 The council is continuing its policy of mainly using short-term borrowing from other local authorities for short-term liquidity needs. These short-term interest rates are significantly below levels available from other sources avoiding a large cost of carry when comparing fixed interest debt to current (variable) investment rates.

3.2 The council can only borrow up to its Capital Financing Requirement, which represents the need to borrow for capital spend, and cannot borrow beyond this to finance the revenue budget.

3.3 At the end of June 2018 there were no short-term loans outstanding.

#### Long-term borrowing

3.4 At 30 June 2018 the council held long term borrowing of £142.3m. Rates are monitored and discussed with our treasury advisors to determine the timing of securing any new long term borrowing.

3.5 The current capital financing budget position is summarised below:

<b>Summary of Borrowing Budget</b>	<b>Budget</b>	<b>Forecast</b>	<b>(Surplus) /Deficit</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Minimum revenue provision	7.8	7.8	-
Interest payable on all loans	6.1	5.9	(0.2)
<b>Total</b>	<b>13.9</b>	<b>13.7</b>	<b>(0.2)</b>

#### 4. Summary of forecast outturn

4.1 The current net treasury forecast outturn is expected to be a surplus (underspend) of £0.2m due to the expectation of no new long-term borrowing being required in 2018/19.

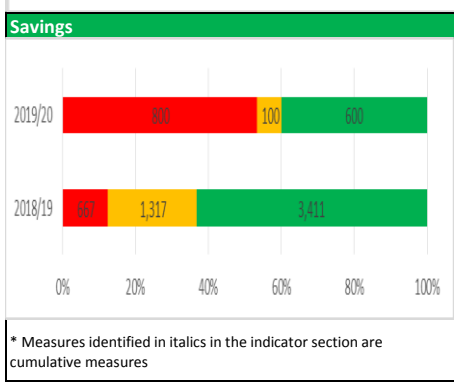
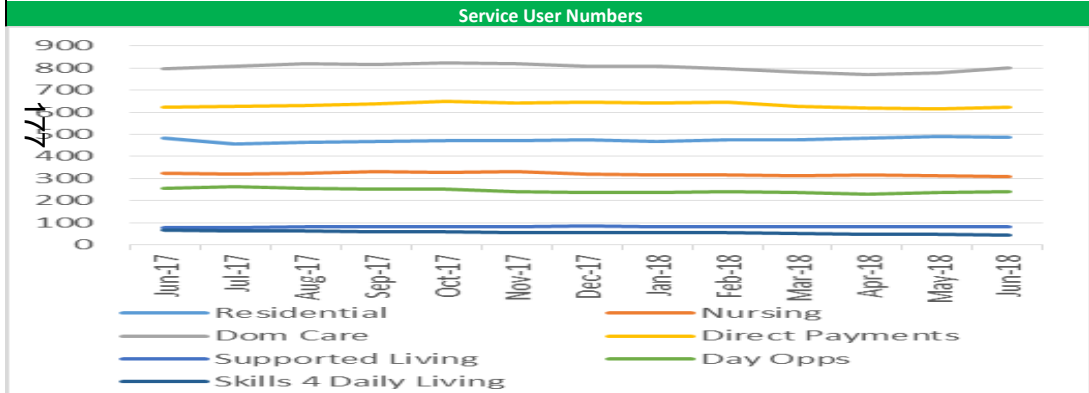




## Adults and Wellbeing Scorecard

Staffing													
	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17	Jan-18	Feb-18	Mar-18	Apr-18	May-18	Jun-18
FTE	270	268	272	272	281	287	285	283	286	287	287	292	293
Headcount	300	298	301	301	309	315	314	312	316	316	320	323	326
Permanent Costs (Ek)	762	757	756	772	819	829	886	651	824	706	847	898	874
Agency FTE	22.0	24.4	18.9	19.3	21.6	18.7	15.7	18.3	19.8	14.6	13.7	15.8	15.0
Agency Cost (Ek)	68	124	85	97	111	130	64	75	98	48	63	64	106
Absence - days lost per FTE per annum (rolling 12 months)	13.5	13.6	14.0	13.7	13.3	13.1	12.9	12.7	12.4	12.5	12.3	12.5	12.2
Monthly turnover (annualised based on FTE)	12.3%	12.0%	11.9%	12.5%	11.2%	9.8%	11.2%	10.2%	9.8%	9.9%	10.8%	10.9%	10.6%

