

# Agenda

## Children and young people scrutiny committee

Date: **Monday 16 September 2019**

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Time: **10.15 am**

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Place: **Committee Room 1 - The Shire Hall, St. Peter's  
Square, Hereford, HR1 2HX**

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

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If you would like help to understand this document, or would like it in another format, please call Matthew Evans, Democratic Services Officer on 01432 383690 or e-mail [matthew.evans@herefordshire.gov.uk](mailto:matthew.evans@herefordshire.gov.uk) in advance of the meeting.

# **Agenda for the meeting of the Children and young people scrutiny committee**

## **Membership**

**Chairperson** Councillor Carole Gandy  
**Vice-Chairperson** Councillor Diana Toynbee

Councillor Paul Andrews  
Councillor Kath Hey  
Councillor Phillip Howells  
Councillor Mike Jones  
Councillor Jim Kenyon

**Co-optees** Pat Burbidge Education Representative - Archdiocese of Cardiff  
Andy James Parent Governor Representative – SEND Sector  
Nicola Kinson Parent Governor Representative – Primary Sector  
Sian Lines Education Representative – Diocese of Hereford

## Agenda

	Pages
<b>1. APOLOGIES FOR ABSENCE</b> To receive apologies for absence	
<b>2. NAMED SUBSTITUTES</b> To receive details of members nominated to attend the meeting in place of a member of the committee.	
<b>3. DECLARATIONS OF INTEREST</b> To receive declarations of interest in respect of Schedule 1, Schedule 2 or Other Interests from members of the committee in respect of items on the agenda.	
<b>4. MINUTES</b> To approve and sign the minutes of the meeting on 15 July 2019.	5 - 10
<b>5. QUESTIONS FROM MEMBERS OF THE PUBLIC</b> To receive any written questions from members of the public. <i>Deadline for receipt of questions is 5:00pm on Tuesday 10 September 2019. Accepted questions and answers will be published as a supplement prior to the meeting. Please submit questions to:</i> <a href="mailto:councillorservices@herefordshire.gov.uk">councillorservices@herefordshire.gov.uk</a> .	
<b>6. QUESTIONS FROM MEMBERS OF THE COUNCIL</b> To receive any written questions from members of the council. <i>Deadline for receipt of questions is 5:00pm on Tuesday 10 September 2019. Accepted questions and answers will be published as a supplement prior to the meeting. Please submit questions to:</i> <a href="mailto:councillorservices@herefordshire.gov.uk">councillorservices@herefordshire.gov.uk</a> .	
<b>7. ACCOMMODATION BASED SUPPORT SERVICE FOR CARE LEAVERS</b> To undertake pre-decision scrutiny of the cabinet decision for an accommodation based support service for care leavers.	11 - 30
<b>8. YOUTH JUSTICE PLAN 2019 - 2020</b> To endorse the Youth Justice Plan 2019/20 for approval by full Council and consider whether there are any comments the committee would wish to make that would inform the production of the Plan for 2020/21.	31 - 66
<b>9. WORK PROGRAMME 2019 - 2020</b> To review the committee's work programme 2019/20, review the executive responses to task and finish groups undertaken in 2018/19 and agree terms of reference for proposed task and finish groups in 2019/20.	67 - 116
<b>10. DATE OF NEXT MEETING</b> The next meeting of the committee is scheduled for 25 November 2019.	



**Minutes of the meeting of Children and young people scrutiny committee held at Committee Room 1 - The Shire Hall, St. Peter's Square, Hereford, HR1 2HX on Monday 15 July 2019 at 1.00 pm**

**Present:** Councillor Carole Gandy (chairperson)  
Councillor Diana Toynbee (vice-chairperson)

**Councillors:** Paul Andrews, Kath Hey, Phillip Howells and Jim Kenyon

**Co-optees:** Andy James and Nicola Kinson

**Officers:** Chris Baird, John Coleman, Liz Elgar and Matthew Evans and Angela McErlane

**1. CHAIRPERSON'S INTRODUCTION**

The Chairperson opened the meeting and welcomed all in attendance. It was explained that Councillor Mike Jones had been appointed to the committee on 12 July and was unable to attend the meeting.

**2. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Mike Jones and Mr Burbidge.

**3. NAMED SUBSTITUTES**

There were no named substitutes.

**4. DECLARATIONS OF INTEREST**

There were no declarations of interest.

**5. MINUTES**

The minutes of the meeting on 11 March 2019 were agreed as a correct record and signed by the chairperson.

**6. QUESTIONS FROM MEMBERS OF THE PUBLIC**

There were no questions from members of the public.

**7. QUESTIONS FROM MEMBERS OF THE COUNCIL**

There were no questions from members of the council.

**8. CORPORATE PARENTING ANNUAL UPDATE 2018/2019**

The committee received a report by the cabinet member children and families which provided an annual update on the corporate parenting strategy. The report was introduced by the director children and families who explained that it concerned looked

after children and good progress was reported with the introduction of an exemption for care leavers from council tax and the purchase of accommodation for care leavers. It was recognised that there remained some challenges which the strategy would seek to address in the forthcoming year including the educational attainment of care leavers.

The points below were raised by the committee in the debate that followed:

- It was queried when the care leavers covenant would be available and if an update could be provided to the committee. *The head of looked after children (HLAC) explained that it was likely that the covenant would be considered by Cabinet in September.*
- The latest number of looked after children was requested and the proportion with special education needs. *The HLAC explained that a response would need to be provided with the data.*
- The issue of runaways and offending by looked after children was raised and the strategies in place at the council to deal with missing children including the provision of mentors. *The HLAC explained that the report provided details of 32 children who went missing during the year which was in line with the rate of other local authorities. Mentoring schemes were available and return from missing interviews were conducted to attempt to understand the reasons why looked after children went missing. It was acknowledged that the increase in countylines activity had been a factor in some cases of missing children however it was explained that only a small number of looked after children were involved with the youth offending team.*
- Looked after children accessing mental health services was queried and what work was being undertaken to improve access. *The HLAC explained that a business case was being developed by Wye Valley Trust to be considered by the CCG requesting additional resource to expand the LAC health team. Additionally a multiagency group consisting of the looked after children health team, child and adolescent mental health services (CAMHS) and the counselling learning development trust (CLD Trust) was being established to ensure that looked after children had the right mental health support and that extra support was in place for foster carers.*
- It was queried how many looked after children were placed out of county and whether the rate was increasing. *The HLAC explained that 23% of looked after children were placed out of county at the time of writing of the annual report; this compared favourably to the English average of 40%. Some looked after children were just over the border but 13% were out of county and 20 miles away which compared to a national average of 15%. The trend to place looked after children out of county was decreasing and work was ongoing to increase fostering capacity in the county to continue this trend.*
- The role and performance of partner agencies to assist in the advancement of priorities for looked after children was queried. *The HLAC explained that membership of the corporate parenting panel was currently being reviewed. Support from health partners had been positive but it was recognised that greater work needed to be undertaken to involve the police and probation services. Partners also needed to be encouraged to make more work experience and apprenticeship opportunities available for looked after children.*
- The resources available to looked after children health team were queried and the impact this had upon work with looked after children. It was proposed that the scrutiny committee write to the Herefordshire clinical commissioning group (CCG) to request additional resources for the team. *The HLAC explained that the looked after health team in the county was very small compared to other local authority areas. It was confirmed that that the Wye Valley Trust (WVT) had prepared a business case for additional resource for the health team which was being considered by Herefordshire CCG. The looked after children health team*

- was currently undertaking its statutory obligations and had insufficient resources to work on preventative/early intervention measures and to support care leavers.*
- The number of care leavers at supported housing for young people project (SHYPP) was very low and the reasons for this were queried; a briefing note setting out the reasons was requested. *The HLAC explained that a project group was in operation to work with SHYPP to look at improvements to the service. Proposals had included early contact with the looked after children services and to ensure that young people were supported to manage their money proactively. It was confirmed that the contract for the services was to be recommissioned in 2020 when the current contract ended.*
  - It was queried what the implication of the funding changes to A Level courses would be on care leavers. *It was explained that a response would be provided following the meeting.*
  - The ending of the contract with Refugee Action was raised and what support to unaccompanied asylum seekers would exist in future. *The HLAC explained that the project with Refugee Action was no longer viable and it was felt that there should be a pause in transfer scheme. Currently there was 1 unaccompanied asylum seeker care leaver in county and 12 out of county. There was a requirement to support care leavers until the age of 25 which created challenging financial implications for the council. Work was ongoing with the regional migration partnership and there would be an update to the executive once the Refugee Action service had ceased.*
  - The methods and techniques of engaging looked after children to take account of their views were queried. *The HLAC explained that engagement with looked after children was undertaken by social workers, teachers and youth workers; whoever had the best relationship with a child or young person. The advocacy service provided support for looked after children and the mind of my own (MOMO) app allowed users to provide feedback on their experiences as looked after children. The assistant director safeguarding and family support (ADS&FS) explained that biannual looked after child review took place and throughout care proceedings the Children and Family Court Advisory and Support Service (Cafcass) assisted children.*
  - A mental health pathway for looked after children with a high score in the Strengths and Difficulties Questionnaire (SDQ) was queried and the inclusion of this data in future versions of the annual report. *The HLAC acknowledged that there was a correlation between high SDQ scores and breakdowns in foster placements. A pathway would be considered by the new mental health multiagency group and an indication of the success of the new group would be a reduction in SDQ scores.*
  - It was queried if good practice at key stage 4 could be shared with all schools to improve the performance of looked after children. Mentoring and contact between schools was encouraged and the use of the pupil premium to support such work *The director children and families explained that it was the role of the virtual head teacher to look at practices in schools and education plans that were in place. The cohort size of looked after children at key stage 4 was small but more was required to make improvement in attainment.*
  - The lack of progress with the business adviser to work with the virtual school was queried. *The HLAC explained that the lack of progress was being looked into and work was starting to link Landau (an agency funded to reduce the number of young people not in education, training or employment) with the 16+ team.*
  - The priority to reduce the number of looked after children was raised and the role of the edge of care strategy in this objective. *The HLAC explained that the edge of care business case was being developed and it was intended that more intensive support would help return children to families rather than result in entry to the care system. The ADS&FS explained that the service would work with the*

*extended family of looked after children to remove children from care quickly, where it was in their best interests.*

The committee proposed, seconded and agreed recommendations as below.

**RESOLVED: That:**

- **A briefing note is provided concerning the multiagency panel relating to looked after children mental health services;**
- **A briefing note is provided on the introduction of the care leavers covenant;**
- **A response is provided to the question relating to the implications of the national funding changes on A Levels undertaken by looked after children;**
- **A letter is sent to Herefordshire clinical commissioning group to seek clarification regarding the resourcing of the looked after children health team; and**
- **A briefing note is provided on SHYPP referral levels.**

**9. FOSTERING AND ADOPTION SERVICE ANNUAL REPORTS 2018/19**

The committee received a report by the cabinet member children and families which provided the annual reports from the fostering and adoption services. The report was introduced by the head of looked after children who explained that the annual reports showed that the two services were performing well. The council's recent membership of the Adoption Central England (ACE) regional adoption agency was raised as a recent achievement but it was confirmed that the adoption service remained in Herefordshire.

The committee raised those points below in the discussion that followed:

- The reasons for the decrease in adoption orders was queried? *The HLAC explained that it was only a relatively small number of children that were the subject of an adoption order and was therefore prone to fluctuations. There was no one answer regarding a decrease in adoption orders but there were a variety of reasons why an adoption order was not appropriate for an individual child; it may not be appropriate for the child and the possibility of care from other family members was explored. The ADS&FS explained that viability assessments of family members to provide care were undertaken at an early stage.*
- How special guardianship arrangements were deemed appropriate and financial support for family members was queried. *The HLAC explained that special guardianship arrangements could be appropriate for a child depending on their care plan. Financial support in line with the level paid to foster carers was provided to special guardians but with respect to adoption it was very unusual for an allowance to be paid and it was more likely that any financial support would assist initial set-up costs.*
- The issue of recruiting sufficient numbers of foster carers was raised and the recruitment and retention strategy currently in place was queried. *The HLAC explained that work was ongoing with communications at the council on a campaign which included use of social media to target potential foster carers. The campaign had increased the number of enquiries and applications. With respect to retention the children's social work manager explained that work was ongoing to investigate the support provided to carers and there was a review of the fees and allowances paid.*
- The training that was provided to foster carers was queried and how training was kept relevant and up to date without over burdening carers. A briefing note covering the training that was undertaken was requested. *Themed training was undertaken and online training. Mandatory training was provided in order to keep*



*carers up to date and upskilling was also important with training in areas such as understanding attachment and trauma. The ADS&FS explained that foster carers were caring for the most vulnerable children in the county therefore it was essential that their training was kept up to date.*

- The lack of capacity in the occupational therapy service at the Wye Valley Trust (WVT) was raised and the need for the purchase of private assessments on a case-by-case basis. It was proposed that the scrutiny committee write to the WVT to understand the provision of occupational therapists in Herefordshire.
- It was requested that details were provided of the process that was undertaken to determine what form of care was appropriate for a looked after child. *The ADS&FS suggested that the service could take members of the committee through some case examples to demonstrate the processes followed and decisions taken.*
- It was queried why the council had responsibility for young people up to the age of 25. *The HLAC explained that after the age of 18 young people became care leavers and the council was required to keep in contact and support until the age of 25.*

The committee proposed, seconded and agreed the recommendations below:

**RESOLVED: That:**

- **The achievements in the adoption annual report and the compliments in the fostering report are recognised and the officers working in those teams and carers of the council's looked after children are commended;**
- **A briefing note on proposals to increase the retention of foster carers and details of the training provided be provided;**
- **A letter is sent to the Wye Valley Trust to request details of the provision of occupational therapists in Herefordshire; and**
- **A session is organised to look at case samples of how appropriate forms of care are determined for looked after children.**

**10. WORK PROGRAMME 2019/20**

The committee considered its work programme for 2019/20. In addition to the items of business listed on the schedule it was proposed that a spotlight review concerning peer-on-peer sexual harassment and abuse was convened in the autumn and a scoping document brought to the next meeting of the committee.

It was proposed that a task and finish group concerning child exploitation was convened and a scoping document brought the next meeting of the committee. It was felt that the task and finish group should include child slavery, child sexual exploitation and online exploitation.

The committee proposed and seconded those recommendations below.

**RESOLVED: That the committee agrees:**

- **The work programme 2019/20 as attached to the agenda;**
- **The convening of a spotlight review in autumn 2019 to focus on peer-on-peer sexual harassment and abuse with a scoping document to be presented to the meeting on 16 September 2019.**
- **The convening of a task and finish group concerning child exploitation with a scoping document to be presented to the meeting on 16 September 2019.**

**11. DATE OF NEXT MEETING**

The meeting ended at 2.51 p.m.

**Chairperson**



<b>Meeting:</b>	<b>Children and young people scrutiny committee</b>
<b>Meeting date:</b>	<b>Monday, 16 September 2019</b>
<b>Title of report:</b>	<b>Accommodation based support service for care leavers</b>
<b>Report by:</b>	<b>Senior Commissioning Officer</b>

## Classification

Open

## Decision type

This is not an executive decision.

## Wards affected

(All Wards);

## Purpose and summary

To enable the committee to fulfil its function to review and scrutinise children's social care including safeguarding and to make reports and recommendations on these matters.

The committee agreed as part of its work programme that the draft proposal concerning an accommodation based support service for care leavers was presented for preview ahead of decision by cabinet. The committee is exercising pre-decision call in of the decision. The purpose of the report is to provide an overview of the proposed new service and, in addition to their role on the scrutiny committee, also allows members to fulfil their responsibilities as corporate parents in support of the provision of facilities and services for looked after children and care leavers.

The key decision to be sought from cabinet will be to approve the commissioning of a service to provide vulnerable care leavers with support to develop their skills, resilience, opportunities for training and employment, engagement with relevant services and integration with their community to enable them to move towards independent living. This service will also enable the young people to understand their rights and responsibilities as tenants and what to expect of landlords.

Following decisions made by cabinet during December 2018 and January 2019, the council has purchased a property in Hereford City that is now being converted and refurbished to

accommodate care leavers with complex needs. Accommodation based support is required to support young people to live more independently and manage their lives safely and confidently.

Approval will be sought for the approach to commission a service to provide support and accommodation for vulnerable care leavers to help them prepare to live more independently. This service will be available 24hours for those with complex needs and 3 hours per week for those with light touch needs. This service will be commissioned by seeking bids from potential providers in the open market to demonstrate how they can deliver a quality and cost effective service. It is proposed to begin this procurement process in October 2019 and mobilise new services to align with the completion of building works in Spring 2020.

The local and national market for care leavers accommodation based support is delivered mainly through spot purchased placements, some via a regional framework. These placements typically have very high costs and there is limited availability within Herefordshire, resulting in many young people being placed outside of the county. The approach proposed here in utilising self-contained accommodation in premises owned by the council is somewhat innovative and has received a positive response to date. It provides an opportunity for improving outcomes for young people and value for money to the council.

## Recommendation(s)

That:

- (a) **the committee reviews the proposed accommodation based support service for care leavers and determines any recommendations it wishes to make to the executive, which may enhance the effectiveness of the service.**

## Alternative options

1. Not to procure an accommodation based support service. This is not recommended as this would mean the newly acquired property would not be utilised appropriately or as intended by the council. In addition, there would be a lost opportunity to improve outcomes for very vulnerable care leavers and reduce or avoid costs in supporting this user group.
2. To deliver as an in-house service. This is not recommended because the council does not have the expertise to operate such a service in-house and recruiting such expertise would be challenging. In addition, the council would have to invest significantly to create the infrastructure and systems to support the service, leading to disproportionate costs and reduced value of any cost avoidance.

## Key considerations

3. The children and young people scrutiny committee agreed as part of its work programme to conduct pre-decision call-in on the draft decision relating to accommodation based service for care leavers. The decision concerns provision for care leavers and the committee is conducting pre-decision scrutiny to fulfil its function to scrutinise matters relating to children's social care including safeguarding. Pre-decision scrutiny of the decision is also in accordance with members' responsibilities as corporate parents to ensure the council's looked after children receive care that is suitable to their needs. The

committee will examine the issues around the proposal and make recommendations to the cabinet member children and families on the proposed service for consideration during the finalisation of the decision.

4. The council has a duty to ensure that care leavers are safely and appropriately accommodated. There are currently limited options for accommodating care leavers and 16 and 17 year olds with complex needs in Herefordshire. There is a reliance on specialist placements, spot purchased at significant cost, often outside the county. The provision of accommodation with support for care leavers with complex needs will enable vulnerable young people to remain close to their local connections and provide a cost effective, good quality service. This is expected to improve outcomes for individual care leavers and avoid some cost of future specialist placements.
5. The provision of this service will meet strategic objectives relating to vulnerable young care leavers accommodation needs by;
  - Ensuring availability of appropriate and sustainable supported accommodation
  - Reducing reliance on out of county placements
  - Reducing the average unit price paid for accommodation based support
  - Increasing the application of housing benefit in meeting some costs of accommodation and support.
6. Guidance from the national advisor for care leavers suggests that an increased variety of housing options for care leavers is required in Herefordshire, including access to tailored accommodation. The proposed approach here in utilising council owned property with the provision of accommodation based support is innovative and provides further options to accommodate care leavers in the county.
7. The service will benefit a cohort of care leavers with chaotic and high-risk lifestyles, including substance misuse, mental health needs, antisocial or challenging behaviour, offending history and vulnerability to criminal or sexual exploitation. At any one time, there are between nine and 13 care leavers aged 18 to 22 with this combination of needs, for whom the proposed new service would be suitable. A further cohort of around 20 young people aged 16 or 17 have been identified who could benefit from the service in future years.
8. The purpose of this service is to improve the opportunities and outcomes for vulnerable care leavers through the provision of accommodation based support. The service aims are to;
  - develop the independent living skills of care leavers with complex needs, through provision of accommodation based support, to enable them to transition towards living independently.
  - refine the independent living skills of care leavers with light touch needs to enable them to move onto fully independent living.
  - work in partnership with local partners, both statutory and voluntary, to explore opportunities to promote and encourage all young people to access education, training, work experience and employment.
9. Opportunities for care leavers to develop and achieve improved outcomes will be enabled through a service that will work in partnership to develop and implement a personalised support plan for each person, identifying how they can manage their own needs, mitigate risks and take up opportunities. The aim is for young people to transition from the accommodation towards independent living within 2 years.

10. The contract with the provider will stipulate aims, objectives and outcomes in relation to the provision of support and housing management. As part of the tender process bidders will be required to submit proposed resourcing arrangements and how they will meet the required aims, objectives and outcomes. Regular contract monitoring will be held to monitor delivery against the specification requirements, with submission of quarterly written reports and meetings as a minimum.
11. In addition to improving outcomes for the young people who will access this service, the proposed approach will deliver significant cost avoidance for the council through providing a more cost effective option than the current limited and expensive market is able to provide. In addition to the anticipated reduced direct costs of the placement, there will also be benefit to staffing resource efficiencies, as the number of placements out of county will be reduced thus reducing time required to familiarise staff with other areas, providers / services in those areas and travel.
12. In December 2018, a decision was made by Cabinet to acquire a limited number of properties to enable the council to meet strategic priorities. Following this decision, a property has been purchased to support care leavers with complex care needs. The property requires some reconfiguration and renovation works in preparation to provide accommodation comprising four self-contained units, an assessment unit, communal areas and staff area. The governance for these works was encompassed by a decision made by the cabinet member for assets in January 2019.
13. The timetable for works required to the property is being coordinated with the procurement and mobilisation of accommodation based support services. The property will be ready for occupation with support in place in Spring 2020 and will provide accommodation for five care leavers or 16/17 year olds with complex care needs.
14. Located close to the newly purchased property are three flats, which the council owns and are to be made available to care leavers who are transitioning to independent living and require only light touch support. It is intended to include the light touch support and associated housing management within the proposed contract for accommodation based support in the new building, so making the most of geographical proximity.
15. Both properties will be leased from Herefordshire Council in a coterminous lease strictly for the purpose of accommodating this vulnerable user group. The lease will include a requirement that the rent charged must be capped at the appropriate Local Housing Allowance rate to ensure rent is covered through benefits.
16. The service will provide 24-hour support to those with complex needs. Light touch support of three hours per week and emergency support will also be available through this service for those with light touch support needs in the three flats. In addition to this support the service will also provide housing management to promote the occupants capacity to manage their own tenancies in the future.
17. The provider will lease/licence each of the units to the individual young people and act as the Landlord. The provider will be expected to work with the young people to enable them to develop their understanding of rights and responsibilities as tenants and what to expect of Landlords.
18. This service will be delivered to a mix of young people with a variety of needs. Whilst each young person will have their own space, appropriate matching of needs will need to be considered by children's services and the provider when placing young people. The

needs of this cohort are likely to fluctuate, which presents a challenge in appropriately resourcing the service and will require some degree of flexibility in the service design.

19. It is anticipated that costs of enhanced housing management can be met through housing benefit, subject to individual applications. The rent paid through housing benefit will be used to meet the cost of running and maintaining the building. The costs of the personalised support will be met through Children and Families budgets, on the principle of cost avoidance. The service contract will include mechanisms to increase or reduce the level of support staffing required where there are significant fluctuations in needs of the cohort over time.
20. The service will be procured via a competitive open tender process, which will require bidders to detail how they propose to deliver the service, including mobilisation, resourcing and quality assurances. The timetable for procurement includes;

<b>Activity</b>	<b>Proposed timeframe</b>
Bidders invited to tender for proposed services	07/10/19 – 18/11/19
Evaluation of bids	19/11/19 – 02/12/19
Intention to award contract issued	03/12/19 – 13/12/19
Service mobilisation	January – April 2020

21. Young people with relevant lived experience will be invited to work with commissioners in the procurement process. This will include the development of pen portraits to include with the tender pack and a specific question to be designed and evaluated by young people.

## **Community impact**

22. In accordance with the adopted code of 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 sure 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 whilst still enabling efficient and effective operations and recognises that a culture and structure for scrutiny are key elements for accountable decision making, policy development and review.
23. The council's corporate plan sets out the vision to ensure that "the children and young people of Herefordshire have a great start in life and grow up healthy, happy and safe within supportive family environment." Where a young person has become a looked after child and then care leaver the council has the duty to meet their needs as the corporate parent.
24. The council's corporate parenting strategy sets out how as corporate parent, the council will provide every opportunity for looked after children and care leavers. Priority 8 of the strategy identifies challenges and opportunities in enabling young people to live happy, healthy and financially secure lives when they leave care. Challenges include a shortage of affordable housing and difficulty in engaging with young people who are involved in

some very risky behaviours. The provision of accommodation with support will address these challenges by providing alternative accommodation options with specialist support to engage with those with complex needs leading them to involvement in risky behaviours.

