

# Agenda

## Cabinet

Date: **Thursday 4 June 2020 (postponed from 28 May 2020)**

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Time: **2.30 pm**

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Place: **Online meeting only**

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Notes: This meeting will be streamed live on the Herefordshire Council YouTube channel. A recording will be made available shortly after the meeting has concluded.

[www.youtube.com/HerefordshireCouncil](https://www.youtube.com/HerefordshireCouncil)

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

# **Agenda for the meeting of Cabinet**

## **Membership**

|                         |                                                                 |
|-------------------------|-----------------------------------------------------------------|
| <b>Chairperson</b>      | <b>Councillor David Hitchiner, Leader of the Council</b>        |
| <b>Vice-Chairperson</b> | <b>Councillor Felicity Norman, Deputy Leader of the Council</b> |
|                         | <b>Councillor Ellie Chowns</b>                                  |
|                         | <b>Councillor Pauline Crockett</b>                              |
|                         | <b>Councillor Gemma Davies</b>                                  |
|                         | <b>Councillor John Harrington</b>                               |
|                         | <b>Councillor Liz Harvey</b>                                    |
|                         | <b>Councillor Ange Tyler</b>                                    |

## Agenda

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | Pages   |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|
| <b>1. APOLOGIES FOR ABSENCE</b><br>To receive any apologies for absence.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |         |
| <b>2. DECLARATIONS OF INTEREST</b><br>To receive declarations of interests in respect of Schedule 1, Schedule 2 or Other Interests from members of the committee in respect of items on the agenda.                                                                                                                                                                                                                                                                                                                                                                                                                                                     |         |
| <b>3. MINUTES</b><br>To approve and sign the minutes of the meeting held on 30 April 2020.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | 9 - 14  |
| <b>HOW TO SUBMIT QUESTIONS</b><br><i>The deadline for submission of questions for this meeting is:</i><br><br>9:30am on Friday 22 May 2020.<br><br><i>Questions must be submitted to <a href="mailto:councillorservices@herefordshire.gov.uk">councillorservices@herefordshire.gov.uk</a>. Questions sent to any other address may not be accepted.</i><br><br><i>Accepted questions and the response to them will be published as a supplement to the agenda papers prior to the meeting. Further information and guidance is available at <a href="https://www.herefordshire.gov.uk/getinvolved">https://www.herefordshire.gov.uk/getinvolved</a></i> |         |
| <b>4. QUESTIONS FROM MEMBERS OF THE PUBLIC</b><br>To receive questions from members of the public.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | 15 - 16 |
| <b>5. QUESTIONS FROM COUNCILLORS</b><br>To receive questions from councillors.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | 17 - 18 |
| <b>6. CARBON MANAGEMENT PLAN 2020/21 - 2025/26</b><br>To approve the council's new Carbon Management Plan which sets out the council's approach to deliver carbon neutrality by 2030/31 and sets an interim target of a 75% reduction of the council's own carbon emissions by 2025/26.                                                                                                                                                                                                                                                                                                                                                                 | 19 - 46 |
| <b>7. HOUSING-RELATED SUPPORT FOR VULNERABLE YOUNG PEOPLE</b><br>To seek approval to commission, by means of a competitive tender process, a housing-related support service for vulnerable young people, complimented by an offer of targeted and universal prevention services specifically developed for vulnerable young people aged 16 to 25.                                                                                                                                                                                                                                                                                                      | 47 - 84 |
| <b>8. FUTURE REFUGEE RESETTLEMENT</b><br>To endorse the approach to a long term flexible commitment to the ambition of resettling at least 125 refugees in Herefordshire over a period of five years.                                                                                                                                                                                                                                                                                                                                                                                                                                                   | 85 - 98 |



## The Public's Rights to Information and Attendance at Meetings

*Due to the current COVID-19 pandemic Herefordshire Council will be holding remote meetings in accordance with the latest regulations<sup>1</sup>. Details of how to observe virtual meetings are set out below. Access to agenda, minutes, decision notices and other documents will be via the Herefordshire Council website or by contacting the Governance Support Team on 01432 260201 / 261699 or at [governancesupportteam@herefordshire.gov.uk](mailto:governancesupportteam@herefordshire.gov.uk)*

### YOU HAVE A RIGHT TO: -

- Attend all Council, Cabinet, Committee and Sub-Committee meetings unless the business to be transacted would disclose 'confidential' or 'exempt' information.
- Inspect agenda and public reports at least five clear days before the date of the meeting.
- Inspect minutes of the Council and all Committees and Sub-Committees and written statements of decisions taken by the Cabinet or individual Cabinet Members for up to six years following a meeting.
- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
- Access to a public register stating the names, addresses and wards of all Councillors with details of the membership of Cabinet and of all Committees and Sub-Committees.
- Have access to a list specifying those powers on which the Council have delegated decision making to their officers identifying the officers concerned by title.
- Copy any of the documents mentioned above to which you have a right of access, subject to a reasonable charge (20p per sheet subject to a maximum of £5.00 per agenda plus a nominal fee of £1.50 for postage).
- Access to this summary of your rights as members of the public to attend meetings of the Council, Cabinet, Committees and Sub-Committees and to inspect and copy documents.

### Observing meetings

Meetings will be streamed live on the Herefordshire Council YouTube Channel at <https://www.youtube.com/HerefordshireCouncil>. The recording of the meeting will be available shortly after the meeting has concluded.

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<sup>1</sup> The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020

## **Recording of this meeting**

Please note that filming, photography and recording of this meeting is permitted provided that it does not disrupt the business of the meeting.

Members of the public are advised that if you do not wish to be filmed or photographed you should let the governance services team know before the meeting starts so that anyone who intends filming or photographing the meeting can be made aware.

The reporting of meetings is subject to the law and it is the responsibility of those doing the reporting to ensure that they comply.

The council is making an official recording of this public meeting. These recordings form part of the public record of the meeting and are made available for members of the public via the council's web-site.

## Guide to Cabinet

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

|                                                            |                                                   |
|------------------------------------------------------------|---------------------------------------------------|
| Cllr David Hitchiner (Leader) (Herefordshire Independents) | Corporate Strategy and Budget                     |
| Cllr Felicity Norman (Deputy Leader) (The Green Party)     | Children and Families                             |
| Cllr Gemma Davies (Herefordshire Independents)             | Commissioning, Procurement and Assets             |
| Cllr Ellie Chowns (The Green Party)                        | Environment, Economy and Skills                   |
| Cllr Liz Harvey (It's Our County)                          | Finance and Corporate Services                    |
| Cllr Pauline Crockett (Herefordshire Independents)         | Health and Adult Wellbeing                        |
| Cllr John Harrington (It's Our County)                     | Infrastructure and Transport                      |
| Cllr Ange Tyler (Herefordshire Independents)               | Housing, Regulatory Services and Community Safety |

The Cabinet's roles are:

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

### Who attends cabinet meetings?

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



Herefordshire Council

## Minutes of the meeting of Cabinet held as an Online only meeting on Thursday 30 April 2020 at 2.30 pm

**Present:** Councillor David Hitchiner, Leader of the Council (Chairperson)  
Councillor Felicity Norman, Deputy Leader of the Council (Vice-Chairperson)

Councillors Ellie Chowns, Pauline Crockett, Gemma Davies, John Harrington, Liz Harvey and Ange Tyler

Cabinet support members in attendance Councillors John Hardwick, Peter Jinman, Alan Seldon and Jenny Bartlett

Group leaders in attendance Councillor Jonathan Lester

Scrutiny chairpersons in attendance Councillors Elissa Swinglehurst, Carole Gandy and Jonathan Lester

Officers in attendance: Chief executive, Director for economy and place, Director for children and families, Solicitor to the council, Chief finance officer and Director for adults and communities

### 137. APOLOGIES FOR ABSENCE

There were no apologies from members of the cabinet.

### 138. DECLARATIONS OF INTEREST

None.

### 139. MINUTES

**Resolved:** That the minutes of the meeting held on 27 February 2020 be approved as a correct record and signed by the Chairperson.

### 140. QUESTIONS FROM MEMBERS OF THE PUBLIC (Pages 5 - 6)

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

### 141. QUESTIONS FROM COUNCILLORS

There were no questions from councillors.

### 142. REPORT ON THE COUNCIL'S RESPONSE TO THE CORONAVIRUS EPIDEMIC

The chief executive spoke on the report, highlighting the actions taken by the council independently and in conjunction with partners locally, regionally and nationally. Points noted included:

- Challenges in sourcing personal protective equipment (PPE) with the council using around 18,000 facemasks per day, gloves, aprons and goggles were also being used where appropriate;
- Local companies had adapted their manufacturing capabilities to produce hand sanitiser within a week of the council's request;
- The council was working closely with care homes and was in a comparatively sound position compared with other areas of the county, the situation was being closely monitored as Herefordshire was behind the peak curve regionally;

- The council was making use of technology to hold virtual meetings and recognised the opportunities this presented in reducing unnecessary travel and reducing pollution from traffic;
- Systems imposed from central government had generally been less effective than measures designed and implemented locally, this was being communicated back to the government;
- The council had the lowest known staff sickness levels across the region;
- Many staff had been redeployed to assist with the response to the virus, for example car parking charges had been suspended which allowed key workers to park as close as possible to their point of work and released enforcement staff for other duties;
- In the long term it would be necessary to get a vaccine distributed across the county, in the interim full hygiene protocols including washing hands, social distancing and where appropriate in specific roles, use of PPE remained key tools;
- The resource implications were enormous for councils across the country and the impact was still being calculated, councils were signalling that the additional costs could not be met indefinitely without extra funding and would be pressing the government in this regard.

Following the presentation by the chief executive the meeting observed a minute's silence in remembrance of those who had lost their lives to the coronavirus.

In discussion of the chief executive's report the cabinet noted that:

- £45.5m worth of grants had been approved to businesses across the county, the council had been unable to reach a number of businesses that might be eligible for grants and would be sending letters out in the following days to encourage them to make contact;
- Planning applications continued to be registered and validated, site notices had been suspended initially but had now been reinstated with appropriate social distancing measures for staff and the first virtual planning committee meeting had been scheduled for 12 May;
- Close working with the care home sector had resulted in a relatively small number of cases in comparison with other parts of the country, a proactive approach was supporting care providers with infection control processes and the council had submitted its model to the Local Government Association as an example of best practice to inform work across the country, however Herefordshire was behind the regional peak curve;
- The chief executive and other senior officers continued to provide regular updates to cabinet members.

In considering comments and questions from group leaders the members of the cabinet noted that:

- All groups expressed their sadness at the loss of life and their pride in and gratitude for the work of council staff, emergency services and volunteers around the county;
- There was recognition of the tremendous amount of work to be done to reboot the local economy, ward members with knowledge of local businesses who had so far not been in touch with the council regarding grants could forward details to [smallbusinessgrants@herefordshire.gov.uk](mailto:smallbusinessgrants@herefordshire.gov.uk);
- The vast majority of councils had not yet reopened household recycling centres as they were concerned about the unnecessary travel this might encourage, Herefordshire council was making plans on how centres might open including appropriate traffic management and safe working practices for staff;
- There had been no increase in reported fly tipping since the closure of the household recycling centres and bin collections had been maintained.

The chairperson of the children and young people scrutiny committee expressed concern over the level of take up of schooling among vulnerable children. The director for children and families expressed his thanks to everyone supporting children and families and explained that although attendance by vulnerable children had increased since the Easter holiday numbers were still very low. The council was working with schools and other settings to encourage attendance. The council continued to provide transport where required but families were generally heeding the national and local message to stay at home.

The chairperson of the adults and wellbeing scrutiny committee welcomed the comprehensive report and extraordinary efforts by staff, residents, volunteers and key workers. She asked that the council consider how the good practice that had been developed in response to the virus could be captured and consolidated.

Cabinet members noted the need to look beyond the economic impact and the way that the council and health partners had worked together to tackle the virus. They highlighted:

- The benefits of leisure and cultural services for physical and mental health with huge numbers joining the library to make use of online services during the lockdown;
- Working with businesses, charities and the third sector to further develop the good relationships that had been established;
- The need to continue rolling out broadband access, especially in rural areas, to improve connectivity;
- The need for continued liaison with all councillors.

The leader proposed a recommendation that group leaders be asked to consider how the different groups on the council might work together to ensure that learning from the current crisis was captured. The recommendation was seconded by the cabinet member environment, economy and skills.

**It was agreed that:**

- a) cabinet reviewed the progress made in delivering the response to Covid-19 in Herefordshire and determined that group leaders be asked to consider how the groups might work together to ensure that lessons from this crisis were captured.**

#### **143. TREATMENT OF WEST MERCIA ENERGY PENSION LIABILITY**

The cabinet member finance and corporate services introduced the report and explained that the proposed changes were intended to give West Mercia Energy a better book position when it came to winning business by moving the pension liability to the books of the four owning authorities' respective pension boards. Each of the owning authorities needed to agree the proposal. The financial situation for the council was unchanged as the owning authorities were already liable for the pension arrangements.

In considering comments and questions from group leader the cabinet noted general support for the proposal and that the company continued to buy energy and manage costs for the owning councils and a growing number of other customers. It was hoped this step would help to win more customer.

**It was agreed that:**

- (a) Cabinet, on condition that the Executives of Worcestershire County Council, Telford & Wrekin Council and Shropshire Council agreeing to the same recommendations, agrees:**

- a. To remove the responsibility for the discharge of its function in relation to the pension deficit liability in relation to former WMS employees (including Compensatory Added Years Benefits) as identified in this report from the business of the WME Joint Committee with effect from 1 April 2020;
- b. To allocate the pension deficit liability identified in recommendation a above to a new employer within the Shropshire County Pension Fund, called 'WMS Pension';
- c. To establish a joint committee pursuant to section 101(5) of the Local Government Act 1972, with Worcestershire County Council, Telford & Wrekin Council and Shropshire Council known as the WMS Pension Joint Committee and delegate responsibility with effect from 1 April 2020 to the WMS Pension Joint Committee to discharge the functions of Herefordshire Council relating to the pension deficit liability from former WMS employees (including Compensatory Added Years Benefits) as set out in Appendix A allocated to the WMS Pension employer within the Shropshire County Pension Fund;
- d. To approve the proposed governance arrangements set out in Appendix A, and that the Council's appointed Executive Members to the WMS Pension Joint Committee shall be the Leader of the Council and the current Council representative(s) on the West Mercia Energy Joint Committee;
- e. To delegate authority to the Chief Finance Officer (Section 151) to progress and agree the arrangements as set out in this report, including a relevant payment mechanism and finalise a Joint Agreement for the WMS Pension Joint Committee incorporating the terms set out in Appendix A, in consultation with Section 151 Officers from the remaining Owning Authorities.
- f. To approve the treatment of the WME asset share to be fully funded with effect from 1 April 2020 using IAS19/FRS102 actuarial assumptions with the resulting additional cost of this funding option allocated to the WMS Pension employer within the Shropshire County Pension Fund.
- g. To delegate authority to the Chief Finance Officer (Section 151) to agree the final figures, of which estimates are set out in the resources implications section of this report, and in consultation with the Section 151 Officers from the remaining Owning Authorities.

The meeting ended at 4.24 pm

Chairperson

## PUBLIC QUESTIONS TO CABINET – 30 April 2020

**Question 1****Ms S Sumner, Fownhope****To: cabinet member, infrastructure and transport**

Are the road repairs to the B4399 between Fownhope and Mordiford continuing during the lockdown because we need to come out of this crisis with something like the village we normally live in? Also is there an expected end time for the repairs and what is it?

**Response**

I am committed to ensuring the reopening of the B4224 as soon as possible when we have completed the significant repairs to the road damaged by Storm Dennis. We have not as yet had confirmation that we will receive government funding for all of the repair works (including the repairs at Fownhope) that are needed following Storm Dennis and this may mean that the council will have to fund these works from our own budgets which would be a significant pressure and may mean that we need to review our current capital programme to delay or stop current programmed capital work. The Leader of the Council has written to our local MPs requesting their assistance to secure this and I would ask residents and local businesses to consider doing the same.

However, given the urgency of the B4224 works these schemes will progress as part of the council's response to the emergency situation. I have agreed officers will continue to use their emergency powers and the repairs of the landslip on the B4224 at Lechmere Ley will therefore commence as soon as possible. The detailed design works to repair the retaining wall at Stone Cottage on the B4224 will also be progressed and I can assure you that we are exploring all opportunities to enable the road to be reopened as soon as possible. I am hopeful that this could be achieved by early autumn and I will be pushing to get all works completed as soon as possible with a view to bringing this forward.

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

Is there a revised schedule for the review of transport strategy for Hereford, which was originally intended to report at the end of July 2020?

**Response**

Work on Hereford Transport Strategy review is continuing to programme and it is currently anticipated that a report setting out the outcome of the review will be produced on programme by end July. This will then be considered by cabinet to determine next steps and this will be the subject of a governance decision in due course.



**PUBLIC QUESTIONS TO CABINET – 28 May 2020**

**Question 1**

**Mr I Wilkinson, Brierley**

**To: cabinet member, commissioning, procurement and assets**

At the cabinet meeting in Leominster, Councillor Gemma Davies, committed to having metrics implemented with Balfour Beatty. I have been through the minutes and cannot see an update. Are clearly defined, agreed metrics with targets and a clear reporting timetable now in place and what are the review processes, penalties for non-performance and improvement goals?

**Response**

Thank you for your question. I can confirm that there are currently defined metrics within the BBLP contract for both the public realm contract and the Property and Building Maintenance contract. Both Cllr Harrington and I now attend monthly operational boards where the metrics are scrutinised and any issues raised at the earliest opportunity. We have also committed to ensuring that consultation for the public realm annual plan is done much earlier so that the plan and metrics can be better linked to the County Plan. This will be reflected in next year's annual plan.

We have just commissioned a review into social value and what metrics could be used to judge performances on contracts, tenders and applications. We are even more committed to ensuring that the where businesses provide services for the council that we judge them not just by finances but by other metrics such as utilisation of local businesses and environmental factors.

With regards to any penalty for non-performance at an operational level then this is corrected at the provider's cost, poor performance against the strategic measures of performance results in the failure to 'win' contract extensions.



**COUNCILLOR QUESTIONS TO CABINET – 28 May 2020**

**Question 1**

**Councillor Nigel Shaw, Bromyard Bringsty Ward**

**To: cabinet member, infrastructure and transport**

New housing land supply figures were due for publication at the beginning of April, can the cabinet member responsible now provide these, or confirm a date on which they will be published?

**Response**

The housing supply statement for 2020 will be based on the position as of April 1st but it is not the case that these figures were due for publication in early April. The assessment of the housing land position needs to have regard to the methodology set out in Government guidance and involves a considerable amount of staff resource in order to provide as accurate an annual position as possible. As with previous years, the intention is to complete the assessment by the end of July. This year the Covid-19 pandemic is providing a number of additional challenges to this process but it is still intended at this time to provide the position statement by July 31st. This will enable the returns to Central Government to be made within the required deadlines.





|                         |                                                       |
|-------------------------|-------------------------------------------------------|
| <b>Meeting:</b>         | <b>Cabinet</b>                                        |
| <b>Meeting date:</b>    | <b>Thursday 28 May 2020</b>                           |
| <b>Title of report:</b> | <b>Carbon Management Plan 2020/21 - 2025/26</b>       |
| <b>Report by:</b>       | <b>Cabinet member environment, economy and skills</b> |

## Classification

Open

## Decision type

Key

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

Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

## Wards affected

(All Wards);

## Purpose and summary

To approve the council's new Carbon Management Plan which sets out the council's approach to deliver carbon neutrality by 2030/31 and sets an interim target of a 75% reduction of the council's own carbon emissions by 2025/26.