Measure	Target	Latest	Period	Trend
<i>Permanent admissions - U65</i>	tbc	2.7	June	
<i>Permanent admissions - 65+</i>	tbc	148.5	June	
<i>Social Care Delayed Transfer Days</i>	124	323	June	
<i>Reablement - 91 days after discharge</i>	tbc	70%	June	
<i>Safeguarding - outcomes met</i>	80%	81%	June	
<i>Direct Payment recipients</i>	40%	38%	June	
<i>Reviews undertaken</i>	80%	33%	June	
<i>Affordable housing units delivered</i>	200	30	June	
<i>Households in temporary accommodation</i>	45	41	June	
<i>NHS Health checks</i>	60%	27%	June	



**Risk Management**

There are no significant corporate risks still rated Red after controls

**Risk Management updates**

Risks regularly reviewed. Risk added in relation to the impact of the legislative changes to National Living Wage on sleep in rates. We are awaiting the findings of the current legal action and will await a response from central government - this poses a potentially significant financial risk

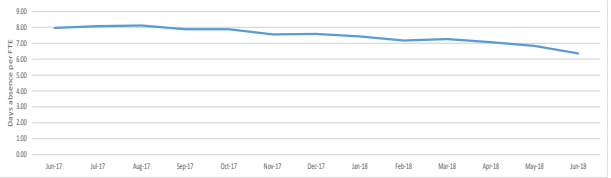
Programme																								
Projects	Status	Project Tags					2017						2018											
		Strategic Lead	Pij Ass	Pj Lead	Commissioning Lead		Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun					
<b>Prevention Programme</b>																								
Development of the Prevention Approach	A	EA	DE	DM	-	Delivery						Action Plan, Analyse Data & Scoping												
WISH: System Redevelopment (Phase 2 and 3)	S	EA	DE	HS	-	Phase 2 Delivery						Phase 3 Scoping/Delivery												
Healthy Living Network Herefordshire	G	GE	DE	SH	-	Scoping & Engaging Level 1 & 2 Services				Phase 1: Delivery		Phase 2 Scoping		DLT Sign Off		Deliver Training								
Implementing the Carers Strategy	A	EA	DE	DM	-	Delivery		Scoping implementation		Implementation of initial priorities improvement plan and refresh partner engagement						Revise Spec & Governance								
Public Health - Diabetes prevention	G	AM	-	AM	-	Scoping		Delivery by Reed Momenta						STP - July 18										
<b>Integrated Pathway Design</b>																								
Development of the Community Broker service	Comp	SV	Audit	JB	LT	Delivery				Closure														
Redesign of adult social care front door	Comp	SV	Audit	EM	-	Delivery				Closure														
Process redesign including changes to paperwork	Comp	SV	Audit	JB	-	Delivery				Closure														
Workforce training and development to support pathway (inc Commissioning and Public Health)	Comp	SV	Audit	JB	-	Delivery				Closure														
Pathway design - Home First	Comp	SV	Audit	AP	-	Delivery				Closure														
HomeFirst - Review and development of existing service	R	MJ	-	JB	-							Review current		Development										
Public Health Nursing - formerly Early Years Redesign (CWB/PH)	Comp	KW	-	PKJ	Lmc	Delivery						Contract Agreed												
<b>Housing and Accommodation</b>																								
Young Persons Accommodation pathway design	Comp	EA	-	CJ	-	Delivery				Review Pathways (for Care)														
Community led housing	Comp	EA	DE	TW	-	Planning		Delivery & Prepare for Year 2																
Housing system redesign	R	EA	DE	TC/AC	-	Scoping		Engagement		Procurement, and project delivery				Eval.										
<b>Contract and Market Management</b>																								
Public Health - Substance Misuse service improvement	Comp	AP	DE	KTD	-	Scoping		Delivery		Closure														
Public Health - Sexual Health service improvement	G	LM	-	-	-							Draft new Service model		Decision										
<b>Digital and Technology Implementation</b>																								
Implementation of Project Management tool (VERTO)	Comp	DE	AC	AC	-	Delivery				Closure														
<b>Research and Needs Assessment</b>																								
JSNA Refresh (AN)	S	AM	-	-	-	Scoping																		
<b>Commissioning</b>																								
Care at Home	Comp	LT	-	IG	-	Delivery																		
Supported Living Framework	Comp	LT	DE	AR	-	Delivery																		
Telecare & Assistive Technology (TECS)	A	AP	DE	EM	-	Scoping (and		Delivery				Options												
Shared Lives	Comp	MA	PKJ	IG/US	-							Mobile & transition to		Options Appraisal, project pla										
Hillside	S	AP	AP	-	-							Faesibility												
Care Workforce Development	G	SV	-	HB	-	Scoping		Deevelopment of Provider Pages		Launch provider pages		Launch		Feedback		Develop Campaign								

