

AGENDA

Cabinet

Date: **Thursday 21 February 2013**

Time: **2.00 pm**

Place: **The Council Chamber, Brockington, 35 Hafod Road,
Hereford**

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

For any further information please contact:

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Agenda for the Meeting of the Cabinet

Membership

Chairman

Councillor JG Jarvis

**Councillor H Bramer
Councillor RB Hamilton
Councillor AW Johnson
Councillor PM Morgan
Councillor RJ Phillips
Councillor GJ Powell
Councillor PD Price**

AGENDA

Pages

HEREFORDSHIRE COUNCIL

Notice has been served in accordance with Part 3, Section 9 (Publicity in connection with key decisions) of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

Item No	Title	Portfolio Responsibility	Scrutiny Committee	28 Day Notice Given
6	Local Transport Plan	Education and Infrastructure	General Overview and Scrutiny Committee	Yes

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 the Agenda.

3. MINUTES

To approve and sign the minutes of the meeting held on 5 February 2013.

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4. BUDGET MONITORING REPORT 2012/13

To report the financial position for both Revenue and Capital budgets to 31 December 2012. The Treasury Management position is also included.

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5. MULTI-AGENCY SAFEGUARDING IN HEREFORDSHIRE: CONTEXT, PRIORITIES AND FOCUS OF HEREFORDSHIRE SAFEGUARDING CHILDREN BOARD AND HEREFORDSHIRE SAFEGUARDING ADULTS BOARD

To inform Cabinet of the current priorities of Herefordshire Safeguarding Children Board and Herefordshire Safeguarding Adults Board and the focus of the Boards into 2013-14.

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6. LOCAL TRANSPORT PLAN

To approve the Local Transport Plan (LTP) for 2013/14 to 2014/15 prior to it being submitted to Council on 8 March 2013 for adoption.

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7. LOCAL DEVELOPMENT FRAMEWORK/COMMUNITY INFRASTRUCTURE LEVY

To approve both the draft Herefordshire Local Plan – Core Strategy 2011 – 2031 and the Community Infrastructure Levy preliminary charging schedule for consultation, and approve the consultation programme.

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Note: Accompanying appendices to the report will be printed separately to the Cabinet Agenda.

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HEREFORDSHIRE COUNCIL

BROCKINGTON, 35 HAFOD ROAD, HEREFORD.

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HEREFORDSHIRE COUNCIL

MINUTES of the meeting of Cabinet held at The Council Chamber, Brockington, 35 Hafod Road, Hereford on Tuesday 5 February 2013 at 2.00 pm

Present: Councillor PD Price (Deputy Leader in the Chair)

Councillors: H Bramer, RB Hamilton, AW Johnson, PM Morgan, GJ Powell and PD Price

In attendance: Councillors AM Atkinson, JA Hyde, NP Nenadich, P Rone, J Hardwick, MAF Hubbard, TM James, RI Matthews JW Millar, C Nicholls, AJW Powers, SJ Robertson and A Seldon.

61. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor JG Jarvis and Councillor RJ Phillips.

62. DECLARATIONS OF INTEREST

There were no declarations of interest made.

63. MINUTES

RESOLVED: That the Minutes of the meeting held on 17 January 2013 be approved as a correct record and signed by the Chairman.

64. BUDGET 2013/14 AND MEDIUM TERM FINANCIAL STRATEGY

The Cabinet Member Financial Management presented the report of the Chief Officer Finance and Commercial, which proposed the draft financial strategy for 2013/14 to 2015. The report also included the 2013/14 revenue and capital budget for approval by Council on 18th February 2013, and the outcome of a consultation on proposals for savings.

A supplementary report entitled "Budget Consultation Headline Results" was also tabled at the meeting. This report captured the main themes emerging from the consultation on proposals for savings, following the closure of the consultation period on 31st January 2013. The consultation results also contained letters from the Herefordshire Third Sector Board and the Herefordshire Voluntary Organisations Support Service. In addition, the recommendations to Cabinet from both the General Overview and Scrutiny Committee and the Health Overview and Scrutiny Committee, were tabled in one document. This followed meetings of both Committees held on 1st February 2013, where the 2013/14 Budget and the medium term financial strategy had been considered.

The Cabinet Member Financial Management summarised the key points of the report, highlighting a reduction in Herefordshire's funding from central government of almost 7% for 2013/14 and the significant challenges arising therefrom. He referred to the proposed Council Tax increase of 1.9% as a difficult but necessary choice which would be used to fund Adult Social Care and further enable the Council to deliver its core objectives relating to vulnerable people and infrastructure. A monitoring process would be introduced in respect of Council Tax collection to identify any risks and to assist with keeping the budgets within

proposed limits. He highlighted approximate savings of £9 million achieved through root and branch reviews to date, which were included in the budget.

Cabinet noted that the final settlement had been received from central government on 4th February 2013, and initial indications were that it was marginally better than anticipated. Members observed that local government funding systems would undergo significant changes during 2013/14, presenting further challenges for the Council. The Cabinet Member Financial Management reported that the MP for north Herefordshire had taken up the issue of service provision and finance in rural areas, which he welcomed as a step towards recognition of the additional financial pressures faced by rural local authorities such as Herefordshire. He emphasised that the support of all Members was needed to convey a public message about the aim of the budget proposals in relation to the Council's core objectives.

The Chief Officer Finance and Commercial reported that the final settlement figure, and a new national £18 million grant from central government for services in rural areas, would both impact on the finalised budget to be considered by Council on 18th February 2013, and this would be reflected in the report to Council. He anticipated that there would be an overall balance increase of approximately £2 million.

During the ensuing discussion, the following principal points were made:

The outcomes of the public and stakeholder consultation on proposals for savings:

- The recommendations emerging from the consultation would be considered in detail over the coming months, would be factored into the existing budget process wherever possible and would be used to inform future budgets.
- **Community:** Overwhelming support for reducing/ending the distribution of Herefordshire Matters in favour of electronic methods was observed, and members acknowledged the need to ensure that the Council maintained effective methods of communication and find ways to reach those without access to any form of electronic media.
A significant proportion of the public disagreed with any reductions to funding of the voluntary sector, and this would need to be balanced with what was realistic and achievable financially. Cabinet acknowledged the need to engage with the Herefordshire Third Sector Board and the Herefordshire Voluntary Organisations Support Service when considering proposals for voluntary sector funding.
Any considered reduction in opening hours of community facilities would have to be fully researched to ensure that they remained open at peak times of use.
- **Transport:** The Cabinet Member Education and Infrastructure, and the Travel and Transport Working Group would address the issues raised in the survey relating to the need for better coordination of public transport and proposals for service integration in order to achieve savings.
- **Environment:** Public support for investment in energy-efficient technology was welcomed. Cabinet accepted the need to increase household recycling rates and to remove remaining 'bring and recycle' glass collection points, although some members called for alternative arrangements for those without access to wheelie bins.
- **Economy and growth:** Cabinet would consider ways to bring major infrastructure projects together to create a 'whole destination' for Hereford, and benefit the economy in the long-term.
- Members thanked the Research Team for producing the concise results of the consultation in time for the meeting.

Observations from the Overview and Scrutiny Committees on the 2013/14 budget and the medium term financial strategy:

- The Chairmen of the Health and Social Care Overview and Scrutiny Committee and the General Overview and Scrutiny Committee presented their recommendations in respect of the budget for 2013/14 and the medium term financial strategy, which were contained in a separate report to Cabinet, tabled at the meeting. The Chairman of the Health and Social Care Overview and Scrutiny Committee said that the recommendation from his Committee reflected the need to support Peoples' Services and in particular Adult Social Care during the present period of transition, and to ensure effective monitoring of the budgets. The Chairman of the General Overview and Scrutiny Committee said that his Committee had highlighted the need to put in place a thorough monitoring system for the collection of Council Tax and Business Rates to enable a rapid response to any adverse impacts on the budget through reduced levels of income, and to ensure that the root and branch reviews were sufficiently effective to deliver necessary changes to the Authority.
- The Overview and Scrutiny Committees' role in relation to the budget was defined as providing independent assurance, and care would be taken to avoid any duplication between the work of the Committees and that of Cabinet.
- Cabinet members confirmed that measures were being put in place in line with the recommendations made by both Overview and Scrutiny Committees, and endorsed all recommendations with the exception of the Health and Social Care Overview and Scrutiny Committee's recommendation (c), and part of its paragraph (3) in the report. Recommendation (c) had called for the introduction of a transition fund to ensure efficiency, and Cabinet stated that this could not be supported because there was no additional funding available in the 2013/14 budget. Cabinet deleted the phrase "including country parks and woodlands" from paragraph (3) because there were stringent guidelines attached to the use of the Public Health budget which would prevent its use for such a purpose.

Whilst discussing the 2013/14 budget and medium term financial strategy in general, Cabinet also noted the following comments from members of the opposition:

- A suggestion that Council undertook to deliver effective in-house project management, contract design and contract management, as a medium-term strategy to deliver year-on-year savings.
- Identifiable economic drivers, such as "Visit Herefordshire" and the Courtyard Theatre, should fall within the remit of Economic Development rather than Cultural Services in order to achieve maximum benefits.
- In response to requests for further very detailed information in certain budget areas, Cabinet members suggested that members approach them directly for assistance.

RESOLVED: that

- (I) Cabinet, having considered the outcome of public and stakeholder consultation, recommends to Council on 18 February 2013:**
 - (a) approval of the Medium Term Financial Strategy (MTFS) shown in Appendix A, which includes the 2013/14 budget and Treasury Management Strategy and Policy Statement;**
 - (b) approval of a 1.9% increase in Council Tax for 2013/14; and**
 - (c) approval of the Capital Programme outlined in paragraph 10.56 of the report;**
- (II) Cabinet notes the arrangements put in place by the Leadership Team to assure delivery of budget savings and the actions from the Root and Branch Reviews; and**

(III) Cabinet, having considered the recommendations of the General Overview and Scrutiny Committee and the Health Overview and Scrutiny Committee:

- (a) will ensure that all statistics used in compiling the budget, e.g. the population figures, are accurate, timely and used correctly;**
- (b) will ensure that all risks arising from the budget are clearly set out in the Risk Register, that the mitigation of the risks is clearly stated and includes a plan, with clear timescales and milestones, for addressing the risks;**
- (c) in the light of the fact that over fifty per cent of the recovery plan for Social Services for 2012/13 is amber or red, will ensure more focus is placed on the plan in order to ensure greater compliance with the Transformation Plan;**
- (d) will ensure that full use be made of the Public Health budget in order to promote preventative measures against ill health and encourage better and more appropriate use of the County's facilities;**
- (e) will closely monitor the collection of Council Tax and Business Rates to ensure that any adverse impacts on the budget due to reduced levels of income are known and addressed;**
- (f) will ensure that there is sufficient management expertise (either in-house or externally) for the Root and Branch reviews to be implemented across the organisation.**

The meeting ended at 3.45 pm

CHAIRMAN

MEETING:	CABINET
DATE:	21 FEBRUARY 2013
TITLE OF REPORT:	BUDGET MONITORING REPORT 2012/13
REPORT BY:	CHIEF OFFICER: FINANCE & COMMERCIAL

1. Classification

Open

2. Key Decision

This is not a key decision

3. Wards Affected

County-wide

4. Purpose

To report the financial position for both Revenue and Capital budgets to 31 December 2012. The Treasury Management position is also included.

5. Recommendation(s)

THAT:

- (a) **Cabinet note the report and the forecast position;**
- (b) **Note that the Leadership Team continues to deliver a further level of savings for 2012/13 in order to minimise any impact on reserves at year end; and**
- (c) **Note the Treasury Management report at Appendix C.**

6. Key Points Summary

- As at 31 December 2012 the overall revenue budget position showed a projected overspend of £3.8m by the end of the financial year, as shown in Appendix A. This is approximately 2.7% of the council's £143.4m revenue budget. Details of spending and actions taken by Directorates are included in Appendix A.
- The general fund reserve balance as at 31 March 2012 was £6.1m. Any overspend on the revenue account at the year-end would have to be met largely from this reserve.

Further information on the subject of this report is available from Heather Foster:
Head of Corporate Finance on Tel: (01432) 260248

- At 1 April 2012 the council held £13.5m of earmarked reserves, which are detailed in Appendix A. The specific nature of those reserves means that some are not available for reclassification as general reserves, for example the balance held for schools. However, the requirement for other reserves is being reviewed as part of the recovery plan.
- Under the current medium term financial plan, any use of reserves would need to be “paid back” as part of the 2013/14 budget.
- In addition to the revenue overview the forecast outturn spend on capital schemes is £43.7m compared to the original budget of £44m. Further details are attached in Appendix B.
- The overall position is mitigated by projected savings on borrowing and investments (£710k net).

7. Alternative Options

7.1 There are no Alternative Options as this report is for information purposes.

8. Reasons for Recommendations

8.1 To keep Cabinet informed about the projected revenue and capital out-turn position for 2012/13 including Treasury Management activities.

9. Introduction and Background

9.1 Cabinet receives regular budget monitoring reports. The last report was presented to Cabinet on 17 January 2013, which included the revenue and capital projected out-turn as at October 2012.

10. Key Considerations

10.1 £3.8m by the end of the financial year 2012/13. This is approximately 2.7% of the council's £143.4m revenue budget.

10.2 The main movements from the November projected spend of £3.7m are shown in the table below;

	£'000
Projected out turn as at November	(3,743)
Pressure on winter maintenance budget due to recent snow	(120)
Additional in year savings on discretionary spend	23
Old People packages/emergency placements partly offset by Learning and Disability Savings	(537)
DoH winter pressures funding confirmed	274
Children's Safeguarding including placements/staffing post Ofsted	(144)
Children's Provider Services – Children Centres/Early Years/Additional Needs	250
Commissioning/EHTS (staffing/other cost reductions)	89

Identification of capital schemes qualifying to capitalise interest	350
Requirement for use of waste contingency for contract payments	(300)
Other centrally held budgets	39
Projected out turn as at December	(3,819)

- 10.3 The 2012/13 budget agreed by Council in February 2012 reflects the overall savings of £10.8m required to meet the reduced funding levels from central government and budget pressures, particularly on Adult Social Care budgets.
- 10.4 The Leadership Team continues to deliver a recovery plan including actions such as the lock-down of discretionary spend, use of unspent grants, review of reserves, reviewing use of agency staff and vacancy management. Further details of actions taken by Directorates are included in Appendix A.
- 10.5 The People's Directorate is currently projecting a £6.3m overspend. This includes a projected overspend of £8m on the Adult Social Care commissioning budget. The Directorate's overall position is assisted by savings within Children's Services where significant reductions in spend have been identified.
- 10.6 The Places & Communities Directorate is currently showing an underspend of £543k for the year. The reduction in underspend for the Directorate since the last report reflects the pressure on the Winter Maintenance budget following the recent snow.
- 10.7 The Corporate Services Directorate has reviewed its budgets and put in place actions to deliver a £1m contribution to mitigate the position.
- 10.8 The Treasury Management projected out-turn is an underspend of £800k on borrowing costs largely achieved through delaying taking out PWLB loans by utilising internal reserves and short-term borrowing from other local authorities. It also includes estimated capitalised interest on schemes over 12 months duration. Investment income is anticipated to underachieve by £90k as investment balances are less than budgeted due to the delay in borrowing, but the savings on borrowings exceed the reduced investment income. Appendix C includes a detailed analysis of Treasury management activities.
- 10.9 Further mitigation is from the £1m revenue contingency agreed as part of the budget. This is only available in 2012/13 as it is funded from the Council Tax Grant.
- 10.10 The general fund reserve balance as at 31 March 2012 was £6.1m. This amount is above the council's policy of maintaining a minimum of £4.5m of general reserves as a contingency against unforeseen emergencies and events. Any overspend on the revenue account at the year-end would have to be met largely from this reserve.
- 10.11 At 1 April 2012 the council held £13.5m of earmarked reserves, which are detailed in Appendix A. The specific nature of those reserves means that some are not available for reclassification as general reserves, for example the balance held for schools. However, the requirement for other reserves is being reviewed as part of the recovery plan.
- 10.12 In accordance with the current medium term planning assumptions, any use of reserves to balance the 2012/13 budget would need to be repaid as part of the 2013/14 budget.

11. Community Impact

- 11.1 The actions being taken to reduce in year spend are likely to have some impact on the public, including service levels and response times etc. Every effort is being made to keep this to a minimum.

12. Equality and Human Rights

- 12.1 There are no specific implications in the report and recommendations.

13. Financial Implications

- 13.1 These are contained within the report.

14. Legal Implications

- 14.1 None.

15. Risk Management

- 15.1 it is important that regular budget monitoring reports are presented to outline the financial position. This allows mitigating actions to be put in place to protect the council's overall financial standing.

16. Consultees

- 16.1 None

17. Appendices

- 17.1 Appendix A – Revenue Budget Monitoring

- 17.2 Appendix B – Capital Monitoring

- 17.3 Appendix C – Treasury Management

18. Background Papers

- 18.1 None identified.

REVENUE BUDGET MONITORING
Summary

1. The following table summarises the 2012/13 projected outturn based on the financial position as at 31st December 2012.

£'000	Pay/Non Pay Budget	Income Budget	Net Budget	Projected (over) or under spend
People's Services	195,410	(123,005)	72,405	(6,356)
Places and Communities	49,846	(13,259)	36,587	543
Corporate Services	88,593	(67,047)	21,546	1,036
Directorate Position	333,849	(203,311)	130,538	(4,777)
Capital funding			16,072	800
Investments			(352)	(90)
WMS Profit Share			(624)	(624)
Centrally Held Budgets (net)			992	(363)
Government grants			(4,623)	235
Contingency			1,000	1,000
Transfer to/from Reserves			356	
Total			143,359	(3,819)

2. As of the end of December 2012 the overall revenue budget position for 2012/13 shows a projected £3.819 million overspend, which is approximately 2.7% of the council's £143.4m revenue budget. The main movements from the November projected spend of £3.743 million are shown in the table below;

	£000
Projected out-turn as at November	(3,743)
Pressure on Winter maintenance budget due to recent snow	(120)
Additional in year savings on discretionary spend	23
Older People packages / emergency placements partly offset by LD savings	(537)
DoH winter pressures funding confirmed	274
Children's Safeguarding including placements / staffing post Ofsted	(144)
Children's Provider services – C/Centres / Early Years / Add Needs	250
Commissioning / EHTS (staffing / other cost reductions)	89

Identification of capital schemes qualifying to capitalise interest	350
Requirement for use of waste contingency for contract payments	(300)
Other centrally held budgets	39
Projected out-turn as at December	(3,819)

- The 2012/13 budget includes savings requirements of £10.8m, approved in the council's Financial Resource Model as part of the budget setting process. A further target of £5.6m was allocated to adult social care as part of the recovery plan to bring the budget into balance, resulting in a savings plan for adult social care of £7.9m. In addition, there was slippage on the procurement savings programme from 2011/12 of £1.5m plus a top-slice to cover consultancy costs. The £1.5m procurement target includes £483k of social care projects which are being monitored as part of the £7.9m recovery plan. These targets are included in the Directorate budget monitoring projections detailed in this Appendix.
- In addition to the revenue overview the forecast outturn spend on capital schemes is £43.7m compared to the original budget of £44m. Further details are attached in Appendix B
- The Treasury Management projected out-turn is an underspend of £800k on borrowing costs. This is mainly through delaying taking out PWLB loans by utilising internal reserves and short-term borrowing from other local authorities and estimated capitalised interest on schemes over 12 months duration. Investment income is anticipated to underachieve by £90k as investment balances are less than budgeted due to the delay in borrowing, but the savings on borrowings exceed the reduced investment income. Appendix C includes a detailed analysis of Treasury management activities.

Revenue Reserves Position

- The general reserve balance as at 31st March 2012 was £6.1m. This amount is above the council's policy of maintaining a minimum of £4.5m of general reserves as a contingency against unforeseen emergencies and events.
- At 1st April 2012 the council held £13.5m of earmarked reserves, which are detailed in the table below. The specific nature of those reserves means that some are not available for reclassification as general reserves. One such example is the balance held for schools.

Earmarked Reserves

	31st Mar 2012
	£000
Schools balances	5,789
Grange Court	83
Commuted sums	36
Industrial Estates - maintenance	413
Schools Insurance	495
Schools sickness	84
ICT	91
Members ICT	40
Planning	24

Community Centre	180
Waste Disposal	2,407
Hereford Futures	125
Whitecross school PFI	321
Schools Rates Reserve	106
Economic Development	163
Pool car reserve	10
Three Elms Industrial Estate	362
Unused Grants carried forward	2,729
	13,458

PEOPLE'S SERVICES DIRECTORATE

Overall Projected Outturn

£'000	Exp Budget	(Income) Budget	Annual Budget	Under / (Over) Spend
Children's Safeguarding	12,041	(28)	12,013	(15)
Other Children's Provider Services	19,299	(17,119)	2,180	1,243
CYP Provider Services	31,340	(17,147)	14,193	1,228
Commissioning - Adult's Social Care	74,536	(28,297)	46,239	(8,080)
Commissioning Staff	7,664	(1,723)	5,941	349
Commissioning Other Services	4,481	(100)	4,381	143
Total Commissioned Services	86,681	(30,120)	56,561	(7,588)
Health & Wellbeing- EHTS	2,510	(859)	1,651	204
Root and Branch Savings Target -HERS				(200)
Total Health and Wellbeing	2,510	(859)	1,651	4
Total Local Authority	120,531	(48,126)	72,405	(6,356)
Schools	74,879	(74,879)	0	0
Total Peoples Services	195,410	(123,005)	72,405	(6,356)

Headlines

8. The last reported outturn to Cabinet for November was £6.288 million overspend. This is a net adverse change of £68k but includes a growth in pressures in both adult social care and children's safeguarding services. However, these have been largely mitigated through the inclusion of winter pressures funding and additional savings within children's provider services, other commissioning staff costs and Environmental Health and trading Standards (EHTS).
9. To date within the Adult Social Care savings plan £2.253 million of savings have been confirmed, leaving £1.471 million of the projected out-turn to be achieved. However, the balance to be achieved includes all of the additional charging income which will start to come through in January.
10. The directorate leadership team is meeting weekly to ensure that essential expenditure only is being approved and reviews an updated list of all commitments as part of the cost control process. Minimal expenditure is being reported across all services areas each week.

Adult Social Care and Commissioning

Key Points

11. The forecast overspend now stands at £7.588 million, a net increase of £188k. This comprises £263k (adverse) for Adult Social Care (ASC) offset by savings on commissioning budgets of £75k. The key changes for ASC consist of:
 - a. Further increases in Older People expenditure as a result of backdated packages, increasing costs for emergency care and new residential packages,

- b. Partly offset by inclusion of winter pressures funding of £274k, and
- c. Reductions in projections for learning disabilities of £85k
- d. The net increase in savings of £75k on commissioning services relate principally to vacancies being held and agency staff absences (interim Head of Service posts)

Risks

- 12. The improvement plan still includes £1.471 million of savings to be achieved in the last three months. At particular risk are the savings from reviews / transfers to supported accommodation and Care Funding Calculator (CFC) clients, the estimated risk is £0.5- £0.9 million, but it is anticipated that completion of the terminations analysis and subsequent amendments will alleviate this.
- 13. Some of the winter pressures funding (£274k) may be required to cover additional costs and therefore not all available to offset pressures.
- 14. The Directorate is responding to a data protection issue and this may have a financial implication.
- 15. There is continued pressure on the older people's budget as a result of winter conditions. This may increase if the weather deteriorates.
- 16. There is a risk of bad debt on non payment by PCT/ DoH on disputed invoices at year end

Opportunities

- 17. There is potential for a second tranche of winter pressures funding from Department of Health. This is yet to be confirmed.
- 18. If funding of an additional contribution for Wye Valley Trust staff costs is not agreed then the forecast pressure is reduced by £120k. This is being discussed with the Trust.
- 19. It is estimated that £24k is to be clawed back from the section 75 agreement due to delays in recruitment of the reablement team by Wye Valley.

Children's Provider Services

Key Points

- 20. Safeguarding services are now projecting an over spend of £15k compared to the last position of an underspend of £129k, an adverse movement of £144k. The key reasons for the worsening outturn projection are.
 - a. An increase in agency foster placements (8 new placements in December) at a predicted cost to year end of £44k. This now presents a risk to the 2013/14 budget if placements continue at this level.
 - b. The Child In Need and Families Assessment and Safeguarding Team overspend has increased from 168k to 209k as a result of additional agency staff placements following Ofsted.
 - c. Safeguarding management costs have increased by a further £50k.
 - d. Children With Disabilities team had previously reported an overspend of £62k for direct payments, which has now increased, leaving the total overspend at £121k

21. Children's Provider Services now project an outturn saving of £1.243 million an increase of £250k compared to the last estimate of £993k. The key areas delivering additional savings are:
- a. A further £100k reduction in expenditure in Children's centres, (total saving now £150k), other locality savings have increased by £18k giving total cumulative other locality savings of £278k which have been achieved principally in the youth and connexions services as a result of the service redesign and implementation in September 2012.
 - b. Further savings have been made in Early Years services of £71k giving a cumulative saving of £164k.
 - c. Further savings are also expected in Additional Needs through short term savings on Complex Needs of £61k. This remains a risk area for 2013/14.
 - d. Savings included in previous outturn updates include £300k for school severance payments, and offset to grants.

Risks

- 22. After the sharp rise in agency foster placements in December there remains a risk of additional costs estimated at up to £90k.
- 23. There is a continuing reliance on agency staff in management roles in Safeguarding children's services.

Opportunities

- 24. School closures as a result of snow are likely to deliver some savings as school transport contracts pay only 50% of daily rate for each day where there is no service.
- 25. There are potential further opportunities in adoption / other services of up to £85k, which should offset risk on placements.

Health and Wellbeing – Environmental Health and Trading Standards

Key Points

- 26. Overall savings in this area now total £204k and this meets the £200k savings target set at the beginning of the year. Savings have been achieved across all services through a combination of vacancy management, charging for services and cost control.

Opportunities

- 27. No additional opportunities above those included in the forecast at present.

PLACES AND COMMUNITIES DIRECTORATE

Overall Projected Outturn

£'000	Pay/Non Pay Budget	Income Budget	Annual Budget	Under / (Over) Spend
Economic, Environment and Cultural Services	10,949	(4,061)	6,888	26
Homes and Community Services	7,661	(4,474)	3,187	134
Place Based Commissioning	30,897	(4,667)	26,230	276
Director and Management	339	(57)	282	107
Total	49,846	(13,259)	36,587	543

Summary

28. The Directorate is currently showing an underspend of £543k for the year. The reduction in the previously reported underspend for the Directorate reflects the pressure on the Winter Maintenance budget following the recent period of snow that required additional snow clearance and gritting.
29. This position also incorporates the Directorate Savings Plan of £2.81 million, of which £100k relating to the review of income from Car Parking is currently at high risk and reflected as a pressure, which will be met through in year savings.
30. Of the remaining savings target £1.85 million has a low risk rating and the remaining £860k, including the Amey savings included in the above, has medium risk of not being achieved.
31. Whilst in year pressures on income budgets in relation to Planning Fees and Car Parking will be met by in year savings, the Directorate carries the risk of further bad winter conditions.

Economic, Environment & Cultural Services

32. Planning Fee income remains lower than the same period in 2011/12. If this is the outturn at year end this would mean a shortfall of income of £500k for the year. This pressure is mitigated by the halt on discretionary spend and use of unused grant reserves.
33. Planning fees are currently set by the Government and have not been increased since 2008. For fees from 23 November 2012 the Government has proposed a one-off adjustment to "up-rate" fees in line with inflation, which amounts to around 15%. Based on the income levels in previous years, this would mean an additional £50k income in 2012/13.

Homes & Communities

34. There is currently a pressure on parking budgets of £185k which mainly reflects the shortfall in income on car parking charges. This includes projections of increased income from changes to parking fees introduced in November 2012. As previously reported the pressure partly reflects the closure of 58 spaces on the Garrick Surface Car Park and the wet weather conditions.

35. There are in year savings to mitigate this position from the discretionary spend budgets and the use of previous years grant reserves.

Place Based Commissioning

36. The Directorate carries a risk relating to winter weather conditions that requires a response to grit the roads. The current outturn assumes a 'normal' winter with a budget of £1.3 million which covers:

- 57 full salt runs on priority routes
- 5 full runs on secondary routes
- 2 snow days (1 light, 1 heavy)

The number of gritting runs to date (21/01/13) are:

- 61 full salt runs on priority routes
- 2 full runs on secondary routes
- 9 snow days (1 light, 1 heavy)

37. This is estimated to put pressure on the 2012/13 budget of £120k. If there is another period of severe weather or prolonged marginal weather conditions, this will put further pressure on the budget.

38. There is also a risk in relation to disputed items in the Amey contract. These disputed items impact on both capital and revenue items, some which will be met within the current annual budgets managed by Amey through the MAC contract. The next step is to take a sample of disputes to go to adjudication in February 2013.

39. Following the wet weather conditions in September, Herefordshire registered a further intention to claim from the Bellwin Scheme for the essential works totalling £110k as a result of the flood damage. However no scheme has been activated for September by DCLG - a number of local authorities expressed an initial interest in a scheme for flooding in that month, but with the exception of Herefordshire no other authority has said they have costs above threshold. Herefordshire has forwarded its case to Ministers that the flooding in Herefordshire was exceptional and is awaiting a response. Further claims have been registered for November and December 2012.

Director and Management

40. There is currently underspend in relation to the Directorate's annual non pay inflation budget which is will be used to mitigate the pressures within the Directorate.

CORPORATE SERVICES DIRECTORATE

Overall Projected Outturn

£'000	Pay/Non Pay Budget	Income Budget	Annual Budget	Under / (Over) Spend
Customer Services and Communications	3,231	(287)	2,944	149
People, Policy and Partnership	9,453	(1,519)	7,934	446
Law, Governance and Resilience	3,744	(931)	2,813	(97)
Chief Finance Officer and Commercial	69,470	(64,100)	5,370	538
Corporate Management	2,261	0	2,261	0
Chief and Deputy Chief Executive	434	(210)	224	0
Total	88,593	(67,047)	21,546	1,036

Summary

41. The Directorate is expected to underspend by £1.036 million for the year. This is an improved position since the end of November (£1.013 million underspend). The improvement reflects the Directorate's actions to help mitigate the council's overall deficit position, although there are a number of significant risks already identified which are also being managed within the Directorate in the year.
42. This position includes achievement of the Directorate Savings Plan, totalling £1.8 million, of which the following are at high risk of not being achieved and will therefore be met from other in year savings.

Service Area	Principles	Risk	Savings Target 2012/13 £000
Legal (HC)	Building capacity to deliver to partners in the Health Sector, in sourcing and delivering to new clients in the local community third sector at competitive rates	Additional work not requested by WVT & PCT and HWFRA appointed own legal staff.	30
Support Services	Root & Branch Review	Savings unlikely to be identified through reviews for 2012/13.	150
Total			180

43. Of the remaining savings target £1.49m has a low risk rating and £360k has medium risk of not being achieved.

Customer Services & Communications

44. The Customer Organisation project continues in 2012/13 introducing a new system and

look at business processes for delivering front line services. It is estimated that staff costs of £100k are attributable to the projects and will therefore be funded from capital as part of the 2012/13 Capital programme.

45. Savings of at least £100k are expected in 2012/13 across Customer Services as part of the Root and Branch Review.
46. The service outturn has reduced since last reported to reflect the pressure in relation to staffing costs for the Digital Channels project which transfers from the Directorate's ICT Strategy budgets.

People, Policy and Partnership

47. The service has identified further in year savings on annual system maintenance costs and the full utilisation of grant funding for Corporate Training.
48. A review of spend on ICT projects is currently underway to identify capital expenditure which can be funded from capital budgets in the year thereby releasing revenue budget savings to help address the Council overall deficit position.

Law, Governance and Resilience

49. Along with the high risk of not being able to achieve £30k income from partners, noted above, there is a further risk of £50k of the service total savings target of £125k from staff savings. This is due to slippage in Legal Services restructure and the proposed transfer of Registration Service to Customer Services, which has now been agreed by General Register Office. The transfer of staff is now expected to take place imminently and the risk of achieving the associated savings is mitigated.

Chief Finance Officer and Commercial

50. Through a review and further control of discretionary spend budgets, the service is expected to make annual savings of £200k which includes a hold on emergency maintenance.
51. A review of expenditure in Property Services has also identified £300k which can be classified as capital spend. A further review will be carried out in February.
52. There is also £38k saving from the use of grant reserves held on the balance sheet.
53. Pressure remains on the Property budgets in relation to the Corporate Accommodation Project, meaning maintenance costs of vacated building continue to be incurred, and the impact of the disaggregation of PCT staff from council offices, resulting in loss of income.

Chief and Deputy Chief Executive

54. Whilst in year savings of £150k have been identified from the Chief Executive and Deputy Chief Executive's annual budget, this will be utilised in year to meet pressures identified above in relation to the Directorate's annual savings plan.

Capital Forecast

- The capital outturn forecast for 2012/13 as at the end of December totals £43.7 million, an increase of £1.6 million reported at the end of November. The main changes include;-
 - The re-phasing of the link road budget increasing this year's forecast spend by £1.677 million to cover the cost of a key property purchase.
 - The allocation of £370k Salix interest free loan funding towards the cost of replacement street lighting that will reduce carbon emissions and energy costs.
 - An allocation of £300k capital receipts reserve funding towards Model Farm costs to enable vacant possession of the site.
 - The slippage of £550k capital funding on this years on Marches Redundant Building Grant scheme into 13/14. This is an external grant funded scheme.
- A summary by directorate and funding source is provided in Table A below.

Table A – Funding of 2012/13 Capital Outturn Forecast

Directorate	2012/13 Forecast £'000	Prudential Borrowing £'000	Grants & Contributions £'000	Revenue Contribution £'000	Capital Receipts Reserves £'000
People's Services	9,060	647	8,349	-	64
Places & Communities	29,891	9,453	16,383	229	3,826
Corporate Services	4,759	4,297	84	35	343
Contingency	38	38	-	-	-
Total	43,748	14,435	24,816	264	4,233

- Table B - Schemes with an outturn forecast exceeding £500k in 2012/13**

Scheme	Spend to end Dec £'000	2012/13 Original Forecast £'000	2012/13 Current Forecast £'000	Comments
People's Services				
Blackmarstons Special School	967	3,000	2,425	SEN school extension in progress
Condition property works	898	1,807	1,267	Annual programme of works at various sites committed on a highest need first basis. The funding has decreased in 12/13 as a result of a number of schools converting to academies
Basic Need – Schools	628	-	1,217	This funding has been allocated to schools through a structured bidding process. This relates to grant funding brought forward from previous years.

