

# Agenda

## Cabinet

**Date: Thursday 17 January 2019**

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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.

For any further information please contact:

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If you would like help to understand this document, or would like it in another format, please call Sarah Buffrey on (01432) 260176 or e-mail [sarah.buffrey@herefordshire.gov.uk](mailto:sarah.buffrey@herefordshire.gov.uk) in advance of the meeting.

# **Agenda for the meeting of Cabinet**

## **Membership**

<b>Chairperson</b>	<b>Councillor JG Lester, Leader of the Council</b>
<b>Vice-Chairperson</b>	<b>Councillor NE Shaw, Deputy Leader of the Council</b>
	<b>Councillor H Bramer</b>
	<b>Councillor BA Durkin</b>
	<b>Councillor DG Harlow</b>
	<b>Councillor PD Price</b>
	<b>Councillor P Rone</b>
	<b>Councillor EJ Swinglehurst</b>

## Agenda

	Pages
<b>1. APOLOGIES FOR ABSENCE</b> To receive any apologies for absence.	
<b>2. DECLARATIONS OF INTEREST</b> To receive declarations of interests in respect of Schedule 1, Schedule 2 or Other Interests from members of the committee in respect of items on the agenda.	
<b>3. MINUTES</b> To approve and sign the minutes of the meeting held on 13 December 2018.	11 - 26
<b>4. QUESTIONS FROM MEMBERS OF THE PUBLIC</b> To receive questions from members of the public. <i>Deadline for receipt of questions is 5:00pm on Friday 11 January 2019.</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>	
<b>5. QUESTIONS FROM COUNCILLORS</b> To receive questions from councillors. <i>Deadline for receipt of questions is 5:00pm on Friday 11 January 2019.</i> <i>Accepted questions will be published as a supplement prior to the meeting.</i>	
<b>6. EXECUTIVE RESPONSE TO THE SPOTLIGHT REVIEW CONCERNING DENTAL HEALTH AND CHILDHOOD OBESITY</b> To agree the executive response to the recommendations from the spotlight review into dental health and childhood obesity for children families in Herefordshire.	27 - 54
<b>7. 2019/20 LOCAL AUTHORITY SCHOOLS BUILDING, MAINTENANCE PROGRAMME AND ACCESSIBILITY IMPROVEMENT WORKS</b> To approve the proposed expenditure of capital grants for schools building, maintenance and accessibility improvement works.	55 - 64



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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)	Children and Families

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.

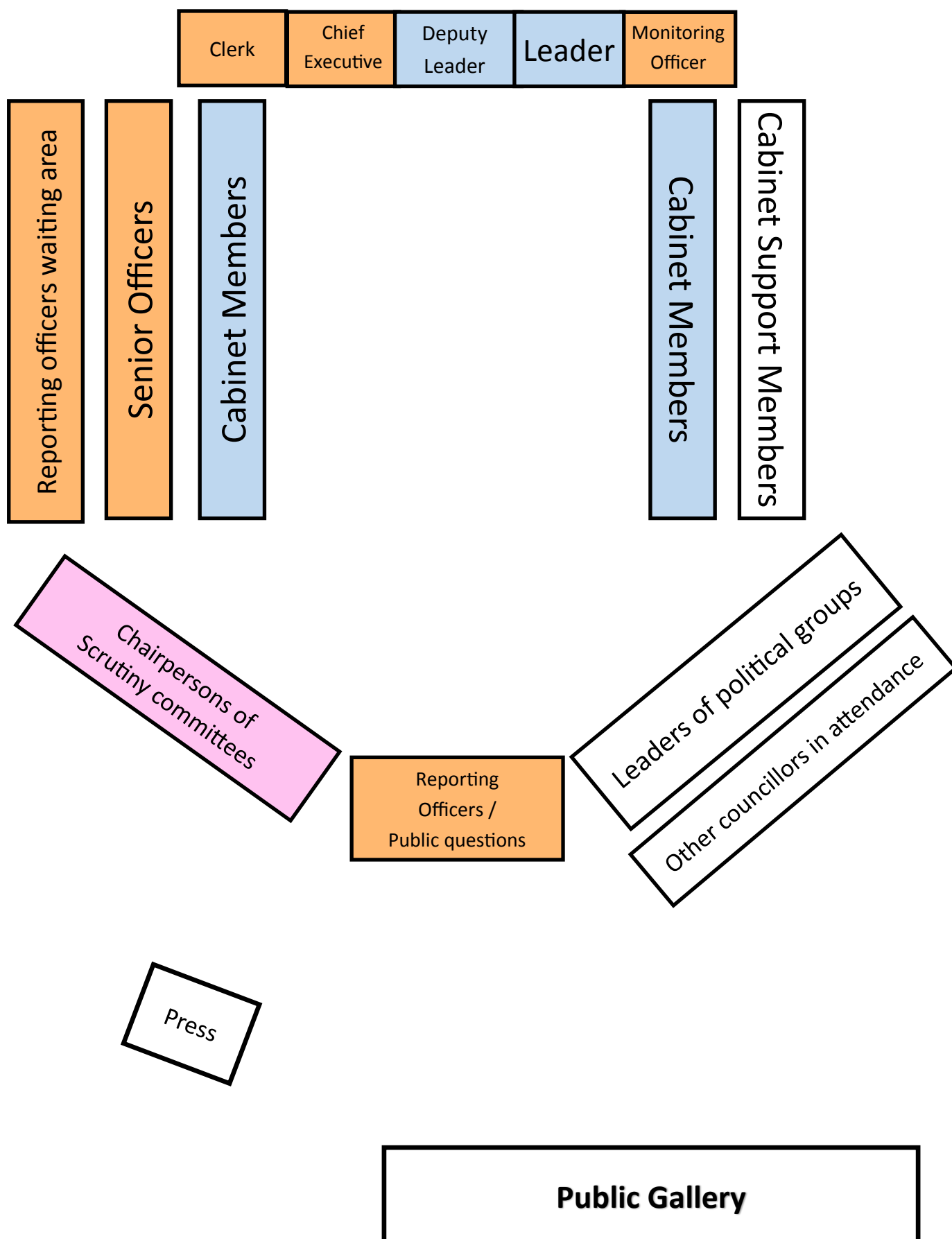
### Who attends cabinet meetings?

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 Thursday 13 December 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 H Bramer, BA Durkin, DG Harlow, PD Price, P Rone and EJ Swinglehurst

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

Group leaders in attendance Councillors TM James, PP Marsh, RI Matthews and A Seldon

Scrutiny chairpersons in attendance Councillors PA Andrews and WLS Bowen

Other councillors in attendance: Councillors PE Crockett, J Hardwick, EPJ Harvey and D Summers

Officers in attendance: Alistair Neill, Richard Ball, Chris Baird, Andrew Lovegrove, Stephen Vickers and Annie Brookes

**24. APOLOGIES FOR ABSENCE**

There were no apologies from members of the cabinet.

**25. DECLARATIONS OF INTEREST**

None.

**26. MINUTES**

**Resolved:** That the minutes of the meeting held on 18 October 2018 be approved as a correct record and signed by the Chairman.

**27. QUESTIONS FROM MEMBERS OF THE PUBLIC (Pages 11 - 14)**

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

**28. QUESTIONS FROM COUNCILLORS (Pages 15 - 16)**

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

**29. PETERCHURCH PRIMARY SCHOOL REBUILD**

The cabinet member children and families introduced the item. She highlighted that:

- Peterchurch Primary school occupied a poor set of buildings with significant ongoing maintenance costs and undersized classrooms, the desire to replace the buildings had been recognised for some years;
- a range of options had been explored, including relocation to the nearby high school site, however this option would incur substantial additional costs and was not supported within the community;
- the proposed feasibility study would assess sequencing of the build, requirements for temporary accommodation, options for dealing with the power

- cables that crossed part of the site and options for providing a new roof for the swimming pool;
- the feasibility study would provide a block plan of the proposed layout of the new school, a plan for deliver and set out costs;
- providing these new school buildings would support the council's corporate objective to give children the best start in life.

The councillor in whose ward the school was located (Golden Valley North) commented that there was complete community support for the proposed rebuild. The pool was important to the local community so options to replace the roof would be welcomed. There were also opportunities to look at an environmentally friendly, low maintenance design and incorporate a drop off area for pupils off the road to reduce congestion and improve safety at peak times. The design of the new buildings should take account of potential housing development in the local area and the increase in pupil numbers that this could bring.

In discussion of the item it was noted that:

- the sum of £180k allocated for the feasibility was a maximum and it was expected that the work would cost less than this;
- the work would provide a costed proposal to RIBA stage 2 and procurement would start early in 2019 with the work completed by the summer at the latest;
- investment was required to provide suitable accommodation and help maintain the good results in primary schools as noted recently by Ofsted.

Group leaders were invited to give the views of their groups. There was general support for the proposed rebuild, other the key points raised were:

- a need to consider issues in other schools across the county, a planned review of condition surveys in 2019 was welcomed;
- effective project management structures should be in place to ensure that the project was delivered on time and on budget;
- information should be provided on the level of green certificate that was being sought.

**Resolved that:**

- (a) the director for children and families be authorised to commission feasibility work and take all other steps necessary to inform a further decision on the replacement of Peterchurch primary school and associated on-site facilities on its current site, and determination of the most appropriate route to procurement, within a budget of not more than £180k.**

### **30. PURCHASE OF ACCOMMODATION TO MEET STRATEGIC PRIORITIES**

The cabinet member health and wellbeing introduced the item. Key points highlighted were that:

- there had been a shift in the stance and approach to risk by registered housing providers and as a result it had become more challenging to find appropriate accommodation for certain vulnerable groups of people;
- the proposed acquisition of properties by the council would enable appropriate housing to be provided for care leavers but could also provide support for other vulnerable service users;
- each separate purchase would be subject to its own governance process.

In discussion of the item cabinet members endorsed the need for the council to be able to provide accommodation for these vulnerable groups. It was noted that:

- the change in approach of registered housing providers was seen nationwide, with providers having more independence and focusing on maximising lettings to those who can pay the rent, they had become more risk adverse to poor behaviour and rent arrears;
- the council provided reassurance to housing providers where possible to encourage offers of accommodation but in some cases providers were still unwilling to take the risk;
- properties would be sought in the areas where need was greatest and where people placed would have access to the services and support they needed, however it was likely that as the policy was rolled out properties in the market towns across the county would be considered;
- the policy would help the council to meet its statutory duties to vulnerable residents and also give opportunities for cost avoidance if not actual savings, without suitable accommodation and support over time some of these vulnerable service users would have escalating needs requiring more intensive and expensive intervention;
- there would be a requirement for housing management, including maintenance, and this service was likely to be procured from a registered housing provider, which need not be one of the councils local stock holding providers;
- the supported housing for young people project (SHYPP) was able to accommodate those with moderate support needs but not the kind of provision that would be delivered through this policy.

Group leaders gave the views of their group. There was general support for the policy and the following points were made:

- it was disappointing that housing associations were being risk adverse and not looking after those people they were set up to help;
- if the council were to build properties from scratch as part of this policy it should consider flexible layouts and inclusion of assistive technology to allay concerns of neighbours and provide early warning of problems;
- the council could look at also providing secure accommodation as there was a high demand for this type of accommodation nationally and there could be opportunity to accommodate individuals from outside the county;
- properties should be acquired sensitively in the right location and not clustered too many together;
- the council should ensure value for money in its purchases.