Outturn Detail					
	Gross Budget	Net Budget	Full Year Outturn	Full Year Variance	Movement since May
	£000	£000	£000	£000	£000
Learning Disabilities	22,196	18,913	19,652	739	139
Memory & Cognition	2,528	1,923	2,002	79	61
Mental Health	4,776	4,084	3,716	(368)	(174)
Physical Disabilities	31,169	22,754	22,857	103	128
Sensory Support	508	404	385	(19)	3
<b>Client Subtotal</b>	<b>61,177</b>	<b>48,078</b>	<b>48,612</b>	<b>534</b>	<b>157</b>
Care Operations and Commissioning	7,834	7,834	7,908	74	0
Commissioned Services	4,357	3,066	2,985	(81)	(97)
Transformation and Improvement	1,570	1,570	1,568	(2)	(1)
Prevention and Wellbeing	3,107	2,043	2,100	57	53
Director and Management	(620)	(10,480)	(10,568)	(88)	(88)
Public Health	9,248	0	0	0	0
<b>Non Client Subtotal</b>	<b>25,496</b>	<b>4,033</b>	<b>3,993</b>	<b>(40)</b>	<b>(133)</b>
<b>Adults and Wellbeing</b>	<b>86,673</b>	<b>52,111</b>	<b>52,605</b>	<b>494</b>	<b>24</b>



Staffing	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17	Jan-18	Feb-18	Mar-18	Apr-18	May-18	Jun-18
FTE	296.54	293.00	294.87	288.14	288.22	283.56	282.75	283.77	282.88	285.79	286.64	288.87	
Headcount	340	336	338	329	329	320	319	324	320	323	329	328	
Permanent Workforce Costs (£k)	928	934	944	910	903	907	913	907	947	893	908	949	936
Agency FTE	14.36	17.11	12.95	10.03	15.64	14.97	12.38	11.03	12.44	12.00	12.65	13.33	14.88
Agency Costs (£k)	50	50	41	36	47	101	47	55	133	100	32	111	120
Absence - days lost per FTE per annum (rolling 12 months)	7.97	8.08	8.12	7.89	7.89	7.56	7.59	7.43	7.18	7.21	7.07	6.84	6.36
Monthly turnover (annualised based on FTE)	15.55%	16.85%	17.00%	17.72%	17.16%	17.53%	16.89%	17.57%	18.57%	17.65%	17.54%	17.50%	16.88%

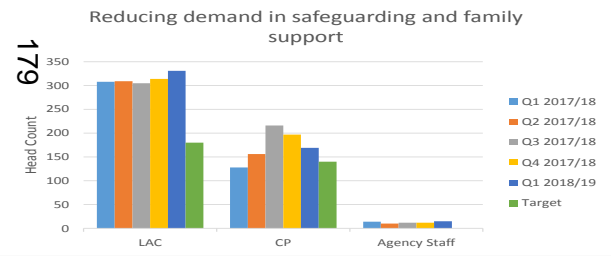
Absence - days lost per FTE per annum (rolling 12 months)