Hampton Dene	603	750	708	SEN school specialist unit works complete
Leominster Primary school	218	6,807	520	Scheme options under consideration
Places & Communities				
Local Transport Plan	5,300	9,985	9,985	Annual programme of capital works to highways, footways and bridges, This funding has been cut by 5% from the 2011/12 funding allocation.
Link Road	6,123	4,593	6,270	Key property purchase complete.
Connect 2	184	1,779	1,736	Cycle footpath connection between the city centre and Rotherwas.
Disabled Facilities Grant	512	-	1,440	There is a large demand for these grants, processing is dependent on the rate of referrals. This represents grant funding (unknown when original budget set) plus match funding brought forward.
Grange Court	635	-	1,152	Refurbishment works nearing completion.
Rotherwas Enterprise Zone	520	-	1,100	To enable the provision of serviced plots to private sector inward investors.
Garrick House multi storey car park	254	1,000	918	Essential lift and enhancement works.
Rotherwas Relief Road	584	-	806	Final compensation payments falling due.
Putson Community Building	162	-	765	S106 funded new build.
Affordable Housing Grants	43	-	729	Various grants awarded to approved schemes, budget fully committed.
Hereford Active Travel Schemes	46	-	623	Detailed travel schemes recently agreed
Ledbury Library	454	2,537	591	Phase 2 restoration works start February.
Street Lighting	459	-	539	Enhancement works to generate carbon reductions and energy cost savings.
Broadband	-	4,035	500	Contract for works let in December.
Corporate Services				
Corporate accommodation	1,876	4,580	3,265	Works at Plough Lane and the civic hub and the better ways of working project. The new heritage, archive and record centre (HARC) has been granted planning permission.
Hereford Leisure Pool	994	-	911	Scheme complete. Forecast spend represents budget brought forward from 2011/12.
Sub Total	21,460	40,873	37,467	
Schemes with a budget <£500k in 2012/13	3,062	3,156	6,281	
Total	24,522	44,029	43,748	

Prudential Borrowing

3. A summary of the forecast Prudential Borrowing (PB) position is set out below.

	£'000	£'000
2012/13 Original Prudential Borrowing Forecast		11,905
Less: Slippage into 2013/14	37	
Removal of Halo driving range funding	(346)	
Add: Revenue financed IKEN capital scheme	65	
Slippage from 2011/12	<u>2,774</u>	
		2,530
Expected use of Prudential Borrowing in 2012/13		14,435

Capital Receipts Reserve

4. The opening capital receipts reserve balance was £2.8 million as at 1st April 2012; this has been increased by £1.4 million by the capital receipt share from the sale of West Mercia Supplies and £1.5 million from the sale of the old livestock market. Of this total £4.2 million will be used to fund capital expenditure in 2012/13 with the balance remaining of £1.5 million earmarked to fund future year's capital expenditure.

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

1. The Economy

1.1. Recent economic events and statistics show the following:

- The first estimate of economic growth for the fourth quarter of 2012 showed the economy contracting by 0.30% over the quarter and by 0% year on year. Although contraction was expected the result was weaker than forecast.
- The Office of Budget Responsibility's forecast for 2013 is for the UK economy to grow by 1.3%.
- The year-on-year Consumer Price Index (CPI) for December 2012 stayed constant at 2.70% for the third month in succession.
- Members of the Monetary Policy Committee voted unanimously to hold the Bank Rate at 0.50% at their meeting in January.
- The US economy managed to steer away from the so called "fiscal cliff" however this issue will resurface in March when a package of spending cuts are due to take effect. However, in the interim the measures taken have been sufficient to see a significant increase in the price of equities and a corresponding fall in the price of gilts (resulting in increased yields and higher PWLB rates).

2. The Council's Investments

2.1 At 31st December 2012 the council held the following investments:

Investment	Term	Maturity Date	Interest Rate	Amount invested	
				£m	£m
<u>Instant Access Bank Accounts:</u>					
National Westminster	N/A	N/A	1.10%	5.00	5.00
<u>Instant access Money Market Funds:</u>					
Prime Rate	N/A	N/A	0.46%	3.26	
Ignis	N/A	N/A	0.48%	1.05	4.31
<u>Fixed Term Deposits:</u>					
Lloyds	100 days	07/02/13	1.40%	2.00	
Lancashire C C	364 days	06/03/13	0.85%	2.00	
Bank of Scotland	120 days	15/03/13	1.20%	2.00	
Bank of Scotland	120 days	20/03/13	1.20%	1.00	
Bank of Scotland	136 days	22/03/13	1.40%	2.00	
Lloyds	182 days	31/05/13	1.00%	0.50	
Nationwide	273 days	11/09/13	0.76%	2.00	
Barclays	365 days	01/11/13	1.07%	2.00	
Gateshead Council	549 days	18/11/13	1.10%	2.00	
Barclays	364 days	29/11/13	1.00%	1.00	
Barclays	365 days	05/12/13	1.00%	1.00	17.50
Total			1.00%		26.81
Shaded lines are term deposits placed in December (i.e. since last report)					

- 2.2 Since the beginning of the year the council's eligible UK counterparties, together with the maximum maturity periods (as recommended by the council's treasury advisers Arlingclose), have been as follows:

	Date revised					
	1 st Apr	3 rd May	18 th May	1 st Jun	30 th Jul	31 st Oct
Santander UK	35 days	35 days	overnight	overnight	35 days	100 days
Nat West and RBS	100 days	35 days	35 days	overnight	35 days	6 months
Bank of Scotland and Lloyds TSB	100 days	35 days	35 days	overnight	100 days	6 months
Nationwide	100 days	100 days	100 days	100 days	100 days	12 months
Barclays	100 days	100 days	100 days	100 days	100 days	12 months
HSBC and Standard Chartered Bank	6 months	6 months	6 months	6 months	12 months	12 months

- 2.3 The rates of interest receivable on the council's investments have reduced in the nine months to December 2012. For example, as noted in the previous report, rates on the following investments have been as follows:

Investment	2 nd Apr	2 nd Jul	28 th Sep	27 th Dec	
Prime Rate Money Market Fund (instant access)	0.87%	0.69%	0.61%	0.46%	
Ignis Money Market Fund (instant access)	0.82%	0.72%	0.65%	0.50%	
Nationwide	E.g. 3 month term deposit	0.98%	0.60%	0.51%	0.44%
Barclays	E.g. 3 month term deposit	0.91%	0.83%	0.53%	0.46%
Lloyds Group	E.g. 3 month term deposit	1.40%	1.40%	1.35%	0.70%

- 2.4 Current rates at the beginning of February are still at around the levels noted at the end of December.
- 2.5 Arlingclose has issued the following forecast of the Bank Base Rate (issued 18th January 2013). As previously noted, Arlingclose believe that it could be 2016 before the first increase in the Bank Base Rate.

Bank Rate	Mar-13	Jun-13	Sep-13	Dec-13	Mar-14	Jun-14	Sep-14	Dec-14	Mar-15	Jun 15
Upside risk			+0.25	+0.25	+0.25	+0.25	+0.50	+0.50	+0.50	+0.50
Central case	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
Downside risk		-0.25	-0.25	-0.25	-0.25	-0.25	-0.25	-0.25	-0.25	-0.25

There is no change in the above forecast from that previously reported.

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

Month	Amount invested		Average rate of interest earned		Amount of interest earned £	Budget £	Short-fall £
	Actual £m	Budget £m	Actual %	Budget %			
Apr-12	22.11	30	1.15	0.90%	20,643	22,500	(1,857)
May-12	31.94	40	1.09	0.90%	29,247	30,000	(753)
Jun-12	32.57	45	1.07	0.90%	28,657	33,750	(5,093)
Jul-12	32.34	50	0.93	0.90%	25,676	37,500	(11,824)
Aug-12	31.33	45	0.98	0.90%	26,190	33,750	(7,560)
Sep-12	28.82	45	1.00	0.90%	23,542	33,750	(10,208)
Oct-12	28.00	45	1.00	0.90%	23,760	33,750	(9,990)
Nov-12	25.61	40	0.98	0.90%	20,505	30,000	(9,495)
Dec-12	31.17	35	0.92	0.90%	24,386	26,250	(1,864)
Total to 31st December 2012					222,606	281,250	(58,644)
Jan-13	25.00	35	0.90	0.90%	18,750	26,250	(7,500)
Feb-13	20.00	30	0.90	0.90%	15,000	22,500	(7,500)
Mar-13	20.00	30	0.90	0.90%	15,000	22,500	(7,500)
Projected outturn					271,356	352,500	(81,144)

2.7 The interest received in the nine months to 31st December 2012 has fallen short of the amounts budgeted by £58,644. Whilst the average rates achieved each month have been higher than the budgeted rate of 0.90%, the average amounts invested have been lower.

2.8 The investment budget was set on a consistent basis with the borrowing budget assuming that the council may take out further borrowing totalling £11.5 million at the end of 2011/12 and/or at the beginning of 2012/13. The postponement of this borrowing has caused investment income to fall but the reduction in income is outweighed by savings made on the borrowing side. Recent short-term borrowing from other local authorities will reduce the gap between projected and actual investment balances but falling council reserves have the opposite effect.

2.9 In view of falling interest rates, and continuing restrictions on the maximum maturity periods with some banks, actual investment income is anticipated to fall short of the amount budgeted by between £70,000 and £90,000.

3. The Council's Borrowing

Short-term borrowing

- 3.1 During the year to date the council has taken out short-term loans from other local authorities. This is good practice as the rates are below levels available from other sources.

Date Borrowed	Local Authority	£m	Period (days)	Date Repayable	Interest Rate – gross including brokers commission	Interest Payable (including brokers commission)
01/05/12	Worcestershire	3.00	7	08/05/12	0.39%	£224.38
02/05/12	Rhondda	3.97	8	10/05/12	0.39%	£339.35
08/05/12	Worcestershire	3.50	7	15/05/12	0.39%	£261.78
10/05/12	Coventry	3.50	21	31/05/12	0.38%	£765.21
28/05/12	Caerphilly	3.00	10	07/06/12	0.38%	£312.33
24/08/12	Leicester	2.00	83	15/11/12	0.36%	£1,637.27
24/08/12	London Borough of Hammersmith & Fulham	2.00	52	15/10/12	0.37%	£1,054.25
12/09/12	East Renfrewshire	2.00	50	01/11/12	0.37%	£1,013.70
15/10/12	Worcestershire	2.00	50	04/12/12	0.37%	£1,013.70
19/11/12	Leicester City	1.50	28	17/12/12	0.37%	£425.75
20/11/12	West Mercia Police	1.00	56	12/01/13	0.37%	£567.68
26/11/12	Merseyside Transport	2.00	224	08/07/13	0.40%	£4,909.59
30/11/12	South Yorkshire	2.00	255	12/08/13	0.42%	£5,868.49
30/11/12	Merseyside Transport	2.00	283	09/09/13	0.44%	£6,823.02
04/01/13	City & County of Swansea	2.00	97	11/04/13	0.35%	£1,860.27
05/01/13	City & County of Swansea	2.00	92	08/05/13	0.40%	£2,016.43
06/02/13	Kent Police Authority	2.00	119	05/06/13	0.40%	£2,608.22
Total interest and commission payable on loans taken out to 6th February 2013						£25,216.50
Less interest and commission relating to 2013/14						£11,517.81
Total short-term interest for 2012/13 on loans taken out to 6th February 2013						£16,126.09
Shaded lines are those loans both taken out and repaid in 2012/13						

- 3.2 Short-term loans taken out during the year have either been to provide additional liquidity (at times when it was cheaper to use short-term loans to provide liquidity rather than keep instant access to the required investment balances) or, more recently, to fund capital expenditure.

- 3.3 The council can only borrow up to its Capital Financing Requirement and cannot borrow beyond this to finance the revenue budget.
- 3.4 The council's longer term loans from the Public Works Loan Board (PWLB) are all at fixed rates with an average interest rate payable of 4.04%. Short-term loans are currently available at very low rates and remove the cost of carry (the differential between investment and borrowing rates) associated with longer term loans.
- 3.5 At the present time, with the bank base rate anticipated to stay at 0.50% for the next few years, it is intended to use short-term borrowing from other local authorities to fund both this year's capital expenditure and a significant part of the capital expenditure in 2013-14. It can be seen from the above table that the short-term borrowing has been taken out so that £2 million matures each month from April to September inclusive. This is to spread interest rate risk and give the council the opportunity to renew the loans at a time when other local authorities balances should be relatively high resulting in advantageous interest rates. Assuming current rates continue, the council should be able to rollover these loans and borrow for up to one year at a gross interest rate including commission of below 0.60%.

It is stressed that using other local authorities is sound financial management given the very favourable rates available.

Long-term borrowing

- 3.6 No long-term loans have been taken out in the year to date.
- 3.7 As noted previously, there are currently good reasons to postpone further borrowing from the PWLB, including:
- The expectation that PWLB rates will remain relatively low for the foreseeable future;
 - The large differential between PWLB rates and those currently earned on the council's investments;
 - The availability of cheap short-term loans from other local authorities; and
 - The flexibility offered by short-term borrowing in terms of repaying loans and reducing investments should financial conditions deteriorate.
- 3.8 As noted in 1.1, longer dated PWLB rates have increased in the last month or so following the Unites States temporarily avoiding the "fiscal cliff" but given that the "cliff" will resurface in March (when a further \$110 billion of spending cuts are due to take effect), together with the availability of cheap, shorter term borrowing, it is difficult to make a compelling case for replacing one with the other at present.
- 3.9 The costs and benefits of longer term borrowing, relative to shorter term borrowing, will continue to be monitored and discussed with the council's treasury adviser Arlingclose.
- 3.10 It is anticipated that at the year end the council will have £12 million of short-term loans outstanding (as shown in the table above) but the difference in the budgeted PWLB interest rate of 4.00% and the interest rates payable on the short-term loans (less than 0.44% or less) will result in significant budget savings. The current underspend can be estimated as follows:

Summary of Borrowing Budget	Budget	Forecast	Saving
	£m	£m	£m
Minimum Revenue Provision	9.95	9.79	0.16
Interest on existing loans (January 2012 position)	5.76	5.76	-
Provision for borrowing of £5.50m to be taken out before the end of 2011/12 at 4.00%	0.22	-	0.22
Borrowing requirement for 2012/13 of £6m, included at an interest rate of 4.00%	0.24	-	0.24
Interest payable on short-term borrowing in lieu of longer-term loans		0.02	(0.02)
Additional budget towards property disposal costs	0.05	0.05	-
Original budget	16.22	15.62	0.60
Budget adjustment relating to a reduction in capital financing contributions from directorates	(0.15)	-	(0.15)
Forecast budget surplus as at 31 March 2013	16.07	15.62	0.45

4. Summary of Outturn Position

4.1 It is anticipated that no PWLB borrowing will be taken out before the year end and all borrowing will consist of short-term loans from other local authorities. The current forecast is for an underspend of £710,000. The underspend comprises:

	£m
Investment income receivable less than budgeted	(0.09)
Interest payable on borrowing less than budgeted	0.45
Capitalisation of interest paid (see below)	0.35
Total underspend	0.71

4.2 The council is able to capitalise interest costs relating to interest paid on borrowing used to fund large capital schemes that take substantial periods of time to get to the point at which the assets may be utilised. Such interest, incurred at the construction or installation phase, may be added to the cost of the associated asset. At this stage capitalised interest is estimated to be £350,000, as shown above.

4.3 The use of short term loans will continue to be a key part of our treasury management and means we are able to deliver savings against this year's revenue budget for funding the capital programme.

MEETING:	CABINET
DATE:	21 FEBRUARY 2013
TITLE OF REPORT:	MULTI-AGENCY SAFEGUARDING IN HEREFORDSHIRE: CONTEXT , PRIORITIES AND FOCUS OF HEREFORDSHIRE SAFEGUARDING CHILDREN BOARD AND HEREFORDSHIRE SAFEGUARDING ADULTS BOARD
REPORT BY:	HSCB/HSAB BUSINESS MANAGER

1. Classification

Open

2. Key Decision

This is not a key decision

3. Wards Affected

County-wide

4. Purpose

To inform Cabinet of the current priorities of Herefordshire Safeguarding Children Board and Herefordshire Safeguarding Adults Board and the focus of the Boards into 2013-14.

The report is being presented to cabinet partly in response to the recommendations following the Ofsted Inspection of Local Authority Arrangements for the Protection of Children. It represents a further step in the Boards' improvement journey by creating more empowered governance and accountability structures around the Boards. It is planned that Cabinet will receive regular updates of this sort.

The Business Plans of the Boards set out the agreed priorities for the year and provide measurable actions to enable the Boards to hold each partner agency to account in delivering them.

They are supported by the context of safeguarding in Herefordshire laid out in the Annual Reports of the Safeguarding Boards which include assessment and analysis of the effectiveness of our local arrangements for safeguarding children and adults at risk. Specifically in relation to local safeguarding children boards, the annual report compares how we are performing all our functions required by the statutory guidance, Working Together, which specifies how. Working Together sets out how organisations and individuals should work together to safeguard and promote the welfare of

Further information on the subject of this report is available from Andy Churcher, HSCB/HSAB Business Manager on Tel: (01432) 260278

children and young people in accordance with the Children Act 1989 and the Children Act 2004.

Local authority areas are required by law to have a Local Safeguarding Children Board, funded by a range of statutory agencies. The government has made a commitment to include a similar requirement for Adults Boards. This has not yet been completed.

In 2011 HSCB and HSAB agreed that safeguarding adults in Herefordshire should be as much of a multi-agency priority as safeguarding children. The role of Independent Chair was extended across both Boards and Herefordshire Safeguarding Adult Board was given equal support by the Business Unit; previously it had met without committed business support. With this move Herefordshire demonstrated its commitment to prioritise the safeguarding of adults alongside the safeguarding of children well ahead of the national government's intention.

5. Recommendation(s)

THAT:

- (a) Cabinet notes the priorities, focus and context of safeguarding outlined in the reports and the assurance that they provide; and**
- (b) the comments of Cabinet to the Boards about their future work programmes be noted.**

6. Key Points Summary

- Cabinet is responsible for exercising effective governance arrangements in overseeing the effectiveness of the multi-agency safeguarding arrangements for children and adults who may be at risk. A means of exercising the leadership role is to publically consider the annual reports and business plans of the Children and Adults Safeguarding Boards.
- Children's Safeguarding
 - The recent Ofsted inspection highlighted concerns about the effectiveness of child protection arrangements in Herefordshire. Although the Herefordshire Safeguarding Children's Board has played a part in leading the development of effective early help arrangements, it has been less effective at understanding and addressing both the causes of child protection issues in Herefordshire and having a strong understanding of the effectiveness and impact of child protection practice.
 - The annual reports of the Safeguarding Boards enable the Cabinet to understand and assess the multi-agency safeguarding arrangements. It should be noted that this report is retrospective and relates to the 2011-12 financial year. Now that the Board has improved its business processes, the 2012-13 report will be presented to Cabinet much earlier during 2013-14 to improve Cabinet's ability to exercise effective governance arrangements. See note 9.4.
 - As a result of the annual report, and the OFSTED inspection, the Board is focussing on:
 - Improving its leadership and visibility;
 - Strengthening its performance and QA framework in order to ensure that the Board knows exactly how individual agencies are performing and the impact this is having on children
 - Understanding the impact of sexual exploitation within Herefordshire and the implementation of its action plan;

- Understanding and addressing the underlying reasons that children become subject to Child Protections Plans, e.g. domestic abuse in partnership with the HPEG;
 - Proactive commissioning in the light of the unmet needs identified by audits;
 - Herefordshire Safeguarding Children Board structures its work to ensure that it meets its statutory responsibilities, therefore ensuring that the effectiveness of safeguarding arrangements across its partners continues to increase. It is currently reviewing its membership and functioning.
- Adults Safeguarding
 - Although the statutory basis for safeguarding vulnerable adults is different to children's safeguarding, it is essential that the Cabinet to apply the same rigour to considering adult protection issues and effectiveness as it does to children's issues.
 - Key developments in the way adult safeguarding referrals are received and initially processed by Wye Valley NHS Trust have begun to provide a more robust system of . understanding of safeguarding issues and the needs of adults at risk in Herefordshire.
 - Through this new approach, the Board is beginning to increase its understanding the causes of abuse for adults at risk in Herefordshire and will ensure that it is able to ensure people's needs are met at the earliest point;
 - The Board will review and assess the effectiveness of the new referral processes and the response arrangements to inform further development of these;
 - The Board will continue its work around the Mental Capacity Act and improving the response to the number of referrals relating to learning disability issues;
 - Developing the Board's QA and performance role and championing adults at risk and learning from the inspection for Children's Services.
 - The Board will also be developing its work around understanding the quality and effectiveness of safeguarding work undertaken by providers of services for adults across Herefordshire and developing its relationship with them.
- Both Boards are currently developing their key priorities for 2013-14 and Cabinet's comments will assist them in this work. A key area for further improvement over the coming year for both Boards will be within our quality assurance and performance management structures.

7. Alternative Options

7.1 This is not a decision item.

8. Reasons for Recommendations

8.1 Cabinet members should assure themselves, following the recent Ofsted Inspection of Local Authority Arrangements for the Protection of Children, that Herefordshire Safeguarding Children's Board is meeting its statutory functions to ensure the safeguarding needs of children and young people in Herefordshire. Similar assurance should be sought by Cabinet members that Herefordshire Safeguarding Adults Board is meeting its remit.

9. Introduction and Background

- 9.1 Herefordshire Safeguarding Children Board has a statutory responsibility to produce an Annual Report to assess how well agencies are working together to safeguard children. The report highlights significant areas of the Board's and how safeguarding practice and processes are developing in Herefordshire through them.
- 9.2 Although there is no statutory responsibility on Safeguarding Adults Boards to produce an annual report, it is good practice to document the effectiveness of the local arrangements for safeguarding adults at risk and compare how we are performing against the specific functions of Herefordshire Safeguarding Adults Board.
- 9.3 The Annual Reports have been presented to Cabinet later than planned this year due to the staffing changes within the Boards and key external factors, including the Ofsted inspection. The Chair of the Boards and the Business Manager both came into post during the first 5 months of 2012 and have been implementing a number of significant developments as a matter of priority.
- 9.4 After the end of the financial year 2012/13 the following reporting timescales are planned to ensure Annual Reports and Business Plans are agreed and published in a timely manner:
- HSCB and HSAB Business Plans for 2013/14 will be published in April 2013.
 - HSCB and HSAB Annual Reports for 2012/13 will be published in June 2013
 - The Annual Multi-Agency Safeguarding in Herefordshire report to Cabinet will be made in July 2013.

10. Key Considerations

- 10.1 This is not a decision item.

11. Community Impact

- 11.1 This is not a decision item and therefore there is no direct impact from this report.

12. Equality and Human Rights

- 12.1 This is not a decision item and therefore there is no implication on our public sector equality duty. Protecting children and adults at risk of harm enables the Council to meet some of the requirements of the public sector equality duty.

13. Financial Implications

- 13.1 This is not a decision item and therefore there are no financial implications.

14. Legal Implications

- 14.1 This is not a decision item and therefore there are no legal implications.

15. Risk Management

- 15.1 The Safeguarding Boards and Cabinet, in its role to exercise effective governance, must understand the causes of safeguarding issues for children and adults at risk in Herefordshire and ensure appropriate systems are in place to reduce the effect of these issues and meet the needs of those subject to them. Failure to ensure appropriate action will place people at risk.

16. Consultees

- 16.1 Members of the Safeguarding Boards.

17. Appendices

- 17.1 Herefordshire Safeguarding Children Board's Annual Report 2011-2012.
- 17.2 Herefordshire Safeguarding Adults Board's Annual Report 2011-2012.
- 17.3 Herefordshire Safeguarding Children Board's Business Plan 2012-2013.
- 17.4 Herefordshire Safeguarding Adults Board's Business Plan 2012-2013.

18. Background Papers

- 18.1 None identified.



Herefordshire Safeguarding Children Board

Annual Report
2011 – 2012

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Reviewing the Year

As the recently appointed Chair of HSCB, I would like to thank my predecessor, Maggie Blythe, for the tireless work that she did as Independent Chair in overseeing the excellent work that has been achieved over the last year.

The last year has seen a challenging environment in which to maintain and develop how services to safeguard and protect children and young people in Herefordshire make a real and positive difference to their lives. The tough financial realities that organisations are facing are causing them to review how they do business internally and many are re-structuring significantly. I do not doubt the commitment of all local organisations to fulfil their responsibilities for safeguarding the welfare of children. The change processes provide valuable opportunities to review and develop how we work together but the risk of disruption to the co-ordination of organisations in how they collaborate in delivering an effective safeguarding service for children and young people is ever present. There have been a number of recent changes in key personnel across a number of organisations. This presents opportunities in terms of fresh new approaches but the lack of continuity brings a challenge that will need careful management.

There have been notable improvements in safeguarding services achieved in the last year. The Common Assessment Framework has continued to be embedded locally with good engagement across organisations in using it effectively as a tool to address the welfare needs of children by ensuring they receive the services that they need. The use of the multi-agency referral form has improved the quality of referrals being made and, as is documented below, there has been excellent work done in areas such as reducing youth homelessness and raising awareness of the scourge of sexual exploitation of children and young people. This year will see the opening of a Sexual Assault Referral Centre for West Mercia, which will hugely improve the quality of service offered to the victims of such crimes. In addition, the management of child protection conferences has seen considerable development to ensure that children in need of on-going protection and their families receive a high quality service.

It must be recognised that our safeguarding services are still on an improvement journey from a relatively low base and there is unquestionably much to do to reach the standard to which we aspire. We must get better at knowing how effective our services are and what needs to change in order to make the necessary improvements. Everyone who works with children and their families in Herefordshire must be aware of what their safeguarding duties are and how to respond when they have concerns about the welfare of a child. The 'Levels of Need' document which sets out these thresholds must become well understood and all employers must take responsibility for ensuring that awareness levels in their organisations are as they need to be. HSCB needs to improve links with The Health and Well-Being Board and Children and Young people's Partnership Forum to ensure that services being delivered for the benefit of children and families meet their needs and are appropriately prioritised. Finally, we must develop better ways of seeking the views of children and young people themselves on how we work together to develop our practice.

This year has seen important foundations laid for positive development in our collective effectiveness in keeping children safe and providing early help for children for those who need it. Across Herefordshire, there is a clear commitment to maintain and accelerate our momentum in progressing this vital work and my sincere thanks go to all involved.

Dave McCallum, Independent Chair



The context of safeguarding children in Herefordshire

Herefordshire is a rural county with a population of 183,500², with approximately 39,000 of those being under 18 years old. Our Joint Strategic Needs Assessment states that: “Overall people in Herefordshire are healthy, live longer compared with national life expectancy, and have positive experiences of the things that affect their lives and well-being. Even so, there are a number of significant issues facing our communities which can get ‘hidden’ behind these headline statements”. It is in understanding and responding appropriately to these issues that HSCB ensures we safeguard most effectively the children of Herefordshire.

HSCB and its partners are supported by a wealth of analysed data about Herefordshire’s population including the following documents:

- ✎ Herefordshire’s Joint Strategic Needs Assessment (JSNA) which focusses on the health and well-being of residents in Herefordshire. The current version is available at www.herefordshire.gov.uk/factsandfigures/jsna.aspx.
- ✎ Understanding Herefordshire 2012 which is our integrated needs assessment taking the findings of the JSNA and combining them with additional research undertaken. Available at www.herefordshire.gov.uk/understandhere.
- ✎ The Vulnerability Matrix which takes thirty indicators of relevant to the lives of children and young people in Herefordshire and identifies from them specific areas of need within Herefordshire. The 2010 edition is available for download at <http://www.herefordshire.gov.uk/vulnerabilitymatrix>.

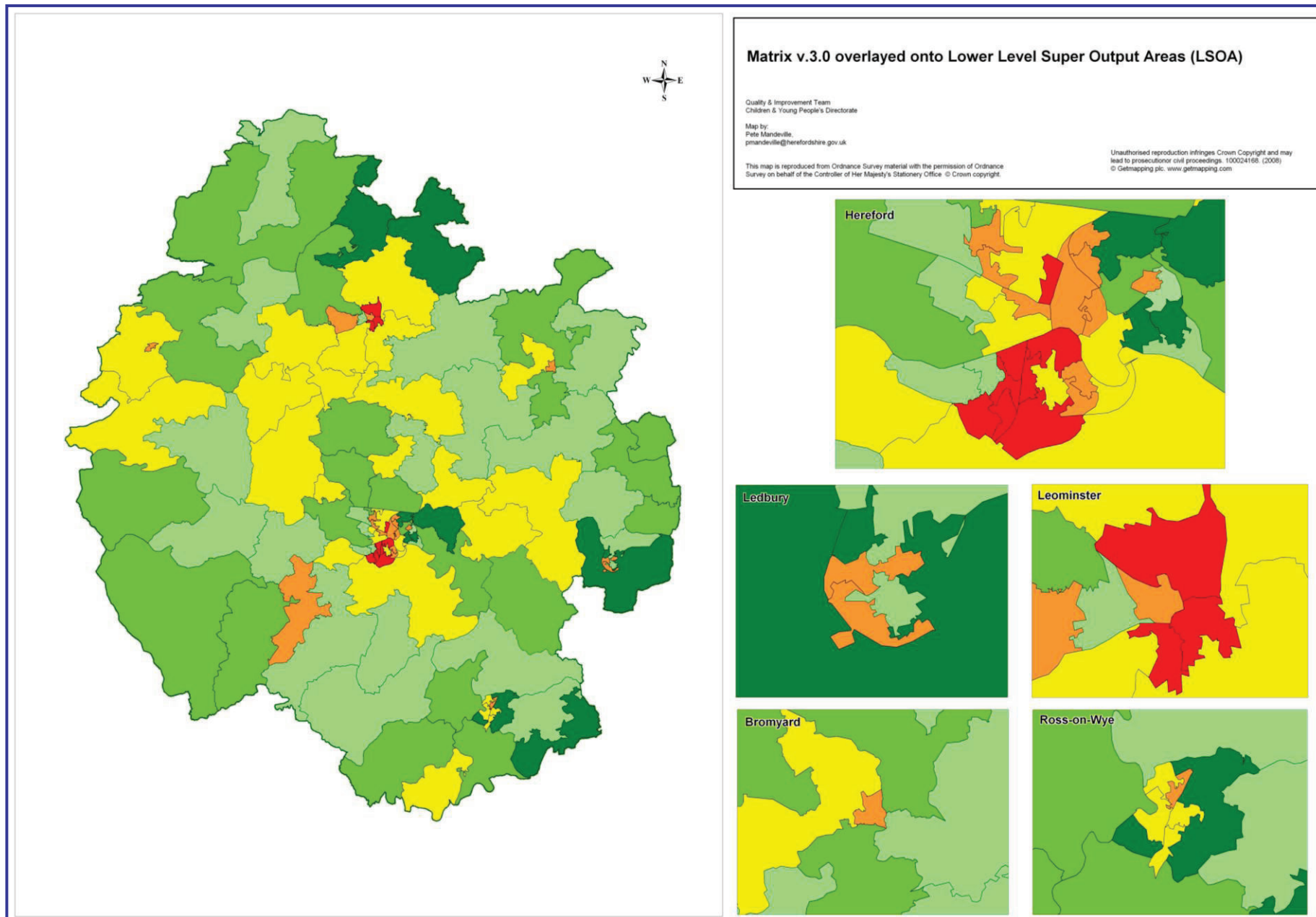
Figure 1 presents the county’s Lower Super Output Areas (virtual localities with a similar number of people) rated against each other with the areas of most need in red through to areas of least need in dark green. It is generated from the Vulnerability Matrix.

Although the population of Herefordshire generally have positive experiences, the Vulnerability Matrix shows us that there are specific areas of need within Herefordshire and the data which feeds the Matrix shows that there are specific safeguarding issues which we need to be aware of.

² 2011 Census: population & household estimates for Herefordshire
(<http://www.herefordshire.gov.uk/factsandfigures/1459.aspx#CensusResources>)



Figure 1



Ethnicity

This ethnicity data is taken from the school census and therefore includes information for 4-16 year olds attending school in Herefordshire. It provides a reasonably accurate indication of ethnicity rates for Herefordshire's children.

White - British	20,845	91.7%
White Eastern European	447	2.0%
White European	200	0.9%
Traveller of Irish Heritage/Gypsy/Roma	98	0.4%
Other	1,141	5.0%
Not obtained	107	0.5%
	22,740	100%

Compared to statistics published by the ONS³ the proportion of

Herefordshire's population who consider themselves to be White British is significantly higher than the national average (83.3%).

The second and third highest ethnic groups within our population of children and young people are White Eastern European and White European who account for almost 3%.

Deprivation

It would be easy to assume that there is little deprivation in a rural county like Herefordshire; however this is not the case. A broad definition of deprivation across multiple measures is made by the Indices of Multiple Deprivation, highlighting the most deprived areas (Lower Super Output Areas or LSOAs) nationally. In Herefordshire there is one LSOA in the top 10% most deprived nationally (Golden Post-Newton Farm) while a further seven are in the 25% most deprived⁴.

Child poverty

- The rate of child poverty in Herefordshire is 14.4%; approximately 5,000 children.
- This figure varies widely across our LSOAs with a range of 1.3% - 48.6%.
- The highest levels of child poverty are in Hereford city and the market towns.
- However, poverty can be particularly prevalent in rural areas where it may be harder or more costly for families to access services and opportunities. For example, as a result, people in the lowest income group in rural areas spend, on average, almost 50 per cent more than urban equivalents on transport.
- The rate of unemployment for 16-19 years, those Not in Employment, Education or Training (NEET), is historically high at 7.0%, reflecting the national economic situation, but is below the regional and national averages.
- Median gross weekly pay in Herefordshire (£426.80) is 23% lower than nationally (£496.00), with the gap between increasing in recent years.
- There is demand in Herefordshire for seasonal agricultural workers, an opportunity that is often filled by seasonal migrant workers from Eastern European states of the EU. The number of new National Insurance registrations is nearly ten times the national average in Herefordshire, with a 5,400 seasonal workers projected to work over the summer months.

Education

Educational Attainment in Herefordshire is generally in line with the national averages.

³ Office of National Statistics (www.ons.gov.uk/ons/rel/peeg/population-estimates-by-ethnic-group--experimental-/current-estimates/population-estimates-by-ethnic-group-mid-2009--experimental-.zip)

⁴ Office of National Statistics (www.herefordshire.gov.uk/factsandfigures/deprivation.aspx)

Government Target	Year	Herefordshire	English Average	
Early Years Foundation Stage (assessments at 4-5 years)	2009	46%	52%	Concern over Herefordshire's low attainment in 2009 resulted in greater monitoring of the EYFS; results are now comparable to nation averages.
	2010	45%	56%	
	2011	56%	59%	
Key Stage 2 (assessments at 10 years)	2009	70%	72%	Herefordshire's results are broadly in line with the national average and increasing over time.
	2010	72%	74%	
	2011	72%	74%	
GCSE (assessments at 16 years)	2009	52%	50%	Herefordshire's results are broadly in line with the national average and increasing over time.
	2010	56%	55%	
	2011	57%	58%	

During the year 11 Herefordshire schools converted to academies bringing the number of academies in Herefordshire to 16. As the local authority has no means to directly influence these schools, it is important that Herefordshire Safeguarding Children Board develop its processes for assuring itself that these academies, as with all schools, are appropriately prioritising the safeguarding of their children.

Health and Wellbeing

Health and wellbeing outcomes for children and young people in Herefordshire are generally good compared to national statistics. However Understanding Herefordshire highlights the following areas of concern:

- 🔗 *Weight:* Figures for children aged 4-5 fluctuate year on year but appear to be increasing overall which differs from England data which has a decreasing prevalence of obesity.
- 🔗 *Immunisation rates:* England and West Midlands data shows that rates have improved in our region and nationally. However, they have not improved in Herefordshire.
- 🔗 *Dental health:* Two in every five children have some experience of tooth decay by the age of 5 years and more than two in every five have experienced decay in at least one of their permanent teeth by the age of 12.

