

Chief Executive's Office

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To: All Members of Cabinet:
RJ Phillips (Leader)
LO Barnett
AJM Blackshaw
H Bramer
JP French
JA Hyde
JG Jarvis
DB Wilcox

5th July, 2007

Dear Councillor,

MEETING OF CABINET
THURSDAY, 12TH JULY, 2007 AT 2.00 P.M.
THE COUNCIL CHAMBER, BROCKINGTON, 35 HAFOD ROAD, HEREFORD

AGENDA (07/08)

**HEREFORDSHIRE COUNCIL - NOTICE UNDER REGULATION 15 OF THE LOCAL
 AUTHORITIES (EXECUTIVE ARRANGEMENTS((ACCESS TO INFORMATION) REGULATIONS
 2000 (AS AMENDED)**

Notice is hereby given that the following reports contain a key decisions. When the decisions have been made, Members of the relevant Scrutiny Committee will be sent a copy of the decision notices and given the opportunity to call-in the decisions.

Item No	Title	Portfolio Responsibility	Scrutiny Committee	Included in the Forward Plan Yes/No
8	Concessionary Fares Scheme for Older People and Those With a Disability	Highways and Transportation	Environment	Yes
10	Sale of Council Assets within the Edgar Street Grid Urban Village	Economic Development and Community Services	Community Services	No
11	Extra Care Housing, Rose Gardens, Ledbury Road, Hereford	Social Care and Health	Adult Social Care and Strategic Housing	Yes



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County of Herefordshire District Council, PO Box 239, HEREFORD, HR1 1ZU

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1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2. DECLARATIONS OF INTEREST

To receive any declarations of interest by members in respect of items on this agenda.

3. TREASURY MANAGEMENT ACTIVITIES

To note the Council's Treasury Management activities for the period 1st April, 2006 to 31st March 2007 and the outturn of Prudential Indicators for the year 2006/07. *(Pages 1 - 12)*

4. YOUTH JUSTICE PLAN

The Youth Justice Plan is prepared on an annual basis on behalf of Herefordshire Council and Worcestershire County Council. The basic plan preparation is undertaken by the Youth Offending Team. *(Pages 13 - 86)*

5. INTEGRATED PERFORMANCE REPORT

To update Cabinet in respect of final 2006-07 end-of-year performance and to propose new arrangements for future performance reporting through the Integrated Performance Report. *(Pages 87 - 100)*

6. COMMUNITY FORUMS

To receive a report on the pilot Community Forum/Partners and Communities Together (PACT) meetings in November 2006, February 2007 and May/June 2007. *(Pages 101 - 106)*

7. LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY ISSUES CONSULTATION

To report upon the meeting of the LDF Task Group on the 25th June, 2007 and to endorse the suggested approach to the Core Strategy Issues public consultation to be undertaken in September and October.

8. CONCESSIONARY TRAVEL SCHEME FOR OLDER PEOPLE AND THOSE WITH A DISABILITY

To consider the revisions necessary to the Council's Concessionary Travel Scheme to take account of new statutory requirements from 1st April, 2008. *(Pages 107 - 124)*



9. NEW PROCUREMENT STRATEGY

To inform cabinet of the proposed new Procurement Strategy. (Pages 125 - 154)

EXCLUSION OF THE PUBLIC AND PRESS

In the opinion of the Proper Officer, the next two items will not be, or are likely not to be, open to the public and press at the time they are considered.

RECOMMENDATION:

That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Schedule 12(A) of the Act as indicated below.

10. SALE OF COUNCIL ASSETTS WITHIN THE EDGAR STREET GRID URBAN VILLAGE

To seek approval for the marketing of Council assets within the Urban Village of the Edgar Street Grid.

This item discloses information relating to the financial or business affairs of any particular person (including the authority holding that information). (Pages 155 - 166)

11. EXTRA CARE HOUSING, ROSE GARDENS, LEDBURY ROAD

To inform Members of the additional costs incurred in respect of the development at the Extra Care Housing Scheme, Rose Gardens, Ledbury Road, Hereford and to seek approval for an option to meet the identified costs.

This item discloses information relating to the financial or business affairs of any particular person (including the authority holding that information). (Pages 167 - 176)

Yours sincerely,



Copies to: Chairman of the Council
Chairman of Strategic Monitoring Committee
Vice-Chairman of Strategic Monitoring Committee
Chairmen of Scrutiny Committees
Group Leaders
Directors
Head of Legal and Democratic Services

N.M. PRINGLE
CHIEF EXECUTIVE





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- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
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COUNTY OF HEREFORDSHIRE DISTRICT COUNCIL

BROCKINGTON, 35 HAFOD ROAD, HEREFORD.

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TREASURY MANAGEMENT ACTIVITIES 2006/07

PORTFOLIO RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE

CABINET

12TH JULY, 2007

Wards Affected

Countywide.

Purpose

To note the Council's Treasury Management activities for the period 1st April, 2006 to 31st March 2007 and the outturn of Prudential Indicators for the year 2006/07.

Key Decision

This is not a key decision.

Recommendation

THAT the Treasury Management report detailed in Appendix 1 be noted.

Reasons

The reporting of the past financial year's performance is a requirement of the Council's Treasury Management Policy Statement.

Considerations

1. A detailed report is attached at Appendix 1 with the following key points specifically drawn to the attention of Cabinet:
 - With regard to the transactions for the financial year 2006/07, the cost of borrowing was in line with the budget and the investment income was above the budget (Section 2 and 3 of the report refers).
 - The return on internally managed investments exceeded the index benchmark for 2006/07 (Section 3 of the report refers).
 - The net return on externally managed funds was below the index benchmark for 2006/07 (Section 3 of the report refers).
 - The treasury limits and prudential indicators were complied with during 2006/07 (Section 6 of the report refers).

Risk Management

Risk is managed in accordance with the Treasury Management Policy Statement approved by Cabinet in February 2006.

Consultees

None identified.

Background Papers

None identified.

TREASURY MANAGEMENT REPORT 2006/07

PURPOSE

The purpose of this report is to advise Cabinet of the Council's Treasury Management Activities for 2006/07.

1. INTRODUCTION AND BACKGROUND

1.1 The Chartered Institute of Public Finance and Accountancy's Code of Practice on Treasury Management 2001 was adopted by this Council in February 2002 and this Council fully complies with its requirements. The primary requirements of the Code are the:-

1.

- Creation and maintenance of a Treasury Management Policy Statement which sets out the policies and objectives of the Council's treasury management activities
- Creation and maintenance of Treasury Management Practices which set out the manner in which the Council will seek to achieve those policies and objectives.
- Receipt by the Cabinet of an annual strategy report for the year ahead and an annual review report of the previous year.
- Delegation by the Council of responsibilities for implementing and monitoring treasury management policies and practices and for the execution and administration of treasury management decisions.

1.2 Treasury management in this context is defined as:

"The management of the local authority's cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks. "

1.3 An Internal Audit Review in March 2007 noted that the treasury management system has a good system of control.

1.4 This annual treasury report covers:

- the Council's Borrowing Transactions 2006/07;
- the Council's Investment Transactions 2006/07;
- the Strategy for 2006/07;
- the economy in 2006/07 (borrowing and investment rates in 2006/07);
- compliance with treasury limits and Prudential Indicators;

1.5 Effective treasury management can make a useful contribution to helping achieve the Council's strategic objectives.

2. THE COUNCIL'S BORROWING TRANSACTIONS 2006/07

2.1 The following summary gives information relating to the Council's long-term borrowing transactions in 2006/07.

Long-term Borrowing	£
As at 1 st April 2006	82,296,179
New Borrowing (see paragraph 2.3)	20,000,000
Less: Repayments	(8,443,385)
As at 31st March 2007	93,852,794

2.2 The Public Works Loan Board (PWLB) remains the main source of long-term borrowing for the Council. In addition to PWLB loans the Council have also borrowed from the money market in the form of two LOBO (Lender's Option, Borrower's Option) loans.

2.3 After careful consideration of interest rate forecasts, expected capital spending, repayment profile and having regard to the existing debt, loans were taken during 2006/07 as follows:

Date	Loan Type	Lender	Amount £	Period (years)	Interest Rate %
23/05/06	Fixed Maturity	PWLB	5,000,000	42	4.20
31/08/06	Fixed Maturity	PWLB	7,000,000	45 ½	4.20
11/12/06	Fixed Maturity	PWLB	8,000,000	50	4.10
			20,000,000		

2.4 Rates of interest available during the year for PWLB Fixed Rate – Maturity (45 to 50 years) loans ranged from 4.05% to 4.5%.

2.5 The cost of borrowing in 2006/07 was £176,267 higher than the budget, with interest payments totalling £4,079,488. The average rate of interest paid on borrowings during the year was 4.48% compared to 4.43% in 2005/06. This slight increase is reflected by the two LOBO loans which are now running at interest rates of 4.5% following their initial low 2-year fixed period (at interest rates of 1.6% and 2.85%).

2.6 The longer term debt at 31st March 2007 falls due for repayment as follows:

Long-term Debt Profile	£	% of total debt
Within		
1 year	12,464,180	13
1 – 5 years	1,289,644	1
5 – 10 years	1,744,399	2
10 – 15 years	3,827,416	4
15 years and over	74,527,155	80
TOTAL	93,852,794	100

2.7 In addition to the external borrowing identified above, the Council has a bank overdraft facility with its bankers, National Westminster Bank plc, of £6,000,000, which was used on a limited basis during the year. This was used in replacement of any short-term borrowing of amounts less than £100,000 where it would not be cost effective to borrow through the money market.

2.8 The Council's aim is to maintain a nil cleared balance, as far as possible, in low-interest bearing accounts. In practice this is hard to achieve because some payments are made directly in to the bank. However, such sums are not significant in overall terms. The average daily bank balance for 2006/07, on which debit and credit interest is calculated was £9,252 in credit, indicating we were extremely close to achieving our target. **Annex A** illustrates the balances for 2006/07.

3. THE COUNCIL'S INVESTMENT TRANSACTIONS 2006/07

3.1 **Internally Managed Investments** – The Council manages its in-house investments with the institutions listed in the Council's approved lending list. The Council placed investments for a range of periods from overnight to 364 days. The length depended on factors such as cash flow requirements and if it was viewed that interest rates would change.

3.2 During the year the interest rate earned on internally managed funds varied between 4.5% and 5.56% and the average daily investment managed internally was £47,639,050. The actual daily investments ranged from £29,020,000 to £63,535,678, which illustrates how much the temporary cash flow fluctuates throughout the year. The temporary short-term investment transactions for 2006/07 are summarised as follows:

Internally Managed Investments	£	£
As at 31 st March 2006		30,420,000
Investments made during year (268 transactions)	931,877,432	
Less: Investments recalled during year	(929,091,526)	2,785,906
As at 31st March 2007		33,205,906

3.3 The level of funds that were available for investment increased slightly during the year, due to budget underspends and slippage on the Capital Programme.

3.4 The average interest rate achieved on internally managed funds was 4.88%, which compares favourably with the generally accepted yardstick of the average 7-Day London Inter-Bank Bid (LIBID) rate (uncompounded) of 4.84%. The Council's return on temporary investments largely mirrored the prevailing base rate. **Annex B** compares the average interest rate earned on internally managed funds, the 7-day LIBID rate, borrowing rates offered by the PWLB and the Bank of England Base Rate.

3.5 **Externally Managed Investments** – Council funds of £7,778,736 (as at 31st March 2007) continued to be managed externally by Investec Asset Management Ltd (Investec). The fund management agreement between the Council and Investec defines the limits for maximum duration of investments for the fund and the Counterparty criteria and exposure limits.

3.6 The average net return for the year was 4.07% and the net income earned is then added to the fund. Investec's return was below the benchmark of the average 7-day LIBID rate (compounded) of 4.96%. Due to Investec's poor performance the Council has decided to withdraw the fund from Investec and to manage it in-house.

3.7 The Council achieved well above its investment income budget of £705,000 in 2006/07 (as summarised below). This was primarily due to slippage on the Capital Programme and cash flow advantages on delays in spending to budget, together with unexpected increases in interest rates. As a result the 2007/08 budget for interest on cash transactions has been increased to reflect consistent over achievement of the target.

Summary of Investment Income	£	£
Internally Managed Funds		2,325,293
Externally Managed Funds (net)		311,885
		<u>2,637,178</u>
Less: transfers to Schools	(188,072)	
Interest payments to trusts etc.	(101,664)	
		<u>(289,736)</u>
Interest Received 2006/07		2,347,442

4. THE STRATEGY FOR 2006/07

4.1 The treasury strategy for 2006/07 was based on external factors such as a view of the rate of growth in the U.K. economy and the wider position across the world economy. These factors meant that the effect on interest rates for the U.K. was expected to be as follows:

Shorter-term interest rates - The “average” City view anticipated that weak growth in the U.K., U.S. and E.U. would lead to a decrease in U.K. Base rate from 4.5% to either 4.25% or 4% by the end of 2006.

Longer-term interest rates - The view on longer-term fixed interest rates was that long-term PWLB rates (PWLB 25-30 year) would rise by about 0.25% to end 2006/07 at around 4.75%.

4.2 All of the above influenced the strategy agreed by Cabinet, that was:

- That the expectation for falling base rate in the future was so strong that the drawing of cheaper, shorter term funding later in the year for some of the 2006/07 borrowing requirement would assist in lowering debt servicing costs. The risk was that leaving longer term borrowing to later years could lead to higher longer-term interest costs.
- That the risks around shorter term variable interest rates are such, when compared to historically low long-term funding costs, that the Council will maintain a stable, longer term portfolio by drawing longer term fixed rate funding.
- The Council operated both borrowing and investment portfolios and as a consequence was at lower risk from being impacted by a sharp, unexpected rise in short-term variable interest rates. The strategy for the year was therefore to maintain a balance of funding at short-term rates to match short-term investments thus maintaining balanced treasury risk.

5. THE ECONOMY IN 2006/07

5.1 **Shorter-term interest rates** – Base rate started 2006/07 at 4.5%, having been unchanged at this level since August 2005. However previous expectation of cuts in the base rate by the end of 2006 (see paragraph 4.1 above) did not materialise. In fact quite the opposite happened with 0.25% increases in August and November 2006, producing a base rate of 5% by the turn of the year.

5.2 In January 2007, the base rate rose to 5.25%, mainly due to inflation increasing. It increased again to 5.5% in May 2007.

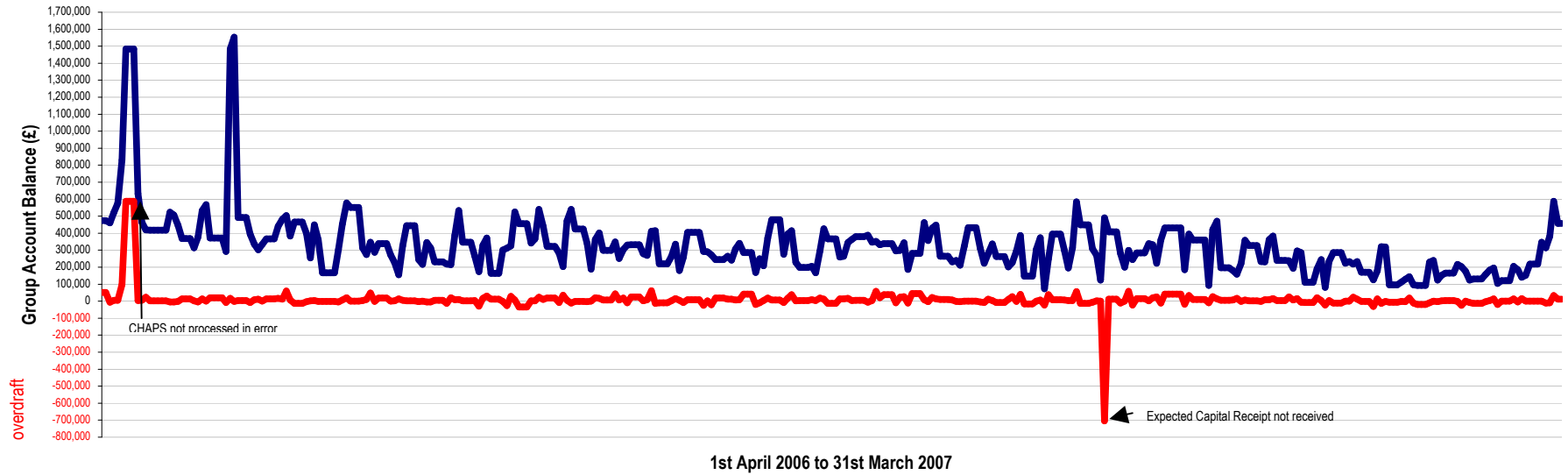
5.3 **Longer-term interest rates** – The PWLB 45-50 year rate started the year at 4.2% and fell to a low of 4.05% several times in late September to early November. The high point was 4.5%

in late March 2007 before finishing the year at 4.45%. The sustained rise in long-term rates in quarter 4 of 2006 and quarter 1 2007 reflected increases in inflation.

6. COMPLIANCE WITH TREASURY LIMITS AND PRUDENTIAL INDICATORS

- 6.1 During the financial year the Council operated within the treasury limits and Prudential Indicators set out in the Council's Treasury Management Policy Statement and annual Treasury Management Strategy. The outturn for the Prudential Indicators is shown in **Annex C**. The Prudential Indicators set out are recommended by the CIPFA Prudential Code for Capital Finance.
- 6.2 The capital programme outturn for 2006/07 totalled £40.8 million compared to an original budget of £36.4 million. However, this original budget was revised to £60.7 million following the approval of capital bids in July 2006.
- 6.3 The ratio of financing costs to net revenue stream indicator has increased from 4.41% 2005/06 to 6.61% in 2006/07. This is because from 2006/07 the Council's budget requirement no longer included the Education element funded by the Dedicated Schools Grant and therefore capital financing costs represent a higher percentage of the budget requirement.

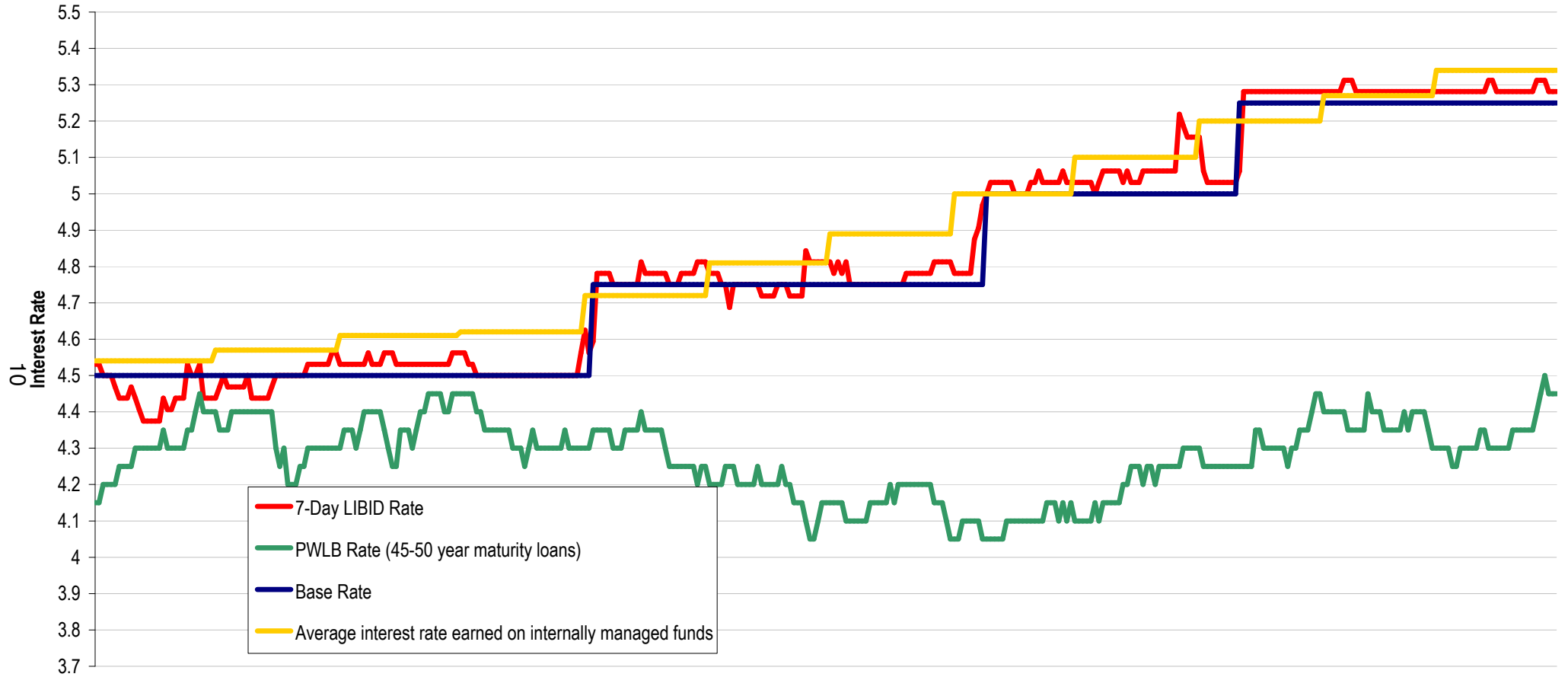
Herefordshire Group Account Bank Balances for 2006/2007



6

— Represents the uncleared group account bank balance i.e. some transactions included in this balance are subject to clearance. (This balance agrees to the bank statements).
— Represents the cleared group account bank balance i.e. all transactions included in this balance have cleared. (This is the balance on which interest is charged or earned)

Comparison of Interest Rates for 2006/2007



1st April 2006 to 31st March 2007

PRUDENTIAL INDICATORS

PRUDENTIAL INDICATOR Extract from Budget Setting Report	2005/06 Actual	2006/07 Original	2006/07 Actual Outturn
Capital Expenditure (£million)	31.845	36.434 (NB Revised July 2006 to 60.671)	40.766
Ratio of financing costs to net revenue stream	4.41%	7.50%	6.61%
Capital Financing Requirement as at 31st March (£million)	109.330	125.807	125.898
PRUDENTIAL INDICATOR Treasury Management Prudential Indicators	2005/06 Actual	2006/07 Original	2006/07 Final
Authorised Limit for External Debt -			
Borrowing (£million)	133.0	147.0	147.0
Other Long Term Liabilities (£million)	3.0	3.0	3.0
Total (£million)	136.0	150.0	150.0
Operational Boundary for External Debt -			
Borrowing (£million)	94.5	108.5	108.5
Other Long Term Liabilities (£million)	1.5	1.5	1.5
Total (£million)	96.0	110.0	110.0
Upper Limit for Fixed Interest Rate Exposure			
Net principal re: fixed rate borrowing/investments	100%	100%	100%
Upper Limit for Variable Rate Exposure			
Net principal re: variable rate borrowing/investments	50%	50%	50%
Upper limit for total principal sums invested for over 364 days (£million)	10	10	10

Maturity structure of fixed rate borrowing during 2006/07	Upper Limit	Lower Limit
Under 12 months	50%	0%
12 months and within 24 months	30%	0%
24 months and within 5 years	100%	0%
5 years and within 10 years	100%	0%
10 years and above	100%	20%

GLOSSARY OF TECHNICAL TERMS

Capital Financing Requirement – this represents the Authorities underlying need to borrow for a capital purpose.

Authorised Limit for External Debt – this represents the absolute maximum level of debt that may be incurred. This limit would only be reached in exceptional circumstances.

Operational Boundary for External Debt – this represents the prudent expectation of the maximum level of external debt.

YOUTH JUSTICE PLAN 2007/08

PORTFOLIO RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE

CABINET

12TH JULY, 2007

Wards Affected

County-wide

Purpose

The Youth Justice Plan is prepared on an annual basis on behalf of Herefordshire Council and Worcestershire County Council. The basic plan preparation is undertaken by the Youth Offending Team.

Key Decision

This is not a Key Decision.

Recommendation

THAT the Youth Justice Plan as prepared be endorsed and that it be recommended within the Policy Framework that the Plan be approved by Council at its meeting on 27th July, 2007.

Financial Implications

These are covered by the existing budgetary contribution.

Risk Management

No major risks identified.

Alternative Options

There are no alternative options.

Consultees

As detailed in the Youth Justice Plan

Appendices

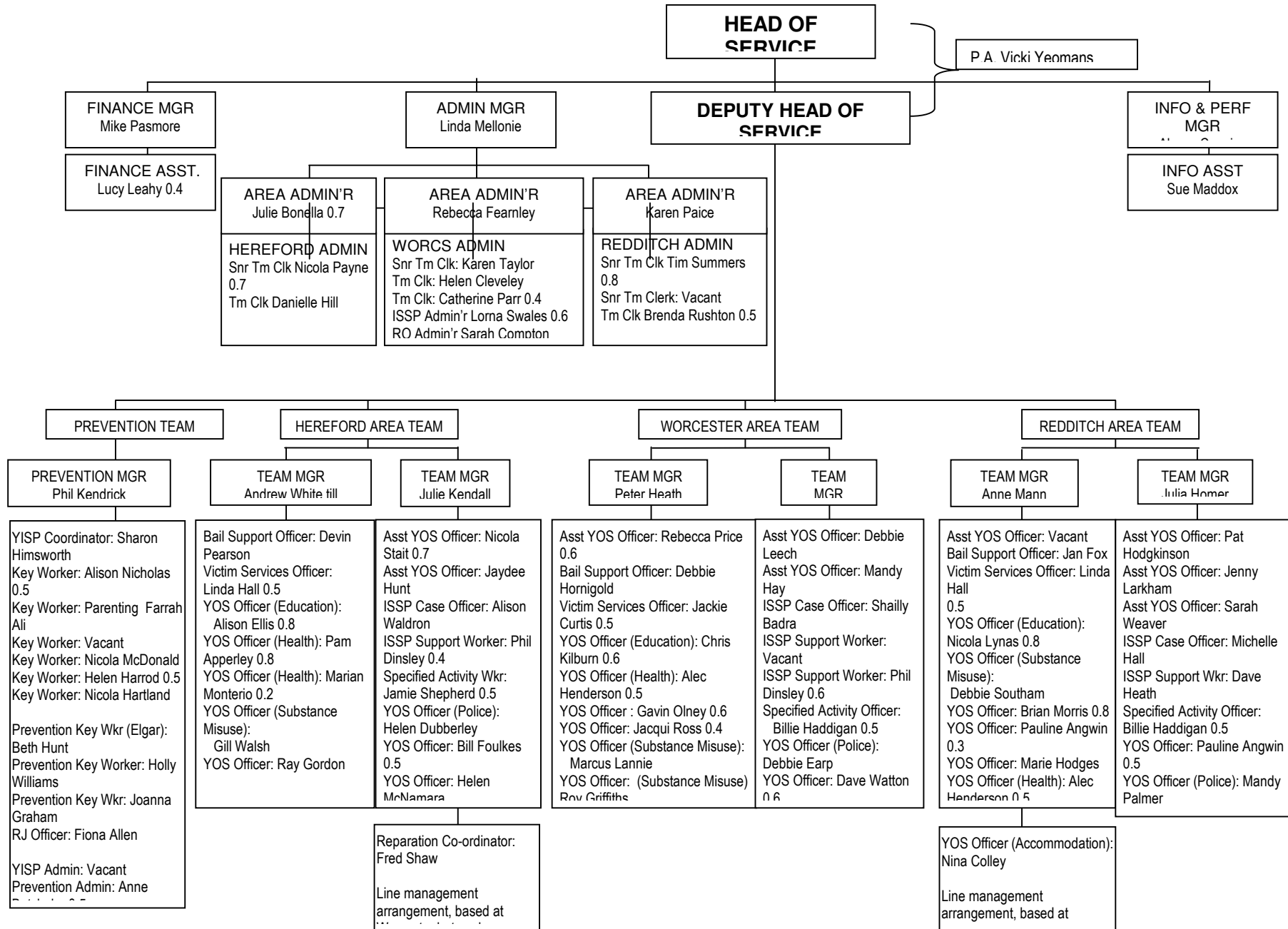
Appendix 1 – Youth Justice Plan

Background Papers

None identified.

Further information on the subject of this report is available from
N.M. Pringle, Chief Executive, on (01432) 260044

YOS STRUCTURE CHART





Youth Justice Plan 2007 – 2008

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ASSESSMENT OF THE CHAIR OF THE STEERING GROUP

The past year has been one of significant challenge as Worcestershire & Herefordshire YOS consolidated organisational change whilst ensuring it remained fully involved with the integrated children's services agenda and continued to provide services of a high quality across two authorities. The YOS has achieved this and maintained and increased its performance – notably with regard to the YJB Key Performance Indicators, and its compliance with government National Standards – which is a credit to both the managers and staff within the Service.

The comprehensive review of the Leadership and Governance arrangements undertaken in 2006 and the subsequent action plan which we are currently implementing should continue to improve the effectiveness of the Management Board in providing a strategic lead for the Service, ensuring it fulfils its statutory duties and can demonstrate its important contribution to improved outcomes for young people. The challenge for the YOS set out in the Local Area Agreements of demonstrating reduced re-offending rates and a reduction in first time entrants into the criminal justice system is a challenging one, given the incompatible outcomes of the 'Offences Brought to Justice' initiative and these two targets, and significant work is required at both a strategic and operational level to support the Service in achieving these crucial aims in 2007/8 and onwards.

The YOS continues to be well supported by partner agencies through staff, cash and in-kind contributions despite the challenging funding environment locally. Partners have been instrumental in supporting infrastructure developments during the previous year including a new IT system supported by West Mercia Constabulary and office accommodation in North Worcestershire provided by Worcestershire County Council.

As a Management Board, during the last year, we have supported the part time secondment of the Head of Youth Offending Service (Andy McConnochie) to the YJB to take a lead role in revising the National Standards for Youth Justice and were pleased to see his secondment extended for a further 12 months on a full time basis. The Management Board looks forward to working with Keith Barham who has been appointed to cover this post from his previous position of Deputy Head of Service within the YOS.

As always, much remains to be achieved in the coming year. In addition to the focus on overall re-offending rates and tackling the increase in first time entrants arising from conflicting partnership policy, YOS partners need to work together to improve particular aspects of service delivery, namely improved access to appropriate ETE provision and an expansion in the parenting services offered to young people and their families (both at risk of offending and already in the youth justice system). Maintenance and growth of an effective preventative service will also be a significant challenge given the uncertainty over funding from April 2008 onwards, and the Management Board need to be proactive in addressing this issue as a priority. This, together with further improvements in performance with the aim of establishing the Service as a Level 4 YOS, and ensuring the Service plays a full and central role in the Children's Trust whilst maintaining its effective participation in the local criminal justice and community safety environment, will require a significant commitment from all partners, managers and staff.

In summary, the overall direction of travel for the YOS is very encouraging. The Board will continue to fight to ensure that the resources available to the YOS match the needs of the young people and wider community in Worcestershire and Herefordshire. The Management Board owes a debt of gratitude to all employees in the Service for their unstinting commitment and hard work with young people offending and at risk of offending in Worcestershire during the year.