25. This decision will also contribute to the implementation of key priorities in the accommodation strategy for vulnerable young people and addresses priorities set out in the Health and Wellbeing Strategy in relation to vulnerable young people and mental health needs.
26. The recently approved Children and Young Peoples Plan 2019 – 2023 identifies that targeted support is needed to make a difference, particularly to our most vulnerable, to enable them to thrive and make a successful transition to adulthood.
27. The provision of accommodation with support will address the need to provide alternative accommodation options, particularly for those with complex needs leading them to involvement in risky behaviours, with the opportunity for improved outcomes for the young people placed in this accommodation.
28. The focus of this provision is to develop independent living skills and connect young people to universal services and opportunities for education, training and employment, therefore reducing the numbers who are not economically active. Promoting independence will have a positive impact of both the individual and the wider community.
29. The accommodation will be finished to a high standard of health and safety practice. As the principal landlord, the council will discharge responsibility for all ongoing maintenance and health and safety checks to the provider who will act as the landlord.

## Equality duty

30. 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.
31. 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.
32. The Equality Act 2010 established a positive obligation on local authorities to promote equality and to reduce discrimination in relation to any of the nine 'protected characteristics' (age; disability; gender reassignment; pregnancy and maternity; marriage and civil partnership; race; religion or belief; sex; and sexual orientation). In particular, the



council must have 'due regard' to the public sector equality duty when taking any decisions on service changes.

33. An Equality Impact Assessment (EIA) can be found at Appendix 1. This decision is not expected to have a detrimental effect on any groups of people with protected characteristics. The creation of this new service for vulnerable care leavers is expected to have a positive impact on young people and those with disability, particularly with mental health needs.

## Resource implications

34. This decision does not involve any capital expenditure as it excludes the acquisition of property or any works required to prepare the building for occupation. By utilising these properties for the support of vulnerable young people, the council will make full and appropriate use of council assets of significant value.
35. It is anticipated that cost avoidance will be achieved by providing intensive transitional support to vulnerable care leavers to avoid specialist placements currently funded by Herefordshire Council. Analysis of current placement costs for care leavers with complex needs and estimated costs of the proposed service indicate potential cost avoidance of up to £6.3k weekly and £325k annually for this user group. The average cost of specialist placements for this cohort is £148k annually or £2.8k weekly. The estimated cost of the support service in the main building annually is £415k or £83k per person, and weekly £8k overall or £1.6k per person. These costs will be met from children and families accommodation budget for care leavers.
36. The cost of enhanced housing management is expected to be met from housing benefit for specified premises. As this is subject to assessment of applications by individual tenants, the level of cost is to be determined after building works are completed and a provider contract awarded. However, costs will encompass support to tenants in managing their finances and responsibilities as tenants, along with a "sinking fund" to meet additional repairs and damage arising from the needs of the cohort. In relation to the three nearby flats, all the costs of housing management and light touch support to tenants is expected to be met from housing benefit. Again, this will be subject to assessment of individual tenants' applications.
37. 16/17 year olds would not be eligible for housing benefit. Placing young people of this age would be by exception and the housing costs would need to be met by children and families budgets, however as the rent will be capped at Local Housing Allowance rate the cost of this would be no more and in most cases less than current provision.
38. In commissioning support for a group of people with complex needs, it is recognised that over time, the staffing resource required by the service will fluctuate depending on the individuals accommodated and their needs. However, the council will seek to avoid purchasing additional support on a "spot" basis in addition to the proposed block contract. It is therefore proposed to establish a device in the contract to enable the funding to increase and decrease on a modular, incremental 'flex' basis for specific periods of time. On the basis of the needs of tenants and agreement with social work managers, a block of funding equivalent to one full time support worker for one month could be added or subtracted from the core funding. Whilst these variations up or down could be extended beyond one month, they would be subject to maximum and minimum annual values set out in the contract.

39. The tables below relate to the costs associated with provision of accommodation based support. Provision for the cost of enhanced housing management is expected to be met from housing benefit for specified premises, as set out in paragraph 32.

Revenue or Capital cost of project (indicate R or C)	2019/20	2020/21	2021/22	Future Years (2022 – 25)	Total
<b>Estimated cost of five year service for 5 bed unit and 3 self contained flats (R)</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Estimated direct staffing costs	000	275	275	825	1,375
Estimated other costs	000	149	149	447	745
Estimated 'flex' ceiling (para 16 and para 33)	000	28	28	84	140
<b>TOTAL</b>	<b>000</b>	<b>452</b>	<b>452</b>	<b>1,356</b>	<b>2,260</b>

Funding streams (indicate whether base budget / external / grant / capital borrowing)	2019/20	2020/21	2021/22	Future Years (2022 – 25)	Total
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Base budget for 16+ accommodation	000	452	452	1,356	2,260
<b>TOTAL</b>	<b>000</b>	<b>452</b>	<b>452</b>	<b>1,356</b>	<b>2,260</b>

Revenue budget implications	2019/20	2020/21	2021/22	Future Years (2022 – 25)	Total
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Current average placement costs for 5 young people with complex needs	000	740	740	2,220	3,700
Estimated service costs for 5 young people with complex needs	000	415	415	1,245	2,075
<b>Sub total (potential cost avoidance over 5 years for 5 young people with complex needs)</b>	<b>000</b>	<b>325</b>	<b>325</b>	<b>975</b>	<b>1,625</b>

Further information on the subject of this report is available from  
Amy Whiles, Tel: 01432 261920, email: [awhiles@herefordshire.gov.uk](mailto:awhiles@herefordshire.gov.uk)

Current average placement costs for 3 young people with light touch support needs	000	13	13	39	65
Estimated service costs for 3 young people with light touch support needs	000	9	9	27	45
<b>Sub total (potential cost avoidance over 5 years for 3 young people with light touch support needs)</b>	<b>000</b>	<b>4</b>	<b>4</b>	<b>12</b>	<b>20</b>
<b>TOTAL POTENTIAL COST AVOIDANCE OVER 5 YEARS</b>	<b>000</b>	<b>329</b>	<b>329</b>	<b>987</b>	<b>1,645</b>

## Legal implications

40. Section 4.5.90 of the council's constitution provides the rules concerning pre-decision scrutiny. Where a scrutiny committee has called-in a key decision from the forward plan before its due date, the decision cannot be called-in again after the final decision has been taken.
41. Local Authorities are under an absolute duty to accommodate and provide support to care leavers aged 16 and 17. Local authority duties to young people and care leavers are set out in the:
  - Children Act 1989 (as amended by the Children (Leaving Care) Act 2000, the Adoption and Children Act 2002 and the Children and Young Persons Act 2008)
  - Children Act 2004
  - Housing Act 1996 Part 7 (as amended by the Homelessness Act 2002, the Localism Act 2011 and the Homelessness Reduction Act 2017)
  - Children and Social Work Act 2017.
42. Section 3 of the Children & Social Work Act 2017 in particular introduces a new duty on local authorities, which requires them to offer personal advisor support to all care leavers towards whom the local authority had duties under section 23C of the Children Act 1989.
43. Recommendation A and B of this report outlines the council's intention to meet the obligations set out in the above legislative provisions by commissioning and letting contracts to third party providers to deliver the required services and the service aims set out in section 10 and 15 of this report demonstrates that appropriate mechanisms will be put in place to ensure that care leavers are provided with the correct level of support as required by law and in so far as they are properly implemented, the ultimate aim of assisting care leavers to live successful independent lives should be achieved.
44. The risk of challenge to the council for taking this course of action is assessed as low, on the basis that the report confirms that an open competitive tender process is to be followed. This complies with:
  - current procurement legislation
  - the council's own contract procedure rules
  - EU treaty principles of transparency, antidiscrimination and equality of opportunity
45. The report sufficiently enumerates the considerations given to community impact, equality duties, resource implications, identified risks and steps taken/to be taken to mitigate those

risks appropriately. Also alternatives have been considered and discounted for the reasons set out in the report.

- 46. As with other procurement exercises, it is important that the selection process is robust and effective enough to enable a proper examination of the suitability and capability of the potential suppliers ability to perform the contract that will be awarded at the end of the competition.
- 47. Also since this is the first time the council will be commissioning services of this particular nature, after the contract award, processes to review the services through a commissioning audit should be put in place to identify strengths and gaps in the service which can then be used as a template for service re-design.

## Risk management

48.

Risk / opportunity	Mitigation
<p>If the decision is not approved, the council would not have an opportunity to improve outcomes for five care leavers with complex needs, would miss opportunities to avoid future cost of placements and would not make full appropriate use of a valuable property asset.</p>	<p>In acquiring the property in the city centre consideration was given to the potential for it to be utilised to meet other council priorities and for it to increase in value over time.</p>
<p>Delay in works being complete to make the property ready for occupation.</p>	<p>Property Services is working to complete all of the necessary surveys, design and consents in preparation to tender for the building works. The mobilisation of the works is expected to commence late December / early January with works anticipated to take 8 – 12 weeks.</p> <p>Availability to complete works within the required timescales will be considered when appointing a contractor to carry out these works.</p>
<p>The property is not appropriately utilised in supporting vulnerable care leavers.</p>	<p>There is very little possibility of significant voids in the property or in the three nearby flats to be utilised. The accommodation needs of care leavers in Herefordshire are substantial and understood and the subject of fortnightly placement panel meetings. There is a clearly demonstrated and proportionate</p>

<p>There is no response to the competitive tender process.</p> <p>Young people are unable to access sufficient housing benefit for the specified accommodation to cover the cost of their enhanced support needs.</p>	<p>need among care leavers with complex needs. The commissioning of an appropriate support service for young people in the new accommodation will provide assurance around suitable use.</p> <p>Engagement with the market has been undertaken in preparation for procurement. This engagement has indicated a good level of interest from the market in delivering a service such as proposed.</p> <p>The way in which housing benefit decision making is reviewed and communicated to applicants and landlords is the subject of continuing consideration within the council.</p>
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49. These risks will be managed at a directorate level.

## Consultees

- 50. In developing the design of the service and commissioning approach, the council has undertaken engagement with providers of specialist support and accommodation or housing management services in the wider regional and national market. This has informed in particular the approach to configuration of a contract document and the proposed management of fluctuating needs of people to be supported.
- 51. Political parties have been consulted in respect of this decision. No suggestions or comments were received.

## Appendices

Appendix 1 – Equality Impact Assessment

## Background papers

None identified



## Equality Impact and Needs Assessment Form

### A) General Information

**Name of service, function, policy (or other) being assessed**

Accommodation based support service for care leavers

**Directorate or organisation responsible (and service, if it is a policy)**

Children and Families

**Date of assessment**

9<sup>th</sup> August 2019

**Names and/or job titles of people carrying out the assessment**

Amy Whiles, Senior Commissioning Officer (migration and communities)

**Accountable person**

Chris Baird, Director for Children and Families

**B) Describe in summary the aims, objectives and purpose of the proposal, including desired outcomes:**

To commission support and accommodation management services for care leavers through an open competitive tender process.

The local and national market for care leavers accommodation based support is currently delivered mainly through spot purchased placements, some via a regional framework. These placements typically have very high costs and there is limited availability within Herefordshire, resulting in many young people being placed outside of the county. The approach proposed here in utilising self-contained accommodation in premises owned by the council is somewhat innovative and has received a positive response to date. It

provides an opportunity for improving outcomes for young people and value for money to the council.

The purpose of this service is to improve the opportunities and outcomes for vulnerable care leavers through the provision of accommodation based support. The service aims are to;

- develop the independent living skills of care leavers with complex needs, through provision of accommodation based support, to enable them to transition towards living independently.
- refine the independent living skills of care leavers with light touch needs to enable them to move onto fully independent living.
- work in partnership with local partners, both statutory and voluntary, to explore opportunities to promote and encourage all young people to access education, training, work experience and employment.

The provision of this service will meet strategic objectives relating to vulnerable young care leavers accommodation needs by;

- Ensuring availability of appropriate and sustainable supported accommodation
- Reducing reliance on out of county placements
- Reducing the average unit price paid for accommodation based support
- Increasing the application of housing benefit in meeting some costs of accommodation and support.

**C) Context - describe, in summary;**

<b>The number of people and/or providers that may be affected by the proposal.</b>	A total of eight care leavers (or by exception 16/17 year olds) will benefit from this proposal by having accommodation and support options available within the county they live in.  It is anticipated that five of the young people will have complex needs and three will have light touch needs as they move towards independent living.  A provider will be sought to deliver this service by means of a competitive tender process.
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<b>What are the values of the contract(s) affected by the proposal? (If appropriate).</b>	To be determined by competitive tender process
<b>What are the geographical locations of those that might be affected by the proposal?</b>	Hereford city.

**D) Who are the main stakeholders in relation to the proposal?**

- |   |
|---|
| <ul style="list-style-type: none"> <li>a. Care leavers</li> <li>b. Herefordshire Council's Children and Families Directorate</li> <li>c. Herefordshire Council's Adult and Communities Directorate</li> <li>d. Wider community</li> </ul> |
|---|

**E) What are the anticipated impacts of the proposal?**

**Positive impacts**

Improved outcomes for care leavers by being provided with supported accommodation to meet their needs and be able to remain in their community.

Young people will be supported to identify how they can manage their own needs, mitigate risks and take up opportunities, with the aim to transition from the supported accommodation towards independent living within 2 years.

There will be a focus on developing independent living skills, which will include connecting young people to universal services and opportunities for education, training and employment, therefore increasing the numbers who are economically active.

Providing alternative options to current provision for accommodating young people with complex or light touch needs, achieving cost efficiencies for the council and making use of council assets.

## **Negative impacts**

Whilst each young person will have their own independent living area, there will be a shared front door and within the accommodation for those with complex needs there is also communal areas. It is possible that relationships between and behaviours of the young people living in the accommodation, or those they associate with within the property, may lead to cohesion issues. This will be mitigated by the provision of 24/7 support within the accommodation for those with complex needs, with support staff having access to the shared front door and communal areas. The support provider will work with the young people to address any issues that arise within the property, with neighbours or within the wider community.

**F) With regard to the stakeholders identified and the diversity groups set out below;**

	<i>Is there any potential for (positive or negative) differential impact?</i>	<i>Could this lead to adverse impact and if so what?</i>	<i>Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?</i>	<i>Please detail what measures or changes you will put in place to remedy any identified adverse impact.</i>
Age	Yes	Yes - this service is to meet the specific needs of care leavers and is therefore restricted to 18 – 25 year olds, or 16-17 year olds by exception.	Yes. The service will benefit a cohort of care leavers with specific needs where there has been an identified current and future gap in available provision. At any one time, there are between nine and 13 care leavers aged 18 to 22 with this combination of needs, for whom the proposed new service would be suitable. A further cohort of around 20 young people aged 16 or 17 have been identified who could benefit from the service in future years.  Where appropriate, for example in reducing number of potential moves, a 16/17 year old Looked After Child may also be accommodated. N/A	
Disability	Yes, this service will meet the needs of specific user groups, which may include positive inclusion of those with mental health needs.	No	Yes. The service will benefit a cohort of care leavers with complex needs that make them particularly vulnerable, these include; substance misuse, mental health needs, antisocial or challenging behaviour, offending history and	The commissioned support will be available 24/7 to meet the specific complex needs of this user group.

			vulnerability to criminal or sexual exploitation.	
Race	<i>No data available to allow analysis</i>			
Religion/ Belief / Non Belief	<i>No data available to allow analysis</i>			
Gender	<i>No data available to allow analysis</i>			
Sexual Orientation	<i>No data available to allow analysis</i>			
Pregnancy / maternity	<i>No data available to allow analysis</i>			
Marital Status	<i>No data available to allow analysis</i>			
Gender Reassignment	<i>No data available to allow analysis</i>			

## **G) Consultation**

**Please summarise the consultation(s) undertaken with stakeholders regarding this proposal**

In developing the design of the service and commissioning approach, the council has undertaken engagement with providers of specialist support and accommodation or housing management services in the wider regional and national market. This has informed in particular the approach to the proposed service.

Key stakeholders within the children and families, adult and communities and economy and place directorates have been consulted with to review the potential impact and ensure all options and the impact have been given due consideration.

## **H) Additional information and / or research**

Include here any references or other sources of data that you have used to inform this assessment.

Are there any gaps in your evidence or conclusions that make it difficult for you to quantify the potential adverse impact(s) of this proposal? If yes, please list them here

If you have identified gaps in your evidence or conclusions, how will you explore the proposal in greater depth? Or, if no further action is required, please explain why.

### **Information and research used:**

- Data from Mosaic
- Data from 16+ team





<b>Meeting:</b>	<b>Children and Young People Scrutiny Committee</b>
<b>Meeting date:</b>	<b>Monday 16 September 2019</b>
<b>Title of report:</b>	<b>Youth Justice Plan 2019 - 2020</b>
<b>Report by:</b>	<b>Cabinet member children and families</b>

## Classification

Open

## Decision type

This is not an executive decision.

## Wards affected

(All Wards);

## Purpose and summary

To review the draft Youth Justice Plan 2019/20 at appendix a, and agree for the plan to be considered by the executive.

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

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

The plan sets out how youth justice services across West Mercia are structured and resourced and identifies key actions to address identified risks to service delivery and improvement.

Under section 40 of the Crime and Disorder Act 1998, each council has a duty to produce a plan setting out how youth justice services in their area are provided and funded and how the youth offending service for the area is funded and composed, the plan is submitted to the YJB.

The plan for 2019/20 was prepared in May 2019 in line with guidance issued by the YJB. The draft plan was agreed by the West Mercia Youth Justice Service Management Board on 24<sup>th</sup> May 2019.

## Recommendation(s)

That:

- (a) **The committee determines any recommendations it wishes to make to the executive in relation to the draft Youth Justice Plan 2019/20 (appendix a).**

## Alternative options

1. There are no alternative recommendations because it is a function of the committee to make reports or recommendations to the executive on matters within the budget and policy framework of the council.
2. The Youth Justice Plan is required to be produced on an annual basis and the draft has been approved by West Mercia Youth Justice Service management board; one alternative option would be to amend the contents of the plan prior to approval being sought by full council, however the practical implications of this would be that any amendments would need to be approved by the management board, as required by the Youth Justice Plan Guidance issued on behalf of the secretary of State by the Youth justice Board for England and Wales, and by the Councils of the three other Local Authorities in West Mercia.
3. The Youth Justice Plan be recommended to full council for approval but with recommendations for the management board to consider in preparing the Youth Justice Plan for 2020/21.
4. In addition the council could choose not to endorse the adoption of the youth justice plan 2019/2020; however, this is not recommended as it is a statutory requirement for the plan to be approved by full council; therefore there are no practical alternative options.

## Key considerations

5. West Mercia Youth Justice Service is a multi-agency, multi-disciplinary service which delivers statutory youth justice services across West Mercia. Youth justice services are defined in the Crime and Disorder Act 1998, but in summary carry out joint decision making with Police for second and subsequent Youth Cautions and all Conditional Youth Cautions, provide reports and information to the Courts to aid remand and sentencing decisions, provide bail information and supervision, carry out case management of community sentences and manage and provide through care of young people receiving custodial sentences. The services are delivered from community based teams aligned to each of the four Local Authority areas. The Herefordshire team is based in Hereford.
6. The service is accountable to a management board comprising senior officers from each of the statutory youth justice partnership agencies. Herefordshire Council's management board representative is the Director for children and families.
7. The annual Youth Justice Plan sets out how the service is structured and resourced and outlines the 2019/20 improvement action plan for the service addressing the priorities agreed by the management board. A short review of 2018/19 and commentary on the service's performance against the national youth justice indicators is also provided along with some specific data on Herefordshire shown in appendix 4 of the plan and reproduced as an appendix of larger graphics (appendix 2) to this report .The key priorities for the two year period 2018/19 and 19/20 are:-



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

Actions addressing each of the priorities are also included in the delivery plan on page 9 of the plan.

- 8. The Youth Justice Service is subject to three national indicators. Performance against the indicators is outlined in the plan and actions identified to address the risks to performance improvement. The Herefordshire specific information is set out on pages 14 to 16 of the plan.
- 9. First time entrants. There were 52 in the year October 2017 to September 2018, which is a decrease of 31 from previous year when there were 85 first time entrants. This is out of 16,101 young people aged 10-17 in Herefordshire and represents less than one third of one percent of this group, approximately one in every 300. The actual numbers are therefore very small. The general trend in Herefordshire has been downward since 2012.
- 10. For the purposes of the youth justice service the indicator is expressed as the number of first time entrants to the youth justice per 100,000 youth population. This rate was 338 for

Herefordshire in the year October 2017 to September 2018, continuing a year on year reduction that sees the current rate statistically significantly lower than in 2012. The Herefordshire rate is higher than the rate for West Mercia, 294 and for England 255. Given the small numbers and expression as a rate, the comparison with West Mercia is not statistically significant, but the comparison with the rate for England is.

11. The reasons for the higher than expected rates of first time entrants in West Mercia is not fully understood, and given the very small actual numbers it is difficult to draw conclusions from individual years. HMI Probation judged that the joint decision process for out of court disposal in West Mercia is the main driver. Out of court disposals are a method of resolving offences without prosecution before the court, and include the informal disposal of community resolution and the formal Police sanctions of Youth Cautions and Youth Conditional Cautions. A revised model of joint decision making to address this issue was agreed in 2018/19 and is being implemented in 2019/20 with implementation in Herefordshire being in advance of the other 3 local authority areas.
12. The second indicator is about the use of custody, which is measured as the number of custodial sentences per 1,000 youth population. The use of custody performance for 2018 was 0.06, the same as in 2017, and is better than for West Mercia, 0.07 and England 0.32. However, due to the small numbers involved (one custodial sentence in Herefordshire in 2018), none of these differences are statistically significant.
13. The third indicator is re-offending. There are two measures which both measure re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed that young person in the cohort. The first, the frequency rate, is the average number of re-offences per offender who re-offends. The second measure is the proportion (%) of the cohort who re-offended. Due to the way the Ministry of Justice measure this indicator there is a delay in the results being published. The most recent data available for the preparation of the plan was for the cohort identified between April 2016 and March 2017, whose re-offending was tracked for 12 month period until March 2018.
14. The frequency measure for Herefordshire for this period was 3.38 offences per re-offender compared to the West Mercia and England performance of 3.23 and 3.90 respectively. The proportion of the cohort re-offending was 41.0%, not significantly different to the national rate of 40.6%. The performance range nationally for the frequency measure is 2.30 to 6.67 and the binary measure 20.2% to 63.3% placing Herefordshire in top quartile of the national performance range for the frequency measure and the second to top quartile of national performance range for the binary measure. At the Council Meeting in October 2018, it was asked if information could be provided on re-offending in the cross over period between youth offending and the early years of adulthood. Unfortunately the Youth Justice Service does not have access to data on young adult offenders and is unable to provide the analysis requested. The Head of the Youth Justice Service is investigating whether the Community Safety Partnership analysts have access to data to be able to provide the information requested. During 2018/19 the service took part in research commissioned by the West Midlands Combined Authority to identify the prevalence of adverse childhood experiences (ACEs) in young people in the youth justice system. There is a growing evidence base suggesting that young people who have experienced ACEs need to have those issues addressed before any work to prevent re-offending is likely to be effective. The service, therefore, is planning to implement trauma informed practice during 2019/10

## Community impact

15. In accordance with the adopted code of 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 sure 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 whilst still enabling efficient and effective operations and recognises that a culture and structure for scrutiny are key elements for accountable decision making, policy development and review.
16. The principal aim of the youth justice system is the prevention of offending and re-offending by children and young people. The plan sets out an action plan to address the significant risks identified.
17. The plan directly supports two Herefordshire Council corporate priorities;  
  
Enable residents to live safe, healthy and independent lives and to keep children and young people safe and give them a great start in life.
18. The plan supports the council's corporate plan priorities to keep children and young people safe and give them a great start in life; and enable residents to live safe healthy and independent lives. In addition the plan supports priority two of the council's Health and Wellbeing Strategy, in working to reduce offending, anti-social behaviour and re-offending by young people.
19. Reducing the number of first time entrants and the number of repeat young offenders in the youth justice system has been adopted as a key priority area in the Herefordshire Community Safety Partnership strategy for 2017/20 and the Youth Justice Plan directly supports this priority.

## Equality duty

20. 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.
21. 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.
22. The plan will support the council in its overall duty to promote equality. In particular, the plan makes proposals to improve the outcomes of children and young people who are in conflict

with the law, by ensuring their individual needs are assessed and assisting them in accessing services that meet their needs.

## **Resource implications**

23. The council's 2019/20 financial contribution to YOS is £189,576. This is budgeted for in the Medium Term Financial Strategy (MTFS) and is sufficient to deliver the youth justice plan.

## **Legal implications**

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

## **Risk management**

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

## **Consultees**

28. The draft will be considered by the children and young people scrutiny committee at its meeting on 16 September 2019 and their views will be made available to the cabinet member before signing off the report for publication in the Cabinet agenda.

## **Appendices**

Appendix 1 – West Mercia Youth Justice Plan 2019/20

Appendix 2 – Youth Justice Plan 2019/20 Herefordshire larger graphs

## **Background papers**

None identified



# WEST MERCIA YOUTH JUSTICE PARTNERSHIP



## YOUTH JUSTICE PLAN



# 2019/20



## Preface

Under the Crime and Disorder Act 1998 (the Act) youth offending partnerships have a statutory duty to produce an annual youth justice plan which is submitted to the Youth Justice Board for England and Wales in accordance with the directions of the Secretary of State. The purpose of the plan is to outline how statutory youth justice services, as defined in the Act, are structured, funded and delivered in the area.