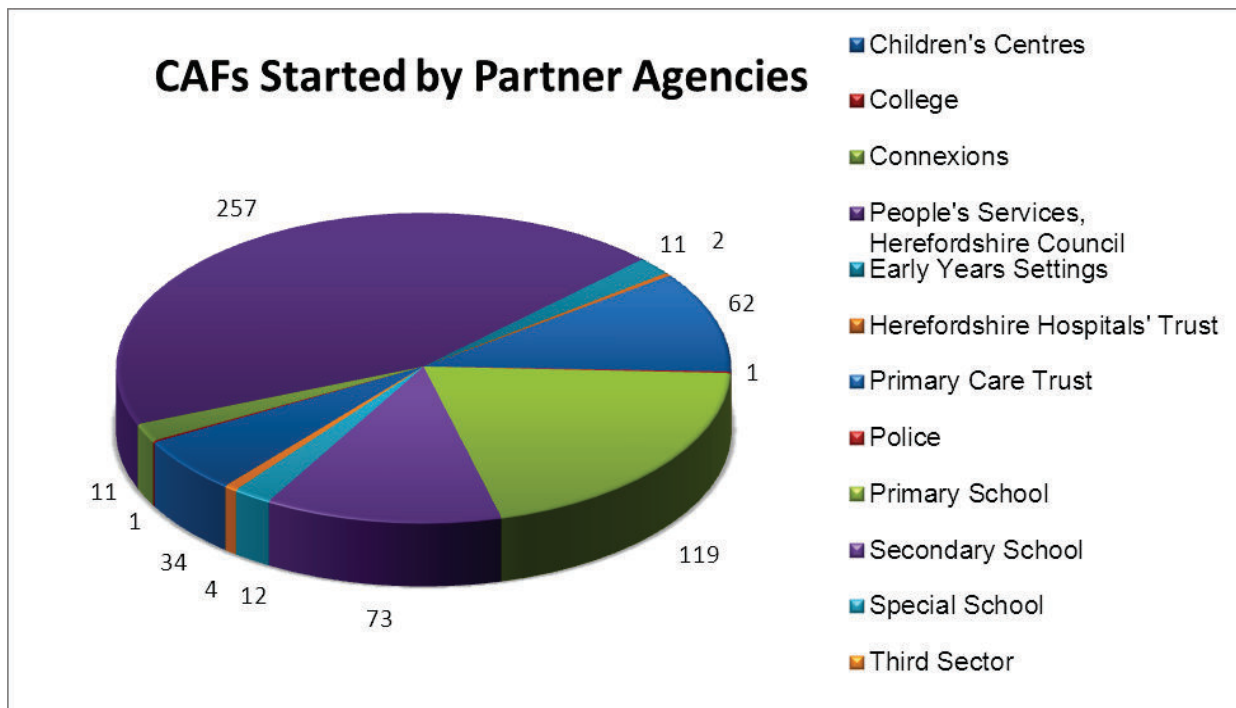
Housing and Access

No other English county-level authority has a greater proportion of its population living in "very sparse" Output Areas than Herefordshire. The Safeguarding Board is mindful of the effects this can have on the children living in these areas including:

- 🔗 Access to services provided for children and young people can be difficult.
- 🔗 Regular public transport can be limited.
- 🔗 A large proportion of housing is both old and poorly equipped, with housing being poorly insulated or expensive to maintain leading to higher levels of fuel poverty.

Providing services to children and young people which are designed to meet their additional rural needs can be costly to providers in Herefordshire and must be balance against the needs of the whole population. HSCB is mindful of this additional dynamic of need in our county.

Crime and Disorder



Children, young people and families whose needs cannot be met through the CAF process will move to level four through the social care system, either because their needs are:

- ✎ too complex and a multi-agency CAF response has not been successful, or
- ✎ are urgent and they are at risk of significant harm.

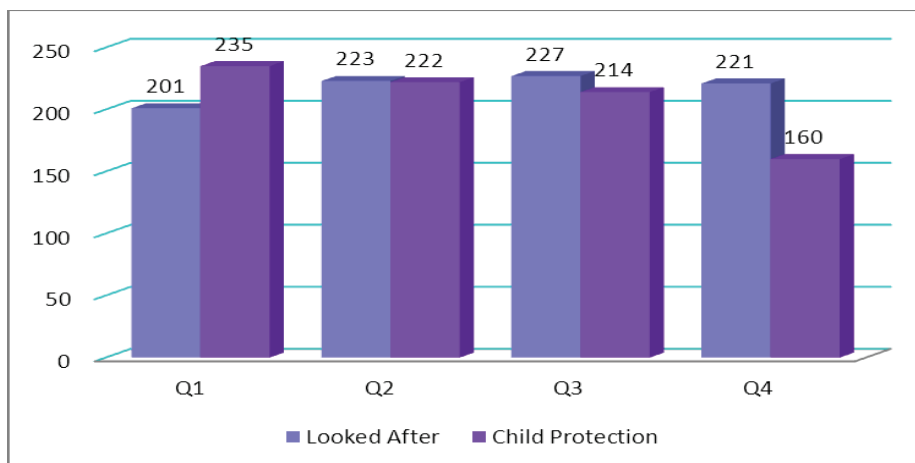
During 2011-12 the number of referrals to children's social care which were carried through to initial assessment has in general remained constant at an average of around 90 a month, while the total number of referrals made to social services dropped by around 25%. This suggests that the publication and embedding of the Herefordshire Levels of Needs Guidance has been successful in ensuring a higher proportion of children, young people and families referred to social care are actually best supported with that level of support. It is important that Herefordshire Safeguarding Children Board continue to monitor and understand this trend in case other factors are affecting this.

Children or young people who have been assessed as needing the specialist and intensive involvement of children's social care have three overall types of support provided to them known as Children in Need, Child Protection and Looked After.

Figures for children and young people supported as Children in Need are only produced once a year through the annual CIN census and the number in that category of support at the end of 2011-12 was 1,133. This is comparatively slightly higher than other local authorities similar to Herefordshire.

The graph below shows the numbers of children supported by children's social care as Looked After or with a Child Protection Plan.

Looked after children in Herefordshire generally have stable placements, compared to national data, which means they are more able to build a successful and supportive circle of people around them and are able to access services more effectively. As a result,



and due to the care and attention given by schools to this group, Herefordshire's Looked After Children are usually more likely to achieve more in their education compared to the national and regional averages.

In Herefordshire, the cohort of young people who are Looked After who take GCSEs each year is very small and therefore results fluctuate from year to year. However, the figures below show the results for GCSEs taken in 2011 by our Looked After Children and confirm that this year's cohort achieved more in Herefordshire than the regional and national averages.

	Herefordshire	West Midlands Average	English Average
5 GCSEs at A-C grade	40.0%	35.4%	31.2%
5 GCSEs at A-C grade including English and Maths	26.7%	13.5%	12.8%

b) Communicating to persons and bodies in the area of the authority the need to safeguard and promote the welfare of children, raising their awareness of how this can best be done, and encouraging them to do so.

Herefordshire Safeguarding Children Board communicates with organisations across Herefordshire through it's:

- 🔗 Members from partner organisations
- 🔗 Business Plan
- 🔗 Training
- 🔗 Events
- 🔗 Website

Herefordshire Safeguarding Children Board progresses the County's joined-up approach to safeguarding in Herefordshire by bringing together directors and strategic leaders across organisations working with children. Organisations represented include:

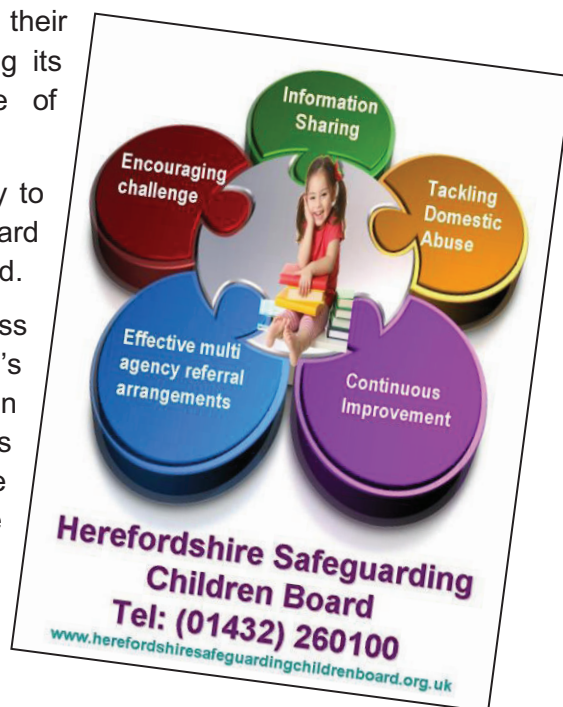
- 🔗 Herefordshire Council, incorporating Children's Social Care, Education Services, Housing and the Community Safety Partnership
- 🔗 Herefordshire and Worcestershire Youth Offending Service
- 🔗 Herefordshire Voluntary Organisations Support Service
- 🔗 Hoople
- 🔗 Wye Valley Trust
- 🔗 2gether NHS Trust
- 🔗 Education establishments
- 🔗 West Mercia Police
- 🔗 West Mercia Probation
- 🔗 CAFCASS
- 🔗 Strategic Health Authority

Further third sector organisations are represented as appropriate within the Board's sub groups. Members of the Board and its sub groups have a range of responsibilities as laid out in its Constitution⁷ including representing the HSCB within their organisation; ensuring that the organisation is meeting its obligations to safeguard and promote the welfare of children.

Therefore, members of the Board have a responsibility to ensure that their organisations understand what the Board is doing and is working towards the priorities of the Board.

The development and publishing of the Board's Business Plan also supports members in ensuring the Board's priorities are promoted among partner agencies. In 2011-12 the Board produced its first poster of priorities for practitioners working in Herefordshire as an aide memoir to the need to safeguard and promote the welfare of children.

Through meeting its statutory responsibility to ensure the availability of inter-agency safeguarding training,



⁷ All are available for download from the [Policies and Procedures page](http://www.herefordshiresafeguardingchildrenboard.org.uk) at www.herefordshiresafeguardingchildrenboard.org.uk.

c) Monitor and evaluate the effectiveness of what is done by the local authority and Board partners individually and collectively to safeguard and promote the welfare of children and advise them on ways to improve.

By scrutinising information presented to Safeguarding Children Boards on the work of its partners, they are able to advise on how improvements can be made across safeguarding in the area they are responsible for.

Herefordshire Safeguarding Children Board's Quality Assurance and Evaluation sub group takes the lead in evaluating the effectiveness of what is done by its partners. The sub group then provides assurance to the Strategic Board that the work partners do to safeguard and promote the welfare of children is effective, and informs them on suggestions for improvements.

During 2011-12, the Quality Assurance and Evaluation sub group met monthly, receiving quarterly and annual reports from all the Board's partners. In addition the sub group oversees an audit program which enables the group to benchmark what is being reported to them against findings from the audits.

The audit programme comprises of

- 🔗 Single Agency Audits
- 🔗 Multi-Agency Audit
- 🔗 Section 11 Audits

The following synopsis outlines some of the work reported to the sub group throughout 2011-12 through themed multi-agency annual reports and its audit work.

Herefordshire Council Children's Services:

Children's Social Care experienced a significant rise in the number of children in the system during the year and therefore greater caseloads for Social Workers. As a response, a plan was put in place to recruit an increased number of new staff and accelerate their learning so that they could be allocated child protection and complex CIN cases earlier and therefore reduce the need for agency social workers. However, within the Looked After Children service, a plan was put in place to prioritise the cases of Looked After Children over those with Special Guardianship arrangements and little work was done with that client group.

The Service was subject to the unannounced inspection of contact, referral and assessment arrangements by Ofsted in June 2011. The unannounced inspection identified strengths, and areas for development ruling that services were adequate in Herefordshire.

During the year, the Quality Assurance sub group of Herefordshire Safeguarding Children Board raised concerns about repeat episodes of domestic violence, a significant amount of work has been done to audit cases and to determine what actions need to be taken to safeguard children affected by this. A Domestic abuse policy is being developed and will be presented to the Board during 2011-12.

The report highlights a number of areas where improvement is still needed, but Children's Services also reported some positive movement in its performance throughout the year in a number of areas, in part following concerns raised by the Board:

- 🔗 Outstanding workload of the Family Assessment and Safeguarding Team (FAST) reduced by 60%.

- 🔗 The rate of Initial Assessments that were completed within timescale increased from 60% to 71%.
- 🔗 The rate of Initial Child Protection Conferences which went ahead within timescale increased from 42% to 89%.
- 🔗 Only 8% of children became subject to a plan for a second or subsequent time, which suggests that outcomes for children are improving.

Independent Reviewing Officer (Planning and Review Service, Herefordshire Council)

The annual report of the IRO's is a useful guide for HSCB. Their report gives a point of view of children's social care which is independent from that provided by Herefordshire Council's Children's Services. Statutory guidance published by the government in 2010 outlined this role as being one of quality assurance for children's services and the role has been described as the eyes and ears of the service. While the IROs have a very specific role in quality assurance, their report is a useful piece of intelligence for the Safeguarding Board.

Having reviewed the effectiveness of child protection conferencing and planning in 2011-12, the service is looking to develop a new model of conferences which will become more interactive, encouraging parents and children to take more ownership of their plans. Furthermore, the service also plans to move its reviews to a single, conference hub to enable better attendance from multi-agency partners which will coincide with a new Contract of Expectations for partners attending conference.

Such developments will be very useful for the Board to help it drive through improvements in the Child Protection and Looked After Children services as the Planning and Review reports its on-going findings on a quarterly basis.

LADO (managing allegations against professionals)

During 2011-12 the role of the LADO within Herefordshire Council was incorporated into the job description of the new Planning and Review Service Manager. At the same time, the LADO functionality of children's services case management computer system was developed to ensure the management of allegations is more robust.

The report made by LADO to Herefordshire Safeguarding Children Board identified the fact that further work is needed to highlight the role of LADO to partner agencies and there have been incidents where appropriate referrals were not made.

The largest two areas for referrals to LADO in Herefordshire are the independent accommodation provider sector and the statutory school sector. This is in line with our understanding of LADO and of Herefordshire. Nationally there are a significant number of allegations made against teachers and Herefordshire has a proportionally high number of accommodation providers for Looked After Children, mainly housing children from other parts of the country.

The report highlighted a concern to the Board around the lack of independent advocacy being provided to these young people by their care providers or placing authority. Herefordshire Safeguarding Children Board plans to work with accommodation providers during 2012-13 to rectify this.

Missing Children

Herefordshire Council's work on missing children is in conjunction with West Mercia Police and other regional partners. Children who go missing from children's homes are of particular



concern due to their heightened vulnerability and increased likelihood of being sexually exploited.

In 2011-12, there were a total of 230 missing episodes recorded in Herefordshire, a significant reduction of 145 over the previous year. The six most prolific missing young people accounted for 59 of the missing episodes between them. 60.4% of those were where a child had gone missing from a social care placement, while 39.1% were where the child had gone missing from their own home. 0.5% of incidents were of children going missing from school.

In most cases, children who have gone missing should have a return interview. Record keeping around these has not been particularly good in the past and therefore statistical analysis has not been possible. Towards the end of the year, this responsibility was transferred to the youth participation team and more robust systems were put in place to ensure information gathered from return interviews is stored appropriately. This should provide the Board with useful information in the future.

Private Fostering

Notifications of Private Fostering arrangements in Herefordshire remain low, with only three currently known about. It is thought that this number is not a true reflection and therefore work will be on-going into 2012-13 to promote the need for practitioners and the public to notify children's services if they are aware that a Private Fostering arrangement is taking place.

Domestic Abuse

The report presented to the Board outlined a known level of domestic abuse cases in Herefordshire which itself was concerningly high. However, it also pointed out that the true level of domestic abuse is probably unknown due to the fact that it is often a hidden issue.

The report therefore highlighted the prevalence of domestic abuse in Herefordshire which affects significant numbers of vulnerable children. The Board will continue to monitor rates of domestic abuse, ensure children exposed to multiple incidents are safe and champion the further development of services to address the problem.

Multi-Agency Audit

In 2011-12 Herefordshire Safeguarding Children Board commissioned an external organisation to manage and report on its multi-agency audit. The audit focussed on the significant increase in the number of children supported by Child Protection Plans at the beginning of the year. 108 cases were audited by 75 practitioners from a range of agencies and twelve 'need groups' were identified from the sample. The five most common needs faced by the children and families audited were:

- ✎ Need to reduce the impact of loss and trauma
- ✎ Need for much improved care at home
- ✎ Need to overcome the impact of domestic violence
- ✎ Need for parent to manage their substance misuse
- ✎ Need to improve adult/child relationships

The results of the audit were published in April 2011 along with recommendations for developments which will enable children's services to better meet those needs. In conjunction with children's services, the Board developed its Keeping Children Safe Strategy and work will be undertaken in 2012-13 to develop service delivery in line with the findings.

Section 11 Audit

Working Together to Safeguard Children recommends that the local Safeguarding Children Boards recommends that its partners undertake regular audits of their safeguarding work in a co-ordinated way. This process is known as our annual Section 11 Audit. The Section 11 Audit highlights areas for improvement across our partners which Herefordshire Safeguarding Children Boards can use to advise its partners on improvements.

In 2011-12 the Section 11 Audit provided evidence that safeguarding systems within our partner agencies were meeting the agreed standard while highlighting the need for developing the Board's Quality Assurance systems. In response, the Board engaged the services of the Centre for Excellence and Outcomes in Children and Young People's Services (C4EO) to assist in this process. This development work is on-going into 2012-13.

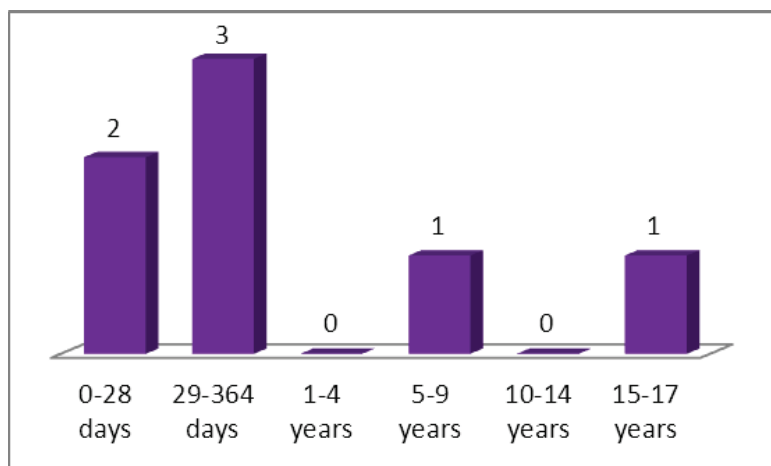
It was also noted, that while the audit tool used was helpful in assessing the current situation, it was not sufficiently useful in highlighting specific areas for development and it was recommended that in 2012-13, a new tool should be used. The Quality Assurance Sub Group will look at available tools to decide upon one to use before the next audit.



f) Collecting and analysing information about the deaths of all children in their area.

Safeguarding Children Boards host Child Death Overview Panels (CDOP) which review all child deaths in the area whatever the cause of death. CDOP is a multi-agency panel led by the Director of Public Health including members from the NHS, Social Care, the Police and the Coroner’s Office. They determine whether those deaths were preventable and whether there are any lessons to be learnt or issues of concern.

There were a total of 7 deaths of Herefordshire children from April 2011 until the end of March 2012, 3 male and 4 female. The graph shows the ages of those children who died during the year:



Of the 7 cases, CDOP concluded that two of the deaths could potentially have been prevented⁸ and there were factors identified which, if modified, could help to prevent similar deaths in future..

Through the reviewing of these deaths, Herefordshire Safeguarding Board has been able to take the following action to help reduce the likelihood of children dying through similar

circumstances in future:

Lesson Learnt	Action Taken by HSCB
Migrant communities in Herefordshire lack targeted guidance around the risks to babies of co-sleeping.	HSCB ensured that Polish leaflets were produced relating to co-sleeping with babies and these have been distributed to new mums within migrant communities.
Better early recognition of infants with serious illness.	Specific guidance about the recognition of the illness was created and distributed to appropriate staff.
Young people and adults are not well enough informed of the precautions they should be taking when running on unlit, country roads.	Police were asked to run a publicity campaign about dangers of jogging on unlit roads and how to be as safe as possible when exercising at night. CDOP also made recommendation to government that we should retain British Summer Time through winter to reduce the hours of darkness on winter evenings.

Whilst it is positive that the county has few child deaths, it is not possible to draw any meaningful analysis or conclusions to determine emerging themes in relation to causes of death. Work therefore continues to scope the possibility of a joint panel across West Mercia to allow for regional patterns and trends to be more easily identified.

⁸ Section 7.23 of Working Together to Safeguard Children states that preventable child deaths are defined as “those in which modifiable factors may have contributed to the death. These factors are defined as those which, by means of nationally or locally achievable interventions, could be modified to reduce the risk of future child deaths”.



g) Putting in place procedures for ensuring that there is a co-ordinated response by the authority, their Board partners and other relevant persons to an unexpected death of a child.

In Herefordshire the West Mercia *Sudden Unexpected Death in Infants and Children (SUDIC) Protocol*⁹ is in place to ensure a co-ordinated response across partners in response to an unexpected child death.

During 2011-12, Herefordshire Safeguarding Children Board identified no cases in which the protocol was not effectively used and therefore our co-ordinated response in such cases worked effectively.

The SUDIC Protocol is due for review later in 2012, and Herefordshire Safeguarding Children Board will be participating in that review along with our regional consortium partners.

⁹ The SUDIC protocol is available within section 9.1 of the West Mercia Consortium Inter Agency Child Protection Procedures for Safeguarding Children at <http://westmerciaconsortium.proceduresonline.com>.



h) Undertaking reviews of cases where abuse or neglect of a child is known or suspected, a child has died or a child has been seriously harmed, and there is cause for concern as to the way in which the authority, their Board partners or other relevant persons have worked together to safeguard the child.

During 2011-12 Herefordshire Safeguarding Children Board undertook no Serious Case Reviews as no cases met the necessary criteria.

The Board's Serious Case Review sub group comprises of members of a range of agencies who meet monthly to discuss cases of concern and to make a decision as to whether a Serious Case Review or other type of review is necessary.

Serious Case Reviews look closely at the interaction of the partners of the Board with each other, and wider agencies involved, to ensure that they have followed multi-agency procedures relevant to the case and, if they haven't, whether that prevented the child from being adequately safeguarded. They involve all agencies who have worked with the child and take a considerable amount of time to develop and write.

The Serious Case Review sub group can ask the Board to recommend that a partner agency does an internal review and present it to the Board if they have concerns about a single agency's involvement in a case they have reviewed.

In 2011-12, the group discussed a number of cases and recommended three of those provided significant concern and therefore a single agency review or a practitioner lead peer review should be undertaken. These were completed as expected and learning was implemented within those agencies to prevent similar cases occurring in future.

During the year, the Board's Serious Case Review sub group also took on the responsibility for reviewing cases of vulnerable adults who are put at significant risk and for Domestic Homicide reviews. The work of the group will continue to develop during 2012-13.

2011/12 Strategic Priorities

The HSCB Business Plan 2011/12 set out the Board's strategic aims and specific objectives. The strategic priorities were based on the Board's analysis of priority areas for development and improvement. This section describes the progress made against these specific priorities.

Priority Improvement Area 1

We said we would improve multi-agency referral arrangements and ensure the right response.

How we said we would achieve this:

- Ensuring Levels of Need and Service Response Guidance is consistently disseminated, understood and applied
- Improving the quality of multi-agency referrals to enhance the timeliness and quality of decision making

What did we do?

- Herefordshire Safeguarding Children Board developed, launched and promoted the Levels of Need Guidance and used its annual conference to ensure practitioners were aware of the Guidance and were trained to use it.
- The Multi-Agency Referral Form was created and implemented.
- The processes of the Referral and Assessment Team were fully reviewed and appropriately revised and the team was relaunched as the Family Assessment and Safeguarding Team (FAST). An improvement board was established to oversee the on-going development of FAST.

What difference has this made?

- Referrals to social care are more appropriate than previously with the proportion of referrals from agencies being carried through into the social care system increasing during the year.
- An increasing number of referrals are being made on the Multi-Agency Referral Form enabling us to compare the quality of referrals and help us target training more appropriately.
- The outstanding workload of FAST reduced by 60% after its launch through to the end of the year.

Priority Improvement Area 2:

We said we would improve data quality, assurance and analysis.

How we said we would achieve this:

- Embedding the performance reporting framework
- Developing effective analysis of performance reports

Improving quality assurance arrangements

What did we do?

- The performance framework was created for use in 2011-12 and developed further for use in 2012-12
- The Board used its meetings to ensure that it considered the necessary challenges to bring to partners and the Independent Chair was supported to provide this.
- A range of Quality Assurance audits were built into the performance framework and undertaken throughout the year by the Quality Assurance sub group.

What difference has this made?

- The QA sub group receives a large amount of data through the quarterly reports provided by partners and used this to identify issues throughout the safeguarding system throughout the year, some of which are explained in section c.
- A number of single agency and multi-agency challenges have been brought by the Board and have effected change to improve safeguarding in Herefordshire.
- By developing the QA sub groups ability to monitor the safeguarding performance of the Board's partners, we have identified a need for a larger, more robust Performance Framework which will include regularly headline reporting for the Board so that strategic leaders have an improved understanding of safeguarding in Herefordshire. This is work that will be on-going into 2012-13.

Priority Improvement Area 3:

We said we would improve joint safeguarding arrangements with Herefordshire Safeguarding Adult Board

How we said we would achieve this:

- Improving policy and practice around key transition points, particularly to adulthood and between school phases
- Develop joint safeguarding board arrangements with adults
- Assess and understand the local position in relation to incidents of domestic abuse

What did we do?

- The development of a 16+ service, specifically to address the 16/17 year old homeless through the findings of the Board's audit into homeless young people.
- The development of a clear transition pathway through a commissioning review to how agencies worked together to support children with disabilities moving into adulthood.
- The development and implementation of a clear transition pathway for children between school phases.
- Ensured that services for children and young people who self-harm are in line with NICE guidance by auditing services and developing transition protocols between Wye Valley Trust and 2gether Mental Health Trust.
- Appointed a Joint Independent Chair for both Boards for the first time.

- ✚ The extension of the remit of the Board's Business Unit to incorporate support for HSAB.
- ✚ The amalgamation of the two Boards' Serious Case Review sub groups including the Domestic Homicide Review sub group.
- ✚ The development of our understanding of Domestic Abuse in Herefordshire and its effects on children.

What difference has this made?

- ✚ There has been a reduction in the numbers of young people becoming homeless.
- ✚ Now that there is a clear transition pathway for children with disabilities moving into adulthood, we are able to audit and measure cases which do not meet the pathway and intervene where necessary.



Appendix 1: HSCB Membership

JOB TITLE	AGENCY
Director of Quality & Performance	2gether NHS Foundation Trust
Head teacher, Representing Special Schools	Blackmarston School
Head teacher, Representing High Schools	Fairfield High School
General Practitioner	Health
Education Liaison Officer	Hereford and Worcester Fire Service
Director of Personnel, Representing FE Colleges	Herefordshire College of Technology
Head of Quality & Safety (Adults)	Herefordshire Wye Valley Trust
Head teacher, Representing Primary Schools	Marlbrook Primary and Little Dewchurch Primary
Head of Safeguarding	NHS Herefordshire
Designated Doctor, Child Protection	NHS Herefordshire
Director of Clinical Leadership & Quality	NHS Herefordshire
Director of Public Health	NHS Herefordshire
Head of Additional Needs	People's Services, Herefordshire Council
Director of People's Services	People's Services, Herefordshire Council
Head of Planning and Review	People's Services, Herefordshire Council
Assistant Director, Children and Young People Provider Services	People's Services, Herefordshire Council
Head of Locality Services	People's Services, Herefordshire Council
Head of Fieldwork	People's Services, Herefordshire Council
Secondary School Improvement Advisor	People's Services, Herefordshire Council
Programme Consultant – Children's Services	Strategic Health Authority
Assistant Director, Homes and Communities	Strategic Housing, Herefordshire Council
DI, Public Protection Unit	West Mercia Police
Head of Public Protection	West Mercia Police
Head of Service	West Mercia Probation Trust
Chief Executive, Representing 3rd sector	West Mercia Women's Aid
Regional Safeguarding Manager, Representing 3 rd sector	West Mercia Women's Aid
Head of Service	Youth Offending Service

Membership Key

Strategic Board
Steering Group

Appendix 2: HSCB Budget Summary

Agency contributions	2011/12
Herefordshire Council	£112,704
NHS Herefordshire	£45,203
West Mercia Police	£30,165
Youth Offending Service	£645
West Mercia Probation	£4,612
CAFCASS	£550
Total income	£193,879

Expenditure	2011/12
Independent Chair	£11,357
HSCB and ASB Manager	£72,884
HSCB/HSCB Development Officer	£20,796
Training and development	£61,551
Meeting expenses	£5,507
Publicity, information provision and participation (Incl Annual Report)	£9,099
Funding Carried Forward	£12,685
Total expenditure	£193,879



Herefordshire Safeguarding Adults Board

Annual Report
2011 – 2012



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Introduction

What Annual Reports should do?

Whilst, as yet, there are currently no statutory requirements for local safeguarding adult boards, as there are for local safeguarding children boards, a number of areas across the country benefit from organisations working together strategically and operationally to develop safeguarding for adults. Organisations in Herefordshire have continued to support our Safeguarding Adults Board which is now well established and works to improve the safeguarding of adults at risk across Herefordshire.

This report can be used to develop an understanding of safeguarding in Herefordshire and the work the Board and its partners are doing to support adults at risk. It also highlights the critical safeguarding issues relevant in Herefordshire. This is also a public document which will generate wider community engagement in safeguarding issues.

Specifically, the Annual Report will:

- ✦ Assess the effectiveness of our local arrangements for safeguarding adults at risk.
- ✦ Give comprehensive analysis of the context of safeguarding adults at risk in Herefordshire.
- ✦ Compare how we are performing against the specific functions the Board has including:
 - ➔ Developing policies and procedures for safeguarding and promoting the welfare of adults at risk.
 - ➔ Communicating to persons and bodies in the area of the authority the need to safeguard and promote the welfare of adults at risk, raising their awareness of how this can best be done, and encouraging them to do so
 - ➔ Monitor and evaluate the effectiveness of what is done by the local authority and Board partners individually and collectively to safeguard and promote the welfare of adults at risk and advise them on ways to improve
 - ➔ Undertaking reviews of cases where abuse or neglect of an adult at risk is known or suspected, an adult has died or has been seriously harmed, and there is cause for concern as to the way in which the authority, their Board partners or other relevant persons have worked together to safeguard the adult.
 - ➔ Review learning completed or due for implementation from Serious Case Reviews that we have been involved in.



Reviewing the Year: April 2011-April 2012

The last year has seen a challenging environment in which to maintain and develop safeguarding services. The tough financial realities that organisations are facing are causing them to review how they do business internally and many are re-structuring significantly. I do not doubt the commitment of all local organisations to fulfil their responsibilities for safeguarding the welfare of adults at risk. The change processes provide valuable opportunities to review and develop how we work together but the risk of disruption to the co-ordination of organisations in how they collaborate in delivering effective safeguarding services is ever present. There have been a number of recent changes in key personnel across a number of organisations. This presents opportunities in terms of fresh new approaches but the lack of continuity brings a challenge that will need careful management.

The annual report documents a number of important developments in safeguarding that have been achieved this year. The 'Levels of Need' guidance [superseded later in 2012 by the regional Thresholds Guidance] will provide useful guidance concerning the recognised thresholds for intervention. The new alert form has been produced and the number of alerts having risen significantly indicates some success at efforts that have been made to raise the awareness of safeguarding issues. This year will see the opening of a Sexual Assault Referral Centre for West Mercia, which will hugely improve the quality of service offered to the victims of such crimes.

It must be recognised that our safeguarding services are still on an improvement journey from a relatively low base and there is unquestionably much to do to reach the standard to which we aspire. We must get better at knowing how effective our services are and what needs to change to make the necessary improvements. Policies, procedures and written guidance, no matter how well written, serve no purpose unless they are commonly understood and complied with. Everyone who works with adults at risk in Herefordshire must be aware of what their safeguarding duties are and how to respond when they have concerns about the welfare of an adult at risk. The 'Levels of Need' document which sets out these thresholds must become well understood and all employers must take responsibility for ensuring that awareness levels in their organisations are as they need to be. Herefordshire Safeguarding Adults Board needs to improve links with The Health and Well-Being Board to ensure that services being delivered meet service user's needs and are appropriately prioritised. Finally, we must develop better ways of seeking the views of service users themselves on how we work together to develop our practice.

This year has seen important foundations laid for positive development in our collective effectiveness in keeping adults at risk safe and providing early help for children for those who need it. Across Herefordshire, there is a clear commitment to maintain and accelerate our momentum in progressing this vital work and my sincere thanks go to all involved.

Dave McCallum, Independent Chair



How effective are our local Safeguarding arrangements?

Herefordshire Safeguarding Adults Board has continued its development journey during 2011-12, providing a strategic forum for a range of agencies to work together to improve safeguarding practice across the county.

Herefordshire Safeguarding Adults Board has structured its work to ensure that it effectively meets its remit of:

- ✦ Facilitating effective joint working by statutory and other agencies in relation to safeguarding adults in Herefordshire
- ✦ Assuring itself that the Human Rights of service users are upheld at all times by ensuring that all policies and practice promote dignity and respect and ensure people live safely and free from discrimination and harassment.
- ✦ Publicising its role and responsibilities across all both organisations working across Herefordshire and the wider community to promote Safeguarding Adults as everyone's business

By continuing to pursue its remit, the Board also prepares itself as well as it can to meet any requirements that are placed upon it when the legislation is passed to give it statutory responsibilities.

Key developments in the way safeguarding alerts are received and initially processed by Wye Valley NHS Trust have provided a more robust system. Through this new approach, the Board has been able to increase its understanding of safeguarding issues and the needs of adults at risk in Herefordshire. This has been supported further by the creation of a new process for storing information electronically about safeguarding referrals.

Evidence presented to the Board through staff and user feedback and through case audit suggests that safeguarding arrangements in Herefordshire are generally effective. However, the Board is aware that the way information about the safeguarding process is recorded needs further development and therefore, the Board's picture about safeguarding responses and issues across its agencies needs continued development in 2012-13.



The context of safeguarding adults in Herefordshire

Herefordshire is a rural county with a population of 183,500¹. Our Joint Strategic Needs Assessment states that: “Overall people in Herefordshire are healthy, live longer compared with national life expectancy, and have positive experiences of the things that affect their lives and well-being. Even so, there are a number of significant issues facing our communities which can get ‘hidden’ behind these headline statements”. It is in understanding these issues that Herefordshire Safeguarding Adults Board ensures we safeguard most effectively adults at risk in Herefordshire.

Herefordshire Safeguarding Adults Board and its partners are supported by a wealth of analysed data about Herefordshire’s population including the following documents:

- ✦ A range of data is available at Herefordshire’s Facts and Figures website at <http://www.herefordshire.gov.uk/factsandfigures/index.aspx>.
- ✦ Herefordshire’s Joint Strategic Needs Assessment (JSNA) which focusses on the health and well-being of residents in Herefordshire. The current version is available at www.herefordshire.gov.uk/factsandfigures/jsna.aspx.
- ✦ Understanding Herefordshire 2012 which is our integrated needs assessment taking the findings of the JSNA and combining them with additional research undertaken. Available at www.herefordshire.gov.uk/understandhere.

Ethnicity

This ethnicity data is taken from the Facts and Figures² website for Herefordshire and are based on 2009 population estimates.

The data shows that in Herefordshire there is a much smaller proportion of people from ethnic backgrounds other than White British than the English averages.

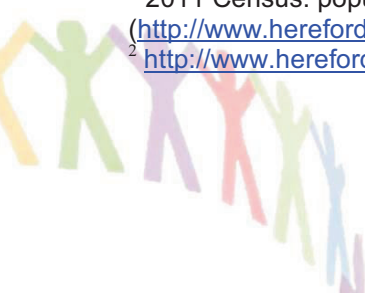
Even so, increases in the populations of people from other ethnic backgrounds have grown considerably in the last few years.

The Board has to be aware of the cultural implications of these growing communities within Herefordshire.