## Recommendation(s)

That:

- (a) the Carbon Management Plan (2020/21 – 2025/26) which sets out an interim target for the council to reduce its organisational carbon emissions by 75%, based on 2008/09 levels by 2025/26 is approved.**

## Alternative options

1. Not to approve a new carbon management plan
  - This would negatively impact the council's ability to deliver the policy commitment to become carbon neutral by 2030/31.
2. To approve a carbon management plan with an alternative interim target for 2025/26.
  - The proposed interim target for 75% reduction has been recommended based on the balance of setting an ambitious, yet deliverable target.

## Key considerations

### 3. Background

A Carbon Management Plan (CMP) is a strategic document which sets out an organisations own aspirations to reduce the environmental impact of its operations. In 2011, the council published its first Carbon Management Plan committing to reduce emissions from the Council's operations.

- This committed the council to a target reduction of its own CO2 emissions of 30% by 2015/16 against a 2008/2009 baseline.
  - After the successful delivery of a 29.4% reduction in 2015/16, a second Carbon Management Plan was published in 2017, which committed the council to a stretch target of a 40% reduction by 2020/21.
4. In 2013, the council jointly developed and became a signatory for a countywide carbon reduction target.
    - "Re-energising Herefordshire" committed Herefordshire to reduce countywide carbon emissions of 80% by 2050 against a 1990 baseline, which mirrored the targets within the Climate Change Act 2008.
    - Signatories of this countywide commitment included public sector organisations, business, local communities and environmental groups.
  5. The most recent Intergovernmental Panel on Climate Change (IPCC) report clearly states the following:

*This Special Report also shows that recent trends in emissions and the level of international ambition indicated by nationally determined contributions, within the Paris Agreement, deviate from a track consistent with limiting warming to well below 2°C. Without increased and urgent mitigation ambition in the coming years, leading to a sharp decline in greenhouse gas emissions by 2030, global warming will surpass 1.5°C in the following decades, leading to irreversible loss of the most fragile ecosystems, and crisis after crisis for the most vulnerable people and societies. (Source: IPCC, 2018: Global Warming of 1.5°C.)*

6. The government plans to legislate to achieve net-zero emissions in the UK by 2050. Recently, the UK was also confirmed as the joint hosts of the next UN Climate Change Conference (COP26) in 2020.
7. At the meeting of full council on the 8 March 2019, the council declared a Climate Emergency and unanimously resolved to call on the executive to produce a successor to the current Carbon Management Plan (2019-2023) within the early months of the new council
8. This is the Council's third Carbon Management Plan and builds on strong momentum reducing the council's organisational carbon emissions. CMP-2 achieved its target (40% reduction on baseline) two years early.
9. This plan sets out the Council's aspiration to become carbon neutral by 2030 and is the first of two plans each setting out our approach for the 5-year periods 2020/21 – 2025/26 and then 2025/26 – 2030/31.
10. CMP-3 is based on extensive evidence, research and analysis into how best to approach the challenging target, and setting an interim target for 2025/26.
11. The associated action is a dynamic plan which needs to constantly evolve as goals are met, new challenges and opportunities arise.
12. There is an element of uncertainty in reaching the target due to the constantly changing nature of addressing climate change and emissions. However, based on the information available; (including previous emissions data and projections of future programmes' savings), the range of potential reductions is between 65% and 84% during the period to 2025/26. 75% is realistic, achievable and a substantial move towards the net carbon neutral target by 2030/31.
13. The CMP-3 has been designed to be user-friendly and covers the key areas of achieving the 2025/26 interim target.
14. CMP-3 will be published on our website and used to determine and measure our progress towards carbon neutrality.
15. Internationally, as well as nationally, plans and policies committing nations to the reduction in emissions are at the forefront of many agendas. The UK has committed to becoming net carbon neutral by 2050.

## **Community impact**

16. The Intergovernmental Panel on Climate Change IPCC report suggested significant reductions are needed by 2030 for the earth to avoid a 2 degree Celsius rise in average global temperatures and the significant climate-related impacts that would come with that change.
17. Climate change impacts communities across the UK including Herefordshire. The rural nature of the county will add stressors to communities including, access to low carbon services and infrastructure as well as the potential impacts from extreme weather events such as flooding.

18. The resulting improvements in local air quality, improved public health and efficiencies from addressing the climate emergency will positively contribute towards the delivery of the council's county plan objectives of 'Securing better services, quality of life and value for money' and 'Enabling residents to live safe, healthy and independent lives.'
19. The development of CMP-3 and associated action plan will be developed to jointly contribute to the delivery of the council's wider strategic aims including the Health and Well-being strategy, Local Transport Plan, Air Quality Strategy, Economic Development Strategy and Accommodation strategy.
20. Additionally local leadership on carbon reduction will promote healthy lifestyles through local food choices, will support business diversification into low carbon good and services, and will encourage active travel choices and the transition to ultra-low emission vehicles.

## **Equality duty**

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

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

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
22. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services. We believe this decision is for back office functions, partners and contractors as well as having a wider public interest. Our consideration is that the delivery of the carbon management plan, with its approach to reducing carbon dioxide emissions across the council's footprint, will have a positive impact on our equality duty.

## **Resource implications**

23. The early reductions will be achieved by projects supported by the following budgets and grant funds:
  - Climate Fund (revenue budget)
  - Energy Efficiency (capital budget)
  - Office and Car Park Lighting Replacement (capital budget)
  - Solar Photovoltaic Panels (capital budget)
  - SEPuBu - grant fund to support sustainable energy in public buildings

- Halo Energy Efficiency (capital budget)
24. Future project proposals will continue to be developed on an individual bases and business cases and capital bids will be considered on an invest-to-save basis under separate governance.
  25. Whilst there is no direct impact on property, asset rationalisation does form a part of the plan. Once again, this will be covered in separate governance reports on a case-by-case basis.

## Legal implications

26. There is currently no legal requirement to adopt a carbon management plan. The power to do so is conferred by Section 1 of the Localism Act 2011. Under the general power of competence.

## Risk management

27. There are a number of risks and opportunities involved with trying to achieve the target stated in this carbon management plan. There are noted below:

| Risk / opportunity                                                                                                                                                                                                                                 | Mitigation                                                                                                                                                                                                                                                                                 |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Risk: Not achieving the target:</b> The 75% reduction will require concerted and consistent effort, combined with strong leadership. Not achieving this target risk reputational damage.                                                        | <b>Mitigation:</b> The methodology behind calculating expected emission reductions has been carefully considered. Here the range shows an expected reduction of between 65% and 84%. As such we have proposed the interim target of 75% which we consider to be ambitious, yet achievable. |
| <b>Risk: Influencing:</b> Emission sources which are not directly controlled by the council do fall under our scope of emissions. This means the council will need to influence others (e.g. partners and schools) in order to achieve reductions. | <b>Mitigation:</b> The council will build on existing relationships and contractual obligations with our partners to continue to reduce carbon emissions.                                                                                                                                  |
| <b>Opportunity: Leadership:</b> The council is committed to leading a local response to the climate emergency and is uniquely placed to do so.                                                                                                     | By successfully delivering this plan and our commitment to become carbon neutral this will demonstrate the necessary leadership.                                                                                                                                                           |

## Consultees

28. Political groups have been consulted and no objections or comments were received.

## **Appendices**

- Carbon Management Plan 2020/21 – 2025/26.

## **Background papers**

- None identified.

## **Glossary of terms, abbreviations and acronyms used in this report.**

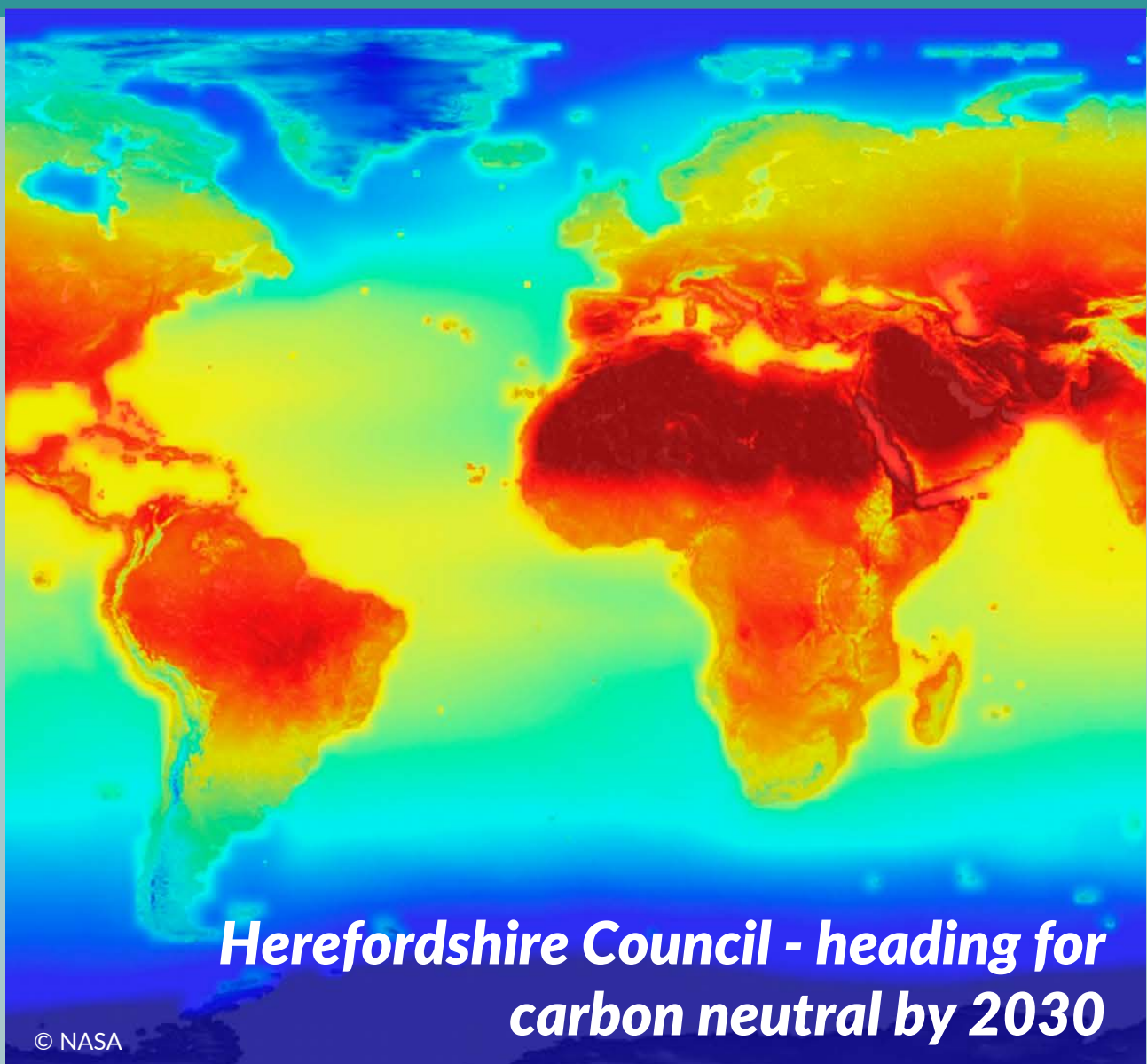
CMP Carbon Management Plan

ICT Information and Communications Technology

IPCC Intergovernmental Panel on Climate Change

# Pathway to Carbon Neutral

**Carbon Management Plan 2020/21-2025/26**





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# Foreword

*“Herefordshire Council is committed to leading local responses to the Climate Emergency and achieving our target to become carbon neutral by 2030/31.”*

**Councillor Ellie Chowns & Alistair Neill**



**Councillor Ellie Chowns**  
Cabinet Member for Environment



**Alistair Neill**  
Chief Executive Officer,  
Herefordshire Council

Climate change has been placed at the forefront of the agenda by the recent Intergovernmental Panel on Climate Change (IPCC) report stating the implications of a 1.5°C rise in global atmospheric temperatures. The associated impacts are significant for the world in which we live, work and play. Coupled with this report was the significant reaction and action by people across the world. The UK was no exception with young people and a variety of activist groups helping to embed firmly the fact that we are facing a climate emergency.

Herefordshire Council played an important leadership role in taking on the challenges that lie ahead by declaring a target of becoming carbon neutral by 2030/31.

This is Herefordshire Council's third Carbon Management Plan. It focusses on the period 2020/21 – 2025/26, the first five years of the ten-year period to 2030/31 and carbon neutrality.

It draws and builds upon the previous plans with one significant difference – the ultimate target for the Council to become carbon neutral by 2030/31.

This document is based on extensive evidence, research and analysis into how best to approach the challenging target, with a wide variety of key stakeholders having been instrumental in developing and shaping the plan.

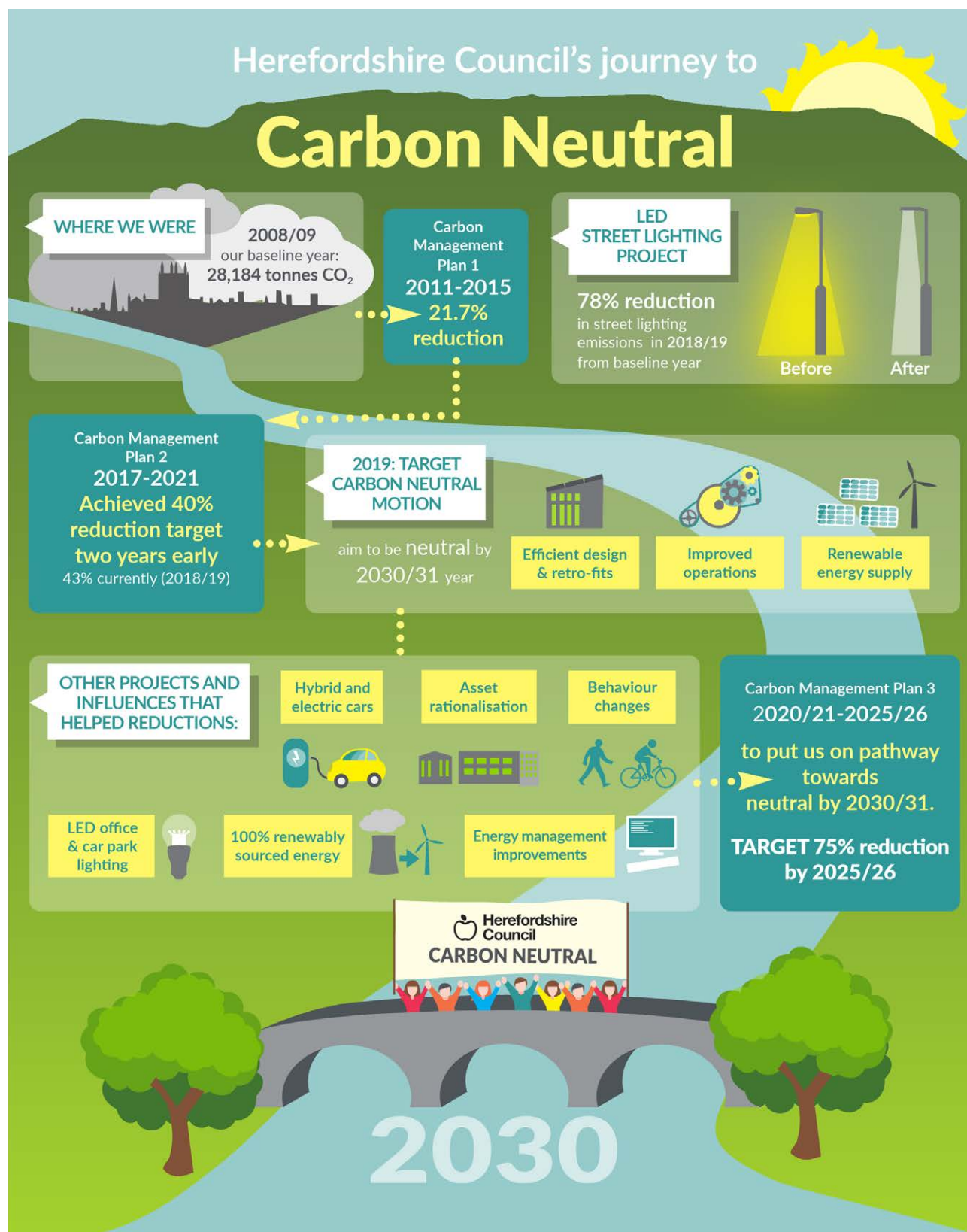
The associated action plan is dynamic and flexible. It will need to evolve constantly as interim goals are met, new challenges and opportunities arise and the landscape in which we operate changes over time.

We will work together with our partners and suppliers to deliver this goal and we will be actively working as a team in this hugely important task, making the Council and the County a better place to live, work and play.

# Executive summary

## Moving forward to carbon neutral

The infographic below depicts the journey, initiatives, challenges, solutions and possibilities we have included as part of our 2020/21 – 2025/26 plan.



## Our contribution to tackling the Climate Emergency

Achieving early gains in reducing our emissions are key success factors for making carbon neutrality a reality. Delivering a successful management plan requires the council to be realistic in our ambitions, creative in our approach and bold in our decision-making.

We need everyone on board to tackle the much bigger issues of our county emissions from homes, businesses and transport. We encourage residents, community organisations and businesses to join us by making their own changes, both small and large, so that together we can better protect the environment and preserve our wonderful county for our children and future generations."

**Councillor Ellie Chowns,**  
*Cabinet Member for Environment*



*Council resolves to set both an organisational and countywide target for carbon neutrality by 2030*

# Declaring a Climate Emergency

## Executive Response to the Climate Emergency

Following the unanimous resolution on the 8 March 2019, the council published its executive response on the 26 September 2019. The response is summarised below:

- a) The executive commits to an accelerated reduction of the council's own carbon emissions and the aspiration to become carbon neutral by 2030/31.
- b) The executive approves the policy approach of using 100% renewably sourced energy. On the 1 September 2019 the council switched its electricity supply to 100% renewable energy. We are exploring options for renewable gas as part of this plan.
- c) The council will work with strategic partners, residents and local organisations to develop a revised countywide CO<sub>2</sub> reduction strategy aspiring for carbon neutrality by 2030.  
  
The Council will be developing a citizen's panel and countywide action group in 2020/21. A report will be brought forward this year exploring the different engagement options including a citizen's assembly, citizen's jury, citizen's panel, youth panel and a public summit in 2020/21 and will explore the benefits and resource requirements of each.  
  
The Council has set up a cross-party task and finish group on climate change to:
  - Develop and propose a checklist of criteria to inform strategies, plans and future decisions.
  - This checklist will help assess and increase the contribution of policies, strategies and decisions by reducing emissions and increasing resilience to climate change.
  - Work with networks of major partners to develop a joint countywide strategy to meet carbon neutral by 2030.
- d) The council will continue to monitor and publish reports on its performance on carbon reduction annually and will include future reporting on countywide emissions, which is also monitored annually. These will be published on the Council's new Climate and Ecological Emergency webpages.
- e) A members briefing session on climate change was held on 16 July and a full day interactive workshop was held on the 21 October 2019. This was the start of an ongoing process of engagement to ensure that members are briefed on emerging local issues affecting the environment and able to participate in developing actions in response to those issues.

For more information please visit our website: [www.herefordshire.gov.uk/climate](http://www.herefordshire.gov.uk/climate)

# Our Carbon Footprint

## Background to how we calculate our footprint

We started measuring our carbon footprint in the 2008/09 financial year and have used that as our baseline year against which we measure our emission reductions.

Over the years, the scope of our carbon footprint has remained relatively static although we have seen a reduction in numbers of staff as well as owned buildings during this period. We have included Scope 1 and 2 emissions and some Scope 3 as set out below.

### Scope 1

- Council owned/controlled mobile combustion sources (e.g., petrol and diesel fuel consumed in buses and cars).
- Combustion of fuels in stationary sources (e.g., natural gas, burning oil, gas oil and LPG consumed within Herefordshire Council buildings).