A. SUMMARY

OVERVIEW

2006/7 has seen the YOS continue to develop steadily within the complex national, regional and local environment in which it is required to operate. An independent review of the fundamental re-organisation of the Services in 2005/6 has shown that this has been effective in achieving many of its core aims and this has provided the basis for the ongoing development of services in the last twelve months. The introduction of a Management Board action plan to continue the improvement of governance and leadership arrangements in 2007/8 will further enhance this improvement. The goal of enabling more focussed and effective delivery of high quality, targeted interventions to young people who offend remains a priority for the coming year. This, in conjunction with the ongoing development of effective prevention strategies, should make an important contribution to the reduction of youth crime in Worcestershire and Herefordshire in 2007/8.

This 2007/8 Youth Justice Plan has been produced in accordance with the YJB requirements. It outlines the main achievements of the YOS in 2006/7 and identifies the main objectives and associated targets and action plans for the coming year. The overall aim of the plan is to continue to improve the effectiveness, quality and efficiency of Worcestershire and Herefordshire Youth Offending Service and make a direct contribution to the reduction of youth crime and anti social behaviour across the two counties.

THE PERFORMANCE OF THE YOS IN 2006/7

In 2006/7 Worcestershire & Herefordshire YOS has achieved an overall rating of Level 3 (on a 5 point rating scale with 1 = unsatisfactory and 5 = excellent). The overall performance of the Service is based on the degree to which the YOS is meeting targets in 4 areas: (i) Performance against YJB Key Performance Indicators; (ii) Compliance with National Standards; (iii) Improvements in Quality of Service (as measured by EPQA Audits) and (iv) Levels of Re-Offending. The following table summarises performance across these areas in 2006/7:

OVERALL PERFORMANCE – LEVEL 3				
	W&H YOS	FAMILY	WEST MIDLANDS	NATIONAL
% Achievement against Targets	70%	70%	50%	49%
KPI OVERALL PERFORMANCE – LEVEL 3				
% Achievement against Targets	84%	88%	82%	81%
% Improvement in 2006/7	76%	51%	50%	45%
NATIONAL STANDARDS COMPLIANCE – LEVEL 4				
% Compliance	79%	79%	71%	73%
% Improvement in 2006/7	65%	55%	49%	51%
EPQA PERFORMANCE – LEVEL 1				
% Performance against targets	52%	67%	68%	67%
% Improvement in 2006/7	40%	37%	42%	47%
RE-OFFENDING PERFORMANCE – LEVEL 3				
% Performance against targets	84%	88%	82%	81%

(i) Performance against YJB KPIs – The YOS has shown year on year improvements against the Youth Justice Board key performance indicators and met 84% of its targets in 2006/7. The YOS is performing above both the regional and national average in this area and has also shown a significantly higher degree of improvement in the last 12 months compared to YOTs in its family, regionally and nationally.

The YOS is now hitting or performing above the YJB target in 14 of the 21 indicators – these include final warning practice, reduction in custodial sentences, victim and parental satisfaction, all assessment practice, pre sentence report writing, accessing suitable accommodation and the provision of acute CAMHS and substance misuse assessment and intervention services.

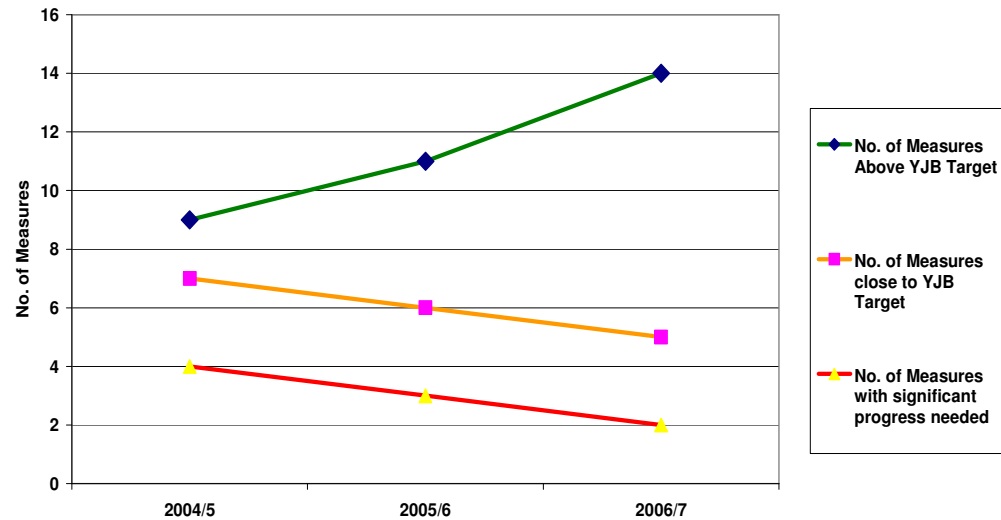
In addition to this, the YOS performance is close to the target in 5 areas (the proportion of custodial remands, the use of restorative processes, the level of parenting interventions, the time taken to hold a DTO planning meeting and non-acute CAMHS assessment).

There are now only two areas where the YOS needs to make significant progress to achieve the YJB target – this is in the reduction of first time entrants to the youth justice system (see below) and the proportion of young people in full time Education, Training and Employment. The first is a direct result of the ‘Offences brought to Justice’ initiative whilst the latter is a result of lack of appropriate ETE provision particularly for young people post 16. The Management Board is aware of the difficulties associated with both of these areas and has set stretch targets linked to these in the Local Area Agreements.

(ii) National Standards Compliance – The YOS has achieved a Level 4 rating in this area. The YOS is fully compliant in 14 of the 21 standards against which it is measured. The Service performs particularly well in relation to final warning practice, to the speed with which it has initial contact with young people when they start their orders, in its contact with young people either remanded in custody or on bail supervision programmes, in the time taken to produce a plan of work for the young person, in the speed with which it responds to missed appointments and in all aspects of its DTO practice.

In 2007/8 the YOS will focus on achieving further improvements in the overall level of contact with young people and in the speed with which it commences breach proceedings.

CHART SHOWING YOS PERFORMANCE AGAINST YJB KPIs 2004-2007



(iii) EPQA Performance – The YOS measures its programme to improve the quality of service delivery via its cycle of Effective Practice Quality Assurance Audits and Improvement Plans. The overall performance in this area requires further improvement and whilst the Service has shown a 40% improvement in its achievements in this area in the last 12 months, there is still a considerable amount to do to increase the overall rating. Initial audits have been completed in 2006/7 in the areas of Mental Health and Remand Management. An initial score of 1 in relation to mental health services shows there is progress to be made whilst an initial score of 2 for remand management shows that the quality of these services can be developed from a reasonable baseline. The aim is to improve the quality of service delivery in both these areas to achieve a score of 2 for mental health and 3 for remand management in the next twelve months. The YOS is implementing the improvement plans and re-auditing practice in these areas in 2007/8. The YOS will also receive final EPQA scores in relation to substance use and resettlement (both of which have an initial rating of 1) which will impact on the overall level in 2007/8.

The YOS has identified improvements in quality of service as a key objective of 2007/8.

(iii) Recidivism – The YJB will allocate a 2006/7 rating for recidivism once all YOT's submit their annual re-offending returns in April 2007. A comparison of 12 month recidivism rates (from 2006/7 the YJB's preferred follow up period) in Worcestershire and Herefordshire between the 2002 and 2005 cohorts, shows that re-offending levels for first tier penalties and custody have reduced. Conversely, re-offending levels for young people subject to pre-court interventions and community penalties have increased and this is having an overall negative impact on re-offending levels:

	2002 RE-OFFENDING AFTER 12 MONTHS	2005 RE-OFFENDING AFTER 12 MONTHS
PRE-COURT	19%	32.5%
FIRST TIER	60.4%	51.3%
COMMUNITY PENALTY	63.2%	72.2%
CUSTODY	95.2%	73.3%

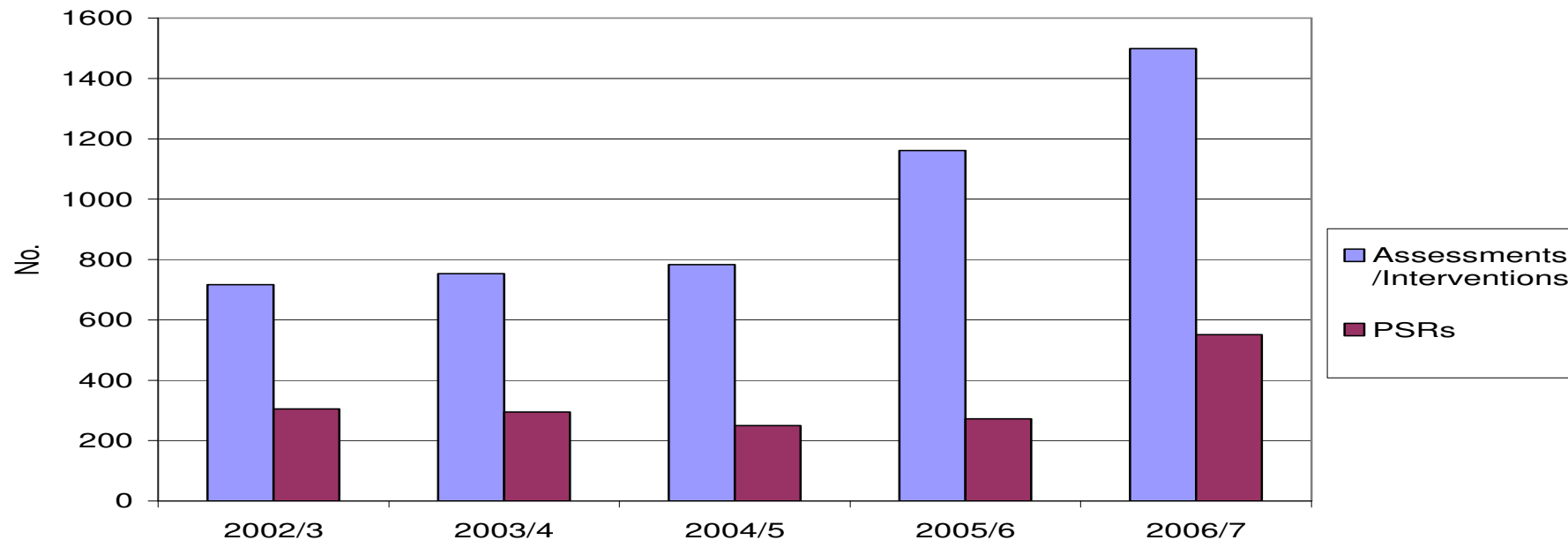
Whilst this is the methodology used by the YJB to evaluate the re-offending performance of the YOS, serious questions have to be asked regarding both the validity and reliability of these findings. Small cohorts, a methodology which compares unrelated cohorts without control of other variables and the problems associated with the impact of changing partnership policy (e.g. the recent 'Offences Brought to Justice') raise significant problems with the ongoing comparison.

The YOS is fully committed to undertaking meaningful recidivism analysis and will seek to introduce a more reliable and valid method of measuring the offending of young people in Worcestershire and Herefordshire in 2007/8. The implementation of a risk-led approach mean that offending levels can be compared with national data based on whether the young person is assessed as low, medium or high risk of re-offending.

THE WORKLOAD OF WORCESTERSHIRE & HEREFORDSHIRE YOS IN 2006/7

The workload of the Service has continued to increase in the last twelve months:

W&H YOS Workload Trends 2002-2006



A review of workload over the last three four years identifies that there has been a considerable increase in the number of initial assessments and interventions managed by the YOS. The increase in workload has placed considerable pressure on both the practitioners and the managers within the YOS and it is impressive that the Service have maintained and improved performance over this period. A key objective for 2007/8 is to adapt and apply a dedicated youth offending service workload formula to current workloads to ensure an equitable distribution of work across the Service. The YOS Head of Service will continue to discuss solutions to this with the YOS Management Board in 2007/8.

SUMMARY OF KEY ACHIEVEMENTS IN 2006/7

In addition to the improvements in performance identified, the YOS has also achieved the following in the last year:

- Development of a Faith Community Engagement project through funding from the Office for Criminal Justice Reform.
- Performance Management systems fully embedded in teams and Lead Manager role functioning effectively.
- Addressing IT infrastructure requirements through introducing a new secure and stable IT system in conjunction with West Mercia Constabulary.

- Development of NGAGE project in partnership with Connexions and YMCA (North Worcestershire) to address ETE issues with post 16 young people.
- Positive independent review of YOS restructuring and local delivery model.
- Expansion of YOS Prevention Services including doubling Parenting capacity
- Development of Restorative Worker post and establishment of project to address offending in Residential Care.
- Significant numbers of staff undertaking YJB accredited qualifications and training.
- Introduction of Pathway Plus intervention programme as core requirement of intervention plans.

KEY OBJECTIVES FOR 2007/8

The development of the integrated and comprehensive service planning process described above has identified the following five over-arching objectives for 2006/7:

1. More targeted, effective provision of offending behaviour programmes for those at medium and high risk of offending to include increased use of surveillance, intelligence sharing and intensive interventions.
2. Reduce the level of low risk young people entering the youth justice system through work with West Mercia Constabulary and partners to develop robust responses to crime within neighbourhoods and communities.
3. Fully integrate Intensive Supervision and Support Project within local area teams.
4. Review YOS prevention services and secure commitment to fund beyond 2008.
5. Undertake Safeguarding audit of YOS and implement findings
6. Maintain strong focus on effective Management of Risk and ensure MOR guidelines embedded fully within area teams.

B. LOCAL PLANNING ENVIRONMENT

The local planning environment within which Worcestershire and Herefordshire Youth Offending Service operates is complex and multi-layered given the fact that it spans two top tier Local Authority Areas (Herefordshire, Worcestershire), 6 District level Local Authorities as well as having West Mercia wide responsibilities (Herefordshire, Worcestershire, Shropshire and Telford & Wrekin). In addition the YOS links with both West Mercia wide strategic partnerships (Local Criminal Justice Board, MAPPA Steering Group, ISSP Steering Group, Youth Court Chairs etc) as well as county level partnerships (duplicated in each county) including Local Safeguarding Boards, Children and Young People's Strategic Partnerships, DAATs (or equivalent). In addition there are a range of district level and local level partnerships including Community Safety Partnerships, Youth Strategy Groups etc. In spite of these complexities, and the issues associated with servicing each partnership, the YOS is well placed and embedded within the full range of crime and disorder/community safety and children's services partnership and planning structures.

There is a strong YOS Management Board, chaired by the Chief Executive of Herefordshire Council and the Director of Children's Services in Worcestershire and attended by senior strategic managers from partner agencies. This helps to ensure that the needs of young people who offend and those that are at risk of becoming involved in crime and anti-social behaviour are addressed at a strategic level within relevant partner agencies. The YOS Management Board is also effective in helping set the overall strategic direction of the YOS and ensures a balance is maintained between the competing local and national priorities.

The YOS is located within the recently created Children's Services Department of Worcestershire County Council although it is clear that this relationship is structural and the YOS remains a service with a distinct, clear identity operating across both Local Authority Children's Services. The YOS recognises the importance of reducing the distance between services in order to improve the outcomes for young people and families and consequently, where appropriate and feasible, it is co-locating operational teams with children's services. The development of wider prevention services within both Local Authority areas and the linkages with YOS prevention services continues to be an important area of work which will be further developed during 2007/08. The YOS continues to make a significant contribution within the Children & Young People's Strategic Partnerships in both Local Authority areas, thus ensuring that the Children and Young People's Plans effectively address the needs of young people who offend as well as those at risk of offending.

The YOS has contributed to the development of the Local Area Agreements within each County with the initial focus on recidivism rates and education, training and employment. The benefits of the Local Area Agreements have still to be seen although, within Worcestershire, additional pump priming funding has been made available and will be utilised during 2007/08 and 2008/09. The impact of mandatory RESPECT targets are still being worked out a local level and it is hoped that they will provide a vehicle to help further coordinate work around Anti Social Behaviour, Prevention and Prolific and Other Priority Offender work.

Of significant concern to the YOS is the potential conflict and unintended consequences of the Offences Brought To Justice target on the workload and effectiveness of the YOS. Anecdotal evidence, supported by some statistical analysis, suggests that, within the YOS area, there may be disproportionate impacts of sanctioned detections involving young people resulting in increasing numbers of young people entering the youth justice system. This creates workload pressures for the YOS and jeopardises performance in relation to recidivism and preventing first time entrants to the Youth Justice System. With the support of the YOS Management Board this issue is currently being investigated on an inter-agency basis.

C.1 GOVERNANCE AND LEADERSHIP

The YOS Management Board is an active and effective partnership group jointly chaired by the Chief Executive of Herefordshire Council and the Director of Children's Services for Worcestershire. The Board meets on average three times per year alternating location between each county. The Management Board is well attended although structural changes in partner agencies during 2006/07 have resulted in some variation. The Management Board has three clearly defined functions as follows:

- ¥ **Support** - including finance and human resources, infrastructure, professional and strategic support etc.
- ¥ **Scrutiny** – including performance management, approval & monitoring of youth justice plan, budget approval and monitoring and monitoring quality assurance.
- ¥ **Services** - including enabling access to mainstream services within organisations represented on the YOS Management Board and support in accessing other mainstream services.

The strategic vision of the YOS is to prevent offending and re-offending by children and young people by providing high quality youth justice services and by ensuring that partner agencies provide services which meet the needs of children and young people, parents and carers and those affected by offending e.g. victims and the community. The strategic vision is underpinned by 5 internal strategic YOS objectives:

- ¥ To prevent offending by children and young people
- ¥ To ensure an empowered and motivated workforce
- ¥ To improve outcomes for victims
- ¥ To increase awareness and confidence in the Youth Justice System for all stakeholders
- ¥ To help achieve the 5 Every Child Matters outcomes for young people and their families.

During 2006 a comprehensive governance review was undertaken by the YOS Head of Service supported by two members of the Management Board, and a set of recommendations was presented for discussion at a Board meeting in November. The review was based on the following key documents; Sustaining the Success – Extending the guidance: Establishing Youth Offending Teams; Criteria for the inspection of youth offending teams in England – Phase 3; Joint Inspection of Youth Offending Teams: Annual Report 2005/2006; HMIP Report on: Worcestershire & Herefordshire Youth Offending Service 2005. The following provides an overview of the findings and action points from the review:

Performance Management: That existing performance management processes within the YOS and between the YOS and the Management Board are robust, fit for purpose and therefore no additional action is required.

Preventing offending/reoffending: A working Group to be formed to explore issues around offences brought to justice and increases in partner agency work in North Worcester area.

Providing strategic direction and supporting YOS Head of Service: (i) To note that the Youth justice planning process is likely to change over next 12 months as a result of a Youth Justice Board review. It is anticipated that a revised process will mirror adult criminal justice planning with a 'Reducing Youth Re-offending Action Plan' including a stronger regional emphasis; (ii) To recognise that the changes in structures and personnel within partner agencies has

resulted in varying levels of attendance at the YOS Management Board and that levels of attendance are reviewed at each Board.

Ensuring the Youth Justice plan is delivered: (i) To note that the Youth Justice plan is increasingly linked with Children and Young Person's Strategic Partnership plans and is a vehicle for contributing to the 'making a positive contribution' outcome in relation to offending behaviour; (ii) To ensure that linkages and priorities are identified within the Youth Justice Plan e.g. Offences Brought to Justice, ETE rates.

Coordinating the provision of services: The YOS Head of Service should continue to work with emerging integrated Children's Services to maximise integration opportunities whilst maintaining a balance between Children's Services and Criminal Justice.

Ensuring the YOS has sufficient resources: (i) The YOS Management Board to reduce the number of technical secondments and instead second existing staff; (ii) The YOS Management Board to consider the findings of the YOS resource/workload exercise and identify actions to address the issues identified; (iii) A workforce skills audit to be considered including a mapping exercise against partner agency training opportunities; (iv) The YOS to work with Children's Services and Social Work training providers to maximise placement opportunities for students and staff.

Ensuring the YOS has sufficient infrastructure: The YOS Management Board shall have a standing item on the agenda regarding the adequacy of non-staff resources.

Access to mainstream services: The YOS to review access to mainstream services and report back to the Board on a regular basis.

Ensuring lines of accountability and linkage: (i) The YOS line management arrangements to support Head of Service & Deputy Head of Service in prioritising partnership meetings; (ii) Members of the YOS Management Board to report back at Board meetings, or directly to YOS Head of Service, on decisions taken within other strategic groups that may impact on the YOS.

Elected members involvement: (i) Use existing Local Authority structures and systems (Children and Young People's Strategic Partnerships) to ensure involvement of elected members; (ii) The YOS Management Board members to review reporting mechanisms within their own governance arrangements and consider whether there is a need to enhance these to reflect YOS business; (iii) Members of the YOS Management Board to review arrangements for signing off the Youth Justice Plan within their own governance arrangements.

Safeguarding: The YOS to undertake a full Safeguarding audit during 2007 against HMIP Standards for Safeguarding in YOTs.

Public protection: (i) A follow up review of the implementation of Risk of Harm procedures to be carried out after 6 months; (ii) An annual review of Risk of Harm procedures to be presented to the YOS Management Board; (iii) The YOS Management Board to support the YOS Head of Service in tackling Housing Departments' role in supporting management of risk.

Ensuring Management Board has appropriate representation: The YOS Management Board has agreed the importance of a representative chairing the Youth Justice Forum, it was agreed that the representative would alter on a yearly basis.

The Management Board and Head of Service will review progress against the action plan in 2007/8 and assess the impact on improving the governance and leadership of the YOS.

Table A: Composition of Management Board

Name	Agency representing	Post in agency	Ethnicity	Gender
Chair: Neil Pringle (alternating)	Herefordshire Council	Chief Executive	White	Male
Chair: Richard Hubbard (alternating)	Worcestershire County Council	Director of Children's Services	White	Male
Anne Binney	Worcestershire County Council	Head of Integrated Services for Children, Young People and Families	White	Female
Roger McGarva	West Mercia Probation Service	Chief Officer	White	Male
Yvonne Clowsley	Herefordshire PCT	Interim Director of Planning & Performance, Lead Nurse & Commissioning	White	Female
Sharon Menghini	Herefordshire Council	Director of Children's Services	White	Female
Sharon Gibbons	West Mercia Constabulary	Chief Inspector	White	Female
Keith Barham	Worcestershire & Herefordshire Youth Offending Service	Head of Youth Offending Service	White	Male
Shaun McLurg	Herefordshire Council	Head of Safeguarding & Assessment	White	Male
VACANCY	Worcestershire PCT			

C.2 PERFORMANCE AND QUALITY SYSTEMS

The YOS continues to emphasise improving performance and accurate recording thereby increasing data quality. Performance across the Key Performance Indicators and National Standards has shown year on year improvements as a result of this continued emphasis.

The Information and Performance Manager continues to be responsible for the circulation of all performance related documents and information. She also reviews recording practices and procedures aimed at improving recording and data quality and, where required, introduces new ones.

Performance management and data quality are discussed at the following forums:

- Quarterly reports on each team's performance are provided to all staff and to the YOS Management Board.
- The Leadership Team Meetings, where all YOS managers are in attendance, has performance as a standing agenda item.
- Quarterly performance meetings at each team office. Attendees are area team managers, the area administrator, and the Information and Performance Manager and the Deputy Head of Service as chair. These are aimed at discussing recent performance results, identifying areas for improvement, any local barriers to improvement, recording issues and generally increasing ownership of the KPI's and National Standards compliance. At this forum, managers are provided with performance broken down to individual worker level so that the need for improved performance can be dealt with via established supervision and/or appraisal processes.

All Operational Managers have been provided with detailed guidance regarding the KPI's and the YOIS Plus wizards to enable them to regularly review their own team's performance. Operational Managers are expected to be proactive in improving local performance. This has led to a greater ownership and understanding of how performance is measured and the submitted figures calculated.

Data cleaning of all KPI's is done on a monthly basis by the Information and Performance Manager and the Information Assistant. This allows for lists of missing data to be sent out to managers and their teams thereby reducing the data cleaning burden at the end of each quarter prior to submission.

The recent improvement across 20 of the 22 measured National Standards highlights the increased focus on performance across the YOS and the benefit of implementing the above method of monitoring. Recording guidance has been re-written enabling a clear picture of the exact recording requirements and each of the YOIS Plus wizards have been run on a monthly basis throughout the audit period enabling the early identification of areas requiring extra attention. With the YJB requiring the National Standards audit to be run quarterly, this focus and monitoring will continue ensuring accurate data submissions and improvement in areas not currently achieving the required standard.

Initial Effective Practice and Quality Assurance (EPQA) self audits were conducted on Remand Management and Mental Health and action plans have been implemented to address the quality issues identified in the audits. The final EPQA audit for the work areas of Substance Misuse and Resettlement are due in April 2007. In both areas of work new policy and guidance have been developed and training provided.

The YOS Management Board continues to have the overall responsibility for performance management and continues to receive written reports at every meeting. These are provided in advance of the meetings to allow any further requested information to be provided thereby enabling effective discussion at the meeting. These reports contain current performance figures along with commentary on an exception-reporting basis. Year to date and comparison figures with family groups, region and England and Wales are also supplied to allow for common areas of concern to be discussed and resulting actions for change to be agreed.

Specific actions agreed to enhance performance systems in individual themes in the Delivery Plan will be detailed in the relevant section of the plan.

C.3.a FINANCIAL RESOURCES

The YOS uses a locally agreed funding formula that determines the percentage contributions from each agency. The following tables provide a breakdown of funding for 2007/08.

The YOS Management Board has agreed the budget for 07/08 based on the 06/07 budget plus inflation as follows:

- West Mercia Probation 2.23% cash uplift
- Worcestershire Children's Services 2.23% cash uplift
- Herefordshire Children's Services 2.16% cash uplift
- Worcestershire Health (from Table 27d) 2.42% cash uplift
- Herefordshire Health (from Table 27d) N/A
- West Mercia Constabulary 2.23% cash uplift
- Local Authority Chief Executive N/A

The YOS has been advised of an inflationary uplift of 1.69% from the YJB in 2007/08.

Worcestershire LAA pump priming funding of £100,000 has been confirmed to be split over the period 2007/8 and 2008/09 and will be focussed on reducing recidivism rates of young offenders.

The agreed budget for the YOS for 2007/08 attempts to balance the challenging funding environment faced by partners, the need to find efficiencies within the YOS and the need to maintain and develop service provision. The significant increased cost of staffing continues to be a major financial pressure on the YOS as payroll costs account for over 66% of the YOS budget. Scale point increases and increased pension contributions have resulted in real staffing cost increases above partner agency funding over the last four years.

However, infrastructure expenditure incurred in 2006/07 is forecast to deliver efficiency savings of around £50k pa. Re-investment of the majority of this saving into staffing resources will assist the desire to improve service delivery.

In 2007/08 the YOS is facing a major infrastructure challenge associated with the office accommodation needs of the North Worcestershire Area Team. It is anticipated that during 2007, the team will co-locate alongside Children's Services and Connexions. Whilst there are partnership benefits of co-location a number of operation issues remain to be resolved.

TABLE A1: SERVICES PLANNED FOR THE FINANCIAL YEAR 2007-8

Core activity	Budget expenditure (£)
Preventive services	659,532
PACE Services	23,496
Pre-court services	304,968
Court-based services	361,804
Remand services	117,478
Community-based services	1,566,092
Through care / after care (including RAP)	145,201
Other orders	499,462
Total:	3,678,033

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Table A2: Youth Offending Team Budget Financial Year 2007/08 Sources

Agency	Staffing costs (£)	Payments in kind – revenue (£)	Other delegated funds (£)	Total (£)
Police	156,817	143,362		300,179
Probation (from Table A2c)	110,310	72,614	30,650	213,574
Social Services	425,740	617,601		1,043,341
Education	85,265	104,724		189,989
Health (from Table A2b)	96,579	64,575		161,154
Local Authority Chief Executive				
Additional Funding (from Table A2a)		1,769,797		1,769,797
Total:	874,710	2,772,673	30,650	3,678,033

TABLE A2a: ADDITIONAL SOURCES OF INCOME

Additional source	Amount (£)
Single Regeneration Budget	
European Funding	
Youth Justice Board	1,271,592
Other	498,205
Total (for inclusion in Table A2)	1,769,797

TABLE A2b: HEALTH SERVICE CONTRIBUTIONS TO THE YOUTH OFFENDING SERVICE

Health contribution: Funding source	Amount (£)
Source 1: Worcestershire PCT	105,455
Source 2: Herefordshire PCT	55,699
Source 3: (etc)	
Total (for inclusion in Table A2)	161,154

TABLE A2c: PROBATION CONTRIBUTIONS TO THE YOUTH OFFENDING SERVICE

Cash Contribution £	Payments in kind*1 excluding staffing		Payment in Kind (Staffing*2)		Total (£)
	(a)	(b) Specify Items	(c) Cash Value £	(d) Specify grade and number	
72,614	Community Disposals	30,650	3 PO's	110,310	213,574

C.3.b PROGRAMME RESOURCES

The YOS has a strong commitment to work with its partners to achieve the ongoing development of appropriate resources to meet the identified needs of young people. This can have a considerable impact on the Service's ability to work effectively and there is a direct link between progress against the YJB KPIs and the availability of appropriate resources. For example, where resource development is evident (e.g. CAMHS and Substance Misuse Services), the YOS progress can be demonstrated. Conversely, where resource difficulties are apparent (e.g. post 16 ETE), the YOS continues to struggle in performance terms. The YOS Management Board has an increased awareness of these relationships and continues to pursue strategic solutions on behalf of the Service. In summary, the following specialist resources are key:

- Drug Treatment Programmes – progress is evident in this area as a result of the YOS Substance Misuse specialists linking to SPACE and ZIGZAG (Worcestershire Young People's Substance Misuse Service, and Herefordshire Young People's Substance Misuse Service). The YOS & SPACE have completed a service review of YOS Substance Misuse Services in Worcestershire and the YOS is informing the High Focus Area Review process in Herefordshire.
- Mental Health Services – these services continue to perform consistently well with YOS specialists linking into mainstream CAMHS services. Transitional arrangements remain a difficulty, and will be addressed as part of the EPQA action plan.
- Accommodation Services – during 2006/07 a YOS Accommodation Officer was recruited and will commence employment in April 2007. The post is strategic in nature and will liaise with the district housing services to achieve better integration.
- ETE Provision – accessing post-16 provision remains a considerable barrier to progress. Through OLASS funding research is being undertaken to identify barriers and a project is being implemented to support post-16 young offenders entering ETE provision. Further project work is planned in Worcestershire as part of the L.A.A.
- Parenting and Victim Services – an additional parenting worker was recruited in 2006/07, which will make a significant contribution in meeting the revised parenting performance measure. A Restorative Justice Project Worker (new post) has recently been recruited.

The YOS is also proactive in programme resource development. During 2006/07 all aspects of the service were independently reviewed and the recommendations of the review are being acted on including the implementation of a revised risk management and risk led planning policy (meaning unclear). The YOS is also building the quality of interventions through the training of all practitioners in the delivery of the Pathway Plus cognitive behavioural programme.

To promote equality and diversity, the YOS has established a Diversity group which has overall responsibility for the implementation of the Race Action Plan. The Service has also appointed a fixed term project officer to lead in engagement with faith communities.

The YOS continues to work effectively with Youth Support Services (YSS), with YSS staff seconded into the area teams. The YOS also works in partnership to provide, or to have access to, a number of other programmes targeted at the range of young people's risk factors and needs as identified through ongoing assessment practice. Of particular importance are:

- Family Support Services (delivered by Relate); Children's Fund mentoring (YSS); Sexually Harmful behaviour Interventions (NSPCC), Basic Skills & Employment Skills Training (Worcester College of Technology) and support in accessing ETE (YMCA).