FTE



Numbers of children and Agency Staff

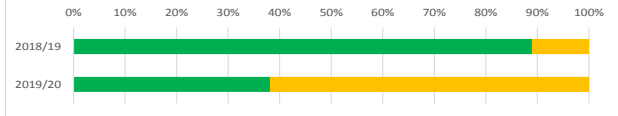


Performance Measure	Target 2018/19	Outturn		Frequency	Polarity	Direction of Travel
		2017/18	2018/19			
		End of June				
Reduce the attainment gap at age 16 between free school meal pupils and their peers	Local <15.0 National GAP	Local GAP 15.0 National GAP 16.5	Not due	Annual	Smaller is better	
Increase the proportion of pupils attending a school and/or setting that is good or outstanding	Primary >93.2% Secondary >76.1%	93.20% 76.10%	93.2% 76.1%	Monthly	Bigger is better	↔ ↔
Herefordshire young people meeting or exceed	Attainment 8 > England Progress 8 > England	Attainment 8 Herefordshire 45.7 England 44.6 Progress 8 Herefordshire -0.01 England (state-funded sector) -0.03	Not due	Annual	Bigger is better	
Improve education outcomes at age 5	>70%	75.0%	74.1% (provisional)	Annual	Bigger is better	
Improve health outcomes for: 0-5 year olds and 5-19 year olds	Target to be established		Not due	Annual		
Reduce the proportion of early years children with dental diseases	Target to be established		Not due	Annual		
Reduce the (number) percentage of children being referred to children's social care for a service	<4%	4.441	1309	Quarterly	Smaller is better	
Reduce the number of children looked after by the local authority	<180	314	331	Monthly	Smaller is better	▼
Reduce the use of emergency bed and breakfast accommodation for young people at risk of homelessness	0		Not due	Quarterly	Smaller is better	
Increase the number of 17 and 18 year olds sustaining a place in education, training or employment including apprenticeships	>89.4%	89.40%	88.1%	Monthly	Bigger is better	▼
Reduce the number of children subject to child protection plans	140	197	169	Monthly	Plan is best	▼

Risk Management

There are no significant corporate risks still rated Red after controls.

Savings



Programme

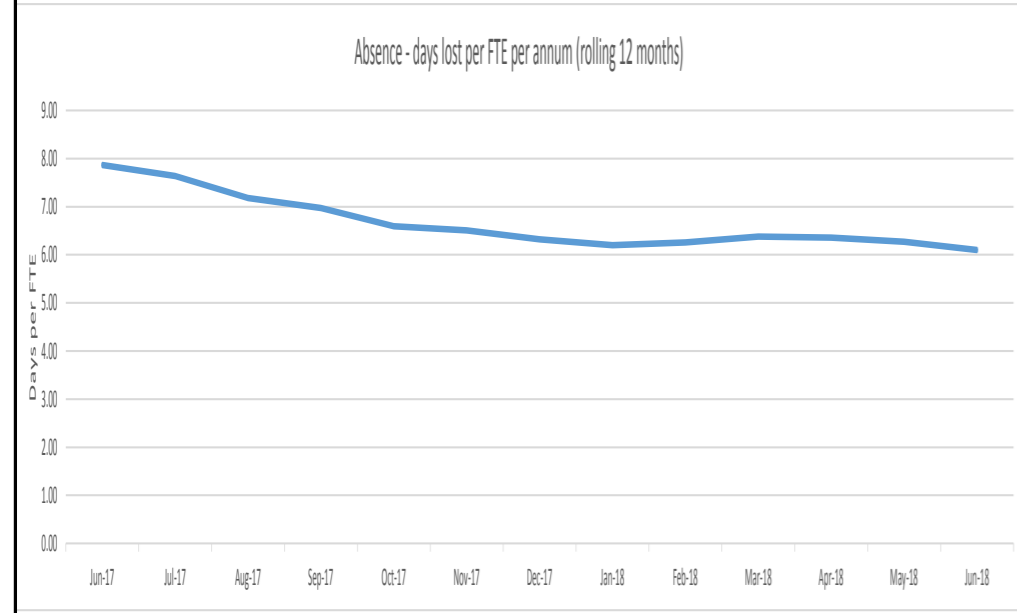
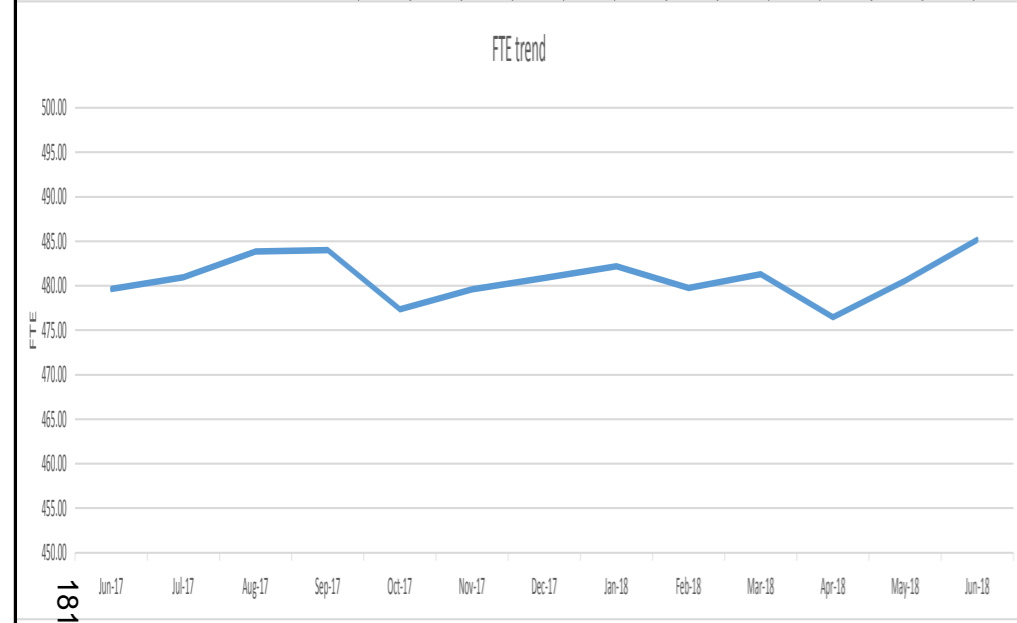
Programme for 2018/19 being developed