**Resolved that:**

- (a) the principle of acquisition of properties to meet the needs of care leavers and other people with complex needs be approved,**
- (b) authority be delegated to the director for economy and place, following consultation with relevant cabinet members, the director for children and families and the chief finance officer, to approve acquisition of individual properties including those with a value requiring a key decision, and subject to the usual capital funding approval processes.**

### **31. DEVELOPMENT REGENERATION PROGRAMME - STATION APPROACH PROJECT APPROVAL**

The leader of the council welcomed the principal and the president of the student union from Herefordshire College of Arts (HCA) and the project lead for finance and accommodation from NMITE.

The cabinet member contracts and assets introduced the item. He noted that:

- the proposed accommodation block would provide for students from HCA and NMiTE;
- the project would be part of the development regeneration programme (DRP) with partner Engie Regeneration Ltd;
- HCA did not currently have a high quality campus where students could live together, this project would address this and support planned growth in student numbers;
- the recommendations in the report supported the September 2020 opening target;
- the level of demand had been validated and feedback from potential investors had been positive, with the approval of cabinet it was intended to move into negotiations with a preferred funding partner early in 2019;
- the preferred route for funding was to have an external partner but the recommendations put forward allowed for the council to provide funding if required.

In discussion of the item it was noted that:

- there had been great interest from potential funding partners with four interested parties to date, due diligence checks would be carried out to confirm whether any or all of these could be taken forward;
- it was possible for the council to deliver the project itself and there was some support for this option but it was acknowledged that the council had finite resources to invest and that attracting external investment would allow the council to recycle its investment into other much needed projects;
- the council should pump prime sites which were not viable for private investors, as there was interest from private investors for this scheme, the council should act as a facilitator only;
- there was support and demand for higher education opportunities in Herefordshire which this project would support;
- the reduction in parking spaces at the front of the train station would be mitigated by ensuring that there were sufficient alternatives within a 5-10 minute walk and in the longer term by a review of parking.

Group leaders were invited to give the views of their group. There was general support for the principle of the project and the educational institutions involved. Other points made were:

- that the building and its setting should be attractive as it was to be located in a prominent site and aim for high environmental standards in its construction;
- the design should be flexible so that the building could be repurposed in future if needed;
- the projected growth in the student population would likely give a boost to the night time economy and it was hoped that this would not lead to tensions;
- the proposed timetable was tight and there might be other constraints on the site not yet identified;
- the project must demonstrate a sound business case and return for the council;
- the council should focus on projects to support vulnerable people such as developing sites for affordable housing.

The ward councillor expressed support for the principle of providing accommodation for students and hoped that this might release accommodation elsewhere which would better suit other users. She expressed concern about the design of the building and stressed the need for a high quality building on this key site.

The leader of the council noted that this was an excellent opportunity to support two important educational organisations.

**It was resolved that:**

- (a) the council approves the Stage 1 Submission (appendix 1) for the Station Approach student accommodation project, provided by Engie Regeneration Ltd under the development and regeneration programme (DRP), and the project be authorised to proceed into stage 2 of the DRP new project approval process with the Project Criteria, for submission in February 2019, being as follows:**
  - i. A student accommodation block of up to 180 units;**
  - ii. A design and specification in line with normal market practice and demand, subject to other criteria set out here;**
  - iii. A design which is Equality Act compliant and which respects the requirements of students with diverse needs and promotes the wellbeing of all its residents;**
  - iv. To achieve the earliest possible completion date to align with the commencement of an academic year;**
  - v. To develop the project in liaison with higher education and further education providers identified by the council including Hereford College of Arts and NMiTE;**
  - vi. To clarify funding options for the project and recommend a preferred approach;**
  - vii. To identify options for the asset management of the accommodation;**
  - viii. To identify ways to provide active frontage and a commercially viable amenity on the site;**
  - ix. To work with the council to ensure sufficient public parking supply is maintained and that this is clearly identified for potential users;**
  - x. To provide a scheme which meets the requirements of BREEAM (Building Research Establishment Environmental Assessment Method) Good or above;**
  - xi. To provide the council with options for the project to make an enhanced contribution to environmental sustainability, over and above that which would be required by relevant law or existing planning policy;**
  - xii. To work with the council to develop the evidential framework by which the Stage 2 Submission can be assessed against the council's requirement to demonstrate best value and meet all other relevant legal obligations.**
- (b) a Stage 2 Development Fee of up to £752,648 be approved for underwriting by the council, subject to the terms of the overarching agreement, with an additional contingency of 20% (£150,530) to be released, if required, by the Director for Economy and Place;**
- (c) the preferred funding model to the project is for a commercial investor to provide funding for the construction and operational phases (the council to act as guarantor during the operational phases)**
- (d) the Chief Finance Officer be authorised to complete legal and financial due diligence on this preferred option during Stage 2, including the selection of a preferred funder and the negotiation of final terms, following consultation with the Cabinet Member Contracts and Assets, the Cabinet Member for Finance and Corporate Services, and the Director for economy and place, and provided that the funding model delivers for the council:**
  - i. a capital receipt for the leasehold interest in the site that reflects the best consideration that can reasonably be obtained; and**
  - ii. a best value solution for the project which meets the Project Criteria.**

- (e) in the event that acceptable terms cannot be agreed with a commercial investor in accordance with item (c) above by 28 February 2019 and subject to the Stage 2 submission having met the Project Criteria, the Chief Finance Officer be authorised, following consultation with the Cabinet Member Contracts and Assets, the Cabinet Member for Finance and Corporate Services, and the Director for economy and place to secure funding for the project up to a maximum sum of £18m from the council's capital allocation for the Development Partnership by using the council's own funds and/or Public Works Loan Board borrowing;
- (f) subject to the Stage 2 Submission meeting the Project Criteria (item a. above) and an acceptable funding model being secured under item (c), (d) or (e) above, authority be delegated to the Director for Economy and Place, following consultation with the Cabinet Member Contracts and Assets and the Chief Financial Officer, to approve the project for immediate implementation;
- (g) authority be delegated to the acting Director for Economy and Place, following consultation with the Cabinet Member Contracts and Assets and the Chief Financial Officer, to enter into all necessary legal agreements including as set out in Financing Options and Project Agreements (appendix 2 to this report) and/or the giving of securities or guarantees and take all operational decisions necessary to implement the above within the approved budget;
- (h) the £35k cost of further services commissioned from Engie on 14 August 2018 to address issues with the Welsh Water sewer crossing the site be capitalised as part of the project; and
- (i) a further capital sum of up to £100k is approved for drawing down from the Development Partnership capital budget for council client support to deliver the project, including staff costs, due diligence and financial and legal support.

### **32. HEREFORD CENTRE FOR CYBER SECURITY – JOINT VENTURE AND FINANCIAL ARRANGEMENTS**

The cabinet member economy and communication introduced the item. He reminded cabinet members that provision had been made in the council's capital programme in July 2018 to deliver the proposed cyber centre. The present report set out the intended terms of the joint venture and financial arrangements between Herefordshire Council and the University of Wolverhampton. The university's representative, Nigel Birch, was welcomed to the meeting.

Key points of the project were noted:

- Herefordshire had a low wage economy and the cyber centre would generate higher paid jobs in the county;
- the cyber security industry was growing and Herefordshire was well placed to form part of the second largest cyber security cluster outside London;
- the University of Wolverhampton had significant experience in this field, the facility would offer training for other companies, incubation space for start-ups and research and development facilities;
- funding would be provided through a loan from the council and a package assembled by the university which included funding from the Marches LEP and European Structural and Investment Fund;
- the proposed shareholding agreement would ensure that the core purpose of the joint venture company would not be changed without the unanimous support of both the council and the university;
- in the event that the council wished to exit the joint venture at some point in the future it could sell its share, this would not impact on the repayment of the council's loan to the company.



In discussion of the item it was confirmed that:

- the proposed lease was part of the package which would result in an asset against which the company could borrow, the permitted use clause would regulate the future usage of the building;
- the advantage of the proposed company structure was that it would bring clarity to transactions and the exit strategy should the council wish to withdraw at any point;
- the structures would be designed so as to future proof the company, with investments made at arm's length as loans and the shareholders agreement ensuring unanimous decision making on key issues;
- it was not expected that the company would return a significant profit to begin with, priority would be servicing the debt but if profits were made then the company could pay a dividend to the shareholders, including the council;
- a business plan had been produced and was being refined, board members would review performance of the company going forward, nomination of board members would be through the outside bodies process.

Group leaders were invited to express the views of their group. There was broad support for the proposal but it was noted that:

- sound business arrangements needed to be in place with clear targets against which success could be measured;
- as this was a growing sector it was possible that there would be a lot of competition from other organisations.

The ward member expressed his support for the project but highlighted concerns about the need for greater security on the site, citing examples of vandalism on the cycle path.

**It was resolved that:**

- (a) the council establishes, as a private company limited by shares, a joint venture company with the University of Wolverhampton to construct and operate a Cyber Security Centre at Hereford Enterprise Zone;**
- (b) the council acquires, for £1 per share, a shareholding in the new company of 19% with the remaining 81% shareholding to be acquired by the University of Wolverhampton;**
- (c) the council provides a capital loan, on commercial terms, to the new company of £3.5m;**
- (d) the council grants to the new company a long term lease of the site identified on the attached redline plan at the South Magazine in the Hereford Enterprise Zone for best consideration and on commercial terms;**
- (e) The Acting Director of Economy and Place, following consultation with the Chief Finance Officer and the Cabinet Member Economy and Communications, be authorised to determine, in accordance with the recommendations (a) –(d) above, the terms of the loan, lease, shareholders agreement and other company documents, the extent of the council's representation on the Board of Directors and to approve the name and incorporation of the company;**
- (f) The joint venture company is added to the council's register of strategic partnerships and list of outside bodies; and**
- (g) The Acting Director of Economy and Place be authorised to take all operational decisions necessary to implement the recommendations (a) – (f) above.**

### 33. **END OF SEPTEMBER 2018 CORPORATE BUDGET AND PERFORMANCE REPORT**

The cabinet member finance and corporate services introduced the item. Highlights of the quarterly report were noted as:

- a projected overspend of £1.2m for 2018/19 compared to £2.2m at the same point in 2017/18, there was confidence that this could be managed;
- 52% of performance measures were the same or better than at the same point in the previous year;
- Hoople had planned savings of £600k for 2018/19, the company was predominately a council owned subsidiary and not designed to make a profit;
- the re-profiling of capital as set out in appendix B would better profile anticipated expenditure and borrowing for future years;
- debt write offs were low for the first 6 months of the year compared to the previous year;
- the redesign of the Home First service was complete and capacity was being expanded to keep people out of hospital where possible;
- 35 refugees had been welcomed to the county as part of national resettlement schemes;
- the troubled families programme had validated secured change in 299 families, bringing in £239k to the council;
- the Priority Space site opened at the Enterprise Zone in September and would treat material from previous site clearances so that it can be reused elsewhere;
- 68 affordable dwellings had been delivered against a target of 200;
- there had been a reduction in the use of agency staff except for in the children and families directorate, this would be monitored over the following quarter;
- universal credit had been launched in Herefordshire and almost a third of recipients had taken up the offer of support in making a claim and budgeting, the citizen's advice bureau was to take over the support to universal credit claimants from April 2019 as part of a national commissioning exercise.