The programmes identified above highlight the extent to which the YOS is constantly seeking to move forward provision with its local partners.

C.3.c INFORMATION TECHNOLOGY

During 2006/07 the YOS has merged I.T. systems with the West Mercia Constabulary (WMC) I.T. network. There is a PNC terminal at each of the three area offices. This is connected to the police network via a 2.3Mb connection. The YOS has changed over to using the police lines as a link to each office with the hardware hosted and stored at WMC headquarters. The YOS now use Wintertms instead of PC's and operate through Citrix sessions providing speedier access for all three teams.

The advantages of this merger have included:

- Multi agency/partnership working
- Utilising network connections that already exist.
- Improved security associated with using police networks
- Improved connectivity to web-based applications
- Increased access to YOIS case management system to improve the efficiency of staff time.
- Benefits associated with the improved purchasing power of the police and future developments made by WMC will impact positively on the YOS

Remote access will be achieved by using the police's standard cable and wireless secure dial in. Laptops will be configured and secure log-in fobs purchased for each remote access. This enables YOS laptops to be used remotely through a standard modem with an analogue connection by utilising an authentication process currently employed by WMC. WMC are currently trialling broadband and the YOS will be included within the roll out once the success of the pilot has been measured.

The completion date for the merger was planned as June 2006 but it actually occurred in December 2006 due to security issues at one of our sites. This work will contribute to several of the ways forward outlined in the "Wiring Up Youth Justice" programme of change which will enable the achievement of more effective delivery of youth justice services and increased community engagement.

The YOS still uses secure email for the transmission of sensitive/confidential data over a secure network. However, with the changes that have been made to the IT network, changes were also made to the email addresses for all YOS staff which involved the PNN suffix being included. This means that each YOS officer has a secure email addresses rather than reliance upon the secure email portal as supplied by CJIT. This allows for secure information transmission between any other criminal justice agencies that also have the PNN suffix or the GSI suffix within their email addresses. Secure email has been embedded within the YOS for over twelve months now and the only constraints placed upon the use of this system lie within the extent to which other criminal justice agencies can participate. These barriers can be overcome by joint working and the benefits of change explored with other agencies to ensure their involvement and to encourage their participation.

We currently use two case management systems:

YOIS Plus – provided by Social Software – for general youth offending recording, and

YISPIS – provided by an external consultancy company – for prevention recording and the provision of prevention data.

C.4 PEOPLE AND ORGANISATION: a WORKFORCE PLANNING

The YOS staff comprises 91 salaried staff supported by 34 sessional workers and 54 volunteers. The majority of staff within the service are white with Black and Minority Ethnic (BME) groups not consistently represented through all levels of the service. There are specific actions to address increased recruitment of staff from BME groups within the Race Audit and Action Plan, including further developing the link with the local Race Equality Council, continuing involvement with Worcestershire's Equalities Group and the implementation of a project to engage with faith communities. The YOS has also developed links with the Worcestershire County Council Black Colleagues Group (BCG) and commissions external mentoring support for BME staff and managers within the service.

In 2007/8 arrangements for providing human resource support to the YOS by Worcestershire County Council continue through the 'Children's Services' team within the HR Division. Monthly meetings are held between the YOS and the HR advisor from WCC where issues such as recruitment, staff turnover and sickness are monitored. Overall the YOS is adequately staffed although significant difficulties continue to exist within the North Worcestershire team which has a higher turnover and to which it is more difficult to recruit as a result of market force issues arising from its close proximity to the West Midlands conurbation. With the exception of the North Worcestershire Area Team, the YOS does not experience difficulties in the recruitment and retention of staff or volunteers and works to ensure that policies, procedures and practices are in place to continue this.

Youth offending services continue to be delivered from 3 geographically based teams in Redditch (covering North Worcestershire), Worcester City (covering South Worcestershire) and Hereford (covering Herefordshire). It is planned for the North Worcestershire Team to be re-located to Bromsgrove during 2007/8.

The YOS continues to benefit from the support of partner agencies with several directly seconding staff. However, some agencies have previously had difficulty in seconding staff to the service which has resulted in 'technical secondments' where secondment vacancies are being filled by staff recruited from outside the seconding agency. The YOS has been successfully working with partner agencies to reduce the number of these arrangements and, following a recent internal review, the management Board have given a commitment to reduce technical secondments.

The YOS continues to receive significant direct funding within Worcestershire from the Children's Fund, and this has been augmented with the YJB Prevention Funding. The YOS is fully engaged in the development of early intervention services across both counties; in particular, the development of the Targeted Youth Support Pathfinder and the secondment of a YISP Key Worker to a very early intervention project based around a secondary school and its feeder primaries. This enables these schools to deliver preventative services to young people at risk of crime and anti-social behaviour.

The YOS has an established partnership with Victim Support which seconds three 0.5 FTE Victim Liaison Officers to the YOS (1 based in each area). This arrangement has worked well to date with the VLOs being able to bring a range of valuable skills and experience of victim working to the YOS. The independent nature of the VLOs has ensured that victims that come into contact with the YOS are given impartial advice.

YSS, a local voluntary organisation, who were commissioned to provide a number of services for the YOS, continue to second their staff into the services area teams. In addition a new project, funded through OLASS, to support post-16 young offenders in accessing ETE, has seen the development of a partnership with the YMCA who will be seconding staff into the Service.

TABLE 25a: STAFF IN THE YOUTH OFFENDING SERVICE (by headcount)

	Managers Strategic	Managers Operational	Senior practitioners (FT)	Senior practitioners (PT)	Practitioners (FT)	Practitioners (PT)	Administrative	Sessional	Students/trainees	Volunteer	Total
Permanent	2	5			11	5	14				37
Fixed Term					3		6				9
Seconded Social Services					4	2					6
Seconded Probation					1	1					2
Seconded Police					3						3
Seconded Health					1	2					3
Seconded Education						3					3
Seconded Connexions											
Seconded Other		2			19	7		34			62
Outsourced											
Temporary										54	54
Vacant					3	2	2				7
TOTAL	2	7			45	22	22	34		54	186
Gender/Ethnicity											
White Male	2	4			12	5	2	13		15	53
Black Male											
Asian Male					2						2
Mixed Race Male											
Chinese/Other Male											
White Female		3			28	15	18	20		39	123
Black Female											
Asian Female											
Mixed Race Female											
Chinese/Other Female								1			1
TOTAL	2	7			42	20	20	34		54	179

C.4 PEOPLE AND ORGANISATION: b WORKFORCE DEVELOPMENT

Training	Managers	Practitioners	Sessional Staff	Volunteers	Administrators	Links to Performance Management
Management/Leadership	•					All areas
Induction	•	•	•	•	•	All areas
Risk Led Planning & Risk Inset	•	•	•	•	•	EPQA – APIS, Management of Risk
Assessment/APIS	•	•				EPQA – APIS
Motivational Interviewing		•				EPQA – APIS, Offending Behaviour Programme
Restorative Justice & RJ Inset	•	•	•			EPQA – RJ
Mental Health (Inset)	•	•				EPQA – Mental Health
Resettlement (Inset & Chair SPM)	•	•				EPQA - Resettlement
Breach	•	•				National Standards
Offending Behaviour Programmes	•	•				EPQA – Offending Behaviour Programmes
Diversity – Range of Courses	•	•	•	•	•	RAAP
Team Building/Development	•	•			•	All areas
Legislation	•	•				
Parenting (Inset)		•			•	EPQA – Parenting, Parenting KPI
Substance Use		•				EPQA – Substance Misuse, Substance Misuse KPI
ETE (Inset)	•	•				EPQA – ETE, ETE KPI
Conflict Resolution		•				EPQA – Offending Behaviour Programmes/APIS
YOIS+	•	•			•	Performance monitoring
Microsoft Office	•	•			•	
Community Panel Member				•		All areas
Child Protection	•	•	•	•	•	Management of Risk

The YOS has a dedicated training budget to fund the training plan for 2007/8. Training is additionally accessed from the corporate training programmes provided by the two County Councils and through the YJB HR and Learning Programme. Some training is provided by partner agencies. The YOS is well represented at the YJB regional HR & Learning Steering Group and has been active in influencing the HR & Learning Strategy in the region.

Training Needs identified for 2007/08: These are set out in the table above. It is unlikely that all these needs will be met within the budget allocated and the priority needs are highlighted.

Links to the Performance Management Framework: The 2 EPQA areas subject to improvement plans in the YOS are Mental Health and Remand Management. A range of mental health training was provided to practitioners during 2006/7 and further training on mental health and substance misuse is planned for 2007/8. The service is revising the remand management policy & guidance as part of the EPQA action plan, and training for specific staff will be commissioned following the finalisation of the policy. YOIS training is provided on an ongoing basis to ensure that staff are recording work accurately.

National Qualifications Framework: The YOS has continued to encourage staff to undertake the Professional Certificate in Effective Practice (PCEP), and it has remained a requirement that all Assistant YOS Officers undertake this qualification. There is still a demand for the PCEP programme within the YOS with twelve staff commencing the PCEP programme since October 2006, and a number of staff indicating an interest in joining the programme in October 2007. There are currently five staff undertaking the Foundation Degree.

INSET and training based on INSET will be provided in 2006/07 in the areas of Restorative Justice, Managing Risk in the Community, Mental Health, APIS and Substance Use.

Links to Staff Appraisal Systems: The YOS utilises Worcestershire County Council's appraisal system, the SRD (Staff Review & Development). The links between service planning and the individual appraisal process are currently being developed. Training needs identified in individual plans have been used to inform the service training plan for 2007/8.

Training for Specialist Staff: Specialist staff attend the general training opportunities provided for all YOS staff. Individual training needs within their specialist area are met either through training provided by their parent agency or through utilising part of the training budget to purchase places on externally provided courses (e.g. DANOS training for the substance misuse workers).

Management and Leadership Training: There are a range of management training opportunities offered through the Worcestershire County Council corporate training programme including CMS and DMS. Some specific management development and support is commissioned directly by the YOS. Further leadership training is planned to build on the training provided early in 2006. Two staff have identified an interest in the YJB Operational Managers Training (Managing People) and intend to apply for a place on a future intake. Three members of staff are undertaking academically accredited qualifications in management.

Volunteer Training: The YOS is committed to the development of volunteers and sessional workers and training is provided in house (by YOS Staff) and through commissioning. The YOS is currently reviewing its use of volunteers and the training provided to sessional workers.

Links with Local Providers: The YOS continues to maintain links with local HFE institutions by providing student placements. The YOS additionally has staff registered on courses with the Open University, Birmingham University, University of Worcester, Worcester College of Technology and University of Bedfordshire and is represented on the curriculum development group for the foundation degree in work with young people at the University of Worcester. Some staff and managers are involved in the delivery of lectures to various HFE institutions.

C.5 PARTNERSHIP WORKING

Education, Training & Employment

School age young people – For school age young people the YOS has continued to develop strong operational and strategic partnership working with the Children's Services departments in both counties. Work has been initiated to put a clearer and stronger focus on individually named young people of school age that are NEET and to determine barriers to accessing full time education and identifying pathways to re-engagement.

Above school age young people – Building on existing good partnership work with Connexions, and utilising Offender Learning and Skills Service (OLASS) funding, a jointly commissioned piece of comprehensive research is being undertaken to determine barriers to training and employment by young people above school age. This research will help inform the NGAGE project which will start in mid 2007 and aims to re-engage young people in training and employment opportunities. The NGAGE project is being run in conjunction with the YMCA and is our first substantial piece of work with them.

Prevention

The development of Neighbourhood Policing nationally presents a significant opportunity for youth crime prevention. In the West Mercia policing area this is referred to as the local policing initiative. YOS led prevention work will seek to link with & build on the work of the local policing teams & has the potential to make YOS-led targeted prevention more accountable and responsive to communities and victim.

The Prevent & Deter meetings in each division act as the forum for pulling together youth crime prevention & anti-social behaviour responses. This is providing an increasingly consistent forum for decision-making & case planning at the prevention stage and is also the main forum for identifying those children who will be offered YISP programmes in both counties. Proposals are in place to combine decisions on the use of ABCs and ASBOs in duplication & speed up a more effective & well-informed process.

Early Intervention & Prevention (Worcestershire) -The YOS continues to work with the Children & Young Persons Strategic Partnership and Children's Services in the development of an integrated approach to early intervention and prevention and to examine how YOS prevention services fit with this developing approach.

Early Intervention & Prevention (Herefordshire) - The YOS continues to be involved with Child Concern in Herefordshire and YJB prevention funding is routed to the Children's Fund Panel in Herefordshire to deliver prevention services for children and young people at risk of crime or ASB.

Offences brought to justice

The issue of the impact of the Offences Brought To Justice target and increased sanctioned detections is the focus for partnership attention. The YOS has initiated work with the Police, ASB teams and Children's Services to explore the impact of these issues on the numbers of young people entering the youth justice system. This partnership work will also focus on exploring the reasons for an apparent geographical hotspot for offending and social care referrals in North Worcestershire.

Substance Misuse

SPACE (Worcestershire Young Persons Substance Misuse Service) – The YOS is involved with the work of SPACE at both an operational and strategic level. At an operation level, there are three dedicated SPACE workers located within the YOS delivering substance misuse work to young people who offend. At a Management level the YOS is involved in the development of the SPACE service via a Service Development Group. The YOS is also

represented at the Young People's Joint Commissioning Group and at the SMAT (Substance Misuse Action Team) Board.

ZigZag (Herefordshire Young Persons Substance Misuse Service) – Young people's substance misuse services in Herefordshire have been subject of a High Focus Area Review during 2006 carried out by GOWM. The YOS has contributed to this review and to the ongoing development of the substance misuse service at a practitioner, management and strategic level including involvement at the Community Safety and Drugs Partnership Board (DAT equivalent).

Housing

Following a long term vacancy the YOS has recently appointed a new Accommodation Officer who will be in post for April 07. The appointment of this officer will allow the YOS to renew its links and develop further partnership work with local Housing providers.

Voluntary & Community Sector

YMCA – During the latter half of 2006 the YOS formed links with the YMCA in North Worcestershire. This has resulted in a partnership being developed around the NGAGE (education engagement) Project with YMCA staff undertaking the role of NGAGE workers. It is hoped that this partnership can be built upon over the next twelve months and that further common areas of work can be explored.

YSS – The YOS continues to have strong links with YSS (Youth Support Services) with a number of YSS staff seconded to the YOS and providing youth justice services across Worcestershire & Herefordshire. A number of potential projects for the future are being explored.

Victim Support – The three Victim Services Officers within the YOS are all seconded from Victim Support and an established relationship exists between both organisations. During 2007/08 work will be undertaken to explore further areas of joint working around restorative justice and victim work.

o Faith Groups – During 2006 the YOS initiated a OCJR (Office for Criminal Justice Reform) funded project to engage faith communities within the Youth Justice System in Worcestershire. Although at an early stage, good contacts have been forged with local faith and community groups and initial briefings and consultation events have taken place. This project is being undertaken in partnership with Worcestershire Interfaith Forum and will continue into the first half of 2007

DELIVERY PLAN

PREVENT OFFENDING

PERFORMANCE 06/07	
06/07: Number of Direct/Actual First Time Entrants (Apr to Dec)	964
07/08: Target reduction of Direct/First Time Entrants	5%

OVERVIEW OF 2006/07	
<p>The target set for all Youth Justice Partnerships is to achieve a 5% reduction in the 2004/5 baseline figure for number of first-time entrants by 2008. Current projection is an increase of 9% in 2005/6 and a 6% increase in 2006/7. This is explained in two ways. Firstly there has been a significant increase in meeting the sanctioned detection target in the North Worcestershire division, and more recently in Herefordshire. There is also evidence that small numbers of young people are counted erroneously, having a previous record in another area and being recorded for the first time in this area. Using YJB funding, there are plans, initially in Worcestershire, to deliver a restorative justice approach in children's homes. This will be coupled with a formal process for ensuring that the Police take action in a reducing number of incidents of a serious nature. The Prevent & Deter meetings in each division act as the forum for pulling together youth crime prevention & anti-social behaviour responses. Criminal Justice agencies, ASB staff and some parts of Children's Services regularly attend meetings. This is providing an increasingly consistent forum for decision-making & case planning at both the prevention stage and linking to those already in the Youth Justice system where there are common or linked concerns. This is also the main forum for identifying those children who will be offered YISP programmes in both counties. Proposals are in place to combine decisions on the use of ABC's and ASBO's in duplication & speed up a more effective & well-informed process. The development of Neighbourhood Policing nationally presents a significant opportunity for youth crime prevention. In the West Mercia policing area this is referred to as the local policing initiative. YOS led prevention work will seek to link with & build on the work of the local policing teams & has the potential to make YOS-led targeted prevention more accountable and responsive to communities and victims. The local policing teams offer an opportunity to begin to deal with low level offending without bringing more young people into the youth justice system and LPO's are developing youth diversion activities in their local areas, including sports groups. Specific joint agency projects include;</p> <ul style="list-style-type: none"> • The Fire & Police Services in Herefordshire are looking at developing a volunteer cadet scheme to involve young people in a variety of positive activities for both self-development & community service. • A commitment from Worcestershire YISP to reducing knife crime amongst young people by working with children on the programme, and a media company, to produce a DVD for work with other children & young people in both counties. • MAST-Worcestershire As part of the early intervention and extended schools development, YISP have co-located a YISP key worker within the Technology College in Worcester to work alongside colleagues from family support, education psychology, connexions, the school, and youth services. 	

PREVENT OFFENDING ACTION PLAN 2007-8

	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
GOVERNANCE AND LEADERSHIP				
Scrutinise conflicting partnership targets impacting on prevention services via the Youth Justice partnership	Head of Service	June 2007	No flexibility in achieving opposing targets	Sanctioned Detection Target
Complete the review of the Prevent & Deter Strategy	Prevention Manager	Sept 2007		
PERFORMANCE AND QUALITY SYSTEMS				
Establish & maintain effective monitoring of First time Entrants to ensure these are identified and counted accurately	Prevention Manager	Monthly from April 2007	Capacity	
RESOURCES				
Establish future funding for existing prevention work	Head of Service	Sept 2007	Reliant on short term funding	LAA, Children and Young Peoples Plan
PEOPLE AND ORGANISATION				
Retain staff on short term contracts	Head of Service	Beyond march 2008	If funding not confirmed by Oct 2007 Staff may start to look elsewhere.	
PARTNERSHIP WORK				
Implement the Restorative Justice scheme within LA children's homes	Prevention Manager	Oct 2007	Staff rejection. Inconsistent implementation	C&YP Strategy (Worcestershire)
Implement co-ordinated prevention decision making via a Prevent & Deter meeting in each area	Prevention Manager	August 2007	Agency Engagement	P&D Strategy; CDRP plans

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INTERVENE EARLY

PERFORMANCE 06/07			
06/07: Percentage of Final Warning with YOS Intervention	100%	2003 Effective Practice QA Rating	2
07/08: Target (New KPI)	100%	2005 EPQA Result	2

OVERVIEW OF 2006/07	
<p>The delivery of Final Warnings continues to be a high performing area of YOS activity with over 850 Young People across the two counties requiring assessment this year to date. This is against a background where Final Warnings remain year on year consistently high, averaging nearly 500 per year since 2002.</p> <p>The well-established surgery scheme has ensured that as many Young People as possible receive an assessment at the same time as the Final Warning is delivered (80% in the last 12 months), all of which are delivered in a restorative fashion.</p> <p>However, current local Police policies in respect to sanctioned detections would indicate that capacity and efficiency in Final Warning delivery would have to increase in order to meet future demands. During the year the YOS devised local criteria for Final Warnings, which enhanced the YJB KPI on Final Warnings by specifically including vulnerable young people as a group which would receive an intervention. Additionally, plans were made to incorporate Final Warning practice meetings into the pre-existing Police/YOS liaison meetings that are attended by all Police Officers involved in the Final Warning process. There is Final Warning staff representation on the APIS Working Group and the training needs of all Final Warning staff have been identified by the Staff Review and Development process and incorporated into the 2006/7 YOS training plan.</p> <p>Plans to integrate Final Warning practices into local YOS area team practice for the delivery of interventions have not yet been developed as hoped, as it was soon appreciated that a major change to work practices would be needed in order to drive it forward. Steps are being taken to include this piece of work in the developing prevention agenda and it will form part of a proposed restructuring of the Final Warning process in the coming year.. A consultation paper on the role of Police Officers in the YOS has been published locally and this will inform future developments in relation to the delivery of Final Warnings.</p>	

INTERVENE EARLY ACTION PLAN 2007/8

ACTION	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
GOVERNANCE AND LEADERSHIP				
Review the Final Warning management and delivery structure to ensure that it meets the developing needs of the organisation	DHOS	Nov 07	Insufficient support from partner agencies Resources	West Mercia Policing Plan Final Warning Protocol
PERFORMANCE AND QUALITY SYSTEMS				
Conduct a regular quality assurance evaluation to ascertain service users' views of the Final Warning process.	FW Lead Manager	Jun 07	Capacity	JEM YOS Participation and Engagement Group work plan
Examine the possibility of using a Pre-Asset screening process to identify low risk cases early on in the Final Warning process	FW Lead Manager	Sep 07	May be impossible to devise a reliable cost effective screening process	
PARTNERSHIP WORK				
Ensure that Final Warning victims receive a service equitable to that received by the victims of young people on court orders.	DHOS	Jun 07	Insufficient resources	Victim Code of Practice RJ Action Plan
Complete consultation exercise and develop recommendations on the role of Police Officers within the YOS	FW Lead Manger	Aug 07	Capacity and resources	West Mercia Policing Plan
Explore the efficacy of using Restorative Reprimands in appropriate cases in order to delay/reduce entry of Young people into the Criminal Justice system.	FW Lead Manager	Nov 07	Legislation Competing partner targets Ownership at local level	C&YPs Strategy (Worcestershire) Herefordshire C&YP Plan
Develop a strategy for the more effective exchange of intelligence with the police to deter criminal behaviour.	FW Lead Manager	Aug 07	Data Protection Issues	National Intelligence Model

PROVIDE INTENSIVE COMMUNITY SUPERVISION

OVERVIEW OF 2006/07

Worcestershire and Herefordshire YOS provide ISSP programmes via a West Mercia wide service jointly financed with Shropshire, Telford and Wrekin YOS. This has been a partnership development between the two Youth Offending Services and the voluntary organisation, Youth Support Services (YSS). The project manager has been, to date, the Youth Justice Services Manager from YSS and the ISSP staff have been seconded from YSS. Since the decentralisation of the ISSP service into the area teams across Worcestershire and Herefordshire YOS in 2005/2006, YOS have provided the direct management of ISSP services and supervision of ISSP staff. Staff training needs have been incorporated into the YOS training plan.

The area integration of ISSP has led to an increase in referrals, particularly in the use of Bail ISSPs. For example in the last twelve months there have been 11 ISSP Bail Programmes, 10 of which came from the North Worcestershire area team. The West Mercia ISSP provision is on target to achieve, and possibly exceed, 100% of the target 60 starts by the end of March 2007. 54 starts had been achieved across the scheme by the end of January 2007.

It was recognised in last year's plan, that the decentralisation of the ISSP team had resulted in a lack of effective co-ordination of ISSP Services and an action point was to recruit an ISSP Resource Co-ordinator to ensure that resources were allocated according to need across the Service. Although recruitment and interviews took place, no appointment was made due to lack of a suitable applicant. The delivery plan for ISSP has since been revised and a Resource Co-ordinator is now in post.

Following the release of the consultation document on the future of ISSP, YOS' nationally were requested to propose how they were going to deliver ISSP as one of the mainstream services from April 2007. The Worcestershire and Herefordshire proposal, which has been accepted, is to continue delivering ISSP in the West Mercia Wide consortium, but the overall project management role will now be the responsibility of YOS Head of Service.

The review of the Specified Activity provision has progressed more slowly than anticipated and as there has been service wide review on the consistency of programme work being done with YOS young people. An action point for 2007/2008 will be to have Bail, Specified Activity and ISSP staff representatives attending the YOS Intervention group, in developing more effective resources.

PROVIDE INTENSIVE COMMUNITY SUPERVISION ACTION PLAN 2007/08				
	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
GOVERNANCE AND LEADERSHIP				
Review the Specified Activity provision as part of the service wide Intervention group, by having staff representatives from Bail & Remand, Specified Activities and ISSP attending the group.	DHOS	Oct.2007	Capacity to attend the group	Overall Service Plan and Area Team Plans
PERFORMANCE AND QUALITY SYSTEMS				
Implement new ISSP delivery plan	HOS	April 2007	Co-ordination of resources Unproven model	Overall Service plan: Area Team plans
RESOURCES				
Recruit and train additional Sessional Workers across the YOS to provide additional staff resources to core ISSP, Specified Activity and Bail and Remand staff.	HOS	Sept.2007	Unsuitable applicants for sessional staff posts.	Overall Service Plan: Area Team plans: HR Strategy
PEOPLE AND ORGANISATION				
Ensure the training needs of ISSP sessional workers are incorporated into the 2007/2008 Training Plan	HOS	Sept 2007	Inadequately trained sessional workers	HR and Learning Strategy

REDUCE RE-OFFENDING

PERFORMANCE

06/07: % of 2005 Cohort of YP Re-Offending in 1 Year Follow Up	51.6%
07/08: Target reduction of Re-Offending Levels	5%

OVERVIEW & TARGET

The headline one year follow up recidivism figure of 51.6% for the 2005 cohort of young people (that is young people receiving a pre court disposal, sentenced or released from custody between October and December 2005) is greater than that of the 2002 cohort of 45.9%. A more detailed breakdown over the last 3 years shows that between the 2002 and 2005 cohorts, re-offending levels for first tier penalties and custody have reduced. Conversely re-offending levels for young people subject to pre-court interventions and community penalties have increased and, in particular, the larger number of young people in the pre court cohort, is having an overall negative impact on re-offending levels:

	2002 RE-OFFENDING AFTER 12 MONTHS	2005 RE-OFFENDING AFTER 12 MONTHS
PRE-COURT	19%	32.5%
FIRST TIER	60.4%	51.3%
COMMUNITY PENALTY	63.2%	72.2%
CUSTODY	95.2%	73.3%

Whilst this is the methodology used by the YJB to evaluate the performance of the YOS, serious questions have to be asked regarding both the validity and reliability of these findings. Small cohorts, a methodology which compares unrelated cohorts without control of other variables and the problems associated with the impact of changing partnership policy (e.g. the recent 'Offences to Justice') raise significant problems with the ongoing comparison.

The YOS is fully committed to undertaking meaningful recidivism analysis and will seek to introduce a more reliable and valid method of measuring the offending of young people in Worcestershire and Herefordshire in 2007/8. The implementation of a risk led approach means that offending levels can be compared with national data based on whether the young person is assessed as low, medium or high risk of re-offending.

The YOS has identified the reduction of re-offending as one of its two main contributions to the Local Area Agreement and as part of its contribution to the ECM outcome of 'making a positive contribution'. The ongoing development of the prevention strategy and the implementation of an effective Prevent & Deter strategy will make an important contribution to reducing offending levels. The impact of prevention services in preventing first time offending will be evaluated in 2007/8. With regard to young people already in the criminal justice system, the ongoing implementation of the risk led approach as a method of targeting the highest risk young people, the development of improved and more targeted YOS interventions and ongoing improvements in the effectiveness of partnership working will make a contribution to reducing the risk of further offending.

REDUCE RE-OFFENDING ACTION PLAN 2006/07

ACTION	LEAD	DEADLINE	RISKS	LINKS PLANS/PMs
GOVERNANCE AND LEADERSHIP				
Implement an effective Prevent & Deter Strategy	Prevention Manager	Sept 2007	Lack of partner agency engagement	LAA CYP Plans
PERFORMANCE AND QUALITY SYSTEMS				
Introduce a revised methodology for local measurement of re-offending rates	IPM	May 07	Insufficient monitoring resources	YOS Service Plan; Risk Led Approach
RESOURCES				
Continue the development of the quality and range of interventions targeted at low /medium /High Risk Young People	Deputy HOS	Mar 08	Resources required	Risk Led Approach

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REDUCE THE USE OF CUSTODY

PERFORMANCE 2006/07

Performance Indicator: 06/07 April – Dec actual and % against target (remand) (old performance indicator)	34.9%	Performance Indicator: 06/07 April – December actual and % against target (custody)	3.8%	EPQA: 05 or 06 rating	2
Performance Indicator: 07/08 target (new performance indicator)	9%	Performance Indicator: 07/08 target	5%	EPQA: 07 or 08 target	3

OVERVIEW OF 2006/07

The YOS has achieved a considerable improvement in the percentage of custodial remands (from 57.6% in 2005/06 to 34.9% in the past year). In the final quarter of 2006 the target figure of 30% was reached for the first time. The reorganisation of services and provision of dedicated Bail Support Officers (BSO) from July 2005 are firmly bedded into the Court system and achieving credibility with Magistrates and CPS. A 'Reducing Remands to Custody Group' was formed in May 2006 which identified weaknesses in the system and put into place guidelines for the procedures to be followed by BSO's. The Custody Review Panel audits all remand cases to ensure processes are in place and credible alternatives to Custodial Remands offered. In a small number of cases, lack of suitable bail accommodation was seen as a contributing factor in Remands in Custody, but was less of an issue than previously. The post of Accommodation Officer (AO) has been filled and will engage with partner agencies to develop suitable accommodation. There was an increasing number of young people who, as well as offending, were also breached under ASBOs and CRASBO's which was seen as increasing the likelihood of custodial remands.

The new performance target for secure remands is to reduce the use of the secure estate for remands to 9% of the total number of remand episodes excluding unconditional bail. In the last three quarters of 2006 the performance of the YOS was 8% using the new formula. The target figure for Custodial Sentences was met for the second year in a row, reducing further from last year's 4.9% to 3.8%. ISSP and Specified Activity Requirements were offered in appropriate cases identified by Courts as a credible alternative to Custody. Cases audited by the Custody Review Panel again showed the impact of breaching ASBO's and CRASBO's when coupled with re-offending, especially if those young people were already on high tariff, alternative to custody Orders. Interestingly, lack of or uncertainty about suitable accommodation did not feature highly in the cases looked at. The Panel looked at PSRs prepared for Courts and found them to be to be professionally written and fit for purpose, with analysis and assessment identified as an area for improvement. Area Team Managers attend Youth Court Panel Meetings, making presentations and ensuring that Magistrates are aware of working practices and initiatives that are under way. Magistrates attend Team Meetings at the Area Offices and have awareness of processes in place for working with the risk led approach. A more formal communication strategy should be part of future developments.

REDUCE THE USE OF CUSTODY ACTION PLAN 2006/07				
ACTION	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
PERFORMANCE AND QUALITY SYSTEMS				
Ensure the Custody Review Panel continues to meet quarterly	Lead Mgr Custody	Continuous	Capacity	Managing the Demand for Custody
RESOURCES				
Develop a YOS communication strategy with Courts and Magistrates	Lead Mgr Custody	Sept 2007	Capacity	PYO Protocol Increasing Confidence in the CJS
PARTNERSHIP WORK				
Develop agreements/protocols with accommodation providers and Children's Services	Accommodation Officer	Dec 2007	Capacity to work across two counties	

ENFORCEMENT AND ENABLING COMPLIANCE

OVERVIEW OF 2006/07

This is the second year that this delivery area has been included in the Youth Justice Plan. The target set remains unchanged at an average of 35 working days from the relevant unacceptable failure to comply with the requirements of the order, to resolution of the breach case and to resolve 50% of cases with 25 working days. When data was produced for the National Standards Audit an under-recording of breaches undertaken was discovered. The results for this delivery area have therefore been produced as a result of a manual analysis of records.