Outturn Detail

	Gross Budget	Net Budget	Full Year Outturn	Full Year Variance	Movement since last period
	£000	£000	£000	£000	£000
Directorate	(683)	(683)	(734)	(51)	(27)
<b>Directorate</b>	<b>(683)</b>	<b>(683)</b>	<b>(734)</b>	<b>(51)</b>	<b>(27)</b>
Additional Needs	6,003	3,666	3,241	(425)	85
Children's Commissioning	1,169	562	540	(22)	(15)
Commissioning Management	3,157	456	420	(36)	(29)
Development and Sufficiency	1,516	801	838	37	(1)
Early Years	692	481	471	(10)	(4)
Education Improvement	89	77	76	(1)	0
DSG	121,829	0	0	0	0
<b>Education and Commissioning</b>	<b>134,455</b>	<b>6,043</b>	<b>5,586</b>	<b>(457)</b>	<b>36</b>
Safeguarding and Review	930	679	715	36	28
Children in Need	2,840	2,740	2,734	(6)	0
Looked After Children	13,786	13,631	15,169	1,538	415
Safeguarding Development	262	262	260	(2)	0
Safeguarding and Early Help Management	1,381	1,381	1,371	(10)	(7)
<b>Safeguarding and Family Support</b>	<b>19,199</b>	<b>18,693</b>	<b>20,249</b>	<b>1,556</b>	<b>436</b>
<b>Children's Wellbeing</b>	<b>152,971</b>	<b>24,053</b>	<b>25,101</b>	<b>1,048</b>	<b>445</b>