All statutory youth justice services within West Mercia are delivered directly or commissioned by West Mercia Youth Justice Service.

This plan outlines the vision and priorities for West Mercia Youth Justice Service and outlines key actions to be undertaken during 2019/20.

The content and format of the plan has been informed by and prepared in accordance with the guidance within in “Youth Justice Plans: YJB Practice Note for Youth Justice Partnerships” issued on behalf of the Secretary of State by the Youth Justice Board for England and Wales in May 2019.

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## 1.0 Introduction



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

During 2018/19 the Management Board agreed a service vision and set of underlying principles. These are outlined in section 3.1 of this plan.

We adopted priorities for a two year period starting in 2018/19, so these remain the same for 2019/20. The priorities are a result of joint management board and management team workshops and were informed by a range of information and significantly the learning from a pilot inspection undertaken at the end of 17/18 which was reported on in the 2018/19 Youth Justice Plan. The priorities are based on the four themes of;

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

Service performance against the three national outcome indicators has improved over the past year. The performance in relation to the rate of young people receiving a custodial sentence has improved between 2017 and 2018 from 0.17 to 0.05 custodial sentences per 1,000 youth population, and this rate is significantly below the national rate of 0.32. The proportion of young people re-offending (cohort identified in 2016/17) is 33.4% which is significantly lower the national rate at 40.6%, and an improvement on the previous year when it was at 34.0%. The average number of re-offences per re-offender for the same cohort was 3.23, which is lower than the national rate of 3.90, and an improvement on the previous year when it was 4.38

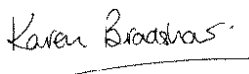
The first time entrant (FTE) rate for the period Oct 2017 to Sep 2018 is at 294 FTE per 100,000 youth population and represents a major improvement on the previous year when it was at 408, however the West Mercia rate continues to be higher than the national rate which is 250 for the same period. The Management Board agreed a revised pre-court joint decision framework during 2018/19 which will be implemented across the local policing areas during 19/20, and this should contribute to reducing the FTE rate further.

The service and management board recognise that we do not work in isolation in reducing offending by children and young people and improving the outcomes for children and young people who have entered or at risk of entering the youth justice system. The board are committed to promoting better joint work between the service and other agencies at a local level, and this will particularly be the case in tackling the emerging and growing issue of criminal exploitation and county lines type activity.

### 1.1 Approval of the Plan

This plan was approved at the West Mercia Youth Justice Service Management Board held on 24<sup>th</sup> May 2019.

Signed:



Date: 24<sup>th</sup> May 2019

**Karen Bradshaw**

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

## 2.0 Review of 2018/19

### 2.1 Service Delivery Arrangements

There have been no significant changes to the governance or service delivery arrangements during 2018/19. An additional team manager post was established during the year. The post has a lead responsibility for performance and quality improvement and the successful applicant came into post during quarter 3 of the year.

### 2.2 Review of Key Developments

The Management Board agreed four main priorities and a delivery plan for the two year period 2018 to 2020. During 18/19 the following were achieved:-

- A service vision and underlying principles were agreed
- The staff appraisal systems was re-established and appraisals undertaken
- A staff survey was undertaken
- A process for monitoring other agencies engagement in high risk panel meetings was established
- Mental health training was provided for practitioners
- A system for flagging YJS involvement in cases was implemented by West Mercia Police
- Work was initiated to give youth justice practitioners access to social care information systems
- Research on the prevalence of adverse childhood experiences and trauma in a cohort of young people in the youth justice system was completed
- The identification of named management board members to lead on the implementation of the new National Standards for Youth Justice.

### 2.3 Responses to inspections

The service was not subject to a single agency inspection during 2018/19. The service was part of a Joint Targeted Area Inspection in Shropshire on the theme of child sexual abuse in the family context.

Improvement actions for WMYJS include; providing access to the youth justice service information for the Children Services front door, better co-ordinating the provision of substance misuse interventions for young people in the youth justice system between the community drug and alcohol service and WMYJS and ensuring consent is obtained, where possible, when making referrals to the front door. There is a multi-agency improvement plan in place.

The Management Board considered the thematic inspection “Out of court disposal work in youth offending teams” in May 2018. A new framework for joint decision making for out of court disposals is being implemented in first part of 19/20 and the recommendations and findings of the thematic inspection are informing this practice development.

### 2.4 Performance

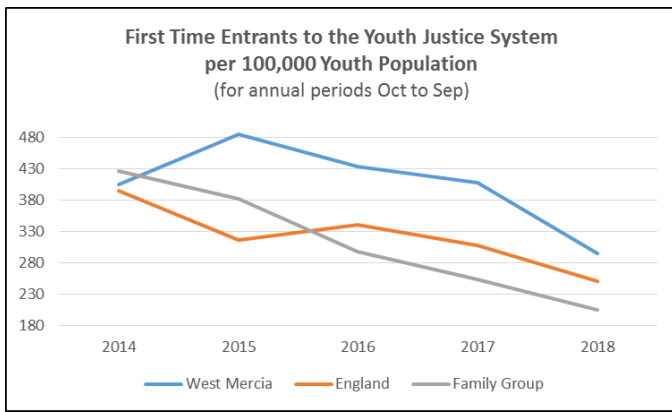
The Youth Justice Service is subject to three national outcome indicators

#### (i) First Time Entrants

This measure is expressed as the number of first time entrants (young people receiving their first formal youth justice sanction, either a caution or conviction) per 100,000 youth population within a 12 month period. The lower the number the better the performance.

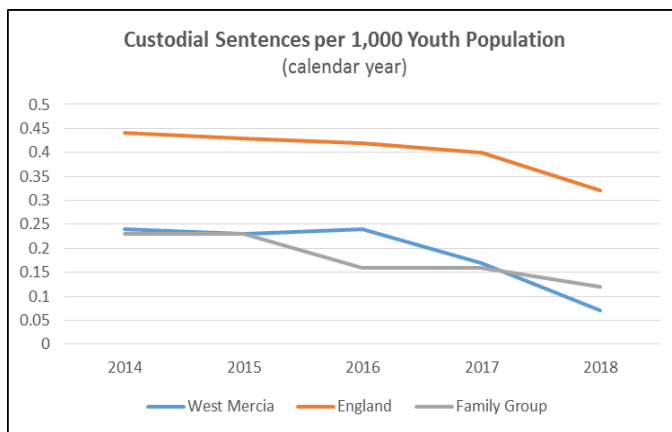
The most recent published data is for the year Oct 2017 to Sep 2018, where the West Mercia performance was 294, compared to a national performance of 250 and statistical neighbour performance of 205. Although the West Mercia rate remains higher than both the statistical neighbour and national rate, the gap between both the West Mercia rate and the other two rates has been reducing since 2017. The range of rates nationally is from 63 to 573, placing the West Mercia performance in the second to top quartile of the performance range.





Although the rate has been reducing since 2015, the service recognises that that the rate is higher than might be expected and also accepts that the out of court disposal decision joint decision arrangements in West Mercia, although meeting statutory requires, is a contributory factor. A new joint decision making framework was agreed during 2018/19, with implementation due early in 2019/20.

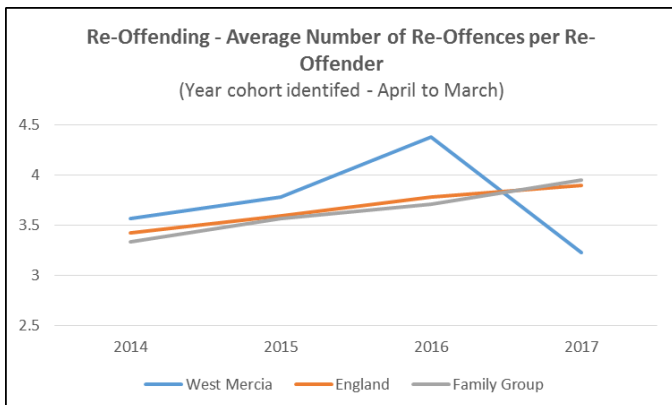
(i) Use of Custody



The use is custody indicator is expressed as the number of custodial sentences per 1,000 youth population within a 12 month period. The lower the rate the better the performance.

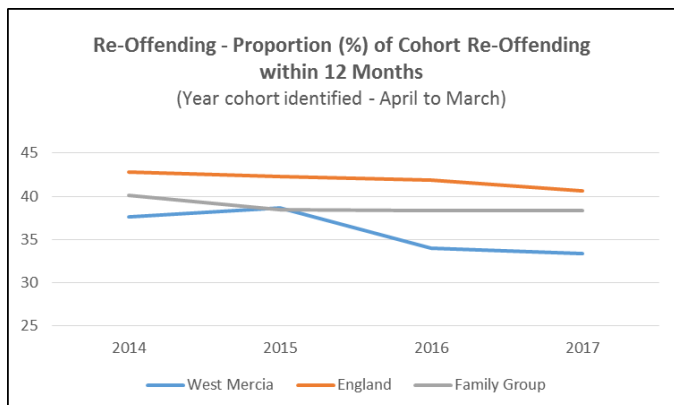
The most recently published data for this indicator is for the calendar year 2018, where the West Mercia rate was 0.07<sup>1</sup>, which compares favourably against the national rate, 0.32 and the statistical neighbour rate of 0.12. The rate has been decreasing since 2016, following three years of stability. The range of rate nationally is between 0.00 and 1.44 placing the West Mercia performance in the top quartile of the performance range.

(ii) Re-Offending



There are two measures for the re-offending indicator, both for the same cohort of offenders (all young people receiving a formal justice system disposal (caution or conviction) within a specified period of time). The cohort is then tracked for any re-offending within 12 months, the first measure (frequency measure) is the average number of re-offences per re-offender, the second measure (binary measure) is the proportion of the cohort re-offending. For both measures a lower figure denotes better performance.

<sup>1</sup> Although the YJB published rate is 0.07, there is an error in the data held nationally and rate is actually 0.05, a total of 6 custodial sentences.



The most recently published data for this indicator is for the cohort identified April 2016 to March 2017.

The frequency measure for West Mercia is 3.23, which compares favourably against the national rate of 3.90 and statistical neighbour rate of 3.95. The range of rates nationally is from 2.30 to 6.67, placing the West Mercia in the top quartile of the performance range.

The binary measure for West Mercia is 33.4%, which compares favourably against the national rate of 40.6% and the statistical neighbour rate of 38.3%. The range of rates nationally is from 20.2% to 63.3% placing West Mercia in the second to top quartile of the performance range.

## 2.5 Service User Feedback

During 2018/19 the service has used an internet based survey, Viewpoint, to capture service user feedback. Responses to some key questions from the 42 surveys completed during the first three quarters of 18/19 are outlined below:-

- 35/37 (95%) young people said that the YOT took their views seriously
- 35/35 (100%) rated the service provided to them as good or very good
- 34/35 (97%) reported being fairly treated by the service
- 25/26 (96%) young people who responded to the question said they got the help they needed to stop offending and 24/26 (92%) to make better decisions.
- 31/35 (89%) said they now knew what things were more likely to make them offend and all 31 said they realised that change was possible.
- 29/35 (83%) reported being a lot less likely to offend and 4 said they were a bit less likely

In terms of improvements to the Youth Justice Service (YJS), most young people were unable to identify anything although two thought that the upper age for YJS services should be increased and one thought there should be more reparation options for girls.

### 3.0 Youth Justice Plan 2019/20 and Risks to Future delivery against the National Outcome Measures

#### 3.1 Vision and underlying principles

During 2019/20 the West Mercia Youth Justice Service Management Board agreed a vision statement and underpinning principles for the service following a joint workshop with the service's management team and a staff consultation.

Vision:

***Together, preventing offending and improving lives***

Underlying Principles:

- *Ensure that we secure best practice, innovation and outstanding quality in all we do*
- *Reducing demand by preventing offending and effectively managing the risks posed by those who have offended*
- *Offer the best value for money by combining resources*
- *Work with victims and communities to repair harm from offending*
- *Recognising the capacity of young people to grow and develop with the right support*
- *Listen to young people's and victim's opinions and use them to shape what we do*
- *Building resilience within families and local communities*
- *Recognise the important role families play in preventing young people from getting involved in crime*
- *Grow and sustain a positive and stable workforce*

#### 3.2 Priorities 2019/20

Service priorities were agreed for the two year period 18/19 and 19/20. The priorities were informed by the service needs assessment and a pilot inspection of the service undertaken in March 2018, which was reported on in the 2018/19 Youth Justice Plan. The delivery plan supporting the priorities is in section 3.5 of this plan.

Priority 1: **Our People**

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

Priority 2: **Our Partnerships**

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

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

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

Priority 4: **Our Governance**

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

**3.3 Safeguarding**

Safeguarding remains a key area of focus for the service. WMYJS has a key role in safeguarding young people, in terms of assessing and reducing the risk of harm to young people either from their own behaviour or the actions of others and reducing the risk of harm they may pose to others. The service continues to be active members of the children safeguarding partnership arrangements in each of the local authorities and there is a S11 action plan in place.

County line type activity has been identified as an emerging and growing issue across West Mercia and the service will, through the developing pre-court joint decision making arrangements, seek to avoid the criminalisation of young people on the edges of this activity. The service will work as part of the child exploitation strategy and operation groups and the Serious Organised Crime Joint Agency Groups (SOCJAG) to address the issues of county lines type activity, organised crime group and gang activities. Serious violent crime is not a significant issue in West Mercia currently, however we recognise that this may become an emerging issue associated with serious organised crime and the service will, as a result, be developing weapon crime programmes.

**3.4 Integrated and Joint Working**

The service will continue to seek opportunities for developing further the integrated and joint working arrangements with other agencies who are delivering services to young people in or at risk of entering the youth justice system.

**3.5 Risks to the Future Delivery against the National Outcome Measures**

The current performance against the national outcome measures are contained in section 2.4 of this plan. As the section notes although the FTE rate is higher than the national rate, the most recent performance is an improvement on the previous year. Locally services to prevent young people from becoming involved in criminal activity is within the early help strategies within each local authority area. Through the planned new out of court disposal joint decision making arrangements being implemented in 2019/20 the service and Police will seek to divert young people from formal justice system disposals through the use of informal responses to their behaviour. A child first approach will be used to inform all work of WMYJS, but particularly in respect of young people at the pre-court stage of the system.

The rate of custodial sentences remains very low, at 0.07 per 1,000 population. Re-offending performance has historically been volatile but has fallen over the past three years to 33.4%. The delivery plan at section 3.5 of this plan outlines actions which will mitigate the risks against future delivery of the outcome measures, the table below summarises key actions for each outcome measure.

Outcome Measure	Performance Indicator	Risk	Key Mitigating Actions
First Time Entrants	The number of first time entrants to the youth justice system per 100,000 youth population	The current out of court disposal joint decision making process is the cause for the higher than might be expected rate of FTEs	Implementation of the agreed new joint decision making arrangements across the 5 local policing areas.
Custody	The number of custodial sentences per 1,000 youth population	Absence of a remand management strategy may lead to an increase in young people being remanded	Development of a remand management strategy
Re-Offending	(i) The average number of re-offences per re-offender (ii) The proportion of offenders (%) re-offending within 12 months	Interventions not fully supporting desistance factors	Further developing and embedding trauma informed practice Implementation of AIM3 for young people demonstrating harmful sexual behaviour Senior Practitioners leading on improving and developing key areas of practice

### 3.6 Delivery Plan 2019/20

Priority Area	OUR PEOPLE		
Sub Priority	<b>Promote in-service progression and ensure that appraisals are used effectively</b>	<b>Strengthen Staff Development Programmes</b>	<b>Improve staff morale, motivation and encourage engagement</b>
Planned Actions	1.1.1 Agree a revised appraisal process for 19/20 to ensure it is more suitable to needs of service 1.1.2 All appraisals completed within Q1/Q2 1.1.3 Confirm if able to access Police apprenticeship levy 1.1.4 Annual report on appraisal outcomes	1.2.1 Complete work on a staff learning and development framework 1.2.2 Confirm and formalise access to Local Authority training 1.2.3 Identified joint training plan LA/YJS 1.2.4 Agree training plan for 19/20	1.3.1 Deliver a staff conference including staff awards 1.3.2 Establish staff engagement group 1.3.3 Use staff survey responses to develop action plan 1.3.4 Develop staff recognition scheme
Impact	Proportion of appraisals completed Proportion of appraisal objectives met Improved proportion of positive responses to relevant questions in the staff survey		
Priority Area	OUR PARTNERSHIPS		
Sub Priority	<b>Improve multi-agency engagement at high risk and decision making meetings</b>	<b>Ensuring young people's mental health needs are met</b>	<b>Review and improve policy and practice in relation to out of court disposal decision making thereby contributing to a reduction in the number of first time entrants</b>
Planned Actions	2.1.1 Regular monitoring by the management board of agency attendance at HRPs 2.1.2 Implement a framework for assurance reporting from partners to evidence how they are actively supporting WMYJS priorities	2.2.1 Agree common core role for MH workers 2.2.2 Refresh WMYJS/CAMHS protocols in each area 2.2.3 Develop links with L&D in each area	2.3.1 Implement the agreed joint decision framework in each LPA 2.3.2 Revise and implement the OoCD assessment tool 2.3.3 Agree a joint pre-court decision making protocol with West Mercia Police
Impact	Increase in proportion of attendance/reports from other agencies to HRP Sustained or improved positive responses to relevant questions in service users feedback Reduction in FTE rate		
Priority Area	OUR PERFORMANCE AND PRACTICE		
Sub Priority	<b>Develop our quality assurance and performance framework in collaboration with our partners</b>	<b>Ensure adequate interface with Children Services information systems</b>	<b>Develop our practice and encourage innovation</b>
Planned Actions	3.1.1 Develop and implement a new performance and quality assurance framework 3.1.2 Review of Asset+ QA tool 3.1.3 Undertake National Standards readiness self assessment 3.1.4 Inspection standards self assessment	3.2.1 Implement access to ChSC systems for YJS practitioners, supported by access agreements 3.2.2 Implement access for ChSC front door/MASH to CV, supported by access agreements	3.3.1 Agree and implement role of SPs in practice development 3.3.2 Develop specification for support required to further implement and embed a trauma informed approach to practice 3.3.3 Review remand strategy 3.3.4 Develop revised resettlement framework 3.3.5 Implement AIM 3 arrangements
Impact	Sustain/improve asset plus quality Sustain/improve compliance to scaled approach requirements Reduction in re-offending Sustain or improved use of custody rate		
Priority Area	OUR GOVERNANCE		
Sub Priority	<b>Communicate our vision and priorities to our staff, partners and stakeholders</b>	<b>Develop Board Member links to WMYJS to support service development and improve engagement with staff and service users</b>	<b>Anticipate and mitigate future risks to the long term delivery of our vision</b>
Planned Actions	4.1.1 Development and implementation of a service communication plan 4.1.2 Develop and implement WMYJS website 4.1.3 Management board to implement a programme of assurance reporting	4.2.1 Identify MB lead for each National Standard area 4.2.2 Agree & implement process of MB member engagement in National Standards self assessment 4.2.3 Agree role of MB members in oversight of practice within QA framework	4.3.1 Review WMYJS Board membership and the supporting governance framework for the partnership
Impact	Improved proportion of positive responses to relevant questions in the staff survey Management board is assured that the needs of young people in or at risk of entering the youth justice system are met		

## Appendix 1

### West Mercia Youth Justice Service - Resources 2019/20

#### Income

The Youth Offending Service has a complex budget structure comprising of partner agency cash, seconded staff and in kind contributions and the Youth Justice (YOT) Grant from the Youth Justice Board for England and Wales. The table below outlines the agreed contributions for 2019/20.

Agency	Staffing Costs – Secondees (£)	Payments in kind (£)	Other Delegated Funds (3)	Total
Local Authorities <sup>2</sup>			1,179,999	1,179,999
Police Service	237,892		63,000	300,892
National Probation Service	63,033		10,000	73,033
Health	129,860		36,894	166,754
Police and Crime Commissioner			180,293	180,293
YJB – Youth Justice Grant			1,184,541	1,184,541
Other (movement from reserves)			16,261	16,261
<b>Total</b>	<b>430,789</b>		<b>2,670,988</b>	<b>3,101,773</b>

The Attendance Centres grant, £50,043, is included in the total for the YJB Youth Justice Grant in the table above. Additional staff have been recruited to the Attendance Centres in 18/19, and consideration is being given to how the work might be expanded to support the out of court disposal developments being implemented during 2019/20

#### The YJB Youth Justice (YOT) Grant

The YJB Youth Justice (YOT) Grant is provided for the provision of youth justice services with an aim of achieving the following outcomes; reducing re-offending, reducing first time entrants, reducing the use of custody, effective public protection and effective safeguarding. The grant will form part of the overall pooled partnership budget for WMYJS, which is used to deliver and support youth justice services across West Mercia. The outline draft budget for 2019/20 is provided below; the expenditure against the Youth Justice Grant is included in this budget.

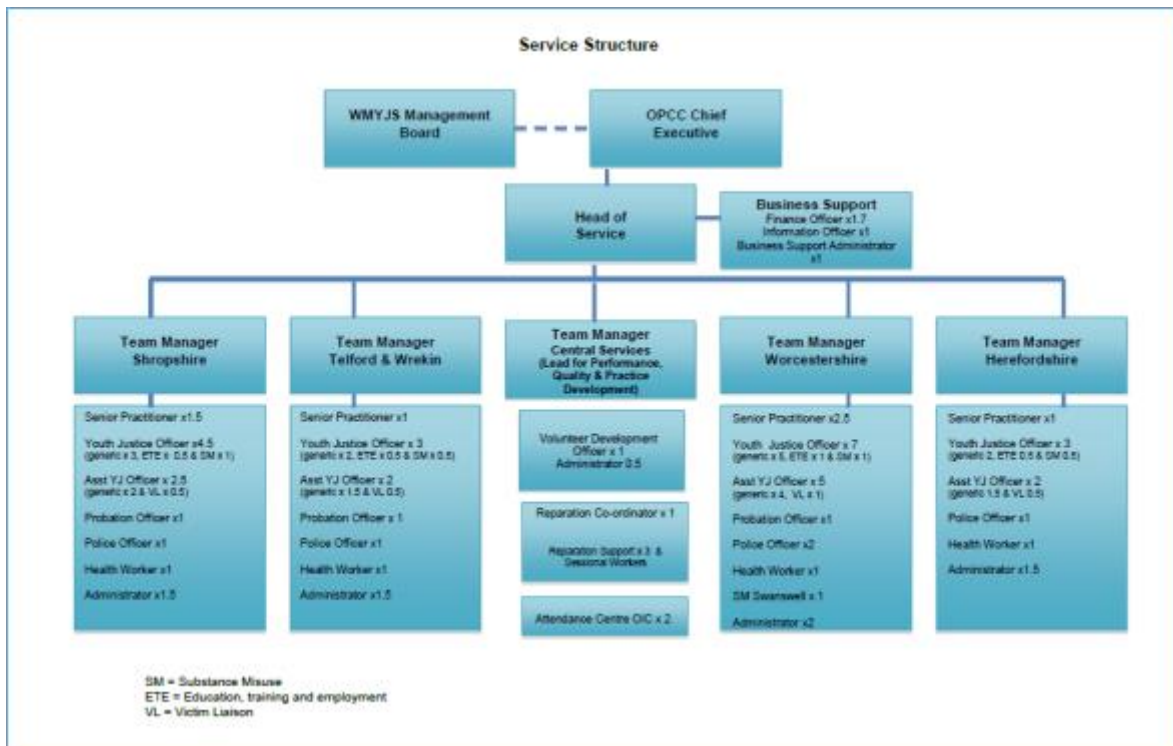
Category	Budget (£)
Employee Costs	2,058,977
Other Employee Costs	31,200
Premises	163,295
Supplies and Services	61,710
ICT	99,060
Third Party Payments	169,696
Transport	87,050
<b>TOTAL</b>	<b>2,670,988</b>

<sup>2</sup> Where YOTs cover more than one local authority area YJB Youth Justice Plan guidance requires the totality of local authority contributions to be described as a single figure.

## Appendix 2

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

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



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

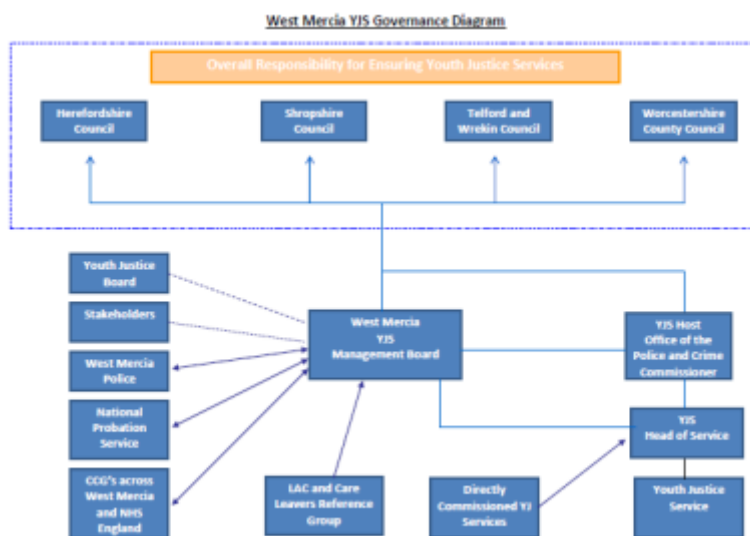
## Appendix 3

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

#### Governance

WMYJS is managed on behalf of the Local Authorities and the WMYJS partnership by the Office of the West Mercia Police and Crime Commissioner (OPCC). Day to day management of the Head of Service is provided by jointly the Chief Executive of the OPCC and the Chair of the Management Board (DCS Shropshire). The Youth Justice Service is accountable to the WMYJS Management Board and the Management Board is accountable to each of the Local Authorities for the commissioning and delivery of youth justice services.