	Herefordshire		England	% Change from 2001
White - British	186,600	94.1%	82.8%	-1%
White - Irish	1,000	0.6%	1.1%	+25%
White – Other White	4,300	2.4%	3.6%	+120%
Mixed	1,400	0.8%	1.8%	+100%
Asian or Asian British	2,000	1.1%	6.1%	+400%
Black or Black British	900	0.5%	2.9%	+400%
Chinese	400	0.2%	0.8%	+100%
Other Ethnic Group	500	0.3%	0.8%	+150%
Total Not ‘White British’	10,600	5.9%	17.2%	+140.9%
All People	179,100	100%	100%	+2%

¹ 2011 Census: population & household estimates for Herefordshire (<http://www.herefordshire.gov.uk/factsandfigures/1459.aspx#CensusResources>)

² <http://www.herefordshire.gov.uk/factsandfigures/ethnicity.aspx>



Deprivation

It would be easy to assume that there is little deprivation in a rural county like Herefordshire; however this is not the case. A broad definition of deprivation across multiple measures is made by the Indices of Multiple Deprivation, highlighting the most deprived areas (Lower Super Output Areas or LSOAs) nationally. In Herefordshire there is one LSOA in the top 10% most deprived nationally (Golden Post-Newton Farm) while a further seven are in the 25% most deprived³.

Health and Wellbeing

Health and wellbeing outcomes for people in Herefordshire are generally good compared to national statistics. However Understanding Herefordshire highlights the following areas of concern:

- ✦ *Problematic Drug Use:* While Herefordshire's overall rate of problematic drug use is in line with national averages, the rate of injecting drug use is higher than the national average.
- ✦ *Alcohol related hospital admissions:* Following a 30% increase in admissions between 2007-08 and 2010-11, Herefordshire has the second highest rate in the West Midlands.
- ✦ *Diagnosis and support for people with Dementia:* The number of people living with dementia is estimated to be 3,000 although approximately two-thirds of these are undiagnosed. The prevalence is predicted to increase to nearly 3,900 by 2015 and 5,500 by 2030.

However, for those with mental health, physical or learning disabilities, there has been a reduction of both residential and nursing care between 2007-8 (1,200) and 2010-11 (1,000) resulting in more people living in their own homes.

Housing and Access

No other English county-level authority has a greater proportion of its population living in "very sparse" Output Areas than Herefordshire. The Safeguarding Adults Board is mindful of the effects this can have on the people living in these areas including:

- ✦ Access to services can be difficult.
- ✦ Regular public transport can be limited.
- ✦ A large proportion of housing is both old and poorly equipped, with housing being poorly insulated or expensive to maintain leading to higher levels of fuel poverty.

Providing services to adults at risk which are designed to meet their additional rural needs can be costly to providers in Herefordshire and must be balanced against the needs of the whole population. Herefordshire Safeguarding Adults Board is mindful of this additional dynamic of need in our county.

Crime and Disorder

Crime rates in general are low compared to national and very low compared to the region.

³ Office of National Statistics (www.herefordshire.gov.uk/factsandfigures/deprivation.aspx)

Levels of Need Guidance [superseded later in 2012 by the regional Thresholds Guidance]

The Herefordshire Levels of Need Guidance⁴ gives the public, practitioners and professionals guidance as to what responses are appropriate in a range of adult safeguarding situations. Clear guidance is given around when and how to make a Safeguarding alert, specific to different types of abuse.

The document, launched in March 2012, sets out common understanding of levels of need across all partner agencies with the aim of improving consistency and enhancing the effectiveness of joint working. By supporting individuals at the right level any broader safeguarding action or changes needed, can be implemented as soon as possible to enable individuals to live as risk free as possible

The guidance has been written to supplement the Herefordshire Framework for Safeguarding Adults⁵ and is not intended to replace this.

Alerts to Safeguarding Services

During 2011-12, 2180 alerts were made to safeguarding services in Herefordshire which is an increase of 24% on the total of 1763 received during 2010-11. During 2010-11 and into 2011-12, Herefordshire Safeguarding Adults Board held an awareness raising campaign to ensure that more cases of safeguarding concern were reported and could be acted upon. The continued increase in referrals proves that this campaign has been successful.

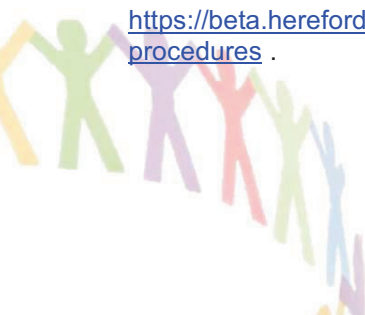
Of all the alerts that became referrals received 988 were recorded as completed, meaning that all investigations had been undertaken and necessary actions were taken. Herefordshire Safeguarding Adults Board is aware that the management of referrals is not always completed through the Council's computer system and therefore the data doesn't reflect the final outcomes of all 2180 alerts.

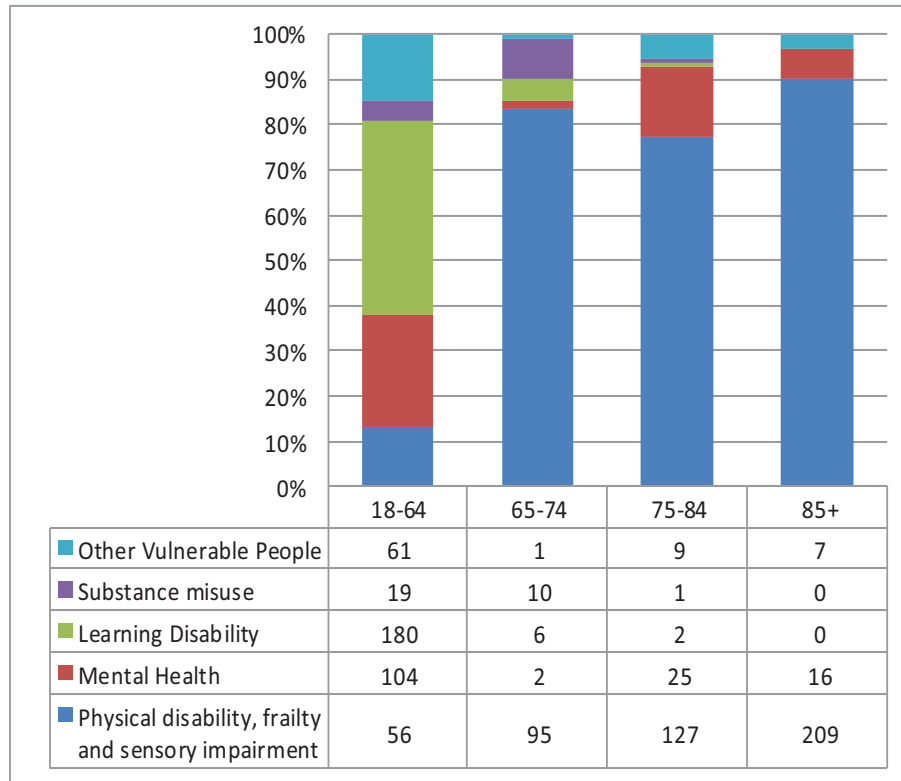
The first graph overleaf, although only representing 930 of the recorded completed referrals, gives an indication of the age distribution and category of vulnerability of those people each referral concerns. The first column, capturing safeguarding referrals for people aged 18-64, shows that the greatest proportion of safeguarding referrals for this age group are for people who have a learning disability. Across the three older ranges the vast majority of referrals are made on behalf of people whose most significant factor of vulnerability is physical disability, frailty or sensory impairment.

This is generally what would be expected, but might also show an over reliance by people making referrals on this category and therefore not fully representing other factors of vulnerability, particularly dementia.

⁴ Available for download from the Adult Safeguarding page on Herefordshire Council's website at <https://beta.herefordshire.gov.uk/health-and-social-care/adult-services/safeguarding-adults-policy-and-procedures> .

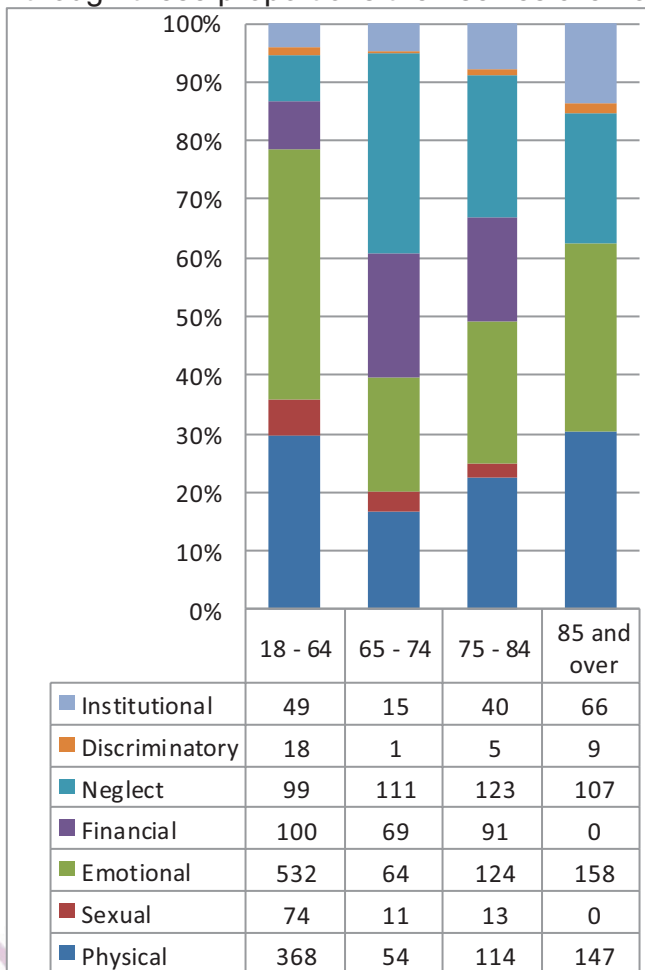
⁵ Available for download from the Adult Safeguarding page on Herefordshire Council's website at <https://beta.herefordshire.gov.uk/health-and-social-care/adult-services/safeguarding-adults-policy-and-procedures> .





The next graph outlines the proportions of the types of abuse recorded in the safeguarding referrals received in Herefordshire.

Although these proportions themselves are not concerning, the fact that there are no



recorded referrals about financial abuse for people ages 85 and over may be an issue for the Board to explore.

Intelligence such as this derived from the data can help the Board to make decisions about its priorities and target its resources to improving the safety of vulnerable people in Herefordshire.



How we are performing?

Developing policies and procedures for safeguarding and promoting the welfare of adults at risk.

During 2011-12 Herefordshire Safeguarding Adults Board augmented its abilities to develop policies and procedures through the creation of its Policy Protocols and Procedures Sub Group.

The sub group met throughout the year and it developed its Terms of Reference which were then agreed by the Board. The sub group's responsibility is to ensure that local standards, policies and procedures are in place in relation to safeguarding adults in vulnerable situations. The sub group monitors changes in national standards, regulations, guidance and case law and ensures that these are incorporated into procedures applying to all agencies working across Herefordshire. It also ensures that the importance of safeguarding adults is included in other policy documents, such as domestic violence and safeguarding children.

Furthermore, the Policy Protocols and Procedures Sub Group monitored its specific responsibilities laid out in the annual Herefordshire Safeguarding Adults Board business plan and ensure the work of the board appropriate to the group continued throughout the year.

During 2011-12, Herefordshire Safeguarding Adults Board oversaw the development of a number of local procedures and documents to support adult safeguarding including:

- ✦ *The Levels of Need in Adult Safeguarding Work* guidance document (see page 8). This document lays out guidance for specific safeguarding situations. Its creation not only supports people who may need to make safeguarding referrals and provide services, but it also will help the Board assess the effectiveness and quality of referrals made, and help it to put further systems and support in place to increase the quality of referrals in future, thus improving safeguarding responses for the people of Herefordshire.
- ✦ *Guidance and Procedures for Completing Serious Case Reviews*. To ensure greater levels of learning following significant incidences involving adults at risk, guidance was produced to ensure all agencies understood their responsibilities to analysing the effectiveness of their work in relation to such incidences. This should ensure that reviews into serious incidences are more effective in providing learning and then improving service responses in future.
- ✦ *Positive approaches to behaviour that challenges (including restrictive physical interventions)*. This policy outlines the expectations of the Board to promote high standards of practice in relation to supporting adults and children, who may display behaviour that challenges.



Communicating to persons and bodies in the area of the authority the need to safeguard and promote the welfare of adults at risk, raising their awareness of how this can best be done, and encouraging them to do so.

Herefordshire Safeguarding Adults Board communicates with organisations across Herefordshire through it's:

- ✧ Members from partner organisations
- ✧ Business Plan
- ✧ Training
- ✧ Pages on Herefordshire Council's website

Herefordshire Safeguarding Adults Board progresses the County's joined-up approach to safeguarding in Herefordshire by bringing together directors and strategic leaders across organisations working with children. Organisations represented include:

- ✧ Herefordshire Council, incorporating Commissioning of adult social care and Public Health
- ✧ Wye Valley NHS Trust, incorporating the provision adult social care and acute and community health services
- ✧ 2gether NHS Trust providing mental health and social care services.
- ✧ The independent care sector
- ✧ Hoople
- ✧ West Mercia Probation
- ✧ West Mercia Police

Further, third sector organisations are represented as appropriate within the Board's sub groups. Members of the Board and its sub groups have a range of responsibilities as laid out in its Constitution including representing the Herefordshire Safeguarding Adults Board within their organisation; ensuring that the organisation is meeting its obligations to safeguard and promote the welfare of vulnerable people.

Therefore, members of the Board have a responsibility to ensure that their organisations understand what the Board is doing and are working towards the priorities of the Board.

The development and publishing of the Board's Business Plan also supports members in ensuring the Board's priorities are promoted among partner agencies.

The Board's strategic oversight of safeguarding training across the county is managed by the Training & Workforce Development sub group meets quarterly and through 2011-12 developed Task & Finish groups to carry out work within the Herefordshire Safeguarding Adults Board's Business Plan. These pieces of work included:

- ✧ The development of an e-learning introduction to the **safeguarding recording functionality in Frameworki** (Herefordshire's social care case management database) which went live in April 2012. The development of this has been extended to ensure the e-learning covers the wider safeguarding adults episode and reflects the new West Midlands Safeguarding Adults procedures.
- ✧ The development of training around the **Mental Capacity Act competencies** which was presented to the Herefordshire Safeguarding Adults Board in

January 2012. The training was then implemented and is being accessed by and offered across the county.

- ✦ The start of work towards the multi-agency launch to managers and providers in Herefordshire of the new **West Midlands Safeguarding Adults Procedures** which will be adopted later in 2012.

Furthermore, the Dignity in Care Network has been established in Herefordshire. An event was held in September to launch the Create a STIRR for Dignity and Dignity in Care workshops are being presented to a wide range of providers across the county. As a result of this work, the number of Dignity Champions registered has risen from 124 to 221 during the year.

The Board has also maintained a range of safeguarding information for the public as well as guidance for practitioners on its pages of Herefordshire Council's website. This has included the publication of the Board's Everybody's Business campaign documents for the public.



Monitor and evaluate the effectiveness of what is done by the local authority and Board partners individually and collectively to safeguard and promote the welfare of adults at risk and advise them on ways to improve.

By scrutinising information presented to Safeguarding Adults Boards on the work of its partners, the Board is able to advise on how improvements can be made across safeguarding in the area they are responsible for.

Herefordshire Safeguarding Adults Board's Performance, Quality and Audit sub group takes the lead in evaluating the effectiveness of what is done by its partners. The sub group then provides assurance to the Strategic Board that the work partners do to safeguard and promote the welfare of adults at risk is effective, and informs them on suggestions for improvements.

During 2011-12, the Performance, Quality and Audit sub group developed a performance framework to allow monitoring of performance including appropriate performance measures and a performance reporting mechanism. The group also developed a standard template for agencies to report quarterly performance data and analysis into the Board.

Furthermore, the sub group developed a risk register to document progress on mitigating strategic safeguarding risks. Each agency to agree their organisational risks with regard to safeguarding adults and the Board has identified which risks need regular monitoring.

To support the work of the development of the performance framework and the risk register, the sub group also developed an audit framework for the Board which will enable cross reference checking between the data being presented and the experience of service users on the ground. It was agreed that this audit framework should include single agency audits, multi-agency audits, peer audit and agency self-assessments. Once this work was completed, an audit of statutory agencies compliance with safeguarding responsibilities was conducted to be reported to the sub group in the first quarter of 2012-13 and multi-agency audits were arranged.

Further work which the sub group oversaw was the development of a service user feedback framework in order to ensure the voice of service users are included in the Board's performance management processes. The Board ensured that the newly introduced safeguarding alert form enables referrers to capture service user's views while the revised safeguarding work flow within Frameworki (Herefordshire's social care case management database) incorporates prompts for service user input. More work is needed to ensure assessments and interventions are shaped by the service user's voice in all agencies and this will continue during 2012-13.



Undertaking reviews of cases where abuse or neglect of an adult at risk is known or suspected, an adult has died or has been seriously harmed, and there is cause for concern as to the way in which the authority, their Board partners or other relevant persons have worked together to safeguard the adult.

During 2011-12, Herefordshire Safeguarding Adults Board undertook no Serious Case Reviews as there were no cases that met the criteria.

The Board's Serious Case Review sub group comprises of members of a range of agencies who meet monthly to discuss cases of concern and to make a decision as to whether a Serious Case Review or other type of review is necessary.

Serious Case Reviews look closely at the interaction of the partners of the Board with each other, and wider agencies involved, to ensure that they have followed multi-agency procedures relevant to the case and, if they haven't, whether that prevented the -adult at risk from being adequately safeguarded. They involve all agencies who have worked with the -adult and take a considerable amount of time to develop and write.

The Serious Case Review sub group can ask the Board to recommend that a partner agency does an internal review and present it to the Board if they have concerns about a single agency's involvement in a case they have reviewed.

In 2011-12, the group discussed a small number of cases and recommended that some of those provided significant concern and therefore a single agency review or a practitioner lead peer review should be undertaken. These were completed as expected and learning was implemented within those agencies to prevent similar cases occurring in future.



2011/12 Strategic Priorities

The Herefordshire Safeguarding Adults Board's Business Plan 2011/12 set out the Board's strategic aims and specific objectives. The strategic priorities were based on the Board's analysis of priority areas for development and improvement. This section describes the progress made against these specific priorities.

We said we would develop safeguarding policy, protocols and procedures.

How we said we would achieve this:

- ✦ Develop "levels of need" guidance document, including processes for distinguishing between alerts and referrals
- ✦ Undertake a multi-agency review of safeguarding procedures to assess 'fit for purpose'
- ✦ Improving Safeguarding Adults Performance Reporting in Frameworki

What did we do?

- ✦ Levels of need document in place across organisations.
- ✦ A new alert form in was developed and implemented for use across organisations.
- ✦ Multi-agency review completed through practitioner feedback evidenced that Herefordshire Safeguarding Adults Board procedures are fit for purpose

What difference has this made?

- ✦ Alerts to safeguarding services have increased partly due to the increased level of awareness of appropriateness of referring in different situations. This has been supported by the implementation of the new alert form.
- ✦ The Board, confident of the appropriateness of its procedures, have taken a lead role in the development of new regional safeguarding procedures which will be implemented during the 2012-13.



We said we would improve the Board's processes for understanding the state of safeguarding in Herefordshire and evidence improvements that need to be made.

How we said we would achieve this:

- ✘ Develop quality performance framework to allow monitoring of performance
- ✘ Develop Herefordshire Safeguarding Adults Board statutory agencies risk register
- ✘ Develop Herefordshire Safeguarding Adults Board audit framework
- ✘ Develop service user feedback framework
- ✘ Identified concerns would be disseminated on a regular basis to commissioners and practitioners as appropriate

What did we do?

- ✘ The quality performance framework and reporting schedule was developed by the group and implemented into the work of the group.
- ✘ The risk register was completed risks and progress to mitigate these has begun to be presented to the Board.
- ✘ The audit processes and plans were developed by the group. An audit of statutory agencies compliance with safeguarding responsibilities was planned and will report during 2012-13.
- ✘ The development of the safeguarding alert form and the safeguarding work flow in Frameworki and the new process for capturing service users views after a safeguarding episode have all enabled a greater level of service user feedback.
- ✘ Wye Valley NHS Trust's Single Point of Access have begun conducting regular audits regarding the quality of safeguarding work within Wye Valley and these audits form part of Herefordshire Safeguarding Adults Board's assurance processes. Multi-agency practitioner forums have also been developed to improve safeguarding practice in Herefordshire.

What difference has this made?

- ✘ The Performance, Quality and Audit sub group receives a significant amount of data through quarterly reports provided by partners and now uses this to identify issues throughout the safeguarding system throughout the year. This is described in more detail on [page 13](#).
- ✘ As a result, the Herefordshire Safeguarding Adults Board has a better understanding of the strategic risks within our safeguarding systems in Herefordshire and can monitor actions to mitigate these. Such actions will include the influencing of commissioners to commission more appropriate services for the residents of Herefordshire.



We said we would improve the knowledge, understanding and competences of the workforce in Herefordshire in relation to their work with vulnerable people.

How we said we would achieve this:

- ✦ Deliver competency based Frameworki training linked to Herefordshire Safeguarding Adults Board procedures.
- ✦ Ensure that the Herefordshire Safeguarding Adults Board Training Strategy reflects the Mental Capacity Act requirements.
- ✦ Consult with partner agencies about how to promote and develop action learning sets.
- ✦ Development of monitoring system to meet the requirements of the Herefordshire Safeguarding Adults Board Training Strategy.
- ✦ Develop Herefordshire's Dignity in Care Network.

What did we do?

- ✦ E-learning for Frameworki continues in development due to a lack of resource to complete the work and an extension of the remit of the training package. Work will continue into 2012-13.
- ✦ A working group reviewed the Herefordshire Safeguarding Adults Board training strategy in the light of the Mental Capacity Act competencies and it was updated. Training was then developed and implemented using these competencies.
- ✦ A monitoring system for training has not yet been developed, although it remains the responsibility of the Training and Workforce Development sub group to monitor training delivered by and to the Board's partners.
- ✦ Herefordshire Safeguarding Adults Board held an event during 2011 to launch the Create a STIRR for Dignity campaign and workshops were delivered to a range of providers across the county.

What difference has this made?

- ✦ There is a greater understanding of the application of the Mental Capacity Act across Herefordshire, and a larger number of safeguarding referrals are being made with the consent and understanding of the victims.
- ✦ The number of Dignity Champions has dramatically increased, ensuring the Dignity in Care has a higher priority within the care sector.



Appendix 1: Herefordshire Safeguarding Adults Board Membership

JOB TITLE	AGENCY
Director of Quality and Performance	2gether NHS Foundation Trust
Community Integration & Race Equality Development Officer	Herefordshire Council
Lead Councillor for Health and Wellbeing	Herefordshire Council
Senior Manager for Mandatory Training	Hoople
Chief Executive	Inspiration Care, Care Home Provider Forum Representation
Director of Clinical Leadership & Quality	NHS Herefordshire
Head of Safeguarding	NHS Herefordshire
Mental Health Lead	People's Services, Herefordshire Council
Assistant Director, People's Services Commissioning	People's Services, Herefordshire Council
Director of People's Services (with the role of Director of Adult Social Care Services, DASS)	People's Services, Herefordshire Council
Director of Public Health	People's Services, Herefordshire Council
Head of Service Adults	People's Services, Herefordshire Council
Assistant Director, Homes and Communities	Strategic Housing, Herefordshire Council
Head of Public Protection	West Mercia Police
Head of Service	West Mercia Probation Trust
Director of Nursing and Transformation	Wye Valley NHS Trust
Head of Quality & Safety	Wye Valley NHS Trust
Head of Service, Adult Social Care	Wye Valley NHS Trust
Service Manager Specialist Services	Wye Valley NHS Trust



Appendix 2: Herefordshire Safeguarding Adults Board Budget Summary

During 2011-12, Herefordshire Safeguarding Adults Board and Herefordshire Safeguarding Children Board agreed to share a joint Business Unit and therefore a joint budget. The existing budgets were therefore combined. The tables below summarise the combined budget for 2011-12 but it should be highlighted that the pre-existing budget for Herefordshire Safeguarding Adults Board was a £20, 000 contribution from Herefordshire Council and PCT.

Therefore, the majority of income and expenditure of the Board's is currently allocated to the work of Herefordshire Safeguarding Children Board.

Agency contributions	2011/12
Herefordshire Council	£112,704
NHS Herefordshire	£45,203
West Mercia Police	£30,165
Youth Offending Service	£645
West Mercia Probation	£4,612
CAFCASS	£550
Total income	£193,879

Expenditure	2011/12
Independent Chair	£11,357
HSCB and HASB Manager	£72,884
HSCB/HSCB Development Officer	£20,796
Training and development	£61,551
Meeting expenses	£5,507
Publicity, information provision and participation (including Annual Report)	£9,099
Funding Carried Forward	£12,685
Total expenditure	£193,879





Herefordshire Safeguarding Children Board

Business Plan 2012-2013

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Foreword by the Independent Chair

A key recent focus of Herefordshire Safeguarding Children Board has been developing our ability to accurately identify and distinguish children and young people whose welfare is compromised and those who are at risk of or suffering neglect or abuse and then respond most appropriately and effectively to address the needs of each. There has been a drive to appropriately use the Common Assessment Framework to enhance the welfare of children who are in need of services and the child protection processes for children at risk of significant harm. This emphasis will continue through this year.

Policies don't keep children safe. Only the awareness, vigilance and actions of all of those in contact with children and young people can achieve this. Herefordshire Safeguarding Children Board has a vital role in monitoring and constantly improving how effectively we really work together to safeguard children. Our success depends on our ability to collect, share, analyse and interpret accurate information and use it to learn and develop across services within a mature inter-agency culture that is positive, inclusive, realistic, hard edged and challenging. Further developing our ability to do this well will be a priority this year.

It has long been recognised that there are many factors that adversely affect the welfare and safety of both children and adults, such as domestic abuse, mental ill health and drug and alcohol abuse. To address these issues effectively, there must be co-ordination between services for both children and adults. One part of bringing this work together in Herefordshire is my appointment as chair of both Safeguarding Children and Adults Boards. We are now looking to maximise the opportunities to work cohesively across children and adults services to protect those most vulnerable in our communities.

Finally, we live in very challenging times, with considerable change of staff and structures and some contraction being managed across services. Such change and associated uncertainty can bring opportunities but also risks adversely influencing our collective ability to work positively together in collaboration. Throughout the flux, there must remain a consistent golden thread of focused commitment across all agencies and organisations to prioritise the protection of children in our communities.

David McCallum, Independent Chair

Herefordshire Safeguarding Children Board

Endorsed by Jo Davidson, Director of People's Services

Introduction

Both the HSAB and the HSCB strive to ensure that all Herefordshire citizens are safe and well and that all agencies responsible for promoting the welfare of vulnerable children, young people and adults are supported to do so in accordance with statutory and local guidance.

2011-2012 has been a year of continued consolidation for Herefordshire Safeguarding Children Board building on the changes and learning made in the previous year and commencing with a new Independent Chair.

In developing its business plan for 2012, 2013, the Board will be driving a change and development agenda forward. This developmental work will progress alongside other agreed priority action areas.

The outcome the Board is seeking to achieve is to increase the effectiveness of multi-agency arrangements in Herefordshire.

The priority action areas therefore are:

- Improve multi-agency working
- Developing data quality
- Joint arrangements for the boards

Additionally the actions areas will be further developed through the year as the developmental agenda unfolds.

Herefordshire Safeguarding Children Board progresses the County's joined-up approach to safeguarding in Herefordshire by bringing together directors and strategic leaders across organisations working with children. Organisations represented include:

- | | |
|--|----------------------------|
| Herefordshire Council | West Mercia Police |
| Wye Valley Trust | West Mercia Probation |
| 2gether NHS Trust | CAFCASS |
| Education establishments | Strategic Health Authority |
| Hoople | |
| Herefordshire and Worcestershire Youth Offending Service | |
| Herefordshire Voluntary Organisations Support Service | |

Context

National

The Munro review recommended moving to a localised system that values and develops professional expertise and is centred on children and young people. Its view is that the current system has become overly bureaucratic with a focus on compliance. The role of independently chaired LSCBs is supported and the report states that *Working Together to Safeguard Children* should be amended to state that LSCBs should assess the effectiveness of the help being provided to children and families (including early years provision) and the effectiveness of multi-agency training to safeguard and promote the welfare of children and young people.

The Government has broadly accepted the recommendations of the report and implementation of the recommendations will take place throughout 2012-2013. The revised *Working Together to Safeguard Children* is due to be published in July 2012 and a new set of safeguarding performance information has been subject to consultation ending in April 2012.

Nationally driven developments of local structures provide new opportunities for the improvement of strategic links between HSCB, the Health and Wellbeing Board and the Clinical Commissioning Group. It will be important for HSCB to deepen its relationships with these two groups during the year as well developing further interaction with Herefordshire's Children and Young People's Partnership Forum.

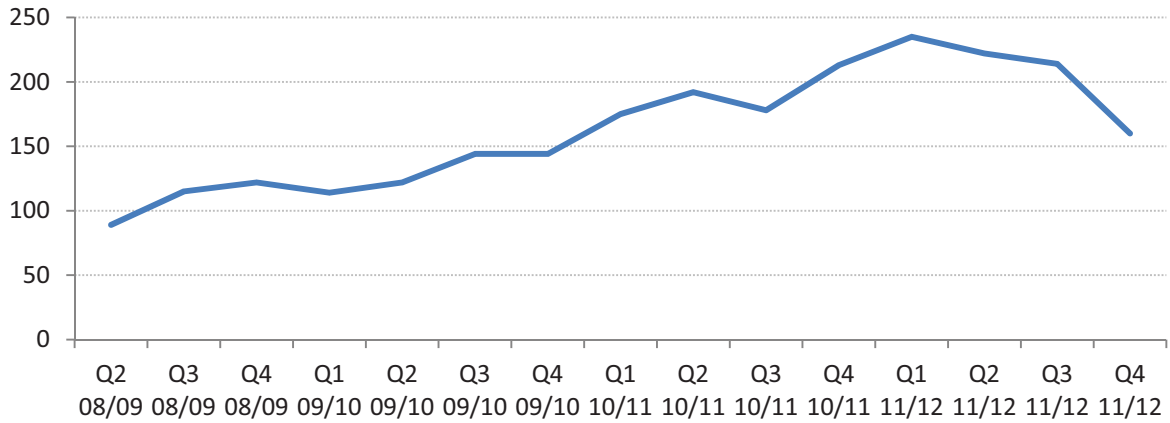
Regionally

Some elements of Children's Social Care procedures are being developed through a regional consortium.

Local

Following a steady rise in the number of children subject to a Child Protection Plan in Herefordshire from 2008 to 2011, reaching a peak of 235, in the first quarter of 2011-12 there was a significant drop with the figure now standing at 160 children. This represents a decrease of 31.9%.

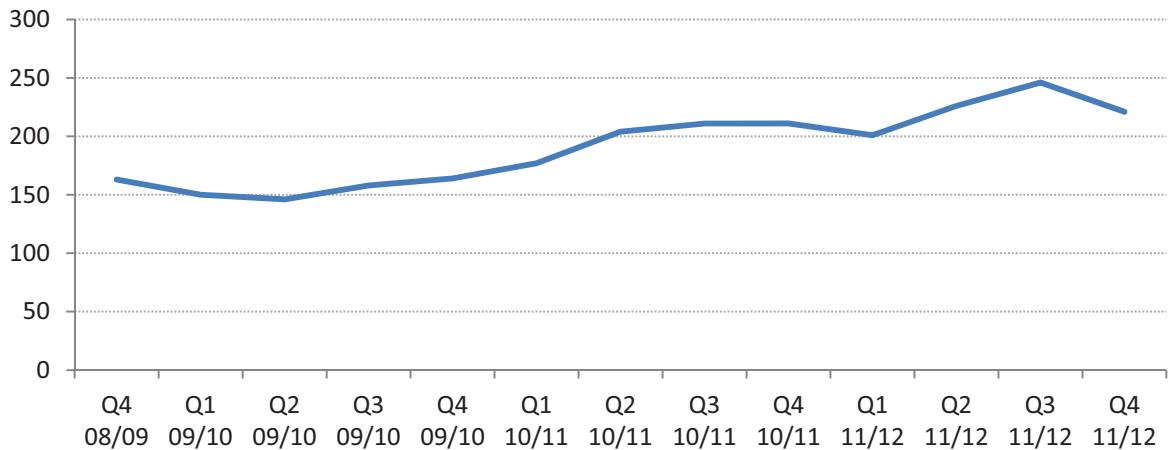
Children on Child Protection Plans



The year end 2010/11 comparator data showed that Herefordshire’s rate of Child Protection Plans was 50% higher than our statistical neighbours and the national rate, with a rate of nearly 60 per 10,000. The current rate of 45.5 per 10,000 is in line with national rates.

The number of LAC has shown a steady increase over the past few years, with the rate of LAC in Herefordshire increasing at a much higher rate than both our statistical neighbours and nationally. Currently the number of LAC in Herefordshire is broadly stable, in contrast to the national picture which is increasing.

Looked After Children trend



Achievements and Challenges

What did we do well last year?

- Carried out a detailed analysis of the reasons behind the increases in the numbers of local children subject to child protection plans and in the numbers of children looked after
- Commissioned external consultancy to support improvements in critical thinking and assessment skills and professionals' ability to describe needs rather than services
- Improved the timeliness of both initial assessments and core assessments through increased oversight by the FAST improvement board.
- Introduced a new multi-agency referral form which has led to improved quality of referrals
- Developed a local strategy and delivery plan to tackle the issue of child sexual exploitation and trafficking in Herefordshire
- Delivered all requirements of the performance management framework, including agency performance reporting and single and multi-agency audits
- Held a successful event with national speakers focusing on domestic violence. A particularly valued part of the conference was the engagement of a group of young people relating their experiences of domestic violence affecting them.
- Developed key policies in relation to hostile and resistant families, anti-bullying and E-Safety.

Structural Arrangements

In 2011-12 Herefordshire Safeguarding Children Board reviewed its operations and put in a place a joint business unit supporting both the adults and children safeguarding boards. Options for more joint work between the Boards have been agreed and will be implemented through 2012-2013. The procedure is now in place for the joint adults and children's serious case review and domestic homicide sub group setting out how this will work and accountability and reporting lines.

The structure of the Board in Herefordshire is as follows:

Strategic Board

The Strategic Board, with an independent chair, sets the performance, policy and strategic priorities for Herefordshire Safeguarding Children Board and is responsible for ensuring that statutory requirements are met and resources are in place to meet these. Its membership comprises Directors and senior managers with strategic and resource oversight of relevant agencies in Herefordshire.

Steering Group

This group is the operational arm of the Board and critical in providing a steer and advice to strategic partners. It is responsible for ensuring that the business plan for the Board is delivered. It tasks individual lead officers with responsibility for delivering key tasks/activities, in line with the overall aims of the Business Plan, and holds them to account for effective delivery of agreed actions.

Quality Assurance and Evaluation Sub-Group

This group is responsible for providing assurance to the Strategic Board that all agencies, individually and collectively, are meeting their requirements to safeguard and promote the welfare of children. It has oversight of all multi-agency and single agency audits, section 11 audits and analysis of performance data about safeguarding within relevant agencies in Herefordshire. It also tracks implementation of serious case review action plans. It is critical to the Board in assisting with its scrutiny and challenge role.