Staffing													
	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17	Jan-18	Feb-18	Mar-18	Apr-18	May-18	Jun-18
FTE	479.64	480.94	483.84	484.00	477.34	479.61	480.89	482.18	479.74	481.29	476.47	480.58	485.16
Headcount	573	571	575	574	568	569	571	574	579	572	563	578	574
Permanent Workforce Costs (£k)	1,424	1,446	1,462	1,448	1,451	1,445	1,456	1,438	1,504	1,428	1,442	1,514	1,510
Agency FTE	12.02	14.18	6.88	10.37	15.11	11.44	7.87	7.88	9.34	9.02	11.12	11.16	11.45
Agency Costs (£k)	43	57	20	60	38	26	53	79	48	51	16	43	90
Absence - days lost per FTE per annum (rolling 12 months)	7.87	7.64	7.18	6.97	6.59	6.51	6.32	6.20	6.26	6.38	6.36	6.27	6.10
Monthly turnover (annualised based on FTE)	10.3%	9.9%	9.2%	9.7%	10.6%	10.9%	9.8%	9.4%	9.5%	9.4%	9.6%	9.0%	8.9%



Indicators						
Performance Measure	Target 2018/19	Outturn		Frequency	Polarity	Direction of Travel
		2017/18	2018/19 Q1			
Reduce the amount of household waste per person (kg) per year	<412.5kg	-	103.13kg	Monthly	Smaller is better	New
Minimise the number of people killed or seriously injured in road traffic collisions in Herefordshire (3 year rolling average)	<96	96	92 (37 recorded in the first 6 months of 2018)	Monthly (based on calendar year)	Smaller is better	▲
Percentage of Category 1 defects (immediate or imminent hazard) and 2a defects made safe/dealt with within target times	Category 1	100%	100%	Monthly	Bigger is better	▲
	Category 2a	80%	82.82%	Monthly	Bigger is better	▲
Improve average journey time in Hereford in morning week-day period				Annual		
Proportion of premises with super-fast broadband	86%	78.50%	85.50%	Quarterly	Bigger is better	▲
Percentage of Major planning applications dealt with within 13 weeks (24 month rolling)	60%	86.30%	87.03%	Monthly	Bigger is better	▲
Percentage of Non-major planning applications (minors/others) dealt with within 8 weeks (24 month rolling)	70%	77.80%	78.10%	Monthly	Bigger is better	▲
Percentage of working age population in employment		79.6%		Quarterly in arrears	Bigger is better	
Reduce workforce costs (including agency costs)	<£40,066k	£40,066k	£10,507k	Monthly	Smaller is better	▼
Reduce sickness absence (12 month rolling)	<8.25 days	8.25 days	7.78 days	Monthly	Smaller is better	▲
Rateable value of new business rates registrations			Await data	Monthly	Smaller is better	
Net Business Rates income after relevant reliefs applied		New for 2018-19	£49,162,572	Monthly	Bigger is better	New
Spend to the council's revenue budget	Balanced budget		Forecast £1,422K overspend	Monthly	Smaller is better	
Spend to the council's capital budget	Balanced budget		Await data	Quarterly		
Progress against delivery of savings targets		£6,069k	£10,632	Monthly	Bigger is better	
Reduction in health and safety reported accidents	<214	214	108	Monthly (based on calendar year)	Smaller is better	▼
Website satisfaction: percentage of visitors that confirm that they were able to do what they set out to do in a satisfaction survey	65%	69.55%	77.20%	Monthly	Bigger is better	▲

THE FOLLOWING MEASURES ARE NOT IN THE CORPORATE DELIVERY PLAN, BUT PERFORMANCE IN THIS AREA WAS MENTIONED IN THE YEAR-END REPORT

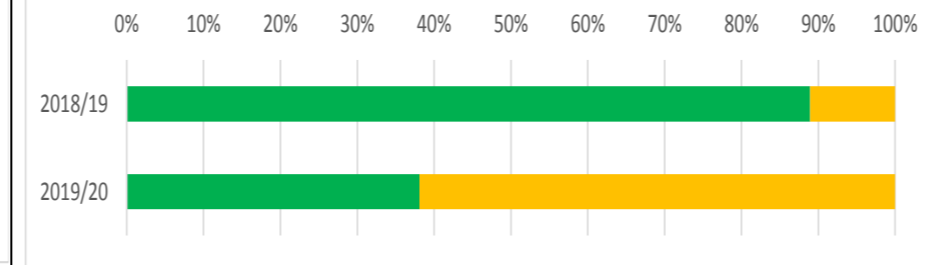
Time taken to deal with housing benefit change of circumstances	15 days	14.98 days	14.07 days	Monthly	Smaller is better	▲
Time taken to deal with housing benefit new claims	21 days	24.65 days	21.81 days	Monthly	Smaller is better	▲