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



The Youth Justice Service Management Board is currently chaired by the Director of Children Services for Shropshire Council. The Membership of the Board at 1st April 2019 is outlined in the table below:

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

The Management Board meets every two months and monitors the performance and quality of the service through regular reporting. Where necessary the Management Board will monitor compliance with the YJB Grant conditions through exception reports.



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

The Management Board has a process in place to ensure that cases that would have previously been notified to the YJB under the Community Safeguarding and Public Protection Incident Review process are now reported into the Management Board, and where appropriate learning reviews undertaken. This will be reviewed to investigate if other types of cases should also be included in this reporting process as part of the governance review scheduled for 2019/20.

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

### **Partnerships**

The Youth Justice Service only has one outsourced service, the provision of Appropriate Adults for young people in Police custody. The service is provided by a local voluntary sector organisation YSS.

WMYJS is a member of the four Safeguarding Children Boards and several of the board's sub groups and the Children's Trusts or equivalent partnerships and the early help strategic groups. WMYJS intends to participate in the new and developing safeguarding partnership arrangements in each of the four areas.

WMYJS is represented on the Crime and Disorder reduction partnerships at the unitary or top tier authority level. WMYJS is an active member of the West Mercia Criminal Justice Board, the West Mercia Crime Reduction Board, the West Mercia Victim and Witness Board and the MAPPA Strategic Management Board.

WMYJS is represented on the Channel Panels across West Mercia established as part of the Prevent strategy. WMYJS staff have undertaken WRAP training in 2018/19. The service are participant members of the area reducing re-offending groups and the Serious and Organised Crime Joint Agency Groups.

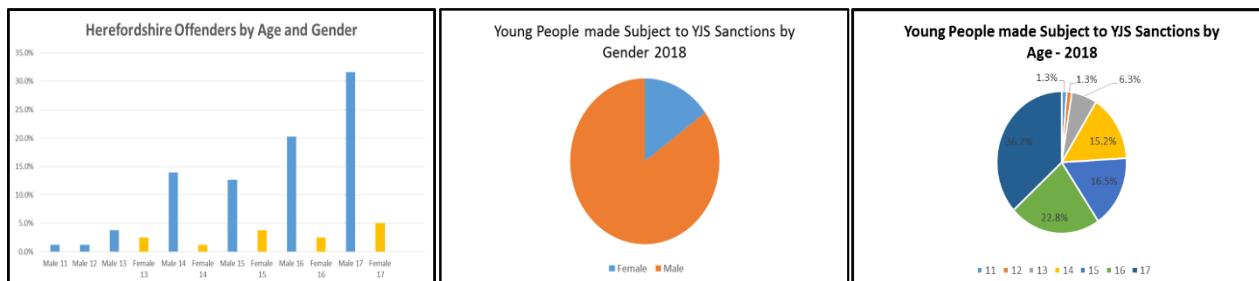
WMYJS will be developing strategic and operational links with the Liaison and Diversion schemes currently being implemented across the West Mercia area.

## Appendix 4

### Herefordshire Local Information

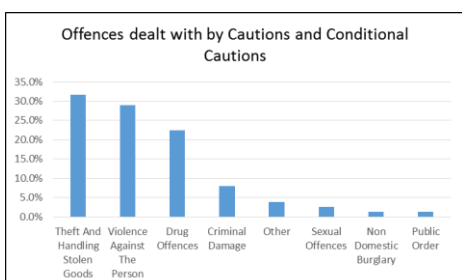
#### Youth Offending Population Overview

There are 16,434 young people aged 10 to 17 years in Herefordshire. According to WMYJS records there were 98 formal justice system sanctions<sup>3</sup> (cautions and convictions) made on Herefordshire young people during 2018. A total of 79 individual young people accounted for the 98 outcomes, 0.48% of youth population.



Of the 79 young people receiving youth justice sanctions in 2018, 67 (85%) were male. The majority, 76% were aged 15 years or more, with 17 year olds accounting for just over a third (36%) of all young people receiving a youth justice sanction. There is little difference in the peak age between the two genders, with 37% of sanctions received by young males being for 17 year olds and 33% of sanctions made on young females being for 17 year olds.

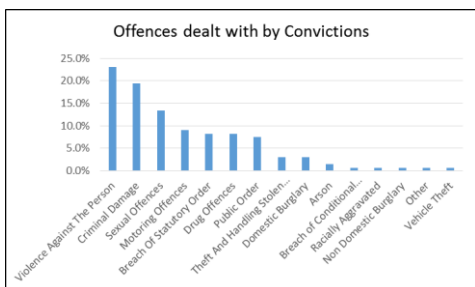
#### Youth Offending Population for Out of Court Disposals



Out of court disposals are a method of resolving offences without prosecution before the court, and include the formal Police sanctions of Youth Cautions (YC) and Youth Conditional Cautions (YCC). In 2018, according to WMYJS records, there were 61 YCs or YCCs issued for 55 individual young people for a total of 76 offences, ten of these outcomes were supported by an intervention from WMYJS.

The most commonly occurring offence was theft and handling stolen good (32%), followed by violence against the person (29%) and drug offences (22%). These three offence types accounting for 83% of all offences dealt with by cautioning.

#### Youth Offending Population for Court Disposals



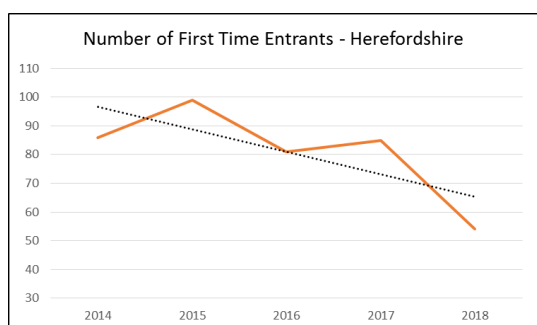
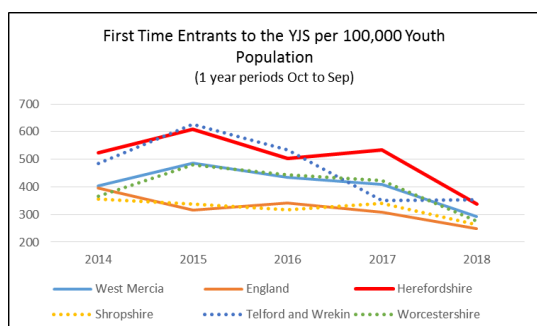
In 2018 a total of 24 individual young people received 37 court outcomes for a total of 134 offences. Court orders requiring management by WMYJS accounted for 23 (62%) of the court outcomes. The majority of young people, (92%) receiving court outcomes were aged 16 and over with 17 year olds accounting for 67%.

The most frequently occurring offence was violence against the person (23%), followed by criminal damage (19%), sexual offences (13%) and motoring offences (9%). These four offence type accounting for 64% of all offences dealt with by convictions in the court.

<sup>3</sup> Note, there will be a cohort of young people whose behaviour may be dealt with informally by the police, the data contained within this appendix is for young people made subject to formal justice system disposals only.

## Performance Against the National Indicators

### (i) First Time Entrants



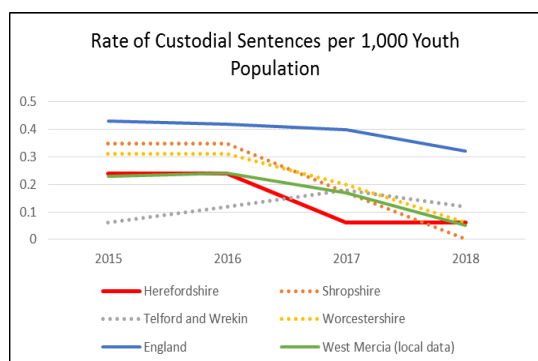
This measure is expressed as the number of first time entrants (young people receiving their first formal youth justice sanction, either a caution or conviction) per 100,000 youth population within a 12 month period. The lower the number the better the performance.

The most recent published data is for the year Oct 2017 to Sep 2018, where the Herefordshire rate was 338, compared to a national performance of 250. Although the Herefordshire rate remains higher than national rate, the gap between both the Herefordshire rate and the national rate has been reducing since 2017, when the gap between the rates was 226 compared to 88 in 2018.

The actual numbers of young people entering the youth justice system is fairly low, with only 54 young people entering the system in the period October 2017 to September 2018. Although there are variations year to year the overall trend has been downward since 2008 when 310 young people entered the youth justice system for the first time, the current number of 54 represents a reduction of 83% over the 10 year period.

The service recognises, however, that that the rate is higher than might be expected and also accepts that the out of court disposal joint decision making arrangements in West Mercia, although meeting statutory requirements, is a contributory factor. A new joint decision making framework was agreed during 2018/19, with a phased implementation due in 19/20 starting in the Herefordshire Local Policing Area.

### (ii) The Use of Custody

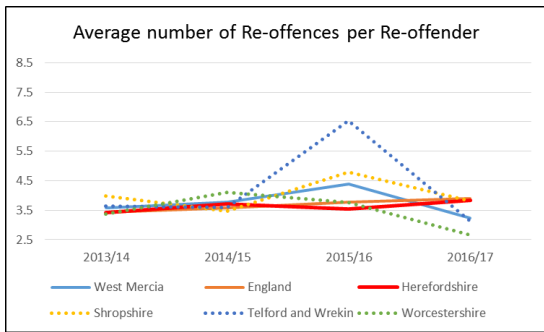


The use of custody indicator is expressed as the number of custodial sentences per 1,000 youth population within a 12 month period. The lower the rate the better the performance.

The most recently published data for this indicator is for the calendar year 2018, where the Herefordshire rate was 0.06, which compares favourably against the national rate, 0.32. The rate has been decreasing since 2015. The rate of 0.06 in Herefordshire represents one Herefordshire young person receiving a custodial sentence during 2018.

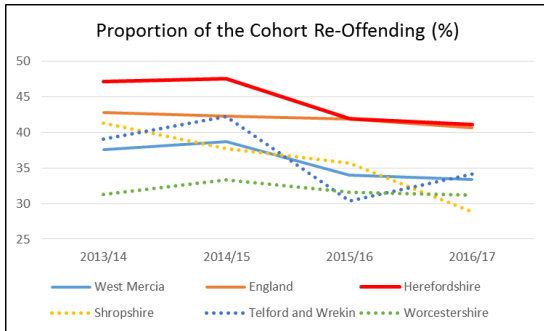
### (iii) Re-offending

There are two measures for the re-offending indicator, both for the same cohort of offenders (all young people receiving a formal justice system disposal (caution or conviction) within a specified period of time). The cohort is then tracked for any re-offending within 12 months, the first measure (frequency measure) is the average number of re-offences per re-offender, the second measure (binary measure) is the proportion of the cohort re-offending. For both measures a lower figure denotes better performance.



The most recently published data for this indicator is for the cohort identified April 2016 to March 2017.

The frequency measure for Herefordshire, 3.83, is similar to the national rate of 3.90. The range of rates nationally are from 2.30 to 6.67, placing Herefordshire in the second to top quartile of the national performance range.



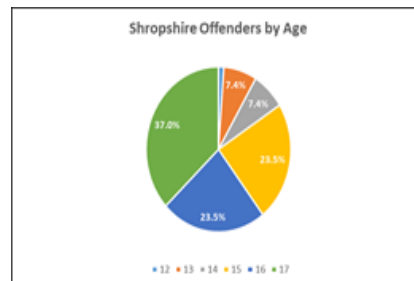
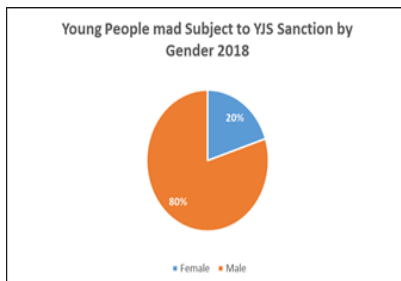
The binary measure at 41.0% is also similar to the national rate 40.6%. The range of rates nationally being from 20.2% to 63.3% which means that Herefordshire sits just within the second to top quartile of the national performance range. The binary rate in Herefordshire has been reducing since 2013/14 when it was 47.1%, representing an overall reduction of 13% in the proportion of young people re-offending over the three year period.

## Appendix 5

### Shropshire Local Information

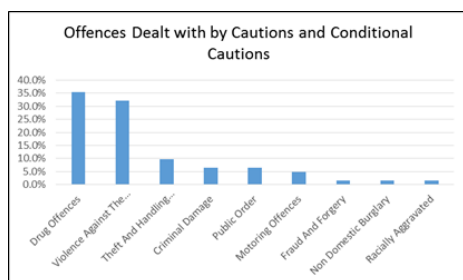
#### Youth Offending Population Overview

There are 28,588 young people aged 10 to 17 years in Shropshire. According to WMYJS records there were 96 formal justice system sanctions<sup>4</sup> (cautions and convictions) made on Shropshire young people during 2018. A total of 81 individual young people accounted for the 96 outcomes, 0.28% of youth population.



Of the 81 young people receiving youth justice sanctions in 2018, 65 (80%) were male. The majority, 84% were aged 15 years or more, with 17 year olds accounting for just under a third (30%) of all young people receiving a youth justice sanction. There is little difference in the peak age between the two genders, with 38% of sanctions received by young males being for 17 year olds and 31% of sanctions made on young females being for 17 year olds.

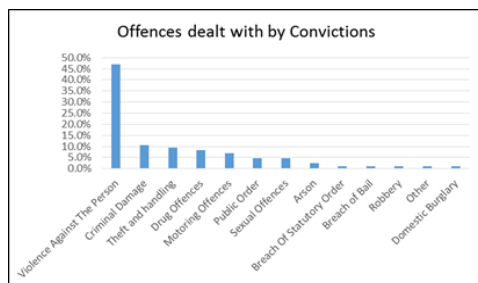
#### Youth Offending Population for Out of Court Disposals



Out of court disposals are a method of resolving offences without prosecution before the court, and include of the formal Police sanctions of Youth Cautions (YC) and Youth Conditional Cautions (YCC). In 2018, according to WMYJS records, there were 58 YCs or YCCs issued for 54 individual young people for a total of 62 offences, 21 of these outcomes were supported by an intervention from WMYJS.

The most commonly occurring offences were drug offences (35%), followed by violence against the person (32%) and theft and handling stolen goods (10%). These three offence types accounting for 77% of all offences dealt with by cautioning.

#### Youth Offending Population for Court Disposals



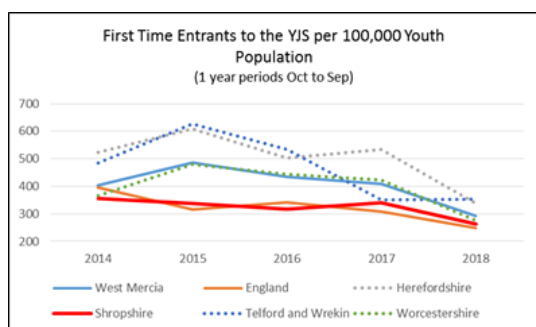
In 2018 a total of 27 individual young people received 38 court outcomes for a total of 85 offences. Court orders requiring management by WMYJS accounted for 31 (82%) of the court outcomes. The majority of young people, (78%) receiving court outcomes were aged 15 and over with 17 year olds accounting for 37%.

The most frequently occurring offence was violence against the person (47%), followed by criminal damage (11%), theft and handling (9%) and drug offences (8%). These four offence type accounting for 75% of all offences dealt with by convictions in the court.

<sup>4</sup> Note, there will be a cohort of young people whose behaviour may be dealt with informally by the police, the data contained within this appendix is for young people made subject to formal justice system disposals only.

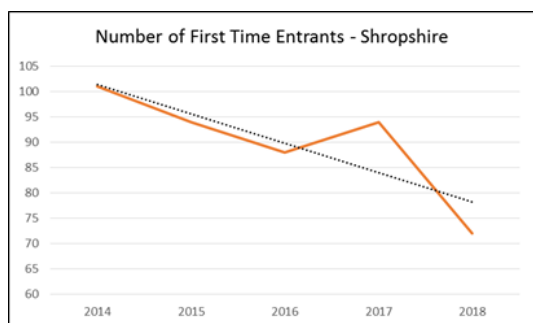
## Performance Against the National Indicators

### (i) First Time Entrants



This measure is expressed as the number of first time entrants (young people receiving their first formal youth justice sanction, either a caution or conviction) per 100,000 youth population within a 12 month period. The lower the number the better the performance.

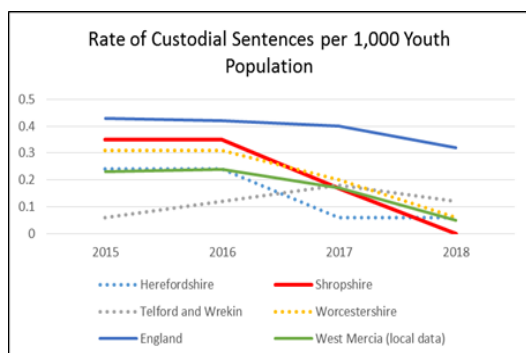
The most recent published data is for the year Oct 2017 to Sep 2018, where the Shropshire rate was 262, compared to a national performance of 250. Shropshire has the lowest rate of the four areas in West Mercia. Although the Shropshire rate is slightly higher than national rate, the rate of reduction follows a similar trend as the reduction in the national rate.



The actual numbers of young people entering the youth justice system is fairly low, with only 72 young people entering the system in the period October 2017 to September 2018. Although there are variations year to year the overall trend has been downward since 2008 when 359 young people entered the youth justice system for the first time, a reduction of 80% over the 10 year period.

The service recognises, however, that that the rates across West Mercia are higher than might be expected and also accepts that the out of court disposal joint decision making arrangements in West Mercia, although meeting statutory requirements, is a contributory factor. A new joint decision making framework was agreed with West Mercia Police during 2018/19, with a phased implementation due in 19/20.

### (ii) The Use of Custody

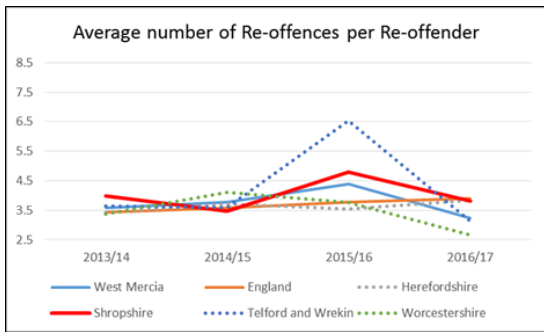


The use is custody indicator is expressed as the number of custodial sentences per 1,000 youth population within a 12 month period. The lower the rate the better the performance.

The most recently published data for this indicator is for the calendar year 2018, where the Shropshire rate was 0.00 as there were no custodial sentences on Shropshire young people in the year. The national rate was 0.32 and West Mercia rate was 0.05 for the same period.

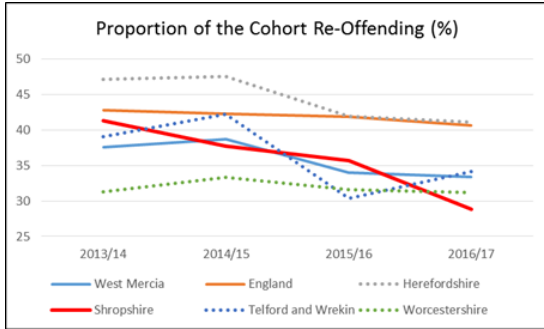
### (iii) Re-offending

There are two measures for the re-offending indicator, both for the same cohort of offenders (all young people receiving a formal justice system disposal (caution or conviction) within a specified period of time). The cohort is then tracked for any re-offending within 12 months, the first measure (frequency measure) is the average number of re-offences per re-offender, the second measure (binary measure) is the proportion of the cohort re-offending. For both measures a lower figure denotes better performance.



The most recently published data for this indicator is for the cohort identified April 2016 to March 2017.

The frequency measure for Shropshire, 3.81, is better than the national rate of 3.90. The range of rates nationally are from 2.30 to 6.67, placing Shropshire in the second to top quartile of the national performance range.



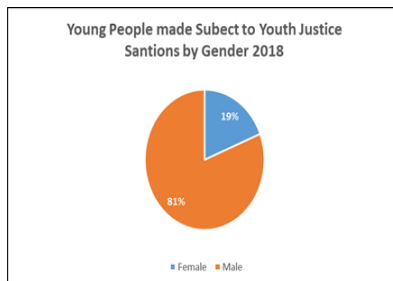
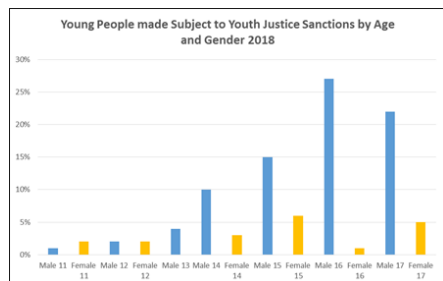
The binary measure at 28.9% is significantly better than the national rate 40.6%. The range of rates nationally being from 20.2% to 63.3% which means that Shropshire sits within the top quartile of the national performance range. The binary rate in Shropshire has been reducing since 2013/14 when it was 41.3%, representing an overall reduction of 30% in the proportion of young people re-offending over the three year period.

## Appendix 6

### Telford and Wrekin Local Information

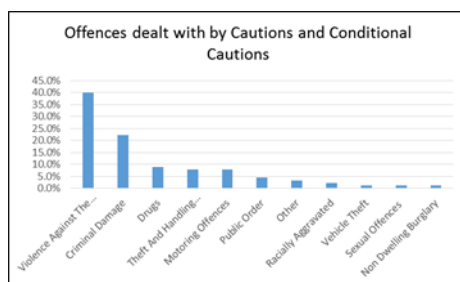
#### Youth Offending Population Overview

There are 16,578 young people aged 10 to 17 years in Telford and Wrekin. According to WMYJS records there were 120 formal justice system sanctions<sup>5</sup> (cautions and convictions) made on Telford and Wrekin young people during 2018. A total of 100 individual young people accounted for the 120 outcomes, 0.60% of youth population.



Of the 100 young people receiving youth justice sanctions in 2018, 81 (81%) were male. The majority, 76% were aged 15 years or more, with 17 year olds accounting for just over a quarter (27%) of all young people receiving a youth justice sanction. The peak age for young males was 16, with 16 year old males accounting for 33% of all males receiving sanctions, and for females, 15, with 15 year old females accounting for 32% of all females receiving a youth justice sanction.

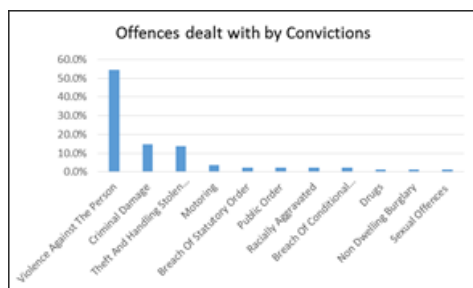
#### Youth Offending Population for Out of Court Disposals



Out of court disposals are a method of resolving offences without prosecution before the court, and include of the formal Police sanctions of Youth Cautions (YC) and Youth Conditional Cautions (YCC). In 2018, according to WMYJS records, there were 75 YCs or YCCs issued for 68 individual young people for a total of 90 offences, 13 of these outcomes were supported by an intervention from WMYJS.

The most commonly occurring offence was violence against the person (40%), followed by criminal damage (22%) and drug offences (9%). These three offence types accounting for 71% of all offences dealt with by cautioning.

#### Youth Offending Population for Court Disposals



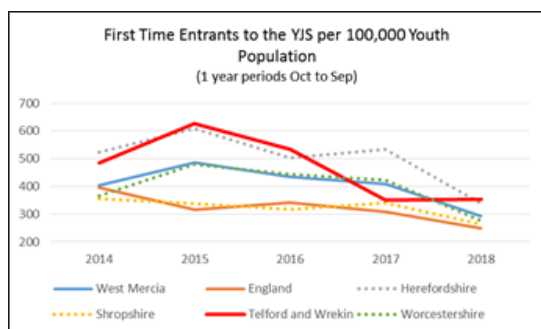
In 2018 a total of 32 individual young people received 45 court outcomes for a total of 90 offences. Court orders requiring management by WMYJS accounted for 32 (71%) of the court outcomes. The majority of young people, (69%) receiving court outcomes were aged 16 and over with 17 year olds accounting for 38%. The most frequently occurring offence was violence against the person (54%), followed by criminal damage (15%) and theft and handling stolen goods (14%). These three offence types accounting for 83% of all offences dealt with by convictions in the court.