The cabinet member children and families noted the following in relation to performance in their portfolio area:

- school performance was good, with pupils outperforming national averages;
- the new local Early Help Assessment had replaced the Common Assessment Framework and the number of completed assessments had increased, this early intervention should reduce the need for statutory services in the longer term;
- the number of children subject to a child protection plan had reduced but the number of looked after children had increased overall;
- there was pressure on the availability of placements and therefore on costs;
- improvements continued to be made following the Ofsted inspection;
- recruitment and retention of social workers remained challenging, as all councils were competing for good social work staff.

The cabinet member health and wellbeing noted the following in relation to performance in their portfolio area:

- the £1.5m allocated in the capital programme for the Hillside centre was expected to increase to just over £2m following appraisal;
- the budget for the adults and communities directorate showed a projected £405k overspend, budgets were being managed but with demand led services there was constant challenge.

The cabinet member transport and regulatory services noted the following in relation to performance in their portfolio area:

- additional money had been provided by central government to be used to deal with potholes across the county;

- research had been carried out into the best placement of litter bins, this had shown that removing some bins had actually reduced litter;
- the upgrading of high town in Hereford continued and there had been no complaints regarding access during the works;
- priority parking schemes for residents would be reviewed in February 2019 to see if any further adjustments were required.

Group leaders noted the content of the report. It was stated that the continuing overspend in LAC illustrated the need to set a more realistic budget. The high costs of recovering debt, for example council tax, were also highlighted.

The leader of the council concluded the discussion and thanked officers for their work during 2018.

**It was resolved that:**

- a) **the projected financial outturn and performance for the first half of 2018/19 are reviewed and cabinet determines any additional actions required to achieve improvement.**

The meeting ended at 12.05 pm

**Chairman**



**PUBLIC QUESTIONS TO CABINET – 13 December 2018**

**Question 1**

**Mr J Milln, Hereford**

**To: cabinet member, infrastructure**

Years ago Herefordshire Council promised a Transport Hub by the railway station, its forecourt area becoming a boulevard with seats and trees so as to provide a proper sense of arrival, something it was reminded of when Historic England's Urban Panel visited in October 2017. Gloucester has just completed a superb transport hub. Why then is Herefordshire Council now proposing to compromise this by promoting large and unsympathetic developments by the station instead, leaving only the cramped forecourt area to be congested by taxis, buses and coaches and their tawdry shelters, further damaging the setting of the listed building?

**Response**

The council is not proposing to compromise its plans for a Transport Hub at Hereford railway station. The space required to enable the delivery of a Transport Hub has been reserved for this purpose in front of the station buildings including part of the Royal Mail car park. The design of the transport hub is currently underway and proposals will be the subject of public consultation during 2019.

Sites either side of a Transport Hub were identified for development as part of the original masterplan for the area. Proposals for these sites are now coming forward providing for a GP healthcare centre to the west of the station and student accommodation to the east. Each of these developments should be welcomed. The healthcare centre will bring together five existing GP surgeries in a purpose built efficient and accessible building; the student accommodation will support the county's higher education providers to attract students to the county, and support achievement of the economic vision for the county.

**Supplementary Question**

The capital programme forecast as table C shows prior spend on the Hereford City Centre Transport Package of £32.32m, spend of £1.4m this year and £7m spend over the next two financial years. How much of the £7m budgeted is expected to be spent on the transport hub?

**Response to supplementary**

The transport hub project is under development at this time. When the project is finalised we will be able to give a full answer as to the cost expectations.

**Question 2****Mr R Palgrave, How Caple****To: cabinet member, infrastructure**

The UN Intergovernmental Panel on Climate Change warned in October that unless immediate effective action is taken to reduce carbon emissions, global warming would reach 2 degrees by 2030, significantly worsening the risks of drought, floods, extreme heat and poverty for hundreds of millions of people. The IPCC called for global carbon emissions to be cut by 45% by 2030 in an attempt to limit warming to 1.5 degrees.

Given this, how can the Council continue to develop proposals for the Hereford Southern Link Road and the Hereford Bypass when its consultants have reported that both roads will result in an increase in greenhouse gas emissions due to vehicles travelling further and faster?

**Response**

The issue of greenhouse gas emissions has been considered carefully in the development of the SLR and the bypass. The environmental impact of each scheme has been considered in detail and this has been set out in route selection reports and planning documents for the bypass and Southern Link Road respectively. It is important to note that both schemes would actually result in **both** adverse and beneficial air impacts. This is a result of the redistribution of traffic from roads within urban areas (where beneficial impacts are predicted) to the SLR and bypass (where adverse impacts would occur). It is also important to note that the maximum impacts of the proposed schemes have been assessed as small in magnitude which supports the delivery of these schemes.

The council is not complacent about the need overall to reduce greenhouse gases and has a number of initiatives (completed and planned) that will assist in carbon reduction. These include the replacement of all streetlights with low energy LED lighting; securing funding to improve home insulation; supporting electric car use by providing charging points in public car parks and investing in low energy pool cars for use by staff when carrying out council business.

**Supplementary Question**

It is not acceptable to increase greenhouse gases by even a small amount. Would the council consider a joint community council business approach to collaborate on this emergency? Would you consider setting up such a working group or open forum in 2019?

**Response**

I am sympathetic to your view and will take up whether the council could take part in any such project.

**Question 3****Mrs V Wegg-Prosser, Breinton****To: cabinet member, economy and communications**

If approved in Cabinet today, the Hereford Enterprise Zone will include from June 2020 a £9M Centre for Cyber Security with joint funding from the University of Wolverhampton and Herefordshire Council (Agenda Item 9). What estimates have been made of the number of new jobs this Centre will house, given that the aspiration was for the Zone to attract 4,200 new jobs by 2022, but the numbers employed (according to the Marches LEP Growth Fund 3 fact sheet) by March 2017 only totalled 350?

**Response**

As set out at paragraph 15 of the report at agenda item 9, the Cyber Centre project is expected to generate 190 new jobs. 665 people already work in the businesses on the Zone. The future growth of these businesses, together with other approved projects such as the Centre for Cyber Security, is anticipated to create an additional 1000 jobs. Further development land remains available within the zone, allowing for more job creation opportunities.

**Question 4****Dr N Geeson, Hereford****To: cabinet member, infrastructure**

Regarding the Active Travel measures forming part of the South Wye Transport Package. The Minutes of Cabinet 14th December 2017 state, "The head of infrastructure delivery responded that a number of the measures consulted on did not rely on the SLR for implementation such as a wider implementation of 20mph limits in residential zones, improvements along Holme Lacy Road and some other routes remote from Belmont Road. The analysis needed to move forward these schemes could be completed within a 12 month period." Has that analysis been completed and when will the results be made public?

**Response**

Analysis of the active travel measures that will be delivered as part of the South Wye Transport Package will conclude shortly and the preferred package of measures that will accompany the Southern Link Road will be set out in the final full business case which will be submitted to the Department for Transport in the spring 2019 following its completion and appropriate governance decision. It will be made available to view on the council's website at that time.

**Question 5****Mrs C Protherough, Birch Hill****To: cabinet member, infrastructure**

Table C of the Capital Forecast (Agenda Item 10 Appendix B) shows a prior-year spend of £32321k for the Hereford City Centre Transport Package, a spend of £1342k this year and further expenditure of approximately £7000k in the next 2 financial years. How much of the £7m budgeted for April 2019 onwards is expected to be spent on the Transport Hub in 2019-20 and 2020-21?

**Response**

Of the £40.650m budgeted for the Hereford City Centre Transport Package (HCCTP) £6.490m has been allocated to deliver the transport hub and public realm improvements on Commercial Road and Blueschool Street. As the detailed design of the transport hub and public realm progresses the costs of each of these schemes will be developed further and reported in project decision reports. It is expected to undertake consultation on the design of the Transport Hub in the summer 2019 and the detailed profile of expenditure will then be confirmed as part of the programme for implementation.

**Supplementary Question**

When is the Transport Hub expected to be completed?

**Response to supplementary**

The consultation will inform the timeline. Many things have changed in relation to the economic plan since the idea of the transport hub was first put forward and the consultation may throw up new ideas that require further consideration.



## **Councillors' questions at Cabinet – 13 December 2018**

**Councillor RI Matthews, Credenhill Ward**

**To: cabinet member, infrastructure**

A few years ago it was rumoured that Herefordshire Council had purchased Rockfield DIY Limited for the sum of around six million pounds in preparation for the construction of the City Link Road from Edgar Street through to Aylestone Hill.

On completion of the project I requested a detailed breakdown of the full and final cost of this scheme and the report that I received clearly showed the cost of purchasing Rockfield Road DIY store to be £17,977.83.

Can the cabinet member please inform us which of the figures quoted is the correct one in regard to the purchase of these premises?

### **Response**

The project spend report that was provided included both a payment of £17,977.83 to Rockfield DIY Ltd that related to reimbursement of legal fees and associated costs incurred by the seller during the sale, and a payment of £5,620,516.47 to Orme & Slade Ltd that related to the actual land acquisition, giving a total cost of £5,638,494.30.





<b>Meeting:</b>	<b>Cabinet</b>
<b>Decision date:</b>	<b>Thursday 17 January 2019</b>
<b>Title of report:</b>	<b>Executive response to the spotlight review concerning dental health and childhood obesity</b>
<b>Report by:</b>	<b>Cabinet member health and wellbeing</b>

## Classification

Open

## Decision type

Non-key

## Wards affected

(All Wards);

## Purpose and summary

To agree the executive response to the recommendations from the spotlight review into dental health and childhood obesity for children families in Herefordshire.

A spotlight review focusing on dental health and childhood obesity was undertaken following concern about the levels of tooth decay and childhood obesity in Herefordshire reported in the Understanding Herefordshire Joint Strategic Needs Assessment 2017.

A broad range of local partner organisations attended the spotlight review in September 2018 and presented evidence and detail of work being undertaken to progress the priorities of dental health and childhood obesity. The spotlight task and finish group reviewed the evidence and identified recommendations, which were finalised and agreed with the children and young people's scrutiny on 12 November 2018.

The spotlight review made 19 recommendations, of which nine directly relate to the executive. The recommendations cover on oral health: recruitment of dentists, dental access centres and rurality, early years dental access, sugary food advice, access to dentists and fluoridation; and on obesity: maternity services, obesity and mental health, planning restrictions on fast food restaurants, active travel measures, survey of parental food choices and cookery teaching in schools and open spaces and green infrastructure.

We recommend accepting seven recommendations, partially accepting one and rejecting one

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Further information on the subject of this report is available from  
Lindsay MacHardy, Tel: 01432 260554, email: [Lindsay.MacHardy@herefordshire.gov.uk](mailto:Lindsay.MacHardy@herefordshire.gov.uk)

recommendation. Our rationale for rejecting and partially accepting recommendations is to ensure that our approach is based on evidence and uses the most appropriate methodologies. The actions proposed under each recommendation, including the partially accepted and rejected recommendations, are given in Appendix 1.

## Recommendation(s)

That:

- (a) **the response to the children and young people scrutiny committee's recommendations regarding the spotlight review concerning dental health and childhood obesity in Herefordshire, as attached at appendix 1 be agreed.**

## Alternative options

1. The executive could reject more or all of the recommendations of the spotlight report. This is not recommended as the issues of childhood obesity and dental health are substantial and require co-ordinated approach to begin to address. The spotlight report recommendations are based on a comprehensive review of data and discussion with a range of partners. Childhood obesity and oral health will have long-term consequences for the health and wellbeing of residents of Herefordshire, and consequently on Herefordshire Council, if they are not addressed now.
2. The executive could fully accept those recommendations which we recommend be partially accepted or rejected. This is not recommended as it would result in the divergence of resource to activities which are not based on clinical evidence, not allow the development of the most robust methodology for surveys and potentially miss the opportunity to work holistically with schools to tackle obesity and dental health.