### Scope 2

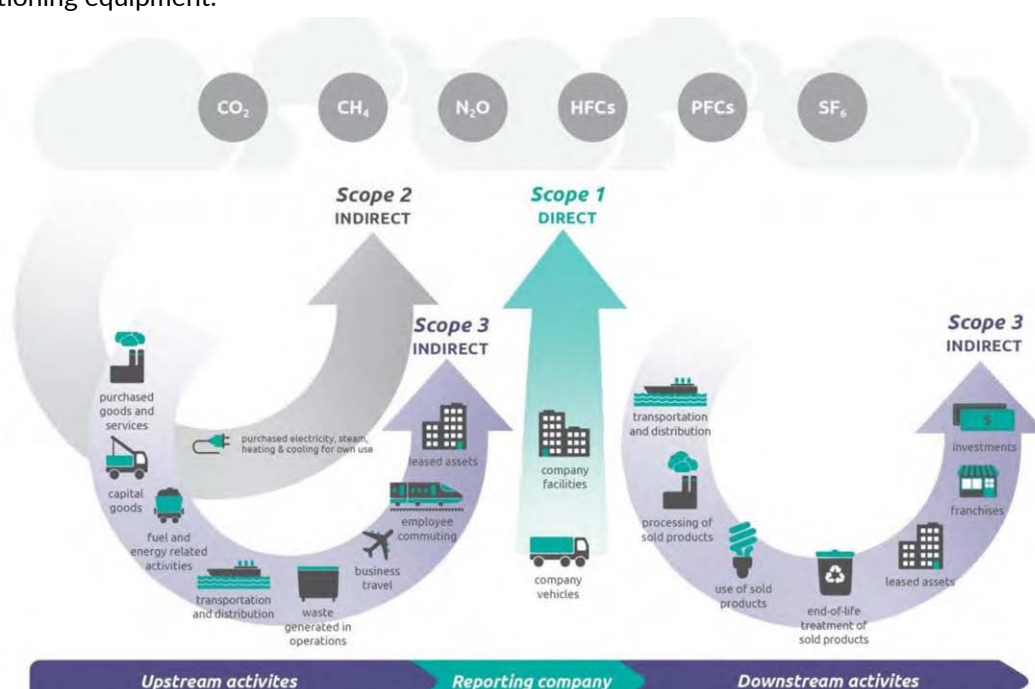
- Emissions from the generation of purchased electricity, heat or steam that is consumed in the Council's own or controlled equipment or operations (e.g., buildings and street lighting).

### Scope 3

- Business travel (staff mileage, rail travel by Herefordshire Council staff for business purposes) and staff commuting.
- Electricity, gas, burning oil and LPG consumption in buildings operated by outsourced services for waste management, highways, leisure, cultural services, education (academies) and residential care homes.
- Petrol and diesel consumption by contracted fleet vehicles.
- Fleet and staff mileage undertaken by main outsourced contractors on behalf of Herefordshire Council.

### Notable exclusions (also excluded from previous reporting periods):

- Emissions from Hill and Moor landfill site. Waste emissions are mainly from domestic properties and businesses which are represented in the county emission figures rather than the Council's.
- Fugitive emissions from air-conditioning systems. Fugitive emissions from intentional or unintentional releases, e.g., leaks or spills of hydrofluorocarbon (HFC) emissions during the use of refrigeration and air conditioning equipment.



Overview of Green Houses Gas (GHG) Protocol scopes and emissions across the value chain Source: [www.ghgprotocol.org](http://www.ghgprotocol.org)

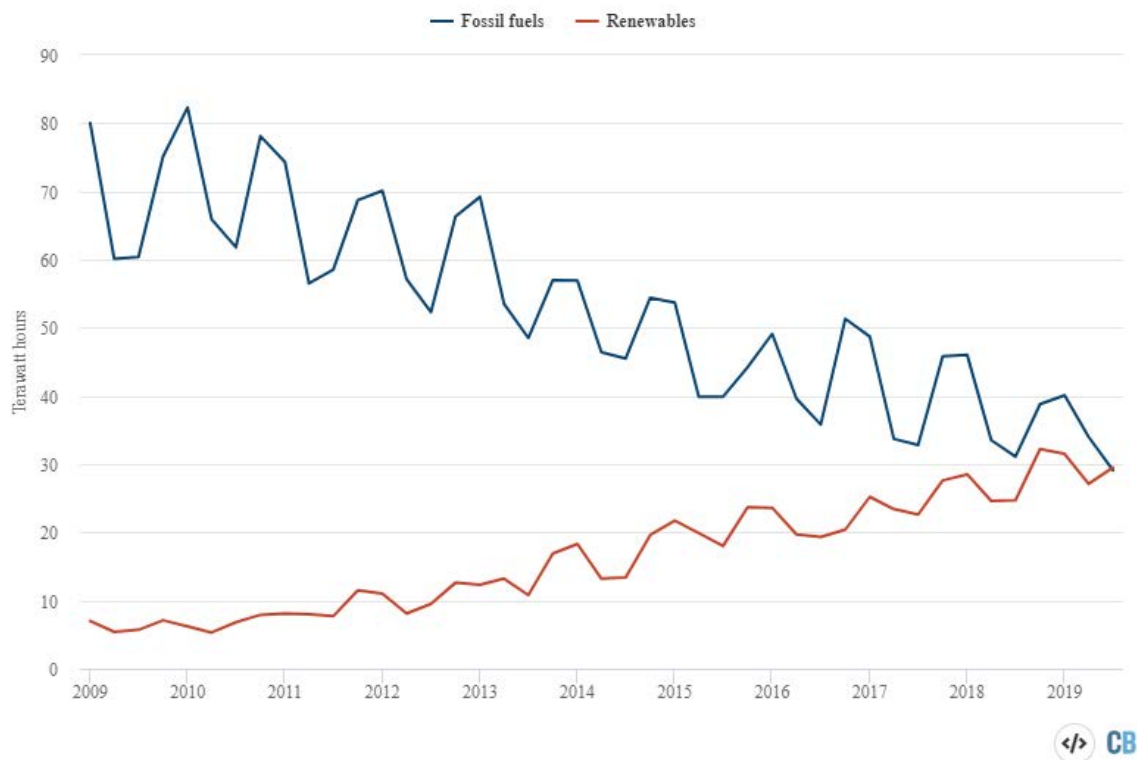
Previously we have kept our organisational and operational carbon emission boundaries relatively similar in order to compare actual emission reductions over time. However through the development of this plan we took the opportunity to broaden this to include staff commuting as part of our Scope 3 emissions. Here we consider this an important part of our responsibility and so have not only included it going forward, we have also included this retrospectively to the baseline year.

Our ability to access accurate data over time has also changed, notably with regards schools. Schools have gained increasing autonomy over time, with freedom of choice over preferred energy suppliers making accessing accurate and timely data increasingly difficult.

We use the most up to date, accurate and complete data wherever possible. Occasionally, we are required to make assumptions where data is unavailable. We also use the most up to date emission factors which has contributed to lowering our grid-connected electricity emissions in particular (Scope 2). In addition to the delivery of our action plan the national grid emission factor has been falling over the years, driven by the increasing portion of renewable energy being brought into the energy mix of the UK. The table below shows that in September 2019, the UK's energy mix for electricity reached the point where more energy was being derived from renewables than from fossil-fuels. That is a truly significant change from which we will benefit more as the mix ratio increases in favour of renewables.

#### UK renewables generated more electricity than fossil fuels for the first time

The third quarter of 2019 was the first ever to see this switch



Source: Dr Simon Evans, Carbon Brief, 14-Oct-2019

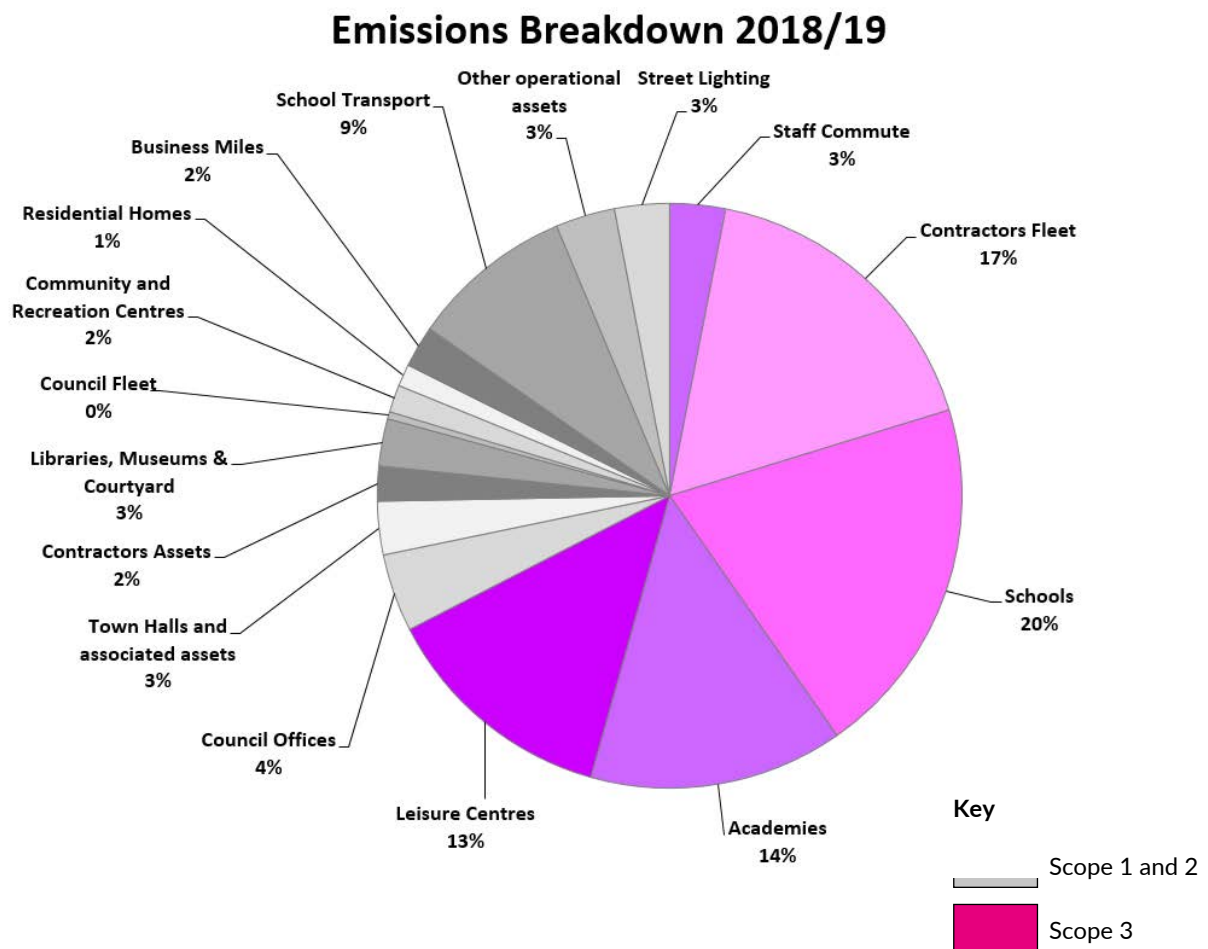
Indirect (Scope 3) emissions form the most significant part of our measured footprint. We have included a number of Scope 3 emissions, although landfill waste emissions have not been previously measured, and are therefore excluded. However, these remain important emissions which we are addressing through activities such as the waste review and the energy from waste plant. These activities will form part of the countywide carbon reduction strategy.

# Current CO<sub>2</sub> emissions

## Our latest carbon footprint assessment (2018/19)

We have been measuring our carbon footprint since 2008/09 (baseline year). The table and graph below summarise the changes from baseline emissions and show our most recent carbon footprint breakdown by source.

| Herefordshire Council               | Baseline 2008/09 | Financial Year 2018/19 | % Reduction |
|-------------------------------------|------------------|------------------------|-------------|
| Scope 1                             | 6,531            | 4,474                  | 31%         |
| Scope 2                             | 8,517            | 2,974                  | 65%         |
| Scope 3                             | 13,136           | 8,671                  | 34%         |
| <b>Total GHG Emissions (tonnes)</b> | <b>28,184</b>    | <b>16,119</b>          | <b>43%</b>  |
| Target reduction (2018/19)          | -                | -                      | 36%         |

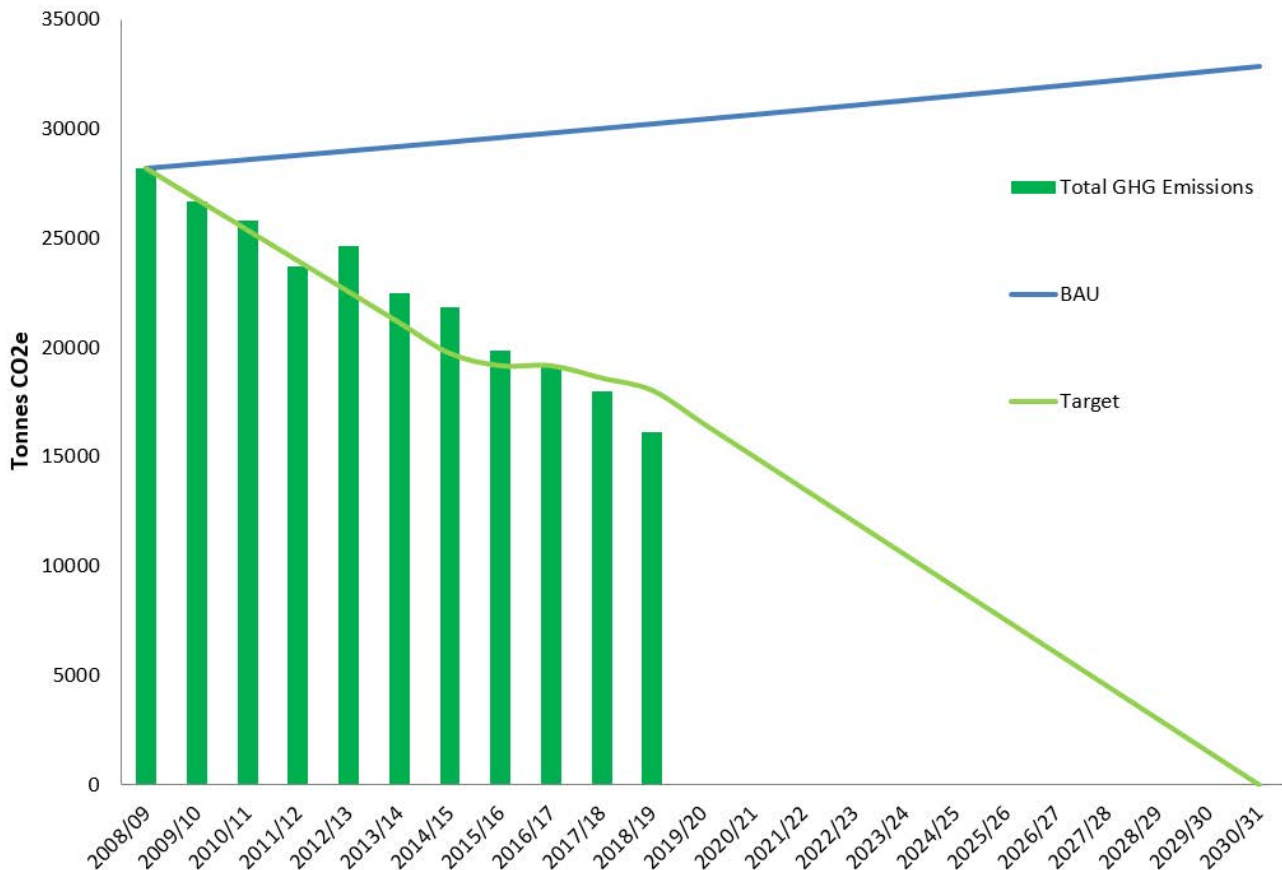


# Building on success

## What we have already achieved

We have a strong track record of delivering emission reductions and financial savings.

There have been significant reductions in emissions over time against both the target and business as usual (BAU) scenarios. The 40% reduction target was exceeded two years early and the current reduction trend sets a solid foundation upon which to aim for carbon neutrality.



Some examples of successes we have had in reducing our carbon footprint to date include:

- Improved energy management
- LED street lighting
- LED office lighting
- Sensor controls
- Behaviour changes
- Hybrid/electric pool cars
- Active travel initiatives
- Solar PV projects



# Ways to accelerate carbon reductions

Working towards carbon neutral, we believe that there are seven main themes (areas of work) which will form the basis of actions required in order to achieve a sustainable, carbon neutral council. These are briefly discussed below.

## Energy Reduction

This includes a whole suite of energy saving initiatives. Many of these will be an extension of successful projects, building upon these and expanding them to create additional savings such as: LED lighting, energy management systems and advanced lighting controls which detect motion and light levels in our offices.

## Behaviour change

This is a theme which has no boundary – it cuts across and to the core of every service area. In order to achieve the carbon neutral target, changing the way the council thinks, decides and acts will undoubtedly be the most important factor over the next ten years. In order to effect the change in emissions required, the way the council makes decision is being updated to ensure the environment is at the heart of decision making.

## Renewable energy

Generating our own renewable energy will be an important theme in bringing our emissions down towards zero. Solar energy is likely to form the largest proportion of this with others such as wind, hydro and renewable heat sources adding smaller contributions where we can utilise them.

## Engagement

Herefordshire Council believes that clear communication, community engagement and leadership will play an important role in moving the council, as well as the county, towards a low carbon future. Engaging staff, communities, schools, businesses and individuals across Herefordshire will be a key role for Herefordshire Council to play as it strives towards the targets.

## Leadership

Leading the County towards a low carbon future is a priority for the Council. The Council is committed to leading the development of a countywide collaborative carbon reduction strategy in its 2020-24 County Plan.

## Resourcing

Staff and financial resources will be key to the successful delivery of this plan. Appropriate levels of both will be required in order to achieve our carbon neutral target.

## Policy

Enhancing and/or creating policies which are aimed specifically at areas which are now insufficient or need to be put in place in order to facilitate the move towards a carbon neutral future. Such policies will include aspects such as staff travel, agile working, influencing planning, transport and parking. A new cross-party task and finish group has been established to support and inform future decision making in line with the 2030/31 target.