There are a number of other measures which will be reported once performance is available

**Risk Management**

There are no significant risks still rated Red after controls

**Savings**



**Programme**

ECC major projects 2018/19	
Hereford City Centre Transport Package	With the completion of the City Link Road, progress is being made with the design and development of the complementary package of active travel measures which include the transport hub and public realm measures for consultation in the Autumn / Winter 2018/19
City Centre Improvements	The refurbishment of the city centre has continued with repaving works being undertaken in Commercial Street these are scheduled for completion is due Spring 2019 and will improve the environment in this part of the city. Residents Parking areas have been developed and are due to be rolled out over the next few months. Minor revisions to the on street parking charges area have been consulted upon and will be implemented from early September.
Enterprise Zone, including Shell Store Incubation Centre and Cyber Security	Construction work is underway on 2 new sites - Priority Space and CleanMy. The Straight Mile cycleway project has commenced. Council has agreed to an increase in funding for the Shell Store and the funding agreement with the Marches LEP has been signed. The full funding package is now in place and the professional team will proceed to finalise detailed designs. Agreement has been made to provide funding to the University of Wolverhampton's Cyber Centre project. New Skylon Park Travel Plan approved by EZ Board, and now being implemented. Building design for the Shell Store has been developed to start the procurement process. PIN notice for procurement issued and interest from potential contractors received. PQQ due to be released in mid august. Funding package agreed and signed with additional funding secured from the council.
South Wye Transport Package, including Southern Link Road	Compulsory Purchase Orders and Side Road Orders were made in March and objection period concluded 16 April 2018. A public inquiry is scheduled to start at the end of October 2018. Southern Link Road contractor procurement is underway. Development of preferred package of active travel measures and business case is progressing to programme. It is currently programmed to commence construction of the Southern Link Road in Spring 2019.
Hereford Transport Package, including Hereford Bypass	Phase 2 consultation completed on 20 March 2018. Technical work and analysis of the consultation results was undertaken during the quarter. Following consideration by General Scrutiny Committee and Cabinet for 18 July and 27 July 2018 respectively the preferred route for the bypass element of the package was approved for further work and consultation.
Maintain the highway asset	Programme of works were developed and scheduled for delivery over the summer. Works have been progressing to programme and communications plan in place to ensure travelling public and those affected by works are aware of programme and diversion routes.
Development and Regeneration Partnership / Programme	The procurement process has been completed and Keepmoat Homes Ltd and Engie Regeneration Ltd have been appointed, marking the launch of the Development and Regeneration Partnerships. The partnership will be seeking to develop new opportunities for housing and economic growth using council owned and assets.
Ross Enterprise Park	Detailed delivery programme and costings under preparation for the delivery of phase 1 employment land at Ross Enterprise Park.

**CORPORATE major projects 2018/19**

Asset Disposals Plan	The programme to rationalize staff accommodation continues to be on track. In addition, the council has agreed to let two properties to Wye Valley Trust.
Corporate Property Strategy	The future programme of works to deliver the corporate property strategy has been subject to review and is currently being developed.
University, including student accommodation	The council has entered into a lease agreement with the University on council owned property, and has identified potential suitable sites for student and teaching accommodation which are subject to feasibility studies.
Broadband	Fastershire, the joint broadband delivery project between Herefordshire Council and Gloucestershire County Council, won the top prize at the national Connected Britain awards in London, taking the Superfast award, recognising the progress made in Herefordshire towards optimum full fibre provision. Gigaclear are currently delivering full fibre broadband in Herefordshire with first homes connected in June.
MTFS Savings Plans	Reports were provided to cabinet and full council in July for the MTFS and Capital budgets to improve transparency and accountability.
Workforce Strategy	The workforce strategy is currently in preparation and is scheduled to be completed and approved by the end of the financial year.