## Key considerations

3. The children and young people scrutiny committee agreed that a spotlight review focusing on dental health and childhood obesity be included in the committee's work programme for 2018/19. This was requested following concern about the levels of tooth decay and childhood obesity in Herefordshire reported in the Understanding Herefordshire Joint Strategic Needs Assessment 2017.
4. The spotlight review took place on 17th September 2018 and 14 Members attended (all Members of the Council were invited).
5. The children and young people's scrutiny considered the recommendations emerging from the spotlight review concerning dental health and childhood obesity at the committee meeting on the 12 November 2018. The Scrutiny committee reviewed the report from the task and finish group and made a number of additional recommendations. The final report of the outcomes and recommendations, including the recommendations from children and young people's scrutiny, is given in Appendix 2.

6. The aim of the spotlight review was to:
- i. To provide a forum to undertake a comprehensive spotlight review of statistics, services and issues surrounding childhood obesity and dental/oral health;
  - ii. To enable the identification of gaps and opportunities for joint working;
  - iii. To assess the progress of key projects and available performance data;
  - iv. To consider potential future initiatives and projects; and
  - v. To inform a report to the children's scrutiny committee with potential recommendations relating to childhood obesity and dental health in Herefordshire.
7. A range of local partner organisations were invited to the spotlight review and were asked to present evidence and detail of work to progress the priorities of dental health and childhood obesity. Partner organisations who attended included: NHS England West Midlands, Healthwatch Herefordshire, Health and Wellbeing Board, Herefordshire Clinical Commissioning Group and Herefordshire Council including representatives from public health, Children's Wellbeing Directorate, Transportation Team and Strategic Planning.
8. The spotlight review made 19 recommendations, of which nine directly relate to the executive. The spotlight review recommendations are given here, with the ones for the executive shown in bold:
- i. NHS England West Midlands is recommended to investigate methods and identify best practice in other areas to increase the levels of recruitment of dentists in Herefordshire.
  - ii. That the children and young people scrutiny committee supports NHS England's review of the provision of dental access centres to determine if they are providing an effective and cost-efficient service to the rural population of Hereford;
  - iii. NHS England is recommended to: consider alternative methods of providing dental care to rural populations including the provision of mobile dental services; provide an update following investigations of a mobile dental service; and potential timescales for its introduction;
  - iv. The children and young people scrutiny committee supports NHS England West Midlands, and the executive in the shared aim of promoting the attendance of children under 2 at dentists;
  - v. **NHS England West Midlands, the executive and the health and wellbeing board are recommended to coordinate efforts in the promotion of campaigns to encourage early years attendance at dentists;**
  - vi. NHS England West Midlands is asked to provide details of the number of children below the age of 2 attending dentists in Herefordshire;
  - vii. To recommend to Bounty the inclusion of information regarding dental care and samples of toothpaste for new-born babies in Bounty packs.

- viii. **The executive is recommended to promote a campaign to highlight those foods which are harmful to teeth and those which are sugar smart;**
  - ix. NHS England West Midlands is recommended to provide clarity regarding how people access dental services;
  - x. NHS England West Midlands is recommended to work with dental surgeries to ensure that information about capacity and access on websites is up to date;
  - xi. NHS England West Midlands is recommended to investigate under-capacity at dentists in Herefordshire and reports of local residents being denied registration and responds to the children and young people scrutiny committee with detail of the outcomes of the investigation.
  - xii. **The executive is recommended to expedite a feasibility review of fluoridation in all of Herefordshire's water supplies (mains and private) through the Oral Health Strategy Group and produce a full cost and health benefit analysis of it's potential introduction;**
  - xiii. The CCG is recommended to include in the review of maternity services: methods of promoting a healthy ante-natal and post-natal weight for mothers; consideration of the weighing of pregnant mothers by midwives and setting target weights; and the promotion of breast feeding.
  - xiv. **The executive and CCG as joint commissioners of mental health services are recommended to consider the provision of therapy to address underlying mental health causes of excess weight and impacts of childhood obesity;**
  - xv. **The executive is recommended to use public health data to identify areas where evidence exists to support a restriction on fast food takeaways; and**
  - xvi. **The executive is recommended to evaluate the introduction of a policy to regulate the prevalence of fast food outlets in those areas identified.**
  - xvii. **The executive is recommended to fast track measures to enable safe walking and cycling, within the city of Hereford and our Market towns, and to encourage these modes of active travel to reduce obesity and to enhance mental and physical health and wellbeing.**
  - xviii. **The executive is recommended to commission a survey into the eating habits of parents and their children and the provision of cookery lessons at local schools. It is recommended that the survey targets three local schools (one to the North of Hereford; one to the South of Hereford; and one in a rural area) and asks: what home cooked meals are provided for children; what fast food/convenience food do children eat; and what cookery lessons occurred at the schools.**
  - xix. **The executive is recommended to safeguard green spaces as areas for people to exercise and consider the increased provision of allotments in the green infrastructure strategy.**
9. We recommend the executive accept recommendations v, viii, xii, xv, xvi, xvii and xix; partially accepts xviii and rejects xiv.

10. We propose partially accepting recommendation xviii: “The executive is recommended to commission a survey into the eating habits of parents and their children and the provision of cookery lessons at local schools. It is recommended that the survey targets three local schools (one to the North of Hereford; one to the South of Hereford; and one in a rural area) and asks: what home cooked meals are provided for children; what fast food/convenience food do children eat; and what cookery lessons occurred at the schools”. Whilst we agree with the basis of this recommendation in terms of the value of survey and role of schools, our rationale and suggestions for the executive are:
- a. Survey: We agree that developing a survey of parents and/or children to enable baseline measures and change in attitudes and behaviours will be useful to both understand the current situation and measure the impact of interventions, such as campaigns. However, such a survey will need to be considered in detail to ensure robust measures and methodology. We would not therefore, at this stage, agree that the survey will be undertaken through three schools, for example, early years settings might be more appropriate or an online survey of teenagers. Rather, we propose that we develop appropriate survey tools and methods to enable baseline and outcomes to be measured.
  - b. Schools: We propose working more broadly with schools to encourage a holistic approach to children’s wellbeing. Specifically, we propose in the first instance to work with the Children’s Board to gain a better understanding of current activities and identify where opportunities lie. Work with schools may include a survey (a survey of food provision and menus in early years’ settings was undertaken in 2017) but there are also a range of interventions which could be implemented, for example, training, awards scheme, daily mile, growing schemes.
11. We propose rejecting recommendation xiv “The executive and CCG as joint commissioners of mental health services are recommended to consider the provision of therapy to address underlying mental health causes of excess weight and impacts of childhood obesity”. The causes of overweight and obesity are associated with the obesogenic environment, parental behaviour and poverty leading to overeating, eating too many sugary and fatty foods, large portion sizes and lack of physical activity. Underlying mental wellbeing impacts on healthy behaviours however we do not see that provision of therapy is the most appropriate response to improving this across the population. National Institute for Health and Clinical Excellence (NICE) has published guidance on the management of obesity in adults and children. NICE recommends assessment of psychological problems alongside many other factors including underlying causes, eating behaviours, environmental, social and family factors, willingness to change and others. However, the treatment of choice for the individual recommended by NICE is multicomponent lifestyle interventions which include behaviour change strategies to increase people’s physical activity levels or decrease inactivity, improve eating behaviour and the quality of the person’s diet, and reduce energy intake.
12. We therefore propose that we focus on ensuring we have evidence-based pathways and interventions available in Herefordshire. Specifically this will include:
- i. working with the CCG to ensure we are following NICE recommended pathways;
  - ii. introducing a weight management programme for children and families; and
  - iii. rolling out of the Solihull Programme, including the online resource for parents to contribute to positive mental health and attachment for parents and children and help to foster positive parenting and building children’s resilience.

13. The actions we propose to undertake to address each of these recommendations are given in Appendix 1.

## **Community impact**

14. In accordance with the adopted code of corporate governance, Herefordshire Council achieves its intended outcomes by providing a mixture of legal, regulatory and practical interventions. Determining the right mix of these is an important strategic choice to make to ensure intended outcomes are achieved. The council needs robust decision-making mechanisms to ensure our outcomes can be achieved in a way that provides the best use of resources while still enable efficient and effective operations and recognises that a culture and structure for scrutiny are key elements for accountable decision making, policy development, and review.
15. Proposals to take a range of actions in order to reduce childhood dental decay and obesity will be designed to impact on all communities and families and would be in line with a number of local and national strategies including: Herefordshire Council Corporate Plan 2016-20, to “keep children and young people safe and give them a great start in life”; and also the Prevention is Better than Cure Plan (November 2018) which reiterates the Government’s ambition to halve childhood obesity by 2013, to improve dental health and identifies the role of schools in terms of the food they serve and providing opportunities for physical activity. Improving dental health and reducing childhood obesity have been identified as priorities for the Health and Wellbeing Board.
16. A child health integrated needs assessment (ChINA) has been undertaken by the council’s Intelligence Team in order to provide the evidence base for the forthcoming Children and Young People’s Plan and recommendations relating to improving diets and oral health and increasing physical activity are in line with the needs assessment. The ChINA will be released as an appendix to the Children and Young People’s Plan (December 2018).
17. All actions undertaken will reflect corporate parenting principles. Looked after children receive health assessments, which include dental status and appropriate interventions.

## **Equality duty**

18. 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 -

eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

19. 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.



20. National evidence points to a connection between socio-economic deprivation and poor dental health, and also ethnicity – particularly eastern European. There is no current evidence of an overall association between area deprivation and dental health of children across Herefordshire, but levels of tooth decay are particularly high in South Wye West and Leominster – which are also amongst the most deprived areas in the county.
21. Higher rates of obesity are seen in more deprived areas of Herefordshire, particularly in south Hereford and north Leominster. However, there are no areas of the county where fewer than ten per cent of children are obese when they leave primary school – highlighting the extent to which childhood obesity is a countywide issue.
22. Around 4,300 children living in poverty across the county and around 1,900 county school children are eligible for free school meals.
23. It is widely understood that the most deprived areas are concentrated in Hereford and the market towns. In some areas of south Hereford and Leominster, as many as one in three under 16s live in income deprived households – double the overall county rate. However, this focus can hide the fact that children are affected in every area of Herefordshire; the rural areas in and around the parishes of Kingstone, Wormbridge, Weobley, Dinmore and Bodenham have child poverty rates of at least the national level.
24. This means that there will need to be elements of both universal provision and access to some interventions and more targeted interventions where we have clear evidence that this would be the most appropriate course of action.
25. The proposed responses as set out are paying due regard to this as there is a focus on prioritising areas with greatest needs, and as such we do not believe that they have a negative impact on our equality duty.

## **Resource implications**

26. There are cost implications to these recommendations both in terms of staffing resource and budgets. For the most part it is anticipated that the actions outlined can be undertaken within planned budgets, for example using the Public Health Ring Fenced Grant. Where opportunities arise, additional external funds will be sought. There are no additional IT or property requirements arising from these recommendations.