Child Death Overview Panel (CDOP)

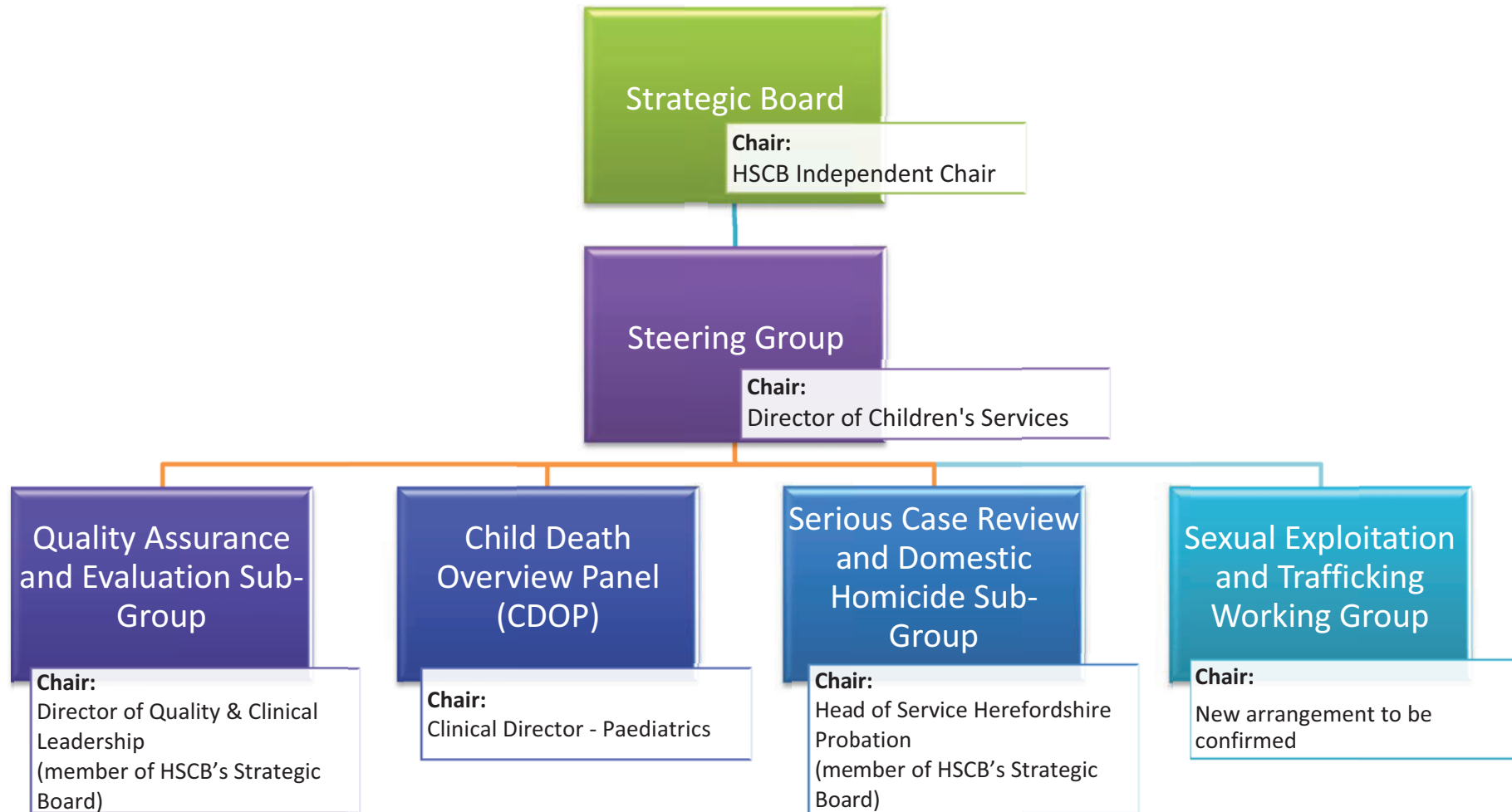
The purpose of the CDOP is to undertake an overview of all child deaths within the locality and to disseminate the learning to all agencies. It is recognised, however, that Herefordshire is too small an area for this analysis to be statistically significant and it is likely that during 2012-2013, Herefordshire will be part of a sub-regional Child Death Overview Panel with neighbouring authorities.

Serious Case Review and Domestic Homicide Sub-Group

This group is responsible for recommending to the Independent Chair whether cases, both children's and adults, should be subject to a Serious Case Review.

Sexual Exploitation and Trafficking Working Group

Responsible for the development and implementation of HSCB's Sexual Exploitation and Trafficking Delivery Plan.



HSCB Priorities 2012-2013

In developing its business plan for 2012-2013, the Strategic Board has agreed to continue with its one key outcome area but has moved the focus of the priority improvement areas in the light of the progress made in the previous year.

The core business of the Board including training, policies and procedures and serious case reviews continues with individual officers being the leads for these areas and held to account at the Steering Group.

Key outcome area:	Increased effectiveness of multi-agency child protection arrangements in Herefordshire		
Priority improvement areas:	Multi-agency safeguarding arrangements	Improving data quality, assurance and analysis	Joint safeguarding arrangements
Action areas:	<p>Improve the quality of assessment of need</p> <p>Improve multi-agency decision making</p> <p>Improve multi-agency child protection planning and practice</p> <p>Deliver effective arrangements for sexual assault examinations</p>	<p>Improve interrogation of performance information at the Strategic Board</p> <p>Listen to the voice of the child and staff as part of the quality assurance arrangements</p> <p>Develop the use of <i>Understanding Herefordshire</i> to identify needs and strengthen service planning across agencies</p>	<p>Implement joint priorities with the Safeguarding Adults Board to tackle domestic abuse</p> <p>Develop coordinated support for adults and children in families affected by mental health wellbeing issues and adults and children in families affected by substance misuse issues.</p>
Core business:	<p>Policy and professional development</p> <p>Levels of Need</p> <p>Information sharing</p> <p>Serious case reviews</p> <p>Quality assurance and learning from audit</p> <p>Joint Safeguarding Board arrangements</p>		

PRIORITY IMPROVEMENT AREA 1: Multi-agency safeguarding arrangements

Lead officer	Monitored by	Key milestones	Timescales
Action area: Improve the quality of assessment of need			
Debbie McMillan	QA Sub Group	🔗 Agencies routinely undertaking CAF in a timely way and most children will have received a CAF before a referral is made to social care.	Dec 2012
Lisa Green and Hazel Blankley	QA Sub Group	🔗 Analysis of Liz Brown's audit is undertaken and recommendations implemented.	January 2013
Action area: Improve multi-agency decision making			
Tina McGrath	Steering Group	🔗 Model for Herefordshire MASH agreed. 🔗 All agencies have identified the resources needed to implement the MASH.	November 2012 February 2013
Action area: Improve multi-agency child protection planning and practice			
Paul Meredith	QA Sub Group	🔗 Implement the Child Protection Conference Hub. 🔗 All agencies submitting reports to conference as appropriate.	July 2012 December 2012
Andy Churcher	QA Sub Group	🔗 Develop the profile of Safeguarding across residential care providers in Herefordshire to achieve 80% of Herefordshire's providers signing up to agreed Safeguarding standards.	January 2013
Les Knight	QA Sub Group	🔗 100% of schools return their Safeguarding Checklist	November 2012
	Steering Group	🔗 100% of schools have at least one member of staff trained to Group 5.	February 2013
Kathy O'Mahony	QA Sub Group	🔗 All appropriate agencies committed to the development of the Keeping Children Safe Strategy.	July 2012
Action area: Deliver effective arrangements for sexual assault examinations			
Lynne Renton	Strategic Board	🔗 Commission to interim arrangements for SAEs 🔗 Complete tender process for permanent arrangements 🔗 SARC implemented	July 2012 July 2012 January 2013

PRIORITY IMPROVEMENT AREA 2: Improving data quality, assurance and analysis

Lead officer	Monitored by	Key milestones	Timescales
Action area: Improve interrogation of performance information at the Strategic Board			
Andy Churcher	QA Sub Group	<ul style="list-style-type: none"> Develop an HSCB dataset of indicators relevant to the business and priorities of the Safeguarding Children Board. 	September 2012
		<ul style="list-style-type: none"> 100% of quarterly reports to the Board presented as a data dashboard which is an agreed subset of the HSCB dataset supported by a clear exception report. 	December 2012
		<ul style="list-style-type: none"> Deliver training to strategic board on what data to expect and how to interrogate it. 	November 2012
Action area: Listen to the voice of the child and staff as part of the quality assurance arrangements			
Andy Churcher	QA Sub Group	<ul style="list-style-type: none"> Business Unit to explore existing arrangements for consulting children and young people and make recommendations to the QA Sub-Group. 	September 2012
John Roughton	Steering Group	<ul style="list-style-type: none"> Include the voice of the child in agency audit work. 	October 2012
		<ul style="list-style-type: none"> Include the voice of the staff in agency audit work. 	October 2012
Action Area: Develop the use of <i>Understanding Herefordshire</i> to identify needs and strengthen service planning across agencies			
Andy Churcher	Steering Group	<ul style="list-style-type: none"> Assure the Board that agencies have access to and understand <i>Understanding Herefordshire</i> which incorporates the Integrated Needs Assessment. 	September 2012
		<ul style="list-style-type: none"> Identify gaps in service planning in response to <i>Understanding Herefordshire</i>. 	October 2012
		<ul style="list-style-type: none"> Assess the impact current safeguarding measures are having on children's outcomes in Herefordshire. 	December 2012

PRIORITY IMPROVEMENT AREA 3: Joint safeguarding arrangements

Lead officer	Monitored by	Key milestones	Timescales
Action area: Implement joint priorities with the Safeguarding Adults Board to tackle domestic abuse			
Lynne Renton	Steering Group	<ul style="list-style-type: none"> Develop appropriate strategic links between the Board and the three partner groups with responsibilities around Domestic Abuse: Herefordshire Partnership Executive Group, Sustainable Communities within Herefordshire Council and the Health and Well Being Board. 	November 2012
	HSCB QA Sub Group	<ul style="list-style-type: none"> Intelligence about levels of exposure to domestic abuse in Herefordshire from multi-agency audit focussing on the needs of Children reporting to both Boards. 	December 2012
Action area: Develop coordinated support for adults and children in families affected by mental health wellbeing issues and adults and children in families affected by substance misuse issues.			
Sarah Cox	HSAB PQA Sub Group	<ul style="list-style-type: none"> Multiagency audit on mental health in Herefordshire with additional regard to the needs of Children reporting to both Boards. 	February 2013
		<ul style="list-style-type: none"> Action plans developed for both HSCB and HSAB on the development of work with families affected by mental health issues. 	March 2013
Lynne Renton	HSAB PQA Sub Group	<ul style="list-style-type: none"> 100% of recommendations from Hidden Harm work stream in 2011 implemented and embedded in practice across agencies. 	December 2012



Herefordshire Safeguarding Adults Board

Business Plan 2012-2013

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Foreword by the Independent Chair

The focus of the HSAB over the last year has been raising awareness of safeguarding issues in relation to adults, effective co-ordinated multi-agency working and ensuring that services meet the needs of vulnerable adults in Herefordshire. This emphasis will continue through this year.

HSAB has a vital role in monitoring and constantly improving how effectively we really work together to safeguard those adults most vulnerable in our communities. Our success in achieving this depends on our ability to collect, share, analyse and interpret accurate information and use it to learn and develop across services within a mature inter-agency culture that is positive, inclusive, realistic, hard edged and challenging. Further developing our ability to do this well will be a priority this year. It has long been recognised that there are many factors that adversely affect the welfare and safety of both children and adults, such as domestic abuse, mental ill health and drug and alcohol abuse. To address these issues effectively, there must be co-ordination between services for both children and adults. One part of bringing this work together in Herefordshire is my appointment as chair of both Safeguarding Children and Adults Boards. We are now looking to maximise the opportunities to work cohesively across children and adults services to protect those most vulnerable in our communities.

Finally, we live in very challenging times, with considerable change of staff and structures and some contraction being managed across services. Such change and associated uncertainty can bring opportunities but also risks adversely influencing our collective ability to work positively together in collaboration. Throughout the flux, there must remain a consistent golden thread of focused commitment across all agencies and organisations to prioritise the protection of vulnerable people in our communities.

David McCallum, Independent Chair

Herefordshire Safeguarding Children Board

Endorsed by Jo Davidson, Director of People's Services

Introduction

Both the HSAB and the HSCB strive to ensure that all Herefordshire citizens are safe and well and that all agencies responsible for promoting the welfare of vulnerable children, young people and adults are supported to do so in accordance with statutory and local guidance.

2011-2012 has been a year of continued consolidation for Herefordshire Safeguarding Adults Board (HSAB) building on the changes and learning made in the previous year.

In developing its business plan for 2011-2012, the HSAB concentrated on those improvements recommended by the Care Quality Commission's inspection of safeguarding services in 2012.

The key outcome improvements areas were assigned to the Board's sub groups enabling a multi-agency approach to developments.

Much progress has been made by the HSAB in these areas against a backdrop of an exponential increase in safeguarding alerts and referrals impact upon services and resources across all agencies. However, this increase can demonstrate that positive practice is being embedded to safeguard adults in Herefordshire.

The outcome the Board is seeking to achieve is to increase the effectiveness of multi-agency arrangements in Herefordshire.

The priority action areas therefore are:

- Improve multi-agency working
- Developing data quality
- Joint arrangements for the boards

Additionally the actions areas will be further developed through the year as the developmental agenda unfolds.

Herefordshire Safeguarding Adult Board progresses the County's joined-up approach to safeguarding vulnerable people in Herefordshire by bringing together directors and strategic leaders across organisations working with vulnerable adults. Organisations represented include:

- | | |
|---|----------------------------------|
| ✧ Herefordshire Council | ✧ West Mercia Probation Service |
| ✧ Wye Valley NHS Trust | ✧ WM Ambulance Service NHS Trust |
| ✧ 2gether NHS Foundation Trust | ✧ Clinical Commissioning Group |
| ✧ Herefordshire Housing | ✧ Care Quality Commission |
| ✧ West Mercia Police | ✧ Hoople |
| ✧ Hereford and Worcester Fire and Rescue Service | |
| ✧ Care Home Provider Forum Representation | |
| ✧ Herefordshire Voluntary Organisations Support Service | |

Context

National

The quality of care home provision will need to be monitored by the Board, set against the current economic situation and the financial viability of service providers to provide safe care. Additionally, the Board will need to assess any risk to service users that may result from the possibility that residential and nursing homes have to close.

Nationally and locally the population of older people is increasing significantly and the pro-rata statistical increase of vulnerable people therefore, and impact on local services will need to be monitored by the Board.

The responsibility for Deprivation of Liberty transfers to the local authority in 2013 and the Board will need to assure itself that there are appropriate arrangements in place.

As the national Personalisation agenda is further developed locally, the Board will need to ensure that there is a risk enablement policy and set of standards in place and that these are appropriate used.

The white paper for adult social care is out for consultation and seeks to place adult safeguarding on a statutory footing, including local safeguarding adult boards. If finalised this is likely to be implemented during 2013. During this year HSAB will be preparing a response to the consultation and preparation work.

Nationally driven developments of local structures provide new opportunities for the improvement of strategic links between HSAB, the Health and Wellbeing Board and the Clinical Commissioning Group. It will be important for HSAB to deepen its relationships with these two groups during the year.

Regional

Now that the arrangements for West Mercia procedures have been agreed, work will take place to localise and implement these in Herefordshire.

Local

Following the Abuse of Vulnerable Adults statutory return to government in 2011, it was recognised that work was needed in separating safeguarding alerts from referrals and refreshing the safeguarding workflows within the electronic case management system. These changes will need to be monitored into 2012-13.

The Board is aware that transitions to adulthood arrangements would benefit from improvements and the Board will be seeking and challenging reports to show these improvements.

The Board will need to concentrate this year on development of awareness raising activity in the communities within Herefordshire and how a prevention strategy might support this focus. The Board will also be further enhancing its performance and quality measures in addition to clarifying the structure, membership and roles of the various groups within the Board.

Achievements

What did we do well last year?

- Introduced a new multi-agency alert referral form which has led to improved quality of referrals
- Developed a local 'Levels of Need' document which has led to a common understanding of the thresholds for safeguarding decisions and where an individual's needs are best met.
- Refreshed the safeguarding workflows to enable staff to improve the quality of assessments and plans
- Delivered requirements of the performance management framework, including agency performance reporting and single and multi-agency audits
- Worked with other authorities across West Midlands to develop a West Midlands approach to safeguarding adults.
- Continued to develop the Quality Concerns processes enabling support and oversight to be given to those care providers who are experiencing difficulties with providing good quality care.
- Developed board expectations with regards to restraint processes and a template to support providers in producing their own guidance.

Structural Arrangements

In 2011-12 Herefordshire Safeguarding Adult Board reviewed its operations and put in a place a joint business unit supporting both the adults and children safeguarding boards. Options for more joint work between the Boards have been agreed and will be implemented through 2012-2013. The procedure is now in place for the joint adults and children's serious case review and domestic homicide sub group setting out how this will work and accountability and reporting lines.

The structure of the Board in Herefordshire is as follows:

Strategic Board

The Strategic Board, with an independent chair, sets the performance, policy and strategic priorities for Herefordshire Safeguarding Adult Board and is responsible for ensuring that statutory requirements are met and resources are in place to meet these. Its membership comprises Directors and senior managers with strategic and resource oversight of relevant agencies in Herefordshire including the voluntary and independent sector.

Performance, Audit and Quality Assurance Sub Group

This group is responsible for providing assurance to the Strategic Board that all agencies, individually and collectively, are meeting their requirements to safeguard adults at risk. It has oversight of all multi agency and single agency audits and analysis of performance data about safeguarding within relevant agencies in Herefordshire. It also tracks implementation of serious case review action plans. It is critical to the Board in assisting with its scrutiny and challenge role.

Training and Workforce Development Sub Group

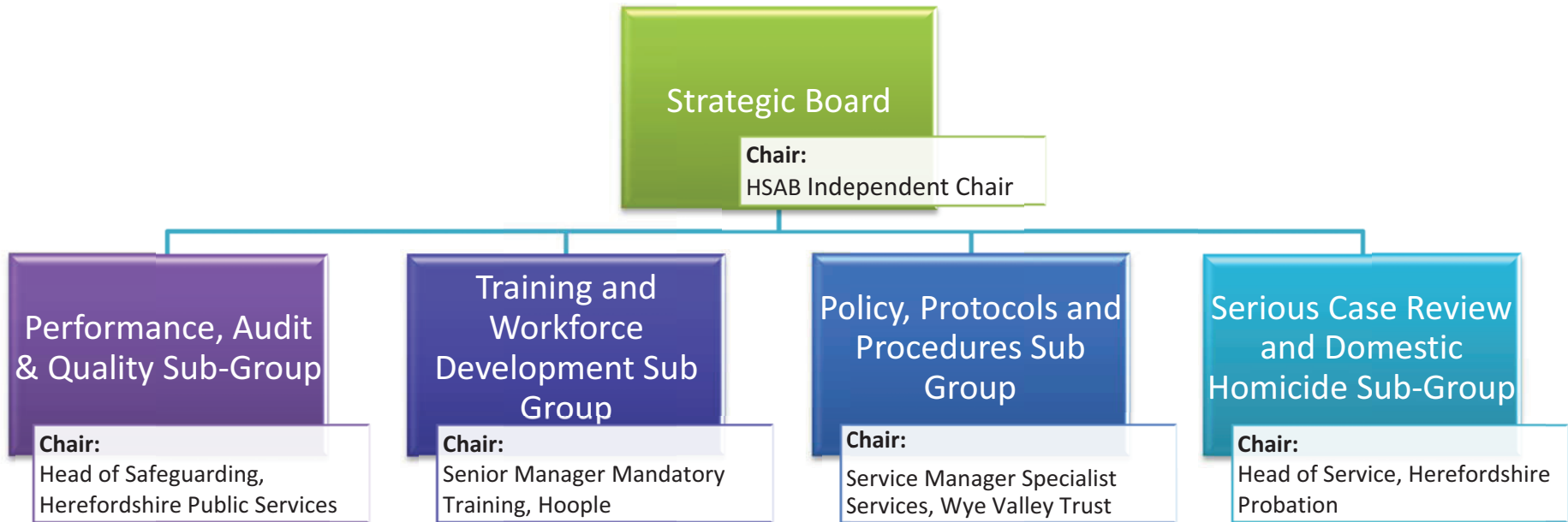
This group is responsible for producing a training strategy and ensuring any safeguarding adults training is quality assured.

Policy, Protocols and Procedures Sub Group

This group is responsible for ensuring that local standards, policies and procedures are in place in relation to safeguarding adults in vulnerable situations.

Serious Case Review and Domestic Homicide Sub-Group

This group is responsible for recommending to the Independent Chair whether cases, both children's and adults, meet the criteria for consideration of a SCR and, if so whether they should be subject to a SCR or an alternative internal management review.



HSAB Priorities 2012-2013

In developing its business plan for 2012-2013, the HSAB has agreed to align its priorities with the safeguarding children board to continue to develop joint safeguarding arrangements.

The core business of the Board including training, policies and procedures and serious case reviews continues with individual officers holding the accountability for these areas.

Key outcome area:	Effective multi-agency Safeguarding arrangements for vulnerable adults in Herefordshire		
Priority improvement areas:	Multi-agency safeguarding arrangements	Improving data quality, assurance and analysis	Joint safeguarding arrangements
Action areas:	<p>People at risk of harm are supported to reduce their risks and have safe services delivered, while ensuring independence, choice and control.</p> <p>People who need safeguarding support receive a multi-agency approach from a competent workforce.</p> <p>People receive good quality of assessments of their needs</p> <p>Deliver effective arrangements for sexual assault examinations</p>	<p>Improve interrogation of performance information</p> <p>Develop the use of <i>Understanding Herefordshire</i> to identify needs and strengthen service planning across agencies</p>	<p>Implement joint priorities with the Safeguarding Adults Board to tackle domestic abuse</p> <p>Develop coordinated support for adults and children in families affected by mental health wellbeing issues.</p>
Core business:	<p>Policy and professional development</p> <p>Levels of Need</p> <p>Information sharing</p> <p>Serious case reviews</p> <p>Quality assurance and learning from audit</p> <p>Joint Safeguarding Board arrangements</p>		

PRIORITY IMPROVEMENT AREA 1: Multi-agency safeguarding arrangements			
Lead officer	Monitored by	Key milestones	Timescales
Action area: People at risk of harm are supported to reduce their risks and have safe services delivered, while ensuring independence, choice and control.			
Lynne Renton	PPP Sub Group	✦ A strategic pathway and set of standards are developed to support risk enablement.	November 2012
Anne Carswell	PPP Sub Group	✦ All contractual arrangements to include minimum safeguarding standards. ✦ An awareness raising campaign is developed and implemented with a focus on prevention in line with feedback from service users.	March 2013 February 2013
Jackie Noble	PPP Sub Group	✦ User experience is central to any development and evaluation of safeguarding practice, including changes in Safeguarding provision resulting from organisational change.	March 2013
Lynne Renton	PAQ Sub Group	✦ 100% of alerts to safeguarding services are made in accordance with people's wishes and feelings whilst achieving the balance on the Duty of Care. ✦ Quarterly monitoring of all provider services, including at least annual audits, to ensure compliance to contractual requirements.	November 2012 January 2013
Jackie Noble	PAQ Sub Group	✦ The HSAB to receive regular assurance about the outcomes for service users who receive personalised budgets.	December 2012
Action area: People who need safeguarding support receive a multi-agency approach from a competent workforce.			
Ali Chambers	T&WD Sub Group	✦ Induction training for all staff in any agency, including contracted out arrangements, will include mandatory awareness training on appropriate safeguarding for vulnerable adults, young people and children. ✦ Multi-agency safeguarding practice development sessions to be introduced in each locality to provide practitioners across agencies with a forum for developing evidence based practice and work together. ✦ Staff understand positive risk taking and the current legal framework and relevant case law for safeguarding.	January 2013 October 2012 October 2012

Barbara Lloyd	PPP Sub Group	✘ Herefordshire safeguarding procedures which will sit under the West Midlands Safeguarding procedures are developed.	January 2013
		✘ Develop multi-agency practice guidance on people who self-neglect and self-harm linking to the Herefordshire safeguarding procedures.	March 2013
Lynne Renton	PPP Sub Group	✘ Ensure that Herefordshire's Levels of Need guidance is understood and embedded in practice across all agencies and ages (joint work with HSCB).	December 2012
Action area: People receive good quality of assessments of their needs			
Jackie Noble	PAQ Sub Group	✘ Consent and capacity should form the basis of all assessments, which should be shaped by the views of service users, carers and their representatives.	December 2012
	PPP Sub Group	✘ Roll out an information sharing awareness campaign to increase the flow of information about service users at appropriate levels and reduce the number of unnecessary multiple assessments.	March 2013
		✘ Practitioners are supported to take a professional judgement-based approach to assessment, planning and service delivery rather than a purely process driven approach.	January 2013
Action area: Deliver effective arrangements for sexual assault examinations			
Lynne Renton	Strategic Board	✘ Commission to interim arrangements for SAEs	July 2012
		✘ Complete tender process for permanent arrangements	July 2012
		✘ SARC implemented	January 2013

PRIORITY IMPROVEMENT AREA 2: Improving data quality, assurance and analysis

Lead officer	Monitored by	Key milestones	Timescales
Action area: Improve interrogation of performance information			
Andy Churcher	PAQ Sub Group	<ul style="list-style-type: none"> ✦ Develop an HSAB dataset of indicators relevant to the business and priorities of the Safeguarding Adults Board. ✦ 100% of quarterly reports to the Board presented as a data dashboard which is an agreed subset of the HSAB dataset supported by a clear exception report. 	<p>October 2012</p> <p>January 2013</p>
Lynne Renton	PAQ Sub Group	<ul style="list-style-type: none"> ✦ Finalise the Board's Assurance Framework ensuring regular quarterly reports are developed across agencies which capture the voice of the service user and the carer or representative. ✦ Embed the process of on-going case audits to assure the Board of the quality of safeguarding adults practice and to identify areas for further development to improve recording, reporting and outcomes. 	<p>December 2012</p> <p>April 2013</p>
Action area: Develop the use of Understanding Herefordshire to identify needs and strengthen service planning across agencies			
Andy Churcher	Strategic Board	<ul style="list-style-type: none"> ✦ Assure the Board that agencies have access to and understand Understanding Herefordshire which incorporates the Integrated Needs Assessment. ✦ Identify gaps in service planning in response to Understanding Herefordshire. 	<p>September 2012</p> <p>October 2012</p>
Anne Carswell	Strategic Board	<ul style="list-style-type: none"> ✦ Appoint a member of the Board to act as Safeguarding Champion on the Health and Well Being Board. ✦ Each member organisation should appoint a Champion for adult Safeguarding in their own agency. 	<p>November 2012</p> <p>December 2012</p>

PRIORITY IMPROVEMENT AREA 3: Joint safeguarding arrangements

Lead officer	Monitored by	Key milestones	Timescales
Action area: Implement joint priorities with the Safeguarding Children Board to tackle domestic abuse			
Lynne Renton	Strategic Board	✘ Develop appropriate strategic links between the Board and the three partner groups with responsibilities around Domestic Abuse: Herefordshire Partnership Executive Group, Sustainable Communities within Herefordshire Council and the Health and Well Being Board.	November 2012
	HSCB QA Sub Group	✘ Intelligence about levels of exposure to domestic abuse in Herefordshire from multi-agency audit focussing on the needs of Children reporting to both Boards.	December 2012
Action area: Develop coordinated support for adults and children in families affected by mental health wellbeing issues and adults and children in families affected by substance misuse issues.			
Sarah Cox	HSAB PQA Sub Group	✘ Multiagency audit on mental health in Herefordshire with additional regard to the needs of Children reporting to both Boards.	February 2013
		✘ Action plans developed for both HSCB and HSAB on the development of work with families affected by mental health issues.	March 2013
Lynne Renton	HSAB PQA Sub Group	✘ 100% of recommendations from Hidden Harm work stream in 2011 implemented and embedded in practice across agencies.	December 2012

MEETING	CABINET
DATE:	21 FEBRUARY 2013
TITLE OF REPORT:	LOCAL TRANSPORT PLAN
REPORT BY:	HEAD OF TRANSPORT & ACCESS SERVICES

1 Classification

Open

2. Key Decision

This is a Key Decision because it is likely to be significant in terms of its effect on communities living or working in an area comprising one or more wards in the County.

Notice has been served in accordance with Part 3, Section 9 (Publicity in connection with key decisions) of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

3. Wards Affected

County-wide

4. Purpose

To approve the Local Transport Plan (LTP) for 2013/14 to 2014/15 prior to it being submitted to Council on 8 March 2013 for adoption.

5. Recommendation(s)

THAT: the Local Transport Plan (LTP) for 2013/14 to 2014/15 be approved by Cabinet and referred to Council for adoption.

6. Key Points Summary

The Herefordshire LTP:

- The Local Transport Plan (LTP) sets out transport strategy and delivery for the period 2013/14 to 2014/15. It also includes refreshed transport policies set out in a separate policy document.
- The plan has been developed in the light of extensive consultation and engagement with a wide range of stakeholders.
- A key element of the feedback was widespread desire for a more simplified plan (than

Further information on the subject of this report is available from Steve Burgess,
Head of Transport & Access on Tel: (01432) 260968

that which was consulted on in autumn 2012) and for greater clarity on actions and delivery.

- In light of this feedback, the LTP has been simplified and focuses on schemes and activities to address congestion in Hereford and maintain access for people in rural areas.
- Whilst the LTP is focused on 2013/14 to 2014/15 it identifies the need to review the longer term strategy and the on-going linkage with the LDF Core Strategy and emerging strategies for the wider Marches area.

7. Alternative Options

- 7.1 Having determined to extend the LTP2 (2006 to 2011) an alternative option would be to extend this plan once more but given changes in funding and strategy Cabinet determined (July 2012) to update the Plan in advance of the LDF being adopted.

8. Reasons for Recommendations

- 8.1 To progress the LTP for adoption by the Council.

9. Introduction and Background

- 9.1 The LTP is part of the Council's policy framework. It sets out the Council's transport strategy and proposals for improving the transport network including a programme for delivery.
- 9.2 Work on revising the LTP commenced in 2010 and included a formal round of consultation in autumn 2010. Having linked the LTP with the LDF, Council determined to extend the LTP2 beyond its original end point of March 2011. Taking into account delays with the Core Strategy at its meeting of 12 July 2012 Cabinet:
- 9.3 Agreed that a Local Transport Plan (LTP) covering the period to 2014/15 be developed and adopted in advance of the adoption of the LDF Core Strategy; and
- 9.4 Noted the key on-going linkages between the LTP and LDF and proposals to prepare and adopt an LTP to cover the period to 2031 in association with the revised timetable for the Core Strategy.

10. Key Considerations

- 10.1 Consultation
- 10.2 The LTP has been revised following public consultation undertaken between September and November 2012. Consultation feedback has been positive and supported the strong emphasis on walking, cycling and public transport. There was widespread support for our proposals regarding the Core Bus Network, expanded 20mph programme and changes in the Council's approach to highway maintenance.
- 10.3 One of the recurrent issues raised through the consultation feedback and direct stakeholder engagement is the desire for much greater simplicity and clarity about what the LTP will actually deliver. We have taken on board that feedback and have simplified the

language in the LTP and also significantly simplified its structure.

10.4 A Simplified Strategy

10.5 The LTP has two main objectives:

- **Reducing congestion in Hereford City and increasing accessibility by less polluting and healthier forms of transport than the private car.** The aim is to:
 - reduce short car based trips transferring as many as possible to less polluting and healthier modes such as walking and cycling,
 - reduce the impact of car access in the historic core through traffic management and sign de-cluttering;
 - support the regeneration of the central area by facilitating city centre expansion, ensuring integration with the existing shopping area; and
 - support the successful investment in jobs at the Rotherwas Enterprise Zone by ensuring that its expansion can be accommodated within highway network constraints.
- **Maintaining access for rural residents and people without access to a car.** The aim is to:
 - Ensure that the County's extensive highway network remains fit for purpose and safe for the travelling public;
 - Review passenger transport services to ensure that we can continue to provide access for those most in need; and
 - Provide alternatives for longer distance commuters so that they can also reduce their car use and adopt healthier lifestyles.

10.6 Scheme delivery and planned activities are set out in Transport Plans for Hereford and for the Rural Areas and Market Towns, demonstrating how the Council will work towards achieving objectives. Scheme delivery and improvements are underpinned by the Destination Hereford project which is aiming to change travel behaviour and ensure more efficient use of the existing transport network.

10.7 The LTP also briefly outlines the context for the longer term transport strategy development which will be progressed over the next couple of years, coordinating closely with the LDF Core Strategy and other emerging strategies such as the Marches Strategy for Growth. Important development such as the devolution of major scheme funding from 2015 is also referenced, acknowledging the role which Herefordshire Council will need to play in establishing the Marches Local Transport Body with local authority and LEP partners.

10.8 The Transport Policy Document includes a range of policies covering such issues as our approach to asset management, road safety and promoting sustainable transport. Members may recall specific consultation around parking policy which was coordinated with a charging review in the autumn, running parallel with the full LTP consultation. The revised policy is included within the LTP Policy Document.

11. Community Impact

11.1 The LTP will have a significant impact on the communities of Herefordshire. Scheme specific impacts will be assessed within respect of individual schemes as they progress. The wider impacts of the LTP have been considered in terms of the effects on the community and have been developed to address specific concerns in respect of rural access, reducing traffic congestion, improving road safety and the impacts of traffic and better targeting of highways maintenance.

12. Equality and Human Rights

12.1 The LTP has been subject to an Equality Impact Assessment which is available as a background document. The assessment identified a number of positive impacts on the local community including:

- That transport is inclusive and not a barrier to community involvement
- Proposals to increase the health of people by promoting the benefits of active travel
- Supports proposals for concessionary travel and access improvements

12.2 There were two recommendations stemming from the assessment and these have incorporated these into the LTP. They include the need to ensure that the LTP is easy to read and accessible and appropriate consideration for the most vulnerable in society in all decisions regarding transport delivery to avoid social exclusion. The latter is of particular relevance to the review of passenger transport services.

13. Financial Implications

13.1 The LTP sets out the Council's capital programme for investment in the transport network over the period 2013/14 to 2014/15. Revenue expenditure on transport is currently subject to on-going review and public consultation. The Plan identifies the planned review of passenger transport which will aim to maintain the best possible services and access for local residents in the context of significant revenue pressures.

14. Legal Implications

14.1 The Council has a statutory obligation to have an adopted LTP. This LTP will replace the LTP2 (2006-11) and will fulfil that statutory requirement.

15. Risk Management

15.1 Having extended the LTP2 in 2011 there has been an increasing risk that our transport strategy is becoming out of date. The adoption of an updated LTP will help reduce risks in respect of the Council's ability to bid for additional funds and also will assist it in the establishment of the Marches Local Transport Body which will have a role in allocating major scheme funds after 2015.

16. Consultees

16.1 The LTP has been informed by a substantive consultation process with a range of stakeholders including the general public, statutory and other agencies such as the Environment Agency and Highways Agency, as well as Parish Councils. A description of the consultation and the outcomes is available in a background paper.

16.2 The LTP has been considered by the General Overview and Scrutiny Committee at its meeting of 11 February 2013 and its recommendations will be circulated at the meeting. The Chairman of the Committee will formally present them.

17. Appendices

17.1 Appendix 1: Draft Local Transport Plan (2013/14 to 2014/15) – Strategy and Delivery

17.2 Appendix 2: Draft Local Transport Plan (2013/14 to 2014/15) – Policy Document

18. Background Papers

18.1 Equality Impact Assessment Executive Summary.

18.2 LTP Consultation Report.

HEREFORDSHIRE COUNCIL

**LOCAL TRANSPORT PLAN (DRAFT)
(2013/14 – 2014/15)**

STRATEGY AND DELIVERY

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Local Transport Plan 2013/14 to 2014/15

Transport is vital to the people of Herefordshire. An efficient transport network is essential for the county's economy and will support recovery from the economic downturn. The ability to access services and maintain independence is also important and particularly challenging in a large rural county with an aging population. This local transport plan (LTP) sets out the Council's strategy for supporting both economic growth and social inclusion and details the programme of investment for the period 2013/14 to 2014/15.