The service has been achieving an average of 26.5 days for the resolution of breach cases, with 60% of cases being resolved within 25 days. In addition the service has been pro-active in following up, within 24 hours, instances where a young person has failed to attend an appointment and in all instances where the failure has been unacceptable a warning letter has been issued.

A process has since been introduced to ensure that the necessary information is recorded correctly in order to enable the system to produce this information accurately in the future.

Work is currently being undertaken produce a "Good Practice Guidance" document to be introduced in 2007/8 that will include approaches to enhance compliance by Young People.

ENFORCEMENT AND ENABLING COMPLIANCE ACTION PLAN 2007/08

ACTION	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
PERFORMANCE AND QUALITY SYSTEMS				
Develop a flow chart poster to assist the correct recording of failures to comply and breach proceedings	Lead Mgr Enforcement	May 2007	none	
RESOURCES				
Develop the use of groupwork incorporating Pathway Plus in order to enable improved compliance and enhance the meeting of National Standards on contact.	Area Intervention Managers	September 2007	Staffing resources.	Recidivism Training Plan
Determine the feasibility of using "Bus Warrants" to enable compliance	Lead Mgr Enforcement	June 2007	availability	
PEOPLE AND ORGANISATION				
63 Deliver training to all relevant staff relating to the correct recording and evidencing of failures to comply and subsequent breach proceedings.	Lead Mgr Enforcement	June 2007	none	PYO Protocol Warrant and Enforcement Protocol

DTO TRAINING PLANS

PERFORMANCE 2006/07

Performance Indicator: 06/07 April – December actual and % against target	86%
Performance Indicator: 07/08 target	100%

OVERVIEW OF 2006/07

In the cohort period the YOS achieved 100% of Planning Meetings within 10 working days. There is a stated procedure that YOS staff contact the custodial establishment on the day following the sentence at the latest. This contact is recorded and, in the event of the custodial establishment being unable to meet within the required time limits, this is recorded and the Line Manager notified.

This process has proved successful in ensuring that the target is met as it allows for some mutually acceptable date to be arranged within the time limit. Custodial establishments have, over the last twelve months, improved their ability to offer a Planning meeting within 10 working days as that was previously the main stumbling point in meeting the target.

DTO TRAINING PLANS ACTION PLAN 2007/08

ACTION	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
PERFORMANCE AND QUALITY SYSTEMS				
Continue to ensure that YOS staff follow the existing procedure of making contact with the custodial establishment on the day following sentence at the latest	Lead Manager Custody	Immediately	Custodial establishments unable to offer meeting within time limits. Unexpected absences by YOS staff	Resettlement Action Plan EPQA

SUPPORT YOUNG PEOPLE ENGAGING IN EDUCATION, TRAINING AND EMPLOYMENT

PERFORMANCE 2006/07

06/07: Percentage of YP in fulltime ETE at end of intervention	66.30%	EPQA: 03 rating	2
07/08: Target	90%	EPQA: 05 result	2

OVERVIEW OF 2006/07

The YOS did not achieve the 90% YJB target in 2006, with 66.30% of young people in full time education, training or employment (ETE) at intervention end. Access to appropriate ETE services remains the most significant barrier to full achievement of this target. The YOS is performing significantly more effectively with the statutory school age group (73%) than with the post 16 group (59.60%).

Statutory school age; the 3 area YOS teams have an education officer (EO) seconded from the relevant county Education Service, who work with local schools and re-integration services. In the past year EOs report increasing truancy levels. A strategic YOS/Multi-agency steering group and operational group oversees education provision for YOS young people, developing action plans for individual cases. The operational group has developed a draft YOS/PRU protocol across Worcs, and will include Connexions (CNXN) representation during the next year. Herefordshire has established a similar group. The forums will continue in their present role with the implementation of integrated Children's Services across both counties from April 2007. YOS identified various issues with regard to statutory school age young people; in one North Worc (NW) School for young people with learning and behavioural difficulties, 34 out of the 39 students on roll were on YOS interventions and there was a high level of student exclusions. It has been agreed that YOS will attend bi-monthly multi-agency meetings to formulate action plans for individual pupils to meet needs. In summer 2006, YOS staff delivered a training day for Education Welfare Services on the Court process, Court disposals and ISSP, which received very positive feedback and has increased the effectiveness of partnership working.

Post 16 provision: performance reduced from 62% in 2005/6 to 59.60% in 2006/7. The Post 16 NEET population is rising in Worcs and Herefordshire and there is a continuing decline in the labour market. The YOS, LSC and CNXN successfully bid for OLASS funding to improve Community ETE participation for young offenders aged 16+ (Ngage Project). The Project will provide ETE support workers within the YOS re-engaging NEET young people in ETE. A scoping exercise is being undertaken to identify the barriers to engagement/re-engagement in ETE for this age group. The NW YOS/CNXNs pilot has been extended across the service, implemented by the YOS education officers.

SUPPORT YP ENGAGING IN ETE ACTION PLAN 2007/08				
ACTION	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
GOVERNANCE AND LEADERSHIP				
Ratify and Implement the YOS/PRU Protocol	DHOS	July 2007	The document stays in draft form and not rolled out to Schools across Worcestershire	C&YP Plans
Undertake a review on a cohort of young people not receiving full time education	HOS	May 2007	Information not made available	C&YP Plans
PERFORMANCE AND QUALITY SYSTEMS				
Ensure that YOS staff make ETE referrals in all appropriate cases	Lead Mgr ETE	Oct 2007	Inconsistent practice leading to young people slipping through the net	Service and Area team plans
RESOURCES				
Implement the YOS/Connexions PAYP Initiative	Lead Mgr ETE	July 2007	Not integrated in Prevent and Deter Strategy	Prevention Strategy
Ensure progress with OLASS Project	DHOS	Oct 2007	Lack of progress in achieving ETE YJB target	Service and Area team plans
PARTNERSHIP WORK				
Develop the education pilot at Kingfisher school	Lead Mgr ETE	July 2007	Further exclusions of students	C&YP Plans

SUPPORT ACCESS TO APPROPRIATE ACCOMMODATION

06/07 April – December: YOS has named Accommodation Officer	Yes	Performance Indicator: 06/07 April – December actual and % against target (suitable accommodation)	97% (566/586)
07/08 target	As above	Performance Indicator: 07/08 target	100%

OVERVIEW OF 2006/07

Performance against this KPI has increased by 8% in 2006/7 with 97% of all young people at the end of their intervention or on transfer from custody deemed to be in suitable accommodation. Of those young people released from custody, 90% (28/31) were in suitable accommodation, an increase of 7% from the 83% achieved in 2005/6. This is pleasing and is a reflection of the focus given by the YOS to the resettlement of this group of young people.

In order to build on this progress, the YOS recognises the need to support the parents/carers of young people sentenced to custody, from the point of sentence through the resettlement phase. A pilot parenting provision in the North Worcs YOS area is planned to meet this need, and will commence in April 2007. It is hoped that this provision will help to secure continuity of accommodation within the home, avoid family breakdown and help to combat re-offending

The YOS has successfully recruited to the post of accommodation officer, who commenced employment in April 2007. The post is full-time and the role largely strategic, in line with the YJB's 'Suitable, Sustainable, Supported' strategy on the provision of accommodation, reflecting the importance of putting considerable energy into partnership working. The lead manager has established links with the Supporting People teams in both counties and also with local housing teams across the districts of Worcestershire. The accommodation officer will build on these links and develop others across both counties with a view to developing joint working agreements/protocols, thus raising the profile of the accommodation needs of young people in the criminal justice system. It is hoped in the longer term to explore funding opportunities that may be available to YOS for the development of accommodation services and resources and to work in partnership with other agencies in the development of new project proposals. This is particularly relevant to the area of short term remand placements as there continue to be difficulties with young people meeting the age and risk criteria to enable access to remand placements provided by Children's Services.

In terms of prevention, the YOS recognises the importance of developing a preventative accommodation strategy and is committed to ensuring that this is in place by September 07. Working closely with the lead manager and prevention manager, the accommodation officer will address the strategy across all intervention areas, including YISP and final warnings

SUPPORT ACCESS TO APPROPRIATE ACCOMMODATION ACTION PLAN 2007/08

ACTION	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
PERFORMANCE AND QUALITY SYSTEMS				
Develop a preventative accommodation strategy	Accom Offr	Sept 07	Dependant on accom providers	C&YP Plans YJB accommodation strategy
RESOURCES				
Develop a pilot parenting provision in North Worcs YOS area for the parents of young people receiving custodial sentences	Lead Mgr Accom Offr	Dec 07	Insufficient resources	Parenting Plan Worcestershire Parenting Strategy
PARTNERSHIP WORK				
Develop an accommodation joint working protocol building on links made with local authorities	Accom Offr	March '08	Consistency across seven housing authorities	YJB Accommodation Strategy

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SUPPORT ACCESS TO MENTAL HEALTH SERVICES

PERFORMANCE 2006/07					
06/07 April – December: % of YP with Acute MH Problems Assessed within 5 working days	100%	06/07 April – December: % of YP with Non Acute MH Problems Assessed within 15 days	93%	EPQA: 05 or 06 rating	1
Performance Indicator: 07/08 target	100%	Performance Indicator: 07/08 target	100%	EPQA: 07 or 08 target	2

OVERVIEW OF 2006/07

The YOS has consistently performed well in this area in the last few years and this has been maintained in 2006/2007 with all young people with acute mental health problems being seen within 5 working days. Figures so far show that 93% of young people with non acute mental health problems are seen within 15 working days.

In Herefordshire this has been achieved by a health worker and a CAMHS Nurse Specialist who is based in the YOS one day per week. In addition the creation of Early Intervention Psychosis Team who work with young people from 13 years old, and the raising of the CAMHS age limit to 17 years have enhanced and improved the service offered to young people.

In Worcestershire the YOS health worker, who is seconded by CAMHS, has good links with the CAMHS teams across the county and with the Early Intervention Psychosis Team. As the age range in Worcestershire is up to 16 years, it is recognised that the transition to adult services for ages 16-18 year olds is problematic, which is also apparent in Herefordshire. In Worcestershire a multi agency group comprising CAMHS, Psychological Services, YOS, Youth Service, PCT, Young peoples Substance Misuse team (Space), and Early Intervention Team meet bi monthly to improve access to services in particular for the 16-18 age range.

The YOS Mental Health Service improvement group meets regularly and has completed the EPQA from which there is a mental health improvement plan. The Worcestershire protocol has been agreed and in 2007/08 the Herefordshire one will be reviewed. The training plan devised in 2006/07 for YOS staff will continue in 2007/08 which will be delivered by the specialists within the two counties.

There has been a review of CAMHS services in Worcestershire.

SUPPORT ACCESS TO MENTAL HEALTH SERVICES ACTION PLAN 2006/07				
ACTION	LEAD	DEADLINE	RISKS	LINKS PLANS/PMs
GOVERNANCE & LEADERSHIP				
Review the Herefordshire CAMHS protocol.	DHOS/Lead Mgr Mental Health	June 07	Ineffective Partnership work	CAMHS strategies
PERFORMANCE & QUALITY SYSTEMS				
Implement a quality assurance system for screening/ referral for assessments	DHOS/Lead Mgr Mental Health	Aug 07	Inadequate monitoring	YOS performance
Review current assessment and screening processes	Lead Mgr / Mental Health Workers	Aug 07	Inadequate monitoring	YOS performance
Develop a service user evaluation strategy	Mental Health Workers	Aug 07	Ineffective Partnership work	CAMHS strategies.
PEOPLE & ORGANISATION				
Provide training for appropriate staff in using the MH screening tools	Lead Mgr / Mental Health Workers	Ongoing	Lack of knowledge	HR learning strategy
Ensure there are regular team briefings by MH workers	Lead Mgr / Mental Health Workers	ongoing	Lack of knowledge	HR learning strategy
PARTNERSHIP WORKING				
Formalise agreements for accessing adult MH services	DHOS/Lead Mgr Mental Health	Oct 07	Lack of access	Adult MH strategies

SUPPORT ACCESS TO SUBSTANCE MISUSE SERVICES

PERFORMANCE 2006/07							
06/07 April – December: % screened for SM	96% (758/790)	06/07 Apr–Dec: % YP assessed within 5 working days	94% (83/88)	06/07 Apr–Dec: % YP receiving intervention within 10 working days	99% (126/127)	EPQA: 05 or 06 rating	1
07/08 target	100%	07/08 target	100%	07/08 target	100%	EPQA: 07 or 08 target	2

OVERVIEW OF 2006/07

Progress against targets shows an increase across all reporting areas with 96% of young people receiving a YOS intervention being screened for substance misuse difficulties in 2006/7 using core ASSET. There remains a compulsory referral process for those young people scoring three or above and discretionary referral for those scoring below. An audit of staff as to their awareness of substance misuse issues and their ability to deliver tier one and tier two substance misuse interventions has been undertaken and will inform training and support needs.

Of those young people screened, approximately 11% go on to receive specialist assessment. Of those assessed, 94% were seen within the national target of five working days. It has been recognised that a rigorous quality assurance process is needed to ensure that appropriate referrals are being made and weekly monitoring of all young people scoring two or above on ASSET will be carried out. Furthermore, those young people doing so will be discussed at the Case Planning Forum in each area team to ensure that all appropriate referrals are made and that there is consistency and congruence in ASSET scoring of substance misuse across the YOS. This practice will be subject to a robust evaluation process prior to being fully adopted into YOS procedures. 99% of young people assessed as requiring a tier two early intervention receive one within ten working days. All treatment plans are now consistently recorded as part of intervention plans.

The EPQA Improvement Plan is on target to achieve a rating of two in this service area when the re-audit takes place later this year. Service-wide, there is a need to develop a Substance Misuse Policy and this will be a priority in the coming year.

Within Herefordshire, a high focus area review of substance misuse services is taking place across the four tiers and discussions to define ongoing roles and responsibilities within Service Level Agreements are on hold until it is completed and reported on. A draft SLA with SPACE, the young persons' drug treatment service in Worcestershire is under development.

A full review of the YOS Substance Misuse Service in Worcestershire has been completed and recommendations from the review are being implemented. The reduction in the funding of the Young Persons Substance Misuse Grant will provide resource challenges for the Yos and partner agencies.

SUPPORT ACCESS TO SUBSTANCE MISUSE SERVICES ACTION PLAN 2006/07

ACTION	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
GOVERNANCE AND LEADERSHIP				
Review and codify substance misuse procedures in the YOS	DHOS	September '07	None	HFA Review YP Substance Misuse Plans
Develop a SLA between YOS and SPACE Co-ordinators, defining roles and responsibilities	DHOS	July '07	Lack of working agreements	Substance Misuse EPQA
PERFORMANCE AND QUALITY SYSTEMS				
Discuss ASSET 2+ and identify appropriate referrals at CPF. Monitor if this is effective in achieving consistent referrals.	Lead Mgr Substance Misuse	Dec '07	Competing priorities within the CPF	EPQA YOS Substance Misuse Review

SUPPORT RESETTLEMENT INTO THE COMMUNITY

OVERVIEW OF 2006/07

The YOS is preparing a comprehensive Resettlement Action plan based on Youth Resettlement – a framework for action. YOS staff and Connexions workers who deal with DTOs have been trained.

Important work has been undertaken with Connexions in the Redditch Area to establish formal arrangements on DTO Planning Meetings attendance and on exchange of information. These arrangements will be rolled out across the whole service.

The Hereford Area has reached agreement with all secondary schools and PRUs to ensure that young people are not taken off roll when sentenced to a DTO, except when their release date is after their official school leaving date. A similar agreement will be sought with Worcestershire secondary schools in 07/08. Agreements with key partner agencies, Connexions and Probation have been reviewed and similar working agreements with the two Children's Services Authorities are to be reviewed during 07/08. This should improve access to resources and help successful resettlement.

The revised Management of Risk Policy and Procedures incorporating the risk led approach are now operative and will lead to more effective assessment and planning for young people throughout custodial sentences.

✚ An OLASS funded project to re-engage young people with education and employment is planned to commence early in April 07. The project provider, YMCA, will also be involved in accommodation issues facing young people leaving custody.

SUPPORT RESETTLEMENT INTO THE COMMUNITY ACTION PLAN 2007/08				
ACTION	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
GOVERNANCE AND LEADERSHIP				
Implement the Youth Resettlement Action Plan	DHOS	April '07	No risk	EPQA Resettlement
RESOURCES				
Plan, develop and implement the OLASS funded project.	HOS	April '07	Slippage in recruitment	ETE EPQA, Resettlement Action Plan.
PARTNERSHIP WORK				
Review joint working arrangements with Herefordshire Children's Services and Worcestershire Children's Services	HOS	March '08	Lack of access to mainstream services	Relevant Partnership plans

PROVIDE EFFECTIVE RESTORATIVE JUSTICES SERVICES

PERFORMANCE 2006/07

2006 April – December: % victims offered opportunity to participate in RJ process	93%	2006 April – December: % victims expressing satisfaction	100% (18/18)
07/08 target: Ensure victims participate in restorative processes in 25% of relevant disposals referred to the YOT	25%	07/08 target: satisfaction	85%

OVERVIEW OF 2006/07

The YOS currently offers 93% of victims the opportunity to participate in restorative justice processes is 93% which is an improvement on 2006/07. This has x been achieved despite the absence of a permanent victim officer in Herefordshire for a considerable part of the reporting period. 100% of those victims who did participate and whose views were obtained, were satisfied, which is an improvement on the 85% figure of 2005/06.

During the past year there has been a concerted effort to improve the quality of service offered to victims and to share timely information with them. We now liaise regularly with the newly formed Witness Care Units who have equally found our contact with them helpful. We now have a seamless information flow which has improved the quality of service to victims and has reduced duplication of work in some areas. A Service Level Agreement has also been drawn up with Worcestershire and Herefordshire Victim Support which should improve the service to victims.

It has been recognised that Restorative Justice approaches are still not fully embedded into YOS practice. A YJB internal Consultancy bid was successful in the later part of 2006/07 and a workshop held in Dec 06 resulted in an Action Plan being devised. From this we will endeavour to increase the number of direct reparation placements and also increase the number of victims attending Referral Order panels. We are still able to maintain the number of indirect reparation placements needed to cover other orders. Using Prevention funding, a Restorative Justice worker has been appointed who will initially work within Worcestershire Local Authority Children's Homes. It is envisaged that this area of work can be expanded into schools eventually and the RJ worker will be involved in training YOS staff in RJ processes for use across the board.

PROVIDE EFFECTIVE RESTORATIVE JUSTICE SERVICES ACTION PLAN 2007/08

ACTION	LEAD	DEADLINE	RISKS	LINKS PLANS/PMs
GOVERNANCE & LEADERSHIP				
Review, write and implement a new victim policy to include RJ guidance	Lead Manager RJ/DHOS	June 07	Victim work not fully integrated	Prevention strategy. YOS Service plan
PERFORMANCE & QUALITY SYSTEMS				
Design and implement a new victim satisfaction form	Lead Manager RJ/ Victim Officers	June 07	inadequate recording	YOS performance management framework
RESOURCES				
Develop more integrated RJ practice across the YOS and identify Victim Support Volunteers to work with YOS	Lead Manager RJ/Area Manager Victim Support	Aug 07	insufficient RJ service to provide effective service	Service YOS plan, RJ strategy, victim strategy
9 Roll out inset RJ across the YOS and provide specialist victim training for a selection of Panel members and reparation sessional worker	RJ Worker/Lead Manage RJ/Prevention Manager	Dec 07	inconsistent roll out	HR & Learning strategy

SUPPORT PARENTING INTERVENTIONS

PERFORMANCE 2006/07

06/07 April – December: % of Interventions with associated Parenting Intervention	9.7%	06/07 April – December: % Parents expressing satisfaction	94%	EPQA: 04 rating	1
07/08 target – 20% of FW & Community Interventions have Parenting Intervention	20%	07/08 target – 20% of Prevention Interventions have Parenting Intervention	20%	EPQA: 05 result	2

OVERVIEW OF 2006/07

Considerable progress has been made in all aspects of parenting work in the past year, assisted by support from the YJB consultancy service. The policy & Procedures for both specialists & other YOS staff has been re-written to enable simple processes that cover referral, assessment, status (e.g. court order) delivery, enforcement, quality assurance & evaluation. A parenting working group has been established which meets regularly to ensure that all parenting work (preventative or court ordered, group programme or individual intervention) is delivered in an increasingly systematic & consistent framework. This group has identified several specific actions for next year; adapting current delivery of parenting groups to match the needs of older Asian parents, some research into the issues of domestic violence from children towards parents & ensuring that the Referral Order Panel members are regularly briefed on progress in parenting work & what's available to them as a resource. As part of the implementation of new policy, parenting awareness workshops in YOS will be run regularly.

An additional parenting worker has been recruited & has been in post since June 2006. This has enabled the number of parenting interventions to increase across both counties. One of the additional effects of developing parenting services has been to reduce family breakdown in several cases. Overall good progress has been made in the quality of services as demonstrated by improved EPQA scores. Record keeping has improved & current performance for parenting interventions for 2006/7 is 9.7 %. This will need further attention to ensure all planned work undertaken by case responsible officers is also identified & monitored against the new target. The addition of a key worker (parenting) post has increased parenting support related to YISP work, already in line to meet new target.

Next steps are to develop the YOS interventions within the wider Children Services & Respect framework in order to increase the overall level of parenting support & enforcement available. This is planned using a matrix co-ordinated by the Local Authority Parents Matter Co-ordinator.

SUPPORT PARENTING INTERVENTIONS ACTION PLAN 2007/08				
ACTION	LEAD MGR	DEADLINE	RISKS TO ACHIEVEMENT	LINKS TO OTHER PLANS/PMs
GOVERNANCE AND LEADERSHIP				
Integrate Parenting interventions within co-ordinated county provision	Prevention manager	March 2008	Complex developments across this area of work could mean slow progress	CYPSP
PERFORMANCE AND QUALITY SYSTEMS				
Fully implement the new parenting policy and associated systems including developing an effective case file system	Prevention manager	June 2007	Poor record keeping for parenting work not carried out by parenting specialists	
RESOURCES				
Develop alternative provision more suited to older Asian parents	Prevention manager	September 2007	Risk of getting wrong emphasis	Race Equality plan
PEOPLE AND ORGANISATION				
Deliver regular parenting workshop to aid staff development & practice consistency	Prevention manager	March 2008		YOS Action Plan
PARTNERSHIP WORK				
Quantify level of 'child on parent' domestic violence & feedback findings to safeguarding Board	Prevention manager	Nov 2007	Full agenda	

ENSURE EQUAL TREATMENT REGARDLESS OF RACE

OVERVIEW 2006/07

The YOS completed a Race Audit and Action Plan (May 2005) which was developed by a RAAP Working Group chaired by the Head of Service, consisting of YOS management, staff representatives, external membership from the LCJB Community & Diversity Officer, Herefordshire Race Equality Partnership and with input from Worcs County Council Corporate Diversity Officer. The following are key issues identified & progress thus far:

1. Agency response to needs of BME young people: A case audit raised issues regarding agency response to the needs of BME young people. RAAP identified that the views of BME young people should be sought and responded to. **Progress:** YOS has circulated the RAAP to key partners to raise awareness of key issues at relevant strategic & operational forums. Team diversity training and a whole service diversity conference was held in February 2007.

2. Data quality issues: The audit highlighted a number of cases of ethnicity recorded as unknown on YOS systems. Actions identified: to reduce the recording of ethnicity as unknown in remand decisions, offences committed & disposals by liaising with Police and Courts re data quality. **Progress:** YOS has worked to reduce ethnicity 'unknowns' on YOS system (currently 3.6% of all cases). Additional work is planned to maximise ethnicity recording and liaison with Police to ensure the ethnicity field on YOT1 is a required field and to remove the 'unknown' option.

3. Criminal Justice Processes: The audit raised issues as to whether YOS/YJ Agencies are meeting BME young peoples needs: (i) the impact of ASBO conditions and likelihood of compliance; (ii) explanation of bail conditions; (iii) appropriate targeting of Bail Support and Supervision services; (iv) appropriate language within Pre-Sentence Reports. **Progress:** No significant ASBO issues, management preview/review? of 'so serious' & 'all option' cases/reports ensuring consistency in 2006/07. The custody review panel reviews all custodial sentences/remands to the secure estate. New remand management policy & guidance will be introduced including needs of BME young people, during 2007/08. Training has been provided for report writers and specific training on gatekeeping & quality assurance will be commenced in 2007/08.

4. Contracting and partnership work needs to incorporate race and diversity issues: The RAAP identified a need to review existing SLAs to incorporate race equality statements within them, and to ensure future SLAs are compliant with YOS Race Equality and Diversity policy. This policy requires development for YOS subcontracted services. **Progress:** All new SLAs include race equality statements and requirements. Existing contracts are being amended at their review period.

5. Service delivery processes (strategic & operation) need to incorporate race and diversity issues: The RAAP agreed that a YOS action plan is required to incorporate race and diversity issues within service provision by monitoring the following (i) young persons' end of order feedback analysis; (ii) changes in Asset/ ONSET scores during intervention; (iii) NS compliance and (iv) fairness of secure placement decisions. **Progress:** The YOS is implementing an internal action plan. Fairness of secure placement decisions is taken into account in the recently re-established custody review plan. . Diversity issues remain a standing agenda item at team & leadership team meetings.

6. Lack of engagement and involvement with BME community groups: YOS is engaged with a range of BME groups/forums and will work to engage with BME community groups through the LCJB Race Forum, working with REC/Race Equality Partnerships across both Counties and by establishing links

with local faith communities, using the inter-faith forum as a consultation mechanism for this YJ Plan. The aim is to enable BME input into service delivery and influence policy and practice development. **Progress:** During 2006/07 the service has engaged with faith communities across Worcestershire & Herefordshire.

7. YOS HR processes: There is a need to develop YOS owned HR policies and procedures specific to the needs and culture of the organisation. This will be undertaken with all new policies and procedures supported by WCC and agreed by the YOS Management Board. **Progress:** During 2006/07 a new YOS induction policy was developed which addresses race & diversity issues which will be implemented at the start of 2007/08

RACE ACTION PLAN 2007/08				
ACTION	LEAD	DEADLINE	RISKS	LINKS PLANS/PMs
PERFORMANCE AND QUALITY SYSTEMS				
Implement ethnicity as required field, & deletion of 'unknown' as option on YOT1s.	Performance & Information Manager	Mar 08	Agreement not reached	RAAP YOS Service Plan
RESOURCES				
New Remand Management Guidance to be implemented.	DHOS	Sep 07		Reduce use of custody
PEOPLE AND ORGANISATION				
Gatekeeping training to ensure reports do not contain inappropriate language or are otherwise discriminatory.	DHOS	Mar 08	Knowledge base of staff	HR & Learning

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REVIEW AND APPROVAL OF YJ PLAN

TABLE B: SCHEDULE FOR REVIEW OF PLAN

Review Area	Review Date	Reviewer
Six month full review of progress against the 2006/7 Delivery Plan	December 2007	Management Board
Quarterly review of Delivery Plan within Management Team	July 2007, October 2007, January 2008, April 2008	YOS Leadership Team
Monitoring of Orange or Red Performance Measures	Monthly	YOS Leadership Team

TABLE C: SIGNATURES OF APPROVAL

	Name Of Chief Officer	Signature	Date
Chief Executive Of The Local Authority	Rob Sykes		
Chief Executive Of The Local Authority	Neil Pringle		
Director of Children's Services Worcestershire	Richard Hubbard		
Director of Children's Services Herefordshire	Sharon Menghini		
Health Service : Worcestershire	Vacancy		
Health Service: Herefordshire	Yvonne Clowsley		
Police Service	Sharon Gibbons		
Probation Service	Roger McGarva		
Other Partner(s)			

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Appendices

Please provide the following information as appendixes:

- Organisational chart
- Performance measures
- Youth Crime Prevention Strategy

APPENDIX A. ORGANISATIONAL CHART

- See separate attachment

APPENDIX B. PERFORMANCE MEASURES

Performance Indicators

Theme and measure	2005/06 outturn	2006/07 Apr-Dec Outturn	2007/08 Target
<p>Prevent offending (target since 05/06):</p> <p>Reduce year on year the number of first time entrants to the youth justice system by 5%, compared to the 2005/6 baseline, by identifying children and young people at risk of offending or involvement in anti-social behaviour through a YISP or other evidence-based targeted means of intervention designed to reduce those risks and strengthen protective factors as demonstrated by using ONSET or other effective means of assessment and monitoring</p>	1104	964	
<p>Intervene early:</p> <p>Ensure that 100% of young people on a final warning are supported by an intervention if:</p> <ul style="list-style-type: none"> - their <i>Asset</i> score is greater or equal to 12, or - there are any concerns of risk of serious harm to others, or - their score is less than 12 but any sections score 4 	<p>Target changed 06/07:</p> <p>Achieved 83.3% against old target of 80%</p>	100%	100%
<p>Reduce re-offending:</p> <p>Achieve a reduction in re-offending rates by 5% in 2007/8, when compared with the 2002-03 re-offending cohort, with respect to each of the following four populations:</p>	Oct-Dec 2002 cohort - % reoffending after 12 months:	Oct-Dec 2005 cohort - % reoffending after 12 months (if available):	Oct-Dec 2006 cohort - % reoffending after 12 months:
Pre-court	19%	32.5%	Reduction of 5%
First tier penalties	60.4%	51.3%	Reduction of 5%

Theme and measure	2005/06 outturn	2006/07 Apr-Dec Outturn	2007/08 Target
Community penalties	63.2%	75.9%	Reduction of 5%
Custody	95.2%	73.3%	Reduction of 5%
Reduce the use of custody (secure remands) (new target): Reduce the use of the secure estate for remands to 9% of the total number of remand episodes, excluding unconditional bail.			9%
Reduce the use of custody (secure remands) (old target): Reduce the number of remands to the secure estate (as a proportion of all remand episodes excluding conditional / unconditional bail) to 30%	57.5%	34.9%	
Reduce the use of custody (custodial sentences): Reduce the number of custodial sentences as proportion of all court disposals to 5%	4.85	3.8%	5%
Ensure that all initial training plans for DTOs are drawn up within 10 working days of sentences being passed	67.2%	86%	100%
Support young people engaging in education, training and employment: Ensure that 90% of young offenders who are supervised by the YOTs are in suitable full-time education, training or employment	75.4%	64%	90%
Support access to appropriate accommodation: Ensure that all YOTs have a named accommodation officer and that all young people completing community interventions or on release from the secure estate have suitable accommodation to go to	90.6%	97%	100%
Support access to mental health services: Ensure that all young people who are assessed by <i>ASSET</i> or the Mental Health Assessment Framework as manifesting acute mental health difficulties are referred by YOTs to the CAMHS for a formal assessment commencing within five working days of the receipt of the referral, with a view to their accessing a tier 3 or other appropriate CAMHS tier service based on this assessment	100%	100%	100%

Theme and measure	2005/06 outturn	2006/07 Apr- Dec Outturn	2007/08 Target
Ensure that all young people who are assessed by <i>ASSET</i> or the Mental Health Assessment Framework as manifesting non-acute mental health concerns are referred by the YOT for an assessment and engagement by the appropriate CAMHS tier 1-3 service commenced within 15 working days of referral.	94.7%	94%	100%
Support access to substance misuse services: Ensure that all young people are screened for substance misuse	93.8%	95.9%	100%
Ensure that all young people identified with needs receive appropriate specialist assessment within 5 working days of referral, following screening.	94.5%	94%	100%
Ensure that all young people access the early intervention and treatment services they require within 10 working days of assessment	98.8%	99%	100%
Provide effective restorative justice services: (new target): Ensure that victims participate in restorative processes in 25% of relevant disposals referred to the YOT			25%
Ensure that 85% of victims participating are satisfied			85%
Provide effective restorative justice services (old target) Ensure that 75% of victims of youth crime referred to YOTs are offered the opportunity to participate in a restorative process	70.7%	70.9%	
Ensure that 75% of victims participating are satisfied	92.1%	100%	
Support parenting interventions (new target): Ensure that 20% of young people with a final warning supported by intervention, a relevant community based penalty or DTO, their parent/carer(s) receive a parenting intervention.			20%
Ensure that 20% of the young people on prevention programmes, their parent/carer(s) receive a parenting intervention			20%

Theme and measure	2005/06 outturn	2006/07 Apr- Dec Outturn	2007/08 Target
Support parenting interventions (old target): Ensure that 10% of young people with a final warning supported by intervention or a community disposal receive a parenting intervention	7%	9.7%	
Ensure that 75 % of parents participating in a parenting intervention are satisfied	100%	94%	
Ensure equal treatment regardless of race: All YOTs should implement their action plan to ensure that any difference between the ethnic composition of offenders on all pre-court and post-court disposals and the ethnic composition of the local community is reduced year on year	COMPLETED	COMPLETED	TBC

EPQA

Theme and measure	Initial score	Predicted score	Actual score
Prevention: post 07			
Early intervention: Final warning interventions	2	3	2
Intensive supervision: ISSP post 07			
Managing demand for custody: Remand management 05-07 or 06-08	2	3	
Swift administration of justice: post 07			
Restorative justice and victims: post 07			
Race (n/a)			
Recidivism (n/a)			
Assessment, planning interventions and supervision	2	3	2
Education, training and employment	2	2	2
Substance misuse: 05-07 or 06-08	1	2	
Mental health: 05-07 or 06-08	1	2	
Accommodation (n/a)			
Resettlement	1	2	
Parenting	1	2	2

APPENDIX C. YOUTH CRIME PREVENTION STRATEGY

WORCESTERSHIRE & HEREFORDSHIRE YOUTH CRIME PREVENTION PLAN 2007/8

Introduction

This plan will set out the strategy for youth crime prevention for the two counties. Given the different nature of each county and the structures & resources available, plans will be specific to each County.