## **Legal implications**

27. There are no specific legal implications with regard to the recommendations.

## **Risk management**

28. There are minimal risks associated with agreeing the content of this report as the recommendations provide information and indicate how the work is being taken forward.
29. . We will identify specific risks as we develop the actions and monitor progress against targets, as set out in Appendix 1. The main risk is to not take action at all. This is likely to result in children continuing to be overweight and suffer disproportionately from poorer dental health and counterparts across England.

## **Consultees**

None

## **Appendices**

Appendix 1 – Summary of recommendations and executive responses to the spotlight review of dental health and obesity

Appendix 2 – Spotlight review of dental health and obesity task and finish group report

## **Background papers**

None identified

## Summary of recommendations to the executive and executive responses [Dental Health and Childhood Obesity]

On 17 September 2018, the children and young people scrutiny committee held a spotlight review concerning dental health and childhood obesity.					
The following was recommended to the executive in relation to the issues of dental health and childhood obesity:					
<b>Recommendation No. v</b>	<b>NHS England West Midlands, the executive and the health and wellbeing board are recommended to coordinate efforts in the promotion of campaigns to encourage early years attendance at dentists;</b>				
<b>Executive Response</b>	Accepted.				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	
An Oral Health Strategy Group is set up to co-ordinate the development and implementation of the oral health plans and will report to the Health and Wellbeing Board.	Public Health Consultant	Sep 2019	Group established	Completed	
Develop a co-ordinated campaign (through the Oral Health Partnership) which will encourage early years attendance at dentist and greater understanding of protecting teeth. This will be through, for example, the provision of dental health information (leaflets, social media campaign) for parents; by health visitors at the 1 year health review; and by children's centre services during weaning and Let's Play (dental) sessions.	Public Health Consultant	June 2019	Awareness by parents: 80% of respondents aware of need to register child with dentist and understand sugar-smart foods		
In addition, targets around dental health for children's centre services have been set for 2019. Further work that is planned includes working with early years settings to add a question about accessing a dentist when a child is signed up to attend a nursery, playgroup or childminder. We will also be promoting greater take up of fluoride varnish and seeking to work with dentists to enable a consistent offer to children aged between 3 -16 at every dental check-up.	Public Health Specialist	December 2018	Increase in 0 -2yr olds accessing dental services. All Herefordshire dentists applying fluoride varnish to a minimum of 50% of eligible population.	Interim reporting June 2019	

<b>Recommendation No. viii</b>	<b>The executive is recommended to promote a campaign to highlight those foods which are harmful to teeth and those which are sugar smart;</b>				
<b>Executive Response</b>	Accepted.				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	
The co-ordinated public campaign (action above) will cover sugar smart food and access to dental services.	Public Health Specialist	December 2018	Children's Centre targets set for calendar year 2019, include: 60% of parents attending Let's Play or 1:1 sessions report a reduction in their child's consumption of sugary foods, drinks and snacks.	Interim reporting June 2019	
We will work with schools, nurseries and other early years providers to raise awareness of the importance of sugar-smart foods and good nutrition in schools.	Public Health Consultant				

<b>Recommendation No. xii</b>	<b>The executive is recommended to expedite a feasibility review of fluoridation in all of Herefordshire's water supplies (mains and private) through the Oral Health Strategy Group and produce a full cost and health benefit analysis of its potential introduction;</b>				
<b>Executive Response</b>	Accepted. The executive agrees that this is an important recommendation to pursue, but an oral health needs assessment requires to be undertaken prior to any feasibility study.				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	

An Oral Health Needs Assessment is being prepared and will inform how the recommendations are implemented.	Public Health Consultant	June 2019	Needs assessment completed with clear recommendations	Currently underway
Following completion of the Oral Health Needs Assessment a feasibility study will be commissioned (in line with PHE fluoridation toolkit)	Public Health Consultant	Dec 2019	Feasibility study complete	

<b>Recommendation No. xiv</b>	<b>The executive and CCG as joint commissioners of mental health services are recommended to consider the provision of therapy to address underlying mental health causes of excess weight and impacts of childhood obesity;</b>			
<b>Executive Response</b>	<p>Rejected. Predominantly, the causes of overweight and obesity in childhood are associated with the obesogenic environment, parental behaviour and poverty leading to overeating, eating too many sugary and fatty foods, large portion sizes and lack of physical activity. Underlying mental wellbeing impacts on healthy behaviours however we do not see that provision of therapy is the most appropriate response to improving this across the population. National Institute for Health and Clinical Excellence (NICE) has published guidance on the management of obesity in adults and children. The treatment of choice for the individual is multicomponent lifestyle interventions which include behaviour change strategies to increase people's physical activity levels or decrease inactivity, improve eating behaviour and the quality of the person's diet, and reduce energy intake.</p> <p>We propose that we focus on building resilience across communities and tackling inequalities to address the underlying factors impacting on mental wellbeing and lifestyle behaviours at the population level. And, at the family level we propose tackling obesity and oral health through behaviour change programme.</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
The National Institute for Health and Clinical Excellence (NICE) has identified a pathway for obesity management for children and adults and we will work with the CCG to ensure that we are following this pathway, which includes appropriate medical and therapeutic support, in Herefordshire.	Public Health Specialist			
We are also introducing a weight management programme for children and families (Fit Families) from	Public Health Specialist	Start date for Fit	32 families completed the	Interim reporting July 2019.

January 2019, inviting all those children who have been identified as severely obese through the national child measurement programme (NCMP). This programme will be evaluated during 2019/20.		Families is February 2019.	programme. Physical assessments and self-evaluations completed to provide a record of progress.	
The rollout of training for the Solihull Parenting programme and online resource for parents will contribute to positive mental health and attachment for parents and children and help to foster positive parenting and building children's resilience.	Public Health Specialist		25 Solihull train the trainers and cascaded training to all health visitors, midwives, children's centre staff plus early years, primary school reception teachers and social workers offered courses. 60% of parents undertake the online course in 2019/20	Solihull training begun October 2018 and reporting to Solid Roots Delivery and Project Boards.

<b>Recommendation No. xv and xvi</b>	<p><b>(xv) The executive is recommended to use public health data to identify areas where evidence exists to support a restriction on fast food takeaways; and</b></p> <p><b>(xvi) The executive is recommended to evaluate the introduction of a policy to regulate the prevalence of fast food outlets in those areas identified.</b></p>			
<b>Executive Response</b>	Accepted.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>

Review the public health evidence base with regard to fast food outlets and their impact on health of the local community. We will work with planning and licensing colleagues as part of a council wide approach to ensuring "health in all policies". Current discussions on this with regard to the Hereford Plan, includes the suitability of developing a supplementary planning document on hot food takeaways.	Public Health Consultant	February 2019.	Clear understanding and recommendations.	Next steps identified April 2019
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<b>Recommendation No. xvii</b>	<b>The executive is recommended to fast track measures to enable safe walking and cycling, within the city of Hereford and our Market towns, and to encourage these modes of active travel to reduce obesity and to enhance mental and physical health and wellbeing.</b>			
<b>Executive Response</b>	Accepted			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
The Active Travel team will continue to promote and facilitate walking and cycling in Hereford and the market towns. In addition, we will undertake insights work to understand why people do/do not use active travel measure in Hereford and market towns.	Public Health Consultant	September 2019	Report completed	

<b>Recommendation No. xviii</b>	<b>The executive is recommended to commission a survey into the eating habits of parents and their children and the provision of cookery lessons at local schools. It is recommended that the survey targets three local schools (one to the North of Hereford; one to the South of Hereford; and one in a rural area) and asks: what home cooked meals are provided for children; what fast food/convenience food do children eat; and what cookery lessons occurred at the schools.</b>			
<b>Executive Response</b>	Partially accept.			

<p>Survey: We agree that developing a survey of parents to enable baseline measures and change in attitudes/behaviours will be useful for both understanding the current situation and measuring impact. The methods of such a survey will need to be considered.</p> <p>Schools: We propose working more broadly with schools to encourage a holistic approach to children's wellbeing, including physical activity, healthy eating, growing schemes etc. This may include a survey of current activities in schools. A survey of food provision and menus in early years settings was undertaken in 2017, which provided useful information about whether or not nurseries were following healthy eating guidance. This approach could be developed to cover schools and include additional information about cookery lessons and also personal, social and health education (PSHE) classes and the use of food diaries, for example.</p>				
Action	Owner	By When	Target/Success Criteria	Progress
Develop appropriate survey methods to gain baseline measures and enable measurement of change in attitudes/behaviours in children's oral health and obesity.	Public Health Consultant	June 2019	To be identified	Reporting December 2019
We will work with the Children's Board to gain a better understanding of the current activities being undertaken in schools and identify where the opportunities lie. We will look to facilitate schools taking a lead on this agenda. Possible interventions include training, awards scheme, daily mile, growing schemes.	Public Health Specialist	June 2019		
Neighbourhood approach: We have developed a proposal for a place-based, co-developed approach to tackling childhood obesity in rural Herefordshire. This work would look at the broad range of drivers of obesity and work with local residents and key stakeholders to implement locally-relevant and locally-designed interventions.	Public Health Consultant	Initial bid submission is due November 30 <sup>th</sup> . If successful, second round bids in the new year 2019.		Proposal has been submitted to Department of Health and Social Care for Trailblazing funding.



<b>Recommendation No. xix</b>	<b>The executive is recommended to safeguard green spaces as areas for people to exercise and consider the increased provision of allotments in the green infrastructure strategy.</b>				
<b>Executive Response</b>	Accept. Herefordshire is a county with a range of different outdoor spaces and we want to encourage everyone to access these safely and often. The Green Infrastructure Strategy has a commitment to incorporating green infrastructure into new and existing settlements and communities and putting people close to open and green spaces and wildlife, natural and cultural assets, providing alternative means of movement and transport.				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	
We will work with planning colleagues to identify potential options and measures with regard to green spaces and provision of allotments/alternative means for gardening. This will reflect a council wide approach to ensuring "health in all policies".	Public Health Consultant	July 2019	To be identified		





# **Task & Finish Group Report**

**Spotlight review concerning dental  
health and childhood obesity**

**September 2018**

**Spotlight review concerning dental health  
and childhood obesity**  
Chairperson's Foreword

The children and young people scrutiny committee agreed that a spotlight review focusing on dental health and childhood obesity was added to the committee's work programme for 2018/19. This was requested resulting from concern about the levels of tooth decay and childhood obesity in Herefordshire as reported in the Understanding Hereford Joint Strategic Needs Assessment 2017.

We would like to place on record our thanks to all who contributed. The attendance at the spotlight review from a range of local partner organisation was excellent and I am grateful for the time and effort of the council's officers and all our local partners. I commend the quality of the presentations which provided a comprehensible and concise overview of some very complex areas. The quality of the presentations and the involvement of all those in attendance in the lively and constructive discussions allowed for a number of recommendations to emerge from the day.

I must also thank all those members of the council who attended and contributed to the day including:

Cllr Polly Andrews, Cllr Sebastian Bowen, Cllr Chris Chappell, Cllr John Hardwick, Cllr Jenny Hyde, Cllr Peter Jinman, Cllr Jon Johnson, Cllr Jonathan Lester, Cllr Felicity Norman Cllr Anthony Powers, Cllr Paul Rone, Cllr David Summers and Cllr Elissa Swinglehurst

Councillor Carole Gandy, October 2018  
Chairperson of the Spotlight Review

## 1 Executive Summary

1.1 At its work programming session on 4 June members of the children and young people scrutiny committee requested that a spotlight review focusing on dental health and childhood obesity was added to the committee's work programme for 2018/19. This was requested resulting from concern about the levels of tooth decay and childhood obesity in Herefordshire as reported in the Understanding Hereford Joint Strategic Needs Assessment 2017. At its following meeting, on 16 July, the committee agreed that the spotlight review would take place in the afternoon of 17 September.