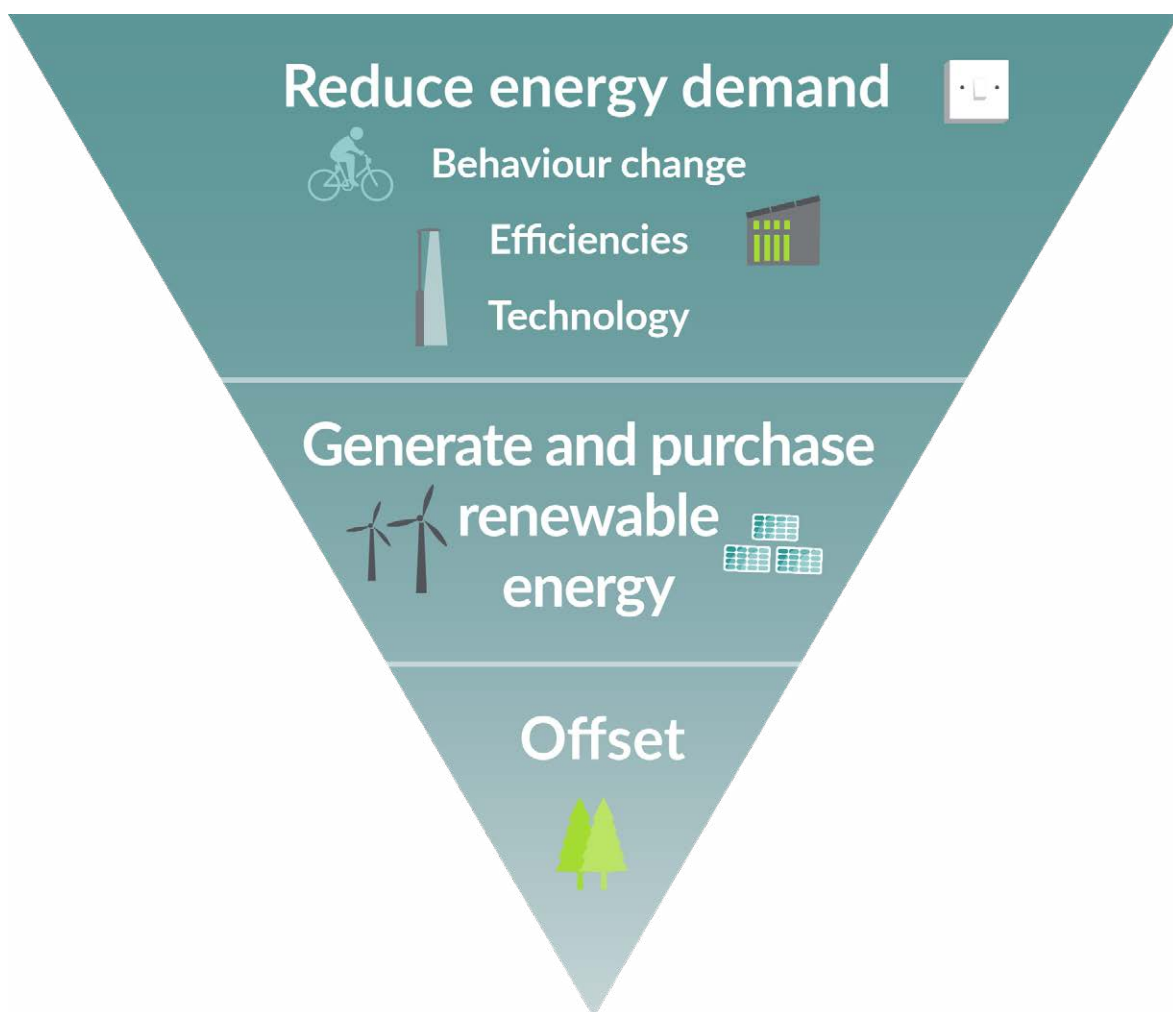
# What changes are needed

## Changes required across emission sources

Changes are usually interpreted as something completely different from what has gone before. Whilst the task that lies ahead is clearly significant, we believe that many of the successes of the past will continue to form the basis for future reductions.

Whilst there are likely to be some new and innovative ideas and projects coming through due to the speed of change in technology, the successes and lessons from previous and current projects will play a critical role in determining our pathway towards carbon neutrality.

The key focal points for this period of reductions, based on our current carbon emission sources, are shown in this hierarchy.



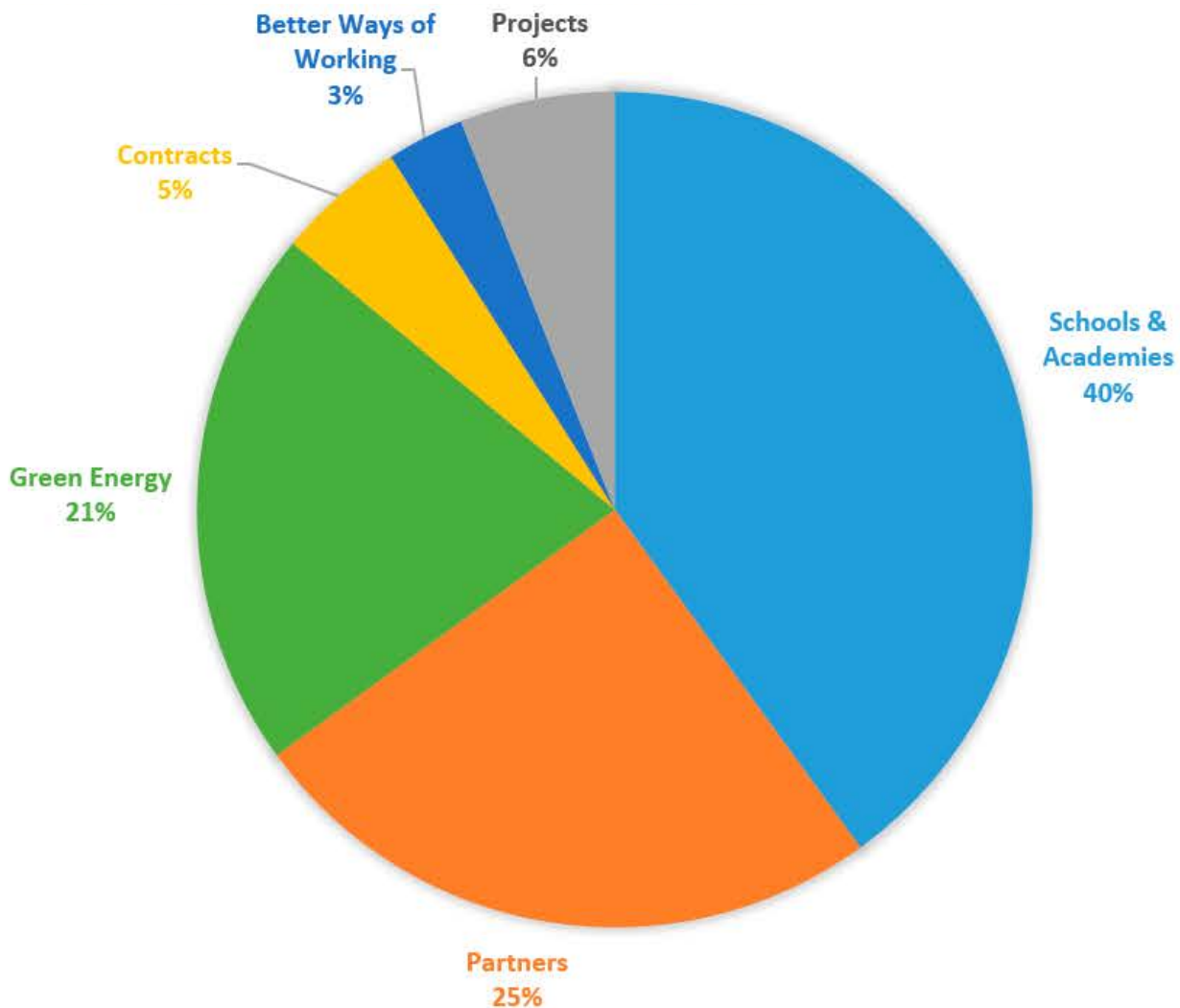
# Key areas of reductions

This diagram shows key areas where we aim to reduce emissions over the next five years.

It is likely that the emission reductions will not match this exactly as there will be variation and additional projects which may impact in ways we have not planned for and cannot predict at this stage.

This diagram is indicative and the areas of focus will remain flexible as reductions are measured across a variety of interventions and as we continue to seek and develop projects for 2030/31.

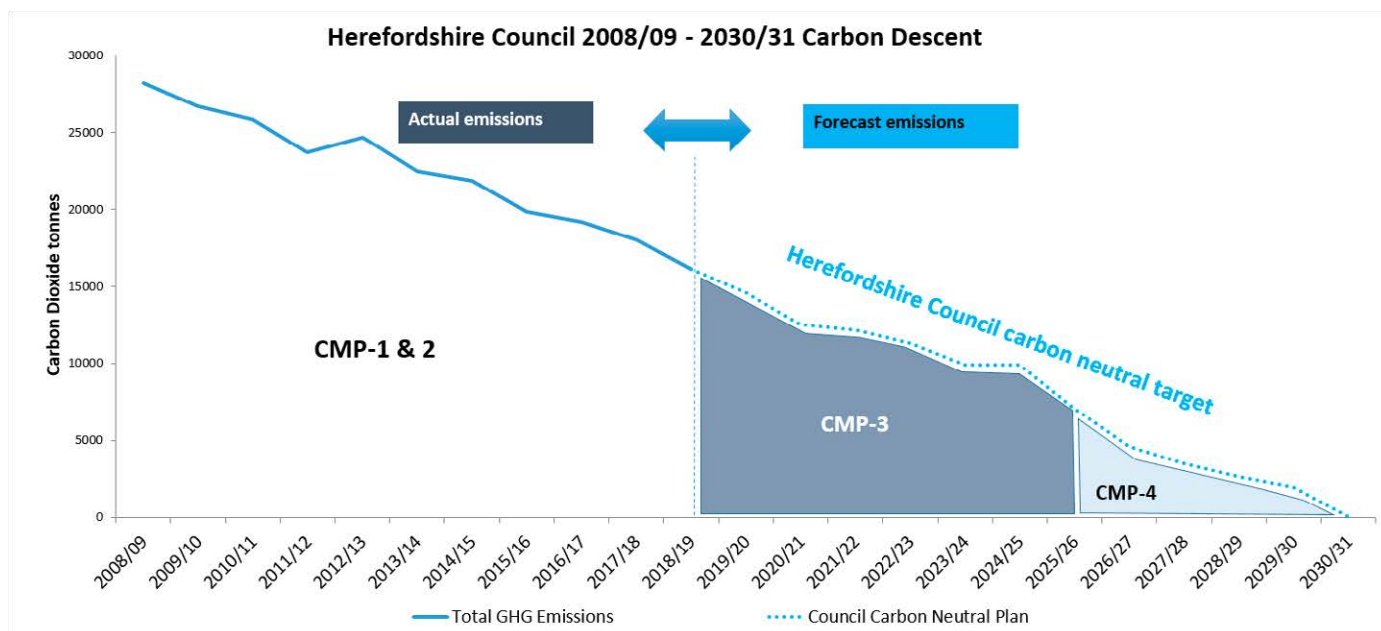
Each section of the pie chart represents an area of work, whilst the size represents the percentage of the five year target we have set out in this plan.



# Carbon descent

## How we predict our CO<sub>2</sub> emissions reducing over time

The graph below shows the actual CO<sub>2</sub> reductions achieved to date and the projected changes over the next ten years, with a target of a 75% reduction on 2008/09 levels, by 2025/26.



We have a high confidence in the early reductions; this reduces as time goes on as uncertainty increases over time. It is important that this document remains “live and dynamic” with the ability to adjust as time moves forward. Our 2018/19 carbon footprint total was 16,119 tonnes of CO<sub>2</sub>. Our ultimate aim is to bring this down to zero.

Our approach in the first five years is to focus on behaviour changes, efficiencies, technology and renewable energy. Currently, we anticipate that we will be able to reduce emissions (relative to 2008/09 baseline) by 75% by 2025/26. We then have five more years to get to carbon neutral. We believe we will be able to reduce our carbon emissions significantly although there are likely to be some residual emissions which we will not be able to reduce to zero.

Offsetting and sequestration will have an important role to play in the council achieving carbon neutral and we will be considering how best to implement this over the coming months. One option will likely be through carbon sequestration which is the act of locking away carbon by using methods such as tree planting.

# Time for action

## Summary of our action plan over the next five years

Development of the action plan has been a challenge. Uncertainty plays a significant role in the pathway towards a carbon neutral future. Embracing the uncertainty and acting despite it is our preferred option.

This document has been published during the COVID-19 outbreak. As such we are aware that plans will need to evolve, some targets may be met sooner than initially intended whilst others will become more difficult.

The table below gives an outline of how we intend to meet our 2025/26 target. The areas of work are supported by specific activities, many of which are already underway and will be continued, completed and/or ramped up over the next five years. To detail our thinking we have provided two further columns. The first column shows the theoretical maximum savings available whilst the second column provides a figure which we have a high confidence in achieving by 2025/26, whilst still challenging ourselves.

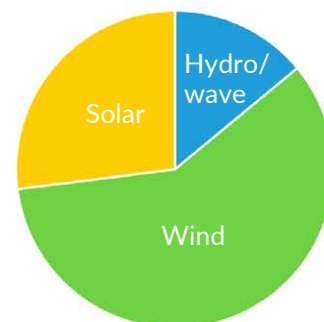
| Area of work                       | Example of planned activities                                                                   | Estimated Maximum Reduction (tCO <sub>2</sub> ) | High Confidence (tCO <sub>2</sub> ) |
|------------------------------------|-------------------------------------------------------------------------------------------------|-------------------------------------------------|-------------------------------------|
| Renewable Energy                   | Purchase renewable energy                                                                       | -2,138                                          | -1,372                              |
| Projects                           | Energy Efficiency & Renewable Energy programme, pool cars                                       | -563                                            | -452                                |
| Better Ways Of Working (BWOW)      | Behaviour change, Staff travel plan, video conferencing, fleet review, property rationalisation | -332                                            | -237                                |
| Schools & Academies                | Purchase renewable energy, behaviour change, energy efficiency, renewable energy                | -4,884                                          | -2,209                              |
| Contracts                          | More sustainable travel and practices adopted                                                   | -436                                            | -349                                |
| Partners                           | Purchase renewable energy, energy efficiency programme, behaviour change                        | -2,840                                          | -1,526                              |
| Totals                             |                                                                                                 | -11,193                                         | -6,144                              |
| Percentage reduction from baseline |                                                                                                 | -83%                                            | -65%                                |
| <b>TARGET 2025/26</b>              |                                                                                                 |                                                 | <b>75%</b>                          |

# Areas of Work

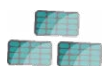


## Purchase Renewable Energy

In January 2020 the council switched its electricity supply to 100% certified renewable energy. We are looking into sources of 'green gas' meaning all of the council's energy needs will be met with renewables.



Herefordshire Council sources of renewable electricity 2020



## Energy Efficiency Projects

We have a number of energy efficiency projects planned over the next year, utilising European grant funding where we can, to make our own budgets go further. The projects we will be looking to install over the next 12 months include:

- Continue to install solar PV on several council owned buildings where we can match energy supply from the solar panels to demand.
- LED lighting with advanced controls will continue to be installed across our offices and other building including children's centres.
- More efficient air handling units and boilers will also be installed where energy savings can be realised.
- As new technologies emerge, innovative technologies including battery storage will be considered.



## Better Ways of Working

In March 2020 it was announced that the council would consolidate its offices from three main offices down to two. This reduction in the number of buildings we operate means we will greatly reduce our energy consumption. To achieve this reduction in offices, our Plough Lane office will adopt more flexible working and meeting spaces. This versatility of our buildings goes hand in hand with encouraging employees to work from home for one to two days a week where appropriate.



## Schools and Academies

From April 2020 schools who purchase electricity from West Mercia Energy will automatically receive 100% certified renewable electricity for no extra charge.

In time for the Autumn term the council will release a schools energy resource pack helping schools to audit their energy use with pupils and setting out a series of activities that all members of the school can do for free, to help the school save in excess of 10% of their annual fuel bill.

Schools are able to apply to the European grant scheme MarRE run by Herefordshire Council. This scheme provides applicants with a grant of up to 50% of the total cost of installing eligible renewable energy technologies. This can include, but is not limited to, solar PV and thermal, wind, heat pumps and biomass. There is more information on our website [www.herefordshire.gov.uk/MarRe](http://www.herefordshire.gov.uk/MarRe)

Maintained/Community Schools in Herefordshire can apply to the council's Schools Finance team for an interest free loan for the full or partial cost of the installation of energy efficiency measures including renewables such as solar. The savings made from these projects can help the school to repay the loan. In the case of solar PV it will entirely repay the loan at which point the school will benefit from their own free renewable energy thereafter.



## Contracts

The Council has set up a cross-party task and finish group on climate change to:

- Develop and propose a checklist of criteria to inform strategies, plans and future decisions
- This checklist will help assess and increase the contribution of policies, strategies and decisions by reducing our carbon emissions and increasing resilience to climate change
- Work with networks of major partners to develop a joint countywide strategy to meet net zero carbon by 2030.

This task and finish group will make recommendations to the general scrutiny committee to ensure all strategies, plans and decision going forward properly consider their contribution to the 2030 carbon neutral target. These changes will mean that when new contracts are signed for the provision of services, these operations are giving proper consideration to the overall target of carbon neutral by 2030.

A task and finish group on waste has also been set up. This task and finish group is conducting a strategic review of the council's waste management service. The review will seek to understand future demands, aspirations and policy requirements and consider what changes may be required to our existing service. It will inform future policy development by providing findings and recommendations to the cabinet member for contracts and assets, the wider executive and the waste management team.

The government's **Resource and Waste Strategy 2018** encourages a move towards a more sustainable circular economy, protecting natural resources and maximising the life of materials. In waste this means doing all we can to prevent waste, encourage reuse, recycle materials and use what's left to recover energy. New services to collect food waste and increase recycled material quality are expected. These measures are likely to see a requirement for additional vehicles to collect waste differently from how we do now. This could result in an increase in Scope 3 emissions, however our move to a more circular economy will help reduce use of natural resources and reduce county-wide carbon emissions overall.



## Partners

In 2015 the council in partnership with Halo installed solar PV on the Hereford and Leominster leisure centres. Since this date Halo have undertaken a series of energy efficiency projects to further reduce their carbon emissions.

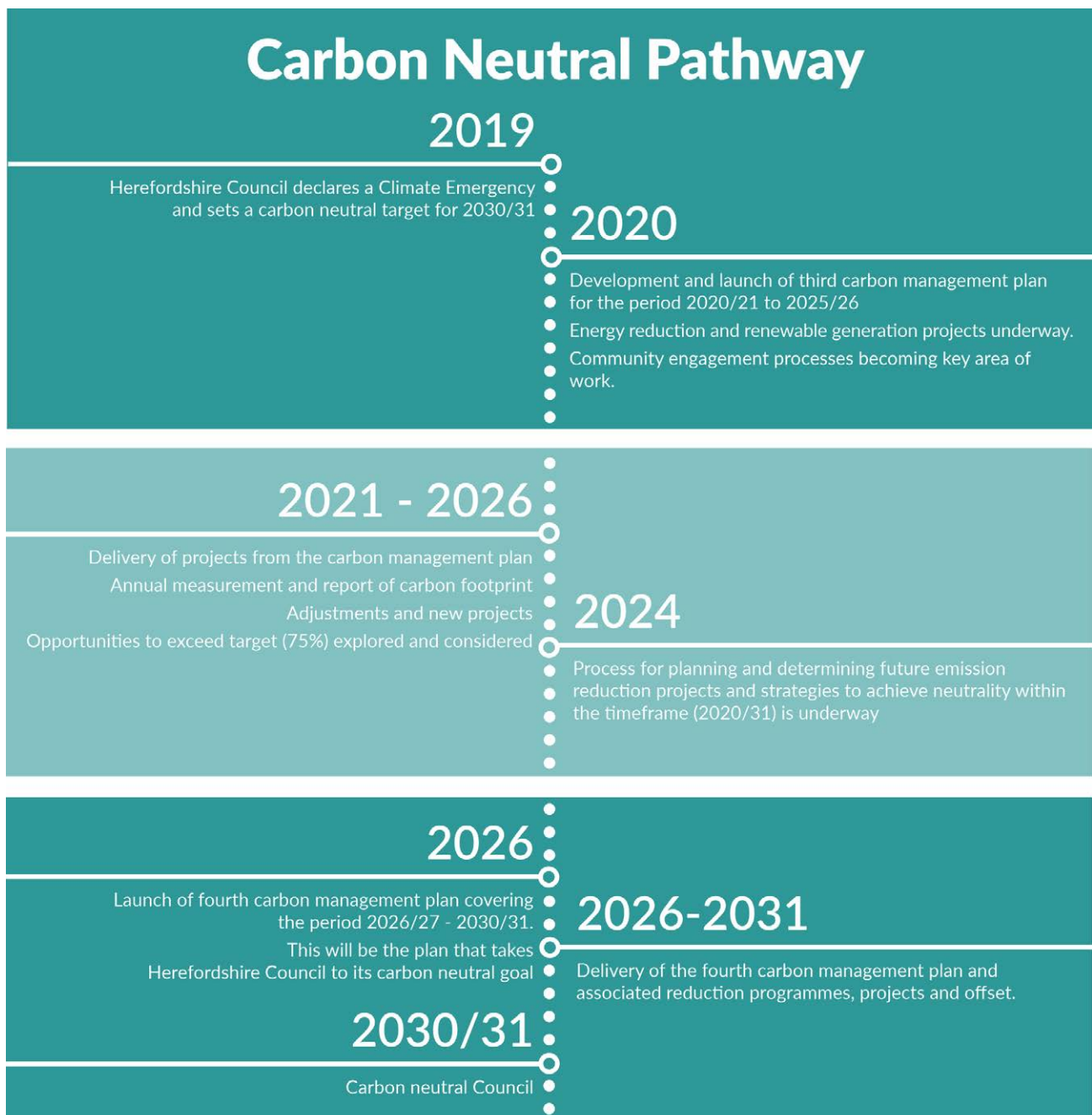
In 2018 Herefordshire Council, in partnership with Balfour Beatty Living Places (BBLP) installed solar panels on the Kington depot, the base for many of the working vehicles in the north of the county. In 2019 the council installed LED lighting in BBLP's main offices in Rotherwas. In 2019 BBLP met their 2020 carbon targets a year early. The target was a 51% reduction over the baseline year, 2010.