Recognising these major challenges, the LTP is guided by the following key objectives:

- To support a cleaner, healthier, more prosperous county; and
- To maintain connectivity for all and to reduce social isolation for those without access to a car.

1. Strategy Overview

The LTP works alongside other strategic plans such as the emerging Core Strategy which will set out land use proposals for sustainable growth for the next 20 years and the Economic Development Strategy which sets out proposals and approaches to support business growth up to 2016. The Marches Local Enterprise Partnership is also developing its Strategy for Growth and partnership working across the Marches area will become increasingly important in sharing resources and attracting inward investment over the next decade.

1.1. LTP Key Objectives

- **Reducing congestion in Hereford City and increasing accessibility by less polluting and healthier forms of transport than the private car.** We aim to:
 - reduce short distance car based trips transferring as many as possible to less polluting and healthier modes such as walking and cycling,
 - reduce the impact of car access in the historic core through traffic management and sign de-cluttering;
 - support the regeneration of the central area by facilitating city centre expansion, ensuring integration with the existing shopping area; and
 - support the successful investment in jobs at the Rotherwas Enterprise Zone by ensuring that its expansion can be accommodated within highway network constraints.
- **Maintaining access for rural residents and people without access to a car.** We aim to:
 - Ensure that the County's extensive highway network remains fit for purpose and safe for the travelling public;
 - Review passenger transport services to ensure that we can continue to provide access for those most in need; and
 - Provide alternatives for longer distance commuters so that they can also reduce their car use and adopt healthier lifestyles.

1.2. Destination Hereford – Getting the Most Out of a Limited Resource

Whilst we will be investing in a range of infrastructure improvements during 2013/14 to 2014/15 we acknowledge that we need to optimise how we use the network and get the most out of the capacity it can provide. This means people adapting their travel behaviour. The Destination Hereford programme will run throughout this period providing high quality, tailored information to travellers, complementing the investment in infrastructure and helping manage how we can get the maximum benefit out of our network.

We know that many people are interested in changing how they travel for a variety of reasons: beating congestion; reducing costs of running a car; improving their health; or concerns about the environment. The Council is fully committed to supporting people in making these changes providing advice and resources for residents, businesses and schools and is leading by example through its own workplace travel plan and approach to flexible working. Whilst the programme focusses on travel into Hereford many of the initiatives will support longer distance travellers such as our countywide programme of park and share sites and promotion of the public transport network.

Types of support provided by the programme include:

- Tailored travel information for residents to help them reduce their car use
- Free cycle training for children and adults – we know that many people lack confidence in taking up cycling
- Funding for businesses and schools to provide cycle storage, changing facilities – relatively small adaptations at workplaces and schools can help people change how they travel
- Working with parishes and other local communities to develop free park and share sites for longer distance commuters – we want to reduce the cars trying to access the centre of Hereford and this community led approach is relatively cheap but very effective
- Working with health providers to support people with health problems and people receiving health checks back into active lifestyles – many people are motivated to make lifestyle changes to improve their health
- Supporting cycle hire in Hereford so that visitors and people without a bike can enjoy the city by bike

1.3. Focus on Delivery

Whilst austerity measures and the need to make year on year savings presents a major challenge for all local authorities, the Council has secured or helped secure funding of around £70M to support this strategy over the next two years.

Funding sources comprise local transport grant, local sustainable transport fund, developer contributions, pinch point funding, revenue funds and the Council's own capital programme. In addition to these sources of funding, the Council will also seek to play a central role in the emerging Marches Local Transport Body which will take over responsibility for the devolved major transport scheme programme.

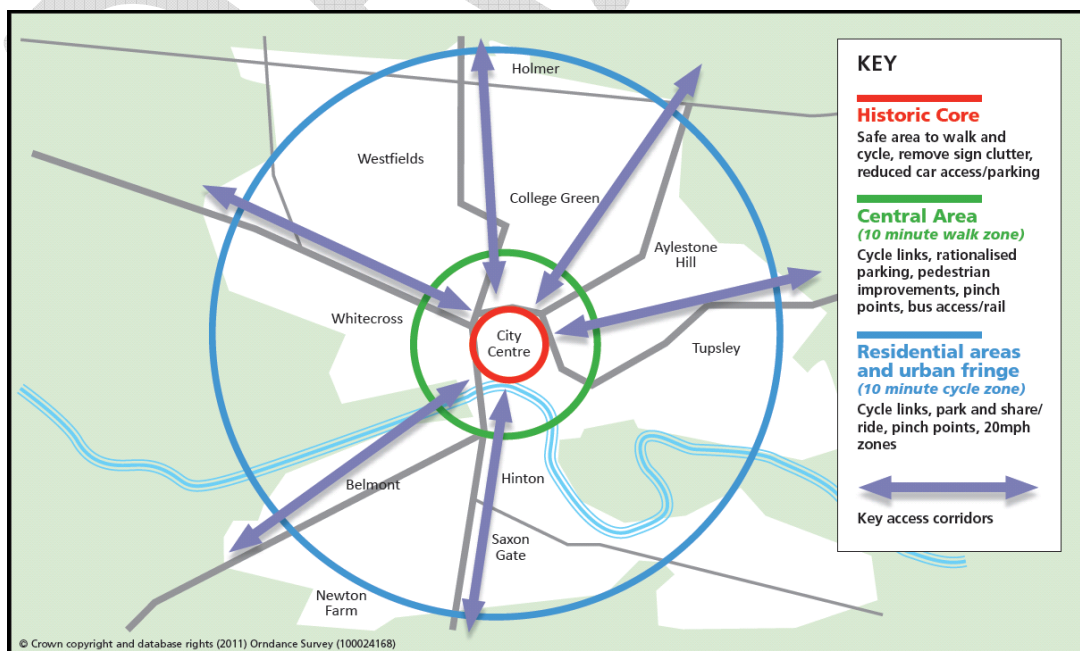
2. Transport Plan for Hereford

At the heart of the County, Hereford City provides the biggest concentration of housing, jobs and shops. This role will be further enhanced through the proposals for sustainable growth set out in the emerging Core Strategy. Supporting the growth of the City is critical not just in terms of recovery but to work towards longer term aspirations to attract and retain young families with more affordable housing and to grow the economy. Ensuring free flowing traffic and efficient access for workers, businesses, visitors and shoppers is key to achieving this wider aspiration.

The proposals for Hereford City are informed by the following factors:

- Around a third of car journeys in the morning and afternoon peaks (when congestion occurs) are less than 5km – a short distance which can be easily cycled in 20 minutes or less;
- Much of the A49 is an air quality management area, illustrating the pollution problems relating to traffic in the city;
- Some of the city's wards exhibit the highest incidents of obesity in the County and are above the national average;
- The expansion of Hereford shopping area will complement the historic central area attracting more people into the city; and
- Hereford will remain an important destination for rural residents, longer distance commuters and commercial traffic and traffic improvements are required in advance of longer term schemes such as the relief road.

The transport improvements in Hereford City are designed to reduce the number of short distance trips made by car and to reduce the overall impact of car use in the central area. The diagram below helps illustrate the basic principles. The whole urban area (enclosed in the 10 minute cycle zone) carries 30-40,000 vehicle trips each morning and afternoon – a third of these are entirely within the 10 minute cycle zone. Many of the vehicle trips into the centre (along the key access corridors) involve further circulation around the inner ring road as traffic seeks to access specific destinations including office parking, schools and public car parks. In addition, some of this is through traffic which currently has no realistic alternative other than to travel through the centre of Hereford.



2.1. Delivery – The Historic Core

Hereford central area and the historic core (within the ring road) is a special environment where pedestrians must have top priority. We want to encourage more access into this area, the County's primary shopping location, whilst reducing access by car and the impacts of traffic. How will we do this?

Schemes for 2013/14 to 2014/15:

- Introduce an area wide 20mph scheme, focusing on the gateways into the historic core so that drivers appreciate the priority for pedestrians and cyclists
- Develop comprehensive cycle access and provision in one way streets – tying into a wider network of cycle routes throughout the city and supporting cycling
- Remove redundant/duplicative signage and introduce coherent and uniform tourism/visitor signing
- Upgrading Newmarket Street to ensure safe and convenient pedestrian access between the new development and the historic core so that visitors will come to enjoy the whole city centre
- In the longer term (after 2014/15):
 - Reducing parking particularly for commuters through redevelopment
 - Introducing on street parking charges are other forms of management to further reduce traffic in the centre
 - Public realm enhancements to improve the overall quality of the environment

2.2. Delivery -The wider central area

The wider central area (within the 10 minute walk zone on the diagram) provides us with further opportunities to influence travel behaviour. This is the area in which the majority of publicly available parking spaces are located. We want to consolidate parking so that we can manage its use more effectively and encourage commuters to park further from the central area, utilising parking closest to the radial road along which they enter the city. This will reduce traffic overloading at a number of the junctions in the centre of the city where congestion is most pronounced. In the short term we have identified some junction improvements which will ease traffic flows at 3 congested junctions in the city. Within this area we also need to address barriers to walking and cycling trips, which result from the relatively high volumes of traffic on the A49 trunk road and other radial routes which converge on the inner ring road.

This wider central area also includes important public transport facilities such as the rail station and country bus station. It is likely that closer integration between rail and bus services will be delivered through the implementation of the city link road, which will open up the rail forecourt for redevelopment. However, much needed access improvements are due to be implemented at the rail station in the next two years.

Schemes for 2013/14 to 2014/15:

- Potential relocation of parking with the disposal of Merton Meadow car park – this is dependent on the urban village housing development progressing
- Improve walking and cycle access and overcoming barriers at King Street, Edgar Street, Barton Road and St Owen Street
- Traffic improvement measures at Edgar Street roundabout, Asda roundabout and Starting Gate roundabout
- Construct the city centre link road providing access to the urban village development and supporting city centre affordable housing and opportunities to improve access to the rail station and integration with bus services

- Provision of lifts at Hereford Rail Station, providing fully accessible platforms

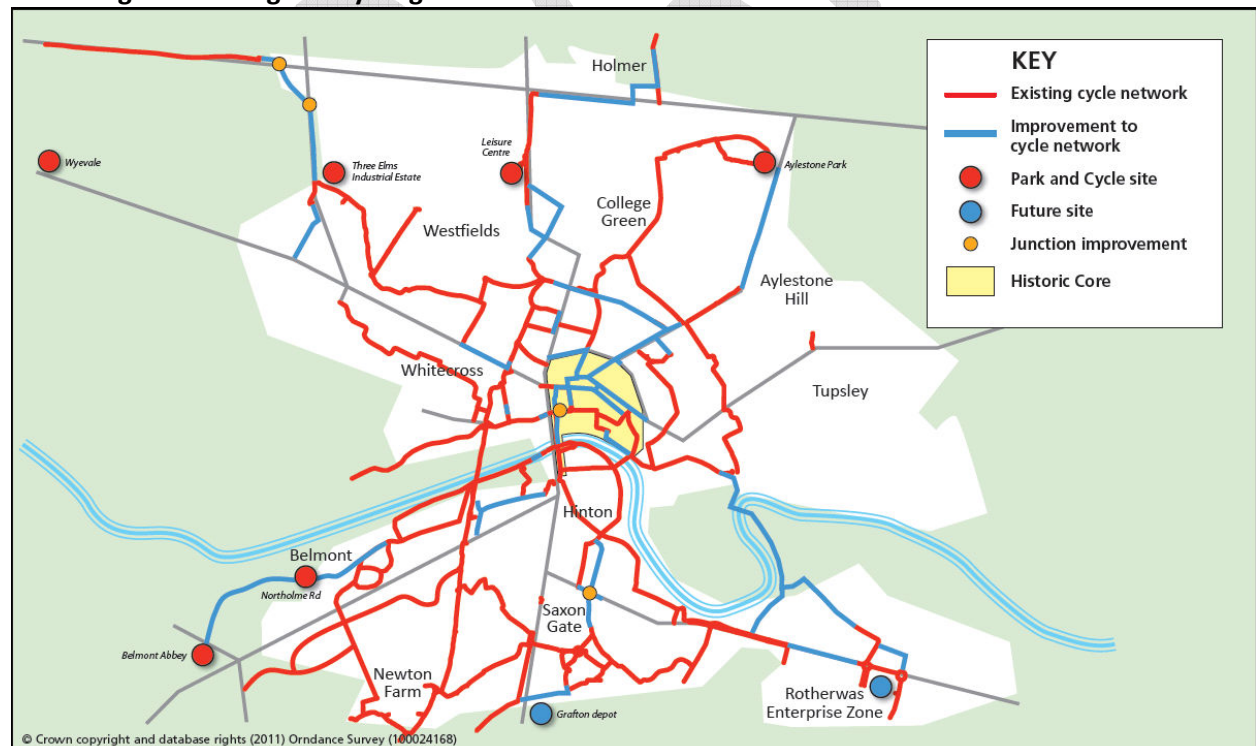
2.3. Delivery – Residential Areas/Urban Fringe

The residential areas and urban fringe (within a 10 minute cycle ride of the city centre) are where most people live in Hereford and a lot of people work and attend schools, colleges and hospitals. It includes the arterial 'A' roads, which converge on the city centre and carry large volumes of commuting and commercial traffic but also provides local access for pedestrians, cyclists and public transport. Our strategy for our residential areas is to put in place measures that will give people more confidence to walk and cycle rather than use the car for short distance journeys.

Schemes for 2013/14 to 2014/15:

- Utilising the additional funding secured through the Local Sustainable Transport Fund and developer contributions we will deliver a comprehensive programme of cycle schemes and pedestrian improvements to provide better connectivity for local residents. These are identified on the plan below.
- Construct the Connect 2 scheme and new river crossing which will provide direct access to Rotherwas, supporting the investment in jobs in the Enterprise Zone.
- To assist longer distance commuters coming into Hereford we will expand our range of park and share/cycle sites, connecting up with the cycle network and also linked in to local bus services.
- Implement further 20mph schemes in residential areas, to encourage walking and cycling.

Extending the walking and cycling network in Hereford



3. Transport Plan for Rural Herefordshire and the Market Towns

Rural Herefordshire is characterised by a very low population density and an extensive road network. For most people the car is and will remain the main mode of transport, and road freight has a fundamental role in our economy, so maintaining the quality and safety of our road network is vitally important to ensure connectivity and reduce the risk of accidents. However, with an increasing elderly population, families on low incomes and young people without their own transport many people are reliant on public transport and other transport services to access education, work, shopping and health care. We are particularly aware that transport services are vital in helping elderly people and people with disabilities to remain independent and that this is very important for their wellbeing and helps reduce overall costs of healthcare.

Our resources to maintain the network and deliver public transport are stretched and this is further compounded by current funding pressures.

In this context our plan for rural Herefordshire and market towns focuses on the key priorities of network maintenance and safety and accessibility for the most vulnerable. This plan also acknowledges the emerging Core Strategy proposals which will support limited development in over a hundred rural settlements, helping sustain rural communities and support rural services.

3.1. Delivery – Maintenance and Road Safety

Herefordshire has an exceptional track record in reducing the most serious road traffic casualties over the past decade. This has been achieved through a combination of targeted safety improvements, based on an intelligent analysis of accident locations, education and training and integration of safety improvement measures within standard maintenance works. We have reviewed rural speed limits and are designing a more streamlined process for implementing changes which will be rolled out across the County over the next two years.

Schemes and initiatives for 2013/14 to 2014/15:

- Deliver over 20 safety improvement schemes
- Provide targeted road safety information to school children, young drivers and older drivers
- Work with the Safer Roads Partnership to deliver targeted speed enforcement and support speed awareness training for those caught speeding
- Implement 42 speed limit changes and regulation orders
- Support Speed Indicator Device programme in villages

Maintaining the overall network to a high standard will be a challenge – as capital allocations have reduced over the past 5 years and revenue funding is under severe pressure. It is critical in this context that we invest the available funding in the most effective way we can. This will mean focussing more of our efforts on preventative maintenance and shifting the balance away from reactive works. This shift in approach will not affect our standards for treating the most serious defects promptly so that safety will be maintained. We are also exploring opportunities to secure investment through the re-procurement of the highways services contract.

We already have a well established parish lengthman scheme which provides resource and support to local communities to deliver some highways services locally. This is a rewarding approach which has seen local communities take control over issues such as local gritting in severe weather, clearing drainage to help reduce flooding problems and verge clearance to improve safety at junctions. We want to develop local delivery of schemes further and will

work with local communities to assess what other highways services can be delivered more effectively by local people.

Schemes for 2013/14 to 2014/15:

Treatment	Target
Patching	71 km
Surface Dressing	45 km
Resurfacing	13.5 km
Footway Reconstruction	12 km
Additional Funding	16 km

3.2. Delivery – Rural Access and Service Coordination

We have carried out a number of consultations about the future role of the public transport network in the County. It has been clear from the variety of responses that people value the service and wish to see transport services retained. In the consultation on the LTP autumn 2012 there was support for the retention of a 'core network' of bus services which focus on journeys between Hereford and the market towns along main transport corridors with larger rural settlements. People acknowledged that bus services are difficult to sustain in the more sparsely populated areas outside of this core network and that Council should explore opportunities around connecting services and community led services. This view was echoed in the Your Community Your Say consultation autumn 2012.

In view of this feedback we have widened the review to incorporate the full range of services supported by the Council:

- Local buses
- Community transport
- Home to school transport
- Special educational needs transport
- Adult social care transport

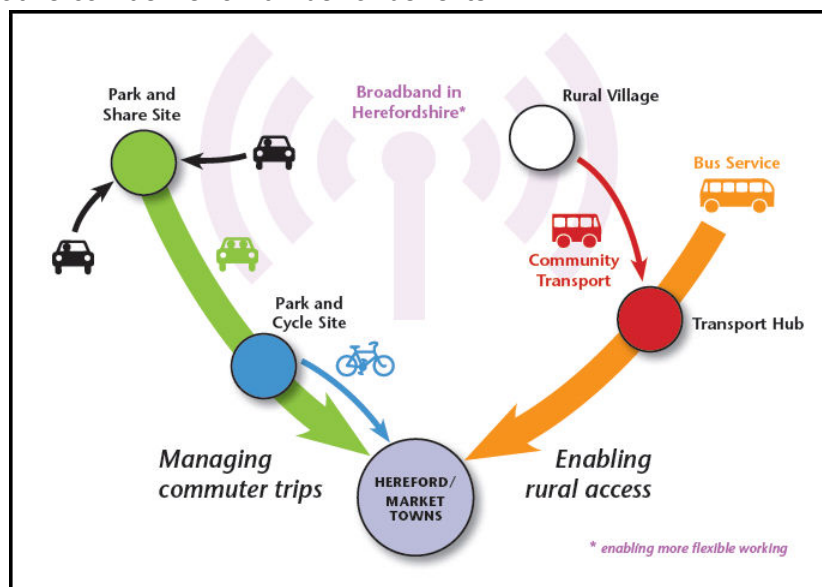
We believe that the solution to maintaining access with reducing funding relies on closer integration of these services so that we can get the best value for money from transport providers. We will be carrying out a review of these services during 2013 with a view to introducing new services from September 2014. We will be consulting users and local communities in more detail as the review progresses but we are particularly interested in exploring the following issues:

- Expanding the range of services provided by community transport
- How we can support connecting services feeding into core bus and rail services whilst reducing impacts for users
- Development of rural transport hubs to support connecting services and car sharing
- Incorporating school bus services within the core bus network
- Developing community led commissioning of local transport services

In addition to the review of passenger transport services we will also be developing rural access improvements around rural hubs and park and share sites. We are developing a network of locations where car drivers or connecting transport services (such as community transport) can meet other drivers to car share or transfer to other modes such as bus, cycling or rail. Typically, these locations will provide free parking and where possible will be

located in rural settlements or businesses increasing opportunity to help sustain the rural economy. For users, this initiative can deliver a number of benefits:

- Reduce costs of parking at the eventual destination and reduce petrol costs on the shared part of the journey
- Provide access to the bus/rail network for those who are not within walking distance of a bus stop/rail station (OAPs and disabled people would then be able to complete their journey for free using their bus pass)



- Enabling rural commuters to incorporate cycling/walking into their trip and avoiding congestion (relates to park and share on the outskirts of Hereford and market towns)
- Free up time for parents and others who might normally drive friends and family all the way to a destination. Similarly, could enable community transport drivers to provide more journeys in rural areas if they make shorter trips to hubs rather longer distance door to door journeys.

3.3. Supporting Access by Rail

Whilst our approach to maintaining access for the rural community focuses on the highway network, we appreciate the limited but important role that rail travel plays in the County. Rail services provide good access to Hereford from Leominster and Ledbury (and Colwall) and support longer distance commuting and school/college trips into and out of the County.

Significant investment went into Leominster Station in 2012 with the provision of lifts to provide full access to both platforms and similar provision is planned for Hereford Station in 2013/14. Investment is also planned to upgrade signalling between Newport and Shrewsbury and this will bring additional capacity Hereford Station, helping to reduce cancellations on trains between Hereford and Ledbury.

We were keen to assess the costs and benefits of proposals to provide rail access in to Rotherwas and completed in early 2013 in consultation with Network Rail (NR) and Arriva Trains. The study concluded that the construction costs of the scheme would be over £10M and more significantly an on going subsidy of over £10 for every journey would be required to fund a regular service. This would not represent good value for money, particularly in the context of severe pressures on rural bus services. However, following further discussion with NR it has emerged that there might be potential to increase parking at Leominster Station and this would support park and ride for longer distance commuters travelling in to Hereford. We will explore this opportunity in partnership with NR during the LTP period with a view to increasing parking subject to demonstrating sufficient demand and securing funding contributions.

Outside of infrastructure improvements, the Council continues to lobby for basic service improvements including greater capacity on rail services on the Wales and Borders line. The ability to influence current services is very limited as a result of the current franchise

agreements with DfT and Welsh Assembly Government. The Council will fully engage in re-franchising opportunities to secure further service improvements for the County.

Schemes and initiatives for 2013/14 to 2014/15:

- Develop rural transport hubs and park and share sites, working with local communities to promote car sharing, connecting services and park and cycle/walk
- Implement review of passenger transport services, including public consultation
- Work with local communities to develop community led transport services
- Introduce new services from September 2014
- Work with network rail and train operating companies to explore opportunities to increase park and ride at Leominster Station
- Continue to lobby Arriva Trains Wales for increased capacity on Wales and Border services and engage in re-franchising consultation as they arise.

4. Developing longer term strategy

This LTP is firmly focussed on delivering transport improvements for the period 2013/14 to 2014/15. However, during this period we will be developing a longer term transport strategy for the County in the light of proposals for growth which will be set out in the Core Strategy and other local strategies such as the Local Enterprise Plan's Strategy for Growth.

We will be working closely with local authority partners and the LEP to establish the Marches Local Transport Body (MLTB) which will assume responsibility for the major scheme funding programme. Initial indications are that the MLTB will have an allocation of around £16M to prioritise for the Marches area for the period 2015-19. In working within the MLTB we will seek to secure funding for schemes which will help us deliver our growth and regeneration proposals focused on Hereford and the Rotherwas Enterprise Zone. A number of significant infrastructure projects are already progressing to detailed design and local consultation in support of these strategies including the Belmont Transport Package which will assist the Rotherwas Enterprise Zone, the city link road which will enable regeneration and housing development in the city centre and further development of the Hereford Relief Road and complementary sustainable transport measures which supports the strategic housing proposals for the City and wider county.

We anticipate reviewing this LTP in the light of these emerging strategies and are likely to be consulting on a refreshed LTP in 2015.

5. Funding Profile and Programme

The table below sets out the indicative capital funding allocations for transport schemes and project development for the period 2013/14 to 2014/15. The overall allocation comprises:

£19.58M – LTP integrated transport and maintenance grant,
 £2.441M - additional maintenance funding announced in the autumn statement
 £2.109M - remaining LSTF capital grant
 £2.35M – capital programme (Connect 2 scheme)

The Council also allocates significant revenue funds towards routine and reactive highway maintenance and public transport (including concessionary fares). Typical annual revenue spend on both totals of around £10M. The Council is currently reviewing all revenue budgets in order to manage significant reductions and hence it is not possible to identify indicative revenue budgets for 2013/14 to 2014/15 at the time this LTP was printed.

		£000's	
Delivery	Scheme	2013/14	2014/15
Hereford Transport Plan	Edgar Street Link Road*	TBD	TBD
	A49 junction improvements**	-	-
	Newmarket Street/Edgar Street Pedestrian Scheme***	-	-
	Rail lifts and signal upgrading ****	-	-
	Holme Lacy Traffic Management Scheme	0	200
	Hereford Cycle Schemes (inc Connect 2) inc. signage	3,455	1,104
	Hereford Pedestrian Schemes	30	30
	Hereford 20mph zones and street de-cluttering	63	115
	Hereford bus passenger facilities	30	50
	Hereford Transport Review	0	80
Rural Herefordshire & Market Towns Plan	Park and Share	10	10
	Rural Cycle schemes inc. signage	60	60
	Rural Pedestrian Schemes	40	40
	Safer Routes to Schools & 20mph zones	60	70
	Rural Residential 20mph zones	20	40
	Public Rights of Way	20	20
	Rural bus passenger facilities	150	100
	Rural Transport Review	0	80
Transport Safety	Minor Highway Safety Improvements	250	250
	Speed Management and SIDs	95	95
Highways Maintenance	Highway maintenance (capitalised costs)	9,548	8,405
	Rights of Way Improvement Plan	25	25
	Bridgeworks	900	900
Other	LTP Monitoring	25	25
Total Indicative Allocations		14,781	11,699

*The Council is finalising costs for the city centre link road and will seek to secure funding from a range of sources including capital programme. Total cost for remainder of project estimated at £22.7M.

** Additional funds have been secured by the Highways Agency to deliver 3 'pinch point' schemes

*** Developer funding will pay for the upgrading of Newmarket Street and access improvements on Edgar Street

**** Network Rail has secured Access for All funds to provide new lifts at Hereford Station. Additional expenditure is allocated for signal upgrading through the County on the Manchester/Cardiff line.

6. Key Performance Indicators

Key performance indicators which will measure to help us assess the progress we are making with the LTP are:

Performance Indicator	Aim	Target by 2014/15
People killed or seriously injured on the highway network	29% reduction of 2005-09 average by 2014/15	To maintain overall reduction in KSI to below 85
Highway Condition - Principal Road	4% improvement from 2010/11 by 2014/15	5% of network needing treatment
Countywide passenger transport use (bus and rail)	1.3% increase in overall patronage from 2009/10 by 2014/15	4,721k passenger transport journeys
Average weekday car flows on highways accessing Hereford city centre (peak periods 07:00 to 09:00 & 16:00 to 18:00)	3% reduction from 2011/12 by 2014/15	28,198 car trips
Reduce NOx µg/m ³ in Hereford AQMA	5% reduction of 2008-10 average by 2014/15	46.9 µg/m ³
Number of weekday cycle journeys in Hereford	6% increase in cycle use from 2011/12 by 2014/15	3,628 cycle trips

DRAFT

HEREFORDSHIRE COUNCIL

**LOCAL TRANSPORT PLAN
(DRAFT)
(2013/14 – 2014/15)**

POLICY DOCUMENT

Draft

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Introduction

The purpose of our Local Transport Plan (LTP) is to ensure the council has a clear plan for investment in the transport network to support economic growth, encourage healthier lifestyles, maintain connectivity, maintain the safety of our transport network and improve the quality of our roads and other transport assets.

This LTP Policy Statement document details our policies to support the delivery of our transport plans identified in our LTP. They will be reviewed periodically to ensure they remain relevant and fit-for-purpose.

The LTP has two main focuses:

- Reducing congestion in Hereford City and increasing accessibility by less polluting and healthier forms of transport than the private car. We aim to:
 - Reduce short distance car based trips transferring as many as possible to less polluting and healthier modes such as walking and cycling,
 - reduce the impact of car access in the historic core through traffic management and sign de-cluttering;
 - support the regeneration of the central area by facilitating city centre expansion, ensuring integration with the existing shopping area; and
 - support the successful investment in jobs at the Rotherwas Enterprise Zone by ensuring that its expansion can be accommodated within highway network constraints.

- Maintaining access for rural residents and people without access to a car. We aim to:
 - Ensure that the County's extensive highway network remains fit for purpose and safe for the travelling public;
 - Review passenger transport services to ensure that we can continue to provide access for those most in need; and
 - Provide alternatives for longer distance commuters so that they can also reduce their car use and adopt healthier lifestyles.

LTP Objectives

Table 1 identifies the links between our LTP themes and objectives.

Theme	Objectives
Highways Maintenance	<ul style="list-style-type: none"> • Protect Herefordshire's transport network from extreme weather; and • Improve the condition of our roads, footways and cycle-ways, bridges, milestones, signage and street furniture and sustain their condition.
Highway Network Development	<ul style="list-style-type: none"> • Support economic growth within Herefordshire by reducing congestion and improving journey time reliability; • Ensure access to housing and employment sites including the Rotherwas Enterprise Zone; • Reduce the environmental impacts of traffic particularly CO₂, air quality and noise; and • Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes.
Transport Safety	<ul style="list-style-type: none"> • Reduce the number and severity of accidents in Herefordshire by reducing the conflicts between different modes of transport, and reducing speeding and drink/drug driving; and • Provide a transport network that is safe and efficient and that provides a positive journey experience
Walking and Cycling	<ul style="list-style-type: none"> • Reduce the number of short distance car journeys within Herefordshire by providing practical transport choices to support sustainable travel behaviour; • Support everyday physical activity to improve the health and wellbeing of Herefordshire's residents; • Encourage sustainable travel choices by reducing the safety risks associated with their use; and • Improve Herefordshire's streetscape for residents, shoppers and visitors.
Passenger Transport	<ul style="list-style-type: none"> • Maximise accessibility and connectivity within Herefordshire by increasing awareness of all travel options available especially for those without access to a private car; and • Increase efficiency of passenger transport through greater coordination of services.

Our LTP contains two delivery plans:

- **Hereford Transport Plan**, which includes Hereford City and its adjacent rural area including the Rotherwas Enterprise Zone and the villages of Clehonger, Hampton Bishop, Lugwardine and Withington;
- **Rural Herefordshire and Market Towns Transport Plan**, which includes the market towns of Bromyard, Kington, Ledbury, Leominster, Ross-on-Wye and the villages and rural areas not covered by the Hereford Transport Strategy.

Herefordshire Council Local Transport Plan – Policy Statement

Asset Management

This policy statement contributes towards the delivery of the following LTP Objectives

- Support economic growth within Herefordshire by reducing congestion and improving journey time reliability;
- Ensure suitable access to housing and employment sites including the Rotherwas Enterprise Zone;
- Encourage sustainable travel choices by reducing the safety risks associated with their use;
- Provide a road network that is safe and efficient and that provides a positive journey experience;
- Protect Herefordshire's highway network from extreme weather; and
- Improve the condition of our roads, footways and cycle-ways, bridges, milestone, signage and street furniture and sustain their condition.

Asset Management covers the following assets:

- Roads with associated verges and drains
- Public Rights of Way
- Bridges and other structures
- Streetlights
- Drainage gullies and highway drainage systems
- Traffic signal sets including Urban Traffic Management Control (UTMC) equipment
- Pedestrian crossings
- Road signs
- Road markings
- Safety fences
- Trees
- Footways and cycleways
- Park and Ride facilities (once developed)
- Bus stops

This policy statement sets out our policies to ensure, through sound asset management, the safety, availability, reliability and long-term integrity of our public highway network. The public highway consists of any verge, footway, cycleway, carriageway, bridleway or footpath over which the public has a right of way.

We will take every opportunity to increase the wider benefits of highway asset maintenance by integrating improvements and the core maintenance activity.

In line with best practise we are working towards ensuring that our highway assets are valued along the same lines as commercial assets and that the disciplines of replacement value and depreciation are applied. Consequently the management, maintenance, renewal and replacement of our transport assets must be subject to

prioritisation based on sound asset management practices, planning our actions, focusing resources and measuring the impact of what we do.

Asset management facilitates better decision-making by supporting engineering judgement with financial, economic and engineering analysis. It helps us to better understand and manage the relationship between whole life cost and performance and provides the evidence base for our investment decisions.

Policy LTP AM1 Accounting and Managing the Value of our Transport Assets

In line with Government policy, we will adopt a set of accounting and management principles which will ensure that the value, depreciation and investment of the transport assets are effectively managed.

Cost-Effective Asset Management

Resource constraints make it essential that we direct resources towards the highest priorities and the most effective ways to address these.

We will undertake highway surveys each year to measure various elements of highway condition. This includes a SCANNER survey, which measures the road condition, cracking, rutting, and other deformation, and a SCRIM survey which measures the texture of the road and the likelihood of vehicles skidding in wet weather.

We also analyse results from the annual Highways and Transportation Public Satisfaction Survey, the Highway Safety Inspection Survey and the views of parish councils and locality areas.

The data produced by these surveys is analysed by engineers to identify the work required to maintain the highway.

Policy LTP AM2 Cost-Effective Asset Management

We are moving to a system of planned interventions designed to preserve, maintain and enhance our transport assets, combined with the use of a whole-life cost/benefit approach to determine the most effective approach to delivery based on:

- The collection and analysis of good-quality, timely information on the condition, function and past record of all assets.
- Timely intervention to correct defects before they cause more fundamental problems
- Research into more effective asset management approaches
- Being clear on service levels across the network and at each locality, matching asset condition to need.

Delivering effective maintenance.

Policy LTP AM3 Deliver effective maintenance

We will deliver effective maintenance across the different asset categories:

- Maintain each asset class in the light of their function, characteristics, opportunities and risks:
 - Carriageways (including Byways Open to All Traffic (BOATS) but not unbound byways). Maintenance of carriageways will be planned and implemented according to the function of the road, information on its condition and the likely usage.
 - Road markings and studs which are a key element of the efficient and safe operation of the highway. Following a comprehensive survey and review in 2009, the system of identifying problems has been improved, and we will build upon this as we improve the system of proactive and preventative maintenance.
 - Vehicle safety fences which mitigate risks posed to highway users by hazards or to protect assets from damage. Covers reactive maintenance (e.g. vehicle strikes) as well as routine and preventive maintenance and improvements as part of wider maintenance schemes.
 - Traffic calming, primarily to reduce the adverse effects of traffic around schools and in urban areas. Inspected, managed and maintained as part of the general inspection process.
 - Structures, including bridges and structures which impinge in any way within the footprint of the highway or which affect the support of the highway or adjacent land. As well as the structures themselves, there are key components with finite lives such as bridge bearings. Regular inspection and maintenance is critically important.
 - Footways and cycle routes. These are segregated facilities, excluding on-carriageway cycle lanes (part of the carriageway and associated assets) and footpaths as detailed in the Rights of Way Improvement Plan (ROWIP). Although the primary purpose of these assets may be used by pedestrians and cyclists, categorisation, inspection and maintenance processes must take into account other uses, including vehicular access to premises.
 - Highway drainage, including the drainage of the highway itself and the drainage of land or premises onto or adjacent to the highway. This is a critical aspect in terms of safety, serviceability and sustainability. The Land Drainage Act provides specific powers and responsibilities as does the Highways Act, and the Flood and Management Act, which the council is the lead local flood authority.

- Public Rights of Way are detailed in the Public Rights of Way Improvement Plan
- Lighting and illuminated signs, with specific emphasis on the role in community and road safety and the potential to make significant energy, whole-life cost and environmental improvements.
- Traffic signals and signalised crossings, with significant emphasis on maximising safety and capacity.
- Bus stops and shelters. A process of inspecting and rating shelters according to condition has been recently introduced.
- Soft estate and highway trees. Soft estate consists of verges and boundaries to the highway. We will ensure that these areas and all highway trees are actively and effectively managed.