1.2 The outcomes and recommendations from the spotlight review can be condensed into nine topics. The recommendations focus on:

### Dental Health

1. Recruitment of dentists
2. Dental Access Centres and Rurality
3. Early Years Dental Access
4. Sugary Food Advice
5. Access to Dentists
6. Fluoridation

### Childhood Obesity

7. Maternity Services
8. Childhood Obesity and Mental Health
9. Planning Restrictions on Fast Food Restaurants
10. Active Travel Measures
11. Survey of parental food choices and cookery teaching in schools
12. Open spaces and green infrastructure

## 2. Composition of the Spotlight Review

2.1 Initially members of the children and young people scrutiny committee and the adults wellbeing committee were invited to participate in the review and this was later extended to all members of the council. At the spotlight review 14 members attended to contribute to discussions and the consideration of recommendations.

## 3 Context

### Why did we set up the group?

3.1 The spotlight review was convened in order to:

- To provide a forum to undertake a comprehensive spotlight review of statistics, services and issues surrounding childhood obesity and dental/oral health;
- To enable the identification of gaps and opportunities for joint working;
- To assess the progress of key projects and available performance data;
- To consider potential future initiatives and projects; and
- To inform a report to the children's scrutiny committee with potential recommendations relating to childhood obesity and dental health in Herefordshire.

### What were we looking at?

3.2 A range of local partner organisations were invited to the review and they were asked to present evidence and detail of work to progress the priorities of dental health and childhood obesity.

#### Who did we speak to?

3.3 The spotlight review engaged the following organisations in the discussions:

<b>Organisation</b>	<b>Attendee</b>
NHS England West Midlands	Nuala Woodman, Deputy Head of Commissioning David Rosling, Contracts and Projects Manager
Healthwatch Herefordshire	Christine Price, Chief Officer
Health and Wellbeing Board	Jonathan Lester (Chair)
Herefordshire Clinical Commissioning Group	Richard Watson, Children's Joint Commissioning Manager  Jade Brooks, Deputy Director Of Operations at NHS Herefordshire Clinical Commissioning Group

3.4 There were also attendees from Herefordshire Council including representatives from public health, children and families (early help), transportation and strategic planning, as below:

<b>Organisation</b>	<b>Attendee</b>
Public Health (Herefordshire Council)	Karen Wright, Director of Public health Lyndsay MacHardy, Public Health Specialist Caryn Cox, Consultant in Public Health
Children's Wellbeing Directorate (Herefordshire Council)	Nicky Turvey, Early Help Manager Susan Eales, Senior Support Worker
Transportation Team (Herefordshire Council)	Jeremy Callard, Transportation Strategy Manager
Strategic Planning (Herefordshire Council)	Kevin Singleton, Team Leader, Strategic Planning

3.5 Apologies for the spotlight review were received from the Care Quality Commission.

#### What did we read?

3.6 The group looked at the information below to undertake this review:

Dental Health – Facts and Figures about Herefordshire  
Obesity – Facts and Figures about Herefordshire  
Understanding Herefordshire 2018 – JSNA  
Care Quality Commission – Dental Services Inspections  
Children's Dental Health – Healthwatch Herefordshire Report – April 2018  
Herefordshire Health and wellbeing Strategy  
National Child Measurement Programme (NCMP)

Healthy Lifestyles  
Over the rainbow  
Local Transport Plan  
Tipping the scales – LGA guidance, Use of Planning Powers to limit takeaways  
Obesity and the Food Environment  
NHS England – Starting Well: A Smile4Life Initiative  
Water fluoridation 2018  
Water fluoridation - what it is and how it helps dental health

### What did we ask?

3.7 In order to undertake the review the lines of questioning below were proposed:

- What evidence exists of the provision and performance of services for dental health and childhood obesity in Herefordshire: and
- What work has been undertaken to progress the priorities of dental health and childhood obesity.

### What did we find from our research?

3.8 In 2014/15, 59.0 per cent of Herefordshire's five-year-olds were free from dental decay, a significantly lower proportion than nationally (75.2 per cent) and regionally (76.6 per cent). The proportion was no better than in 2007/08 (61.3 per cent), and it is significantly worse than in Herefordshire's comparator group of local authorities. The average (mean) number of decayed, missing or filled teeth in five-year-olds in Herefordshire was 1.43, much higher than in the West Midlands region (0.72) and in England as a whole (0.84). Herefordshire is also the worst performing authority of its comparator group for this indicator and is performing poorly compared to other areas where the water supply is not fluoridated. In 2015, the National Dental Epidemiology Programme survey of five-year-olds found that the proportion of children with dental decay was slightly higher in Leominster wards than Hereford, although the level of decay (i.e. the number of decayed, missing or filled teeth) was higher in Hereford.

3.9 Fluoride is a natural product and can be found in drinking water and foods; it is also added to toothpaste. Lower incidence of severe tooth decay has been recorded in populations whose drinking water contains greater concentrations of fluoride than in populations with low drinking water fluoride concentrations. Water fluoridation schemes adjust fluoride levels in water supplies in some parts of England in an effort to reduce dental decay. Areas in the Midlands including Birmingham have had fluoridated water since the early 1960s. They have lower levels of tooth decay than comparable areas in England where the water does not have added or naturally occurring fluoride in. Around 5.8 million people in England, across 27 councils, receive fluoridated water (Source: Gov.UK).

3.10 In England, child BMI is measured at Reception Year (age 4-5 years) and Year 6 (aged 10-11 years) through the mandatory National Child Measurement Programme (NCMP). For the majority of children excess weight gain is the result of eating more calories than needed and/or undertaking too little physical activity to match calorie intake, or a combination of both. In 2016/17, data from the NCMP indicate that 9.8 per cent of reception year children in Herefordshire were obese, while the combined proportion of obese and overweight was 22.9 per cent. For year 6 children, the prevalence of obesity was 19.2 per cent, while the combined figure for obese and overweight children was 34.8 per cent. For both age groups there were no significant differences between the local and national figures. In Herefordshire, as a year group passes from reception to year 6 the proportion of obese children increases by 102 per cent, a pattern similar to that seen both nationally and regionally. Children most at risk of becoming obese when older are those where one or both parents are overweight or obese, suggesting that tackling adult obesity has to run in tandem with addressing childhood obesity.

3.11 Active Travel Measures are contained in the Herefordshire Council Local Transport Plan 2016- 2031. One of the transport plan's objectives is to Promote healthy lifestyles – by making sure that new developments maximise healthier and less polluting forms of transport by delivering and promoting active travel schemes and by reducing short distance single occupant car journeys on the roads of Herefordshire.

3.12 Some councils are using the planning system to introduce restrictions on the proliferation of fast food takeaways, as part of a holistic approach to tackling obesity.

#### What did we find from talking to Partner Organisations and Officers?

3.13 Each of the organisations in attendance at the spotlight review presented details of system responsibilities across dental health and childhood obesity. Details of those projects and initiatives in progress across Herefordshire were also presented together with latest statistics and further detail on potential, future projects.

3.14 Those presentations undertaken on the day can be provided on request. Healthwatch Herefordshire presented findings and recommendations of the Healthwatch Herefordshire Children's Dental Health Report from April 2018 (weblink).

#### 4. Summary of our findings

##### **Dental Health**

#### 4.1 Recruitment of dentists

The spotlight review heard from NHS England West Midlands of the problems involved in the recruitment of dentists. The issue was a national problem and one which affected Herefordshire. The spotlight review was concerned about reports of recruitment issues and the impact this could have on access for local residents to dental facilities. It was important that NHS England West Midlands prioritised efforts on the recruitment of dentists in Herefordshire. The spotlight review was informed that a regularly reported reason for the lack of attendance at the dentists was a perception that local surgeries were not taking on NHS patients. A campaign to increase the recruitment of dentists would help to address this issue.

#### 4.2 Dental Access Centres and Rurality

The spotlight review heard from NHS England West Midlands regarding the forthcoming review of dental access centres. It was explained that the review would focus on issues concerning a lack of usage of the facilities and an evaluation of effectiveness in meeting the dental needs of local residents. The spotlight review highlighted the rural nature of Herefordshire and the potential impact this had upon access rates to dental surgeries. It was discussed that dental facilities in the county should take account of Herefordshire's rurality and it was proposed that mobile surgeries should be included in any review of the dental access centres. NHS England confirmed that in some areas of the West Midlands mobile dental facilities were used and there could be scope to investigate provision of mobile surgery in Herefordshire.

Herefordshire Healthwatch had raised a similar recommendation in its Children's Dental Health report for a *dental bus in rural areas to assist people to register for dentists, have a basic check-up and to receive fluoride varnish for children.*

#### 4.3 Early Years dental access



The spotlight review was informed by NHS England of the Starting Well initiative which was focused on improving access to dentistry for children aged 0-2. The latest access rates for children were reported to the spotlight review which provided evidence that most of the children using NHS dental services were of school age or above and 12% of children attended a dentist before their second birthday in Herefordshire. Whilst this was better than regional and national averages it was not felt to be a sufficiently high level.

The director of public health presented details of the Herefordshire public health oral health leaflet 0-17 years which had been produced as part of the Make Every Contact Council (MECC) initiative. Early Help services confirmed that children centres provided let's play sessions which included a focus on dental health, and there were visits to the centres by health workers to promote good dental hygiene and provide dental packs to the most vulnerable families. The early help team at the council also regularly asked families in contact with the service if they were registered with a dentist and if they attended annual health checks. If this was not the case support was provided.

The spotlight review supported efforts to increase the number of children under the age of 2 to attend dentists which was of particular importance given the high rate of tooth decay in 5 year olds. There is a need to overcome any issues of silo working between NHS England, and council teams, such as public health and early help to ensure all efforts to increase access to dentists for the under-2s are coordinated and integrated across organisations. The spotlight review was interested to receive statistics of the number of children, below the age of 2, in Herefordshire who attended dentists and the number who did not attend. NHS England confirmed data could be provided though an analysis of the number of children attending for Band 1, 2 and 3 treatments of those children in attendance.

#### 4.4 Sugary food advice

The spotlight review discussed potential confusion regarding food perceived as healthy but which contained a high sugar content e.g. sultanas. Whilst considered a healthy option the high levels of sugar could contribute toward tooth decay. The spotlight review felt that clarification by public health to provide detail of food which was sugar smart would help to address confusion regarding sugar content. This accords with a recommendation from Herefordshire Healthwatch's Children's Dental Health report to *coordinate a bigger multiagency campaign about sugar smart and oral health between the early year's partners in Herefordshire to create impact and reach to parents.*

#### 4.5 Access to dentists

The spotlight review considered confusion in local communities concerning access to dentists and registration at surgeries. NHS England West Midlands explained that registration was an inappropriate term for people who accessed surgeries and the spotlight review felt this needed further clarification and how it impacted on access for people to dental services.