The council will continue to demonstrate leadership by carrying out the actions outlined in this document. In turn we will encourage partners to follow the same actions: to purchase renewable energy, carry out their own energy efficiency projects and encourage organisation-wide behaviour change.

# The road to neutral

## This is the timeline towards our carbon neutral goal

The illustration shows the broad outline of our planned timeline towards our ultimate goal of being a carbon neutral council by the end of the 2030/31 financial year.



# Adapting to a changing climate

## We must adapt to the changes

If all human-induced greenhouse gas emissions stopped today, the climate would continue to change for hundreds of years to come. Sea levels would continue to rise for over one thousand years. We need to reduce emissions but we must, at the same time, adapt to the changes that are unavoidable.

We know the world's average temperatures are rising on land and in the oceans too. Seasonal patterns are shifting and there is a measured increase in both the frequency and intensity of extreme weather events. We have witnessed these events both on the world stage as well as in Herefordshire itself. We will address adapting to climate change as part of our work, in parallel to reducing emissions. There is strong evidence to suggest that Herefordshire, being a rural county, is vulnerable to the predicted changes in climate and the associated weather-related impacts. The floods of February 2020 were some of the worst to date and are an example of the "new normal" to which we need to adapt.

Adaptation to climate change needs to form part of an integrated risk management strategy in order to increase our resilience to and mitigate the impacts of severe weather events and the associated human and economic costs.

The council first explored the need for adaptation in its Local Climate Impacts Profile (LCIP), 2009, which stated: "The number of significant weather events is predicted to increase over the next ten years as a result of climate change and Herefordshire Council and the County as a whole needs to develop an increased level of adaptation strategies for events such as flash flooding." We will be following the National Adaptation Programme (NAP) action priorities of:

- Raising awareness of the need for climate change adaptation.
- Increasing resilience to current climate extremes.
- Taking timely action for long-lead time measures.
- Integrating climate change considerations across our service areas addressing increased risks.
- Leading the countywide approach to adapting to a changing climate and the associated impacts for Herefordshire.

Adapting to our changing climate is critically important. Whilst not strictly within the scope of this strategy, the council will be including adaptation as part of its approach to addressing the climate emergency both at organisational as well as countywide levels. Further work will be carried out on this issue over the next 12 months.



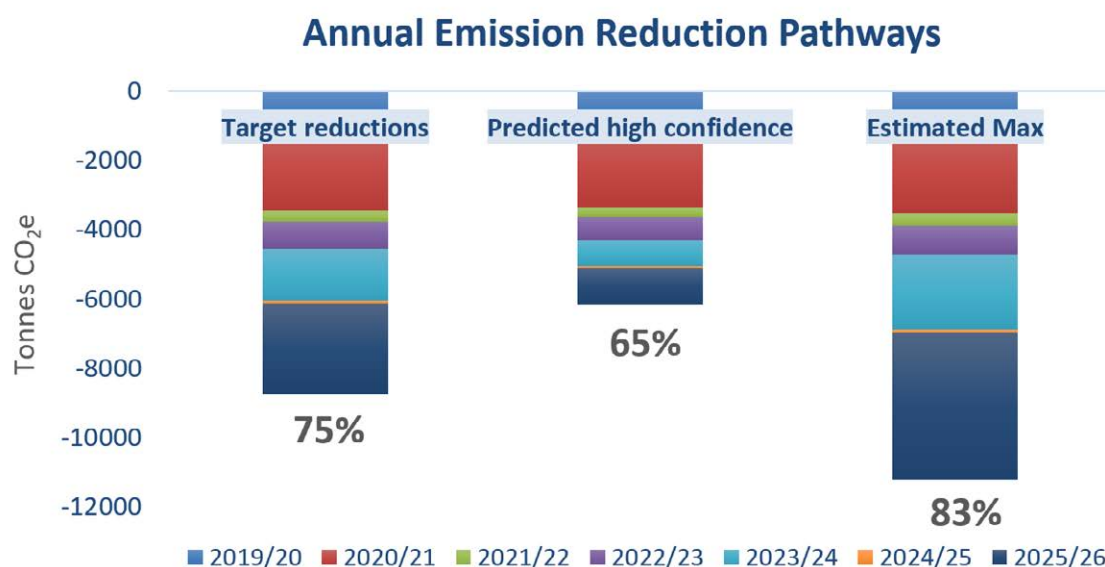
Victoria Bridge and River Wye, Hereford, February 2020  
© Will Mears

*"Intelligence is the ability to adapt to change."*  
**Stephen Hawking**

# Appendix

## How we calculate reductions and confidence

The graph below shows three emission reduction pathways and the estimated percentage reduction from our baseline emissions. The 75% reduction on 2008/09 levels is the target for 2025/26, with the other two showing what we estimate to be our potential minimum and maximum reductions after five years. The target of 75% would equate to reducing our emissions by a further 8,748 tonnes CO<sub>2</sub>e from 2018/19 levels.



The tables below show the estimated reduction in tonnes of CO<sub>2</sub> per annum and per targeted category area. Once again, it is important to note that these figures will change over time as actual emission reductions are recorded and reported. The first table shows the lower (minimum – high confidence) reductions, whilst the second show the estimated maximum reductions over the next five-year period to 2025/26

### Pathway towards 65% reduction:

|                     | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2024/25 | 2025/26 |
|---------------------|---------|---------|---------|---------|---------|---------|---------|
| Partners            | 0       | -180    | -315    | -537    | -493    | 0       | 0       |
| Contracts           | 0       | -276    | 0       | 0       | 0       | -36     | -36     |
| Schools & Academies | 0       | -1306   | 0       | 0       | -244    | 0       | -659    |
| BWOW                | 0       | -1      | -35     | -152    | -17     | -15     | -18     |
| Projects            | 0       | -109    | -343    | 0       | 0       | 0       | 0       |
| Green Energy        | -933    | -539    | 428*    | 0       | 0       | 0       | -328    |

### Pathway towards 83% reduction:

|                     | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2024/25 | 2025/26 |
|---------------------|---------|---------|---------|---------|---------|---------|---------|
| Partners            | 0       | -240    | -340    | -616    | -1643   | 0       | 0       |
| Contracts           | 0       | -290    | 0       | 0       | 0       | -73     | -73     |
| Schools & Academies | 0       | -1374   | 0       | 0       | -488    | 0       | -3021   |
| BWOW                | -1      | -2      | -37     | -203    | -33     | -30     | -28     |
| Projects            | 0       | -135    | -428    | 0       | 0       | 0       | 0       |
| Green Energy        | -933    | -539    | 428*    | 0       | 0       | 0       | -1094   |

\*The positive figure under 'green energy' in 2021/22 is intended to account for the reduced renewable electricity purchased. This is due to our energy efficiency projects saving electricity that is already 100% renewable. This is to avoid double counting carbon savings.





|                         |                                                            |
|-------------------------|------------------------------------------------------------|
| <b>Meeting:</b>         | <b>Cabinet</b>                                             |
| <b>Meeting date:</b>    | <b>Thursday 28 May 2020</b>                                |
| <b>Title of report:</b> | <b>Housing-Related Support for Vulnerable Young People</b> |
| <b>Report by:</b>       | <b>Cabinet member health and adult wellbeing</b>           |

## Classification

Open

## Decision type

Key

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

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

Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

## Wards affected

(All Wards);

## Purpose and summary

To seek approval to commission, by means of a competitive tender process, a housing-related support service for vulnerable young people, complimented by an offer of targeted and universal prevention services specifically developed for vulnerable young people aged 16 to 25. New premises have been sourced through a local registered housing provider and a specialist provider is sought to offer varying levels of support to young people with different needs.

This service will not accommodate children in care under the age of 16.

The proposed new model will form part of Herefordshire's growing offer of accommodation to young people and ensure flexible responses to people accessing services via multiple routes.

The service will improve outcomes for vulnerable young people in Herefordshire and focus on meeting their individual needs through the provision of good quality accommodation, a clear pathway and flexible support options. The housing itself will be provided in Hereford by a local registered housing provider. The accommodation based, outreach and mediation support will be commissioned from a specialist support provider via a competitive procurement process. The support services will operate from the accommodation in Hereford and outreach and mediation services will support young people throughout the county.

It is proposed that a procurement will commence in June 2020, and mobilisation will align with the completion of building works and the end of an existing supported accommodation contract for young people on 31 October 2020. That contracted service no longer meets the changing and diverse needs of Herefordshire's vulnerable young people. The proposed new service would therefore commence on 1 November 2020.

## **Recommendation(s)**

**That:**

- (a) the commissioning by way of an open procurement process of an accommodation support service, along with floating support and mediation services for vulnerable young people, aged 16 to 25 years, be approved.**
- (b) authority be delegated to the director of adults and communities, following consultation with the director for children and families and cabinet members, to award a contract for housing related support services for a period of up to five years and maximum cost of £3.1m.**

## **Alternative options**

- 1. Not to identify and secure accommodation before the procurement. Provider engagement has identified challenges to sourcing suitable accommodation for the use of supported housing provision, in a high demand and high value housing market. This could exclude providers who identified the sourcing of accommodation as a potential barrier to tendering for an accommodation based support service.
- 2. To continue with the existing foyer based model of supported housing for young people. This option is not recommended as the model is felt to no longer meet the needs of vulnerable young people. A new focus on prevention and early intervention is required, including support to build and develop links in the community to establish successful independent living. The new model will offer a flexible service to young people with different circumstances and levels of need. The contract for the support service will allow for variation should there be a significant change in the predicted needs of the young people.
- 3. To deliver the service in-house through the council's operational services. This is not recommended because currently, the council does not have the expertise available to

operate and manage such a service 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

4. Young people require safe and affordable accommodation, underpinned by opportunities for learning and work. The current young person accommodation service contract ends in October 2020 and the model is no longer appropriate to meet the current diversity of needs of all vulnerable young people locally. The lack of suitable provision aligned to needs has resulted in 19 young people being placed out of county in January 2020 at significant cost to this council.
5. The proposed new model will enable the council to continue to meet its various statutory duties towards vulnerable young people, ensuring that care leavers and those who are homeless or at risk of homelessness are safely and appropriately accommodated within the county. Premises have been sourced in Hereford city through a registered housing provider. The premises offers six units of one bedroom and six units of two bedroom accommodation (18 places).
6. The proposal is to acquire, through negotiation with a registered housing provider, a long term arrangement for the use of the premises, likely to be a licence, supported by a service level agreement (SLA). The rents will be affordable at 80% of market value and a rental charge will be levied for each of the individual units. The two bed unit reserved for service provision will be available at market rent to comply with Homes England restrictions on grant funding.
7. It is proposed to utilise a two bed unit for service provision and the delivery of a 24 hour support service. Overall, the accommodation will deliver a supported housing provision of 11 units offering up to 16 places to vulnerable young people, with priority given to those owed a statutory duty by children's services and young people who are homeless or at risk of homelessness. This will support a clear pathway into supported accommodation for people who need it on a transitional basis and remove some of the current barriers that exist due to lack of appropriate provision for all needs locally. Pathways detailed in Appendix 3.
8. The accommodation will be provided on a single site in Hereford City Centre, with 24 hour staffing presence and also acting as a base for the outreach/floating and mediation services. There will be a service level agreement between the council, the landlord/housing provider and the commissioned support provider governing the operation of services on the site. A single support provider is required to enable integration of support and staffing resources across different areas of need and recognising that individuals may use different elements of service as they transition and become more independent.
9. A local offer of appropriate accommodation will allow vulnerable young people to remain close to their local connections and ensure they receive the support and opportunities to successfully transition into adulthood, whilst providing a cost effect service in county. The new model will continue to increase the variety of housing options in Herefordshire, available to young people and tailored support as advised by the national advisor for care leavers during a visit in autumn 2018. Whilst the service will prioritise those who are young people in care or care leavers and young people who are homeless or at risk of homelessness, the units will be able to accommodate and support a wide range of young

people. This service is complimentary to a new provision that will be available from June 2020 to accommodate care leavers with complex needs.

10. Those benefiting from the new model will include new or expectant young mothers. Currently there is a limited supported accommodation option for this cohort in Herefordshire and young people are placed locally or out of county at significant cost. Current accommodation offers for single mothers requiring support costing up to £2,600 per week and this has been included in the calculation of potential cost avoidance. There is also the opportunity for young people requiring support with dependants to be accommodated locally. The benefits could improve housing stability, assist with life skills and support with education, training and employment. In a 12 month period 2018/19, 85 households under the age of 25 were placed in temporary accommodation in Herefordshire. The households included 13 single pregnant young people, 17 young people with dependants and 17 couples. The current needs data for accommodation and support among young people reflects a recent trend of decline in numbers of young people with moderate support needs. The data for the next two years shows a need to focus on those with light touch on the one hand and/or those with complex/very complex support needs. The contract for the support service will allow for variation should there be a significant change in the predicted needs of young people. The increased trend for those with complex or very complex needs is reflected nationally by other authorities and providers of supported accommodation. The Department of Education published national data for care leavers in 2018/19 that indicated that 6% of those aged 19 to 21 years were in unsuitable accommodation with 360 homeless or of no fixed abode and 200 residing in emergency or bed and breakfast accommodation. Nationally 20% of all newly looked after children were 16 to 17 year olds, up from 18% in the previous year, this includes those accommodated under Section 20 Children Act 1989 due to homelessness and unaccompanied asylum seeking children (UASC).
11. The service will support a variety of needs, including those care leavers requiring light touch support or those identified as having complex needs, requiring 24 hour support. There are up to 17 care leavers at any time with complex or very complex needs including substance misuse, anti-social or challenging behaviour, vulnerability to exploitation and mental health needs. They are frequently very difficult to house and typically not living in settled accommodation where they can receive appropriate support. There is a larger group of care leavers who are moving towards independent living and will benefit from targeted accommodation with only light touch support. There will be opportunities for linking with the re-commissioning of drug and alcohol services, with a request to create a new drop in service at the accommodation unique to young people.
12. A realistic first tenure option for young people is shared accommodation. The promotion of this will support the management of young people's first tenure expectations. The premises will promote opportunities for young people to share in a supported accommodation provision, building their resilience to successfully move on to reside in shared accommodation in the private or public sector.
13. The proposed mediation service will offer targeted prevention for young people at risk of homelessness but not requiring supported accommodation. It will contribute to the development of an early help approach, offering assistance for children and families and reduce the demand on formal care services.
14. It is recognised that over several years, local services for young people have made good use of visual and performance media to develop skills, confidence and participation, helping also to raise the profile of needs and local services. The successful bidder for the new service will be expected to demonstrate innovation and flexibility in working to

promote confidence, participation and independence amongst the user group. They will also be required to establish effective partnership working to ensure outcomes of young people are met and value added to services.

15. A cross-Government Ministerial Board is being established to drive improved support for care leavers; with a target to secure 1,000 public sector internships for care leavers by 2022. In commissioning this service the council has given due regard to all aspects of social value as defined in the Public Services (Social Value) Act 2012. This will include any opportunities for social value to enhance the wider benefit to the community and look at incorporating key elements into the procurement process, in line with the council's procurement strategy. There will be opportunities for young people to volunteer as part of pathways to training and employment.
16. The aim of the service will be for young people to transition to independent living within two years with the opportunity of many being supported by the service for 3, 6 or 12 months. The outcomes for the service will be measured by the ability of the young people to develop skills successfully to move on to independent living and sustain their own tenancies. The floating support service can offer additional universal support, following move on to give the young people every opportunity to successfully manage their own tenancies. Bidders will be expected to quantify their resourcing arrangements and how they will meet the required aims, objectives and outcomes. Delivery will be monitored through regular contract monitoring meetings and the submission of quarterly written reports including detailed narrative as a minimum.
17. The services will be procured via a competitive open tender process, which will require bidders to detail how they propose to deliver the services, including mobilisation, resourcing and quality assurances. The timetable for procurement includes:

| Activity                                                                       | Timetable                     |
|--------------------------------------------------------------------------------|-------------------------------|
| Launch of open procurement process                                             | Early June 2020               |
| Tender Close                                                                   | July 2020                     |
| Evaluation of bids                                                             | Mid July 2020                 |
| Notice of intention to award and standstill period                             | Early August 2020             |
| Confirmation of contract award and record of officer decision                  | Mid August 2020               |
| Service mobilisation commence                                                  | End August 2020               |
| Identify nominated tenants and individuals for floating and mediation services | September-October 2020        |
| Service commences                                                              | 1 <sup>st</sup> November 2020 |

18. Care leavers and young people who have experienced a housing crisis will be invited to work with commissioners in the procurement process. This will include at least two tender evaluation questions designed by the young people.

## Community impact

19. The council's County Plan 2020/24 has set out the key ambitions for Herefordshire over the next 4 years, and how these will be achieved. These ambitions are: Environment – protect and enhance our environment and keep Herefordshire a great place to live. Community – strengthen communities to ensure that everyone lives well and safely together. Economy – support an economy which builds on the county's strengths and resources. The approach of the service will be to encourage the wellbeing and mental health of residents, and a strong ethos on community engagement activities.
20. The County Plan is committed to implementing a care leaver's covenant that demonstrates the council's commitment to supporting children who are moving on from care and to develop the market for care leaver accommodation and support through the commissioning of housing related support services that meet local needs. The services will meet this commitment, with opportunities for young people to access local supported accommodation and receive universal and prevention offers through floating support and mediation.
21. The joint strategic needs assessment, Understanding Herefordshire includes data on people who are homeless and threatened with homelessness and the incidence of substance misuse and mental health need. This service will contribute to the reduction in the need for temporary accommodation under statutory duties placed on local authorities under the Children and Social Work Act 2017, Housing Act 1996 and Homelessness Reduction Act 2017.
22. Herefordshire's Corporate Parenting Strategy 2017/20 sets out how the council as corporate parent will provide every opportunity for looked after children and care leavers to succeed. Priority 8 focuses on the challenges and opportunities in enabling young people to live happy, healthy and financially secure lives when they leave care. The challenges include a shortage of affordable housing and difficulty in engaging with young people who are involved in challenging behaviours. The provision of this service will support addressing these challenging through appropriate tailored support.
23. The Children and Young Peoples Plan 2019/23 identified that targeted supported is required to make a difference, particularly to our most vulnerable, to enable them to thrive and make a successful transition to adulthood.
24. The Council is updating its Homelessness Prevention and Rough Sleeper Strategy to take account of the changes in government legislation and policy, including the implementation of the Homelessness Reduction Act 2017 and the MHCLG Rough Sleeper Strategy published in August 2018. Action 7 of Objective 2 of the Homelessness Prevention Strategy 2016/20 aims for collaborative work with the council's Children's Wellbeing Directorate and social housing providers to identify how the housing and support needs of homeless, and potentially homeless, 16-17 years old and young people leaving care can be most effectively met. Review existing joint working protocols and develop new models, which are appropriate and sharing of the management of risk.