Maintaining a safe efficient highway network

We will focus resources through the use of a clearly defined roads hierarchy (based on the different classes of road) combined with information on network condition. This will enable us to meet the expectations of our communities, businesses and road users on different classes of road, providing Herefordshire with a reliable and safe highway network.

Highway Hierarchy

Hierarchy Description	Type of Road General Description	Detailed Description
Strategic Route	Principal 'A' roads between Primary Destination.	Routes for fast moving long distance traffic with little frontage access or pedestrian traffic. Speed limits are usually in excess of 40mph and there are few junctions. Pedestrian crossings are either segregated or controlled and parked vehicles are generally prohibited.
Main Distributor	Major Urban Network and Inter-Primary Links. Short - medium distance traffic (A and B Class).	Routes between Strategic Routes and linking urban centres to the strategic network with limited frontage access. In urban areas speed limits are usually 40mph or less, parking is restricted at peak times and there are positive measures for pedestrian safety.
Secondary Distributor	Classified road (B and C class) and unclassified urban bus routes carrying local traffic with frontage access and frequent junctions.	In rural areas these roads link the larger villages and HGV generators to the Strategic and Main Distributor Network. In built up areas these roads have 30mph speed limits and very high levels of pedestrian activity with some crossing facilities including zebra crossings. On street parking is generally unrestricted except for safety reasons.
Link Road	Roads linking between the Main and Secondary Distributor Network with frontage access and frequent junctions.	In rural areas these roads link the smaller villages to the distributor roads. They are capable of varying width and not always capable of carrying two-way traffic. In urban areas they are residential or industrial interconnecting roads with 30mph speed limits, random pedestrian movements and uncontrolled parking.
Local Access Road	Roads serving	In rural areas these roads serve small settlements and

	limited numbers of properties carrying only access traffic.	provide access to individual properties and land. They are often unsuitable for HGV. In urban areas they are often residential loop roads or cul de sac.
Rural Access Lanes	Partially unmetalled roads serving occasional rural properties and providing access to the countryside carrying only access traffic.	

Policy LTP AM4 Maintaining a safe, efficient highway network

We will maintain a safe, efficient highway by:

- Ensuring that the prioritisation of maintenance works on carriageways and associated assets is based on the road function as set out in the roads hierarchy.
- Using the Skid Resistance Policy to manage the risk of wet-road skidding.
- Using effective inspection and information management to target resources.
- Undertaking winter maintenance in line with the winter service plan for carriageways, footways and cycleways.
- Managing drainage to keep surface water from the carriageway.
- Maintaining and where necessary strengthening bridges and structures to ensure that they meet their functional requirements.
- Providing and maintaining street, footway and cycleway lighting and illuminated signage.
- Maintaining and improving traffic signals and signage to improve highway capacity, road safety and to meet the accessibility requirements of our communities.

Reducing our Environmental Impact and Responding to Climate Change

Highway maintenance requires significant natural resource, including energy. It also generates large amounts of waste and can affect heritage sites and the natural environment. We will work to reduce the negative impact of these activities and, where possible, support environmental enhancements. In addition, climate change is likely to bring about new demands in terms of more extreme weather events, more intense rainfall, snowfall and landslides.

Policy LTP AM5 Reducing our Environmental Impact and Responding to Climate Change

Whenever possible, we will adopt practices which reduce demands for natural resources and which minimise negative local environmental impacts. We will also take advantage of any suitable opportunity to deliver environmental improvements as part of our maintenance activities. We will also adapt our maintenance planning to

take account of the likely impacts of climate change.

This will include:

- Use early interventions, such as surface dressing, to preserve assets and avoid having to take more resource-intensive intervention.
- Use recycled materials where possible to reduce resource and energy demands.
- Dispose of waste with regard to environmental impacts and the potential to enable environmental improvements.
- Investigate new and innovative approaches to maintenance.
- Reduce the energy consumption of street lighting, illuminated signs and traffic signals through the use of LED technology and appropriate ‘trimming and dimming’ approaches.
- Actively review the resilience of our assets and networks in the light of climate change and adjust the maintenance regimes to meet these challenges.
- Ensure that the needs of sustainable travel modes are given sufficient priority to help encourage their use.
- Consider the potential for environmental improvements to be linked to our maintenance activities.

Managing Changing Demand, including new developments

Demand on the highway network is not static. New developments can change the volumes and types of vehicle using a section of route or junction significantly. We will be mindful of planned developments to ensure that we can meet such changes in demand.

Where developments significantly alter the nature of an area and it requires the use of different maintenance materials and techniques, we will require developers to pay a commuted sum towards the maintenance of these items. Where appropriate, Section 278 and Section 38 Agreements will include the provision for commuted sums towards the maintenance of such items.

Policy LTP AM6 Managing Changing Demand, including new developments

Whenever possible, we will be mindful that our maintenance planning acknowledges planned developments to ensure that we can maintain the highway network to an acceptable standard where it meets future demand originating from changes in highway use.

This will be achieved by:

- Working with spatial planners, developers and communities on appropriate approaches to materials and their on-going maintenance requirements, including the adoption of enhanced standards

- Requirement for commuted sums will be assessed for each site prior to the drafting of Section 278 and Section 38 Agreements
- Consulting with and engage local communities and businesses to better understand their requirements
- Publishing the forward maintenance programme and consult with other agencies and communities to enable additional funds to be sourced to bring about further enhancements alongside planned maintenance activities
- Preparing ‘packages’ of schemes which incorporate maintenance elements alongside other components in order to deliver network capacity, safety and environmental improvements

Draft

Herefordshire Council Local Transport Plan – Policy Statement

Road Safety

This policy statement contributes towards the delivery of the following LTP Objectives

- Support economic growth within Herefordshire by reducing congestion and improving journey time reliability;
- Ensure suitable access to housing and employment sites including the Rotherwas Enterprise Zone;
- Encourage sustainable travel choices by reducing the safety risks associated with their use;
- Reduce the number and severity of road traffic accidents in Herefordshire by reducing the conflicts between different modes of transport, and reducing speeding and drink/drug driving;
- Provide a road network that is safe and efficient and that provides a positive journey experience; and
- Improve the condition of our roads, footways and cycle-ways, bridges, milestones, signage and street furniture and sustain their condition.

We will continue to use a combination of education, enforcement and engineering approaches. We will focus particularly on the following, taking into account national guidance but focusing on specific local issues:

- Tackling all incidences of killed or seriously injured casualties on the county road network including:
 - Reducing risk amongst young and older drivers
 - Continued reduction in child casualties
 - Reducing pedestrian and cyclist casualties
 - Reducing motorcyclist casualties
- Tackling illegal and inappropriate speeds
- Targeting poor road user behaviour such as drink and drug drivers
- Tailoring treatments to address localised issues

Minor Safety Improvements

Maintaining the county's highway asset is a key determinant for a safe highway network. There are a number of improvements that can be made to road environments to reduce the risk of accidents or the severity of accidents if collisions occur. The close working relationship and shared delivery teams programme between highway maintenance and minor safety improvements ensures the road network is of high quality and schemes are delivered in a cost effective manner. A variety of methods are used to identify areas of the network requiring attention and treatment. These include:

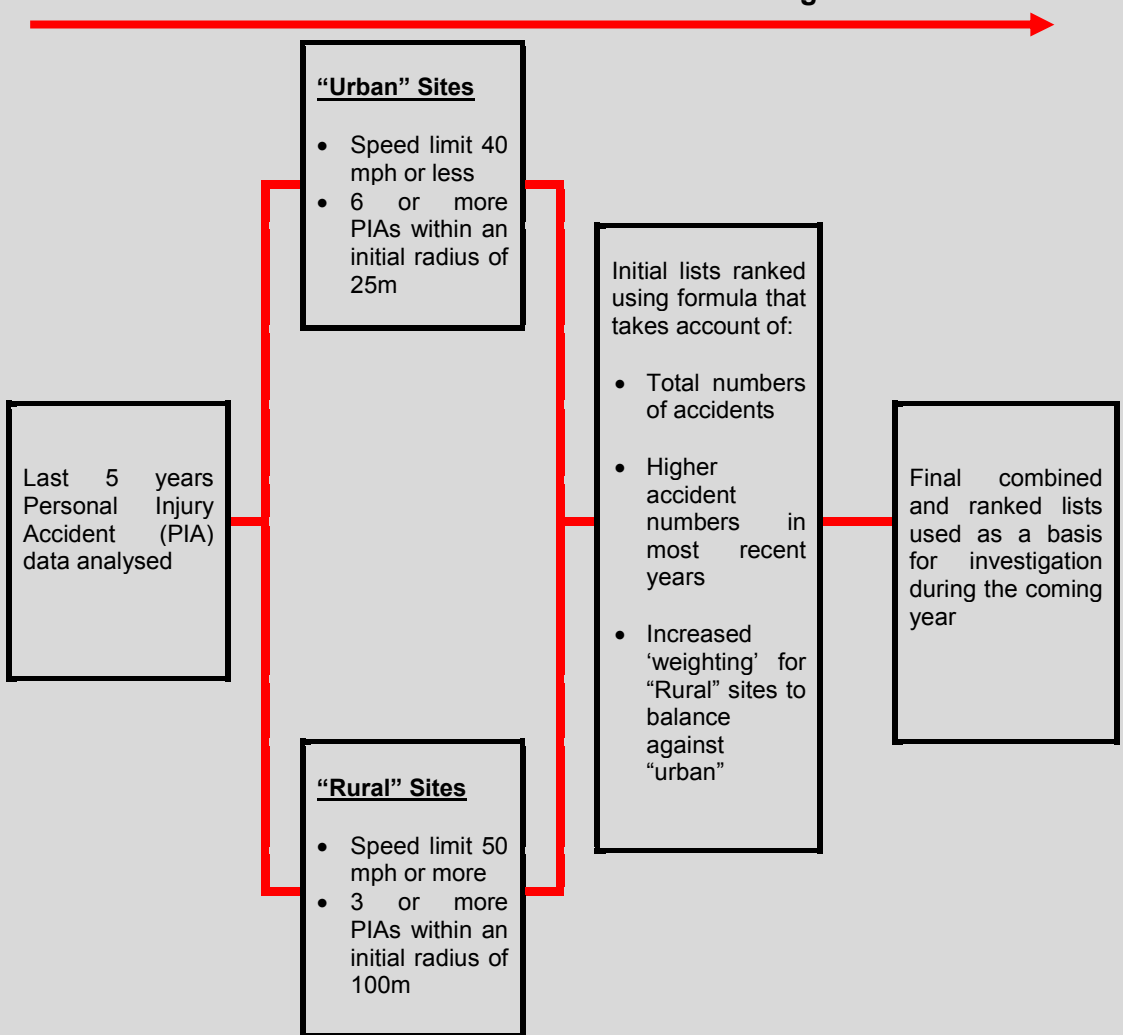
- Cluster Site Identification
- Route Investigations

- Mass Action Treatments
- Safety Audits

Policy LTP RS1 – Minor Safety Improvements

We will analyse our KeyACCIDENT database to identify the geographical areas or routes with the highest levels of personal injury collisions, undertake detailed collision site/route investigations to identify specific areas of concern as well as establish solutions at these sites and implement cost effective safety improvements on a prioritised basis using our scheme prioritisation process.

Accident Site Selection Criteria and Prioritisation Ranking Process



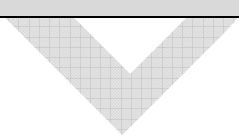
Education, training and publicity

We recognise the importance of raising awareness of behaviour that can increase risk. Activities to raise awareness are generally low cost and provide good value for money having the combined benefit of increasing road user confidence as well as helping to reduce the risk of accident and injury. Education and training for walking and cycling, and targeted campaigns and events particularly with school pupils, assists in expanding road safety knowledge, reducing fear, and encourages more active travel.

Policy LTP RS2 – Road Safety Education, Training and Publicity

We will work in partnership with schools and emergency service providers to deliver road safety education, training and publicity activities. Activities will include:

- Providing three levels of 'Bikeability' cycle training to primary and secondary school level pupils as well as adults.
- Undertaking road safety presentations to pre-school children and parents to help them understand the importance of pedestrian safety and in-car safety measures.
- Distributing road safety packs at schools to parents of all children who are starting school for the first time and provide all primary schools the opportunity to join the road safety officers' scheme.
- Contacting each school within the county and when requested carry out road safety presentations including pedestrian and cycle safety.
- Undertaking and supporting targeted road safety events at schools across the county including 'Crucial Crew' events with Year 6 pupils.
- Targeted road safety campaigns linking with national and regional initiatives, focusing on tackling high risk minority road user behaviours including drink driving and drug use.
- Managing the School Crossing Patrols service.
- Providing pedestrian road safety training with Year 3 pupils.
- Providing 'Pass Plus' and Older Driver Refresher training programmes, where budget is available, to provide further road safety training to improve driver's skills.
- Assistance for schools and parents to set up 'walking buses' as a means of encouraging sustainable travel to school and also as an alternative in rural areas where School Crossing patrols are not justified.



Herefordshire Council Local Transport Plan – Policy Statement

Speed Management

This policy statement contributes towards the delivery of the following LTP Objectives

- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes;
- Encourage sustainable travel choices by reducing the safety risks associated with their use;
- Reduce the number and severity of road traffic accidents in Herefordshire by reducing the conflicts between different modes of transport, and reducing speeding and drink/drug driving; and
- Provide a road network that is safe and efficient and that provides a positive journey experience

In 2010 we undertook a review of speed limits on all A and B class roads throughout the County. This was in the context of a Department for Transport (DfT) request that highway authorities review the suitability of all the prevailing speed limits along the entire length of all of their A and B class roads. This encompassed all 60 mph national speed limits and all 70 mph national speed limits on dual carriageways. Our review was carried out in accordance with the DfT Circular 01/2006 Setting Local Speed Limits.

In setting speed limits in urban areas, the DfT guidance retains a standard speed limit of 30mph. 40mph speed limits may be considered on higher quality suburban roads or those on the outskirts of urban areas where certain other criteria are met. In areas where there is a particular risk to vulnerable road users, 20 mph limits and 20 mph zones may be considered.

In exceptional circumstances 50 mph speed limits may be considered where certain criteria are met. Similar approaches have been taken within the DfT guidance on rural roads and in villages. Clearly some flexibility is required in defining a village. DfT guidance requires that a 30mph limit would be set if the village has 20 or more houses on one or both sides of the road; and a minimum length of 600 metres and an average density of at least 3 houses per 100 metres. Where a community is less built up, consideration should be given to the presence of key buildings such as a shop, church or school, otherwise a 40mph or 50mph limit may be considered. When villages are less than 600m apart the 30mph limit may be extend to cover both sections.

Policy LTP SM 1 – Setting Appropriate Speeds Limits

We will implement the 2010 Speed Limit Review across urban and rural roads and in our village communities.

This will involve:

- Publicising widely the rationale for the review, its methodology and overall recommendations.
- Consulting with and actively engaging our communities in implementing the review recommendations, with regard for wider community concerns and aspirations.
- Prioritising the introduction of the review on the basis of evidence, including the use of accident data and identifying the contribution which will be made in each case towards key policies such as the promotion of walking and cycling.
- Implementing the modified limits, or strengthening the emphasis on unchanged limits, according to Traffic Signs Regulations and best practice from the UK and elsewhere.

Residential 20mph zones

Policy LTP SM 2 – Residential 20mph Zones

We aim to work with local communities to reduce the default speed limit within residential areas to 20mph.

Changes to speed limits will only occur where there is support from the local community and the occurrence of speeding traffic is evidenced.

Compliance with Speed Limits

Compliance with speed limits is fundamental in ensuring the safety of both drivers and other road users. However there are a number minority groups and individuals that exceed speed limits and risk endangering not only themselves but other road users.

We currently work in close partnership with the Safer Roads Partnership and local communities to help increase compliance with speed limits through a combination of encouragement and enforcement measures. We will focus efforts on sites where there is a demonstrated problem with speeding and additional priority will be given where there is also a significant accident history.

In order to spread limited resources widely we will prioritise the use of low cost methods to encourage speed limit compliance such as Vehicle Activated signage. The introduction of physical traffic calming itself can be expensive and we therefore anticipate its use to be limited.

The Safer Herefordshire Community Safety consultation in November 2011 highlighted excessive speeding and road safety as high priority issues for local communities in Herefordshire. Where there is public concern over excessive speeds in local communities but where intervention cannot be prioritised based on speed and accident data we will continue to work with local communities through their Parish Council to deploy Speed Indicating Devices (SIDs). These are a low cost and effective way of raising drivers' awareness of their speed.

Where speeding poses significant concern to the community, the Safer Roads Partnership can declare them a community concern site or the local police may provide local speed enforcement. These sites may not have a collision history, but have a significant speeding problem to warrant enforcement before accidents occur. The enforcement involves monitoring speeds through mobile speed enforcement cameras and is an extremely effective method at reducing speeding vehicles.

Policy LTP SM 3 – Speed Limit Compliance

We will work with our partners, local communities and Parish Councils to use a variety of cost effective techniques to encourage and enforce compliance with speed limits through a combination of encouragement and enforcement measures.

This will be achieved through:

- Using clear signage, including vehicle activated signs (SIDS).
- Using fixed and mobile speed cameras where these can contribute towards greater compliance and road safety.
- Integrating sound design and engineering alongside speed limit signage to encourage drivers to recognise and comply with speed limit changes. These may be introduced as part of enhanced routine maintenance activities.
- Working with communities to develop realistic approaches to managing speed, recognising the economic importance of road traffic.
- Considering the use of physical measures such as road humps where these are justified by accident data and have a high degree of community support.
- Continuing with measures such as speed indicator devices where these can be shown to increase community satisfaction.
- Providing driver education, including speed awareness training and young/pre driving training.
- Using shared space and other innovations where appropriate.
- Working with the Safer Roads Partnership and local police teams where engineering solutions can't be delivered or where informal measures have not reduced speeding.

Herefordshire Council Local Transport Plan – Policy Statement

Passenger Transport

This policy statement contributes towards the delivery of the following LTP Objectives

- Support economic growth within Herefordshire by reducing congestion and improving journey time reliability;
- Ensure suitable access to housing and employment sites including the Rotherwas Enterprise Zone;
- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise;
- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes;
- Reduce the number of short distance car journeys within Herefordshire by providing practical transport choices to support sustainable travel behaviour;
- Support everyday physical activity to improve the health and wellbeing of Herefordshire's residents;
- Encourage sustainable travel choices by reducing the safety risks associated with their use;
- Improve Herefordshire's streetscape for residents, shoppers and visitors.
- Maximise accessibility and connectivity within Herefordshire by increasing awareness of all travel options available especially for those without access to a private car; and
- Increase efficiency of passenger transport through greater coordination of services.

Passenger transport covers all aspects of transport services delivery that are available for public use where the service is paid for at the point of use.

Bus Travel

To ensure the minimal standards of the core network are met we rely on a combination of commercial and supported (subsidised) services. The supported bus network is designed to complement commercially-operated services where these do not provide an adequate level of service. Supported bus services provide the following functions:

- Enhancement of commercial services by the provision of additional journeys that extend the operating day;
- Frequency enhancements of commercial services within the operating day;
- Evening and Sunday services;
- Service provision on routes where no operator is prepared to provide a commercial service; and
- Bespoke services catering for specific journey purposes and tailored to meet the needs of a specific market.

Subsidy is allocated to services on the basis of the relative costs of providing the service and ridership (cost per passenger). A service qualifies for subsidy if the cost per passenger is at or below a standard amount. This standard amount alters in line with budget availability. At the time of writing (2012) the rate is £4 per passenger.

Supported services are provided only where commercial services do not meet the public need. The size and shape of the network has developed over time in response to changing demand and available funding. It will be difficult to sustain the existing level of public transport coverage in rural areas due to the non-commercial viability of operating these services.

Policy LTP PT1 - Supported bus network

In addition to the financial support provided to deliver the minimum standards of our core bus network, we will support additional services in order to enhance accessibility, support the economy and encourage modal shift where it is affordable to do so. This will be achieved by:

- Supporting bus services above the core network where it is affordable, provides good value for money and delivers clear accessibility or modal shift benefits including providing a reasonable alternative to car travel.
- Supporting bus services in rural areas which would enable residents to access essential services and reduce social isolation. These services may not be provided on a daily basis and may be delivered through a combination of conventional and community transport services.
- Where supported services can no longer be provided we will work with commercial bus operators and community transport schemes to explore the possibility of funding smaller feeder services which would link into the core network at suitable locations.
- Working with local communities and parish councils to develop services which would be funded locally.

To help comply with the Code of Conduct on Bus Service Stability, routine tendering of contracts is restricted to one of two dates each year. Tenders are invited individually, although operators are invited to submit discounted prices for batches of one or more contracts. This procedure allows the authority to benefit from economies of scale and the more efficient operational solutions available from such an approach without restricting competition for contracts.

In a limited number of cases, such as diversions of, or minor extensions to otherwise commercial services, where competitive tendering is not appropriate, advantage is taken of the de-minimis provisions of the Transport Act to negotiate a contract with the commercial operator. The regulations concerning de-minimis agreements allow the Council to spend up to 25% of its budget for bus service support in this way.

The Council invites tenders from operators on either a minimum cost or minimum subsidy basis. This maximises the competition for tenders given that operators have differing approaches to managing risk. Minimum cost contracts give the authority greater control over fares and may be more appropriate in areas where fares set by

operators are rising significantly above inflation. The revenue risk, however, lies with the Council and may involve additional cost in ensuring that revenue is correctly collected and allocated. Currently approximately 27% of contracts are let as 'minimum cost'.

Minimum-subsidy contracts offer an incentive to the operator to develop the service as the additional revenue is retained. Such contracts are simpler and cheaper for the Council to administer and the revenue risk lies with the operator. The Council however, has less control over fares. Approximately 73% of current contracts are let in this way.

Bus fares and ticketing

The cost of using bus travel for paying passengers has increased significantly above general inflation over recent years and is viewed as a barrier to its use. We will work with operators who set the price of travel to look at ways of making bus use more affordable and competitive when compared to the cost of using the car. Increasing the cost of parking for commuters in Hereford has a role in this process.

The English National Concessionary Bus Travel scheme is administered by the Council within Herefordshire. This scheme provides free bus travel for older and disabled people. The Government wants to ensure that bus travel, in particular, remains within the means of those on limited incomes and those who have mobility difficulties. With an aging population the amount of concessionary travel within the county is likely to continue to have impact on budgets unless additional financial support can be provided by central government.

Policy LTP PT2 – Bus fares and ticketing

We will work with operators and the DfT to maintain the affordability of using and delivering public transport. We will target financial assistance where it is affordable to do so and where there is greatest need. This will be achieved by:

- Administering the English National Concessionary Travel Scheme for older and disabled people.
- Undertaking regular fare reviews.
- Where the fare structure is issued and managed by Herefordshire Council we will set fares with reference to contract costs and commercial fares.
- Working with operators to explore ways of addressing the affordability of public transport for low income groups, including young people and job seekers.
- Exploring the development of multi-operator smartcard ticketing technology with local operators.

Bus infrastructure Improvements

The scale of bus infrastructure improvements range from low cost improvements undertaken at individual bus stops to aid mobility and understanding of service availability, to high-cost bus priority measures designed to provide buses with a competitive advantage over queuing traffic in urban areas.

Policy LTP PT3 – Bus infrastructure improvements

We will work in partnership with passenger transport operators and Parish Councils to improve the quality of bus infrastructure available to bus users within Herefordshire. This will be achieved by:

- Continuing our programme of low-cost bus stop upgrades in the short term, including improved passenger information, comfort, and delivery of raised kerbs to meet Disability Discrimination Act requirements. This programme will continue to be delivered based on a corridor/route based approach with priority to our core network.
- Working with Parish and Town Councils to improve bus shelters.
- Reducing the age of the fleet by setting quality standards within contract renewals. We aim to ensure all contracted bus services comply with Euro 5 emission standards by 2018
- Undertaking a review of bus infrastructure requirements in the medium to long-term within Hereford to inform our medium to long term investments. This review will consider the value for money case for investing in bus lanes and other priority measures including the Hereford Transport Hub.
- Undertaking a review of rural bus stops to identify potential Rural Transport Hubs and develop a medium to long-term investment programme to upgrade suitable sites.

Passenger Transport Information

Printed bus timetables are published by Herefordshire Council and will continue to be provided at the majority of bus stops. It is proposed, where feasible, to provide information at all stops to increase awareness of the services available.

Printed rail service timetables are published by Train Operating Companies as part of their franchise agreements, and are displayed at all railway stations in Herefordshire. Unlike the bus operators, all railway companies are required to provide printed timetable leaflets which are available at manned stations.

Where community transport operators provide printed information this is provided by local scheme operators.

The Council's website provides the primary portal for travel information within Herefordshire. The website provides an electronic copy of all printed timetables, guides and maps in addition to information relating to different modes of transport. It is also used to publicise the range of transport-related services provided by the Council.

In response to the growth in demand of social networking sites (Facebook and Twitter) we will expand their use, in line with our corporate communication policies and guidelines. Such sites can be very effective in communicating dynamic travel information including the occurrence of unplanned events causing congestion or updates on the progress of gritting vehicles.

Policy LTP PT4 – Passenger Transport Information

We will continue to provide and work in partnership with passenger transport operators to disseminate printed passenger transport information to ensure it remains consistent with best practice. This will be achieved by:

- Providing printed timetables where display cases are available at bus stops and bus stations, in partnership with bus operators. We will increase the number of bus stops with display cases.
- Developing a countywide passenger transport timetable booklet and making it available at a minimal cost through a variety of outlets.
- Distributing County Travel Guides, covering the north and south of the county, and Hereford city.
- Work with train operators and voluntary sectors to enhance the availability of passenger timetable information.
- We will continue to work in partnership with passenger transport operators to provide printed passenger transport, walking and cycling information maps and guides to promote sustainable travel choices.
- We will continue to provide multi-modal travel information on the Herefordshire Council transport website. All pages will be periodically reviewed and updated to ensure the information provided remains relevant. We will also enhance the scope of information available to ensure ease of use and promote delivery of the LTP Strategy objectives.
- We will use social networking sites when disseminating dynamic travel information including links with our SCOOT traffic management system in Hereford to relay travel information via Twitter etc.

Community and Voluntary Transport

Community Transport and Voluntary Transport services exist throughout the county for people who are unable to use other public transport services or who live in areas where no such services are provided. Community Transport is provided by the voluntary sector with funding from Herefordshire Council through Service Level Agreements as well as other funding sources.

Services cater for a wide range of journey purposes including health, work, learning, social and leisure. Health related journeys account for up to 40% of trips, a far higher proportion than on conventional bus services. Currently Community Transport provision is mostly provided during weekday daytimes, although there is limited service available in the evenings and at weekends where necessary.

Herefordshire Council part funds seven different Community Transport schemes:

- Bromyard Community Transport;
- Community Wheels and Hereford Car Scheme (based in Leominster);
- Dore Community Transport;
- Hay and District Dial-A-Ride;
- Hereford Dial-A-Ride;
- Ledbury Ring and Ride; and
- Ross Area Transport.

Several voluntary organisations provide transport as an addition to their core services such as Age UK and the Red Cross.

The future of Community Transport delivery is being considered through a 'Root and Branch' review of passenger transport within Herefordshire. The strategic objectives of the review include:

- Increasing capacity
- Increasing awareness
- Integration with other transport services
- Financial sustainability
- Meeting the needs of all who are eligible

Policy LTP PT5 – Community and Voluntary Transport

We will work in partnership with Community and Voluntary Transport providers to enable access to essential services for those unable to use public transport either because of incapacity due to ill health or disability, or because public transport is not available.

Taxis and Private Hire Vehicles

Taxis and Private Hire Vehicles make a valuable contribution to providing transport within the county. These vehicles offer 24 hours a day demand responsive service, which provides a door to door service. Taxis and Private Hire Vehicles also provide a valuable service for public transport interchange, by allowing certain groups access to services they otherwise could not reach. For many cases they provide the only accessible link to long distance transport, for example by rail or air. Taxis and Private Hire Vehicles are also used on a regular basis for social care and education requirements.

The Taxi Licensing and Enforcement Policy have a number of regulations in place which ensure a high quality, safe journey for every passenger. This policy ensures taxi drivers and operators are licensed correctly and therefore carry out their trade in accordance with the relevant regulations. The policy also enables taxi fare tariffs to be set that represent the maximum, rather than an exact fare so as to allow for competition between the taxi companies.

We currently licence 260 taxis, 100 Private Hire Vehicles and 534 dual drivers. Since 2002 no quantity restrictions have been in place. Approximately 30% of the taxi fleet are wheelchair accessible.

Taxis and Private Hire Vehicles are often the only means of accessible local transport available for disabled and elderly people. The DfT recognises the importance of taxi drivers having the relevant training in order to assist disabled

passengers appropriately, consequently Herefordshire taxi drivers are required to undertake such training. All Taxis and Private Hire Vehicles also adhere to the Disability Discrimination Act's requirements to carry guide and hearing dogs without any additional charge.

We acknowledge the important role taxis and private hire vehicles have in providing access to shopping, leisure, employment and health services for many members of our community. It is therefore essential that taxi ranks are easily accessible, and located close to amenities. The needs of taxi users must be taken into account when considering proposals for traffic management and access restrictions in town centres and other areas with important amenities. It is also essential that taxis are built into our public transport infrastructure, and have dedicated space allocation to allow interaction with the services they provide.

Policy LTP PT6 – Taxis and Private Hire Vehicles

We will perform our licencing duty for Hackney Carriages and private hire vehicles to ensure accessibility, safety and passenger comfort. This includes:

- Require by licence conditions that all applications for Hackney Carriages are wheelchair accessible.
- Require through licence conditions that drivers are aware of legislation in respect of carrying disabled passengers and assistance dogs.
- Ensure that wheelchair vehicles are suitably equipped at all times to carry persons whilst remaining seated in their wheelchairs.
- Vehicles will have an annual compliance test and additional MOTs dependent on the age of the vehicle.
- Enforcement will be undertaken to review the condition and appearance of licenced vehicles.
- All drivers of licenced vehicles will have Enhanced CRBs upon application and every three years after.
- All drivers of licenced vehicles will have a Medical Examination to Group 11 standard upon application and every five years after. Upon reaching the age of 65 the requirement is for an annual medical.
- Limiting the age and emission standards of Hackney Carriages and private hire vehicles to ensure passenger safety and minimise environmental impact.

Rail

Rail has an essential role to play in providing access to local and national centres. Demand for rail use has steadily increased since 2003. The Council is committed to working with the train operating companies and Network Rail to ensure the best possible service is provided within the county. Active participation at the Regional Rail Forum, Marches Rail group and the Cross Border Forum ensures that rail issues for the county are discussed and actions taken to eliminate timetable service gaps.

Rail franchises are managed by the DfT. The dates of the rail franchise renewals which will affect Herefordshire include:

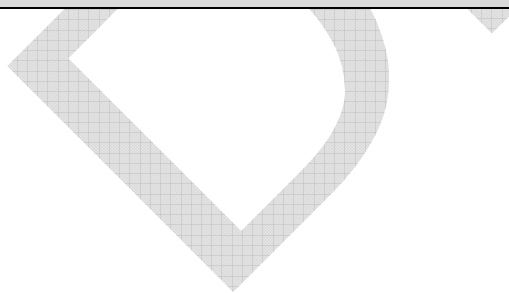
- 2013 Great Western
- 2015 London Midland
- 2018 Arriva Trains Wales

Policy LTP PT7 – Rail improvements

We will support the DfT and train operating companies in improving the frequency, quality, reliability, comfort and affordability of rail services within Herefordshire.

We would particularly support:

- Joint working on the franchises due for renewal particularly to protect services between Hereford and London via Ledbury.
- Passing bays to increase service reliability and frequency on the Hereford to Malvern line (impacts for Ledbury and Colwall).
- The elimination of timetable service gaps through the delivery of additional services between Abergavenny, Hereford, Leominster and Shrewsbury.
- Improvements in service timetabling to limit inconsistent gaps in service times and develop a regular clock-face timetable.
- Additional rolling stock on services to Birmingham and explore new services accessing Birmingham International Airport.
- Greater provisions for cyclists at stations and on services.
- Access improvements at Hereford and Leominster railway stations by 2014 to ensure both stations are fully accessible and meet requirements under the Disability Discrimination Act 2005.



Herefordshire Council Local Transport Plan – Policy Statement

Highway Network Development

This policy statement contributes towards the delivery of the following LTP Objectives

- Support economic growth within Herefordshire by reducing congestion and improving journey time reliability;
- Ensure suitable access to housing and employment sites including the Rotherwas Enterprise Zone;
- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise;
- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes;
- Reduce the number and severity of road traffic accidents in Herefordshire by reducing the conflicts between different modes of transport, and reducing speeding and drink/drug driving;
- Provide a road network that is safe and efficient and that provides a positive journey experience;
- Protect Herefordshire's highway network from extreme weather; and
- Improve the condition of our roads, footways and cycle-ways, bridges, milestones, signage and street furniture and sustain their condition.

This policy statement covers improvements to road infrastructure. Herefordshire generally has a highly reliable road network with recurring congestion in Hereford and the A44 Bargates junction in Leominster where journey time reliability is a widely recognised problem.

Policy LTP HN1 - Network Capacity Management Hierarchy

Where recurring congestion is an issue we will use our Network Capacity Management Hierarchy to address the problem.

Step 1 - Demand Management

Use smarter choices to promote alternatives to solo car use. For more information see our Health and Wellbeing Travel Strategy.

Step 2 - Network Management

Specific local congestion issues which can often be improved through improvement, monitoring or enforcement of highway restrictions. See Policy LTP HN2.

Step 3 - Targeted engineering improvements

Engineering improvements at specific junctions to improve their operational capacity.

Step 4 - Road Widening

Widening the existing highway thereby increasing the capacity of individual highway links.

Step 5 – New Road Building

Construction of new road links.

Policy LTP HN2 - Network Management

We will improve the management of the highway network to reduce and prevent recurring congestion. This will be achieved by considering a range of specific local congestion management tools to improve the operation of the highway network. This will be achieved by:

- Using existing and new Traffic Regulation Orders to better target enforcement to prevent parking that restricts traffic flows resulting in unacceptable traffic delays or safety concerns.
- Reviewing the existing hierarchy of priority routes for key modes of travel to ensure the classification, management and maintenance of the local highway network reflect their existing function.
- Developing driver information systems using variable messaging systems and internet based software including information on car parking availability, planned events and the occurrence of congestion that might impact journey time reliability.
- Considering the enforcement of moving traffic offences where it causes congestion or impacts road safety including enforcement of yellow boxes.

Highway Network Expansion

Where demand and network management measures have been proved to be insufficient to reduce congestion, we will develop engineering solutions to increase capacity on our existing highway network.

Motorway and Trunk Road Network

Of the 2,072 miles of highway within Herefordshire 56 miles or 3% form part of the Motorway and Trunk Road Network and is managed by the Highways Agency. Routes include the A49(T), A449(T), A40(T) and M50.

Policy LTP HN5 - Motorway and Trunk Road Network reliability improvements

We will work in partnership with the Highway's Agency to improve the reliability, safety and efficiency of the Motorway and Trunk Road Network within Herefordshire.

We would particularly support:

- Improved junction capacity on the A49(T) in Hereford to reduce congestion.
- The development of funding and delivery of driver information systems using variable messaging systems including information on car parking availability, planned events and congestion.

Draft

Herefordshire Council Local Transport Plan – Policy Statement

Car Parking

This policy statement contributes towards the delivery of the following LTP Objectives

- Support economic growth within Herefordshire by reducing congestion and improving journey time reliability;
- Ensure suitable access to housing and employment sites including the Rotherwas Enterprise Zone;
- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise;
- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes;
- Reduce the number and severity of road traffic accidents in Herefordshire by reducing the conflicts between different modes of transport, and reducing speeding and drink/drug driving;
- Provide a road network that is safe and efficient and that provides a positive journey experience;
- Support everyday physical activity to improve the health and wellbeing of Herefordshire's residents; and
- Improve Herefordshire's streetscape for residents, shoppers and visitors.