**Budget outturn**

	Gross Budget	Net Budget	Full Year Outturn	Full Year Variance	Movement since last period
	£000	£000	£000	£000	£000
Directors	1,041	1,039	939	(100)	0
Environment and Place	42,370	25,250	25,352	102	144
Resources	14,524	9,942	9,911	(31)	21
Growth	2,697	1,768	1,777	9	0
Communities	10,561	6,664	6,764	100	0
<b>Total ECC and Chief Executive</b>	<b>71,193</b>	<b>44,663</b>	<b>44,743</b>	<b>80</b>	<b>165</b>



Revenue Budget

FINANCE

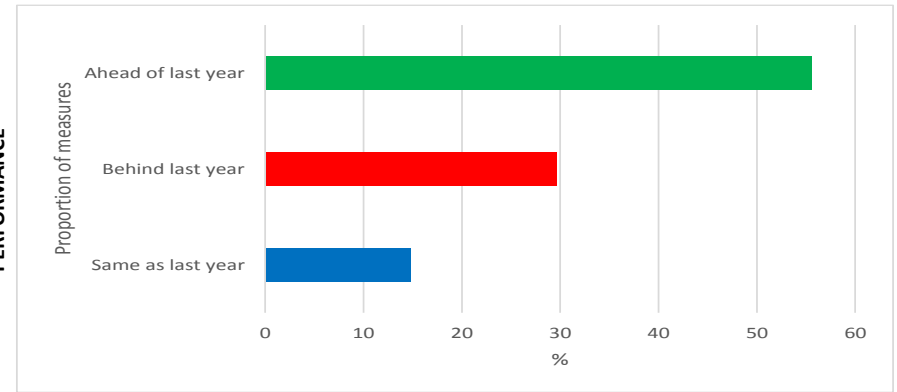
Directorate Net Budget	Gross Budget	Income	Net Budget	Movement	Working Budget	Outturn	Variance	Movement since last period
	£000	£000	£000	£000	£000	£000	£000	£000
Adults and Wellbeing	86,491	34,562	51,929	182	52,111	52,605	494	24
Children's Wellbeing	168,778	145,375	23,402	651	24,053	25,101	1,048	445
Economy, Communities & Corporate	63,828	20,534	43,294	1,369	44,663	44,743	80	165
<b>Directorate total</b>	<b>319,097</b>	<b>200,471</b>	<b>118,625</b>	<b>2,202</b>	<b>120,827</b>	<b>122,449</b>	<b>1,622</b>	<b>634</b>
Other budgets and reserves	63,786	38,288	25,499	(2,202)	23,297	23,097	(200)	0
<b>TOTAL</b>	<b>382,883</b>	<b>238,759</b>	<b>144,124</b>	<b>0</b>	<b>144,124</b>	<b>145,546</b>	<b>1,422</b>	<b>634</b>

Significant corporate risks

There are no corporate risks rated Red after controls.

Direction of travel (measures compared to last year)

PERFORMANCE



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RISK

	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17	Jan-18	Feb-18	Mar-18	Apr-18	May-18	Jun-18
FTE	1,046.05	1,042.22	1,055.46	1,044.46	1,046.61	1,054.85	1,049.76	1,047.97	1,049.47	1,050.94	1,049.25	1,059.33	1,066.94
Headcount	1,213	1,205	1,214	1,204	1,206	1,213	1,205	1,205	1,219	1,208	1,203	1,223	1,232
Permanent Workforce Costs (£k)	3,114	3,137	3,162	3,130	3,173	3,181	3,255	3,298	3,275	3,027	3,197	3,361	3,320
Agency FTE	48.24	55.69	38.69	39.63	52.20	45.12	35.96	37.22	41.58	35.58	27.47	40.22	41.21
Agency Costs (£k)	161	231	146	193	196	257	164	209	279	199	95	218	316
Absence - days lost per FTE per annum (rolling 12 months)	9.32	9.27	9.19	8.94	8.67	8.50	8.39	8.24	8.21	8.25	8.15	8.07	7.80
Monthly turnover (annualised based on FTE)	12.3%	12.4%	12.1%	12.7%	12.6%	12.4%	12.1%	11.8%	12.0%	11.8%	12.1%	11.8%	11.5%

WORKFORCE