## Equality duty

25. 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.
26. 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.
  27. 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.
  28. Establishing these services will coincide with the end of a contract providing supported housing to young people in Herefordshire. A formal service development plan was established in February 2019, to facilitate joint work with the current provider. The proposed new services will provide a more wide ranging and versatile response to the needs of young people and therefore will improve services for people sharing protected characteristics.
  29. An Equality Impact Assessment (EIA) can be found at Appendix 2. Overall, 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

30. This decision does not involve any capital expenditure as there are no costs of acquiring the property or any works to prepare the building for occupation. The property has been acquired and made available through negotiation of a service level agreement, with a local registered housing provider. The provider will retain the responsibilities of the Landlord role and undertake all housing management duties.
31. Temporary accommodation costs from £45 a night for a single room in a B&B, if other accommodation is used the cost is the weekly Local Housing Allowance rate (and depends on the size of the property) less 10%, plus £60 management fees a week.

The table below shows an example of the weekly costs of temporary accommodation.

| Room type        | LHA Current rate up to 31 <sup>st</sup> March 2020 | Cost of providing TA minus 10% plus £60 week management fee |
|------------------|----------------------------------------------------|-------------------------------------------------------------|
| Shared room rate | £59.20                                             | £113.28                                                     |
| Single room rate | £61.45                                             | £115.31                                                     |
| 2 bed room rate  | £117.37                                            | £165.63                                                     |

32. The proposed offer would provide homeless or young people at risk of homelessness an accommodation option of six places complimented by a floating support service. This service will prioritise young people accommodated in the scheme before extending the support offer to young people in the community.
33. The anticipated cost avoidance enabled by the proposal is based on Children's Services utilising 10 places made up of 4 units (4 places) and 3 units (6 places) for care leavers and over 16s. The estimated cost saving to be achieved is £328k p.a. and £6.3 k weekly as detailed in the tables below.
34. The cost of the proposed comprehensive floating support, mediation service and contingency for accommodation costs is estimated at £158k annually. This would be met from existing commissioning funds spent on housing related support services for young people. The provision of a housing-related support service in county will contribute to the prevention of out of county placements. The supported accommodation will offer a positive alternative solution to accommodate vulnerable young people in Herefordshire.
35. The cost avoidance opportunity has been calculated on providing the services through contracted arrangements on a 'spend to save' calculation allowing for three day staff, one supervisor and two night staff.

|                                                                             |                 |
|-----------------------------------------------------------------------------|-----------------|
| Cost of providing accommodation and 10 hours of support in a single unit x3 | £ 4,500         |
| Cost of providing accommodation for young mother and baby x2                | £ 5,200         |
| Cost of providing accommodation for Cat 5 24/7 on site x2                   | £ 3,600         |
| Cost of an emergency placement                                              | £1,800          |
| <b>Total current costs of current placements per week</b>                   | <b>£ 15,100</b> |

| <b>Funding streams (indicate whether base budget / external / grant / capital borrowing)</b> | <b>2019/20</b> | <b>2020/21</b> | <b>2021/22</b> | <b>Future Years (2022-25)</b> | <b>Total</b> |
|----------------------------------------------------------------------------------------------|----------------|----------------|----------------|-------------------------------|--------------|
|                                                                                              | <b>£000</b>    | <b>£000</b>    | <b>£000</b>    | <b>£000</b>                   | <b>£000</b>  |
| Base budget for current accommodation offer from Children's Services                         |                | 785            | 785            | 2,355                         | 3,925        |
| <b>TOTAL</b>                                                                                 |                | 785            | 785            | 2,355                         | 3,925        |
| <b>Revenue budget implications</b>                                                           | <b>2019/20</b> | <b>2020/21</b> | <b>2021/22</b> | <b>Future Years</b>           | <b>Total</b> |
|                                                                                              | <b>£000</b>    | <b>£000</b>    | <b>£000</b>    | <b>£000</b>                   | <b>£000</b>  |
| <i>Current average placement costs</i>                                                       |                | 785            | 785            | 2,355                         | 3,925        |
| <i>Estimated costs of new service</i>                                                        |                | 457            | 457            | 1,371                         | 2,285        |
| <b>TOTAL</b>                                                                                 |                | 328            | 328            | 984                           | 1,640        |

36. The Feasibility Business Case is attached as Appendix 1.

## Legal implications

37. The proposal would enable the council to meet its statutory duties towards young persons and care leavers under housing and social care legislation.
38. Section 20(3) of the Children Act 1989 requires that a local authority must provide accommodation for any child in need within its area who has reached the age of 16 and whose welfare the authority consider is likely to be seriously prejudiced if it does not provide him or her with accommodation. Under Part 7 of the Housing Act 1996, a local housing authority has a duty to ensure that accommodation is available to a person where there is reason to believe that person may be homeless, eligible for assistance and have a priority need. Priority need categories include persons who are pregnant, who have dependents and who are vulnerable. The Homelessness (Priority Need for Accommodation) (England) Order 2002 extended priority need categories to 16-17 year olds (unless they are a 'relevant child' and are owed a duty of accommodation under s20) young people under the age of 21 who had been in care and vulnerable care leavers over the age of 21. The council has additional duties to prevent homelessness under the Homelessness Reduction Act 2017.
39. Statutory guidance provides that children's services and housing services should work closely together to ensure 16-17 year olds are provided with sufficient support to ensure they do not become homeless in the future (Provision of Accommodation for 16 and 17

year old young people who may become homeless and/or require accommodation – April 2010) and the ‘sufficiency duty’ under s22G of the Children Act 1989 requires that local authorities takes steps to secure, so far as is reasonably practicable, sufficient accommodation within the authority’s area to meet the needs of children in care and care leavers.

40. All care leavers are entitled, under the Children (Leaving Care) Act 2000, to the support of the local authority through the allocation of a personal adviser and the development of a Pathway Plan that details the support that will be provided to help them make a successful transition from care to adult independence.
41. The Children Act 1989 guidance on planning transition to adulthood for care leavers indicates that local authorities should provide of a range of support options based on identified needs including semi-independent and independent accommodation.
42. The council intends to let the contract for housing related support services for a period of up to 5 years, the lifetime value of this contract is anticipated to be £3.1m.
43. The housing related support services will be procured by way of a competitive open tender process and this process will be run in accordance with the Public Contracts Regulations 2015 and the council’s Contract Procedure Rules.

## Risk management

44. If the recommendation is not approved there will be a lost opportunity to develop supported accommodation in Herefordshire. This will result in the need to continue to source expensive accommodation out of county and away from the young people’s established support networks. The loss of an opportunity to make a real difference to the lives of young people living in Herefordshire by failing to provide a real offer of targeted and universal prevention services, specifically tailored to the needs of young people, through a floating support and mediation service.

| Risk / opportunity                                                                                                                        | Mitigation                                                                                                                                                                                                                                                 |
|-------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| There is a need to further negotiate a service level agreement with the registered housing provider the owner of the premises.            | Partnership working will through negotiation is progressing to develop a workable agreement.                                                                                                                                                               |
| The use of a two bed unit for service provision and the delivery of a 24 hour support service is still being developed with the provider. | Investigations are still taking place to conclude an appropriate agreement with the registered housing provider that will protect their grant funding and secure the provision required to operate a successful supported housing scheme for young people. |
| The property is not appropriately utilised in supporting vulnerable care leavers.                                                         | A robust referral process will be in place to ensure that the right young people are referred into the accommodation. The service specification will give flexibility in the cohorts accommodated and avoid a silo                                         |

|                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|-------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Risk of voids in the property.                        | service approach with multiple access routes.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| That the accommodation is affordable to young people. | <p>There is very little possibility of significant voids. The accommodation needs of care leavers in Herefordshire are substantial and the subject of fortnightly placement panel meetings. Referrals can also be received for those homeless or at risk of homelessness with demand exceeding the supply of suitable appropriate accommodation. The scheme will allow for flexibility transitioning between Children's Services and Adults Social Care.</p> <p>The rents are 80% of market value with one bed and two bed rent value respectively set at £102 and £120 a week. The weekly Local Housing Allowance Rates to 31<sup>st</sup> March 2020 for 1 bed and 2 bed accommodation respectively is set at £92.05 and £117.37. These rates have been frozen and due to increase from 1<sup>st</sup> April 2020.</p> |

45. Any risks have been appropriately identified and recorded within the Adults and Wellbeing or service risk register, where they will be escalated if required. If the recommendations are delayed or not approved then a young person supported housing provision will not be available to vulnerable young people who are leaving care, young people in care, homeless or at risk of homelessness with some presenting mental health or substance misuse issues.
46. The services will offer opportunities for young people to be accommodated in Hereford city with tailored support to help them successfully move on to live independently. The young people will, where appropriate, receive support to remain in the family home or their own accommodation through the mediation or floating support services.

## **Consultees**

47. A number of market consultation exercises have been conducted since 2017 around accommodation and support for young people. These have identified that there would be challenges for some interested parties to source suitable accommodation for the use of a supported housing provision, in a high demand and high value area. The proposal was therefore made for the council to source the accommodation and request bids through a competitive tender process for the provision of support.
48. The needs of care leavers are very much central to development of the proposed services and engagement has taken place through one to one and group discussions taking place during 2019, along with discussions at the Corporate Parenting Panel and elsewhere. There is continued joint working with Children's Services to engage with care leavers and young people in care.

49. Consultation with political groups has been undertaken and no comments or suggestions have been received.

## **Appendices**

Appendix 1 – Feasibility Business Case

Appendix 2 – EIA

Appendix 3 – Pathways

## **Background papers**

None

## **PROJECT DOCUMENTATION**

### **BUSINESS CASE**

#### **Housing-Related Support for Vulnerable Young People**

Release: First issue

Date: 11<sup>th</sup> February 2020

Author: Christa Jackson, Senior Commissioning Officer

Document Number: 1.0

**Business Case History****Document Location**

This document is only valid on the day it was printed.

The source of the document will be found at G:\C&CS\AdultsCommissioning\Commission\Care leaver accommodation

**Revision History**

**Date of this revision:**

**Date of next revision:**

| Revision date | Previous revision date | Summary of Changes | Changes marked |
|---------------|------------------------|--------------------|----------------|
|               |                        | First issue        |                |

**Approvals**

This document requires the following approvals.

| Name        | Signature | Title                              | Date of Issue | Version     |
|-------------|-----------|------------------------------------|---------------|-------------|
| Chris Baird |           | Director for Children and Families |               | First issue |

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| Gill Cox      | Head of Looked After Children                      |               | First issue |        |
| Louise Devlin | Finance Manager                                    |               | First issue |        |

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**Stage 0 Business Case****1. Purpose of Document**

This business case sets out proposals and rationale for the procurement of an accommodation based support service for young people. The business case will be considered by the Director for Children and Families in preparation for a key decision by cabinet.

This proposal follows the approach adopted last year by the council, to acquire a limited number of properties, to enable the council to meet strategic priorities and an increased variety of housing options for care leavers, including access to tailored accommodation. Alternative options have been considered through provider engagement. The council sourcing the accommodation has been identified as the best option for meeting the needs of young people and in particular care leavers both in terms of improving outcomes and value for money.

**2. Objectives**

The purpose of the proposed service, is to provide accommodation based support with additional financial and social value savings to be achieved through targeted and universal prevention services, for young people aged 16 to 25 years old, with different levels of need. The new model will focus on housing-related support for vulnerable young people, operating from one location and the vision is it will offer: accommodation, emergency accommodation, floating support and a family mediation service. The accommodation service will be transitional, up to two years, to meet the needs of vulnerable young people in Herefordshire. Recognising that individual needs vary amongst young people, support will be personalised, and where appropriate will taper and reduce over time, in preparation for more independent living. Such independence needs to be planned in conjunction with the young people and various agencies. There will also be opportunities for linking with the re-commissioning of drug and alcohol services with a request to create a new drop in service at the accommodation specifically for young people.

The objectives of the service are to;

- enable the accommodation and support needs of care leavers and those homeless or at risk of homelessness, to be met safely and appropriately in pursuit of the council's statutory duties.
- follow the guidance of the National Advisor for Care Leavers by increasing the variety of housing options in Herefordshire, including access to tailored accommodation for care leavers.
- help achieve cost avoidance for the council and wider system through providing accommodation and support at costs lower than currently is available through existing frameworks and spot-purchase arrangements.
- improve outcomes for young people by providing quality placements within Herefordshire delivering services locally to maintain established support networks.
- Help to prevent escalation of needs among all vulnerable young people aged 16 to 25 year olds with different levels of need.

### 3. Background

#### 3.1. Project Drivers and High Level Issues

The primary aim of the project is to provide accommodation based support and outreach prevention services for young people, with different levels of need, in Herefordshire.

The pursuit of this aim raises a number of key issues;

- Identifying the numbers and needs of young people who would be supported and accommodated and the exhaustion of other options for meeting the council's statutory duties.
- The services will meet the increasing complexity of need of young people and support the reduction of over reliance on out of area placements.
- The economic arguments in favour of the project, including cash savings or cost avoidance, incorporating the costs of commissioning support for care leavers, those homeless or at risk of homelessness in the accommodation.
- The legal arrangements of a registered provider, granting rights for the council to acquire the use of the premises, through a proposed service level agreement.
- Requirements for drawing down Housing Benefit, which are currently being challenged by a number of housing providers. There is a risk that housing providers may decide to withdraw from the supported accommodation market if this is not resolved amicably.
- Housing Management services will be provided by the landlord, with the option of this responsibility being transferred to the council at a later date.

#### 3.2. High Level Metrics

Herefordshire has 356 looked after children (LAC) to include those supported by the disabilities team and LAC teams. At anyone time around 200 of these are care leavers, who fall under the definitions eligible, relevant and former relevant young people. 50 are supported by the 16 plus team with a further 12 supported by other teams.

The needs data below, identifies the apparent decline in numbers with moderate support needs. This gives one explanation for the current issues with voids and refusals into the existing services.

The data shows services need to focus on those requiring light touch or complex and very complex support.

#### Data from Children's Services

##### LAC turning 18

| Time frame turning 18 | Numbers | Need                |
|-----------------------|---------|---------------------|
| 1.9.19 – 29.2.20      | 5       | Light touch support |

|                  |    |                      |
|------------------|----|----------------------|
| 1.3.20 – 31.8.20 | 11 | Light touch support  |
| 1.9.20 – 28.2.21 | 9  | Light touch support  |
| 1.3.21 – 31.8.21 | 3  | Light touch support  |
| 1.9.21 – 28.2.22 | 7  | Light touch support  |
| 1.3.22 – 31.8.22 | 1  | Light touch support  |
|                  |    |                      |
| 1.9.19 – 29.2.20 | 7  | Moderate need        |
| 1.3.20 – 31.8.20 | 0  | Moderate need        |
| 1.9.20 – 28.2.21 | 3  | Moderate need        |
| 1.3.21 – 31.8.21 | 2  | Moderate need        |
| 1.9.21 – 28.2.22 | 1  | Moderate need        |
| 1.3.22 – 31.8.22 | 0  | Moderate need        |
|                  |    |                      |
| 1.9.19 – 29.2.20 | 5  | Complex/very complex |
| 1.3.20 – 31.8.20 | 7  | Complex/very complex |
| 1.9.20 – 28.2.21 | 4  | Complex/very complex |
| 1.3.21 – 31.8.21 | 4  | Complex/very complex |
| 1.9.21 – 28.2.22 | 5  | Complex/very complex |
| 1.3.22 – 31.8.22 | 1  | Complex/very complex |

For the period 05/12/2018 to 14/12/2019 the number of households aged 25 and under placed in temporary accommodation by the Housing Solutions team totalled 85 and is broken down as follows:

|                                        |    |
|----------------------------------------|----|
| Single females                         | 13 |
| Single pregnant                        | 13 |
| Single females with dependent children | 17 |
| Single males                           | 23 |
| Single males with dependent children   | 0  |
| Couples                                | 17 |

|                      |   |
|----------------------|---|
| Couples and children | 2 |
|----------------------|---|

There are up to 17 care leavers at any time with complex or very complex needs including substance misuse, anti-social behaviour and mental health need. They are frequently very difficult to house and typically not living in settled accommodation where they can receive appropriate support.

There is a further cohort of around 20 looked after young people aged 16 and 17 years old who have a similar needs profile and in 18 to 24 months will be ready to move on. This service forms part of an offer for young people, with a commitment to increase the variety of housing options. A scheme due for completion early May 2020 will offer five units of supported accommodation for care leavers with complex needs.

There is a larger group of care leavers who are moving towards independent living and will benefit from targeted accommodation with only light touch support.

The premises consist of seven units of one bedroom and seven units of two bedroom accommodation (21 places). It is proposed to utilise a two bed unit for service provision and the delivery of a 24 hour support service and a one bedroom unit for the provision of emergency accommodation.

This will provide a supported housing provision of 12 units offering up to 18 places to vulnerable young people, with priority given, to those owned a statutory duty by children's services and single young people approaching as homeless or at risk of homelessness.

## 4. Scope

### 4.1. Included in Scope

The following is included within this project;

- The commissioning, procurement and associated governance to deliver 24 hour support for 13 units of accommodation, offering 19 places, to vulnerable young people aged 16 to 25 years old with different levels of need and moving towards independent living when appropriate.
- The arrangement of enhanced housing management to manage the accommodation and associated risks and issues arising from its use by vulnerable young people.
- The introduction and planning of appropriate methods to identify vulnerable young people most suitable for the accommodation, when it is ready.
- The securing of appropriate funding for the delivery of housing management support to meet the complex needs of the care leavers.
- Planning and budget provision for maintenance, repair and other property related costs.

### 4.2. Not included in Scope

The following are out of scope and will be incorporated in separate/parallel projects not subject to the business case directly.

- Furnishing and finishing works to the property required to prepare for occupation. These are being co-ordinated by Strategic Housing working in partnership with a registered provider.
- Completion of renovation works and associated health and safety and building control requirements for the premises.

## 5. Stakeholders

|                       |                                                                                                                                                                                                    |
|-----------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Project sponsor;      | Chris Baird, Director, Children and Families                                                                                                                                                       |
| Project Leads         | Ewen Archibald, Head of Community Commissioning and Resources, Adults and Communities<br>Gill Cox, Head of Service for Looked After Children, Children and Families                                |
| Project Co-ordinator; | Christa Jackson                                                                                                                                                                                    |
| Key stakeholders;     | Richard Gabb, Programme Director, Housing and Growth<br>Hayley Crane, Strategic Housing Manager<br>Stacie Lane, Team Leader, 16 Plus Team<br>Collette Watkins, Team Leader, Housing Solutions Team |

## 6. Dependencies

### 6.1. Initiatives which depend on this project are:

Implementation of the accommodation strategy for vulnerable young people.

Corporate parenting strategy; accommodation priority.

Adults and Communities accommodation position statement and commissioning of supported living services for adults with eligible needs under the Care Act.

Development of arrangements relating to decision making around housing benefit for supported housing.

### 6.2. This project depends on:

Decision by cabinet (scheduled for April 2020) to approve the approach to procure accommodation based support service and the associated service level agreement for use of the premises.

The ability of a provider to offer all the requested services within the allocated budget.

Commissioning and procurement, if appropriate, of 24 hour support and additional support for those with complex or very complex needs should they be accommodated.

Continuing needs analysis and pathway planning for vulnerable young people.