<sup>5</sup> Note, there will be a cohort of young people whose behaviour may be dealt with informally by the police, the data contained within this appendix is for young people made subject to formal justice system disposals only.



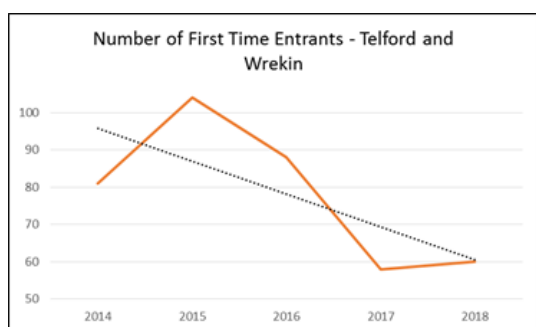
## Performance Against the National Indicators

### (i) First Time Entrants



This measure is expressed as the number of first time entrants (young people receiving their first formal youth justice sanction, either a caution or conviction) per 100,000 youth population within a 12 month period. The lower the number the better the performance.

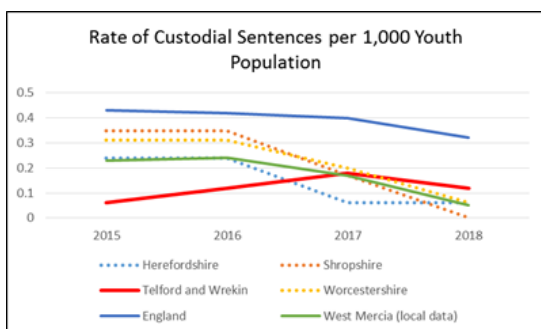
The most recent published data is for the year Oct 2017 to Sep 2018, where the Telford and Wrekin rate was 353, compared to a national performance of 250. Although the Telford and Wrekin rate in 2018 is slightly higher than the previous year when it was 350, the overall trend since 2015 is downward.



The actual numbers of young people entering the youth justice system is fairly low, with only 60 young people (58 in the previous year) entering the system for the first in the period October 2017 to September 2018. Although there are variations year to year the overall trend has been downward since 2008 when 382 young people entered the youth justice system for the first time, a reduction of 84% over the 10 year period.

The service recognises, however, that that the rate is higher than might be expected and also accepts that the out of court disposal joint decision making arrangements in West Mercia, although meeting statutory requirements, is a contributory factor. A new joint decision making framework was agreed during 2018/19, with a phased implementation due in 19/20.

### (ii) The Use of Custody

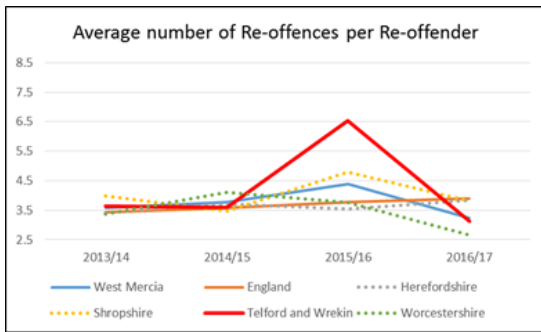


The use is custody indicator is expressed as the number of custodial sentences per 1,000 youth population within a 12 month period. The lower the rate the better the performance.

The most recently published data for this indicator is for the calendar year 2018, where the Telford and Wrekin rate was 0.12, which compares favourably against the national rate, 0.32. The rate has decreased from the previous year when it was 0.18. The rate of 0.12 in Telford and Wrekin represents two Telford and Wrekin young people receiving a custodial sentence during 2018.

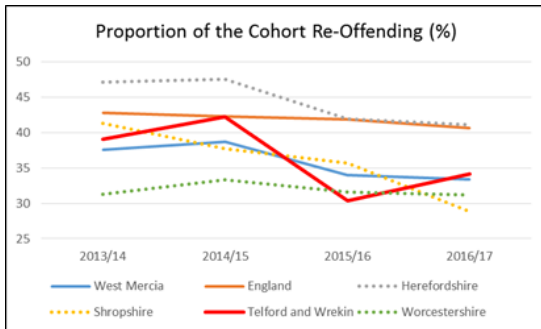
### (iii) Re-offending

There are two measures for the re-offending indicator, both for the same cohort of offenders (all young people receiving a formal justice system disposal (caution or conviction) within a specified period of time). The cohort is then tracked for any re-offending within 12 months, the first measure (frequency measure) is the average number of re-offences per re-offender, the second measure (binary measure) is the proportion of the cohort re-offending. For both measures a lower figure denotes better performance.



The most recently published data for this indicator is for the cohort identified April 2016 to March 2017.

The frequency measure for Telford and Wrekin, 3.12, is better than the national rate of 3.90. The range of rates nationally are from 2.30 to 6.67, placing Telford and Wrekin in the second to top quartile of the national performance range.



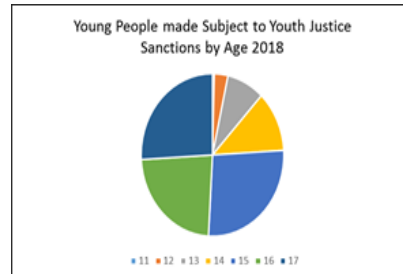
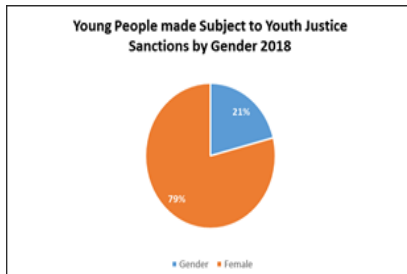
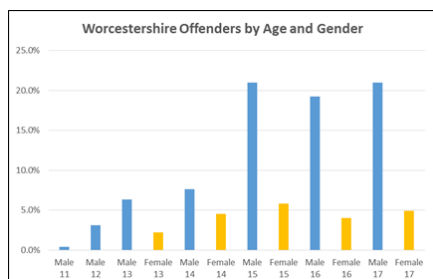
The binary measure at 34.2% is significantly better than the national rate 40.6%. The range of rates nationally being from 20.2% to 63.3% which means that Telford and Wrekin sits within the second to top quartile of the national performance range. Although the binary rate has risen slightly from the previous year, the overall trend has been reducing rate since 2014/15 where it was at 42.2%

## Appendix 7

### Worcestershire Local Information

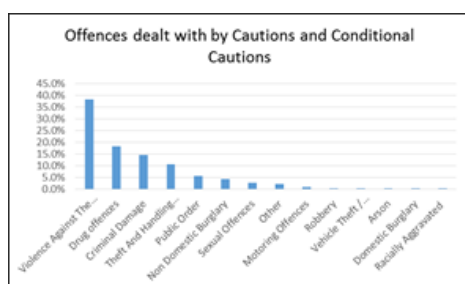
#### Youth Offending Population Overview

There are 51,282 young people aged 10 to 17 years in Worcestershire. According to WMYJS records there were 282 formal justice system sanctions<sup>6</sup> (cautions and convictions) made on Worcestershire young people during 2018. A total of 224 individual young people accounted for the 282 outcomes, 0.44% of youth population.



Of the 224 young people receiving youth justice sanctions in 2018, 176 (79%) were male. The majority, 76% were aged 15 years or more, with 17 year olds accounting for just over a quarter (26%) of all young people receiving a youth justice sanction. There is little difference in the peak age between the two genders, with 27% of sanctions received by young males for both those aged 15 and aged 17 and 27% of sanctions received by young females by those aged 15 and 23% on those aged 17.

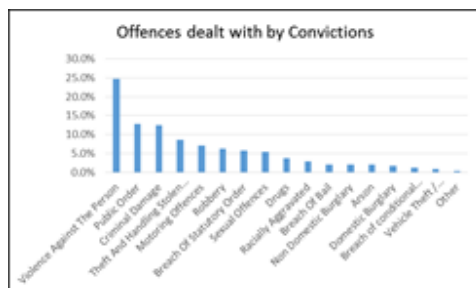
#### Youth Offending Population for Out of Court Disposals



Out of court disposals are a method of resolving offences without prosecution before the court, and include of the formal Police sanctions of Youth Cautions (YC) and Youth Conditional Cautions (YCC). In 2018, according to WMYJS records, there were 171 YCs or YCCs issued for 155 individual young people for a total of 214 offences, 47 of these outcomes were supported by an intervention from WMYJS.

The most commonly occurring offence was violence against the person (38%), followed by drug offences (18%), criminal damage (15%) and theft and handling stolen goods (10%). These four offence types accounting for 81% of all offences dealt with by cautioning.

#### Youth Offending Population for Court Disposals



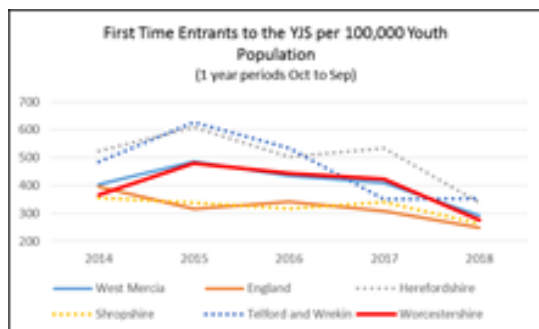
In 2018 a total of 69 individual young people received 111 court outcomes for a total of 242 offences. Court orders requiring management by WMYJS accounted for 90 (81%) of the court outcomes. The majority of young people, (90%) receiving court outcomes were aged 15 and over with 17 year olds accounting for 30%.

The most frequently occurring offence was violence against the person (25%), followed by public order (12%), criminal damage (12%) and theft and handling stolen goods (9%). These four offence type accounting for 58% of all offences dealt with by convictions in the court.

<sup>6</sup> Note, there will be a cohort of young people whose behaviour may be dealt with informally by the police, the data contained within this appendix is for young people made subject to formal justice system disposals only.

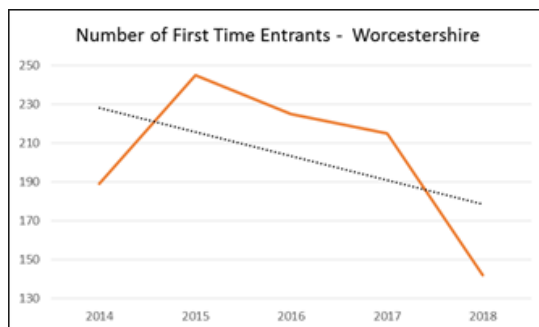
## Performance Against the National Indicators

### (i) First Time Entrants



This measure is expressed as the number of first time entrants (young people receiving their first formal youth justice sanction, either a caution or conviction) per 100,000 youth population within a 12 month period. The lower the number the better the performance.

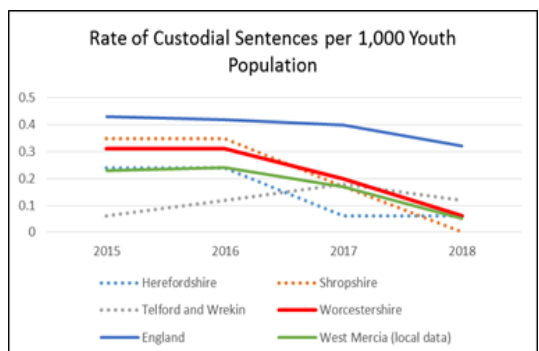
The most recent published data is for the year Oct 2017 to Sep 2018, where the Worcestershire rate was 277, compared to a national performance of 250. Although the Worcestershire rate remains higher than national rate, the gap between the Worcestershire rate and the national rate has been reducing since 2015, when the gap between the rates was 164 compared to 27 in 2018.



The actual numbers of young people entering the youth justice system is fairly low, with only 142 young people entering the system in the period October 2017 to September 2018. Although there are variations year to year the overall trend has been downward since 2008 when 777 young people entered the youth justice system for the first time, representing a reduction of 82% over the 10 year period.

The service recognises, however, that that the rate is higher than might be expected and also accepts that the out of court disposal joint decision making arrangements in West Mercia, although meeting statutory requirements, is a contributory factor. A new joint decision making framework was agreed during 2018/19, with a phased implementation due in 19/20.

### (ii) The Use of Custody

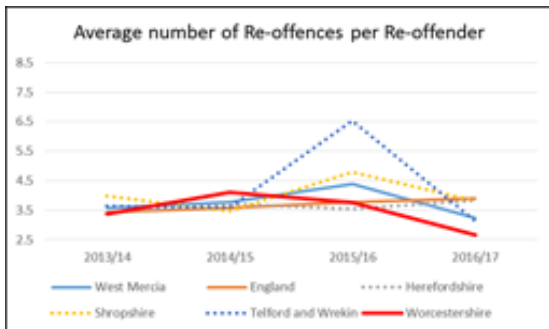


The use is custody indicator is expressed as the number of custodial sentences per 1,000 youth population within a 12 month period. The lower the rate the better the performance.

The most recently published data for this indicator is for the calendar year 2018, where the Worcestershire rate was 0.06, which compares favourably against the national rate, 0.32. The rate has been decreasing since 2015. The rate of 0.06 in Worcestershire represents three Worcestershire young people receiving a custodial sentence during 2018.

### (iii) Re-offending

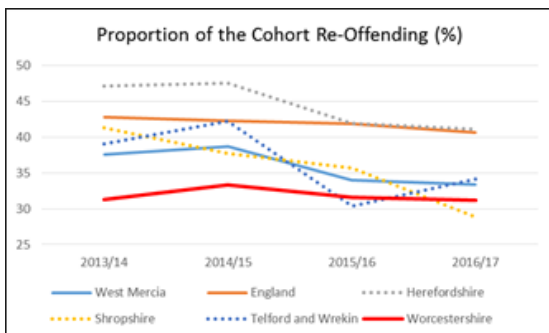
There are two measures for the re-offending indicator, both for the same cohort of offenders (all young people receiving a formal justice system disposal (caution or conviction) within a specified period of time). The cohort is then tracked for any re-offending within 12 months, the first measure (frequency measure) is the average number of re-offences per re-offender, the second measure (binary measure) is the proportion of the cohort re-offending. For both measures a lower figure denotes better performance.



The most recently published data for this indicator is for the cohort identified April 2016 to March 2017.

The frequency measure for Worcestershire, 2.65, is better than the national rate of 3.90. The range of rates nationally are from 2.30 to 6.67, placing Worcestershire in the top quartile of the national performance range.

The binary measure at 31.2% is also better than the national rate 40.6%. The range of rates nationally being from 20.2% to 63.3% which means that Worcestershire sits within the second to top quartile of the national performance range. The binary rate in Worcestershire has returned to the same level as in 2013/14 following a rise to 33.3% in 14/15.



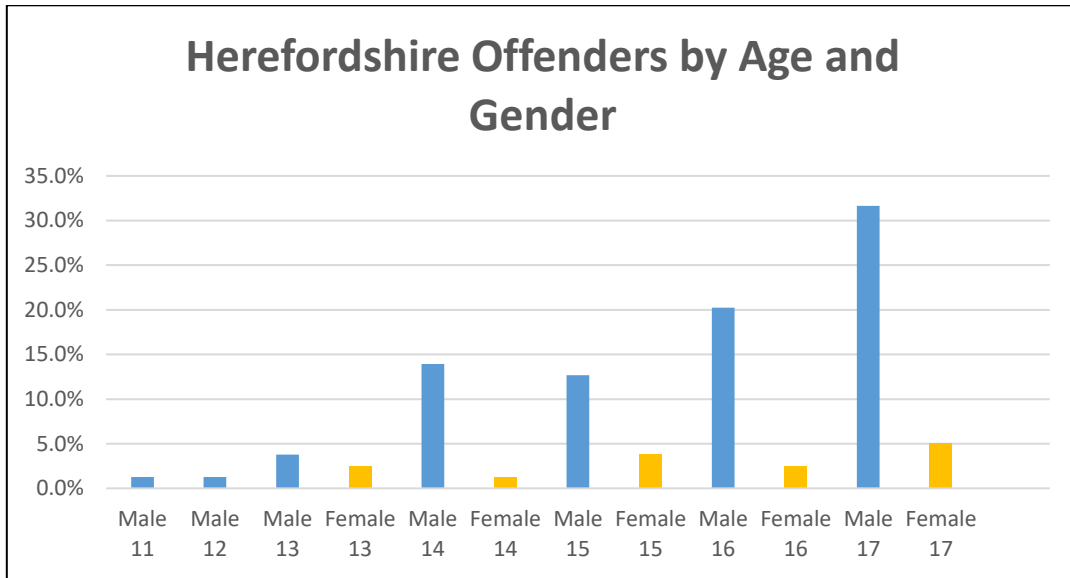


**West Mercia Youth Justice Plan 2019/20**  
**Herefordshire Local Information (Appendix 4)**

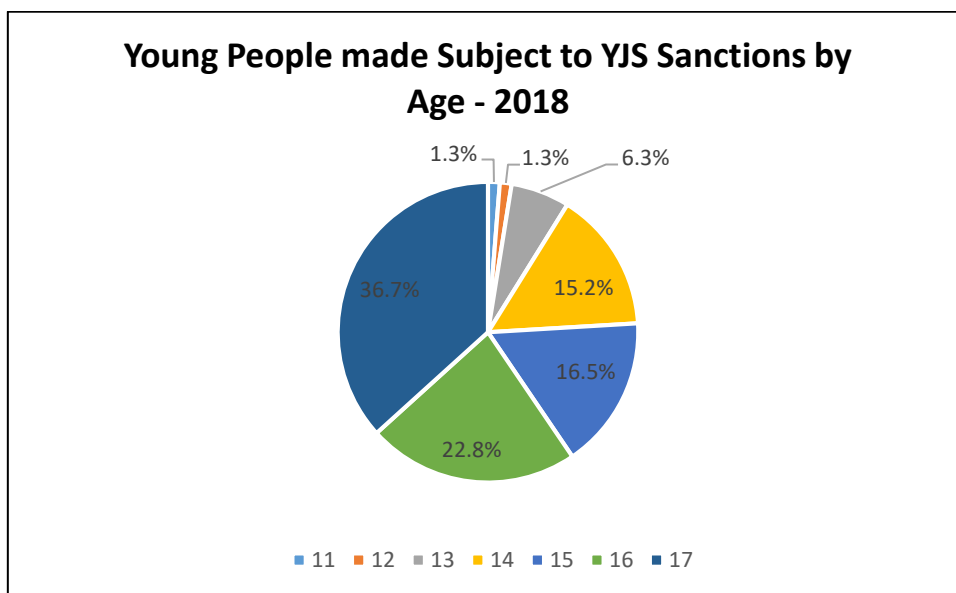
**Graphs – Reproduced on a Larger Scale**

For an explanation of these graphs and charts please refer to appendix 4 of the 2019/20 West Mercia Youth Justice Plan – Herefordshire Local Information

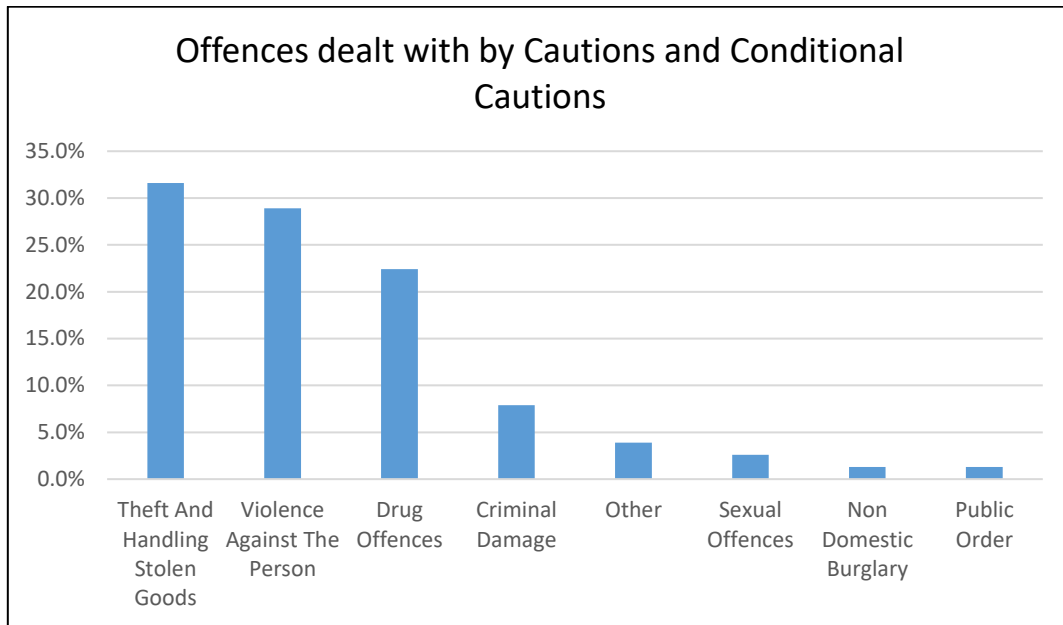
**(i) Young people receiving youth justice sanctions 2018 by age and gender**



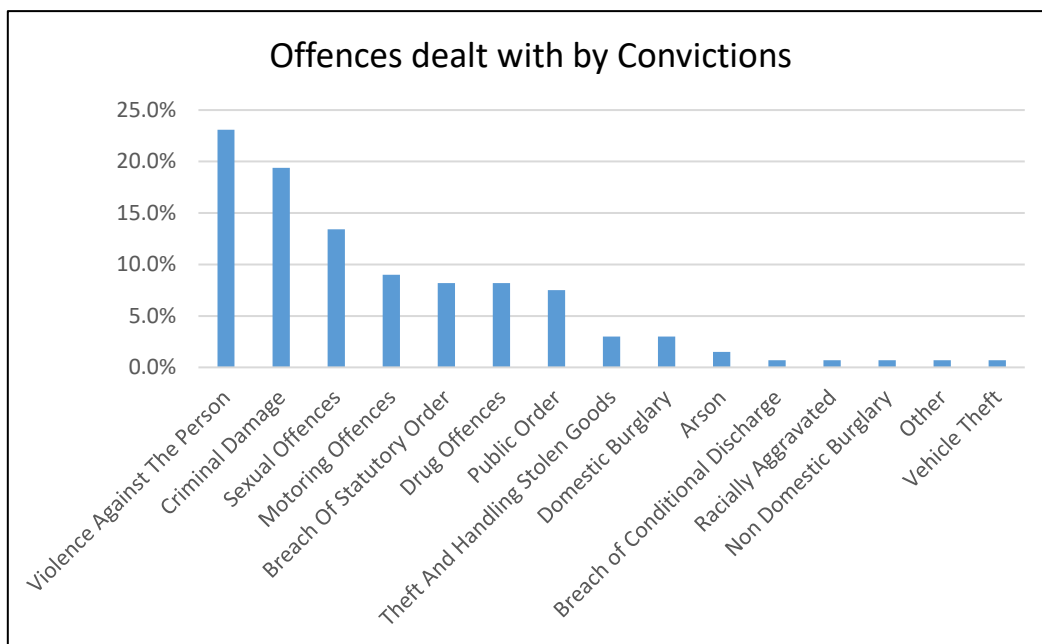
**(ii) Young people receiving youth justice sanctions by age 2018**