The spotlight review referred to the perception that dentists were not taking on NHS patients and this was felt to be a particular concern in the market towns. NHS England West Midlands countered that the capacity of dentists in the market town was not considered a current problem however there was an issue in ensuring information contained on dental surgeries was up to date and specified where capacity at surgeries existed for new patients.

This discussion accorded with Healthwatch's recommendation from its Children's Dental Health report to *Increase NHS dental activity and dentists, particularly in market towns for adults so they can register and take their children.*

#### 4.6 Fluoridation

The spotlight review learned of the importance of fluoride varnish for children in Herefordshire where fluoride was not added to the water supply. Public Health presented information regarding the establishment of an Oral Health Strategy Group and the development of an oral health needs assessment which would consider the benefits of fluoridation.

### ***Childhood Obesity***

#### 4.7 Maternity Services

The spotlight review heard from the Herefordshire Clinical Commissioning Group regarding the review of maternity services across Herefordshire and Worcestershire as part of the sustainability and transformation plans (STP). It was recognised that obesity in pregnancy represented a significant issue and the CCG outlined the serious implications of excess weight during pregnancy to the mother and the child. As part of the single specification for maternity services across the two counties the promotion of healthy ante-natal and post-natal weight could be considered. A programme to assess women's weight during pregnancy and set targets to be assessed by midwives could also be considered as part of the STP review. It is felt that weight management support during pregnancy and in the postnatal period would assist mothers to have a mentality of healthy weight management which would be applied to their offspring throughout childhood.

#### 4.8. Obesity and Mental Health

The spotlight review considered the impacts of childhood obesity on mental health and it was felt that schools should talk to children at an early age about obesity. Public health stated that they would be looking to work more closely with schools and develop effective relationships with governors. A proposal to ask the executive and CCG as joint commissioners of mental health services in Herefordshire to investigate links between mental health and obesity and the potential for therapy to be delivered through the Child and Adolescent Mental Health Services (CAMHS).

#### 4.9 Planning Restrictions on Fast Food Restaurants

The spotlight review received a presentation from Strategic Planning providing detail of National Planning Guidance which provides guidance to limit the proliferation of fast food takeaways where clear evidence from public health exists. Local policy E6 in the Core Strategy can be used to restrict takeaways, however not on health grounds but in order to retain the character of an area. Strategic Planning could look at clear evidence from the Council's public health team to develop a policy in the future.

#### 4.10 Active Travel Measures

The spotlight review received a presentation from the Transportation Strategy Manager regarding behavioural change projects that had been undertaken in Herefordshire in coordination with infrastructure delivery. The prioritisation of active travel measures in the local transport plan and the fast-tracking of the delivery of active travel infrastructure was supported by the spotlight review.

#### 4.11 Survey of parental food choices and cookery teaching in schools

At the children and young people scrutiny committee meeting on 12 November when the outcomes of the spotlight review were considered it was agreed that a recommendation should be included to ask the executive to undertake a survey of the eating habits of parents and their children and to understand what cookery instruction was available in

local schools. It was proposed that a survey would target three local schools and parents of children at those schools. The schools would be located; one to the North of Hereford; one to the South of Hereford; and one in a rural area. The survey should ask; what home cooked meals were provided for children; what fast food/convenience food children ate; and what cookery lessons occurred at the schools.

#### 4.12 Open spaces and green infrastructure

At the children and young people scrutiny committee meeting on 12 November 2018, when the outcomes of the spotlight review were considered, it was agreed that a recommendation should be included relating to open spaces and green infrastructure. The committee discussed the importance of open spaces and green infrastructure in efforts to address childhood obesity. Such areas provided recreation and leisure opportunities to help people exercise and remain healthy. The committee also discussed the provision of additional allotments to allow people to grow healthy food.

### 5 Summary of Recommendations

From our findings, the spotlight review would like to make the following **19 recommendations** to the executive and ask that they are given appropriate consideration:

#### ***Dental Health***

##### 5.1 Recruitment of dentists

###### **Recommendation –**

- i) NHS England West Midlands is recommended to investigate methods and identify best practice in other areas to increase the levels of recruitment of dentists in Herefordshire.**

##### 5.2 Dental Access Centres and Rurality

###### **Recommendations –**

- ii) That the children and young people scrutiny committee supports NHS England's review of the provision of dental access centres to determine if they are providing an effective and cost-efficient service to the rural population of Hereford;**
- iii) NHS England is recommended to: consider alternative methods of providing dental care to rural populations including the provision of mobile dental services; provide an update following investigations of a mobile dental service; and potential timescales for its introduction;**

##### 5.3 Early Years dental access

###### **Recommendations –**

- iv) The children and young people scrutiny committee supports NHS England West Midlands, and the executive in the shared aim of promoting the attendance of children under 2 at dentists;**
- v) NHS England West Midlands, the executive and the health and wellbeing board are recommended to coordinate efforts in the promotion of campaigns to encourage early years attendance at dentists;**

- vi) **NHS England West Midlands is asked to provide details of the number of children below the age of 2 attending dentists in Herefordshire;**
- vii) **To recommend to Bounty the inclusion of information regarding dental care and samples of toothpaste for new-born babies in Bounty packs.**

#### 5.4 Sugary food advice

##### **Recommendation –**

- viii) **The executive is recommended to promote a campaign to highlight those foods which are harmful to teeth and those which are sugar smart;**

#### 5.5. Access to dentists

##### **Recommendations –**

- ix) **NHS England West Midlands is recommended to provide clarity regarding how people access dental services;**
- x) **NHS England West Midlands is recommended to work with dental surgeries to ensure that information about capacity and access on websites is up to date;**
- xi) **NHS England West Midlands is recommended to investigate under-capacity at dentists in Herefordshire and reports of local residents being denied registration and responds to the children and young people scrutiny committee with detail of the outcomes of the investigation.**

#### 5.6. Fluoridation

##### **Recommendation –**

- xii) **The executive is recommended to expedite a feasibility review of fluoridation in all of Herefordshire's water supplies (mains and private) through the Oral Health Strategy Group and produce a full cost and health benefit analysis of it's potential introduction;**

### ***Childhood Obesity***

#### 5.7 Maternity Services

##### **Recommendation –**

- xiii) **The CCG is recommended to include in the review of maternity services: methods of promoting a healthy ante-natal and post-natal weight for mothers; consideration of the weighing of pregnant mothers by midwives and setting target weights; and the promotion of breast feeding.**

#### 5.8 Obesity and Mental Health

##### **Recommendation –**

- xiv) **The executive and CCG as joint commissioners of mental health services are recommended to consider the provision of therapy to address underlying mental health causes of excess weight and impacts of childhood obesity;**

#### 5.9 Planning Restrictions on Fast Food Restaurants

#### **Recommendations –**

- xv) **The executive is recommended to use public health data to identify areas where evidence exists to support a restriction on fast food takeaways; and**
- xvi) **The executive is recommended to evaluate the introduction of a policy to regulate the prevalence of fast food outlets in those areas identified.**

#### 5.10 Active Travel Measures

##### **Recommendation –**

- xvii) **The executive is recommended to fast track measures to enable safe walking and cycling, within the city of Hereford and our Market towns, and to encourage these modes of active travel to reduce obesity and to enhance mental and physical health and wellbeing.**

#### 5.11 Survey of parental food choices and cookery teaching in schools

##### **Recommendation –**

- xviii) **The executive is recommended to commission a survey into the eating habits of parents and their children and the provision of cookery lessons at local schools. It is recommended that the survey targets three local schools (one to the North of Hereford; one to the South of Hereford; and one in a rural area) and asks: what home cooked meals are provided for children; what fast food/convenience food do children eat; and what cookery lessons occurred at the schools.**

#### 5.12 Open spaces and green infrastructure

##### **Recommendation –**

- xix) **The executive is recommended to safeguard green spaces as areas for people to exercise and consider the increased provision of allotments in the green infrastructure strategy.**





<b>Meeting:</b>	<b>Cabinet</b>
<b>Meeting date:</b>	<b>Thursday 17 January 2019</b>
<b>Title of report:</b>	<b>2019/20 Local authority schools building, maintenance programme and accessibility improvement works</b>
<b>Report by:</b>	<b>Cabinet member children and families</b>

## Classification

Open

## Decision type

Key

This is a key decision because it is likely to result in the council incurring expenditure which is, or the making of savings which are, significant having regard to the council's budget for the service or function concerned. A threshold of £500,000 is regarded as significant.

This is a key decision because it is likely to be significant having regard to: the strategic nature of the decision; and / or whether the outcome will have an impact, for better or worse, on the amenity of the community or quality of service provided by the authority to a significant number of people living or working in the locality (two or more wards) affected.

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 approve the proposed expenditure of capital grants for schools building, maintenance and accessibility improvement works.

The Department for Education provides capital funding to local authorities responsible for schools. This funding includes the schools condition allocation which is intended for the maintenance of community and voluntary controlled schools, and the basic need allocation which is intended for the provision of additional of school places to meet the needs of growing

populations. An individual pupil needs budget is intended for any accessibility improvement works identified to enable children with special educational needs to attend schools.

The distribution of this funding is determined in accordance with the principles set out in the schools capital investment strategy and is based on regular condition surveys and assessments of current and forecast demand for places.

The proposals are to spend £1.5m on maintenance improvements works and £120k on accessibility improvements works. Appendix 1 provides the details of the schemes being proposed as part of this programme of works.

## **Recommendation(s)**

**That:**

- (a) the school capital and maintenance schemes as set out in appendix 1 be approved for implementation in 2019/20; and**
- (b) the Assistant Director Education Development and Skills be authorised to take all operational decisions necessary to implement the approved schemes within an approved budget of £1.535m for maintenance and £120k for individual pupil needs.**

## **Alternative options**

1. The capital and maintenance grants supporting building works in schools could be profiled differently. The schemes have been determined from the last condition reports produced for each school. The profile has been considered extensively by the schools capital investment strategy team, the council's property services section and the capital strategy consultative group (involving headteachers). The proposed works are addressing the known priorities.
2. Basic need could be allocated to schools. The priorities are being formulated on the best information and advice available and consulted upon. Basic need allocation should be directed to projects that are clearly adding additional pupil places.
3. No funding is spent on accessibility works in schools and children are required to attend different schools. There is a statutory process which requires the council to arrange the admission of a child with a disability or an education health and care plan to the parents/carers preferred school, unless it can be shown that to do so would prejudice other children or it would be unreasonable to do so. The excessive financial cost of making the adaptations could be considered unreasonable.

## **Key considerations**

4. The Education and Skills Funding Agency (ESFA) provide funding streams to the council for school capital works.
5. The funding streams are to be used as follows:
  - a. Maintenance grant – to support large scale improvement work in community and voluntary controlled schools. Grant monies not allocated or spent within a financial year can be retained by the council for use in the following years. The



council must complete statutory returns which include details of where the funding has been spent.