Worcestershire & Herefordshire Youth Offending Service operates within a complex local planning environment comprising of 2 Local Authority areas, 3 Community Safety Partnerships (with differing levels of strategic integration at district level and across partnerships), 2 Drug Action Teams (or equivalent) and several Primary Care Trusts across both counties. From a criminal justice perspective the YOS links with West Mercia Court Service, West Mercia CPS, West Mercia Criminal Justice Board, West Mercia Probation and West Mercia Constabulary

This already complex planning environment has been further compounded over the last 12 months by the implementation of structural changes taking place within key partner agencies including the Police, Health and the Local Authority Children's Services. The critical issue for the YOS will be the degree to which these structural changes will impact on ongoing operational and strategic work, and therefore on outcomes for children and young people. Despite the demands of this complex local planning environment the YOS has prioritised involvement and engagement with partner agencies/strategies and is represented at numerous key strategic forums, including:

- 2 Local Safeguarding Children Boards
- 2 Children & Young People's Strategic Partnerships
- Connexions Board
- DAT or equivalent and Young Persons Substance Misuse Groups
- 2 Children's Fund Boards

The Prolific and Other Priority Offender Strategy (Prevent & Deter) has provided an opportunity for the Police, Community Safety Partnerships, Probation and the YOS to work cooperatively on the management of PPOs and particularly around the need to prevent young people from becoming involved in the criminal justice system. This is an expanding area of work and will be further built upon by the developing YOS preventative agenda.

The YOS has a well-established relationship with both local authority Children's Services and has built on these over the last 12 months with the establishment of Children's Services Directorates. The YOS is actively involved in the Local Safeguarding Children Board and Children and Young People's Strategic Partnership Board in each County. The YOS has contributed to both Children and Young People's plans within each county and prevention of youth crime and re-offending are key factors in both plans. In addition the YOS is working with both Directors of Children's Services on revising the governance, strategic and operational linkages between the YOS and Children's Services. The YOS is also actively involved in early intervention/ prevention initiatives and the Common Assessment Framework. Within Worcestershire, the YOS is also

involved with piloting Targeted Youth Support (TYS) approaches and in Herefordshire the YOS is strongly linked to developments around the Child Concern Model.

In addition the Local Area Agreements in both counties include an element on youth crime prevention (additional focus on NEET young offenders in Worcestershire with Connexions), which ensures that there is a strategic focus on this issue across the authorities and partner agencies.

YOS Area Profile

Across the two counties there are 74,000 Children & Young People. Worcestershire has 56,000 & Herefordshire 18,000

Both Counties have a low crime rate and consequently relatively low rates of youth crime.

Police Divisions are divided into 2 divisions in Worcestershire & a single division covering the whole of Herefordshire. Youth crime prevention work is organised within these areas.

North Worcestershire covers Bromsgrove, Kidderminster & Redditch.

Population of 10-17 year olds is 27,984

South Worcestershire covers Droitwich, Evesham, Worcester & Malvern.

Population of 10-17 year olds is 29,094

Herefordshire covers Hereford, Ledbury, Leominster &

Ross on Wye Population of 10-17 year olds is 18,300

First time entrants to the youth justice system have increased between 2004/5 & 2005/6 & are projected to rise again by the end of 2006/7.

Analysis of this suggests that in the North Worcestershire area there is a disproportionate use of reprimands for low level incidents.

South Worcestershire has a higher proportion of charging compared to the other areas.

Across all areas there is a higher likelihood of going to court first time once a reprimand is assessed as inappropriate.

As a result of this information the use of Final warnings is under review, and discussions are ongoing about the conflicting targets between increasing sanctioned detections and reducing first-time entrants.

Targets

The target set for all Youth Justice Partnerships is to reduce the number of first-time entrants of the baseline figure for 2004/5 by 5% by 2008.

Total figures for both counties are

Baseline year

2005/6 1104 FTE

2006/7 1285 FTE

Target is to reduce to **1049** (reduction of 55 over 2 years)

Current projection is an increase of 14% in 2006/7

To get back to target will require a reduction in 2007/8 of 236 young people on current projections for 2006/7 outturn.

These figures are broadly similar to other YOT areas where large increases have occurred in the FTE's during 2006/7.

Figures above are based on static returns made to the YJB and will be subject of revision as crimes committed in quarters are detected and identified as committed by young people.

Prevention strategies

The Prevent & Deter meetings in each division act as the forum for pulling together youth crime prevention & anti-social behaviour responses. Criminal Justice agencies, ASB staff & some parts of Children's Services regularly attend meetings in Herefordshire & South Worcestershire.

This is providing an increasingly consistent forum for decision-making & case planning at both the prevention stage and linking to those already in the Youth Justice system where there is common or linked concerns (e.g. where groups of young people known to each other are at different stages & require co-ordinated but different approaches) This is also the main forum for identifying those children who will be offered YISP programmes in both counties

North Worcestershire is currently re-focussing and the new process has been implemented from March 2007.

Proposals are in place to combine decisions on the use of ABC's and ASBO's in conjunction with decisions to place on Prevent & Deter to ensure one referral route, reduce duplication & speed up a more effective & well-informed process.

Local Policing

The development of Neighbourhood Policing nationally presents a significant opportunity for youth crime prevention. In the West Mercia policing area this is referred to as the local policing initiative. YOS led prevention work will seek to link with & build on the work of the local policing teams & has the potential to make YOS-led targeted prevention more accountable and responsive to communities and victims.

This is already being achieved through regular updates between the YISP co-ordinator and ASB co-ordinator to ensure that YISP key workers & Police community support officers are briefed on which young people are of concern & receiving intervention. This is also enabling progress to be shared both ways with PCSO's acting as eyes & ears for YISP staff. PCSO's are able to share ongoing concerns, but also improvements & achievements by individuals & groups in their area of responsibility.

Similarly, work with other staff delivering local responses e.g. Neighbourhood wardens will offer ways of managing low-level nuisance & graffiti. Current responses are being developed with wardens identifying relevant reparation opportunities for those on court orders. Generally, large projects will be tackled by the Probation service unpaid work unit, whereas smaller and more ongoing issues can be addressed by individual young offenders.

The local policing teams offer an opportunity to begin to deal with low level offending without bringing more young people into the youth justice system and LPO's are developing youth diversion activities in their local areas, including sports groups.

Training for LPO's, PCSO's and Wardens in mentoring skills is being sought in the North initially, to support the growth of diversionary activity.

In Hereford plans are being considered for the development of a junior Police cadets programme. This is based on the model working in parts of London.

Parenting

Currently parenting work is delivered to both the parents of young people who are on court orders and those engaging with YISP. Parenting policies have recently been reviewed in line with YJB effective practice guidance, and this is leading to more consistency in parenting work delivered throughout the YOS.

Work is underway as part of both Children & Young Peoples strategies to develop co-ordinated & comprehensive parenting strategies from universal access through targeted work to those parents receiving intervention as part of an order.

Worcestershire is developing a tiered approach to parenting work along the lines of the established Manchester City Council model.

Discussions are currently underway to match the use of parenting contracts with the use of acceptable behaviour contracts where this is appropriate.

During 2006/7 there have been a total of 59 parenting support programmes, 20 of which have been through the use of Parenting Orders. 12 Support Groups have run in a variety of venues including community centres & children's centres.

Restorative Justice

Nationally children in care are three times more likely than others to be in trouble with police; In Worcestershire & Herefordshire the picture is more optimistic, where the ratio is that a young person is 1.7 times more likely to come into the youth justice system. This still needs to be improved and there are plans, initially in Worcestershire, to deliver a restorative justice approach in children's homes. This will be coupled with a formal process for ensuring that the Police are need to take action in a reducing number of incidents of a serious nature.

This will involve training staff from children's homes, local police officers and YOS staff. It will be linked in where possible to a limited RJ in schools initiative.

YISP – Worcestershire

The Worcestershire YISP is a prevention programme focussing on reducing youth crime by improving the outcomes for children & young people (8-17).

Referrals are received from a variety of agencies and in particular parents, where a series of risk factors exist for a particular young person.

Following an assessment a multi agency panel is held to agree a plan of intervention, agree a key worker and deliver a multi agency intervention. This will be an individual personal prevention plan agreed with key steps for the young person & agency responsibilities clearly identified.

This is then reviewed regularly. Plans are usually delivered over 6 months.

Children & young people participate in developing their own plan as well as the design of the overall programme.

During 2005/6 there have been a total of 112 children & young people on YISP programmes. Of these x have offended or re-offended.

Knife Crime

As part of the Worcestershire & Herefordshire Youth Offending Service commitment to reducing knife crime amongst young people the Worcestershire YISP is working with children on the programme & a media company to produce a DVD for work with other children & young people in both counties.

MAST– Worcestershire

As part of the early intervention and extended schools development, YISP have co-located a YISP key worker within ELGAR Technology College in Worcester. Working alongside colleagues from family support, education psychology, connexions, the school, and youth services. This project enables much closer integrated working to support pupils at school & in the community. The project focuses on increasing attendance & attainment, improving behaviour and reducing exclusion.

Children's Fund Panel - Herefordshire

The Children's Fund panel in Herefordshire undertakes a YISP programme, which is integrated into the child concern model. Referrals can come from any agency but are managed through the Prevent & Deter process.

Referrals are received from a variety of agencies and in particular parents, where a series of risk factors exist for a particular young person.

Following an assessment a multi agency panel is held to agree a plan of intervention, agree a key worker and deliver a multi agency intervention. This will be an individual personal prevention plan agreed with key steps for the young person & agency responsibilities clearly identified.

This is then reviewed regularly. Plans are usually delivered over 6 months.

Children & young people participate in developing their own plan as well as the design of the overall programme.

Plans are being developed so that ABC/ASB decisions will be made through this process and involve panel referral in most cases.

During 2006/7 there have been 46 personal prevention plans delivered.

In Herefordshire Youth Crime Prevention services are integrated into the "Local Preventative & Family Support Strategy & Delivery Plan"

This includes the development of an integrated parenting support programme.

Fire Service – Herefordshire

The Fire Service is looking at the volunteer cadet scheme with Police. Targeted initially in rural parts of the county to pilot small numbers and to learn how to deliver this to the most isolated children where there are concerns. This will then transfer to urban areas in the county.

The Fire & Rescue Service Community Safety Manager is an integral member of the Prevent & Deter group, linking in the junior firesetters course. Further discussions are underway to enable Staff working in other agencies to feed through homes visited where fires are a high risk.

INTEGRATED PERFORMANCE REPORT

PORTFOLIO RESPONSIBILITY: CORPORATE AND CUSTOMER SERVICES AND HUMAN RESOURCES

CABINET

12TH JULY, 2007

Wards Affected

County-wide

Purpose

To update Cabinet in respect of final 2006-07 end-of-year performance and to propose new arrangements for future performance reporting through the Integrated Performance Report.

Key Decision

This is not a Key Decision

Recommendations

THAT

- a) **the final end-of-year performance for 2006-07 be noted**
- b) **the proposals for reporting arrangements through future Integrated Performance Reports be endorsed.**

Reasons

The Council's current Corporate Plan sets out the Council's objectives, priorities and targets for the three years 2007-10. The Annual Operating Plan (AOP) is the detailed action plan for the first of these years, 2007-08, and includes all the indicators in the Local Public Service Agreement (LPSA), Local Area Agreement (LAA) and Herefordshire Community Strategy (HCS), as well as the Council's own indicators.

Considerations

HIGHLIGHTS OF THIS REPORT

- At year-end, of the 123 'strategic' indicators monitored through the IPR during 2006-07, 32 indicators (26%) were marked **R**, compared to 54% of indicators at the end of 2005-06.
- Of the 132 best value performance indicators where performance can be compared to 2005-06, 68% have improved and 29% have deteriorated (compared to 40% improving in 2005-06 and 35% deteriorating).

2006-07 performance

1. The previous Integrated Performance Report to Cabinet on 7th June reported that, provisionally, 33 indicators had failed to achieve target. Final outturns have now been reported for all indicators and the year-end position is that 32 indicators actually failed to achieve target.
2. In respect of the Best Value Performance Indicators, the final end-of-year outturn show 68% of indicators as improving, an improvement from the 62% reported to Cabinet on 7th June, and a significant improvement on the 40% reported last year.

2007-08 reporting proposal

3. The process for performance reporting in 2006-07 was that each of the 123 indicators in the AOP, which includes the LPSA, LAA and HCS indicators, were reported on an exception basis as part of the Integrated Performance Report. The inclusion of additional indicators in the latest Annual Operating Plan 2007-08 means that there are now 175 'strategic indicators'.
4. Templates for each of the indicators have been developed but, in common with previous years, it is too early to accurately assess progress towards achievement of targets at the end of month 2. Judgements made at month 2 last year reflected poor action planning and a lack of target setting. Although there are still a number of targets still to be set for 2007-08, the templates developed this year show a greater appreciation of action planning.
5. So that the council can more effectively focus on its own performance within this larger set of indicators the proposal is that Cabinet receive, as part of future Integrated Performance Reports, an analysis of performance against those indicators from the AOP which it directly leads on.
6. A sub-section of this analysis, in respect of the partnership indicators on which the council leads, i.e. those in respect of the LPSA, LAA and HCS, will also be presented to the Herefordshire Partnership Performance Management Group (PMG), who will receive

a full report from all partners in respect of the indicators that form part of the LPSA, LAA and HCS. Once PMG have considered the full-set of partnership indicators along with the necessary actions to remedy under-performance, an update will be presented to Cabinet as part of the following Integrated Performance Report, providing the full picture of progress towards achieving the targets of the LPSA, LAA and HCS.

7. In addition to the indicators that appear in the AOP, there are many other indicators against which the council is externally judged, such as the suite of Best Value Performance Indicators (BVPIs), Performance Assessment Framework (PAF) indicators and those used in the Comprehensive Performance Assessment (CPA). These have not formed part of previous Integrated Performance Reports on a consistent basis, but are important to securing the council's reputation nationally. It is proposed that progress against these indicators is also presented to Cabinet as part of future Integrated Performance Reports, allowing for better consideration of the council's performance that is used in the CPA and Direction of Travel judgements.
8. This revised system of reporting assigns clear responsibility for performance management to each of the partner organisations, including the council, whilst enabling the council to maintain its position as community leader by retaining an interest in the performance of its partners through the bi-monthly Integrated Performance Reports.
9. A process-map showing the proposed revised reporting framework is at **Appendix A**.
10. As previously agreed by Cabinet, the Overall Improvement Plan ceased at the end-of-April, with aspects of improvement becoming part of the Business Transformation Programme. In addition to monitoring of the above indicators, exceptions to the programme should be reported as part of future Integrated Performance Reports.
11. Risk, Revenue and Capital monitoring will continue to be an integral part of the Integrated Performance Reports, with the end-of-year position in respect of Revenue and Capital Budgets being reported separately to coincide with the closure of accounts, as they were last month.

Corporate Risk monitoring

12. **Appendix B** contains the corporate risk register, which shows the current corporate risks facing the Council in terms of operations, reputation and external assessment and the actions required in order to keep the register up to date.
13. The following table summarises the corporate risk register at the end of May 2007. The analysis covers the assessments of risk where no controls are in place and an assessment of the residual risk with control measures implemented.

Priority Rating	Assessment of Risk (no controls in place)	Assessment of Risk (control measures implemented)
High	16	6
Medium	5	11
Low	2	6
TOTAL	23	23

14. This shows that the majority of risks (16 out of 23) are in the highest category before controls are in place. After the control measures are implemented 6 of these 16 remain as high (the control measures are being reviewed by the Corporate Risk Manager to assess their effectiveness), 7 move to the medium category and the remaining 3 move to low.
15. In order that the Corporate Risk Register becomes a working document to assist CMB in managing the Council's corporate risks, regular monitoring of each risk must take place on a two monthly basis. This will then be provided to the relevant Directorate Management Teams.
16. The register attached to this report now provides an additional column providing guidance as to action that may need to be taken to update and review the risk in question.
17. Other risks need to be reviewed, as they remain High even after the risk control measures are in place. A review of the measures needs to be undertaken to see if they are having the desired affect within the relevant time frame.
18. A new risk (CR24) has been added to incorporate Phase 4 of the Herefordshire Connects project and in particular the risks of slippage in the completion date for this phase.

Alternative Options

Future Integrated Performance Reports are presented in the same format as in 2006-07.

Risk Management

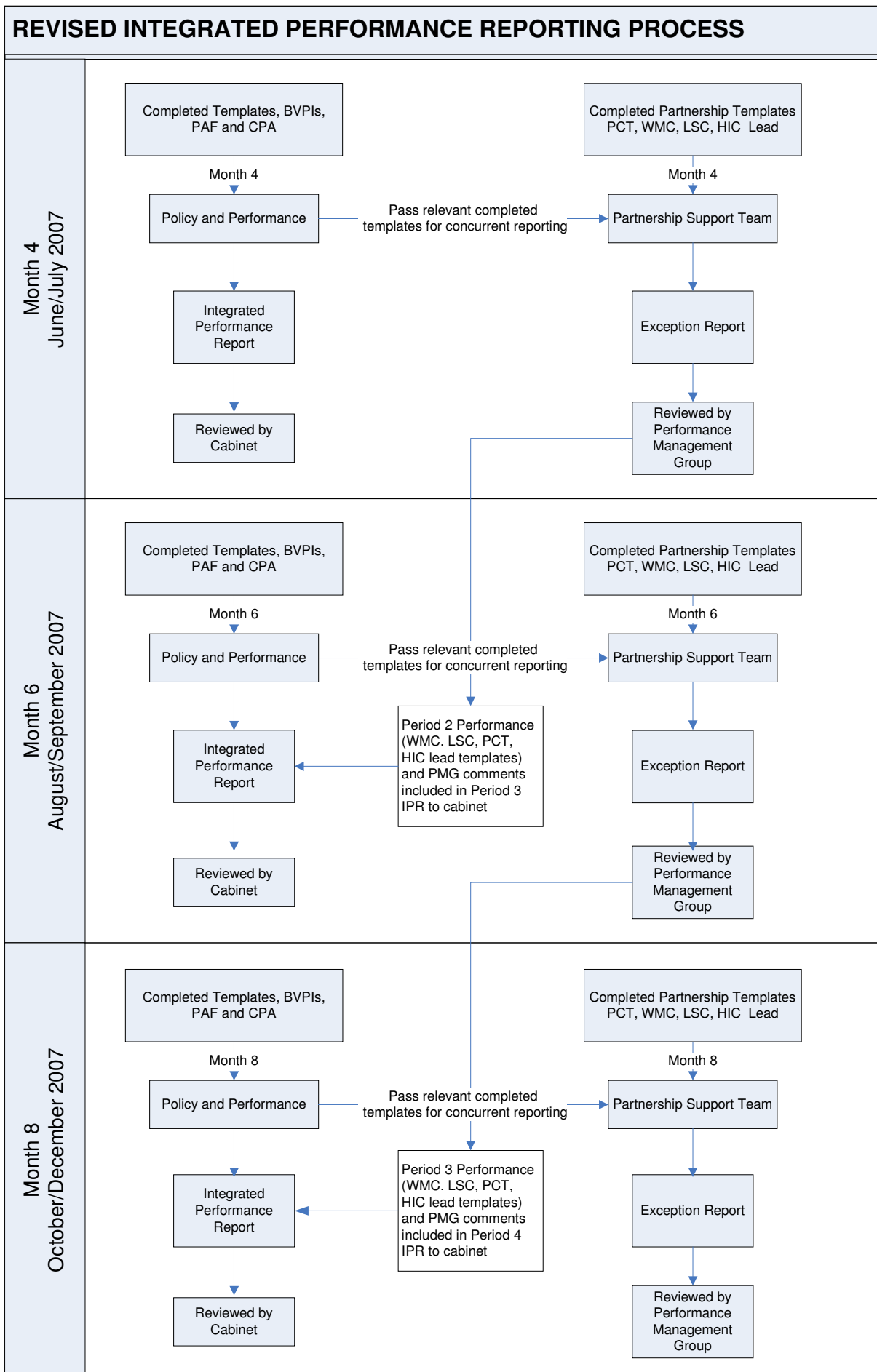
Effective performance reports and their follow-up are an essential element in the management of risks.

Consultees

Relevant internal officers have been consulted. The proposals for revised reporting arrangements will be presented to the Herefordshire Partnership Performance Management Group on 16th July.

Background Papers

None identified.



The above process will be repeated for Month 10, with final outturn being reported at year-end in the Month 12 report.

Managing Risk - Corporate Risks



Stage One					Stage Two					
Identified Risk Area	Risk Reference Number	Assessment of Risk (Assume NO controls in place) using risk matrix			Risk Control Measures	Responsible Directors	Assessment of Residual Risk (With control Measures implemented)			Action Required
		Impact (Severity)	Likelihood (Probability)	Priority Rating			Impact (Severity)	Likelihood (Probability)	Residual Priority Rating	
Ensuring the Council secures the completion of the formal engagement with the DFES on Children and Young People's outcomes and project and performance management	CR1	4	3	High	Success criterion agreed with GOWM for reduction in level of their involvement by October 2007.	SM	3	2	Medium	Should also be contained within the C&YPS Directorate risk register and this should be noted at the feedback meeting on 11/06/07
Corporate spending pressures outweigh the level of resources available to meet them. Particular pressures prevalent in Adult Social Care.	CR2	4	4	High	Medium Term Financial Strategy now adopted by Council and highlights the need for corporate capacity to be created to meet future spending pressures. Potential overspends on social care, ICT services 2nd capital budgets have been reported via the IPR process. Successful delivery of the Herefordshire Connects programme is needed to ensure cash is released to support the planned investment in corporate priorities.	ALL/SR	4	3	High	
Herefordshire Connects: Programme does not go through robust investment appraisal and subsequent savings not being realised leading to service cuts.	CR3	4	4	High	Robust appraisals are carried out based on hard data, comparative and sensitivity analyses and deliverability. Strong corporate governance arrangements are in place. Business Transformation Board created and the new governance arrangements approved. Procurement approach agreed and on track. Assessment framework in place. Benefits realisation framework in place and being managed through IPG. The MTFS highlights both the investment required for Herefordshire Connects and the expected savings both in the short and long term. A key risk will continue to be the timing and identification of savings flowing from the programme whilst minimising the risk of service cuts needing to be made to balance the budget.	NP	4	3	High	Benefits Delivery Board membership and Terms of Reference to be confirmed by 15th June 2007.
Failure to maintain CPA "3 star" rating and move from improving adequately to improving strongly	CR4	4	3	High	Capacity created at a senior level and adherence to the Overall Improvement Plan agreed in March. OIP Board now progressing phased handover of remaining work elements to transformation project boards, subject to quality assurance of project board systems.	ALL/NP	3	3	High	Update required as the March referred to is March 2006, Current CPA rating has maintained 3, have control measures worked?
					Use of Resources Improvement Plan being implemented.	SR				

Managing Risk - Corporate Risks



Stage One					Stage Two					
Identified Risk Area	Risk Reference Number	Assessment of Risk (Assume NO controls in place) using risk matrix			Risk Control Measures	Responsible Directors	Assessment of Residual Risk (With control Measures implemented)			Action Required
		Impact (Severity)	Likelihood (Probability)	Priority Rating			Impact (Severity)	Likelihood (Probability)	Residual Priority Rating	
					Considerable work has taken place in embedding a strong performance management framework including structured meetings between Chief Executive and Directors. Performance Improvement Managers have been appointed for all Directorates.	NP/JJ				
96 Business continuity management	CR5	3	4	High	Substantial capital investment made in ICT network and disaster recovery arrangements. Workshops held for all directorates and service continuity plans have been prepared and due for testing during the year in business critical systems and services. Monthly checks made to ensure amendments are made to all plans. Annual update of Community Risk Register to inform the review process of Council emergency response plans in support of the emergency services and the Council's arrangements to assist recovery and return to normality of the community & environment following an emergency. Bi-annual exercising of the Emergency Response Team. Annual exercising of emergency response plans.	ALL/NP	3	3	High	
The failure of the Herefordshire Jarvis arrangements. The risks are both strategic and operational. A failure would occur if Jarvis were to go into liquidation. If Jarvis sell the current Prismo shares to another company there would be a need to ensure an orderly transition of service delivery to the new owner.	CR6	4	3	High	Ensure Council's financial liabilities are covered. Raise awareness of contingency arrangements following creation of contingency plan. Implement actions in relationship development plan	MH	3	2	Medium	Need to ensure that the risks of failure of this partnership with possible transfer remains a high risk within Resources particularly in Property and Environment that is Highways. Update these two risk registers.
Corporate Capacity to deliver a range of changes the Council has embarked upon.	CR7	4	3	High	Programme Management, Clear Leadership and Senior Management Restructuring. Capacity issues identified within CPA inspection and were part of Improvement Plan. A minimum of 20% of corporate directors' time will be spent on corporate issues. Discussed by CMB as part of 2007 PIC and adjustments proposed for the budget. New CMB /SMT joint working has also been launched.	NP	4	2	Medium	Risk to be removed as in fact it is not a risk at all, the 'range of changes' i.e. accommodation, Herefordshire Connects, PST should have their own risk register.

Managing Risk - Corporate Risks



Stage One					Stage Two					
Identified Risk Area	Risk Reference Number	Assessment of Risk (Assume NO controls in place) using risk matrix			Risk Control Measures	Responsible Directors	Assessment of Residual Risk (With control Measures implemented)			Action Required
		Impact (Severity)	Likelihood (Probability)	Priority Rating			Impact (Severity)	Likelihood (Probability)	Residual Priority Rating	
Achievement of LPSA 2 targets and hence the Performance Reward Grant (PRG). Failure to manage future PRG will have a significant and detrimental impact on the Council's ability to invest in future performance gains in services.	CR8	3	3	High	LPSA. Partnership Manager and the Head of Policy & Performance now met regularly with the assigned project manager and have agreed responsibilities for chasing progress and ensuring action. In addition performance indicators are received every 2 months, in line with the Council's performance management arrangements, enabling proactive management through this management group.	SM/GH/MH	3	2	Medium	
Delivery of Local Area Agreement	CR9	3	2	Medium	Financial Management & Review processes also in place.	JJ	3	2	Medium	More detailed description of the control measures needed.
Recruitment and retention of staff where there are national skills shortages and including the impact of Job Evaluation. Ensuring consistent treatment of Equal Pay Claims	CR11	3	3	High	Succession planning as part of management development provision	ALL/DJ	2	2	Low	Does this need a separate scoring, if so residual ratings to be entered along with a description of the risk.
		4	4	High	Utilise SRDs / implement career development posts and conclude job evaluation. 94% SRDs completed by the end of May. HR to support Directorates deliver to identified training needs, to work to Investor in People standard. Focused recruitment activity to support identified shortages e.g. Social Work (Children's), plus development of a workforce plan, and work to implement national data sets. Development of a recruitment strategy for ITC staff begun. Work to set an establishment for the Council has begun. Promote professional development support through training agreements and payment of professional fees. Develop secondment opportunities internally and with partners. Implement Market Forces Supplement. Improving leadership and management through revised management development provision. Pride in Herefordshire approach to be implemented. Implement software to review new pay structure to ensure that it is equality proofed.					
Development of Adult's Workforce Strategy		3	3	High	Senior officer secondment from Hereford PCT to lead on development of the plan	DJ	2	2	Low	

Managing Risk - Corporate Risks



Stage One					Stage Two					
Identified Risk Area	Risk Reference Number	Assessment of Risk (Assume NO controls in place) using risk matrix			Risk Control Measures	Responsible Directors	Assessment of Residual Risk (With control Measures implemented)			Action Required
		Impact (Severity)	Likelihood (Probability)	Priority Rating			Impact (Severity)	Likelihood (Probability)	Residual Priority Rating	
Development of Children's Workforce Strategy		3	3	High	Children's draft workforce strategy now out for consultation	DJ	2	2	Low	
Approach to Diversity: Risk of not achieving level and not improving Standard	CR12	3	2	Medium	Long term development plan produced. EIA action plans to be incorporated into Service Plans and monitored through the performance management process.	JJ	3	2	Medium	
Successful implementation of Accommodation Strategy.	CR13	4	4	High	An Accommodation Strategy Group has been established to review future options for the new Council to consider in June 2007. The Accommodation Board & project team have temporarily been stood down. Key risks to meeting the timetable are lack of accurate establishment data and outcomes from the Worksmart project.	SR	3	2	Medium	Consider moving this element of risk CR13 to HR's own risk register for more frequent monitoring.
					An emerging risk is the move towards flexible working. An initial observation/data analysis study has been commissioned to identify potential flexible working solutions.	DJ/JH	3	3	High	
Herefordshire Connects: Management capacity and capabilities not sufficiently developed to plan in advance, and deliver, the service changes required for realisation of efficiency savings.	CR14	4	4	High	Continual ongoing reassessment of capacity and resourcing requirements, including re-prioritisation where appropriate.	NP	4	3	High	Has on going reassessment enabled this risk to be scored differently? Updated 07/06/07. Detailed Work Packages (Programmes of Work) in each area to be developed for the next Phase. These will then be signed off by Directors and Key Managers. These will detail the management capacity required
Timetable for the establishment of a Public Services Trust for Herefordshire	CR15	3	2	Medium	A Project Manager appointed. Steering group and work streams established.	NP	3	2	Medium	Although there is a jointly produced risk register for each of the work streams, consideration should be given to assessing all of the risks to the authority alone.