**(iii) Offences Dealt with by Cautions and Conditional Cautions 2018**

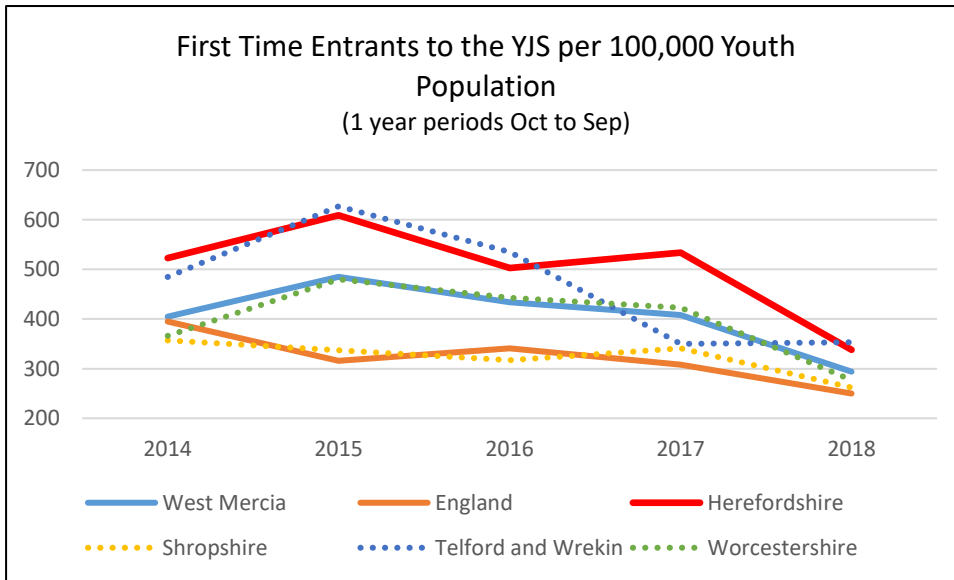


**(iv) Offences Dealt with by Convictions 2018**

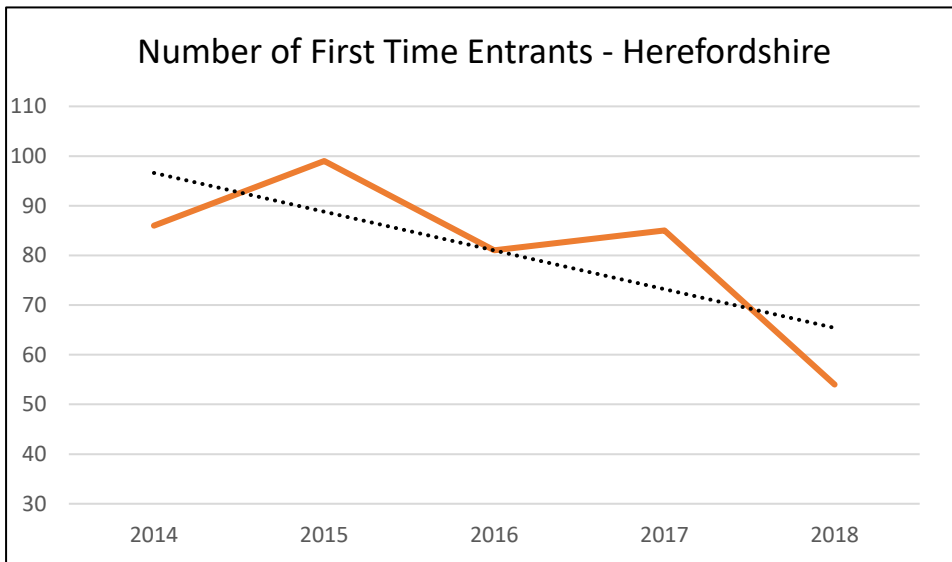




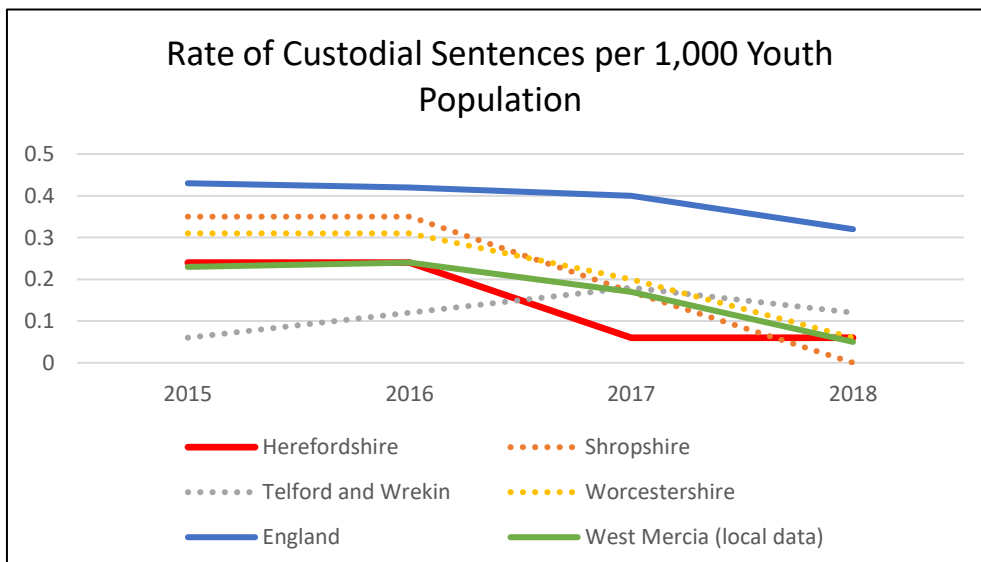
**(v) Herefordshire First Time Entrants to the Youth Justice System per 100,000 youth population**



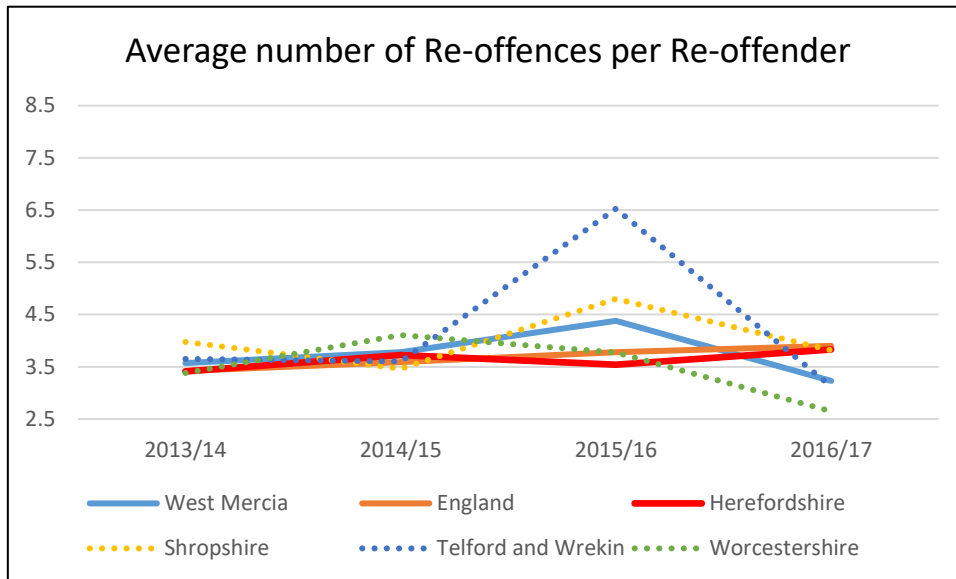
**(vi) Number of Herefordshire First Time Entrants to the Youth Justice System**



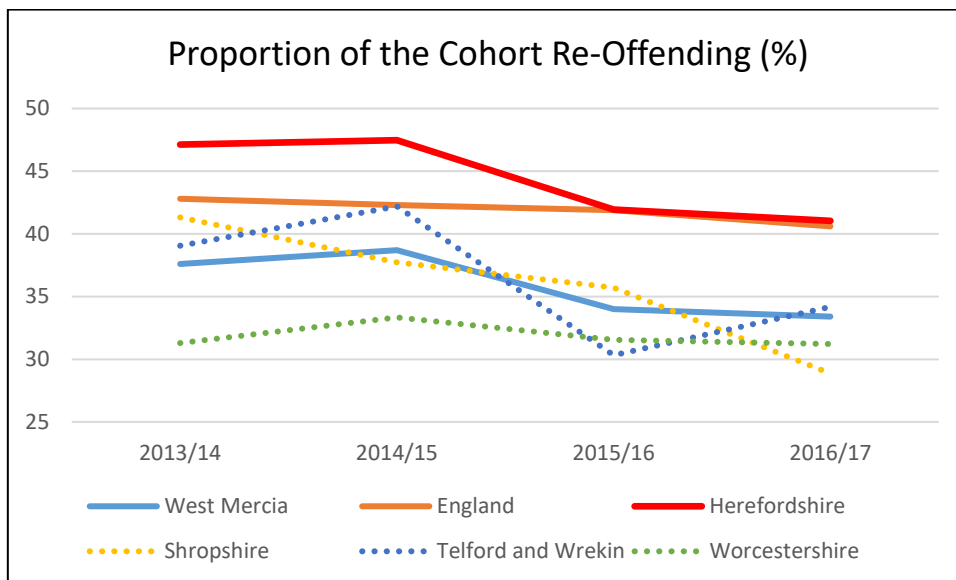
**(vii) The use of custodial sentences**



**(viii) Re-Offending – the Average Number of Re-offenders Re-offending**



**(ix) Re-offending – Proportion of the Cohort Re-Offending**





<b>Meeting:</b>	<b>Children and young people scrutiny committee</b>
<b>Meeting date:</b>	<b>Monday 16 September 2019</b>
<b>Title of report:</b>	<b>Work programme 2019 - 2020</b>
<b>Report by:</b>	<b>Democratic Services Officer</b>

## Classification

Open

## Decision type

This is not an executive decision

## Wards affected

(All Wards);

## Purpose and summary

To review the committee's work programme 2019/20, note the executive responses to task and finish groups undertaken in 2018/19 and agree terms of reference for proposed task and finish groups in 2019/20.

The attached work programme was agreed at the meeting of the committee on 15 July; there have been no additions or deletions to the programme since this meeting.

## Recommendation(s)

That:

THAT:

- (a) the committee reviews the 2019/20 work programme at appendix a and the responses to the recommendations arising from the SEND Provision, PRU Referrals and Court Judgements reviews (at appendices b to d) and determines any additional items of business or topics for inclusion in the work programme;
- (b) the committee approves the draft terms of reference (appendix e) for the peer on peer abuse in schools spotlight review, its membership (including any co-optees) and the appointment of a chairperson ; and
- (c) the committee approves the draft terms of reference (appendix f) for the child

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Further information on the subject of this report is available from  
Matthew Evans, Tel: 01432 383690, email: Matthew.Evans@herefordshire.gov.uk

## **exploitation task and finish group, its membership (including any co-optees) and the appointment of a chairperson**

### **Alternative options**

1. It is for the committee to determine its work programme to reflect the priorities facing Herefordshire. The committee needs to be selective and ensure that the work programme is focused, realistic and deliverable within existing resources. The committee needs to develop a manageable work programme to ensure that scrutiny is focused, effective and produces clear outcomes. Those topics selected on the work programme and proposals for a spotlight review and task and finish group should reflect issues of current importance facing children's services at Herefordshire council.

### **Key considerations**

#### **Work Programme**

2. The work programme needs to focus on the key issues of concern and be manageable allowing for urgent items or matters that have been called-in. Should committee members become aware of any issue they think should be considered by the committee they are invited to discuss the matter with the chairperson and the statutory scrutiny officer. The current version of the work programme is attached as appendix a.
3. Three task and finish groups reported recommendations to the meeting of the children and young people scrutiny committee at its meeting on 8 March 2019. The three task and finish groups concerned: special education needs and disability (SEND) provision; pupil referral units (PRU) referrals; and court judgements relating to children and families. The draft executive responses to these recommendations are contained in appendices b – d for the committee to review. Please note the executive responses have been published in the public domain ahead of cabinet member decision, currently scheduled for 10 September.

#### **Constitutional Matters**

#### **Task and Finish Groups**

4. A scrutiny committee may appoint a task and finish group for any scrutiny activity within the committee's agreed work programme. A committee may determine to undertake a task and finish activity itself as a spotlight review where such an activity may be undertaken in a single session; the procedure rules relating to task and finish groups will apply in these circumstances but the review is likely to be attended by all members of the committee and chaired by the chairperson.
5. The scrutiny committee will approve the scope of the activity to be undertaken by a task and finish group, the membership, chairperson, timeframe, desired outcomes and what will not be included in the work. A task and finish group will be composed of a least 2 members of the committee, other councillors (nominees have been sought from group leaders and will be presented at the meeting) and may include, as appropriate, co-opted people with specialist knowledge or expertise to support the task. The committee will appoint the chairperson of a task and finish group.
6. The committee is asked to determine matters relating to the convening of a task and finish group including the scope of the review to be undertaken, the chairperson, membership, timeframe, desired outcomes, what will not be included in the review and whether to co-opt

any non-voting members to the group. Such co-optees would consist of individuals with valuable skills and experience that would assist a task and finish group to undertake a review (see below).

7. At its previous meeting on 15 July 2019 the committee requested the convening of a spotlight review concerning peer on peer abuse in schools and a task and finish group relating to child exploitation. Draft scopes for the peer on peer abuse in schools spotlight review (appendix e) and the child exploitation task and finish group (appendix f) are attached to this report. The committee is asked to consider and agree the scopes in appendices e and f which contain details of the timeframe, desired outcomes and what will not be included in the work. In addition the committee is asked to appoint a chairperson to the child exploitation task and finish group and agree its membership, including whether to co-opt any non-voting people.

### **Co-option**

8. A scrutiny committee may co-opt a maximum of two non-voting people as and when required, for example for a particular meeting or to join a task and finish group. Any such co-optees will be agreed by the committee having reference to the agreed workplan and/or task and finish group membership.
9. The Committee is asked to consider whether it wishes to exercise this power in respect of any matters in the work programme.

### **Tracking of recommendations made by the committee**

10. A schedule of recommendations in the current administrative council term is appended to this report as appendix g.

### **Forward plan**

11. The constitution states that scrutiny committees should consider the forward plan as the chief source of information regarding forthcoming key decisions. Forthcoming key decisions are available publically under the forthcoming decisions link on the council's website, as below:

<http://councillors.herefordshire.gov.uk/mgDelegatedDecisions.aspx?&RP=0&K=0&DM=0&HD=0&DS=1&Next=true&H=1&META=mgforthcomingdecisions&V=1>

### **Suggestions for scrutiny from members of the public**

12. Suggestions for scrutiny are invited from members of the public through the council's website, accessible through the link below. There have been no suggestions for scrutiny received from members of the public since the previous meeting of the committee.

[https://www.herefordshire.gov.uk/info/200148/your\\_council/61/get\\_involved/4](https://www.herefordshire.gov.uk/info/200148/your_council/61/get_involved/4),

## **Community impact**

13. In accordance with the adopted code of corporate governance, Herefordshire Council is committed to promoting a positive working culture that accepts, and encourages constructive challenge, and recognises that a culture and structure for scrutiny are key elements for accountable decision making, policy development, and review. Topics selected for scrutiny should have regard to what matters to residents.

14. The items for scrutiny contained on the work programme and the scoping documents proposed for the spotlight review and task and finish will allow the committee to make recommendations to the executive to improve services for children in Herefordshire. The committee intends that through the making of recommendations (subject to acceptance by the executive) it contributes to priorities in the corporate plan to: keep children and young people safe and give them a great start in life; and secure better services, quality of life and value for money. Recommendations arising from the spotlight review and task and finish group will include a consideration as to how improvements can be made to the safeguarding of children and how to advance the role of the council as a corporate parent.

## **Equality duty**

15. 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.
16. The scoping documents for the spotlight review and the task and finish group propose inquires which will produce recommendations for the executive to consider and respond to. The response of the executive will need to give due regard to the council's public sector equality duty.

## **Resource implications**

17. The costs of the work of the committee will have to be met within existing resources. It should be noted the costs of running scrutiny can be subject to an assessment to support appropriate processes.
18. The councillors' allowance scheme contains provision for co-opted and other non-elected members to claim travel, subsistence and dependant carer's allowances on the same basis as members of the council. If the committee agrees that co-optees should be included in the membership of the task and finish group or the spotlight review they will be entitled to claim allowances.

## **Legal implications**

19. The council is required to deliver a scrutiny function. The development of a work programme which is focused and reflects those priorities facing Herefordshire will assist the committee and the council to deliver a scrutiny function.
20. The Scrutiny Rules in Part 4 Section 5 of the Council's constitution provide for the setting of a work programme, the reporting of recommendations to the executive and the establishment of task and finish groups, as below.

21. Paragraph 4.5.28 of the constitution explains that the scrutiny committee is responsible for setting its own work programmes. In setting its work programme a scrutiny committee shall have regard to the resources (including officer time) available.
22. In accordance with the Scrutiny Rules and specifically paragraph 4.5.44 of Herefordshire Council's constitution, a report containing the recommendations of a scrutiny committee following a review or investigation should be submitted to the chief executive to arrange for consideration by the executive. Under paragraph 4.5.50 (and section 9FE of Schedule 2 of the Localism Act 2000) the scrutiny committee should be notified of the response of the executive and the authority within two months of the receipt of a scrutiny report. The recommendations arising from the three task and finish groups outlined in paragraph 7 above were sent to the chief executive on 2 April 2019. Due to the local elections which took place on 2 May 2019 and the change of administration at the Council it was not possible to arrange the production of a response to the scrutiny committee until August 2019. This is the first meeting of the scrutiny committee where it has been possible to receive the responses of the executive to the three task and finish groups.
23. Under section 4.5.10 of the constitution A scrutiny committee may appoint a task and finish group for any scrutiny activity within the committee's agreed work programme. A committee may determine to undertake a task and finish activity itself as a spotlight review where such an activity may be undertaken in a single session; the procedure rules relating to task and finish groups will apply in these circumstances. The relevant scrutiny committee will approve the scope of the activity to be undertaken, the membership, chairperson, timeframe, desired outcomes and what will not be included in the work. It will be a matter for the task and finish group to determine lines of questioning, witnesses (from the council or wider community) and evidence requirements.

## Risk management

24.

Risk / opportunity	Mitigation
There is a reputational risk to the council if the scrutiny function does not operate effectively.	The arrangements for the development of the work programme should help mitigate this risk.
There is a reputational risk to the council if the spotlight review and task and finish group do not produce recommendations.	The draft scoping documents for the spotlight review and task and finish group provide a structure and process to facilitate the production of cogent recommendations.

## Consultees

25. The work programme is reviewed at every committee meeting and during business planning meetings between the Chairperson, Vice Chairperson and Statutory Scrutiny Officer. The work programme attached at appendix a has been discussed at a work programming session of the scrutiny committees on 6 June 2019 and was agreed by the committee at its last meeting on 15 July 2019.

26. The child exploitation task and finish group includes a community safety element to its remit. Statutory community safety and policing scrutiny powers are contained within the functions of the general scrutiny committee therefore the chairperson of the general scrutiny committee has been approached to suggest a representative of the committee to sit on the group.

## Appendices

- Appendix a – Work Programme 2019/20
- Appendix b – Draft response to outcomes and recommendations of the SEND Provision task and finish group
- Appendix c – Draft response to outcomes and recommendations of the PRU Referrals task and finish group
- Appendix d – Draft response to outcomes and recommendations of court judgements relating to children and families task and finish group
- Appendix e – Draft scoping document for peer on peer abuse in schools spotlight review
- Appendix f – Draft scoping document for child exploitation task and finish group
- Appendix g – Recommendation tracker 2019/20

## Background papers

None identified.



## Children and Young People Scrutiny Committee

16 September 2019

### Work Programme 2019/20

Meeting date: 15 July 2019– 1.00 p.m.		Despatch: 5 July	
Item	Description	Report Author	Form of Scrutiny*
Corporate Parenting Strategy – annual report	To consider the updated action plan to the corporate parenting strategy and receive a performance report against the objectives.	Gill Cox	Performance review
Adoption Service and Fostering Service annual reports	To receive the annual reports from the adoption and fostering services and consider the outcomes and recommendations. To make recommendations to the cabinet member on the operation of the services during 2019/20.	Gill Cox	Performance review
Work Programme 2019/20	To agree the schedule of business for the children and young people scrutiny committee for 2019/20.	Matthew Evans	
<b>Briefing notes</b>	<p>Update on the Herefordshire Children and Young People Mental Health and Emotional Wellbeing Transformation Plan 2015 – 2020 - CCG</p> <p>New Safeguarding Monitoring Arrangements – To receive details of proposed safeguarding monitoring arrangements (replacing the HSCB in Herefordshire under new legislative provisions.</p> <p>Outcome of internal audit review of section 20 arrangements and processes.</p>	<p>CCG</p> <p>Liz Elgar</p> <p>Internal Audit</p>	

Meeting date: 16 September 2019 – 10.15 a.m.		Despatch: 6 September	
Accommodation based support service for care leavers	To undertake pre-decision scrutiny of the cabinet decision for an accommodation based support service for care leavers with complex needs.	Amy Whiles/Ewen Archibald	Pre-decision call-in
Review of performance and progress against the Safeguarding and Family Support improvement plan 2019/20	To review progress against the improvement plan produced in response to the Ofsted Inspection of Local Authority Children's Services (ILACS) inspection judgement of June 2018 and the subsequent Safeguarding and Family Support division improvement plan 2019 / 2020.	Liz Elgar	Performance Review
Youth Justice Plan	To endorse the Youth Justice Plan 2019/20 for approval by full Council and consider whether there are any comments the committee would wish to make that would inform the production of the Plan for 2020/21.	Keith Barham	Pre-decision call in of Policy Framework Item
<b>Briefing notes</b>	Multiagency panel relating to looked after children mental health services.  Introduction of the care leavers' covenant.  Supported housing for young people project referral levels.	Gill Cox  Gill Cox  Gill Cox	
Meeting date: 25 November 2019 – 10.15 a.m.		Despatch: 15 November	
Update on looked after children cost reduction	Updates concerning performance against the LAC reduction savings proposal.	Liz Elgar	Performance Review
Budget and Medium Term Financial Strategy (MTFS)	To seek the views of the committee on the draft medium term financial strategy (MTFS) 2017-21 and the budget proposals for 2019-20 relating to Children and Families.	Andrew Lovegrove, Audrey Clements	Pre-decision call-in/Policy review and development
Young Carers Service	To consider an update report on progress with the implementation of the young carers service. To involve evidence from Young Carers.	Nicky Turvey, Richard Watson	Performance review

Meeting date: 20 January 2020 – <b>10.15 a.m.</b>		Despatch: 10 January	
Review of performance and progress against the Safeguarding and Family Support improvement plan 2019/20	To review progress against the improvement plan produced in response to the Ofsted Inspection of Local Authority Children’s Services (ILACS) inspection judgement of June 2018 and the subsequent Safeguarding and Family Support division improvement plan 2019 / 2020.  To include an update on work with West Mercia Police regarding referrals to the Multi-agency safeguarding hub.	Liz Elgar	Performance Review
School Examination Performance	To consider school performance of summer 2018 and make recommendations to cabinet on how the effectiveness of the school improvement framework and strategy could be enhanced.		Performance review
Meeting date: 16 March 2020 – <b>10.15 a.m.</b>		Despatch: 6 March	

- Business to allocate in 2019/20**
- Early Help Strategy – policy review and development item
  - Child Exploitation – task and finish group (**scoping document to meeting – 16/9**)
  - Peer on peer sexual abuse – Spotlight Review (**autumn 2019 – scoping document to meeting – 16/9**)
  - Elective Home Education (EHE) – Spotlight Review

\* *Pre-decision call-in, Performance review, Policy review and development*



**Summary of recommendations to the executive and executive responses [SEND Provision]**

<b>Recommendation No. 1</b>	<b><u>Accessibility Plans</u></b>			
	<b>That the executive includes the updating of the Local Authority Accessibility Plan as a priority in the Children with Disabilities Strategic Action Plan 2019-2020.</b>			
<b>Executive Response</b>	The Executive accepts this recommendation in part.  The Executive accepts the need to finalise and publish the updated Accessibility Plan within the 2019-20 cycle. It does not accept the need for this to be included in the new SEND Strategic Action Plan (formerly CWD strategic Action Plan) as this captures new development work rather than the final completion and sign off of an item that was recorded in the previous plan.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
To finalise and update the Accessibility Plan	Team Leader for Physical and Sensory Services	March 2020	Accessibility Plan agreed and in place	

	<b><u>Information to parents following initial assessment of SEND and tell us once approach</u></b>			
<b>Recommendation No. 2 (i)</b>	<b>That the executive investigates further methods to emphasise and promote co-production to parents in initial correspondence and at the family conversation.</b>			
<b>Executive Response</b>	The Executive accepts this recommendation in full. Work has already commenced with the Herefordshire Parent Carer Voice on the re-modelling of the family conversation.			
<b>Recommendation No. 2 (ii)</b>	<b>That the executive investigates the establishment of a ‘tell us once’ approach and explore methods for greater access to information for practitioners in the SEND sector when working with parents and carers.</b>			
<b>Executive Response</b>	The Executive accepts this recommendation in full.			

A tell us once approach has been a feature of the last CWD strategic Action Plan. In an attempt to establish the 'tell us once' approach, a trial was conducted for 'link working' as described in the Early Support guidance but this was dropped as the main benefit to families was on matters such as benefit advice rather than a lack of join up between professionals as had been intended. The Wiki me (a family held information record) is the current vehicle for developing this approach as it leaves families 'in control'.				
Action	Owner	By When	Target/Success Criteria	Progress
Work is completed on the remodelling of the family conversation	Interim SEN Manager	Dec 2019	Parent Carer Voice agree that family conversation process is fit for purpose	
Work on Wiki me development continues to achieve a 'critical mass' to ensure sustainability	SEND Partnership Officer	March 2021	The number of users is sustainable	

	<b><u>Advice, Support and Communication</u></b>
<b>Recommendation No. 3 (i)</b>	<b>That the executive investigates accessible and user-friendly forms of communication, including videos and webinars, to raise the awareness of parents and carers of SEND legislation, rights and responsibilities.</b>
<b>Executive Response</b>	The Executive accepts this recommendation in full. The executive accepts this recommendation in full and will incorporate it into ongoing development of the SEND Local Offer.
<b>Recommendation No. 3 (ii)</b>	<b>That the executive examines examples of best practice at other local authorities to communicate SEND legislation, rights and responsibilities to parents and carers.</b>
<b>Executive Response</b>	The Executive accepts this recommendation in full. The officer responsible has already reviewed a range of Local Offer sites from other local areas. We will continue to look at examples from other areas.