- b. Basic need grant – this is to be used to create additional pupil places where there is demand and could be directed to any school including academies. The council must complete statutory returns which include details of where the funding has been spent.
6. An individual pupil needs budget, which consists of a carry forward of basic need and maintenance monies contributed in previous years, is intended for any accessibility improvement works identified to enable children with special educational needs to attend schools.
7. Voluntary aided schools have access to the Education and Skills Funding Agency's LCVAP (local authority co-ordinated voluntary aided programme) funding to support large scale improvement work. Whilst the council has a duty to ensure that grant monies are spent effectively, this funding does not pass through the council's accounts. The council has a role purely in co-ordinating its distribution. Monies allocated must be spent in the same financial year. Schools then apply direct to the ESFA for their agreed allocation.
8. Academy and free schools have access to the Education and Skills Funding Agency's condition improvement fund for building works, both maintenance and improvements. They cannot utilise the maintenance grant or LCVAP funding.
9. The national schools funding formula means all schools receive a relatively small devolved formula capital allocation to support minor maintenance or improvement works. Schools may convert revenue budgets to capital to assist with these works. Bigger maintenance schemes like the replacement of a roof, a new heating system or windows are funded through the central maintenance grant awarded to the council for community and voluntary controlled schools. Denominational schools have use of the LCVAP grant to support these large schemes. It is expected that schools make a contribution to works by utilising their devolved formula capital allocation. Some schools may also be able to contribute funding from their balances. These opportunities will always be explored by council officers in discussion with schools
10. All but one of the cabinet agreed plans for the 2018/19 maintenance programme will be delivered in 2018/19. Completed schemes to date include:
  - a. Almeley and Hampton Dene – drainage
  - b. Garway, Wellington and Aconbury – safeguarding (security fencing and roof access)
  - c. Much Birch – curtain walling
  - d. Peterchurch – heating
  - e. St Martins – emergency lighting
  - f. Walford, Wellington, Withington, Westfield and Aconbury - fire precautions
  - g. Aylestone – mechanical

11. Other schemes in progress and due to complete over the Autumn and Winter period are:
  - a. Ashfield Park, Bosbury, Much Birch, Riverside, St Martins, Aylestone and, Weobley High – roofing
  - b. Credenhil, St Mary's – flood alleviation
  - c. Eastnor - academy conversion dilapidations
12. The boiler and heating scheme at Kington Primary was planned using 2018/19 funding and will be delivered in 2019/20. The delay to this scheme is a result of a change of council maintenance provider and personnel with mechanical and electrical experience.
13. The maintenance carry forward has arisen mainly as a result of a combination of schemes coming in under budget, the Kington scheme not being delivered in the planned year and the contingency not being fully spent. The result is that the 2018/19 maintenance budget is shown as underspent. The plans for the coming financial year's maintenance programme (2019/20) take into account the 2019/20 allocation and the carry forward from 2018/19.
14. The sums allocated to local authorities are determined by the Department for Education and ESFA and published on the government website. The process for locally determining its expenditure is based on the council's schools capital investment strategy. Maintenance work is prioritised on the basis of condition surveys. An outline of the scope, forecast cost and schools involved in the 2019/20 programme are set out in the resource implications section and appendix 1.
15. There is a backlog of urgent and essential maintenance works at local authority maintained and voluntary controlled schools. There is also insufficient budget to address all the maintenance and condition issues in schools, as indicated in the last set of condition surveys produced. In order to prioritise the expenditure, all maintained school condition surveys have been scrutinised to identify the most significant and pressing work that has not previously been addressed or which is likely to have deteriorated since the condition report was produced. In addition, priority has been given to health and safety work regarding fire safety identified arising from routine inspections of schools by qualified fire safety officers.
16. The council is constantly reviewing the safeguarding arrangements at all its schools to ensure they meet current expectations. The council is expected to rectify fencing that is considered a potential safeguarding risk. Some allocations have been made to address safeguarding issues.
17. It is not always possible to foresee all schemes that need to be undertaken in any one year. An element of emergency/contingency funding therefore is set aside to cover such events that cannot wait to be included in a future year's funding.
18. On detailed examination and specification of the work identified in appendix 1 there may be differences in the cost or scale of works required. Sometimes when preparations are made for maintenance work additional problems are discovered which may require the work to be modified and the final cost will alter as a consequence.
19. The current years' basic need allocation and carry forward will be reserved pending the outcome of a separate school place expansion consultation that is taking place over Autumn 2018.

20. The council has a duty to ensure that any child with special needs attending a mainstream school can be reasonably accommodated. No accessibility improvements have been identified for 2019/20. The balance of the individual pupil needs budget will be retained as a contingency to cover any unforeseen requirements that cannot wait to be included in a future year's funding.
21. Approval for variations that can be covered within the available budget will follow the council's governance processes. Where there is insufficient budget to cover the work required consideration will be given to reduce the scope of works or defer the scheme to a future year.
22. All capital work, including maintenance, will be procured in accordance with the council's contract procedure rules.

## **Community impact**

23. Schools are a key part of communities and as such it is important they are well maintained. Parents are encouraged to choose a suitable school for their child.
24. Using the resources available to the council to ensure that Herefordshire's school buildings are well maintained and fit for purpose supports achievement of the council's corporate plan priorities to 'keep children and young people safe and give them a great start in life' and to 'secure better services, quality of life and value for money'. The proposed works include mitigation of potential health and safety and safeguarding risks, aim to provide well maintained buildings which are more cost effective to run and therefore benefit all pupils, including looked after children and care leavers.
25. The schemes fit within the schools capital investment strategy which sets out the council's approach to delivering the legal duty to ensure there are enough school places for the children in its area. In Herefordshire this will be done in a way that supports the delivery of high quality education and contributes to the attractiveness of the county as a place to live and work.
26. The schemes fit within the corporate property strategy whose aims are to support and help deliver integrated public services across the county with the vision to support the efficient integrated delivery of public services across the county by providing modern, fit for purpose buildings, shared by public agencies.

## **Equality duty**

27. 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.

28. 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. Any building works carried out within schools will be compliant with the Equality Act 2010 and support improved accessibility.
29. The proposed capital building, maintenance and accessibility improvement schemes have given due consideration to equalities issues particularly in relation to disability. The council maintains an accessibility strategy.

## Resource implications

30. Grants available to fund maintenance and other works are shown in the below table. The maintenance grant for 2019/20 is expected to be in the region of £1.2m, in line with previous years' receipts. Announcement of the actual value of the grant is not due until early 2019.

<b>Funding streams</b>	<b>2019/20</b>
	<b>£000s</b>
LA Maintenance Grant 2019/20 (provisional figure)	1,200
LA Maintenance Grant 2018/19 carry forward (provisional figure)	335
<b>TOTAL</b>	<b>1,535</b>
Individual Pupil Needs 2018/19 carry forward (provisional figure)	120
<b>TOTAL</b>	<b>120</b>
Basic Need Grant 2019/20	1,749
Basic Need Grant 2018/19 carry forward	310
<b>TOTAL</b>	<b>2,059</b>

31. Should additional maintenance funding be received consideration will be given to adding further schemes to the programme of work. Should less funding be received consideration will be given to reducing the level of contingency to enable the program of works as proposed to be delivered or removing schemes to fit within the reduced budget available.
32. The proposed expenditure for maintenance and other works are shown in the table below.

<b>Expenditure</b>	<b>2019/20</b>
	<b>£000s</b>
<b>Maintenance</b>	
LA Planned Maintenance	1,201
Maintenance Fees	165
Contingency Emergency Works	169
<b>TOTAL</b>	<b>1,535</b>

<b>Individual Pupil Needs</b>	
Contingency Emergency Works	120
<b>TOTAL</b>	<b>120</b>
<b>Basic Need</b>	
No Schemes Proposed	0
<b>TOTAL</b>	<b>0</b>

33. The schools capital investment strategy sets out the expectation that where appropriate, schools contribute to the costs of capital works. Schools have their own devolved formula capital to cover minor maintenance works in accordance with Annex O (Schedule of Maintenance Responsibility) of The Herefordshire Councils Scheme for Financing Maintained Schools or Local Management of Schools (LMS). Where the works are of a greater scale, or encompass some minor maintenance works, schools are expected to contribute alongside consideration of the council's responsibilities for maintenance of maintained schools.
34. The cost of planned maintenance is shown below. A more detailed breakdown of work by school is available in appendix 1.

<b>Type of Work</b>	<b>2019/20 Planned Expenditure</b>
	<b>£000s</b>
Roofing	420
Windows	270
Heating	175
Fire precautions	92
Boilers	66
Safeguarding	18
Fascias	69
Ventilation	25
Switchgear	51
Drainage	15
<b>TOTAL</b>	<b>1,201</b>

## Legal implications

35. The recommendation in this report may be approved by cabinet in line with the powers set out in Part 3 of the council's constitution, specifically in paragraph 3.3.9(a).
36. The council has a duty to provide and support places of education that are both fit for purpose and comply with our duties under equalities and health and safety legislation. The proposals set out in this report and its appendices support the council in meeting these duties.

37. The delegation to undertake the works by the assistant director is permissible and decisions will be made in accordance with the grant conditions and the councils' contract and finance procedure rules.

## **Risk management**

38. By not undertaking the maintenance programme, more children will be attending schools with defects, including those that are considered health and safety concerns. This programme will address the highest known risks within the funding available.
39. The final scheme costs are significantly above or below the forecast. All schemes will be monitored by the property liaison group with council officers from education, health and safety, estates and property services. The group will meet monthly to review schemes. Where there are variances to works, or tender prices, these will be subject to the council's governance arrangements.

## **Consultees**

40. The Cabinet member for children and families has been consulted and is supportive of the programme of works as set out.
41. The Cabinet member for contracts and assets has been consulted and is supportive of the programme of works as set out.
42. The capital strategy consultative group, consisting of a number of head teachers, property services officers, health & safety representative and children & families officers meet at least termly. At the meeting on 17 October, the outline proposals were agreed as a constructive way forward for the use of the grants.
43. Political groups have been consulted and no objections or comments have been received by the time of publication of the report.

## **Appendices**

Appendix 1 – Schemes associated with schools

## **Background papers**

None

Proposed Maintenance Programme 2019/20

DfE	School	School Type	Proposed Scheme 2019/2020	Maintenance forecast 2019/2020
2001	Almeley Primary School	Community	Fire precautions	£10,000
2138	Ashfield Park Primary School	Community	Re-roofing	£90,000
2011	Bredenbury Primary School	Trust	Safeguarding (fencing)	£18,000
2031	Clifford Primary School	Community	Ventilation	£6,000
3047	Gorsley Goffs Endowed Primary School	Voluntary Controlled	Fire precautions	£12,300
2057	Hampton Dene Primary School	Community	Drainage / Fire precautions / Windows	£110,000
2096	Kington Primary School	Community	Windows / Roofing / Heating (2018/19 scheme to be delivered in 2019/20)	£215,000
2103	Luston Primary School	Community	Fascias / Switchgear	£19,500
2104	Madley Primary School	Community	Roofing	£25,000
2116	Michaelchurch Escley Primary School	Community	Boilers	£25,600
2067	St Martin's Primary School	Community	Roofing	£134,500
3026	St Mary's CE Primary School (Credenhill)	Voluntary Controlled	Fascias	£10,000
2024	St. Peter's Primary School	Trust	Ventilation	£3,500
2148	Stoke Prior Primary School	Community	Fire precautions	£10,000
2071	Trinity Primary School	Community	Switchgear / Ventilation	£56,100
2155	Walford Primary School	Community	Roofing	£10,000
2157	Wellington Primary School	Community	Windows / Switchgear	£56,000
2158	Weobley Primary School	Community	Fire alarm	£40,000
2160	Withington Primary School	Community	Fascias	£14,000
4015	Aylestone High School Business and Enterprise College	Community	Re-roofing	£150,000
4045	Weobley High School	Community	Windows / Fascias / Boilers	£135,000
1109	St David's Centre	PRU	Windows	£50,000
<b>Total</b>				<b>£1,200,500</b>