Managing Risk - Corporate Risks



Stage One					Stage Two					
Identified Risk Area	Risk Reference Number	Assessment of Risk (Assume NO controls in place) using risk matrix			Risk Control Measures	Responsible Directors	Assessment of Residual Risk (With control Measures implemented)			Action Required
		Impact (Severity)	Likelihood (Probability)	Priority Rating			Impact (Severity)	Likelihood (Probability)	Residual Priority Rating	
Failure of Waste Management Contract leading to failure to meet diversion targets and the potential for the Authority to be paying £150 per tonne extra on our missed target tonnages. Failure of the contract would also lead to the loss of PFI credits	CR16	4	3	High	Ongoing commitment from Herefordshire and Worcestershire to retaining the existing contract. The incorporation of subcontractors into the existing contract as a variation should enable adequate waste to be diverted to ensure the authority does not become subject to penalties under the Landfill Allowance Trading Scheme (LATS). Herefordshire and Worcestershire have an agreement to Trade LATS between the two authorities at "no cost" to offset risks - this risk needs to be formalised. The failure of negotiations with ReEnergy means that the issue of MWM identifying and introducing a new sub-contractor will need to be monitored to ensure early warning can be given of likely timescales for the negotiations and implementation of a varied contract. Because of the timescales involved in delivering a variation to the Contract it will be necessary to offset our risks of LATS penalties by maximising our recycling performance, through Waste Collection, to deliver increased diversion from landfill.	MH	4	2	Medium	
Use of Resources Judgement	CR17	4	2	Medium	Potential negative impacts on the 2007 UoR assessments include external audit follow up work on fundamental systems, budget variations and service inspection results.	SR	3	2	Medium	
Benefits CPA Score 2007	CR18	2	2	Low	The BFI Performance Measures have been monitored closely. We are on track to regain a 3 score based on 2006/07 performance.	SR	2	2	Low	
	CR19	4	3	High	Significant work has taken place over the last 18 months to produce effective service continuity plans to mitigate the effects of major incidents on the delivery of essential services. Service impact assessments and continuity plans require constant review and updating and the monthly 'second Tuesday' updates from Heads of Service and Key Managers are an integral part of that process.	ALL/NP	2	2	Low	Suggest incorporate this into risk CR5

Managing Risk - Corporate Risks



Stage One					Stage Two					
Identified Risk Area	Risk Reference Number	Assessment of Risk (Assume NO controls in place) using risk matrix			Risk Control Measures	Responsible Directors	Assessment of Residual Risk (With control Measures implemented)			Action Required
		Impact (Severity)	Likelihood (Probability)	Priority Rating			Impact (Severity)	Likelihood (Probability)	Residual Priority Rating	
Herefordshire Connects - selection of preferred supplier and technical platform	CR20	4	3	High	Contract third party to carry out independent evaluation of the process	NP	2	2	Low	Updated 07/06/2007 - the technology review has been completed and a recommendation has been to the Programme Board.
Herefordshire Connects programme - not proceeding; Council insolvent within two years	CR21	4	3	High	Ensure Herefordshire Connects programme in place, and delivers.	NP	3	2	Medium	Updated programme is proceeding
Herefordshire Connects - Insufficient account taken of the PST in development of the Herefordshire Connects Programme	CR22	4	3	High	Establishment of work streams mapping out interfaces. Discussions with potential suppliers throughout procurement process. PST work streams produce regular risk registers which are fed into the Steering Group including those relating to IT infrastructure	NP	4	2	Medium	Updated 07/06/07 - involvement with PST group to be increased. The risks to the authority in relation to the PST have only been recognised in connection with Herefordshire Connects. Therefore although this venture is an opportunity the risks to the authority should be noted.
Failure to respond adequately to the local government white paper strong & prosperous communities	CR23	2	2	Low	CMB/SMT work streams chaired by Head of Policy & Performance reporting to Director	JJ	2	1	Low	Detailed actions to come from Head of Policy & Performance
Herefordshire Connects - Negotiations take too long and the Phase 4 start date slips leading to slippage in the completion date for this Phase 4 due to the Summer holidays etc.	CR 24	3	2	Medium	Provide regular updates to CMB and Members Reference Group	JJ	2	1	Low	Update report going to Cabinet 07th June. Members Reference Group updated on 31st may 2007.

Signed: _____

Position: _____

Date: May 2007 _____

COMMUNITY FORUMS

PORTFOLIO RESPONSIBILITY: CORPORATE AND CUSTOMER SERVICES AND HUMAN RESOURCES

CABINET

12TH JULY, 2007

Wards Affected

County-wide

Purpose

To receive a report on the pilot Community Forum/Partners and Communities Together (PACT) meetings in November 2006, February 2007 and May/June 2007.

Key Decision

This is not a key decision.

Recommendation

That the report be noted.

Reasons

To comply with the agreement that issues raised and discussed at Community Forums should be presented to Cabinet.

Considerations

1. These Forums were the first in a pilot scheme to combine Herefordshire Council Community Forums with the West Mercia Constabulary Communities and Partners Together (PACT) meetings.
2. For the pilot scheme, the number of meetings in each round was increased from six to nine, and the format was changed. Instead of a formal agenda and presentations on Council issues, the Forums became a platform for members of the community to raise issues of local concern for response by members of the Herefordshire Partnership. In practice, most issues have been for Herefordshire Council or West Mercia Constabulary. However, interest has recently begun to extend to parish and town councils, Herefordshire Housing and other bodies. All the issues raised were noted and taken away for response at the next Forum.
3. For the purposes of the pilot, the Forums were not chaired, as previously, by selected ward councillors. The first two rounds were chaired by Councillor Roger Phillips, Leader of Herefordshire Council; Mr Neil Pringle, Chief Executive of Herefordshire Council and Chief Superintendent Mark Turner, the Divisional Commander for West Mercia Constabulary (WMC). For the third round, in May/June 2007, it was decided to trial independent Chairing. Five Forums were chaired by Richard Gething, Chair of Herefordshire Association of Local Councils (HALC), and a member of the Herefordshire Partnership Board and one by Russell Hamilton, Public Service Trust Project Director.

The other three Forums were chaired by Chief Superintendent Mark Turner (WMC), Mr Neil Pringle, the Council's Chief Executive and Mrs Jane Jones, the Council's Director of Corporate and Customer Services. A list of Chairs is at Appendix 1.

4. Appendix 2 contains an analysis of the proportion of issues for each of the main partners and an analysis of the Council issues by directorate. Around 60% of issues raised concerned Herefordshire Council's areas of responsibility. About 14% were issues for which both the Council and West Mercia Constabulary had some responsibility. Around 80% of issues raised for the Council were for the Environment directorate, and 60% of these issues (49% of the total), were for the Highways and Transportation Department.
5. Appendix 3 contains an analysis of the number of people attending each round of Forums. This helps to assess the level of interest in the Forums over the three pilot rounds held in November 2006, February 2007 and May/June 2007. It also compares the attendance figures for the pilot new-style Forums with attendance at the four rounds of the previous Community Forums in 2006.
6. A summary of the attendance figures shows the following:

	Nov 06	Feb 07	May/June 2007
North Wye	28	15	18
South Wye	15	19	13
Ross-on-Wye	52	21	30
Ledbury	22	29	29
Bromyard	47	12	13
Leominster	28	30	16
Kington	21	13	15
Hereford Rural	15	5	4
Golden Valley	24	16	18
Total	252	160	156

Average attendance was 28 in November 2006; 18 in February 2007 and 17 in May/June 2007. The average across all Forums for the three pilot rounds was 21. This compares with an average attendance of 14 for the four rounds of the previous style of forums in the year 2006. The highest attendance at the pilot rounds of Community Forum/PACT was 52 at Ross-on-Wye in November 2006 and the lowest was 4 at the Hereford Rural forum in May/June 2007.

7. The Forums were extensively advertised using the local press, posters and flyers. Information was also sent to every Parish Clerk explaining the importance of Forums and asking them to inform all Parish Councillors.

Consultees

Cabinet Members and the Leader of the Council.

Chairing of Forums

Forum	Chairs		
	Nov 06	Feb 07	May/June 07
South Wye	Cllr Roger Phillips	Neil Pringle, HC	Richard Gething, HALC
Hereford Rural	Mark Turner, WMC	Cllr Roger Phillips	Richard Gething, HALC
North Wye	Neil Pringle, HC	Neil Pringle, HC	Russell Hamilton, PST Project Director
Kington	Cllr Roger Phillips	Cllr Roger Phillips	Mark Turner, WMC
Golden Valley	Cllr Roger Phillips	Mark Turner, WMC	Neil Pringle, HC
Bromyard	Neil Pringle, HC	Cllr Roger Phillips	Richard Gething, HALC
Ross-on-Wye	Mark Turner, WMC	Neil Pringle, HC	Richard Gething, HALC
Ledbury	Neil Pringle, HC	Mark Turner, WMC	Richard Gething, HALC
Leominster	Mark Turner, WMC	Mark Turner, WMC	Jane Jones, HC

Issues raised at Forums

Table 1

Forum	Herefordshire Council issues				West Mercia Constabulary				Issues for both organisations			
	Total	May/Jun 07	Feb-07	Nov-06	Total	May/Jun 07	Feb-07	Nov-06	Total	May/Jun 07	Feb-07	Nov-06
North Wye	34	12	14	8	12	0	4	8	7	2	2	3
South Wye	6	3	3	0	14	5	7	2	10	1	8	1
Hereford Rural	16	5	8	3	15	6	2	7	4	2	1	1
Kington	38	21	12	5	11	5	4	2	4	0	3	1
Bromyard	34	12	15	7	7	4	2	1	5	0	2	3
Leominster	28	10	10	8	11	6	3	2	7	5	5	2
Ledbury	31	16	11	4	16	3	7	6	4	1	3	0
Ross-on-Wye	43	7	22	15	22	5	9	8	6	4	1	5
Golden Valley	35	18	14	3	8	6	1	1	4	0	3	1
Total	266	104	109	53	116	40	39	37	60	15	28	17

	Total	May/Jun 07	Feb-07	Nov-06	%
WMC	116	40	39	37	26%
HC	266	104	109	53	60%
Both	60	15	28	17	14%
	442	159	176	107	

Table 2**Analysis of Council issues**

Directorate	November 06	February 07	May/June 07	Total	%
Highways & Transportation	42	64	39	145	49%
Environmental Services (other than Highways)	14	39	40	93	31%
Corporate & Customer Services	3	8	13	24	8%
Children & Young People's Services	3	10	3	16	5%
Adult & Community Services	1	9	5	15	5%
Resources	0	5	0	5	2%
	63	135	100	298	

N,b. Figures do not tie in exactly with those shown in HC/WMC split because of variations in counting. Some issues counted as a single issue in Table 1 split into several points for directorates to deal with and have been counted as separate issues in Table 2. Similarly, some complex issues may cut across more than one directorate. However, the figures give a broad indication of the proportion of issues raised for each directorate.

Attendance at Forums

“Old style” Community Forums 2006

Forum	Attendance				
	Totals & average	October 2006	July 2006	April 2006	January 2006
Hereford City	71 (18)	9	14	20	28
Golden Valley	95 (24)	16	19	10	50
Ross-on-Wye	46 (12)	9	3	7	27
North Herefordshire	46 (12)	11	10	12	13
Central Herefordshire	26 (7)	6	14	3	3
East Herefordshire	35 (12)	9	Cancelled	10	16
Total	319	60	60	62	137
Average	14	10	12	10	23
Average Oct, Jan & April = 14					

“New style” Community Forums 2006/7

Forum	Totals & average	May/June 2007	February 07	November 06
South Wye	47 (16)	13	19	15
Hereford Rural	24 (8)	4	5	15
North Wye	61 (20)	18	15	28
Kington	49 (16)	15	13	21
Bromyard	72 (24)	13	12	47
Leominster	74 (25)	16	30	28
Ross-on-Wye	103 (34)	30	21	52
Ledbury	80 (27)	29	29	22
Golden Valley	58 (19)	18	16	24
Total	568 (21)	156	160	252
Average 21		Average 17	Average 18	Average 28

LOCAL DEVELOPMENT FRAMEWORK – CORE STRATEGY ISSUES CONSULTATION

PORTFOLIO RESPONSIBILITY: ENVIRONMENT AND STRATEGIC HOUSING

CABINET

12TH JULY, 2007

Wards Affected

County-wide

Purpose

To report upon the meeting of the LDF Task Group on the 25th June, 2007 and to endorse the suggested approach to the Core Strategy Issues public consultation to be undertaken in September and October.

Key Decision

This is not a Key Decision.

Recommendation(s)

- THAT (a) The approach to the consultation upon the Core Strategy Issues Consultation as suggested in paragraphs 4 and 5 below be agreed; and**
- (b) The Cabinet Members covering the portfolio areas of Environment and Strategic housing, Highways and Transportation and Economic Development and Community Services be given delegated authority to approve the list of issues and scope of a questionnaire to be published as part of the public consultation upon Core Strategy.**

Reasons

To ensure that a comprehensive consultation exercise is undertaken upon the identification of issues and the development of a vision for the Core Strategy in accordance with the approved Local Development Scheme.

Considerations

1. At its meeting on 22nd March 2007 Cabinet resolved to establish a LDF Task Group with Herefordshire Council and Partnership representatives as a first step in developing a collaborative approach to guiding work on the Core Strategy. The Local Development Framework is required to be aligned clearly to the Community Strategy. The LDF Task Group was identified as a mechanism to enable this relationship to be established.

Further information on the subject of this report is available from
Kevin Singleton, Team Leader: Strategic Planning (01432) 260137

2. The LDF Task Group comprises Herefordshire Council Cabinet Members covering the portfolio areas of Environment and Strategic Housing, Highways and Transportation, and Economic Development and Community Services together with Herefordshire Partnership Board representatives for community, economy and environment.
3. The first meeting of the Task Group took place on 25th June. In addition to considering the links between the Community Strategy and the LDF, the discussions at the meeting began to focus upon the key issues for developing the vision for Herefordshire in the Core Strategy. The identification of the issues will be important in establishing the content of the documents produced for the period of public consultation planned to be undertaken in September and October.
4. The suggested approach for the Issues consultation intended to take place in the autumn is for the preparation of a short leaflet outlining some of the main issues identified for the County. Accompanying the leaflet will be a questionnaire designed to explore the main issues further, ensure that the public and other stakeholders are able to identify other issues which have been missed, and provide some guidance regarding how the issues can be used to develop a vision for the County and subsequently inform the preparation of options for the Core Strategy.
5. In addition to the publication of a leaflet and questionnaire the issues consultation arrangements will include:
 - a visioning event – involving a variety of stakeholders to provide a steer on the strategic vision to be included within the Core Strategy;
 - media releases – to inform the general public of the consultation and how they may get involved;
 - mail outs to stakeholders;
 - meetings with interest groups; and
 - local exhibitions.
6. A list of 14 potential issues were identified to the group which had been identified through a range of processes by stakeholders, other groups and the general public; these are reproduced in Appendix 1. These include issues which have been identified in public response to the current Herefordshire Matters article on this matter, as well as those arising in the Community Strategy for Herefordshire. The Task Group were unable to complete the process of identifying a comprehensive set of issues and a further meeting has been arranged on 19th July to complete this exercise.
7. In order to enable the content of the consultation documents to be finalised and printed for publication in September it is recommended that delegated authority be given to the three Cabinet Members on the LDF Task Group to agree the list of issues and scope of the proposed questionnaire.

Financial Implications

None identified.

Risk Management

The identification of a comprehensive set of issues for the Core Strategy in collaboration with stakeholders is a key stage in preparing the document. Not to engage with the

community at this stage in the process risks the Core Strategy being found unsound at Examination.

Alternative Options

There are no alternative options to undertaking consultation as part of community engagement upon the Core Strategy.

Consultees

None

Appendices

Appendix 1 – Provisional list of Core Strategy issues.

Background Papers

Local Development Task Group, Cabinet Report 22nd March 2007

1. Climate change
2. Ageing population and loss of younger generations
3. Diversification of the economy
4. The need to capitalise on educational achievements
5. Housing provision including affordable homes
6. Better access to services and facilities
7. Transportation and communications
6. Improving air quality
7. Better waste management
8. Better use and management of water
9. The regeneration of the County
8. Protecting and enhancing environmental assets
9. Access to sport and recreation
10. Tourism and culture



CONCESSIONARY FARES SCHEME FOR OLDER PEOPLE AND THOSE WITH A DISABILITY

PORTFOLIO RESPONSIBILITY: HIGHWAYS AND TRANSPORTATION

CABINET

12TH JULY, 2007

Wards Affected

County-wide

Purpose

To consider the revisions necessary to the Council's Concessionary Travel Scheme to take account of new statutory requirements from 1st April, 2008.

Key Decision

This is a key decision because it is likely to result in the Council incurring expenditure above agreed budgets for the service or function (shown as a line in the budget book) to which the decision relates but allowing for virements between budget heads and savings within budget heads of up to £500,000. It is also significant in terms of its effect on communities living or working in Herefordshire in an area comprising one or more wards.

It was included in the Forward Plan for consideration by Cabinet.

Recommendation(s)

THAT

- (a) **the area of the scheme, as shown in Schedule 2 of the scheme document, should be amended so that the statutory minimum scheme allows travel throughout England and the enhanced scheme allows travel on all journeys commencing or terminating in Herefordshire on through buses into Wales, as well as to journeys between Presteigne and Knighton, where both ends of the journey are in Wales.**
- (b) **where appropriate, reciprocal agreements be entered into with neighbouring English authorities to preserve the existing benefits of the enhanced scheme applying to cross-boundary journeys.**
- (c) **the eligibility criteria under the enhanced scheme be amended to allow disabled persons unable to travel independently to be**

Further information on the subject of this report is available from
Jim Davies, Public Transport Manager on (01432) 260948

accompanied by a companion.

- (d) appropriate arrangements be put in place to issue new passes in the form of smartcards.**

Reasons

The Concessionary Travel Act 2007 will require Herefordshire Council and all other Travel Concessions Authorities (TCAs) to replace existing concessionary bus passes with a national standard smartcard and will revise the statutory minimum level of concession to allow travel throughout England.

Considerations

A. Background

1. The Council currently operates a Concessionary Travel Scheme for residents aged 60 and over and certain residents with a disability. The statutory minimum scheme is for free bus travel (excluding National Express coach services) within the administrative area of the authority between 09.30 and 23.00hrs on Mondays to Fridays and at all times at weekends. The Council also exercises powers under the Transport Act 1985 to enhance the minimum scheme to allow passholders to travel before 09.30hrs, after 23.00hrs and to make journeys across the county boundary on through buses.

B. New Statutory Requirements and Proposed Changes to Herefordshire's scheme

2. The Concessionary Travel Act, 2007 will extend the statutory entitlement of passholders from free travel within the administrative area of the issuing TCA to free travel throughout the administrative areas of every TCA in England. It is necessary to amend the Council's current scheme to incorporate this new requirement.
3. Under the Act, concessionary passes will be valid outside the administrative area of the issuing authority for only the statutory minimum scheme. Any enhancements to the minimum scheme that Herefordshire Council wishes to provide under the 1985 Transport Act would only apply within Herefordshire. In order to preserve existing benefits to Herefordshire passholders and to ensure that the new scheme does not disadvantage Herefordshire residents it will be necessary to vary the provisions of the current scheme to reflect the new position and, where appropriate, to enter into reciprocal agreements with neighbouring authorities.
4. The Council is required, under legislation, to grant travel concessions to people with specified disabilities. A number of such recipients are, however, unable to take advantage of the concession by virtue of being unable to travel independently. The Council has powers under the 1985 Transport Act to allow these passholders to travel with a companion under the Concessionary Travel Scheme and exercising these powers will allow all those persons currently eligible for concessionary travel to take advantage of their entitlement. Neighbouring authorities, including Malvern Hills District Council, already offer this concession. Following their experience, the number of "companion" passes issued is likely to be fewer than 100, based on the

number of passes already issued to persons with a disability and taking into account that only a small proportion of disabled people are unable to travel without assistance. Reimbursement costs are based upon usage and as the target group are likely to make only essential journeys the additional cost of allowing a companion to travel under the scheme is likely to be marginal in terms of the overall budget for the scheme.

C. Requirement to issue new passes

5. The Council currently issues eligible persons with a concessionary pass in a paper-based format. The legislation will require passes used after 1st April 2008 to be of a standard design and in the form of machine-readable smartcards. TCAs are not required to read the smartcards electronically, and it is not proposed initially to do so locally as bus operators have not equipped their vehicles with the necessary hardware, but the cards must be capable of being used in "smart" mode in areas where the technology is in use.
6. A publicity campaign to raise public awareness of the new national concession, and of the need to obtain a new smartcard will be required in advance of the change. Guidance from the Department for Transport is that applications from holders of existing passes should be invited during August 2007 and the timing of the campaign should reflect this advice.

D. Financial Implications

7. The financial implications of the required changes can be split into two parts, current year implications and ongoing revenue implications.
8. During 2007/8 a number of set-up costs for the new scheme will be experienced. These have so far been estimated as follows:
 - a) Purchase of 25,000 smartcards through the proposed framework agreement at a cost, estimated by the DfT, of £2.90 per card, giving a total cost of £72,500, depending upon final number of passes issued and the cost of each pass.
 - b) Publicity costs of raising public awareness and advising the public of the change and ensuring that existing passholders are aware of the need to replace their pass, estimated at £10,000
 - c) Project management cost of ensuring that the project is delivered effectively and complies with requirements of the Herefordshire Connects programme - £20,000
 - d) Cost of receiving and verifying applications from existing passholders and from additional applicants attracted by the improved scheme, estimated to be in the region of £25,000, subject to the level of demand for passes.
9. The government has indicated that it will provide funding to TCAs to assist in meeting the additional start-up costs in 2007/8. Confirmation of this funding is still awaited but from the indications so far received there is a reasonable expectation

that it will cover the expected costs.

10. There may be a certain level of continuing Financial Implications for the Council's revenue budgets in operating the new scheme. The Concessionary Travel Act also changes the basis of reimbursement to bus operators of revenue foregone through participation in concessionary fares schemes, which could have financial implications for 2008/9 and future years. The reimbursement cost for each journey undertaken will be borne by the local authority in whose area the journey commences, rather than by the authority that issues the concessionary pass. The cost to the Herefordshire scheme will therefore depend upon the balance between the savings made in the case of journeys made by our passholders that currently commence outside Herefordshire and the number of trips made by holders of passes issued by other authorities that begin in the county and is difficult to predict at this stage.
11. For 2008/9 and subsequent years the Department for Transport has previously indicated that a sum of £250m will be available to local authorities nationally to meet the additional costs of the revised scheme. There is, however, as yet no indication of how this sum will be allocated between authorities or whether it will be paid as a specific grant or through the FSS system.

D. Conclusion

12. The extension of the Concessionary Travel Scheme to enable travel throughout England will be of benefit to passholders within Herefordshire. The Department for Transport is still developing detailed arrangements at the national level. However, in order to ensure that the new scheme is available to Herefordshire residents, it is necessary to confirm the form of the Herefordshire scheme and put in place arrangements for new passes to be issued in time to meet the national deadline of 1st April 2008.

Risk Management

The following key risks have been identified.

- 1 The Council may find itself unable to issue smartcards to eligible residents by the target date.
- 2 The additional funding allocated by government may not cover the set-up costs or the additional operating costs of the scheme.

Risks will be mitigated by following government guidance on setting up the new scheme and, in particular, by being prepared to take up any alternative options made available by the DfT such as the issue of temporary paper-based national concession cards should the production of smartcards be delayed and by allowing existing passes to continue to be used for local travel after 1st April 2008. The funding risk should be mitigated by ensuring the Council allocates the full amount of additional grant or FSS funding appropriately.

Alternative Options

Provision of free transport to the new minimum standard is a statutory obligation and

there is no alternative option.

There is an option not to issue “companion” passes to eligible applicants. This would prevent certain people with a disability from exercising their right to free bus travel if they could not travel independently and could be construed to be discriminatory towards persons with a disability.

Consultees

Bus operators, through the Bus Operators Forum.

Appendices

Appendix 1 –

Concessionary Travel Scheme for Older People and Those with a Disability 1st April 2006.

Background Papers

Department for Transport Concessionary Bus Travel Bulletin No. 5 - 5th April 2007

County of Herefordshire District Council

**Concessionary Travel Scheme
For older people and those with a disability**

**Scheme details including
Explanatory Notes for bus operators**

Scheme Commencing 1st April 2006

Published: 27 February 2006

County of Herefordshire District Council

Concessionary Travel Scheme

1. Introduction

1.1 This concessionary travel scheme is made in accordance with and subject to the Transport Act 1985 ("The 1985 Act"), the Transport Act 2000 ("The 2000 Act") The Travel Concessions (Eligibility) Act 2002 (The "2002 Act") the Travel Concessions Schemes Regulations 1986 (SI 1986 No. 77) . ("The regulations").and the Travel Concessions (Extension of Entitlement) (England) Order 2005" ("The 2005 Order") It is made by the County of Herefordshire District Council ("The Council") to provide, where appropriate, concessionary travel to older people and certain people with disabilities.

2. Type of Concession

2.1 The 2000 Act and the 2005 Order set out the statutory minimum requirement for concessionary travel schemes. The 1985 Act allows the Council to enhance the statutory scheme. The level of concession offered under the combined legislation is set out in schedule 2

2.2 Persons eligible to receive concessions will, upon application, be issued with a pass entitling the holder to the travel concessions set out in schedule 2. The Council may, from time to time, in circumstances that it considers appropriate, allow alternative documents to be used.

2.3 Travel will be subject to the standard conditions applying to the concessionaire, which are printed on the pass.

3. Area of the Scheme

3.1 The Statutory Minimum Scheme applies to the administrative area of the County of Herefordshire District Council.

3.2 Unless otherwise specified in schedule 2 the, enhanced scheme will apply to all journeys made within the county of Herefordshire and to journeys starting or finishing in Herefordshire which cross the county boundary and commence or terminate in the counties of Gloucestershire, Monmouthshire, Powys, Shropshire and Worcestershire.

4. Services covered by the scheme

4.1 Unless otherwise specified in schedule 2 the scheme will apply to all registered Local Bus Services within the Area of the scheme and such other public passenger transport services as may be specified in schedule 2.

5. Times when concession applies

5.1 The Statutory Minimum Scheme applies between 0930 and 2300hrs Mondays to Fridays and at all times on Saturdays, Sundays and Bank holidays.

The enhanced scheme concession will apply seven days a week and at all times of day, except where indicated in schedule 2.

6. Eligibility Qualifications

6.1 All those persons specified in Schedule 1 hereto who have been issued with, and are in possession of, a valid pass or other recognised eligibility document.

7. Commencing date of the scheme

7.1 The scheme will commence on 1st April 2006

8. Dates of Admission

8.1 The initial admission date to the scheme will be the date of commencement. Any new eligible service will be admitted to the scheme from the date on which it first operates or not later than 28 days from the date of the operator's application to participate in the scheme, whichever ever last occurs. Services that are subject to a Participation Notice will be admitted to the scheme on the date at which the Notice takes effect.

9. Calculation of reimbursement to operators

9.1 The fundamental principle of the scheme will be to ensure that operators are no better off and no worse off due to their participation in the scheme.

9.2 Reimbursement calculations will be based on an estimate of fares lost taking into consideration a factor to account for the additional travel activity generated by the granting of the concession as shown in Schedule 3.

9.3 Operators are required to provide regular data:

- detailing the number of concessionary passengers carried.
- detailing where practical the actual journeys undertaken.
- enabling an accurate and effective assessment of average fares to be calculated on a service by service basis including, where required, appropriate season tickets where these are offered commercially as an alternative to standard return tickets.

From time to time operators may be requested to provide sample data that identifies separately the number of trips commencing prior to 0930 and, where practicable, to identify separately those journeys which cross the county boundary.

9.4 In the case of services operated under cost-based contracts (where revenue passes to the Council) operators should not submit claims for reimbursement for passengers carried under the scheme. They should, however, fulfill the requirements of clause 9.3 and supply sufficient data to allow the Council to calculate the value of concessionary travel made.

9.4.1 In the case of cross-boundary services operated under cost-based contracts (where revenue passes to the Council) operators should claim reimbursement from the travel concessionary authorities in the areas outside Herefordshire through which the service passes and should include such revenue with their invoices for the contracts concerned.

9.5 The Council will make available a cash advance to any operator, against which actual claims will be discounted.

9.6 The Council reserves the right to impose a minimum amount payable at any one time, subject to negotiation and notification in writing with individual operators. Operators likely to submit small claims are advised to submit quarterly claims, taking advantage of the cash advance system to ensure that their cash flow does not detrimentally affect their commercial viability.

9.7 The Council will, if they have reason to believe that the abovementioned standard method is inappropriate to a particular operator, make alternative provision for net revenue loss sustained by that operator to be reimbursed.

10 Additional Costs

10.1 In addition to reimbursement of revenue foregone the Council will recompense operators for additional costs incurred as a result of participation in the scheme.

10.2 Such additional costs will be reimbursed where they can be clearly identified and to the extent to which they have been incurred due to participation in the Scheme. In the case of costs incurred through the operation of additional journeys or enhanced frequencies account will be taken of additional revenue gained from farepaying passengers as a result of such enhancements.

10.3 Claims for reimbursement of additional costs will be dealt with on a case-by-case basis and will be paid when sufficient information becomes available. Payments will be subject to regular review.

10.4 Operators that can demonstrate that additional costs have been incurred through participation in the scheme should contact the scheme's administrators to seek reimbursement.

11. Payment to Operators

11.1 Payments to operators will be made monthly, or quarterly, in arrears, on receipt of claim and supporting data. The Council may appoint agents to administer the scheme and the reimbursement payments.

11.2 Operators must provide the administrators of the scheme with appropriate data to enable an assessment to be made of their revenue foregone due to participation in the scheme. Spreadsheets will be provided to assist in this process, which must be supported as appropriate with evidence of travel. Invoices for payment will not be accepted. It is the responsibility of the operator to make a claim for reimbursement.

11.3 In order to ensure that claims are being administered effectively and that apportionment to districts is correct operators must supply the administrators with relevant timetables, fare tables and details of any fares incentives or season tickets. Revised timetables should be supplied when significant variations are made to either the route or number of journeys operated, and changes to fares and discounted deals should be notified as appropriate.