Action	Owner	By When	Target/Success Criteria	Progress
Continue to look at examples of Local Offer web pages that are recognised as good.	SEND Partnership Officer	April 2020	Examples of high quality are identified	
Local Offer continues to be updated and includes easy read materials, uses video and other media to improve the accessibility of the information in conjunction with the parent carer forum.	SEND Partnership Officer	April 2020	Improved views on Local Offer from parents and carers	

	<b><u>Quality of assessments, consistency of identification and SEND type</u></b>
<b>Recommendation No. 4 (i)</b>	<b>That the executive ensures that over-identification is raised in appropriate forums such as the SENCO Conference and Head Teacher Groups.</b>
<b>Executive Response</b>	The Executive accepts this recommendation.  Recent figures show that the percentage of the school population identified as SEND is reducing (4% lower) following conversations with schools by the Education, Skills and Development Division of Children and families. This work will continue until Herefordshire is in line with the England average
<b>Recommendation No.4 (ii)</b>	<b>That the executive investigates methods to challenge schools which use the 'other' category in the schools census relating to type of SEND.</b>
<b>Executive Response</b>	The Executive accepts this recommendation in full and would like recent work recognised.  The use of 'other' has also reduced dramatically following some excellent work by the schools performance team. This needs to be reviewed to see if any further work is required.

Action	Owner	By When	Target/Success Criteria	Progress
Conversations with schools regarding accurate identification of SEND are continued through SENCO network meetings and Head teacher meetings.	Head of Additional Needs	Dec 2020	Proportion of the population identified is at national average	

	<b><u>Guidance on meeting SEND through an appropriate and proportionate range of interventions</u></b>			
<b>Recommendation No. 5 (i)</b>	<b>That the executive expedites the finalising of the graduated response document which identifies the most effective approaches to address different types of SEND.</b>			
<b>Executive Response</b>	This recommendation is accepted in full. The Herefordshire Graduated Response document is ready for publication			
<b>Recommendation No. 5 (ii)</b>	<b>That the executive undertakes additional measures to publicise to local schools the current consultation relating to the graduated response.</b>			
<b>Executive Response</b>	This recommendation is accepted in full. A second round of school consultation where schools were encouraged to respond has taken place			
<b>Recommendation No. 5 (iii)</b>	<b>That, on completion, the executive should ensure that the graduated response document is added to the Local Offer/WISH and should ask local schools to add a link to the graduated response to their websites.</b>			
<b>Executive Response</b>	This recommendation is accepted in full. The Herefordshire Graduated Response document will be launched in September 2019 and published on the Local Offer/WISH.			



Action	Owner	By When	Target/Success Criteria	Progress
Herefordshire Graduated Response document is launched and published on the Local Offer/WISH	Principal Educational Psychologist	September 2019	Document published and circulated	

<b>Recommendation No. 6</b>	<b><u>Dispute resolution in joint commissioning arrangements</u></b>			
	<b>That the executive and Herefordshire CCG expedite the completion and introduction of a dispute resolution process as required by Section 26 of the Children and Families Act 2014.</b>			
<b>Executive Response</b>	The Executive accepts this recommendation and agrees that a formal, written dispute resolution process needs to be written.			
Action	Owner	By When	Target/Success Criteria	Progress
A formal, written dispute resolution process is written	Children's Joint Commissioning Manager	December 2019	Process agreed between Council & CCG	

<b>Recommendation No. 7 (i)</b>	<b><u>Areas of deprivation and SEND identification</u></b>			
	<b>That the executive:</b>			
	<ul style="list-style-type: none"> <li>• examines trends relating of the identification of SEND in deprived areas (e.g. by child deprivation indicators, type of need etc);</li> <li>• determines any contributory factors, including socio-economic, towards higher levels in such areas; and,</li> <li>• investigates how early help and other preventative services can assist.</li> </ul>			

<b>Executive Response</b>	The Executive accepts the recommendation in full. The Executive will review the data on the link between socio-economic factors and SEND. It is also keen to extend this to examine the link between SEND, Early Help and Social care interventions.			
<b>Recommendation No.7 (ii)</b>	<b>That the executive supports and promotes the use of early intervention services in areas of relative deprivation to assist in the identification of SEND and the raising of awareness of services and eligibility.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation in full. The Early Help teams will receive additional training in the identification of SEND to support them in their assessment			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
To produce a map of SEND need across Herefordshire and to consider the resulting information it provides	Manager of the Education Performance team	April 2020	Map produced and results analysed	
Early Help teams will receive additional training in the identification of SEND to support them in their assessment	SEN Manager	April 2020	Training delivered	

	<b><u>SEND Information, Advice and Support Service (SENDIASS)</u></b>			
<b>Recommendation No. 8 (i)</b>	<b>That the executive encourages all schools, services and elected members to promote the profile of SENDIASS.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation in full to promote the role of SENDIASS, which can be done alongside raising the profile of SEND overall			
<b>Recommendation No. 8 (ii)</b>	<b>That the executive works with the service to further develop guidance relating to the family conversation to ensure that it is an effective and useful tool for parents/carers, which also provides an overview of the 'emotional journey' families were likely to undertake.</b>			

<b>Executive Response</b>	The Executive accepts the recommendation to work with SENDIASS on the Family Conversation Document			
<b>Recommendation No. 8 (iii)</b>	<b>That the executive investigates potential sources of sustainable funding for SENDIASS to ensure the service was able to make long-term development plans.</b>			
<b>Executive Response</b>	<p>The Executive accepts the recommendation. The executive accepts that, after a period of interim arrangements, the service now needs to be developed on a more long-term and stable footing. The intention will be to embed the current partnership arrangement with Worcestershire County Council.</p> <p>With regard to funding, the core level of per head of population resource in Herefordshire already compares well to other areas. However, the executive accepts that the service should, where ever possible, benefit from additional grant funding opportunities that can further enhance and sustain its support for SEND children and their families.</p>			
<b>Recommendation No. 8 (iv)</b>	<b>That the executive arranges an all-member seminar to focus on the role of SENDIASS, to be provided as part of broader training.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation to arrange an all member seminar with a focus on the work of SENDIASS.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
i. Promote SENDIASS via council & schools e-bulletins	Manager of SENDIASS	September 2019	Articles published	
ii. Additional Needs Service involves SENDIASS in ongoing development of family conversation guidance	Head of Additional Needs	March 2020	Guidance reviewed and updated	
iii. Enter into long-term relationship with Worcestershire County Council to ensure sustainable development	Children's Joint Commissioning Manager	January 2020	Council decision taken & new service level agreement reached	

iv. Bid for central government funding opportunities that may arise	Manager of SENDIASS	Ongoing	Grant funding secured	
v. SEND and SENDIASS overview to be offered at all-member seminar	Manager Democratic Services	December 2019	Overview delivered	

<b>Recommendation No. 9</b>	<b><u>Engagement with the Parent Carer Voice</u></b>				
	<b>That the executive engages with the Parent Carer Voice to co-produce a planned schedule of engagement between the group and selected councillors.</b>				
<b>Executive Response</b>	This recommendation is accepted and will be built into the 2019-20 SEND Strategic Action Plan.				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	
To develop an agreed programme of co-production and collaboration in relation to the SEND Strategic Action Plan assisted by 'Contact'	Chair of Herefordshire Parent Carer Voice and SEND Partnership Officer	Oct 2019	Programme agreed and understood by all		

<b>Recommendation No. 10</b>	<b><u>EHC Plan advice</u></b>				
	<b>That the executive investigates the provision of training to practitioners in other services/agencies to understand and apply accurately the threshold for statutory assessment that may lead to an EHC Plan.</b>				
<b>Executive Response</b>	The Executive accepts the recommendation and agrees to continue a rolling programme of training to practitioners for all statutory agencies. The following have been trained in the past 12 months:-				

	<ul style="list-style-type: none"> <li>• Children's Social Care Managers</li> <li>• Wye Valley Health Trust staff</li> <li>• Adult Social care team managers</li> <li>• The following are planned:</li> <li>• CAMHS staff</li> <li>• Therapy Staff (Wye Valley Staff)</li> </ul>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
To continue to offer training to different groups of staff regarding the SEN system, what the threshold for an EHC Plan and what constitutes good advice from professionals that will contribute to an EHC Plan	SEN Manager	Dec 2021	All relevant groups trained.	

	<b><u>Multi agency attendance at annual reviews of EHC Plans</u></b>			
<b>Recommendation No. 11</b>	<b>That the executive considers methods to increase the attendance of and input from multi-agency partners in annual reviews of EHC Plans.</b>			
<b>Executive Response</b>	<p>The Executive accepts the need to consider attendance at annual reviews.</p> <p>It should be stressed that attendance of all partners is not always necessary or possible at Annual Reviews. The key aspect is that the relevant information is provided two weeks in advance of the review in order to allow the school or setting to circulate information which in turn allows parents or carers to read and understand the information.</p> <p>The first action is to establish evidence of current patterns of attendance and input from different agencies through sampling of review documentation.</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
A 'dip sample' of annual reviews is conducted to determine the proportion of reviews where appropriate information is provided and by which agencies	SEN Manager	Dec 2019	A baseline picture is established	

<b>Recommendation No. 12 (i)</b>	<p style="text-align: center;"><b><u>SEND Continuous Professional Development</u></b></p> <p><b>(i) That the executive allocates funding to a comprehensive programme of Continuous Professional Development (CPD) relating to SEND for schools, early years and further education settings in Herefordshire.</b></p>
<b>Executive Response</b>	<p>The executive accepts the recommendation in full although the following explains the view of a 'comprehensive' CPD offer:-</p> <p>The responsibility for CPD in educational settings lies with the setting itself and most local areas have moved away centrally funding large programmes of CPD. There is a national expectation that resource exists in school budgets and through teaching schools. Schools are responsible for identifying their training needs around SEND. However, it does that there are some priority areas that need the executive to 'pump prime' in order that they attain sufficient profile. Therefore the following are identified as priorities:-</p> <p>The Executive has recently agreed to fund autism training to all schools and other settings across the County. This is an ambitious programme in its own right and was identified as a priority in the Herefordshire Autism Strategy to train professionals from across all statutory agencies. This is also something that has gained national profile through the Autism Act.</p> <p>£800k has been allocated from the dedicated schools grant by the Herefordshire Schools Forum to the solid roots initiative which focuses on training practitioners to deliver parenting programmes and speech and language activity. The parenting programmes are aimed at addressing some aspects of social, emotional and mental health needs (SEMH) needs.</p> <p>The Executive also recognises that it needs to ensure that schools know where they can access training on SEND. There is an existing and comprehensive network of support through which educational settings can access support and training. As part of this, settings can access training from the physical and sensory teams (on hearing impairment, visual impairment and physical disabilities), from Hampton Dene Primary on autism through their autism resource base and on behaviour management and manual handling from the Behaviour Support Team. Our special schools will also provide CPD to mainstream settings upon request. There are also a number of other independent providers of training operating in Herefordshire and these are identified on the Local Offer.</p> <p>The Council works with the Marlbrook Teaching School to offer SENCO Network meetings and the annual SENCO Conference which form another component of the existing CPD Offer.</p>

<b>Recommendation No. 12 (ii)</b>	<b>That the executive investigates the professional development for the early years phase and the potential for training to be rolled out to all private/voluntary sector and school nurseries. The group also recommends that the executive investigates the completion of EHC Plans in nursery settings for children between the ages 2-4.</b>			
<b>Executive Response</b>	<p>The Executive accepts the recommendation</p> <p>There is a longstanding programme of Council-run CPD offered to all EY settings through network meetings. SEND is part of this programme. This is reviewed regularly to ensure it meets the needs of EY providers and the children they work with. It is intended that autism awareness training will also be provided for EY practitioners.</p> <p>An investigation into why more 2-4 year olds do not have their EHC Plans written at an early stage has already been conducted. This concluded that for many very young children, it was preferable to see if their development eliminated any delay or difficulty being experienced initially. It is also important that sufficient assessment information is gathered in an educational context in order to produce a meaningful plan following a 20 week process. This does not mean that resource cannot be accessed without an EHC Plan and where parents have concerns about this approach, this can be discussed with the SEN Team.</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
1. Autism training delivered across the county	Head of Additional Needs and EY SEND Manager	Dec 2022	<p>80% of Herefordshire's schools and FE colleges engage in the training</p> <p>80% of Herefordshire's EY settings have a representative trained</p>	
2. Solid Roots programme successfully delivered	Public Health Consultant	April 2021	Programme delivered as planned	

3. SENCO Conference to be delivered as a collaboration between Council and Marlbrook Teaching School	Head of Additional Needs	July 2020	Event planned and takes place	
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<b>Recommendation No. 13</b>	<b><u>Multi-agency mapping and child-centred team</u></b>			
	<b>That the executive investigates a multi-agency approach to the creation of a map of need across Herefordshire and to work with partner organisations to consider child-centred virtual teams to tackle the identified needs.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation.  It will attempt to map need across the County and will consider the idea of 'virtual teams' if the analysis from the mapping suggests there would be a benefit in implementing the idea.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
To produce a map of SEND need across Herefordshire and to consider the resulting information it provides	Manager of the Education Performance team	April 2020	Map produced and results analysed	



## Summary of recommendations to the executive and executive responses [PRU Referrals]

Between November 2018 – February 2019 a task and finish group concerning the level of referrals to the pupil referral unit was conducted. The following was recommended to the executive:				
<b>Recommendation A (i)</b>	<b><u>Representatives on the PRU Management Committee</u></b> <b>(i) The executive considers methods to encourage head teachers of local secondary schools to provide input into the design of alternative provision including sufficient numbers attending and participating in the PRU Management Committee.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation and this work has now been completed.  There has been a good response to the re-modelling discussions from High Schools with 8 schools being represented at the recent workshops.  There has also been consistent support from two of Herefordshire’s Secondary Headteachers (Whitecross and Earl Mortimer College) along with Assistant Head representation from Bishop of Hereford who have attended the committee regularly since it was re-constituted. At this stage, no further work is needed but should one of the secondary representatives withdraw from the committee, further support will be sought from the Herefordshire Association of Secondary headteachers (HASH).			
<b>Recommendation A (ii)</b>	<b>(ii)The executive continues to consider methods to encourage parents and extended family to attend the PRU Management Committee and investigates methods to allow former pupils to contribute feedback.</b>			
<b>Executive Response</b>	The Executive accepts this recommendation.			
<b>Recommendation A (iii)</b>	<b>iii)The executive considers broadening the role of representatives on the PRU management committee to include carers/guardians.</b>			
<b>Executive Response</b>	The Executive accepts this recommendation.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
The Executive Head and Chair of the Management Committee need to consider how the views and	PRU Management	Aug 2020	Views of parents, carers and students	

engagement of parents, carers and the students can be achieved through discussion at the Management Committee	Committee Chair		captured and considered	
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<b>Recommendation B</b>	<b><u>Closer working or integration of PRU Forum and the In-Year Fair Access (IYFA) Panel</u></b>			
	<b>The executive considers how to ensure closer working between the PRU Forum and IYFA Panel, including an assessment of the benefits of integrating the two bodies, with any changes in operation being recorded and agreed by all schools within a revised In-year fair access protocol.</b>			
<b>Executive Response</b>	The Executive agrees the recommendation. The revised draft of the IYFA protocol makes clear the link between the IYFA Panel and the PRU Forum determining PRU admissions.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
The revised IYFA Protocol is issued and agreed	Manager responsible for School Admissions	Dec 2019	There is a mutual understanding of the 2 panels and the inter-relationship between the two.	

<b>Recommendation C (i)</b>	<b><u>Designated senior lead for mental health and training for schools</u></b>			
	<b>(i) That the executive encourages all schools in Herefordshire to make preparations to identify a designated, qualified mental health (wellbeing) lead and undertakes a survey of schools to assess what progress is being made to appoint to this post.</b>			
<b>Executive Response</b>	The Executive agrees to the recommendation.			

<b>Recommendation C (ii)</b>	<b>(ii) That the executive works with partners, including the CCG, CAMHS, Public Health England, 2gether NHS Foundation Trust and schools to develop a framework of training packages for schools including the designated mental health leads.</b>			
<b>Executive Response</b>	The Executive agrees to the recommendation			
<b>Actions</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
The Children and Families Directorate will work with CAMHS (2gether MH Trust) to conduct a survey of which schools already have a mental health lead and the extent of the training they have received.	Head of Additional Needs	March 2020	Baseline of school readiness for mental health responsibilities is established	
A guide to mental health and emotional well-being will be produced as a toolkit for schools and others. This will outline the training offer for schools from a range of services and agencies. This work will be steered through the strategic Mental Health Partnership Group. The Council, CCG, 2gether MHTrust and Public Health are all partners.	Principal educational Psychologist	March 2020	Toolkit published	

<b>Recommendation D (i)</b>	<b><u>Permanent exclusions from mainstream schools</u></b> <b>That the executive engages schools with a high level of permanent exclusions to identify whether strategies to prevent exclusion are in place.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation.  It should be noted that that the number of permanent exclusions has reduced in 2018-19 from the level in 2017-18.			

	<p>The Social Inclusion Officer will come into post in September 2019.</p> <p>A graduated response document has been agreed. This will be published in September 2019. It includes Social, emotional and mental health needs (SEMH) which will guide schools to possible strategies.</p>			
<b>Recommendation D (ii)</b>	<b>That the executive reviews the In-year fair access protocol to gain agreement to YP being offered a second chance for certain types of first-time permanent exclusion.</b>			
<b>Executive Response</b>	<p>The Executive accepts the recommendation.</p> <p>The In-year fair access protocol has been drafted with a paragraph regarding first-time permanent exclusions.</p>			
<b>Actions</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
The Social Inclusion Officer will monitor the exclusions and provide information on which schools would benefit from more work	Social Inclusion Manager	Mar 2020	Social Inclusion officer in place and briefed	
The graduated response document will be published	Principal Educational Psychologist	Sept 2019	Document published	
The guide to mental health and emotional well-being will be produced and will outline the continuum of provision (once agree) to support schools at different levels of need.	Principal Educational Psychologist	March 2020	Guide published	
The revised in-year fair access protocol will be finalised, agreed with schools and published	Admissions Manager		Protocol Published	

<b>Recommendation E (i)</b>	<b><u>Post-16 opportunities for PRU leavers</u></b>			
	<b>That the executive considers how to broaden opportunities and enhance the prospects of pupils leaving the PRU post-16 and considers alternative means of providing the resource to offer 'scaffolding' to encourage former PRU pupils to move into employment, education and training.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation.  This will be provided through the recently agreed Landau contract funded by the European Social Fund.			
<b>Recommendation E (ii)</b>	<b>That the executive considers how local advocates or young people champions could work with local employers and further/higher education providers locally to increase opportunities for pupils leaving the PRU post-16.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation.			
<b>Recommendation E (iii)</b>	<b>That the executive considers how apprenticeships at the Council can be provided to young people leaving the PRU.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation.			
<b>Recommendation E (iv)</b>	<b>That the executive works with the New Model in Technology and Engineering (NMiTE) university, and all Higher Education providers in Herefordshire, to identify where opportunities may exist for post 16 PRU leavers and investigate arrangements to facilitate access to such opportunities.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation.			
<b>Actions</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
A new package of scaffolding is put in place following a gap from the successful pilot project run from the	Senior post-16 Learning and Skills Advisor	Sept 2020	A reduction in students who do not sustain EET	A new European Social Fund (ESF) project has been commissioned for 15 to 24 year olds at risk of becoming NEET or are NEET. The lead accountable body is Landau and it started 1 April 2019 and will run until 31 July 2021. There may

<p>Brookfield Arrow Group between 2015 and 2017</p>				<p>be an option to extend by a further 2 years subject to performance and funding. Website link to project <a href="https://www.landau.co.uk/training-learning/in2/">https://www.landau.co.uk/training-learning/in2/</a></p> <p>There is a technical issue that we are trying to get resolved with ESFA nationally. At present, if a year 11 leaver has a September Guarantee then they are not classed as a risk of NEET or NEET when they leave school. The latter because apparently DFE state that the young person is entitled to a holiday until September. This means we would have to wait to September to engage the year 11 leaver if they fail to enrol at a post 16 provider and become NEET. We have challenged this and are awaiting the outcome. We have offered a solution that the LA identifies the at risk of NEET young person. We will communicate the outcome.</p> <p>The government has committed to create a UK Shared Prosperity Fund (UKSPF), a domestic programme of investment after leaving the EU to reduce inequalities between communities. Government has not yet published consultation.</p>
<p>Link PRU to employers through the Careers Enterprise Company (CEC) programme. To support the delivery of careers and work related opportunities. Engage an Enterprise Adviser (EA), a volunteer from business who works closely with the headteacher or Senior Leadership Team to provide strategic support. The EA will use business experience and professional networks to help develop and implement an effective</p>	<p>CEC Enterprise Co-ordinator</p>	<p>September 2019</p>	<p>Enterprise Adviser recruited Compass completed by PRU</p>	<p>Meetings have taken place. PRU to complete compass evaluation tool (evaluates how careers activity compares to the Gatsby benchmarks) and return. KB is working to identify suitable Enterprise Adviser for the PRU.</p>

<p>strategy that puts opportunities with local employers at the heart of a young person's education.</p> <p>Work with Herefordshire Council's HR team and HOOPLE in respect of access to Apprenticeship opportunities. This could extend to the major contracts held with companies such as Balfour Beatty.</p> <p>Contact HE Aim Higher West Midlands and ascertain what activities and support is available. Contact NMITE, University of Wolverhampton and Herefordshire and Ludlow College to agree what support and activities could be available.</p>	<p>Senior post-16 Learning and Skills Advisor</p> <p>Senior post-16 Learning and Skills Advisor</p>	<p>Oct/Nov 2019</p> <p>December 2019</p>	<p>Young People know about apprenticeships, entry requirements etc. and opportunities available.</p> <p>A programme of activities available</p>	<p>Contact made with ASK  <a href="https://amazingapprenticeships.com/about-ask/">https://amazingapprenticeships.com/about-ask/</a>          Workpays West Midland support schools and provide impartial information on Apprenticeships  <a href="https://www.workpays.co.uk/index.php/school/apprenticeship-support">https://www.workpays.co.uk/index.php/school/apprenticeship-support</a>          Schools to register for support. Need to ensure schools are aware of this.</p>
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	<b><u>Academic outcomes and vocational courses</u></b>				
<b>Recommendation F</b>	<b>That the executive considers working with the PRU to consider how to develop a wider range of vocational courses for pupils.</b>				
<b>Executive Response</b>	The Executive accepts the recommendation.				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	

The Curriculum sub-committee of the PRU Management Committee will consider broader curriculum options, including the vocational offer in relation to the remodelling of the PRU offer	Executive Head PRU	Sept 2020	Demonstrably wider offer than current baseline	
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<b>Recommendation G</b>	<b><u>Primary to secondary school transition</u></b>			
	<b>That the executive considers the impact of the transition from primary to secondary school on referrals to the PRU and examines models of best practice to share with all schools.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
A review of PRU admissions and the historical factors for each student will be conducted. The impact of difficult transitions between primary and secondary schools will be considered as part of this review.	Exec Head of PRU	Dec 2019	This hypothesis is accepted or rejected and learning is shared from the exercise	

<b>Recommendation H (i)</b>	<b><u>Re-integration of pupils returning from the PRU</u></b>			
	<b>H(i) That the executive considers any resources it could make available to assist the intervention pilot at Earl Mortimer School.</b>			
<b>Executive Response</b>	The Executive rejects this recommendation.			
	An overall model of support for re-integration for all schools and will be trialled countywide. Earl Mortimer have been integral to the design of the new PRU service.			



<b>Recommendation H (ii)</b>	<b>H(ii) That the executive examines the success of the work of the pilot to re-integrate pupils following return from the PRU and if the model could be replicated at other schools across Herefordshire.</b>
<b>Executive Response</b>	H(i)The Executive rejects this recommendation.  Providing additional financial support for a single school is likely to be seen as unhelpful by other schools.

<b>Recommendation I</b>	<b><u>Cost/social benefit analysis of alternative provision</u></b>  <b>The executive is recommended to work on the production of a broader community and social cost-benefit analysis of alternative provision and the PRU for the purposes of lobbying.</b>
<b>Executive Response</b>	The Executive rejects this recommendation.  Officers from Herefordshire have been active in policy forums and national focus groups which contribute to the national picture of evidence of the cost/ benefits of alternative provisio and the lobbying of national government.  The Executive does not feel that the resource to conduct a piece of work on a local scale can be justified. Although it is vital that the outcomes for young people who have attended the PRU are tracked locally, it is not possible to construct a social cost-benefit analysis on a local scale, given that it is not possible to ascertain a young person’s trajectory had they not attended a Herefordshire PRU. This is work that has to be conducted at the level of a national research project.

<b>Recommendation J</b>	<b><u>Perception and reputation of the PRU</u></b>  <b>The executive is recommended to work with mainstream schools to reduce the stigma that is attached to the PRU.</b>
<b>Executive Response</b>	The Executive accepts the recommendation.  The new model of PRU services should reduce stigma as many of the PRU services offered will be in the student’s own school with more flexible boundaries between mainstream and alternative provision, which should reduce the feeling of segregation.

	It is important to recognise that there is a national societal social stigma associated with being placed in alternative provision.			
Action	Owner	By When	Target/Success Criteria	Progress
Implementing the new model of services from the PRU from Sept 2019	Exec head of PRU	Dec 2019	Less resistance from students and their parents	

<b>Recommendation K</b>	<b><u>PRU training of secondary school teachers</u></b>			
	<b>The executive is recommended to work with mainstream schools and the PRU to explore the prospect of providing training concerning coping with challenging behaviours.</b>			
<b>Executive Response</b>	The Executive accepts the recommendation			
Action	Owner	By When	Target/Success Criteria	Progress
The graduated response document will be published	Principal Educational Psychologist	Sept 2019	Document published	
A guide to mental health and emotional well-being will be produced as a toolkit for schools and others. This will outline the training offer for schools from a range of services and agencies. This work will be steered through the strategic Mental Health Partnership Group. The Council, CCG, 2gether MHTrust and Public Health are all partners.	Principal Educational Psychologist	Mar 2020	Document available	

## Summary of recommendations to the executive and executive responses [Court Judgements]

In February 2019 a task and finish group concerning an examination of the court judgements relating to children and families was conducted.