It is envisaged the registered provider will retain the responsibility of the Landlord role and undertake housing management duties. The support will be delivered by the successful bidder. A rental charge will be levied for each of the individual units, with the opportunity to apply for Housing Benefit to cover

additional charges for the provision of enhanced housing related support. Housing Benefit applications are subject to assessment by Revenue and Benefits and cannot be predetermined prior to the contract commencing. Intensive Housing Management costs can also be applied for to include alarm systems and additional costs associated with supported accommodation.

Consideration of applications in due course for housing benefit to enable enhanced housing management for care leavers to be accommodated. There will be support provided 24 hours a day and will include the provision of a communal support and development space.

## **7. Benefits**

The anticipated benefits of the proposed project are listed below:

### **7.1. Quantifiable**

- Direct provision of appropriate support to enable utilisation of 13 units of accommodation offering 19 bed spaces for vulnerable young people with different levels of need.
- Reduction in the number of out of county placements, that currently stands at 19 (January 2020).
- If five of the 19 bed spaces were occupied by young people with complex needs requiring specialist placements then there is a potential cost avoidance of up to £6,240 weekly and £325k annually from current placement costs.
- The option to offer specialised accommodation for young parents in Herefordshire. This service could improve housing stability, assist with life skills and support with education, training and employment for this cohort. Current accommodation offers for this cohort cost up to £2,600 per week, this has been included in the potential cost avoidance.

### **7.2. Non-quantifiable**

- A substantial contribution to meeting the unmet accommodation and support needs of vulnerable young people, including a new capacity to respond to escalating needs and emergencies.
- Management of realistic affordable housing options, for those transitioning into adulthood through shared accommodation options.
- Greatly improved outcomes for vulnerable individuals, enabling them to be accommodated safely and appropriately, reducing risk of homelessness, physical harm, exploitation and anti-social behaviour.
- Improved long-term outcomes for vulnerable care leavers to transition and move-on over time to more independent living and managing their own tenancies.
- Ability to support vulnerable care leavers to remain living in Herefordshire close to their established support networks.

## 8. Contribution to Strategic Objectives

- Addressing the council's corporate plan by enabling vulnerable people to live safe, happy and independent lives.
- Addressing priorities in the Health and wellbeing Strategy in relation to vulnerable young people and mental health needs.
- Addressing priorities under the Corporate Parenting Strategy.
- Implementing key priorities in the Accommodation Strategy for Vulnerable Young People.
- Implementing the council's strategic objectives in relation to equality by promoting the interests and wellbeing of people sharing a protected characteristic; young people.
- Ensuring that the council can discharge its statutory duties to care leavers and people who are homeless or threatened with homelessness under housing and social care law.

## 9. Costs and Timescales associated with the project

### Costs and opportunity for revenue cost avoidance

There is no capital cost associated with this business case. The proposal is to acquire, through negotiations between Strategic Housing and a Registered Provider, a long term arrangement for the use of the premises for vulnerable young people with different levels of need. This is likely to be in the form of a licence, supported by an SLA.

The registered provider will provide an enhanced housing management service to manage the particular demands on the premises and support people towards being able to manage their responsibilities as tenants.

Housing Benefit will be claimed to include covering the costs of enhanced housing management and a sinking fund to cover potential damage arising from additional wear and tear by the user group.

Rental income in this instance will not need to cover a mortgage on the property, however, it will need to cover the management and maintenance of the property. The registered provider will have the complete responsibility for the housing management function with a commitment to work with the support provider to offer a joined up service.

Cost avoidance will be achieved by providing intensive transitional support to vulnerable care leavers to avoid specialist placements funded by Herefordshire Council.

As the cohort will have different levels of need, those recognised as having complex or very complex needs, at times may require additional resource. This flexibility can be applied in the contract by the option of an additional temporary resource confirmed by the commissioner. The cost of the additional resource will be that of an additional whole time equivalent support worker, using full costs recovery model, approved on the basis of one month additional cost. There would be an option to provide a ceiling to any additional resource in the year.

The contract for the support service will allow for variation should there be a significant change in the predicted needs of the young people.

It is anticipated that the housing support costs in the accommodation will be met via routes available for vulnerable people living in specified accommodation with support.

As part of the tender process providers will be invited to describe how they will ensure sufficient staffing is available 24/7 to meet the different level of needs.

The accommodation offers 12 units offering 18 bed spaces to vulnerable young people. Referrals for the accommodation service will be prioritised for young people;

- Who are LAC or care leavers
- Single young people who are homeless or at risk of homeless

The units will support a variety of young people and could support the following:

- Single young people homeless or at risk of homelessness
- New or expectant young mothers
- Emergency placements
- Care leavers with low support needs
- Those identified as having complex/very complex needs, requiring live in support. Additional support funded through children's services
- Those with dependants requiring support
- Those whose realistic first tenure opportunity will be shared accommodation.

The model is a new concept to provide an offer of accommodation based support with targeted and universal prevention services for young people aged 16 to 25 years old with different levels of need. A total commissioning fund of £158k p.a. is available for the floating support, emergency accommodation and mediation service and elements of the accommodation service not covered by Housing Benefit. Additional funding from central government to cover some costs of care, support or supervision is subject to assessment of the applications by Revenue and Benefits and cannot be predetermined prior to the contract commencing.

The table below shows the estimated revenue staffing costs to deliver an accommodation based support service to young people. The table below has been calculated to allow for five day staff, two supervisors and two night staff.

| 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 support service for 12 units offering up to 18 places. (R)</b> | <b>£000</b> | <b>£000</b> | <b>£000</b> | <b>£000</b>            | <b>£000</b>  |
| Estimated direct staffing costs                                                               |             | 477         | 477         | 1,431                  | 2,385        |
| Estimated other costs, holiday cover, training and management costs                           |             | 240         | 240         | 720                    | 1,200        |
| <b>TOTAL</b>                                                                                  |             | <b>717</b>  | <b>717</b>  | <b>2,151</b>           | <b>3,585</b> |

The table below shows current costs for active placements and is seen as a realistic estimate of the mix of young people who could benefit from occupying the accommodation. The mix is for: Six young people requiring 10 hours of support a week each (occupying 1 bed accommodation). Two young mother and baby placements (occupying 2 bed accommodation). Four young people requiring cat 5 24/7 on site support (occupying 2 bed accommodation) and four young people sharing requiring five hours of support each a week (occupying 2 bed accommodation). The total cost is £25,532 a week or £1,328 p.a.

| <b>Funding streams (indicate whether base budget / external / grant / capital borrowing)</b> | <b>2019/20</b> | <b>2020/21</b> | <b>2021/22</b> | <b>Future Years (2022-25)</b> | <b>Total</b> |
|----------------------------------------------------------------------------------------------|----------------|----------------|----------------|-------------------------------|--------------|
|                                                                                              | <b>£000</b>    | <b>£000</b>    | <b>£000</b>    | <b>£000</b>                   | <b>£000</b>  |
| Base budget for current accommodation offer from Children's Services                         |                | <b>1,328</b>   | <b>1,328</b>   | <b>3,984</b>                  | <b>6,640</b> |
| <b>TOTAL</b>                                                                                 |                | <b>1,328</b>   | <b>1,328</b>   | <b>3,984</b>                  | <b>6,640</b> |

The table below shows the estimated cost avoidance enabled by the proposal based on the provision of 18 places made up of 6 units (6 places) and 6 units (12 places). The estimated cost saving to be achieved is £611k p.a. or £11,75k a week.

| <b>Revenue budget implications</b>            | <b>2019/20</b> | <b>2020/21</b> | <b>2021/22</b> | <b>Future Years</b> | <b>Total</b> |
|-----------------------------------------------|----------------|----------------|----------------|---------------------|--------------|
|                                               | <b>£000</b>    | <b>£000</b>    | <b>£000</b>    | <b>£000</b>         | <b>£000</b>  |
| <i>Current average active placement costs</i> |                | <b>1,328</b>   | <b>1,328</b>   | <b>3,984</b>        | <b>6,640</b> |
| <i>Estimated costs of new service</i>         |                | <b>717</b>     | <b>717</b>     | <b>2,151</b>        | <b>3,585</b> |
| <b>TOTAL</b>                                  |                | <b>611</b>     | <b>611</b>     | <b>1,833</b>        | <b>3,055</b> |

The service can adjust to the needs of the young people, if the demand changes to low needs then cost avoidance savings have been estimated at £250k p.a. compared to £611 p.a. for the proposed mix.

If there is an increased demand to accommodate young people with very complex needs then the contract will enable funding to increase and decrease on a modular, incremental 'flex' basis for specific periods of time. On the basis of the needs of the young people and in 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.

The table below shows the commissioning fund available to support the provision of one unit of emergency accommodation within the proposed scheme, a floating support and mediation service for young people in Herefordshire. These will be met from the Adults and Community Commissioning resource, currently directed to the Citizen Young People service. (£158k),

| <b>Floating, mediation and emergency support</b>                     | <b>2019/20</b> | <b>2020/21</b> | <b>2021/22</b> | <b>Future Years</b> | <b>Total</b> |
|----------------------------------------------------------------------|----------------|----------------|----------------|---------------------|--------------|
|                                                                      | <b>£000</b>    | <b>£000</b>    | <b>£000</b>    | <b>£000</b>         | <b>£000</b>  |
| <i>Estimated costs of floating, mediation and emergency support.</i> |                | <b>158</b>     | <b>158</b>     | <b>474</b>          | <b>790</b>   |
|                                                                      |                |                |                |                     |              |
| <b>TOTAL</b>                                                         |                | <b>158</b>     | <b>158</b>     | <b>474</b>          | <b>790</b>   |

Additional savings will be achieved through the availability of one unit (1 bed 2 person flat) reserved for emergency accommodation, this provision will be available for Children's Services and the Housing Solutions Team and has its own ground floor entrance. The floating support and mediation service will add value and bring savings to the service. The floating support will assist young people to move on from the supported accommodation and prevent a cycle of failure to live independently. The support will contribute to the prevention of homelessness offering a service to those already housed to receive support before they reach crisis and risk losing their tenancies. The mediation service will target young people and their families to plan for the future with realistic options for independent living.

This will leave available 9 places, (three 2 bed flats and three 1 bed flats), for the use by other cohorts of young people this would also offer potential costs, reputation and social value savings.

### Timescales

|                                                                                |                               |
|--------------------------------------------------------------------------------|-------------------------------|
| Launch of open procurement process                                             | Early May 2020                |
| Tender Close                                                                   | Mid June 2020                 |
| Evaluation of bids                                                             | Mid June 2020                 |
| Notice of intention to award and standstill period                             | Mid-late June 2020            |
| Confirmation of contract award and record of officer decision                  | End June 2020                 |
| Service mobilisation commence                                                  | 1 July 2020                   |
| Identify nominated tenants and individuals for floating and mediation services | September/October 2020        |
| Service commences                                                              | 1 <sup>st</sup> November 2020 |

## **10. Risks of not doing the Project**

Risks are potential threats that may occur but have not yet happened. Risk management will monitor the identified risks and take any remedial action should the risk happen.

### **10.1. The key risks of not doing the project are:**

- Loss of opportunity to increase capacity to accommodate vulnerable care leavers and those young people homeless or at risk of homelessness.

- 
- Continuing risk of harm to individual care leavers through exploitation, mental health needs, substance misuse or escalation of anti-social behaviour.
  - If there is a lack of real opportunities for young people to thrive in education, training and employment and successfully maintain independent living then they will be unable to make a valid vibrant contribution of their communities.
  - Lack of investment in young people to successfully transition into adult hood will impact on the reputational of the council and negatively impact on communities.
  - Continuing high cost of specialist placements for some individual care leavers associated with repeated breakdown of placements.
  - No suitable supported accommodation to support those homeless or at risk of homelessness and help them to work towards successful independent living.

**10.2. The key project risks are:**

- Delay in the governance process could lead to delay in procurement and subsequently start of support provision.
- Delay in works being complete to make the property ready for occupation.
- The necessary governance plans have been submitted to the Forward Plan with the decision due to be taken by cabinet on April 2020.
- There is a need to further negotiate a service level agreement with the provider of the accommodation. Strategic Housing are leading on this as a lease may impact on funding revenue already obtained by the provider for the purchase and repair the premises.
- Both the registered provider and successful bidder will have to work in partnership to each deliver housing management and support services separately but in consultation with each other.
- The use of a two bed unit for service provision and the delivery of a 24 hours support service is being developed with the registered provider to identify the appropriate tenure.
- The property is not appropriately utilised in supporting vulnerable care leavers.
- There is very little possibility of significant voids in the property. 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 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.
- There is a risk that bids will not be able to deliver all of the services required within the allocated budgets.

- If the services are not provided there is a risk that young people will not be able to achieve their full potential transitioning into adulthood.



## Equality Impact and Needs Assessment Form

### A) General Information

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

Housing-Related Support for Vulnerable Young People

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

Children and Families and Adult Wellbeing

**Date of assessment**

22<sup>nd</sup> April 2020

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

Christa Jackson, Senior Commissioning Officer

**Accountable person**

Chris Baird, Director for Children and Families  
Stephen Vickers, Directors for Adult Wellbeing

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

To commission a housing-related support service for vulnerable young people, complimented by an offer of targeted and universal prevention services specifically developed for vulnerable young people aged 16 to 25 through an open competitive tender process.

The proposed new model will form part of Herefordshire's growing offer of accommodation to young people and ensure flexible responses to people accessing services via multiple routes. 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 care leavers and young people homeless or at risk of homelessness through the provision of accommodation based support to include an emergency unit, mediation and floating support services. The service aims are to;

- offer safe and supported affordable accommodation to meet the individual needs of young people, underpinned by opportunities for learning and work.
- develop or build on independent living skills of vulnerable young people through the provision of accommodation based support, mediation and floating support services to enable young people to maintain or transition towards successful independent living.
- support young people who are at risk of becoming homeless through prevention and universal services with an emphasis on preventing family relationships or foster care placement breakdowns.

The provision of this service will meet strategic objectives relating to young people's accommodation and support 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 range of support services tailored specifically to young people to prevent homelessness

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

|                                                                                    |                                                                                                                                                                                                                                                                                                      |
|------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>The number of people and/or providers that may be affected by the proposal.</b> | <p>The accommodation will deliver a supported housing provision of 11 units offering up to 16 places to vulnerable young people.</p> <p>The mediation and floating support services will work across the county and it is estimated these services will support 70 young people at any one time.</p> |
|------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

|                                                                                             |                                                                                               |
|---------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------|
|                                                                                             | A provider will be sought to deliver these services by means of a competitive tender process. |
| <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> | Herefordshire                                                                                 |

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

|                                                                                                                                                                                                                                                                                                                                 |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>a. Care leavers and young people in care</li> <li>b. Young people homeless or at risk of homelessness</li> <li>c. Herefordshire Council's Children and Families Directorate</li> <li>d. Herefordshire Council's Adult and Communities Directorate</li> <li>e. Wider community</li> </ul> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

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

##### **Positive impacts**

Improved outcomes for care leavers, young people in care and young people homeless or at risk of homelessness by increasing the offer of support services to include mediation and floating support to meet their needs to enable them 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 and into independent accommodation.

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.

To continue growing Herefordshire's offer of accommodation to young people and achieving cost efficiencies for the council.

### **Negative impacts**

The accommodation is contained in a three storey high building with all the units having shared entrances and stair ways.

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 a two bed unit being utilised within the building for service provision and the delivery of a 24 hours support service.

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.

The support provider will ensure that there is a suitable mix of young people at any one time through a robust and supportive lettings agreement.

**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                                                                                                                                    | <p>Yes – the accommodation and floating support service is to meet the specific needs of vulnerable young people and is therefore restricted to 16-25 year olds by exception.</p> <p>The mediation service will support 16-25 year olds and young people in care at risk of losing placements as deemed appropriate by Children's Services.</p> | <p>Yes.</p> <p>The service will benefit a cohort of vulnerable young people including care leavers, young people in care and those homeless or at risk of homelessness with different circumstances and levels of need. There has been an identified current and future gap in available provision.</p> <p>In a 12 month period 2018/19, 85 households under the age of 25 were placed in temporary accommodation in Herefordshire. The households included 13 single pregnant young people, 17 young people with dependants and 17 couples.</p> <p>There are up to 17 care leavers at any time with complex or very complex needs including substance misuse, anti-social or challenging behaviour, vulnerability to exploitation and mental health needs.</p> |                                                                                                              |
| Disability | Yes, this service will meet the needs of specific user groups, which may include positive inclusion of those with mental health needs. | No                                                                                                                                                                                                                                                                                                                                              | <p>Yes.</p> <p>The service will benefit young people with varying mental health needs to include; substance misuse,</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | The commissioned support will be available 24/7 to meet the specific complex needs of this user group.       |

|                               |                                            |  |                                                                                                                                   |  |
|-------------------------------|--------------------------------------------|--|-----------------------------------------------------------------------------------------------------------------------------------|--|
|                               |                                            |  | mental health needs, antisocial or challenging behaviour, offending history and 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 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

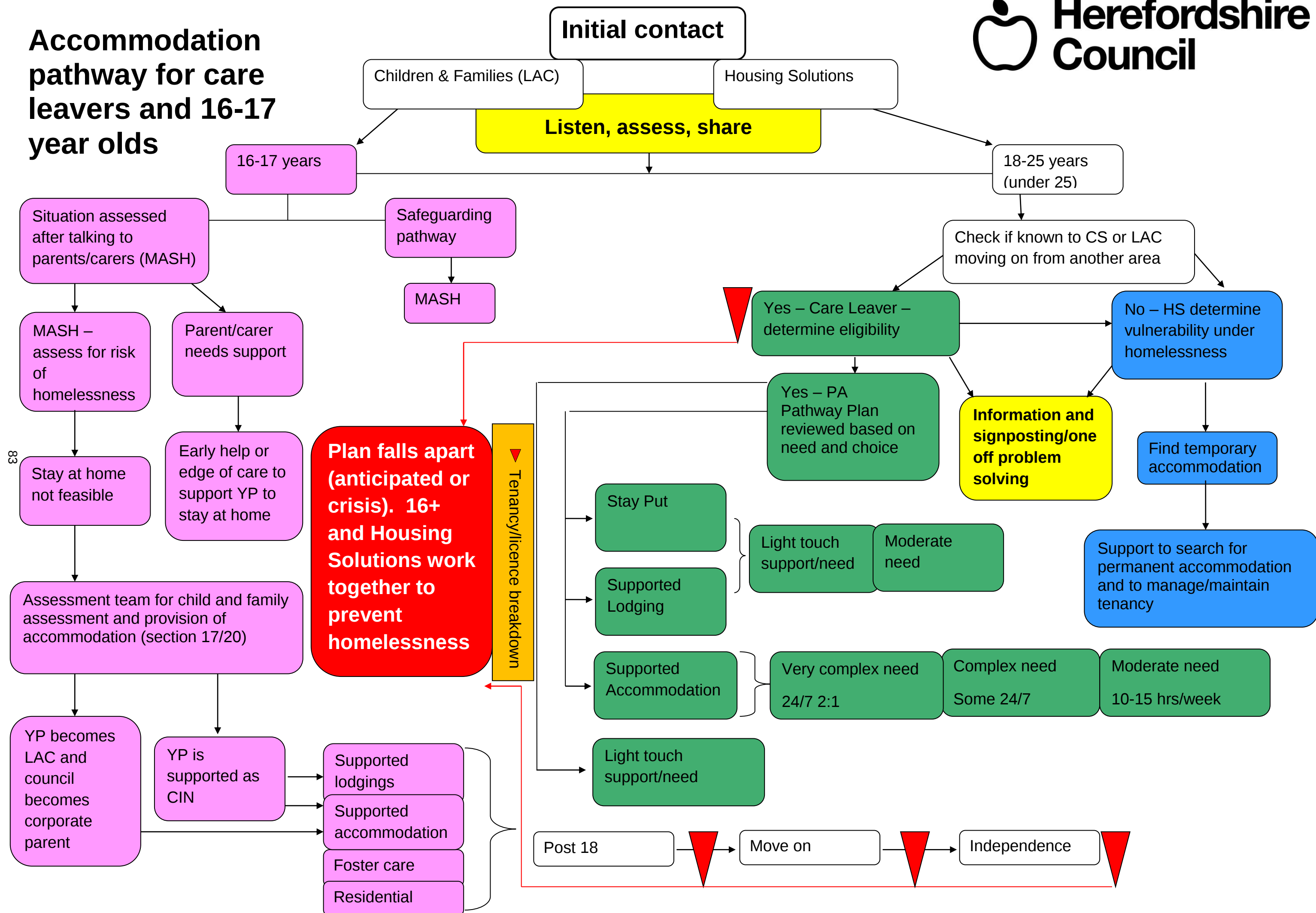
If you have identified gaps in your evidence or conclusions, how will you explore the proposal in greater depth? Or, if no further action is required, please explain why.