11.4 The Council reserves the right to require an operator to supply to itself or its agents at intervals of not less than twelve months a certificate of accuracy and completeness (within the meaning of Regulation 16 of the regulations) of its total revenue and passengers in the initial and in each succeeding three monthly period to which the scheme relates.

12. Passenger Surveys

12.1 An operator participating in the scheme will allow accredited representatives of the Council holding a valid authority to travel free of charge on vehicles of the operator for the purpose of:

- a) surveying, counting or estimating the number of passengers and the fares paid by those passengers.
- b) obtaining information on other matters relating to the journeys made by passengers who are eligible to receive concessions and necessary to the calculations by the Council of reimbursement payments.

12.2 Any operator taking part in the scheme will, at the Council's request, use such ticket machines as may be provided by the Council and will provide the Council with such information as they require to calculate reimbursement payments.

13 Changes in Service and Fares

13.1 Any operator participating in the scheme will supply the Council with details of any changes to fares or services on which concessions are available within seven days of that change taking effect.

14. Participation in and withdrawal from the Scheme

14.1 Operators are required by the legislation to participate in the statutory minimum scheme. They do have the right to decline to participate voluntarily in the enhanced areas of the scheme and are therefore required to indicate their willingness to participate in the non-statutory scheme in writing to the Council within 28-days of publication of either the scheme or any notice of variation to the scheme.

14.2 Any operator which notifies its intention not to participate in non-statutory elements of the scheme may be served with a participation notice by the Council or its agents acting on its behalf. The participation notice will come into force no earlier than the date immediately following 28 days notice (Transport Act 1985 section 97(5) and TCSR, reg (36(2))).

14.3 An operator can appeal against the participation notice to the Secretary of State within 28 days (beginning at the date of the participation notice) if there are special reasons why this participation would be inappropriate or if any details of the scheme or the reimbursement arrangements are inappropriate. Or, it may appeal at any time if the reimbursement does not, in its view, leave it "no better/no worse off" as a result of participating.

14.4 Operators who feel that they may be prejudicially affected by the reimbursement proposals for offering the statutory minimum concession under the 2000 Transport Act may apply to the Secretary of State, not later than 28 days after the arrangements come into operation, for a modification of the arrangements (TA 2000 s150(3) and (4)). However, the statutory minimum concession is mandatory.

14.5 This document sets out the final arrangements for operation of the Herefordshire Concessionary Fares Scheme as at 27th February 2006 and replaces the document dated 7th February 2006 and any earlier document.

15 Identification of Vehicles

15.1 Any operator taking part in the scheme must display in or on any vehicle used in connection with the scheme a notice such as may be required by the Council to indicate that eligible persons using the vehicle are entitled to travel at the concessionary rate.

16 Review

16.1 This document sets out the Council's proposed Concessionary Travel Scheme that will apply from 1st April 2006.

16.2 Following introduction of the new scheme on 1st April 2006 the Council undertakes to review the reimbursement arrangements and to take into account all available patronage data so as to ensure that the principle that operators are "no better nor no worse off" is maintained. It is anticipated that the review will take place when the scheme outcomes of the second quarter of 2006/7 are known and that any revisions will be introduced from April 2007. All operators will be required to assist in the review process.

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County of Herefordshire District Council

Concessionary Travel Scheme

Schedule 1

ELIGIBILITY CRITERIA FOR THE ISSUE OF TRAVEL CONCESSIONS FOR USE ON PUBLIC PASSENGER TRANSPORT SERVICES.

Travel concessions are available to the following categories of person subject to purchase of a pass or possession of an alternative travel document.

- a) Men and Women aged 60 and over who are permanently resident in the administrative area of the Council.
- b) Persons who are registered with the Council as blind or partially-sighted or who are eligible to be registered..
- c) Persons who are profoundly or severely deaf and are either registered as such with the Council's Social Services Department or are eligible to be registered and have a hearing loss measured as 70-95 dBHL ("severely deaf") or of +95dBHL ("severely deaf"). Persons not registered with the Council as profoundly or severely deaf will be required to produce evidence (e.g. an audiological report or a report from an aural specialist) that they are eligible.
- d) Persons who are "without speech" i.e. those who are unable to make clear basic oral requests or are unable to ask specific questions. Persons in this category will be required to produce medical evidence of eligibility.
- e) Persons who have a disability, or have suffered an injury, which has a substantial and long-term adverse effect on their ability to walk. Applicants who are in receipt of the Higher Rate Mobility Component of the Disability Living Allowance or the War Pensioners Mobility Supplement will qualify automatically. Other applicants will be required to produce medical evidence.
- f) Persons who do not have arms or have the long-term loss of the use of both arms and can produce medical evidence of their eligibility.
- g) Persons who have a learning disability, that is, a state of arrested or incomplete development of mind which includes significant impairment of intelligence and social functioning. Such applicants should be registered with the Council's Social Services Department or be able to provide medical evidence of eligibility.
- h) Persons who would, if they applied for the grant of a licence to drive a motor vehicle under Part III of the Road Traffic Act, 1988, have an application refused pursuant to section 92 of the Act (physical fitness) otherwise than on the grounds of persistent misuse of drugs or alcohol. Applicants will be required to provide medical evidence of eligibility.

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County of Herefordshire District Council

Concessionary Travel Scheme

Schedule 2

TRAVEL CONCESSIONS AVAILABLE UNDER THE SCHEME

Eligible persons may travel without payment of fare on the following bus services:

- a) All registered local bus services operating wholly within the county of Herefordshire.
- b) All registered local bus services starting or finishing in Herefordshire and crossing the county boundary into Gloucestershire, Monmouthshire, Powys, Shropshire and Worcestershire; between Presteigne and Knighton in Powys and between Richards Castle and Ludlow in Shropshire, with the following exceptions:
 - i) on services operating into Shropshire concessions are not available beyond Ludlow.
 - ii) on services operating into Monmouthshire concessions are not available beyond Abergavenny
- c) On registered bus services operating between Presteigne and Knighton, where both ends of the journey are in Powys
- d) On registered bus services operating between Richards Castle and Ludlow, via the B4361 road, where both ends of the journey are in Shropshire.

County of Herefordshire District Council

Concessionary Travel Scheme

Schedule 3 Reimbursement Procedure

- 4.1 All claims for reimbursement should be supported by appropriate documentary evidence, as agreed between the Administrators and claimant. This will be commensurate with the level of detail of data available to any particular operator from their available ticketing equipment.
- 4.2 Operators may be required to use equipment or enhancements to existing equipment provided by the Council to facilitate them in the provision of data associated with the carriage of concessionary fare passengers.
- 4.3 Claims should be submitted on a regular basis using forms supplied by the council or its agents. Whilst periodic and aggregated submissions are will be acceptable, it should be noted that it should be possible to identify separately data regarding:
 - each month of operation
- 4.4 Claims should normally be made within six months except:
 - in exceptional circumstances by prior arrangement with the scheme managers
 - at the end of the financial year – claims for months prior to 1st April should be submitted before 1st July
- 4.5 Claims submitted outside the time period indicated, without due cause, may be refused or delayed.
- 4.6 Claims for an advance on account will be accepted subject to negotiation with the scheme managers. Retrospective adjustments will be made once evidence of calculated reimbursement is available.
- 4.7 No claims should be submitted in respect of services operated under cost-based contracts. Operators should report details of the number of concessionary journeys made with the supporting data for their invoices for payment under the contracts concerned.
- 4.8 The Herefordshire Concessionary Fares Scheme **does not** pay an administration charge for the supply of statistical information. Operators are obliged to provide information to enable the Council to make reimbursements in line with their statutory responsibilities to offer concessionary fares in Herefordshire.
- 4.9 Claims submitted must be accompanied by documentary evidence as appropriate, and as agreed with the Council or the administrators of the scheme.
- 4.10 Calculations will take into consideration the revenue foregone – the full adult single or return fare which may have been paid less an adjustment to take into consideration the effects of additional travel generated due to the scheme.

Generation Rates

- 4.11 It is assumed that resulting from the availability of concessions more eligible passengers will travel. A generation factor is therefore applied to calculations:
 - Where services operate frequently and wholly or mainly in urban areas it is assumed that an additional **50** % more journeys will be made as a result of the free scheme existing.

- Where services operate less frequently or wholly or mainly in rural areas it is assumed that an additional **35%** more journeys will be made as a result of the free scheme existing.

For the purpose of determining the generation rate applicable to a particular service or group of services, the general frequency of operation will be considered when the scheme is initially implemented or when a timetable change occurs.

For the purpose of determining “urban” and “rural” areas the criteria applying to the use of Rural Bus Subsidy Grant for the purpose of subsidising bus services will be used.

A Frequent Service is defined as:

- i) any service that operates on an hourly frequency (between 0900 and 1800 on Monday to Friday) **and** which operates wholly or mainly in an urban area.
- ii) any service that operates more frequently than hourly (between 0900 and 1800 on Monday to Friday).

An Infrequent Service is defined as:

- i) any service that operates on an hourly frequency (between 0900 and 1800 on Monday to Friday) and which operates wholly or mainly in a rural area.
- ii) any service that operates less frequently than hourly (between 0900 and 1800 on Monday to Friday).
- iii) any service that operates less than hourly (between 0900 and 1800 on Monday to Friday), **or** operates no more than hourly on three days or fewer per week (Monday to Saturday)

Notes: 1. Where a number of services combine along a particular route the frequency of the combined services will be considered for the purpose of definition as a frequent or infrequent service.

2. The Council will discuss with operators as appropriate the individual merits of any service for designation as frequent or infrequent.

Average Fares

- 4.12 Average fare calculations used to determine the appropriate reimbursement will include an assessment of the average fare that may have been paid in the absence of the scheme. It is intended that this will be based on applicable commercial single and return fares. These will be determined by the operator in agreement with the scheme administrators.
- 4.13 The Council reserves the right to revise the basis of average fares calculations at any time if it becomes apparent that the commercial single and return fares published and offered by any operator are no longer representative of the commercial situation.
- 4.14 Where discounted season tickets are promoted to commercial fare paying passengers it is not acceptable that a single or return fare becomes no more than a ‘notional fare’ which is never used. The Council reserves the right from time to time to request proof of evidence that single and return tickets are available, and may challenge situations where unreasonable increases in single and return fares are associated with significant increases in discounts offered on season tickets.
- 4.15 An average fare calculator is illustrated in Appendix 1. The reimbursement spreadsheet used by the Herefordshire Scheme is based on the application of this average fare calculation. Operators are required to provide sufficient information to enable this calculation to be effectively computed.

County of Herefordshire District Council

Concessionary Travel Scheme

Schedule 3 – Appendix 1

Reimbursement Procedure

Average Fare Calculator

The average fare calculation for each service (or group of services) should be calculated using the spreadsheet shown. This is available as an Excel Spreadsheet as detailed below, or is incorporated into the claims system designed to deal with claims under the terms of the new Free Scheme.

Average Fare Calculator

Please enter data in all shaded cells outlined below:

Note: It is important to specify if monetary values are individual values or total values.

	Enter No:		Choose data type		Enter Value:		
Single Ticket Sales	100	at	an average value of		£1.00	Gives revenue of	£100
Return Ticket Sales	50	at	an average value of		£1.50	Gives revenue of	£75
"punch" or "use" Recordings	50					Total Revenue	£175
Suggests total number of trips =	200						
Total Revenue from those trips=	£175						
Therefore Average Fare =	£0.875			(£175/200)			

NOTE : This calculation assumes that the first trip with a Return Ticket is made at the time of purchase and that "punch" or "use" recordings are made for every return trip using a return ticket .

Appendix 2a: The Generation Factor explained FREE PASS Scheme – 50 % GENERATION FACTOR

If 100 eligible passengers were carried before scheme, each paid a full fare of £1 to the operator.

100 @ £1 = £ 100.00 Was received by the operator direct from passengers

Assuming 50 % more journeys are made by eligible passengers after scheme, due to the advantages of concessionary travel, 150 passengers are now being carried. However, they pay no fare direct to the operator.

150 @ £0.00p = £ 00.00 Is now received direct from passengers

The Council agrees to pay the revenue which the operator has lost.

i.e. £100

A calculation needs to be made to convert an on-bus passenger figure to a claim figure.

The returns of the operator would suggest that he should have received £150.00 because he carried 150 passengers on journeys with a normal full fare equivalent of £1.

For him to receive £100 this figure is multiplied by (100/150) i.e. by 0.6667

i.e. Full Fare Equivalent x 0.6667 = Claim

£150.00 x 0.6667 = £ 100.00 Claimed from Council

The operator is therefore no better off and no worse off due to their participation in the scheme, receiving a total of £100.

Appendix 2b: The Generation Factor explained FREE PASS Scheme – 35 % GENERATION FACTOR

If 100 eligible passengers were carried before scheme, each paid a full fare of £1 to the operator.

100 @ £1 = £ 100.00 Was received by the operator direct from passengers

Assuming 35 % more journeys are made by eligible passengers after scheme, due to the advantages of concessionary travel, 135 passengers are now being carried. However, they pay no fare direct to the operator.

135 @ £0.00p = £ 00.00 Is now received direct from passengers

The Council agrees to pay the revenue which the operator has lost.

i.e. £100

A calculation needs to be made to convert an on-bus passenger figure to a claim figure.

The returns of the operator would suggest that he should have received £135.00 because he carried 135 passengers on journeys with a normal full fare equivalent of £1.

For him to receive £100 this figure is multiplied by (100/135) i.e. by 0.7407

i.e. Full Fare Equivalent x 0.7407 = Claim

£135.00 x 0.7407 = £ 100.00 Claimed from Council

The operator is therefore no better off and no worse off due to their participation in the scheme, receiving a total of £100.

NEW PROCUREMENT STRATEGY

PORTFOLIO RESPONSIBILITY: RESOURCES

CABINET

12TH JULY, 2007

Wards Affected

Countywide.

Purpose

To inform cabinet of the proposed new Procurement Strategy.

Key Decision

This is not a key decision.

Recommendation(s)

That the proposed Procurement Strategy be adopted.

Reasons

Successful implementation of the Procurement Strategy will help the Council achieve both cashable and non-cashable benefits. Cashable benefits will contribute towards reducing budgetary pressures it will face in the future. It will also provide evidence that the Council places great importance on striving to achieve Value For Money.

Implementing this strategy will ensure improvements to the way the Council performs its procurement activities and this will deliver better procurement outcomes and tangible benefits.

The strategy plays a key role in the Herefordshire Connects transformation programme and it will support the delivery and capture of benefits throughout the Connects programme.

Considerations

1. The strategy is designed to be a working aid to officers and a point of reference whilst providing guidance on all procurement related activity.
2. It encompasses and reinforces all the corporate policies that need to be taken in to consideration before, during and after the procurement process.
3. It is not intended to be a procedure manual. Other documents will provide this detail and will be available via the Intranet.
4. It will be the responsibility of the Strategic Procurement and Efficiency Manager to implement and monitor the effectiveness of the strategy, and to update it accordingly as and when required. Compliance with the strategy will also be monitored.

Further information on the subject of this report is available from Dean Hogan
Strategic Procurement and Efficiency Manager on 01432 260043

5. To monitor the implementation progress an action plan has been created the details of which will be finalised in conjunction with the Council's Herefordshire Connects partner. Progress against this action plan will be reported to CMB/Cabinet on a six monthly basis.
6. The communication of this strategy will take a similar approach to that used to communicate the Financial Strategy.
7. The capacity to fully implement this strategy and maximise the benefits will need to be reviewed once implementation is underway.
8. The forthcoming Comprehensive Spending Review 2007 is likely to set a target of 3% cashable savings and successful implementation of this strategy will significantly contribute to this target, whilst at the same time it will reinforce the Council's commitment to achieving Value For Money and this will feed into the Use of Resources section of CPA.

Risk Management

If the Council does not improve its procurement approach it will not be able to maximise available savings and efficiency opportunities.

A consistent approach to procurement will help drive compliance and lead to better outcomes and reduce current risks faced by the Council..

Alternative Options

None.

Consultees

Corporate Management Board

Appendix A

New Procurement Strategy 2007

Background Papers

Procurement Strategy 2005

Procurement Strategy 2007



HEREFORDSHIRE
COUNCIL

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1. Introduction

1.1 Introduction

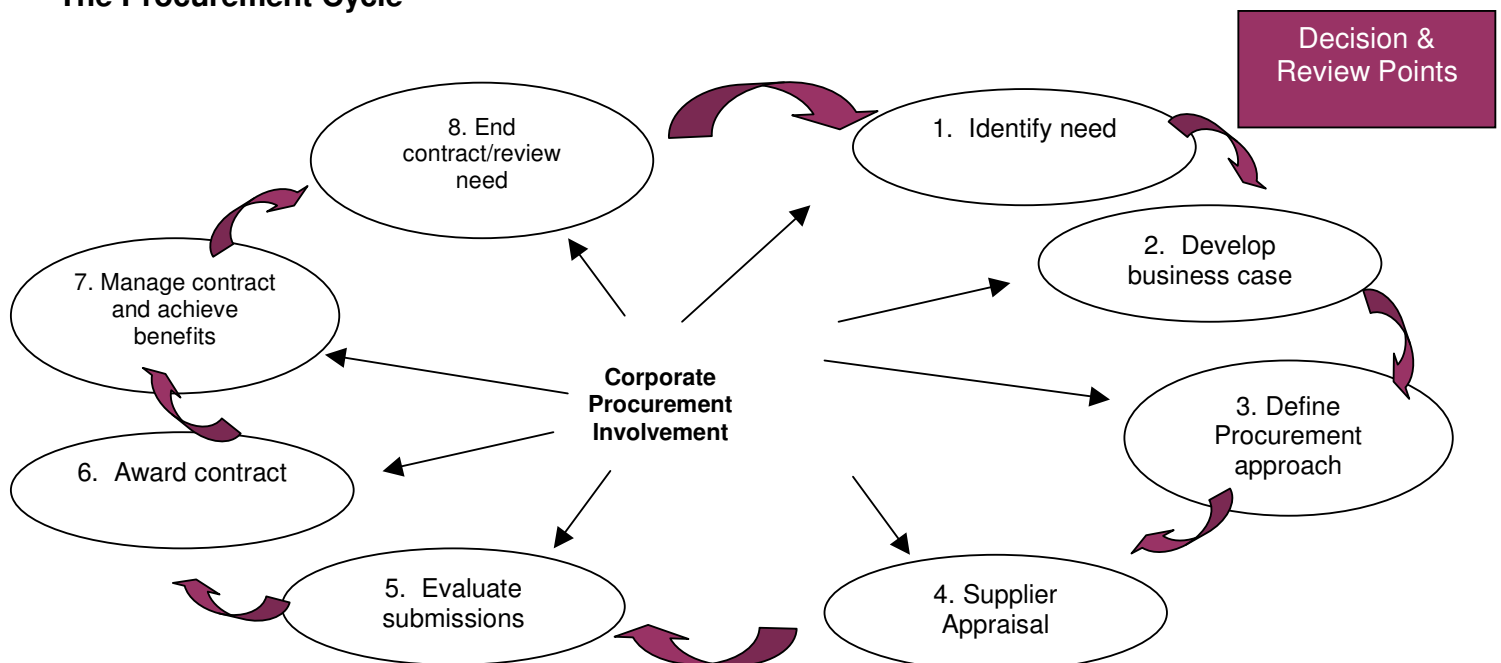
1.1.1 For the purpose of this strategy the procurement process has been defined as:

“The whole process of acquisition from third parties and in house providers and covers goods services and works. The process spans the whole life cycle from initial concept and definition of business need to the effective management of markets, through to the end of the useful life of an asset or end of services contract. It involves options appraisals and the critical “make or buy” decision which may result in the provision of services in house in appropriate circumstances”.

1.1.2 From the definition it is clear that procurement embraces the whole of the supply chain from identifying a need to making a payment i.e. ‘the procure to pay’ cycle is one process. Key to the success of this strategy is raising the Councils approach to procurement to a strategic supply chain management.

1.1.3 Procurement does not just relate to “buying things” but covers the whole process from the initial identification of a need for a good or service, through selecting a supplier or partner, receiving the goods or service, managing a contract, achieving the benefits expected, to finally getting rid of an asset or ending a contract. This procurement process is described in the diagram below.

The Procurement Cycle



- 1.1.4 Procurement is a critical process for ensuring that the Council meets the needs of the community. The public do not distinguish between in-house services and those provided by contractors. Poor procurement can lead to a loss of confidence by the public in our ability to delivery excellent public services.
- 1.1.5 The Government issued a new national procurement strategy in October 2003 and this was incorporated into the Gerson Efficiency Agenda. The national strategy has a number of key milestones associated with it. This procurement strategy will keep in step with the expectations of this national strategy and will perform periodic health checks against the progress made in meeting the expectations of this national strategy. This strategy will be updated once the results of Comprehensive Spending Review 2007 are published and it will reflect any new initiatives and targets issued to the Council as a result of the review.
- 1.1.6 Nine 'procurement Centres of Excellence' have been set up around the country to help to develop expertise, capacity and networking within England. Herefordshire Council is aligned to the centre for the West Midlands based Centre of Excellence in which comprises the 38 local authorities in the region.
- 1.1.7 It is essential that the authority continues to focus upon procurement as a major opportunity in reducing the budgetary pressures it will face in the future. The National e-Procurement Project has outlined the potential cost savings that could be made as a consequence of local authorities modernising their procurement

processes. The project has recognised that councils need to examine the effectiveness of their procurement, manage their supply chain more effectively, use technology and collaborate more in order to unlock the benefits of effective procurement. The project does recognise that it will take time for authorities to be in a position to accelerate in making savings as they take the time to re-organise their service delivery and take control of some of the legacy problems of the past.

1.2 Commissioning

- 1.2.1 Commissioning is about understanding and anticipating future needs and opportunities, setting ambitions, making best use of resources, working in partnership, building capacity in the market, and monitoring experience and changing circumstances to inform continuous service development. It is a process where the expertise, skills, knowledge and professionalism of volunteers and paid employees can be knitted together.
- 1.2.2 Commissioning falls into four stages: analyse, plan, do and review.

1) Analysis

Analysing, mapping and forecasting need and supply take into account national requirements, link with local circumstances, and identify risks
Government policy stresses how essential the involvement of the third sector is at this stage – probably on an individual organisation basis.

2) Plan

Agreeing priorities and outcomes, being imaginative about how services can be delivered,

stimulate market, allocating resources, service design (good service design based on desired outcomes, as opposed to outputs, should increase understanding of service costs and value for money) Requires strategic, collective decision making, again involving a range of stakeholders.

3) Do

The process of procurement, contract or grant, service delivery, managing and communicating changes Separation of roles – purchasers and providers.

4) Review

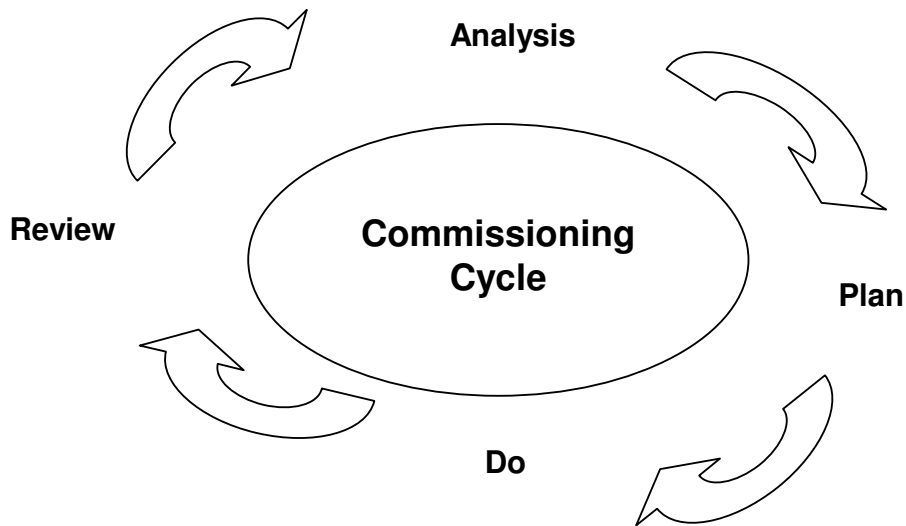
Monitor and evaluate changing need, feedback from service users, challenge and scrutinise, lessons learned individual and collective dialogue with third sector organisations.

1.2.3 Working in partnership to analyse need and plan services will not stand in the way of tendering for contracts.

1.2.4 Once the analysis and planning has been done, the procurement process begins.

1.2.5 Two examples to illustrate the role of procurement in the Commissioning Cycle is the ‘Support for Families’ strategy which is in the ‘PLAN’ stage and once the services required have been agreed the next step is to discuss this with the procurement to create a procurement plan and to decide how those services can be secured.

1.2.6 The other example is the hearing Disability Accommodation and Support tender. The vision of this project living in registered care and to provide a number of housing options and support to people with learning disabilities. To achieve this vision a tender process using the Competitive dialogue method was chosen. The outcome will be letting of a contract to an organisation who specialises in achieving the key objectives set out in the ‘Plan’ stage.



1.3 Purpose of the Strategy

1.3.1 The strategy seeks to provide clear direction and a co-ordinated approach to procurement across the whole Council to deliver improvements to our procurement process.

1.3.2 This document aims to provide a framework for the full range of procurement activity carried out across the Council and ensure that procurement planning reflects the Council's corporate standards and objectives.

1.3.3 This will provide an opportunity not only to co-ordinate current processes but also provide a clear pathway to identifying and acting on improvements to ensure that best value is being obtained consistently when goods and services are purchased. It sets out areas for strategic consideration and development.

1.3.4 It should be noted that this document is not a Procurement Manual. Once best practice procedures and documents have been completed a toolkit via the intranet will be created and made available to all staff.

1.3.5 Training needs analysis will take place and the most appropriate method chosen to meet these needs.

1.4 Objectives

1.4.1 The objectives of this strategy are as follows: -

- To continue to evaluate and improve current procurement practices to achieve better value for money and ensure customer/client needs are met.

- To ensure good practice examples and processes are identified and applied consistently across the organisation.
- To align procurement activities with other strategies adopted by the Council and to ensure that corporate objectives are addressed.
- To ensure that current and future procurement activities are planned, monitored and reviewed effectively.
- To identify opportunities for working with others, both public and private sector, in order to widen the scope for maximising purchasing power and identifying innovation and efficiencies.

1.5 Benefits

1.5.1 In taking this strategy forward, the Council can expect to realise the following benefits: -

- Improved value for money;
- More efficient procurement;
- Consistent, compliant and best practice procurement processes;
- Improvements in procurements outcomes;
- Effective partnerships to be developed with suppliers/other service providers;
- Better risk management;
- Better project planning;
- Integration of the Council's overall objectives and business plans; and
- Consistent application of the Councils key policies.

2. Routine Procurement

2.1 General Principles

- 2.1.1 Procurement of low value items by individual budget holders accounts for a significant proportion of the Council's expenditure when aggregated across the whole range of Council services. Whilst flexibility needs to be maintained to ensure that budget holders can respond to their own requirements, there needs to be sufficient co-ordination to allow good practices to be shared, benefits to be accrued for economies of scale and targets and improvements to be identified and achieved.
- 2.1.2 The focus for procurement needs to be in outcomes i.e. meeting the Council's objectives, ensuring customer needs are satisfied and achieving value for money.

2.2 Data Collection

- 2.2.1 To effectively monitor purchasing spend, analysis needs to be carried out annually of goods and services considering data such as:
- Volume
 - Frequency
 - Expenditure levels
 - Types of spend
 - Purchase and supply method
 - The supplier base
 - Partnership development

- 2.2.2 A full supplier/spend category analysis will take place using a specialist analysis company called Spikes and Carvell. This will be done in conjunction with Deloitte who will bear the cost for this analysis.
- 2.2.3 The analysis of this information will identify opportunities to set targets for improvements, aggregate expenditure to achieve economies of scale and provide information on suppliers that can be shared across the organisation.
- 2.2.4 This analysis will be interpreted by the Strategic Procurement Efficiency Manager to ensure actions continuous for improvement takes place for the benefit of the Council.

2.3 Purchasing Guidance and Regulations

- 2.3.1 The Council's purchasing guidelines are currently contained within Standing Orders and Financial Regulations. These include the contract standing orders for the Council and govern the way contracts are let.
- 2.3.2 Adherence to these regulations is mandatory for all Council employees.
- 2.3.3 Both the Data Protection Act (DPA) and the Freedom of Information Act (FOI) have implications for procurement. Under the DPA we are required to keep personal information private. Under FOI we are required to make non-personal information available to the public. Guidance on these Acts is available on the intranet and from Legal Services.

2.3.4 The primary objective of the Councils Standing Orders and Financial Regulations is to ensure that all contracts for works, services and suppliers are entered into by the Council in a manner which: -

(i) secures the best possible value for money; and

(ii) is demonstrably free from impropriety

2.3.5 In connection with securing those primary objectives:

(i) selection and award procedures must be conducted fairly, in a properly regularised manner and in accordance with relevant legal requirements;

(ii) local firms are employed whenever they offer as good value for money as other firms and their selection is in accordance with the Council's legal obligations, for example in relation to European procurement rules.

(iii) the Council's strategic policies must be taken into account, for example in promoting the economic development for Herefordshire and in relation to protecting the environment;

(iv) before commencing any procurement the officers responsible should consider whether there are alternative methods of procurement compatible with the objectives of this Code, which would be more suitable than the method previously used;

(v) consideration needs to be given to ensuring all proposed procurements are within the approved budget for the activity concerned. This should be stipulated in the business case.

(vi) procurement procedures shall be kept under review in order to ensure continuous improvements to services and provide Best Value to the community of Herefordshire.

2.3.6 For more information regarding Standing Orders and the regulation of contracts from Appendix 5 of the Council's Constitution see the Intranet Info library:

Corporate essentials / corporate constitution / appendices / 5

2.3.7 For more information on Financial Procedure Rules see Intranet Info library:

Corporate essentials / corporate constitution / appendices / 4

2.4 Consortia and Joint Negotiations

- 2.4.1 The opportunities identified within this strategy become more powerful when shared with other local authorities, agencies and private sector partners to identify areas of common interest. There are a number of local authorities that have joined together to share expertise, realise administrative efficiencies and economies of scale for mutual benefit. The completion of the data gathering exercise will provide the base for exploring the opportunities available.
- 2.4.2 The Council owns a quarter share of West Mercia Supplies purchasing consortium (WMS) and as a result receives a significant dividend each year which it invests in corporate projects. It is vital that the Council employees use WMS appropriately and do not purchase outside of this arrangement for the agreed products and services.
- 2.4.3 The Strategic Procurement and Efficiency Manager will investigate opportunities for utilising purchasing consortiums such as OGC Buying Solutions where beneficial to the Council.
- 2.4.4 Herefordshire is a member of the Joint Procurement Group consisting of Worcestershire County Council, Telford and Wrekin Council and Shropshire County Council. Opportunities for joint working and best practice sharing are discussed on a regular basis.

- 2.4.5 Recently the Council has been invited to join the Procurement Advisory Group for the West Midlands joining 12 other Local Authorities. The group has been created to look strategically at how procurement can contribute and achieve some key outcomes and priorities facing Local authorities and it also gives an opportunity to shape the agenda of the West Midlands Centre of Excellence. Representation on this board will ensure Herefordshire is at the forefront of procurement workstreams across the region and help raise its profile.