The following was recommended to the executive:

<b>Recommendation No. 1</b>	<b>The T+F group welcomes the practice measures being considered by the Doncaster Children’s Trust in connection to Herefordshire’s IRO services. The T+F group recommends that when the Doncaster report is complete a mandatory member briefing session is provided to explain the reports finding and actions.</b>			
<b>Executive Response</b>	Accepted – however advised that a briefing cannot be made mandatory			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Children and Families Directorate will cover the findings of the work with Doncaster and the action taken in a briefing session for all councillors and also in the performance challenge session that is open to all group leaders	Assistant director safeguarding and family support	End of November 2019	Councillors are informed of the findings of the Doncaster review, how these have been addressed	This briefing will be arranged by the end of November 2019, and all councillors will be encouraged to attend

<b>Recommendation No. 2</b>	<b>The T+F group wish to ensure that all councillors understand their responsibilities toward ensuring that all children in our care are given the best possible outcomes. The T+F group recommends that the induction and mandatory training for new and returning councillors places strong emphasis on children’s safeguarding and their roles as corporate parents.</b>			
<b>Executive Response</b>	Accepted			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>

Mandatory training regarding corporate parenting and safeguarding be provided to all councillors in order that all members understand and are aware of their responsibilities	Director of children and families	June 2019	Training put on at different time to ensure all councillors have every opportunity to take up the training to ensure that all members feel confident and understand their responsibilities	Organised as part of new councillor induction programme May/June 2019 and all councillors have undertaken the training following the elections in May 2019 and the outcome of the effectiveness of the training has been surveyed by democratic services and we await the outcome of this survey
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<b>Recommendation No. 3</b>	<b>The T+F group recommends that more case progression officers are recruited to children's services to ensure that case- loads are dealt with in a systematic way.</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 appointment of a case progression officer has benefitted planning for children, concentrating on early planning to avoid drift and delay, and consider permanence plans at the earliest opportunity. Another case progression officer would enable further embedding of this approach; however, it is dependent on additional funding.	Director of children and families	Decision as to whether additional funding is available	All children have clear plans of intervention. Court proceedings timescales are met. Drift and delay in planning for children is avoided.	Business case put forward for consideration as part of the budget setting process in the Autumn 2019

## Summary of recommendations to the Head of Paid Service and responses [Court Judgements]

In February 2019 a task and finish group concerning an examination of the court judgements relating to children and families was conducted.

The following was recommended to the Head of Paid Service (HoPS):

<b>Recommendation A</b>	<b>The T+F group supports and welcomes the efforts to foster closer working relationships between social workers and legal services in preparing social workers for court procedures. It is recommended that the head of paid services sets out expectations for this closer working to be set out clearly in officers work plans (PPdPs) and is proactively encouraged by both the children's and legal heads of service.</b>			
<b>HoPS Response</b>	Agreed			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
The closer working between social workers and legal services has been further enhanced by both being present at alternatives to care panel (established September 2018) and initial permanency planning meeting and review permanency planning meeting (established May 2019). There are no plans to end this method of working.	Assistant Director safeguarding and family support (and subsequently below)	In place.	Children's plans are progressed and children do not experience drift and delay. Court directed care plans are adhered to. Court timescales are met.	In place

<b>Recommendation B</b>	<b>The T+F group welcomes the practice insight that has emerged as a result of the round table sessions noted in the Judgement Improvement Plan. It is recommended that the head of paid services ensures that evidence provided by prospective adopters and cared for children is properly accounted for in child permanence reports.</b>			
<b>HoPS Response</b>	Agreed			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>

<p>Learning from round table discussions have been cascaded to social workers and team manager who have responsibility for completion of Child Permanence Reports. (CPRs) CPRs are quality assured before they are submitted for adoption decision making to ensure they are of the quality required. Adoption decision maker (ADM) provides an additional level of scrutiny to content and accuracy of CPR.</p>	Assistant Director safeguarding and family support	In place	Prospective adopters are given an accurate account of children's behaviour and development. Matching of adopters and carers will be enhanced.	In place
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<b>Recommendation C</b>	<b>It is recommended that the head of paid services ensures that there are routine reviews of the MOSAIC system in light of officer needs and technological advancements in software, with clear process and operator guidance notes provided to officers.</b>			
<b>HoPS Response</b>	<p>Agreed - Regular user groups of Mosaic users are in now place (since January 2019) which draw opinions from across the childrens' operational workforce on the development of Mosaic. This also provides an opportunity to explore the capabilities presented by the developments to the core functionality of the Mosaic product. A newsletter around Mosaic developments has recently been developed, this will continue.</p> <p>The implementation of the Signs of Safety work will provide a natural opportunity to revisit and review the existing system (and business) processes.</p> <p>A programme of developing a formal SharePoint site for guidance was jointly being undertaken by Business Support and the Performance Team; this work was halted following some staffing shortages. This will now be re-visited and a new delivery timetable drawn together, potentially aligning to the signs of safety workflow .</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Mosaic – Signs of Safety implementation	This needs to be in-line with the existing commitments around SoS			
Continuation of the Mosaic User Group, with associated development prioritisation processes.	Performance Team Lead	Ongoing	A clearer understanding of the product with a clear prioritised	

			list of developments	
Continued production of Mosaic Development newsletter for staff	Performance Team Lead	Ongoing	As above	
To develop a clear set of guidance to support system population; a timetable needs to be developed and delivered.	Performance Team Lead & Business Support Service Manager	TBC	Updated guidance on all current processes	A meeting is scheduled to look at developing a timetable for delivery of this guidance.

<b>Recommendation D</b>	<b>Managers continually persist in the use of timely recording of cases on the MOSAIC system as noted in recent court judgements. The T+F group welcomes the potential this has to improve reporting. The T+F group recommends that the head of paid services sets clear performance measures in work objectives (PPdPs) for officers using the MOSAIC system and that this becomes an area of performance management for staff and managers if those measures are not being met.</b>			
<b>HoPS Response</b>	Agreed – Otter.ai Voice Notes (Otter) is being implemented and rolled out to front line members of staff and managers to use after visits, case supervision and personal supervision. Otter is a piece of voice dictation software that converts speech into text. Staff fed back that for every hour long visit, it takes 1 hour to type and record the visit on Mosaic. Otter significantly reduces the time to record visits and supervision, as well as improving timeliness and quality of recordings.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Trial to take place to test effectiveness of Otter	Business Support Development Manager	16/03/2019	DCS approved Otter rollout	Completed
Heads of Service to identify staff that require Otter	Heads of Service within Safeguarding and Family Support	13/04/2019	List of staff received from all HoS	Completed

Policy and procedure to be presented to and agreed by Information Governance	Business Support Development Manager and Information Governance	30/04/2019	Policy approved by IG	Completed
Schedule training and training to take place	Business Support Development Manager	31/07/2019	Various sessions have taken place in June	Ongoing – staggered approach, team by team

<b>Recommendation E</b>	<b>The T+F group recommends that the head of paid services must be clear, with supporting cost benefits analysis evidence provided, on the impact of any proposed cuts to children’s and legal services.</b>			
<b>HoPS Response</b>	Agreed, but there are no plans to cut either service areas at this time			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
There are no plans to make cuts to children’s and legal services budgets. There would need to be careful consideration of the impact on children should cuts be required.	Chief Executive			

<b>Recommendation F</b>	<b>The T+F group welcomes the proactive approach through which advice from the courts, high court judges and Ofsted is now being utilised to make improvements to children’s and legal services. The T+F group recommends that head of paid services welcomes the ‘healthy challenge’ between the authority, it’s oversight bodies and scrutiny is encouraged and built in to the culture of staff working, through their work plans and objectives. If accepted, the children’s scrutiny committee would welcome sight of the objectives set out in staff PPdPs.</b>			
<b>HoPS Response</b>	agreed			



Action	Owner	By When	Target/Success Criteria	Progress
All service areas have an action plan with clear targets and timescales to make continued improvements to children's safeguarding services. Regular feedback is received from the Judiciary as to performance and practice of Herefordshire Children's safeguarding Services', and quality of work placed before the court. Regular meetings are held between Director and Assistance Director of children and families services, and Ofsted lead inspector.	Director and Assistant Director safeguarding and family support.	In place	Action plans will show progress against targets set.	Action plans signed off. Performance against targets May 2019 mixed, and not all targets met.

<b>Recommendation G</b>	<b>The T+F group recognise that there have been good improvements under the current leadership team – the judgement improvement plan, the Ofsted improvement plan and the authorities cultural values (particularly the amended whistle blowing policy) being clear examples of positive progress. The T+F group recommends that the head of paid services continue to prioritise embedding this 'culture change' and is given time to do this.</b>			
<b>HoPS Response</b>	agreed			
Action	Owner	By When	Target/Success Criteria	Progress
The current leadership team have continued to welcome feedback and learning to assist in creating an environment where scrutiny of performance and continuous improvement is norm. Whilst acknowledging this will take time to embed fully, plans are in place to continue with this	Chief Executive	In place	Feedback from staff indicates that they recognise changes have taken place. Performance measures demonstrate	Chief Executive and senior leaders continue to prioritise culture change by taking feedback from staff, visiting teams, following up on performance and engaging with cabinet and group leaders to regularly review service issues and performance.

			consistent improvement	
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## Children and Young People Scrutiny Committee

### Peer on Peer Abuse in schools Spotlight Review – Scoping Document

Title of review	Peer on Peer Abuse in schools Spotlight Review
Scope	
Reason for review	<p>The work programme of the children and young people scrutiny committee has identified the issue of peer on peer abuse to be considered at a spotlight review. Department for Education statutory advice<sup>1</sup> defines peer on peer abuse as consisting of (but not limited to):</p> <ul style="list-style-type: none"> <li>• Bullying (including cyberbullying);</li> <li>• Physical abuse such as hitting, kicking, shaking, biting, hair pulling, or otherwise causing physical harm;</li> <li>• Sexual violence and sexual harassment;</li> <li>• Sexting (also known as youth produced sexual imagery); and</li> <li>• Initiation/hazing type violence and rituals.</li> </ul> <p>There is a concern regarding reports of increasing levels of peer on peer abuse and this spotlight review will consider available data regarding the incidence of peer on peer abuse in all Herefordshire schools including primary, secondary and post-16 settings. The review will also assess the incorporation of peer on peer abuse into child protection policies.</p>
Links to the corporate plan	<p>The review contributes to the following objectives contained in the Herefordshire corporate plan and other key plans and strategies:</p> <ul style="list-style-type: none"> <li>• Keep children and young people safe and give them a great start in life; and</li> <li>• Secure better series, quality of life and value for money.</li> </ul>
Summary of the review and terms of reference	<p>Summary:</p> <p>The review will receive data on the incidence of peer on peer abuse in Herefordshire schools. It will learn of statutory guidance relating to peer on peer abuse and child protection policies in schools. It will consider policies in place at schools to address peer on peer abuse and assess their effectiveness. It will look at the role of the Council, the Police and voluntary/charitable organisations to assist schools, pupils and their parents.</p> <p>The review will ensure that a focus is retained on the experience of children and young people; to understand how work undertaken by stakeholders supports them, educates them, prevents incidents from occurring and seeks to change behaviour if it has occurred.</p>
	<p>Terms of Reference:</p> <p>The spotlight review will:</p>

<sup>1</sup> [Statutory Guidance for Schools and Colleges, September 2018](#)

	<ul style="list-style-type: none"> <li>• Receive a definition of and understand the nature of peer on peer abuse and consider latest statistics concerning its incidence in Herefordshire schools;</li> <li>• Develop an understanding of recent statutory guidance and the requirement for schools to ensure that child protection policies include procedures to address peer on peer abuse.</li> <li>• Examine selected child protection policies in place at Herefordshire schools to ensure that they take account of statutory guidance and contain procedures to hear the voice of the child.</li> <li>• Receive evidence from teachers and school professionals on the challenge posed by peer on peer abuse and the introduction of polices designed to meet the challenge.</li> <li>• Engage teachers and school professionals to assess the success/effectiveness of policies to address peer on peer abuse in Herefordshire schools.</li> <li>• Develop an understanding of the role of the Council to: provide advice to schools on the production of peer on peer abuse policies; undertake preventative work; and raise awareness.</li> <li>• Engage with West Mercia Police to understand how incidents of peer on peer abuse are dealt with and how the Force works with schools.</li> <li>• Understand how other agencies such as therapy services and voluntary/charitable services assist schools, children and their parents. Witnesses for these sectors will be asked to present the voice of the child.</li> <li>• To look at examples of best practice from other local authority areas and possible implementation in Herefordshire.</li> </ul> <p>Membership:</p> <p>Group Leaders have been sent a summary of the spotlight review and have been asked to forward any expressions of interest from members. The membership will be agreed at the committee meeting on 16 September and it is proposed that all members of the Children and Young People Scrutiny Committee will form the membership of the spotlight review together with any other member expressing an interest..</p>
What will NOT be included	<ul style="list-style-type: none"> <li>• The examination of any individual cases concerning peer on peer abuse.</li> </ul>
Potential outcomes	<ul style="list-style-type: none"> <li>• An understanding of the current statistics and data in respect of peer on peer abuse;</li> <li>• Assurance that the advice schools are receiving is compliant with statutory guidance; and</li> <li>• Assurance that the Council is working with schools and local agencies to support the introduction of effective policies to address peer on peer abuse.</li> </ul>
Key Questions	To consider:

	<ul style="list-style-type: none"> <li>• What is peer on peer abuse and what are the different forms;</li> <li>• What are the latest statistics for the incidence of peer on peer abuse in Herefordshire schools;</li> <li>• What statutory guidance exists regarding the incorporation of peer on peer abuse in schools' child protection policies;</li> <li>• What work does the Council undertake with Herefordshire schools to introduce peer on peer abuse policies;</li> <li>• What preventative work is being undertaken to address peer on peer abuse;</li> <li>• Are those policies that have been introduced in schools effective in addressing peer on peer abuse;</li> <li>• Where a case of peer on peer abuse cannot be resolved at school how is it escalated or what is the course of action followed;</li> <li>• How the police deal with incidents of peer on peer abuse and how they work with local schools;</li> <li>• How other agencies including therapy and voluntary/charitable services assist schools, pupils and their parents?</li> </ul>
Cabinet Member(s)	Cabinet member children and families Cabinet member housing, regulatory services and community safety
Key stakeholders / Consultees	Internal – Education (Children's and Families)  External – Schools in Herefordshire – Herefordshire pupils and parents of children at schools in Herefordshire – through governing bodies – West Mercia Police – Therapy services
Potential witnesses	<ul style="list-style-type: none"> <li>• Council officers in Education department at Herefordshire Council.</li> <li>• Teachers and governing body representatives from schools in Herefordshire.</li> <li>• Therapy services</li> <li>• Voluntary/Charitable organisations</li> </ul>
Research Required	<ul style="list-style-type: none"> <li>• Trends and statistics relating to peer on peer abuse in Herefordshire;</li> <li>• <a href="#">Statutory guidance – child protection policies in schools</a>; and</li> <li>• Peer on peer abuse policies for schools.</li> </ul>
Potential Visits	
Publicity Requirements	Following the conclusion of the spotlight review, report back to the children and young people scrutiny committee.

Outline Timetable:	
<i>Activity</i>	<i>Timescale</i>
Confirm approach, Terms of Reference, programme of consultation/research/provisional witnesses/meeting dates	Committee meeting – 16 September 2019
Spotlight Review	Autumn 2019

Present final report to Children and Young People Scrutiny Committee	25 November 2019 or 20 January 2020
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Spotlight review members – All Members of children and young people scrutiny committee	
Chair	Councillor Carole Gandy
Support Members	
Co-optees	Education co-optees on children and young people scrutiny committee
Support Officers	J Coleman M Evans

## Children and Young People Scrutiny Committee

### Child Exploitation Task and Finish Group – Scoping Document

Title of review	Child Exploitation Task and Finish Group
Scope	
Reason for review	<p>The work programme of the children and young people scrutiny committee has identified the issue of child exploitation as a topic to be undertaken by a task and finish group. The review into child exploitation will cover the issues of child sexual exploitation (CSE) and child criminal exploitation (CCE).</p> <p>This topic has been identified by the scrutiny committee as a priority over concerns regarding county lines activity, as a form of child criminal exploitation, in the West Midlands. Furthermore it is felt to be a critical element of the work of the committee to scrutinise data relating to child sexual exploitation and examine initiatives/projects to address its incidence in Herefordshire.</p>
Links to the corporate plan	<p>The review contributes to the following objectives contained in the Herefordshire corporate plan and other key plans and strategies:</p> <ul style="list-style-type: none"> <li>• Keep children and young people safe and give them a great start in life; and</li> <li>• Secure better series, quality of life and value for money.</li> </ul>
Summary of the review and terms of reference	<p>Summary:</p> <ul style="list-style-type: none"> <li>• To receive relevant data on the incidence of Child Exploitation in Herefordshire.</li> <li>• To learn from relevant agencies what projects and initiatives have been established to address Child Exploitation.</li> <li>• To assess partnership and joint working between agencies to address Child Exploitation.</li> <li>• To consider the introduction of the Child Exploitation disruption toolkit and examine its effectiveness.</li> </ul> <p>The review will ensure that a focus is retained on the experience of children and young people to understand how work undertaken by stakeholders is focused on safeguarding and supporting them.</p>
	<p>Terms of Reference:</p> <p>The task and finish group will:</p> <ul style="list-style-type: none"> <li>• Develop an understanding of the range of child criminal exploitation and the latest data and statistics in Herefordshire and comparable data from other areas. (Meeting One)</li> <li>• Develop an understanding of the different forms of child sexual exploitation and the latest data and statistics in Herefordshire. (Meeting One)</li> </ul>

	<ul style="list-style-type: none"> <li>• Learn about legislative responsibilities and statutory guidance relating to child exploitation including the Child exploitation disruption toolkit (Meeting One)</li> <li>• Learn about the current CSE projects and initiatives at relevant local agencies in Herefordshire to combat Child Exploitation and receive performance measures detailing their effectiveness. (Meeting Two)</li> <li>• Learn about the current CCE projects and initiatives at relevant local agencies in Herefordshire to combat Child Exploitation and receive performance measures detailing their effectiveness. (Meeting Two)</li> <li>• Develop an understanding of the joint working between local agencies in Herefordshire and assess the effectiveness of partnership working. (Meeting Two)</li> <li>• To consider how the latest guidance from central government, <i>the child exploitation disruption toolkit</i>, is being applied by local agencies and assess its effectiveness. (Meeting Two)</li> <li>• To consider and agree recommendations to the children and young people scrutiny committee. (Meeting Three)</li> </ul> <p>Membership (to be determined):</p> <p>Consideration could be given of the co-option of a representative of a children’s charity e.g. Children’s Society/NSPCC/Barnardos. Such a co-optee would provide specialist knowledge and expertise to the Group’s consideration of Child Exploitation.</p> <p>Group Leaders have been sent a summary of the task and finish group and have been asked to forward any expressions of interest from members. The membership will be agreed at the committee meeting on 16 September. Due to the community safety element of the work of this task and finish group it is proposed that a representative of the general scrutiny committee forms part of the membership.</p>
What will NOT be included	<ul style="list-style-type: none"> <li>• The examination of any individual cases concerning Child Exploitation. However anonymised case studies might assist the Group in completing the review.</li> </ul>
Potential outcomes	<ul style="list-style-type: none"> <li>• An understanding of the current statistics and data in respect of Child Exploitation;</li> <li>• Assurance that partnership working between local agencies is effective and there are no gaps in the provision of services;</li> <li>• Assurance that appropriate projects and initiatives are in place at local agencies to address Child Exploitation and they are effective; and</li> <li>• Assurance that the latest guidance from Government is being applied and is effective in combatting Child Exploitation.</li> </ul>
Key Questions	<p>To consider:</p> <ul style="list-style-type: none"> <li>• What is Child Sexual Exploitation and what is the latest data of incidence in Herefordshire;</li> <li>• What is Child Criminal Exploitation and what is the latest data of incidence in Herefordshire;</li> </ul>



	<ul style="list-style-type: none"> <li>• Which local organisations and agencies have a role to play in combatting Child Exploitation and how do they work in partnership;</li> <li>• What projects/initiatives are currently in progress at local agencies focused on combatting Child Exploitation;</li> <li>• What preventative work is being undertaken to combat Child Exploitation;</li> <li>• How are agencies working with other local areas to understand patterns/trends and work on preventative measures;</li> <li>• How are local agencies seeking to implement the latest government guidance; and</li> <li>• Is the government’s latest guidance an effective tool to combat Child Exploitation?</li> </ul>
Cabinet Member(s)	Cabinet member children and families Cabinet member housing, regulatory services and community safety
Key stakeholders / Consultees	Internal – Children’s safeguarding – The Multi-Agency Safeguarding Hub (MASH)  External – West Mercia Police – Youth Offending Service – Community Safety Partnership – Local Safeguarding Children’s Board (or its successor) – Children’s Charities (E.g. Children’s Society/NSPCC/Barnardos)
Potential witnesses	<ul style="list-style-type: none"> <li>• Representatives from children’s safeguarding, Herefordshire Council, to include the MASH.</li> <li>• West Mercia Police</li> <li>• The Youth Offending Service</li> <li>• Safeguarding Partners Board</li> <li>• Children’s Charities (children’s charities will be asked to present the voice of the child to the task and finish group)</li> <li>• Community safety partnership</li> </ul>
Research Required	<ul style="list-style-type: none"> <li>• Trends and statistics relating to Child Exploitation in Herefordshire;</li> <li>• Responsibilities of local agencies in respect of Child Exploitation;</li> <li>• Latest reports concerning Child Exploitation e.g. <a href="#">Counting Lives</a> – Children’s Society Report – July 2019; and</li> <li>• Latest guidance from government including the Child Exploitation Disruption Toolkit.</li> </ul>
Potential Visits	A site visit to the MASH may prove to be a useful exercise for the Group.
Publicity Requirements	Following the conclusion of the task Report back to the children and young people scrutiny committee.

Outline Timetable (to be determined): (following decision by the children and young people scrutiny committee to commission the Review)	
<i>Activity</i>	<i>Timescale</i>
Confirm approach, Terms of Reference, programme of consultation/research/provisional witnesses/meeting dates	Committee meeting – 16 September 2019
Meeting One	November 2019
Meeting Two	November 2019
Meeting Three	December 2019
Present final report to Children and Young People Scrutiny Committee	January 2019

Group Members	
Chair	<i>Tbc</i>
Support Members	<i>Tbc</i>
Co-optees	<i>Tbc</i>
Support Officers	J Coleman M Evans

**Schedule of Children and Young People Scrutiny Committee recommendations made and actions in response**

Meeting	item	Recommendations	Action	Status
15 July 2017	Corporate Parenting Annual Update – 2018/2019	<p>RESOLVED: That:</p> <ul style="list-style-type: none"> <li>• A briefing note is provided concerning the multiagency panel relating to looked after children mental health services;</li> <li>• A briefing note is provided on the introduction of the care leavers covenant;</li> <li>• A response is provided to the question relating to the implications of the national funding changes on A Levels undertaken by looked after children;</li> <li>• A letter is sent to Herefordshire clinical commissioning group to seek clarification regarding the resourcing of the looked after children health team; and</li> <li>• A briefing note is provided on SHYPP referral levels.</li> </ul>	<ul style="list-style-type: none"> <li>• Response circulated on 31 July.</li> <li>• Letter sent to CCG on 31 July.</li> </ul>	
	Fostering and adoption service annual reports 2018/19	<p>RESOLVED: That:</p> <ul style="list-style-type: none"> <li>• The achievements in the adoption annual report and the compliments in the fostering report are recognised and the officers working in those</li> </ul>		

teams and carers of the council's looked after children are commended;

- A briefing note on proposals to increase the retention of foster carers and details of the training provided be provided;
- A letter is sent to the Wye Valley Trust (WVT) to request details of the provision of occupational therapists in Herefordshire; and
- A session is organised to look at case samples of how appropriate forms of care are determined for looked after children.

- Foster carers training programme circulated on 31 July.
- Letter sent to WVT on 31 July.

		<p>teams and carers of the council's looked after children are commended;</p> <ul style="list-style-type: none"><li>• A briefing note on proposals to increase the retention of foster carers and details of the training provided be provided;</li><li>• A letter is sent to the Wye Valley Trust (WVT) to request details of the provision of occupational therapists in Herefordshire; and</li><li>• A session is organised to look at case samples of how appropriate forms of care are determined for looked after children.</li></ul>	<ul style="list-style-type: none"><li>• Foster carers training programme circulated on 31 July.</li><li>• Letter sent to WVT on 31 July.</li></ul>	