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

- Data from Housing Solutions Team
- Data from Children's services



# Accommodation pathway for care leavers and 16-17 year olds







|                         |                                                  |
|-------------------------|--------------------------------------------------|
| <b>Meeting:</b>         | <b>Cabinet</b>                                   |
| <b>Meeting date:</b>    | <b>Thursday 28 May 2020</b>                      |
| <b>Title of report:</b> | <b>Future refugee resettlement</b>               |
| <b>Report by:</b>       | <b>Cabinet member health and adult wellbeing</b> |

## Classification

Open

## Decision type

Key

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

Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

## Wards affected

(All Wards);

## Purpose and summary

To endorse the approach to a long term flexible commitment to the ambition of resettling at least 125 refugees in Herefordshire over a period of five years. As part of this approach, authority will be delegated to the cabinet member for Health and Wellbeing to agree numbers and services procured in any one year, subject to funding instructions from the government.

The council and its partners have successfully resettled 95 refugees in Hereford between 2016 and 2019. The families have been welcomed by local people and have made a positive contribution to their local communities in a variety of ways.

Local Authorities are being asked by the Home Office to consider making a further pledge to accommodate refugees through resettlement programmes. The council has been formally

approached by the Director of Resettlement, Asylum Support and Integration for UK Visas and Immigration to confirm how many refugees Herefordshire will pledge to resettle in 2020-21.

Whilst the Home Office has only announced a resettlement programme for 2020/21 at this time, it is anticipated that future years will bring further resettlement programme announcements. In light of this it is proposed that Herefordshire adopts a similar approach to other local authorities who are exploring a longer term policy approach to refugee resettlement, to enable a prompt response to future requests.

## **Recommendation(s)**

**That:**

- (a) a long term flexible commitment to the ambition of resettling at least 125 refugees over five years is approved.**
- (b) authority to determine numbers of refugees resettled in any one year and any associated logistics is delegated to the director for adults and communities, in consultation with the cabinet member for health and wellbeing.**

## **Alternative options**

1. Not to make any further commitment to the refugee resettlement scheme at this time. This option is not recommended as participating in the scheme broadens Herefordshire's diversity, supporting economic and community growth and resettlement has been successful, suggesting little reason not to extend further.
2. To make a specific pledge or pledges to the Home Office to take a certain number of refugees during a finite short period. This approach is not recommended as uncertainty around the availability of housing makes it difficult to accord with specific numbers and timescales involved. This might also have the effect of limiting the numbers of refugees resettled over a period and complicating the arrangement of support provided. A longer range commitment to more substantial numbers may reflect more appropriately the interest and commitment of the council and Herefordshire residents.

## **Key considerations**

3. Herefordshire's initial commitment to refugee resettlement was made through a cabinet decision in May 2016 to resettle 60 refugees through the Syrian Vulnerable Persons Resettlement Scheme. A subsequent decision was made in December 2017 to resettle a further 35 refugees through the Syrian Vulnerable Persons Resettlement Scheme or the Vulnerable Childrens Resettlement Scheme. A significant majority of the people who have been resettled in Herefordshire have remained living in the county. The resettlement scheme appears to have gone well to date with no significant issues or pressures.
4. In 2019 the Home Office announced a new global resettlement scheme which effectively combines all prior refugee resettlement schemes into a single programme. Eligibility to be

considered for resettlement under the global resettlement scheme continues to be based on vulnerability and need. The Home Office will work closely with the UNHCR, the United Nations Refugee Agency, to identify the most vulnerable refugees from around the world to be offered resettlement in the UK. Regional Strategic Migration Partnerships will continue to facilitate the placement of refugees to the UK within Local Authority areas. The council have been formally approached by the Director of Resettlement, Asylum Support and Integration for UK Visas and Immigration to confirm how many refugees Herefordshire will pledge to resettle in 2020-21.

5. There are a number of logistical considerations that will need to be taken into account when determining how many refugees may be welcomed to Herefordshire through resettlement schemes in any one year. These include the availability of housing, school places and health services. Once a pledge is made, detailed matching of available housing and services to cases requiring resettlement will be carried out between the West Midlands Strategic Migration Partnership and council officers.
6. Those resettled to date have all been found housing from the private rental market prior to arrival, although subsequently, some have moved on to alternative private or social housing as appropriate to their changing needs. It is proposed that refugees continue to be provided with housing through the private rental market and are not prioritised for social housing on arrival, to minimise possible community cohesion issues. Whilst the availability of affordable private rental properties of a suitable size for families presents the greatest challenge to enabling refugee resettlement in Herefordshire, the council has adopted policies which will help resolve the issue over time. It has set out in the County Plan 2020 - 2024 a commitment to 'Build publicly owned sustainable and affordable houses and bring empty properties back into use' therefore creating greater capacity in the housing stock.,.
7. The status of those resettled under the scheme means that on arrival to the UK they are able to benefit from public funds and seek employment. At the end of the five year resettlement programme individuals are able to make a claim for settled status, if they are not able or do not wish to return to their country of origin. If settled status is awarded, they may remain living in the UK indefinitely, although the resettlement programme and any support provided by within it will cease after five years.
8. Under both the current and 2020-21 global resettlement schemes, the Home Office provides five years of funding including exceptional costs relating to social care or health needs, one-year education funding for 3 – 18 year olds and one year of funding to the CCG. The council is required to use Home Office funding to meet refugee needs and enable them to gain independence through their resettlement journey. These needs may need to be met through the procurement of commissioned services, direct employment of additional staff or a combination of both.
9. Whilst there is no obligation or threat of punitive measures if Herefordshire were not to engage in further commitment to resettle refugees, there is evidence of past success with this scheme and participation supports vulnerable people, meeting moral and ethical obligations. Further participation enable Herefordshire to strengthen the more general offer to the migrant population through the development of knowledge and experience of local service and communities.

## Community impact

10. There is now a small established community of Arabic speaking, predominantly Syrian, refugees resettled in and part of the community in Herefordshire. This group forms part of

a wider, more diverse local community of Muslim people which contributes to Herefordshire's local culture and economy. The new resettlement scheme will bring refugees to the UK from anywhere in the world. Any further commitment that included Arabic speaking refugees would have the benefit of joining an established resident population and would add value to it and the wider community. A further resettlement pledge by the council would support the refugee community to grow and strengthen their presence and contribution to the economy as Herefordshire residents, thus supporting the council priorities to support and strengthen communities to ensure everyone lives well and safely together.

11. Further refugee resettlement will bring additional benefits to Herefordshire's economy. Working age adults will come with a variety of trades and professional skills and a desire to be independent and contribute to local society. As part of family groups, resettlement will also bring young people motivated to learn English and contributing to a diverse future workforce. This will support the ambition of developing a thriving and prosperous economy, as set out in the County Plan 2020 – 2024. Previous resettlement schemes have enriched Herefordshire communities and workforce, including a number of skilled workers, who have contributed to the local economy through volunteering and employment. Development of English remains a commitment of both the refugee community, the council and voluntary groups to enable further participation in communities and access to employment. This commitment and support should be continued and further developed in any future refugee resettlement.
12. From the start of the refugee resettlement scheme in Herefordshire there has been significant support for refugees from a number of residents. The previous commissioned provider trained and utilised a number of volunteers from the local community. Further to this a Herefordshire branch of the City Of Sanctuary movement has been established, with a number of volunteers providing access to events and offering a drop in service, which includes additional English practice, for refugees and other migrants.
13. Whilst nationally and locally the number of racially or religiously aggravated offences recorded by the police between April 2013 to March 2019 has shown an increase, there has not been any notable or reported crimes of this nature against the local refugee population.
14. A multi agency strategic migration group has continued to meet regularly, with representation from key stakeholders including; health, social care, education, housing, environmental health, voluntary sector, police and the DWP. This multi-agency partnership is proactive in enabling the resettlement of refugees, community cohesion and addressing any issues or concerns as they arise. It managing further resettlement it is likely to be focused particularly on the availability of suitable housing and secondary school places. .
15. The recommended decisions will not have any direct or indirect effect on the lives of looked after children or care leavers.

## Equality duty

16. 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.
17. 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. Any contracted providers required to meet the needs of resettled refugees will be made aware of their contractual requirements in regards to equality legislation.
  18. 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.
  19. It is recognised that refugee resettlement brings positive impact for people sharing a number of protected characteristics, both among refugees themselves and for the communities they are joining. The groups benefitting will include black and minority ethnic people, young people and disabled people. Possible detrimental impact on resettled refugees with a protected characteristic has been explored and is noted in appendix 1. This includes considering individual needs of any refugees resettled before accepting a case allocation, for example whether there is suitable housing and capacity in the health system for any specialist health issues. Recognising that resettled refugees will form part of a minority ethnic group, this may make refugees more vulnerable to racial abuse or discrimination. All refugees will be supported to understand how to report and deal with any racial abuse or discrimination.

## Resource implications

20. The current provision by the Home Office is to provide five years of funding for the resettlement programme, including exceptional costs relating to social care or health needs, one-year education funding for 3 – 18 year olds and one year of funding to the CCG. Additional funding will be made available by the Home Office, on a case by case basis, for exceptional costs, including; property adaptations, void costs for larger (4 bed) properties, special educational needs, and adult social care. As the refugees settle into life in Herefordshire they will become part of the resident population and be entitled to the same services as other residents. There are no anticipated financial implications in respect of further commitment to refugee resettlement. Whilst part of the global resettlement programme any specific needs as a resettled refugee will be met through the Home Office funding
21. Any future commitment to supporting resettled refugees will consider the viability of the scheme under any changes to future funding instruction to minimise any resource implications on the council or partners.

## Legal implications

22. The council's participation within this scheme remains voluntary, meaning that there are no legal requirements to give a commitment to resettle any refugees. Guidance supplied by the Home Office has offered assurances that support to any Local Authority who partakes, will be supported.
23. By giving a commitment, the Council in turn agrees to provide and offer the necessary support to individuals under the resettlement scheme.

## Risk management

24. If the recommendations are approved council officers will work with the cabinet member for health and wellbeing to agree the number of refugees that may be resettled in Herefordshire in any one year in response to Home Office requests. This will take into account a number of logistical considerations, primarily the availability of suitable housing and the economies of scale to be able to meet refugee resettlement needs within the funding available from the Home Office.

25.

| Risk / opportunity                                                                                | Mitigation                                                                                                                                                                                                                                                                                                                                                                                  |
|---------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Community cohesion could be undermined if refugees and asylum seekers were not integrated locally | Continue to work with police, community cohesion colleagues, volunteers and the established migrant community to role model the equality values of respecting different cultures, challenging discrimination and promoting acceptance.                                                                                                                                                      |
| Changes to future resettlement scheme funding arrangements.                                       | Any refugees resettled under the 2020/21 resettlement scheme will be funded through the five year programme funding instructions as previous cohorts.<br>Any resettlement pledge beyond 2020/21 will be subject to adequate funding being made available from the Home Office.                                                                                                              |
| Pressures on resources, particularly in relation to education and housing.                        | Any commitment made will be subject to sourcing of available property from the private rental market. The profile of cases will be presented after housing has been secured. When considering these profiles for resettlement in Herefordshire education colleagues will be consulted with regards to available school places for any children in the family. The county plan indicates the |

possibility to build a significant number of affordable houses. As a result, Herefordshire residents who are currently living in private rental properties may move onto more affordable housing therefore freeing up some capacity in the private rental market.

Further resettlement will bring opportunities to strengthen the diversity and cohesion of communities in Hereford and the county.

Resettlement will also bring an increase in working age people and young people to contribute to the local economy.

26. Identified risks will be managed by the corporate lead officer who will report to the director and cabinet member for health and wellbeing.

## Consultee

27. The multi-agency strategic migration group, with representation from key stakeholders including; health, social care, education, housing, environmental health, voluntary sector, police and the DWP have considered the recommendations. With careful consideration of available housing and education provision, as well as any emerging health needs, the group is supportive of the proposed recommendation to take a five year policy approach to further refugee resettlement.

28. Consultation with political groups has been undertaken. The Green Group have responded stating that they strongly support the expansion of Herefordshire's involvement in refugee resettlement. The group would like the council to consider whether greater numbers could be welcomed over the 5 years, given that there are minimal financial implications for the council and the excellent record of the scheme so far. They have asked what the maximum that Herefordshire could welcome, given constraints in the housing market etc?

Response: Estimating the number of refugees who could be successfully resettled at any one time is complex and requires consideration of housing that is available and affordable within the private rental market. Other factors such as the availability of school places, access to services and community cohesion must be considered. Whilst housing was secured for the 35 people who were welcomed through refugee resettlement schemes in 2018, family sized housing was increasingly challenging to secure and required a staggered arrival and smaller families were considered to reach the pledge of 35. Advice from the Strategic Migration Partnership is that resettlement is predominantly required for families requiring three bed or larger properties. On reflection cabinet members would like to set the ambition of resettling a minimum of 125 refugees over five years, the recommendation has been amended accordingly.

## **Appendices**

Appendix 1 - EIA

## **Background papers**

None identified

## Equality Impact and Needs Assessment Form

### A) General Information

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

Future refugee resettlement

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

Adults and communities

**Date of assessment**

12<sup>th</sup> February 2020

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

Amy Whiles, Senior Commissioning Officer

**Accountable person**

Stephen Vickers, Director Adults and Communities

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

Local Authorities are being asked by the Home Office to consider making a further pledge to accommodate refugees through resettlement programmes. The council have been approached by the Director of Resettlement, Asylum Support and Integration for UK Visas and Immigration to confirm how many refugees Herefordshire will pledge to resettle in 2020-21.

Whilst the Home Office have only announced a resettlement programme for 2020/21 at this time, it is anticipated that future years will bring further resettlement programme

announcements. In light of this several local authorities are exploring a longer term policy approach to refugee resettlement.

A decision is required in respect of Herefordshire's response to refugee resettlement pledge requests by the Home Office between 2020 – 2025.

If a further pledge to resettle refugees is made this will impact on the resident population, including refugee families already resettled in Herefordshire and any potential future refugees, which may include people with any one of the protected characteristics.

The most common characteristics likely to be impacted on are in relation to race, religion or belief and disability.

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

|                                                                                             |                                                                                                                                                                                                                                                                                                               |
|---------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>The number of people and/or providers that may be affected by the proposal.</b>          | To date 95 refugees have been resettled in Herefordshire. This included adults and children with a variety of impairments relating to their physical and mental wellbeing.<br><br>A further commitment to refugee resettlement could see this increase by up to 125 further refugees over a five year period. |
| <b>What are the values of the contract(s) affected by the proposal? (If appropriate).</b>   | N/A                                                                                                                                                                                                                                                                                                           |
| <b>What are the geographical locations of those that might be affected by the proposal?</b> | It is likely that any further resettled would be accommodated in Hereford city or the immediate surrounding area. Although the possible availability of private rental accommodation in market towns will continue to be reviews and if appropriate accommodation may be expanded to market towns.            |

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

|                                                                                                                                                                                                                                                                                         |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>a. Herefordshire Council Adult and Communities Directorate</li> <li>b. Herefordshire Council Children and Families Directorate.</li> <li>c. Housing</li> <li>d. Health services (e.g. CCG, Wye Valley Healthcare Trust, Mental Health</li> </ul> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Services)

- e. Refugee families
- f. Police

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

#### **Positive impacts**

Further refugee families could be supported in their integration by the established refugee families to develop their independence so that they have the skills and information required to live independently in the UK by the end of the 5<sup>th</sup> year of their resettlement.

The Home Office provides the local authority and health with funding to provide services for resettled refugees on government resettlement schemes.

The local communities are enriched by a more diverse population.

#### **Negative impacts**

Pressures on the housing market. The housing for refugee families would be sort from the private rental market.

There may be indirect impact / pressures on policing, health, education and community resources.

**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        | No                                                                                                                                                                                                                           | No. The strategic approach should not adversely affect people of different ages, refugees could be of any age.                                        | N/A                                                                                                                                                                                                                                                                                                  | N/A                                                                                                                                                         |
| Disability | Yes. The individual needs of any refugees resettled will be considered before accepting a case allocation, for example whether there is suitable housing and capacity in the health system for any specialist health issues. | Yes. Some cases may not be accepted under the resettlement scheme if it is deemed that suitable housing and services to meet needs are not available. | Yes. The council would not be fulfilling the requirements of the resettlement programme if the individual needs of the refugees could not be met, for example wheelchair accessible accommodation, specialist health care not available in Herefordshire requiring long journeys to see specialists. | Any costs associated with adapting properties, social care needs and meeting health needs of those resettled can be reimbursed through Home Office funding. |
| Race       | Yes.<br>The local demographics in Herefordshire evidence that 6% of the population describe themselves as                                                                                                                    | Yes.<br>Being part of a minority race category makes the refugees more vulnerable to racial abuse or                                                  | N/A                                                                                                                                                                                                                                                                                                  | Any issues or concerns will be highlighted to police and community cohesion colleagues as appropriate.                                                      |

|                               |                                                                                                                                                                                                |                                                                                                                                                                                                        |     |                                                                                                                                                                                                                                                       |
|-------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                               | not White British. Any further refugee resettlement will be part of a minority ethnic group.                                                                                                   | discrimination.                                                                                                                                                                                        |     | Casework support will support the families to appropriately respond to any racial abuse or discrimination they may face.                                                                                                                              |
| Religion/ Belief / Non Belief | Yes.<br>The refugee resettlement scheme would encompass a range of people from different religious and political backgrounds. Those resettled to date have been predominantly of Muslim faith. | Yes.<br>Whilst quantitative data is not available it is believed that the Muslim families are in a minority religious category and are therefore more vulnerable to religious abuse or discrimination. | N/A | Any issues or concerns will be highlighted to police and community cohesion colleagues as appropriate.<br><br>Casework support for refugees will enable the families to appropriately respond to any religious abuse or discrimination they may face. |
| Gender                        | No data available to allow analysis                                                                                                                                                            |                                                                                                                                                                                                        |     |                                                                                                                                                                                                                                                       |
| Sexual Orientation            | No data available to allow analysis                                                                                                                                                            |                                                                                                                                                                                                        |     |                                                                                                                                                                                                                                                       |
| Pregnancy / maternity         | No data available to allow analysis                                                                                                                                                            |                                                                                                                                                                                                        |     |                                                                                                                                                                                                                                                       |
| Marital Status                | No data available to allow analysis                                                                                                                                                            |                                                                                                                                                                                                        |     |                                                                                                                                                                                                                                                       |
| Gender Reassignment           | No data available to allow analysis                                                                                                                                                            |                                                                                                                                                                                                        |     |                                                                                                                                                                                                                                                       |

### **G) Consultation**

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

Strategic Refugee and Asylum meeting, comprising of statutory and voluntary stakeholders.

Feedback from refugee families Home Office evaluation.

Contract monitoring information and feedback from specialist refugee support providers.

### **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:**

- LGA Resettling refugees: support after the first year guide
- Facts and figures Herefordshire