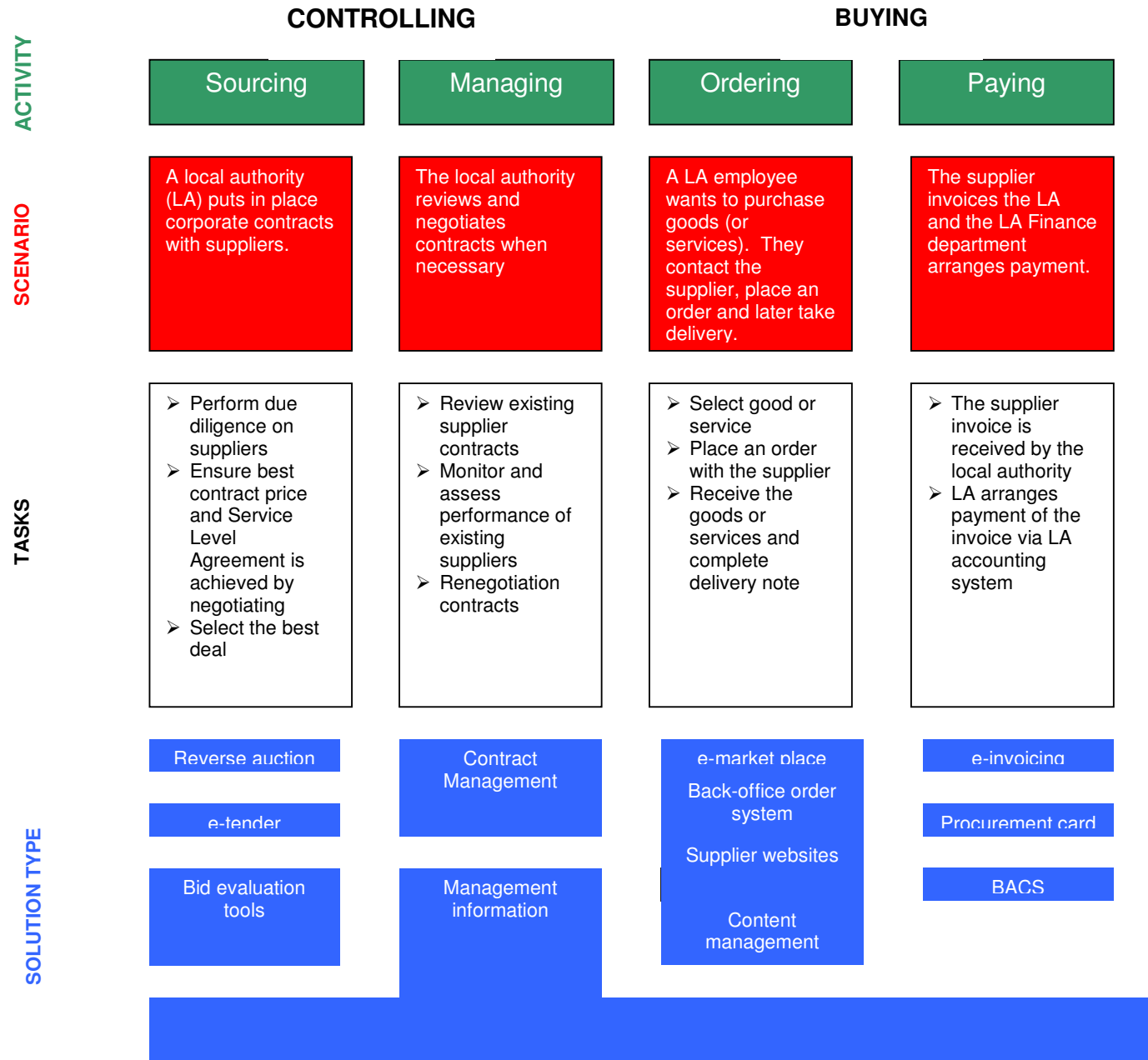
2.5 E-Procurement

- 2.5.1 E-procurement is more than simply automating the purchase order and invoice payment process. It is about using the technology available to improve the effectiveness of the whole supply chain.
- 2.5.2 The Council is in the process of identifying as part of the Herefordshire Connects programme:
- How the procurement process can be further automated to streamline the processes through the application of Business Process Re-engineering (BPR)
 - Maximising the use of BACS (electronic transfer of monies into bank accounts) for payments to suppliers and contractors
 - Electronic tendering and e-sourcing allowing placing of supplies contracts on line with the opportunity for tenders to be returned electronically

- How particular suppliers could meet the requirements for e-procurement given the variety of systems individual organisations operate, for example the sharing of electronic data on supplier databases.

2.5.3 The development of “e” initiatives is aimed at bringing down the cost and time of purchasing processes and transactions for the Council and its suppliers. It will also help control how the Council spends its money and drive compliance around corporate contracts.

- Complete ‘end to end’ on line ordering system that will integrate with the financial back office to provide automated commitment accounting.
- On-line ordering from e-catalogues.
- Investigations into the benefits of joining on e-marketplace.

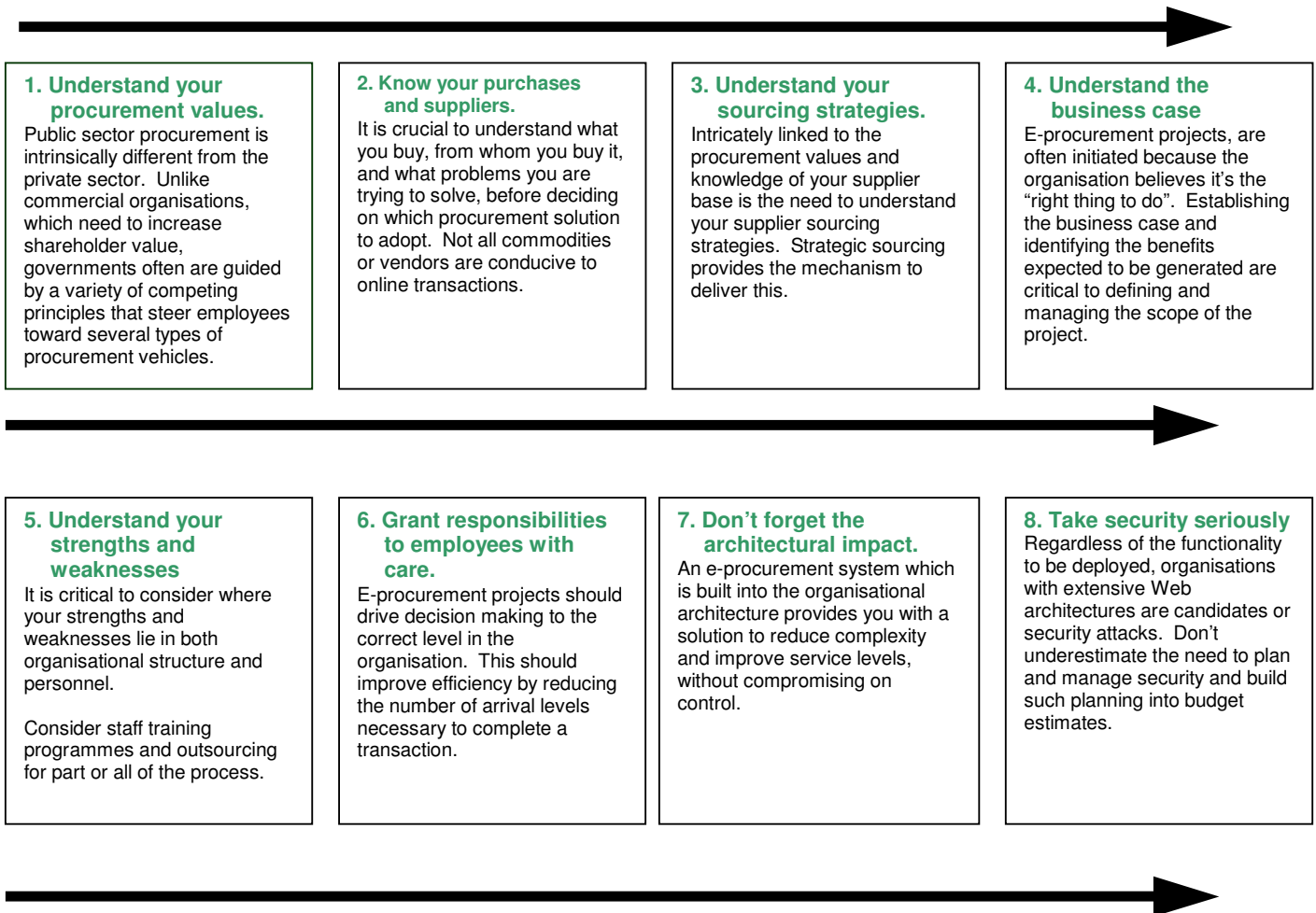


2.5.5 The diagram above outlines the e-procurement options available in the sourcing-managing- ordering-paying cycle of procurement. The Council will as part of Herefordshire Connects explore the opportunity of exploiting e-procurement technology to reduce the cost and improve the efficiency and effectiveness of all aspects of the procurement process for the Council.

2.5.6 The e-procurement part of the council's procurement strategy is expected to change and develop rapidly whilst it responds to changing needs and emerging technologies. The 'Buying' activity described in the previous diagram is expected to be in early phase within the HC programme. The e-sourcing aspects are more of a challenge, with the Council looking to the support of the Regional Centre of Excellence to facilitate the development and use of technologies in this area on a business case basis.

The overall strategy will be incremental, ensuring that risk is minimised whilst opportunities for business gain are developed and realised over time. However, some level of risk is inevitable if we are to take maximum advantage of cutting edge technology.

2.5.7 The diagram below outlines some of the areas to be addressed when implementing e-procurement.



2.6 Purchasing Cards

2.6.1 Opportunities for introducing procurement cards will be explored and implemented in those areas with an operational requirement for flexibility of ordering that a p-card can provide. P-cards should complement the procure to pay ordering system and only be implemented where the purchasing need cannot readily be serviced by the electronic ordering system. P-cards will help reduce the transaction process costs and also offer a flexible but controlled way of spending the Council's money.

3. High Value/Strategic Procurement

3.1 General Principles

3.1.1 Although there are less transactions that would meet the criteria under this category of procurement, each contract tends to be of a high expenditure level and carry far higher risks if the project is not completed successfully e.g. construction contract or tendering the provision of a service. Strong support and guidance, therefore, needs to be in place.

3.2 Legal Framework

3.2.1 High value projects are likely to be covered by the European Union (EU) procurement regulations and lack of compliance with the legal requirements can open the Council to costly legal appeal. All decisions must be transparent, objective and

auditable. The EU processes specify different routes according to the type of procurement undertaken and the Council must provide clear support on the legal framework, identifying as necessary how specialist legal advice can be obtained.

3.2.2 In response to Part 1 of the Local Government Act 1999 the Council can now take account of certain "non-commercial" matters when determining contracts. Under Compulsory Competitive Tendering councils could not take such matters into consideration during the tendering process. Under Best Value this prohibition has been removed enabling authorities to take into account the terms and conditions of the workforce and the conduct of contractors or works in industrial disputes between them.

3.2.3 Detailed guidance regarding the letting of contracts in this category needs to be developed to ensure best practice is shared and maintained. Guidance notes and template documents are planned to be created and accessed via the intranet.

3.3 Tender Evaluation

3.3.1 The Council has to develop corporate guidance on the selection criteria to be applied when awarding contracts. Typically these will include;

- Price, including whole life cost
- Quality
- Plans for service improvements
- Empathy with the Councils objectives and core values
- Skills and capabilities
- Investment required
- Impact on employees innovation
- Shared risk/reward
- Staffing issues including TUPE arrangements
- Environmental issues

- Equality and diversity
- Health and safety issues

3.4 Partnership Working

- 3.4.1 Partnering is more about the approach undertaken than a specific method of procurement. The Council is committed to working with public, private and voluntary sector organisations to develop co-operative procurement arrangements and develop supplier effectiveness. Exploring further opportunities to work in partnership and achieve benefit from sharing resources, skills and expertise, will evidence this commitment.
- 3.4.2 Partnering is a term widely used within the both public and private sectors but has no commonly agreed definition. The aim of partnering is for clients and service providers to work together to achieve best value for all parties by adopting a flexible and motivated approach unrestrained by artificial barriers and in a non-confrontational manner. Ideally, the partnership will be underpinned with a formal contract, processes and procedures document in which the ethos of the partnership is captured.
- 3.4.3 The partnering model enables customers and service providers to work together sharing risk, cost savings, innovations and best practice. The relationship is built on mutual respect and the trust that develops between customer and supplier at strategic and operational levels and enables the sharing of skills, knowledge and research. Where quality is enhanced, life cycle costs are driven down and customer satisfaction remains high.
- 3.4.4 Partnering principles will be applied to individual projects. There is a growing

number of successful project partnering initiatives which the Council may embrace, establish areas for improvements and develop best practice. However, to maintain momentum and build on the learning and culture change that has taken place, it is increasingly important for the Council to extend these partnering principles to more strategic alliances covering

- Programmes or phases of work
- Work which is more difficult to define precisely in advance such as building maintenance
- Initiatives whose priorities will develop over time requiring flexible structures
- Projects where a solution has yet to be defined such as regeneration or redevelopment projects
- Initiatives where construction is only a part of the solution and the partnership may extend into the operation of a facility or series of facilities, for example the Private Finance Initiatives.

3.5 Project Management

- 3.5.1 Procurement undertaken in this category needs to be managed to formal project management principles, with responsibilities clearly outlined and plans must be in place setting targets, milestones, timescales and resources required for successful completion. This applies not only to tendering processes but also to the performance of the contract once in place to ensure the desired outcomes are achieved and the Council's objectives met. The Council should consider the training given to key employees undertaking this work to ensure that the appropriate project

management skills are in place.

- 3.5.2 Before the start of any procurement project a business should be completed to clearly define the sired benefits and the approach to achieving them. Successful completion of the business case will lead to a project manager being appointed to the project for its duration.

3.6 Performance Improvement

- 3.6.1 Achieving continuous performance improvement is an essential objective for each and every one of the Council's services. Effective procurement needs to be recognised, where appropriate, as a tool that can be used to achieve this.
- 3.6.2 Use of appropriate management information and contract management techniques is essential if continuous improvement is to be achieved.

3.7 Strategic Procurement Forward Plan

- 3.7.1 Once the initial procurement strategy has been delivered, it is necessary to ensure that a forward plan of strategic procurement reviews is developed to provide a framework for the realisation of benefits from implementation and align contract renewal dates for goods and services internally. This will also help identify collaboration opportunities with other public sector organisations.

- 3.7.2 A Strategic Forward Procurement Plan will be created for each Directorate to ensure that the authority maximises the opportunities or procurement savings both Capital and Revenue in the next few years. Each of these will be project managed to assure a thorough approach and options appraisal.

- 3.7.3 The forward plan is driven by a number of triggers that may stimulate the inception of a procurement project. These are depicted in the diagram below: -



3.7.4 The forward plan considers a number of drivers for example:-

- Renewal dates for large strategic contracts
- Market opportunities and maturity
- Opportunities for investigating new financial models for the procurement of services
- Poor performance of services/best value reviews
- Analysis of internal spend
- Analysis of non-pay expenditure

3.7.5 All strategic procurement exercises will be project managed under the PRINCE2 project methodology which will be lead by the project manager. Managers. Each will underake an options analysis comparing all or some of the following procurement options:-

- Tradional procurement
- Partnering
- PFI/Public Private Partnership
- Outsourcing
- In house service provision

3.7.6 The options analysis will encompass a review of the following; -

- Cost
- Service Quality
- Risk
- Deliverability
- Timescales
- Funding
- Practicality
- Legal/Statutory Requirement

3.7.7 Once the details have been collated for the forward plan it will be split into three sections: -

- Strategic Procurement Reviews/Duty of Best Value
- Commodity Procurement
- Contract Reviews

4. Risk Assessment

4. Risk Management & Insurance

- 4.1 The procurement of services or the identification of a partner to deliver such services will always include a measure of risk to the authority. The Corporate Risk Manager is ideally placed to assist in reviewing those risks before final decisions are made and therefore the embryonic stage of any such project would be the ideal time to involve him in the decision-making. Reviewing the risks and how they can be controlled often opens up opportunities rather than stifling change and therefore should be seen as a positive part of the procurement process.
- 4.2 The Council's Risk Management Policy and Guidance document is available on the intranet and would be used as a basis for considering the risks during the procurement process.
- 4.3 Often insurance implications are left to last in matters to be considered, however there can be a danger in this as inadequate insurance arrangements can put a project on hold whilst insurers consider the current levels of cover against those required. Again as soon as a procurement process is considered the insurance section should be contacted for advise.

5. Employment Matters

5.1 Consultation

- 5.1.1 In accordance with the Council's policies and procedures relating to managing change in employment, employees affected will be kept informed of procurement developments and their comments sought and fully considered.
- 5.1.2 Trade unions will also be consulted as appropriate.
- 5.1.3 A consultation timetable will be drawn up early in the process

5.2 Transfer of Employees

- 5.2.1 Where outsourcing is an option, this will be undertaken in accordance with current employment legislation (for example TUPE) and best practice. Separate guidance is available on the info library page on the intranet under personnel/personnel.

5.3 Training and Development

- 5.3.1 A substantial amount of procurement carried out within the Council is not managed by purchasing professionals and, therefore, the skills required need to be properly identified and met. This will include project and contract management skills referred to earlier as well as competency in appraising suppliers, carrying out tendering processes, negotiations and risk management.

- 5.3.2 In addition where new processes are adopted e.g. use of payment cards or on-line procurement or changes to guidance/standing orders, training requirements need to be identified as part of the changes proposed.
- 5.3.3 Through a newly formed Procurement Exchange Group training needs will be identified and a training plan created to cover these training needs.
- 5.3.4 The procurement Exchange Group will replace the Contract Officer Monitoring Group, and will give greater opportunity for two way procurement information exchange and will act as an internal network for all procurement related activity and initiatives.
- 5.3.5 Terms of reference to the Procurement Exchange Group included in Appendix 3.

6. Environmental and Sustainable Procurement

6.1 Environmental Considerations

6.1.1 The whole Council and all contracts are bound by the council's environmental policy commitment to 'use its influence to actively encourage responsible environmental practice by suppliers and contractors'.

The Council's Constitution states that, "the Council's strategic policies must be taken into account, for example in relation to protecting the environment." (Appendix 5: Contracts Procedure Rules, 1.2.iii)

6.1.2 In the context of the procurement process, obtaining the best value for money means choosing the bid that offers the best combination of whole life costs and benefits to meet the Council's requirements. This is not necessarily the lowest initial price option and requires an assessment of the ongoing revenue, resource and disposal costs, as well as the capital investment. The Council's requirements relating to social, environmental, sustainability and other strategic objectives should be defined at the earliest stages of the procurement cycle. Whatever method of procurement is used, the Council must ensure that providers of services work to environmental standards

equivalent to those set within the Council and are made aware of relevant requirements. This may be achieved both by contractual means and through advice, support and guidance.

6.1.3 The following could be included at the end where you are signposting out to more detailed information.

6.1.4 Further information is included in [Contracts: Environmental Requirements, GEM OPC28 & 3eP1¹](#))

6.1.5 It is the responsibility of those involved in contracting to ensure compliance with the Council's commitment to Fairtrade² where provision of food and drink is included and similarly to the commitment to use local suppliers where they offer good value for money³.

¹ GEM/GEM Corporate/GEM Procedures

² GEM/GEM News/Fairtrade

³ On 28 April 2005, the Council's Cabinet agreed among other things that the Council's Procurement Strategy and Code of Practice for the regulation of contracts for works, services and suppliers should be revised to reflect a commitment to Fair-trade and that local Herefordshire producers and their products are used where they offer good value for money and their selection is in accordance with the council's legal obligations, for example, in relation to European procurement rules. (Ref 2005.CAB.040). This commitment is also contained in the Council's constitution, appendix 5, section 1.2 ii.

6.2 Sustainable Procurement

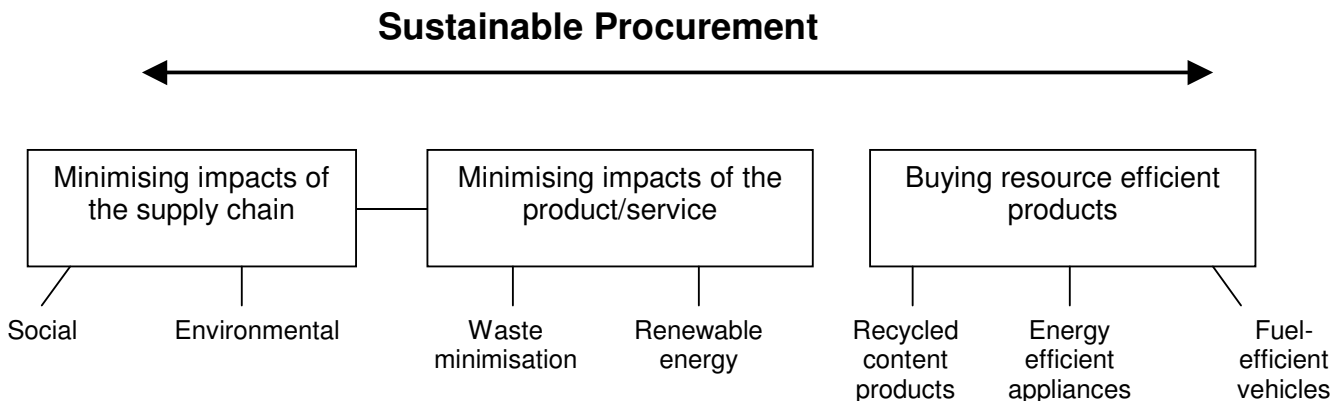
6.2.1 Sustainable Procurement is a process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits not only to the organisation, but also to society and the economy, while minimising damage to the environment.” *Procuring the Future* (Sustainable Procurement Task Force, June 2006).

6.2.2 There is a compelling business case for making procurement spend more “sustainable” –

- First, there are financial benefits for the council. Savings can be realised through the design and construction of buildings with lower through-life operating costs, better management of demand (including re-use, recycling and standardisation) and the acquisition of products that are more efficient in their use of energy, water and material resources.
- The environmental imperative is clear, particularly the need to reduce CO2 emissions and the amount of waste going to landfill.

- Socio-economic benefits range from the creation of employment and training opportunities for the long-term unemployed and people with disabilities to the elimination of child labour.
- Through better coordination of demand across local government and the wider public sector, and engagement of key suppliers at a strategic level, public purchasing power can be harnessed to stimulate product and process innovations that deliver improved environmental performance and further savings.
- Intelligent public procurement can also capture innovation from small businesses (SMEs) and third sector organizations (TSOs) while realising wider benefits for local communities. This includes the engagement of SMEs and smaller TSOs in the supply chains for major projects.

6.1.3 The Council should work towards purchasing sustainable and renewable goods and services wherever feasible and effective.



7. Equalities and Diversity

- 7.1 Promoting equality through procurement matters. All Herefordshire residents have a right to expect that public money is spent on services which suit their needs, and that it is spent in a way which promotes equality of opportunity and delivers high quality goods and services.
- 7.2 Legislation now requires the authority to eliminate unlawful discrimination. Where an external supplier carries out one or more of our functions for us, the authority remains responsible for meeting this duty. Therefore it is vital to take issues of equality into consideration when:
- providing services;
 - purchasing services;
 - employing staff; and
 - working in partnership with other organisations.
- 7.3 It is key that we demand the same commitment from those who deliver services on our behalf.
- 7.4 When procuring or commissioning services, the Council will:
- treat contractors and partners with dignity and respect.
 - encourage applications from partners and contractors which represent the Herefordshire population.
 - ensure that, in setting the standards for the services it procures, barriers for potential services users will be eliminated. These barriers may include affordability, language, physical accessibility, culture and attitude.
- 7.5 When providing services on behalf of the Council, partners will:
- ensure that individuals and organisations providing services on its behalf are aware of the Council's Comprehensive Equality Policy and understand their responsibility for implementing it.
 - ensure that the services it provides and those provided on its behalf are monitored to ensure fairness, equity and accessibility for all.
 - ensure that the organisations it commissions comply with all equalities legislation and do not unlawfully discriminate as an employer or service provider.
 - use whatever opportunities the law allows to ensure that those providing the Council with works, goods or services or providing services on the Council's behalf, accept a commitment to equality and monitor their own performance in the area.
 - provide diversity training sessions for partners' employees free of charge upon request.
 - encourage contractors to agree to further voluntary steps to promote equality after the contract has been awarded.
 - treat Council officers and members of the public with dignity and respect.
 - ensure that everyone providing, receiving or benefiting from the service are treated fairly and without discrimination (on whatever grounds), either directly or

indirectly, and will put systems in place to monitor this.

- ensure that barriers to accessing services are removed, including physical, communication and attitudinal barriers.
- make every effort to consult, involve and encourage the participation of the diverse communities of Herefordshire to ensure equitable service delivery.
- comply with all relevant diversity legislation and reflect the Council's values of "service with integrity, empathy and equity".
- provide such information as the Council may reasonably request for the purpose of assessing the partner's compliance with the above conditions.
- ensure that staff providing the service have diversity training and understand their responsibilities in regards to the councils commitment to diversity and relevant equality legislation.

8. Benefit Card

- 8.1 The Herefordshire Connects Board identified the need for a simple mechanism for managing the benefits realisation programme relating the Herefordshire Connects programme and projects to avoid the 'Invest and Hope to Save' scenario. As set out in the Medium-Term Financial Management Strategy, it is imperative that cash savings realised through the Herefordshire Connects programme are treated as a corporate resource in order to pay for planned investment in corporate priorities.
- 8.2 In the interests of simplicity, it is proposed we adopt one mechanism for identifying, approving and monitoring delivery of benefits for all change programmes – not just Herefordshire Connects – that can double-up to help us manage the corporate efficiency agenda. Key to the process is agreeing the level of investment in the project (if any is required), the benefits that will be delivered, the implications for the base budget and accountability for delivery.
- 8.3 It is proposed that the "Benefit Card" attached at Appendix 1 is used to collect the key information needed to manage the benefits that will flow from transformation projects such as Herefordshire Connects. Following sign-off, the Benefit Card will contain all the information needed to track changes in the base budgets and monitor delivery against agreed financial and service targets. A guide to what a completed Benefit Card might look like is given at Appendix 2.

BENEFIT CARD						
SUMMARY	Benefit	Provide a brief description of the proposed benefit here				
	Change programme	Name of the change programme the benefit relates to				
	Link to change programme	Describe how the benefit supports the change programme objectives				
	Link to corporate priorities	Describe how the benefit supports corporate priorities				
	Efficiency gains	Describe the nature of the efficiency gains				
	CMB Sponsor	Name the individual and give post title				
	SMT Sponsor	Name the individual and give post title				
	Officer responsible for delivery	Name the individual and give post title				
	Financial Services Officer	Name the individual and give post title				
	Business Change Manager	Name the individual and give post title				
Reference number	Referencing system to be devised					
CURRENT PROCESS	Description	Current / Planned Performance		Current Revenue Budget (£000)		
	Describe the current arrangements	Describe current and planned performance as per relevant corporate or service delivery plan in current and future years.		2007/08	2008/09	2009/10
				Revenue Budget Code:		
				Current Capital Budget (£000)		
				2007/08	2008/09	2009/10
				Capital Budget Code:		
	Description	Performance Improvement		Revenue Investment Needed (£000)		
	Describe the new arrangements	Evidence improved levels of performance against indicators to show the stretch in performance that can be achieved		2007/08	2008/09	2009/10
				Revenue Budget Code:		
				Capital Investment Needed (£000)		
2007/08				2008/09	2009/10	
Capital Budget Code:						
Cashable Savings (£000)			Non Cashable Savings (£000)			
2007/08	2008/09	2009/10	2007/08	2008/09	2009/10	
Budget Code:			Budget Code:			

DEPENDENCIES	Description		
	Describe here what other things might need to be in place for the benefit to be realised		
STAFFING RESOURCES	Description		
	List here who will support the officer responsible for the delivery of this benefit		
TIMETABLE	Task	Planned Date	Actual Date
	Sign-off of proposed benefit		
	Start of project		
	Target completion date		
SIGN OFF	Who	Signature	Date
	CMB Sponsor		
	SMT Sponsor		
	Officer responsible for delivery		
	Financial Services Officer		
	Business Change Manager		
POST IMPLEMENTATION	Were the expected benefits delivered?		
	This section needs developing but will need to ensure that we review benefits realised to assess whether expectations were realised and to capture further improvements.		

BENEFIT CARD							
SUMMARY	Benefit		Reducing the amount of paper remittances sent to creditors and the number of payment enquiries from suppliers				
	Change programme		Herefordshire Connects				
	Link to change programme		Integrated Support Services				
	Link to corporate priorities		Organisational priorities on efficiency				
	Efficiency gains		Cost reduction and improved service efficiency				
	CMB Sponsor		Sonia Rees				
	SMT Sponsor		Mike Toney				
	Officer responsible for delivery		Alun Smith				
	Financial Services Officer		Greg Evans				
	Business Improvement Manager		TBA				
Reference number		TBA					
CURRENT PROCESS	Description		Current / Planned Performance		Current Revenue Budget (£000)		
	<p>All remittances are printed, enveloped and posted to creditors and an average of 100 calls are taken on the payments enquiry number each week</p> <p>Consumables including postages amount to £50k a year and approximately £5k staff time spent on dealing with payment queries</p>		No current performance indicators		2007/08	2008/09	2009/10
					55	55	55
					Revenue Budget Code: yyxxxx		
					Current Capital Budget (£000)		
					2007/08	2008/09	2009/10
					None	None	None
					Capital Budget Code: n/a		
					Revenue Investment Needed (£000)		
	Description		Performance Improvement		Revenue Investment Needed (£000)		
<p>Introduce an electronic means of sending remittances advices to suppliers by email or fax</p>		<p>Year 1 – 25% electronic remittances and 25% reduction in payment queries</p> <p>Year 2 – 50% electronic remittances and 50% reduction in payment queries</p> <p>Year 3 – 75% electronic remittances and 75% reduction in payment queries</p>		2007/08	2008/09	2009/10	
				5	None	None	
				Revenue Budget Code: yyxxxx			
				Capital Investment Needed (£000)			
				2007/08	2008/09	2009/10	
				None	None	None	
				Capital Budget Code: n/a			
				Non Cashable Savings (£000)			
Cashable Savings (£000)			Non Cashable Savings (£000)				
2007/08	2008/09	2009/10	2007/08	2008/09	2009/10		
12	25	37	1	3	4		
Budget Code: yyxxxx			Budget Code: yyxxxx				

DEPENDENCIES	Description		
	New ICT enabled procurement system needs to be in place.		
STAFFING RESOURCES	Description		
	Creditor payments team. ICT technical support.		
TIMETABLE	Task	Planned Date	Actual Date
	Sign-off of proposed benefit	June 2007	
	Start of project	September 2007	
	Target completion date	December 2007	
SIGN OFF	Who	Signature	Date
	CMB Sponsor		
	SMT Sponsor		
	Officer responsible for delivery		
	Financial Services Officer		
	Business Improvement Manager		
POST IMPLEMENTATION	Were the expected benefits delivered?		

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