The availability and pricing structure of car parking spaces plays a major role in supporting the development of a sustainable and integrated transport system. The availability and price of parking space is a key factor in determining people's choice of mode for a particular journey. Together with improvements in alternative modes to provide the "carrot", strategies for parking supply and control can offer an important tool to manage demand to encourage a modal shift away from the private car towards more sustainable modes.

Hereford

Car parking will play a key role in supporting the regeneration of the city centre, reducing the impact of commuter traffic and congestion and ensuring access through effective enforcement. Our approach to managing car parking sites will also assist with the Council's aspirations to improve the townscape quality of the city through managed redevelopment of smaller car parks in the historic core and redistribution of public parking to the edge of the central area, close to key transport corridors and the eventual relocation of parking to park and ride sites outside the urban area.

We anticipate pressure on some city car parks in the short term as the regeneration of the city centre progresses and parking sites are developed. Whilst it is important to support regeneration it is also essential that we ensure that an adequate supply of parking is maintained so that people can continue to access the city centre for work, shopping, leisure and tourism.

Key elements of the programme to help maintain this level of supply and accommodate anticipated losses as a result of redevelopment comprise:

- Extending parking provision in existing public car parks where it is feasible and demonstrates good value for money;
- Explore opportunities to provide temporary or permanent parking within or close to the regeneration area subject to land use consideration and availability of land;;
- New parking provided at locations with sustainable transport links into the centre of Hereford (park and share and park and ride);
- A communication programme to advise drivers of alternative parking options and sustainable transport alternatives. For those who would continue to drive would aim to match drivers with parking locations nearest to their approach to the central area and thus reducing pressure on key junctions;
- A further assessment of alternative provision for over-night lorry parking is required. There are around 15 vehicles per night at Merton Meadow. Alternative locations need to be identified to accommodate the displaced lorry parking; and
- Alternative coach parking has been provided at the Hereford Leisure pool car park and assessment of demand has confirmed this to be adequate.

Policy LTP PS1 – Hereford Parking Policy

We will work in partnership with Hereford City Council, Highways Agency and other stakeholders to regularly review and ensure an adequate supply of car parking facilities within Hereford. Activities will include:

- Setting of car park charges will be in line with the council's charging principles with long stay parking charges to be increased annually to match those of comparable centres;
- Phased reduction over the period to 2031 of long-stay commuter parking supply within the city centre;
- Developing more park and cycle/share facilities to reduce car trips into the centre and provide additional parking supply;
- Good quality signing to make more efficient use of parking supply;
- Review opportunities in partnership with developers and the Highways Agency to introduce real time signing to reduce un-necessary car movements within the city centre and reduce driver search times;
- Seek to ensure an adequate supply of parking for lorries in are close to Hereford;
- Pedestrian access routes connecting public off-street parking with urban centres will be examined for potential environmental improvements to ensure they are safe and pleasant to use;
- Review the operation, management and charging of Residents Parking Schemes to ensure residents can park within a reasonable distance of their home and that commuters and short stay users are discouraged from using residential streets;
- Parking allocations for new and re-developments must comply with Herefordshire Council's Highways Design Guide for New Developments

Countywide

Ensuring adequate parking supply is available to meet demand is fundamental to support the local economy and future growth. The following principles are to be applied:

- There must be adequate parking supply to meet demand in each of the market towns.
- There should be at least 10% spare capacity within each town to efficiently manage parking demand, limit search times and reduce unnecessary car use.
- Long-stay parking arrangements should be located further from the town centres to enable short-stay parking supply is easy accessible and available.

Policy LTP PS2 – Countywide Parking Policy

We will work in partnership with town and parish councils to manage car parking in Herefordshire.

- Public off-road parking supply should be appropriate to meet demand, accommodate planned growth and be located in convenient locations accessed by main distributor roads to ensure parked vehicles do not obstruct the public highway;
- Good quality signing to be provided to make more efficient use of parking supply;
- Charges will apply for all off-street parking, unless there is a clearly defined economic reason for providing free parking;
- Charges for car parks closer to the centre are set to encourage short stay and a turnover of spaces to support the local economy with longer term parking allocated to car parks further from the centre;
- On-street parking to be free in the Market Towns; and
- On-street parking is controlled by the use of limited waiting restrictions to ensure the efficient turnover of short-stay parking for shoppers and visitors.

Herefordshire Council Local Transport Plan – Policy Statement

Freight

This policy statement contributes towards the delivery of the following LTP Objectives

- Ensure suitable access to housing and employment sites including the Rotherwas Enterprise Zone;
- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise;
- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes;
- Reduce the number and severity of road traffic accidents in Herefordshire by reducing the conflicts between different modes of transport, and reducing speeding and drink/drug driving; and
- Provide a road network that is safe and efficient and that provides a positive journey experience

Freight transport is an essential part of business, enabling and supporting enterprise and local employment. At a local level freight enables the transport and delivery of goods to businesses, construction sites, retail premises and households. However, freight movement, particularly by road, also gives rise to a range of environmental problems.

Rail freight currently plays only a limited role, notably with the Tarmac quarry in the west of the county making use of a railhead north of Hereford. There is also rail freight traffic running through the county. Consequently the key strategic requirements concern the management of road-based freight movement within Herefordshire as part of our network management duty.

Policy LTP FR1 - Managing Freight Movements

We will plan for and enable the efficient movement of freight to, from, through and within Herefordshire whilst, where possible, reducing the negative impacts of freight movements on the environment and our communities. This will involve:

- Developing a freight strategy to support the Marches LEP and local businesses which takes account of Herefordshire's connections with the West Midlands and Wales.
- Working with the DfT and neighbouring authorities to ensure that freight routes are clearly identified on signs and maps and that these routes are fed into information portals for access by the freight industry and those served by it.
- Ensuring suitable inspections, maintenance intervals and interventions for

those routes and junctions which carry significant freight traffic.

- Investigating and, where appropriate, encouraging the use of rail freight.
- Ensuring that the potential impact of new developments on freight movements are fully identified through the Development Control process including restricting delivery vehicle access to specific times.
- Engaging with local communities affected by freight movements to develop and agree suitable mitigation measures.

Draft

Herefordshire Council Local Transport Plan – Policy Statement

Active Travel (walking and cycling)

This policy statement contributes towards the delivery of the following LTP Objectives

- Ensure suitable access to housing and employment sites including the Rotherwas Enterprise Zone;
- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise;
- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes;
- Reduce the number of short distance car journeys within Herefordshire by providing practical transport choices to support sustainable travel behaviour;
- Support everyday physical activity to improve the health and wellbeing of Herefordshire's residents;
- Encourage sustainable travel choices by reducing the safety risks associated with their use; and
- Improve Herefordshire's streetscape for residents, shoppers and visitors.

Walking is the most important mode of travel at the local level and offers the greatest potential for replacing car trips of less than one mile. Cycling offers an alternative for short trips of up to five miles. Within this policy statement both modes are to be considered together as they share a range of positive benefits including:

- Reduced congestion, particularly if focused on peak hour trips. At peak times along radial routes in many urban areas, cycling will typically be faster than using a car or bus.
- Improved health through increased physical activity – particularly major chronic diseases such as coronary heart disease, stroke, diabetes and some cancers.
- Low cost accessibility for many groups with or without access to a car.
- No local air pollution or carbon emissions.

Policy LTP AT1 - Maintaining and extending our active travel infrastructure

We will continue to maintain and improve our active travel infrastructure to reduce any physical barriers by providing a high quality active travel network that is convenient, accessible, comfortable and attractive to use.

This will be achieved by:

- Minimising the occurrence of defects on active travel routes.
- Investigating changes in Traffic Orders to promote increased cycle use including the development of cycle contra flows in one-way streets.

- Delivering accessible active travel enhancements including dropped kerbs and crossings for non-motorised modes.
- Providing clear and concise active travel signage to raise awareness of safer routes which avoid high volumes of traffic and of the national cycle network. All signage provided must respect the character of the environment where it is used.
- Delivering more secure cycle parking spaces or storage at educational establishments, retail centres, public transport interchanges, leisure facilities, workplaces and other major journey attractors where demand requires it.
- Integrating cycle parking with public transport at rural transport hubs to facilitate cycle use as part of longer distance journeys.
- Recognising the needs of active travel users within our winter maintenance programme and ensure that heavily-used off-road routes are gritted.
- Investigating the conversion of disused railway lines and other traffic-free rural routes for active travel, where feasible and where funding is available.

Policy LTP AT2 - Extending our active travel network in new developments

We will work with developers to prioritise active travel access which is convenient, accessible, comfortable and safe. Consideration to active travel access must be given during the design of new residential and commercial developments and re-development to maximise the potential for active travel.

This will be achieved by:

- Designing new developments, including residential, business and retail facilities in ways which prioritise access by walking and cycling and provide access to the existing active travel network.
- Ensuring all active travel schemes designed within new developments are consistent with the guidance provided in Herefordshire Council's Highways Design Guide for New Developments and other relevant guidance.
- Working with developers to ensure that new developments avoid severing routes used by cyclists or pedestrians or prejudice accessibility by walking or cycling. If development proposals do impact on the walking or cycling network then an alternative route must be provided by developers. The quality of alternative routes must be of equal or better quality than the option affected by development without incurring on-going additional revenue costs to Herefordshire Council.
- Protecting and incorporating historic transport routes such as dismantled railways into new designs, where appropriate.
- Encouraging and promoting the provision of green infrastructure, where appropriate, in new and existing developments, to provide enhanced access to natural environments and support ecosystems to improve biodiversity.

Herefordshire Council Local Transport Plan – Policy Statement

Streetscape Management

This policy statement contributes towards the delivery of the following LTP Objectives

- Ensure suitable access to housing and employment sites including the Rotherwas Enterprise Zone;
- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise;
- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes;
- Reduce the number of short distance car journeys within Herefordshire by providing practical transport choices to support sustainable travel behaviour;
- Support everyday physical activity to improve the health and wellbeing of Herefordshire's residents;
- Encourage sustainable travel choices by reducing the safety risks associated with their use;
- Improve Herefordshire's streetscape for residents, shoppers and visitors.
- Reduce the number and severity of road traffic accidents in Herefordshire by reducing the conflicts between different modes of transport, and reducing speeding and drink/drug driving;
- Provide a road network that is safe and efficient and that provides a positive journey experience; and
- Improve the condition of our roads, footways and cycle-ways, bridges, milestones, signage, and street furniture and sustain their condition.

Herefordshire has many high quality natural and historic assets which instil local pride and supports the county's tourism 'offer'. The Local Transport Plan has a strong role in supporting the county's tourism potential by easing the movement of people around the county, managing the public rights of way network and regenerating Herefordshire's urban streets and public spaces.

This policy statement fully supports the principles outlined in the Hereford Streetscape Design Strategy and the aims of the Hereford City Centre Regeneration Strategy which identify the importance of 'quality' in creating the right impression, using the right materials for public spaces next to new build and renovation schemes.

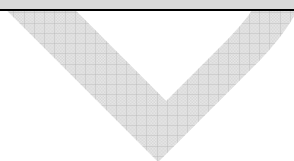
Our Hereford City Centre Streetscape Vision and Priorities document sets out proposals for investment priorities for the Hereford city centre public realm. The proposals contained in the document, which look further to reduce the dominance of vehicles in the city centre, will provide the basis for on-going development of the city centre public realm strategy.

We also acknowledge the importance of reducing traffic and vehicle speeds in rural villages and combining the principles contained within national public realm guidance documents such as 'Manual for Streets' and 'Traffic in Villages'.

Policy LTP ST1 – Improving the public realm

We will seek to enhance Herefordshire's public realm in a sensitive and sustainable way which will maximise the convenience and comfort of all travellers increasing footfall and enhancing accessibility. This will be achieved by:

- Design of the public realm to be based on low speed traffic flows reinforced by 20 mph speed limits using the minimum of signage.
- Promoting a barrier-free public realm, allowing free movement for people with limited mobility and, through the avoidance of pedestrian barriers, excessive street furniture and sudden changes in level.
- Designing measures that allow the form and patterns of the city centre to be easily read and understood by pedestrians, cyclists and drivers. This will include navigational and guidance clues for people with visual impairment and infrequent visitors to the city such as coach drivers. Clear gateways and transition points will be encouraged that define the boundaries of the public realm.
- Designing streetscapes as a whole, rather than as a series of separate components. All components of the streetscape, including paving materials, trees and highway signing, will be co-ordinated as far as possible.
- Minimising energy use through the use of durable and locally sourced paving materials. Decisions on the use of materials and components are likely to have enduring effects on the quality of the locality and its public realm. We will seek to avoid measures that require replacement in the short-term, and seek to promote elements that will minimise the long-term costs and maximise long-term benefits.
- Designs should reflect the distinctive qualities of Hereford and the market towns, and avoid repetition of standard solutions applied elsewhere. Wherever possible, design principles will be informed by an understanding of the history, context and particular character of the locality.



Herefordshire Council Local Transport Plan – Policy Statement

Smarter Travel Choices

This policy statement contributes towards the delivery of the following LTP Objectives

- Support economic growth within Herefordshire by reducing congestion and improving journey time reliability;
- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise;
- Reduce the number of short distance car journeys within Herefordshire by providing practical transport choices to support sustainable travel behaviour;
- Support everyday physical activity to improve the health and wellbeing of Herefordshire's residents; and
- Maximise accessibility and connectivity within Herefordshire by increasing awareness of all travel options available especially for those without access to a private car

Smarter travel choices are low cost techniques for influencing people's travel behaviour towards more sustainable options such as walking, cycling and public transport use. Building on best practice from the Department for Transport's Sustainable Travel Towns, we have developed an easily recognisable brand for use in our marketing campaign to promote the use of sustainable transport.

The 'Choose how you move' brand (**Figure A**) is central to the Destination Hereford project and our wider marketing campaign. We undertake market on the Destination Hereford project and this will inform the future delivery of marketing campaigns in the medium to long term.

Figure A – Choose how you move branding



Best practice suggests that isolated marketing campaigns are generally not successful and campaign messages are soon forgotten. Consistent communication is important to maintain campaign awareness but targeted promotional activity and practical support are critical to encourage and sustain behaviour change.

Policy LTP SC1 – Smarter Travel Choice Marketing Campaigns and Branding

We will use the 'Choose how you move' branding to coordinate all transport-related marketing and information activities undertaken by Herefordshire Public Services to promote Smart Choices measures.

We will co-ordinate our promotion of Smarter travel choices by building on our core values, tone and style to deliver communication that will motivate, inform and support behaviour change.

Campaigns developed to promote the use of sustainable travel modes will use a variety of media and other elements including:

- Bus Backs on city centre services and refuse fleet countywide.
- Local radio.
- Local press and posters displayed in public buildings.
- Accessible and attractive information on all sustainable modes available in print and online.
- Calendar of targeted promotions to encourage trial of sustainable modes.
- On-going access to advice and help to support new users.
- Sustainable Travel Events including Bike week and Walk to School week.

Travel Plans

A travel plan is a package of measures produced by developers, employers and education facilities to encourage alternatives to solo car use for those individuals that access a specific location on a regular basis. Travel plans are central to the delivery of Smarter Choices and are prepared as a condition of a planning process or on a voluntary basis.

In general travel plans include a combination of initiatives both 'hard' (physical engineering) and 'soft' (non-physical engineering) measures. A travel plan could include: car sharing schemes; a commitment to improve cycling facilities; a dedicated bus service or restricted car parking allocations. It might also promote flexible-working practices such as remote access and video conferencing.

Workplace Travel Plans

Herefordshire Council has sought to establish its Workplace Travel Plan as the exemplar for all other Workplace Travel Plans in the county including the use of electric vehicles for use as pool vehicles to reduce the use of its 'grey fleet'.

Grey fleet is a term used to describe the use of employee's own vehicles for business use, for which a mileage rate is paid for claims made.

Other than those secured through the planning process we incentivise the adoption of Workplace Travel Plans through a travel grant scheme for businesses. This allows businesses with travel plans to apply for grant funding to provide sustainable travel infrastructure (cycle parking, lockers, showers etc) to encourage increased sustainable travel to work and reduced business travel.

Our primary focus is to work with major employers that do not have an existing travel plan or those that have a travel plan which requires updating.

Policy LTP SC2 – Workplace Travel Plans

We will continue to work with employers with the aim of reducing solo car use, promoting employee sustainable travel behaviour and reducing the need to travel by developing and reviewing Workplace Travel Plans and through the Travel for Work Hereford network. We will achieve this by:

- Focusing on major employers we will undertake site visits to audit existing sustainable travel infrastructure, provide a template travel survey and on-going guidance and advice regarding how the travel plan could be updated.
- Incentivising engagement by providing small-scale grants for sustainable travel infrastructure.
- Developing the Travel for Work Hereford network for disseminating travel promotions and providing personal travel advice direct to employees, and providing enhanced support to Hereford businesses.
- Encouraging smaller employers sharing sites to work together and develop shared resources to encourage sustainable travel.
- Encouraging reductions in grey fleet (employees own vehicle) mileage and promote measures to provide alternative means of travel.

School Travel Plans

The journey to and from school by car is a major contributor to peak hour car use within Hereford. Monitoring of morning peak vehicle flows in 2009 indicated a 20% reduction in traffic flows during non-term times within Hereford.

School Travel Plans promote the use of sustainable modes of travel to pupils and parents via soft measures, such as cycle training and promoting walking buses and car sharing. School Travel Plans contain targets for modal shift and a commitment to monitor travel patterns and revise and update the Action Plan.

Policy LTP SC3 – School Travel Plans

We will continue to encourage schools to develop and review established school travel plans that aim to reduce car use and promote sustainable travel behaviour.

Personalised Travel Plans

Personal Travel Planning (PTP) is typically delivered across large residential areas. It is a well-established method that informs and supports individuals that want to make sustainable travel choices.

Policy LTP SC4 – Personalised Travel Plans

We will deliver Personalised Travel Planning in the short term as part of the Destination Hereford project. Personalised Travel Planning will only be available to households within Hereford and will be delivered using best practice tools and techniques developed in other UK towns and cities including:

- One-to-one conversations, either at the doorstep or by telephone, between residents and trained field officers to encourage and motivate a change in behaviour.
- The provision of information on how to travel sustainably (for example, maps or guides about the local bus network, walking and cycling routes).
- Incentives to encourage the use of sustainable modes (for example, free prize draws, pedometers, water bottles and bus tickets).

The impact of Personalised Travel Planning in altering travel behaviour will be assessed through the Destination Hereford project and if successful consideration will be given to expanding this process to the market towns in the medium and long term.

Smarter Travel Choice Initiatives

To raise the level of awareness individuals have regarding their travel choices, we will deliver a range of Smarter Choice Initiatives designed to raise the profile of certain travel modes.

- **Choose Cycling:** Love to Ride, Adult and child cycle training, improved signage, encouragement for new cyclists through a series of led rides and promotion of bike hire
- **Choose Walking:** Walking Challenge and promotion of walking for health led walks
- **Choose Bus:** New travel information targeting new users and Try the Bus promotions involving local operators
- **Choose Smart Car Use:** Targeted promotions to encourage increased sign-up to twoshare.co.uk and also integration of Park & Share/ Park and Cycle to help more people to find a successful match

Policy LTP SC5 – Smarter Choice Initiatives

We will deliver and continue to develop the range of Smarter Choice Initiatives provided to enhance and promote smarter choices within Herefordshire including:

- **Supporting and Promoting Events**

We will continue to support and promote key national events and initiatives within Herefordshire, working with user groups to broaden awareness and encourage participation from the general public. We will also promote events via our network of Travel Plan contacts and will encourage employers and Head Teachers to support employees and schools to become involved. Examples of our supported events include:

- **Love to Ride website**

We will continue to support our on-line cycling community through our Love to Ride website which provides a range of information for new and returning cyclist.

- **Child and Adult Cycle Training**

We will support all Travel Plans by co-ordinating a programme of child and adult cycle training and providing advice on route selection and cycle maintenance classes. Child cycle training will be delivered via the school. Adult cycle training will be delivered across the county through our team of fully qualified Bikeability cycle training instructors.

- **Active Travel Signing Upgrade**

We will undertake a comprehensive review of signage for the city's transport network and will overhaul signing for pedestrians, cyclists and public transport. Raising awareness and informing travellers of the options they have, such as short cuts and safer routes is a key motivator to behaviour change.

- **Hereford Cycle Hire**

Hereford's first bike hire and loan scheme will be in operation from 2012/13 and is managed by our partner, HALO. The scheme will support those looking to trial cycling to work or college and enable us to directly market cycle training.

- **Walking Challenge**

To encourage increased walking, we will create Choose Walking challenge packs with hints and tips to boost regular walking, including a pedometer and a record sheet to track progress. In addition we will promote led walks and the annual Herefordshire Walking Festival.

- **Car Sharing – including Park and Share / Park and Ride**

We will promote our countywide car share scheme (www.twoshare.co.uk) as a core support for all Workplace Travel Plans and as a means of improving rural access. Herefordshire has a well-established car-sharing scheme available to all residents and people who work in or visit the county. The LTP will continue to support Twoshare as part of the national Liftshare network.

Building on Twoshare we will deliver a number of Park and Share sites which will provide rural commuters with more flexible options for car sharing, cycling and access to public transport. For many rural residents car sharing is not a viable option due to the large detours required to meet up. Park and Share will identify a network of hubs for car sharers to meet, en-route to their destination, enabling more people to match journeys.

In addition, Park and Share comprises a series of parking hubs on the fringes of Hereford to provide an even greater opportunity for sharing as journeys converge on the city. Many of these hubs, especially those near to Hereford and other settlements, will enable Park and Ride where users can integrate with existing bus services, and Park and Cycle hubs where users can complete journeys by bike. We have engaged with a wide range of private sector partners to identify a network of parking hubs and spaces which are donated free of charge for use by sharers. The Council is also providing spaces from its own property assets.

- **Car Clubs**

We will support the development of community led car clubs by facilitating the provision of parking spaces for car club cars. Allocated parking will only be provided following community consultation.

Draft

Herefordshire Council Local Transport Plan – Policy Statement

Development Control (Transport)

This policy statement contributes towards the delivery of the following LTP Objectives

- Support economic growth within Herefordshire by reducing congestion and improving journey time reliability;
- Ensure suitable access to housing and employment sites including the Rotherwas Enterprise Zone;
- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise;
- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes;
- Encourage sustainable travel choices by reducing the safety risks associated with their use;
- Improve Herefordshire's streetscape for residents, shoppers and visitors;
- Reduce the number and severity of road traffic accidents in Herefordshire by reducing the conflicts between different modes of transport, and reducing speeding and drink/drug driving; and
- Provide a road network that is safe and efficient and that provides a positive journey experience

As a statutory consultee in the planning process, Herefordshire Council as the Local Highway Authority has a duty to ensure that the transport network is fit for purpose.

We encourage a partnership-led approach in the design of new developments which are sustainable in transport terms and which mitigate their impact on the existing network. To deliver these outcomes new developments must be planned, designed and constructed in accordance with the National Planning Policy Framework and local policies. We encourage early consultation to maximise the development's sustainable potential, while minimising the impact of new and redevelopment of existing sites and minimising costs to the developer.

Policy LTP DC1 – Planning for Sustainable Developments

We will ensure that the impacts of development on the transport network are fully considered for new or re-development of existing sites. This will be achieved by working with developers to ensure:

- Those planning new developments' must follow locally adopted guidance, including Herefordshire Council's Highways Design Guide and Specification for New Developments.
- The hierarchy of transport modes is used to inform the design for new and re-

development of sites. This hierarchy is not an order or precedence for actual provision, but simply an order of consideration that seeks to ensure that decisions regarding development design are consistent with delivering the objectives of the LTP.

Highest 1	Pedestrians and people with mobility difficulties
2	Cyclists and public transport users
3	Commercial / business users and powered two wheelers
4	Car borne shoppers / visitors and coach borne visitors
Lowest 5	Car borne commuters

- New and re-developments are designed and located to minimise the impacts on the transport network, such that journey times and journey time reliability do not deteriorate. Measures to achieve this will include: locating new developments on existing walking, cycling, passenger transport and highway routes and services; maximising the use of non-car modes such that the impact on congested sections of the highway network are minimised and investing in walking, cycling and passenger transport infrastructure and services enabling new developments to be accessed without incurring on-going additional revenue costs to Herefordshire Council.
- New and re-development of existing sites are to be designed and constructed in a way that does not impact on the safety of highway users, and where located adjacent to existing problematic sites, incorporate solutions into the design.
- The inclusion of sustainable transport infrastructure is to be encouraged within the design of new and re-developments.
- New development and redevelopment of existing sites should always avoid severing routes used by cyclists or pedestrians or prejudice accessibility by walking or cycling. If development proposals do impact on the walking or cycling network then an alternative route must be provided by developers. The quality of alternative routes must be of equal or better quality than the one impacted by development without incurring on-going additional revenue costs to Herefordshire Council. Protect and incorporate into the design, historic transport routes such as dismantled railways to be used as sustainable transport links.
- Sustainable Urban Drainage principles will be applied to all developments where they are practical and technically feasible to manage surface water runoff and alleviate the risk of flooding.

Investment in transport infrastructure and services cannot be met solely from public funds. Financial contributions from the private sector and in particular the promoters of new land use developments, are required to reflect the impact placed on the capacity and operation of the transport network by new and re-developments.

Policy LTP DC2 – Developer contributions to mitigate the impacts of new and re-developments on the transport network

We will ensure that the impact of development on the transport services and network are fully considered when planning new land use developments and appropriate transport infrastructure and services are delivered to ensure accessible, sustainable

safe, environmentally friendly and maintainable developments. This will be achieved by:

- Ensuring that the appropriate levels of financial contributions are provided by developers towards the capital and on-going maintenance costs of on and off-site transport infrastructure and services considered necessary to mitigate their impacts to the transport network.

For more information on developer contributions please refer to Herefordshire Council's Planning Obligations Supplementary Planning Document.

Draft

Herefordshire Council Local Transport Plan – Policy Statement

Public Rights of Way

This policy statement contributes towards the delivery of the following LTP Objectives

- Reduce the number of short distance car journeys within Herefordshire by providing practical transport choices to support sustainable travel behaviour;
- Support everyday physical activity to improve the health and wellbeing of Herefordshire's residents;
- Encourage sustainable travel choices by reducing the safety risks associated with their use;
- Improve Herefordshire's streetscape for residents, shoppers and visitors;
- Protect Herefordshire's highway network from extreme weather; and
- Improve the condition of our roads, footways and cycle-ways, bridges, milestones, signage, street furniture and sustain their condition

Public Rights of Way include footpaths, bridleways, restricted byways and byways open to all traffic as part of the overall transport and access facilities of Herefordshire. Although these routes are managed through a Rights of Way Improvement Plan it is important to recognise their broad function in:

- Providing local access to bus and rail services and facilities such as schools, workplaces and local services.
- Encouraging and enabling people to use sustainable travel modes.
- Enabling people to take healthy exercise through walking, cycling and equestrian activities.
- Encouraging tourism.
- Providing access to countryside and green spaces.
- Improving community cohesion and safety through high levels of use of public space.

Parish Councils have statutory powers and also devolved funds through schemes such as the Parish Paths Partnership which they can use to undertake maintenance of our Rights of Way network. This opportunity will be enhanced through the provisions of the Localism Act.

Policy LTP PRW1 – Policy B3 Managing Public Rights of Way

We will develop, promote, manage and maintain our public rights of way network. This will involve:

- Ensuring that the value of these assets and the links which they enable are identified and built into our planning, decision making and scheme appraisal processes.

- Developing our asset management processes, as set out in the Transport Asset Management Plan, to provide for planned, proactive maintenance of public rights of way.
- Developing and deploying the categorisation and prioritisation system in consultation with stakeholders, including local communities and organisations representing rights of way users.
- Consulting with all local communities, as part of our accessibility planning process, to identify key route improvements which will enhance their access to a range of destinations and to public transport.
- Building key strategic and local links into our Local Development Framework and infrastructure lists in order to ensure that they can be safeguarded and improved through the Planning and Development Control processes.
- Working with landowners, developers and designers to ensure that developments (including roads) do not fragment the rights of way network and that every opportunity is taken to introduce enhancements.
- Developing and agreeing with all relevant stakeholders a mechanism to address the maintenance of bridges on the rights of way network.

Draft

Herefordshire Council Local Transport Plan – Policy Statement

Air Quality and Noise

This policy statement contributes towards the delivery of the following LTP Objectives

- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise;
- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes; and
- Improve Herefordshire's streetscape for residents, shoppers and visitors.

Air Quality

Local authorities have a duty under the Environment Act 1995 to review and assess local air quality within their areas. Generally air quality in Herefordshire is very good. The exceptions occur in central Hereford, Leominster and on the A40 at Penraig.

In 2001 an Air Quality Management Area (AQMA) was declared along the A49 (T) corridor through Hereford City Centre. The Hereford City Air Quality Action Plan was developed in 2008 and identified 15 actions designed to improve air quality in the city. Changes to the existing AQMA boundary are being considered as pollution levels at Holmer Road are improving whilst pollution levels at Whitecross Road are deteriorating.

In 2005 an AQMA was declared along the A44 in Leominster covering the environment around the Bargates Junction, and an Air Quality Action Plan is in the process of being agreed. Monitoring of the A40 between Wilton to Penraig indicates that the annual mean nitrogen dioxide threshold will be surpassed (greater than 40 NO₂ug/m³), but no formal AQMA has been designated. The extent of an A40 AQMA requires liaison with the Highway Agency who manage this trunk road.

Policy LTP AQ1 - Improving Air Quality

We will aim to reduce air pollution from traffic through measures to manage traffic and emissions levels. This will be achieved by:

- Developing and prioritising transport schemes which encourage the use of less-polluting transport modes, including walking, cycling and passenger transport within urban environments and in particular for journeys to, from or through Air Quality Management Areas.
- Developing Air Quality Management Plans, as appropriate; to mitigate the transport related causes of poor air quality.
- Working in partnership, particularly with the Highways Agency, developers and Town Councils to implement the mitigation measures identified in Air

Quality Management Plans to ensure that air quality does not further deteriorate.

- Ensuring that Transport Assessments provided in support of planning applications for new developments take account of the impact on air quality of traffic generated by new developments.
- Monitoring air quality, particularly on traffic sensitive streets, to identify at an early stage, potential air quality deterioration, and understand the transport related causes of the air quality determination and designate as appropriate Air Quality Management Area.

Noise

Noise maps showing noise levels from road, rail and industry are currently being produced for areas around the UK including the West Midlands as part of a study undertaken by Department for Environment Food and Rural Affairs. Noise maps for Herefordshire are not currently available but when produced they will highlight areas of concern so that future Action Plans can be developed.

Draft

Herefordshire Council Local Transport Plan – Policy Statement

Zero and Low Emission Vehicles

This policy statement contributes towards the delivery of the following LTP Objectives

- Reduce the environmental impacts of traffic particularly CO₂, air quality and noise; and
- Minimise the impact of transport on biodiversity, water quality, heritage landscapes and townscapes.

The majority of rural journeys in Herefordshire will continue to be made by motorised vehicles due to the distances travelled and the cost of providing passenger transport alternatives. The long-term future regarding how the car will be powered is not certain. Development of Zero and Low Emission Vehicles will be informed by market conditions governing world oil prices and technological advances particularly batteries.

Policy LTP ZLV 1 – Zero and Low Emission Vehicles

We will work with transport providers and businesses to encourage the use of more efficient vehicles:

- Aiming for all contracted services including bus services and for licensed taxis and private hire vehicles to comply with Euro 5 emission standards by 2018
- Demonstrating best practice by ensuring all Herefordshire Public Services fleet vehicles comply with the latest Euro Emission Standards
- Encouraging businesses through Work Place Travel Plans to limit 'grey fleet' business mileage and purchase and use more efficient fuel efficient vehicles as a pool fleet.
- Promoting more efficient driving styles and practices through training courses and awareness campaigns.
- Considering, where appropriate, increasing the availability of refuelling/charging points for electric vehicles on Herefordshire Public Services owned premises.

MEETING	CABINET
DATE:	21 FEBRUARY 2013
TITLE OF REPORT:	LOCAL DEVELOPMENT FRAMEWORK/COMMUNITY INFRASTRUCTURE LEVY
REPORT BY:	ANDREW ASHCROFT – ASSISTANT DIRECTOR ECONOMIC, ENVIRONMENT & CULTURAL SERVICES

1. Classification

Open

2. Key Decision

This is not a key decision

3. Wards Affected

County-wide

4. Purpose

To approve both the draft Herefordshire Local Plan – Core Strategy 2011 – 2031 and the Community Infrastructure Levy preliminary charging schedule for consultation, and approve the consultation programme.

5. Recommendation(s)

THAT Cabinet:

- (a) Approves the draft Herefordshire Local Plan - Core Strategy 2011 – 2031 for consultation;**
- (b) Delegates authority to the Cabinet Member Environment Housing & Planning to agree any amendments to the draft Core Strategy, prior to consultation, that may be necessary in light of the further information reported verbally to Cabinet;**
- (c) Approves the preliminary draft Community Infrastructure Levy charging schedule for consultation; and**
- (d) Approves the consultation programme.**

6. Key Points Summary

- This will be the first time a draft local plan, with associated Sustainability Appraisal and Habitat Regulations Assessment, has been presented for consultation.
- It was reported to Cabinet (July 2012) that there were a number of issues remaining to be resolved before the Plan can be submitted to the Secretary of State. These issues included the need for continuing examination of possible impacts that the Core Strategy proposals may have upon the River Wye Special Area of Conservation (SAC), further analysis of the package of development proposals contained within the plan and work to develop an appropriate set of rural policies in the light of the changes to the planning system.
- Consultation and engagement is a key element in the preparation of the Development Plan Documents. Since work began on the preparation of the Core Strategy in 2007 there have been six periods of consultation across the County which have helped to inform the development of the emerging Plan.
- The requirements for Development Plan Document consultation are set out in Regulations 18 and 19 of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2012.
- The regulations are supported by the National Planning Policy Framework (NPPF) which sets out government policy on plan preparation, including community engagement.
- The Government expects that the Council will implement a Community Infrastructure levy where its 'appropriate evidence' includes an up-to-date relevant Plan for the area in which they propose to charge.
- The requirements for consultation on a preliminary draft charging schedule are set out in Regulation 15 of The Community Infrastructure Levy Regulations 2010 (as amended).

7. Alternative Options

- 7.1 There is no alternative other than to prepare a Local Plan. Recent work has been undertaken on the Plan to support its soundness.
- 7.2 It is not mandatory for the Council to introduce a Community Infrastructure Levy. However, the Council decided at Cabinet in July 2012 to progress with a Community Infrastructure Levy charging schedule in parallel with the preparation of the Core Strategy with a joint Examination in Public, to ensure development undertaken in the county contributed to improving countywide infrastructure.

8. Reasons for Recommendations

- 8.1 To ensure Cabinet is fully appraised of the work undertaken to resolve the outstanding issues, to enable consultation to commence on the Core Strategy (draft) and preliminary draft charging schedule.

9. Introduction and Background

9.1 The remainder of this report details:

- a) The key tests of soundness;
- b) The timetable for adoption of the Local Plan Core Strategy;
- c) the work that has been undertaken to resolve some key issues that were identified at Cabinet July 2012 with regards to the need for continuing examination of possible impacts that the Core Strategy proposals may have upon the River Wye Special Area of Conservation (SAC);
- d) further analysis of the package of development proposals contained within the plan;
- e) work to develop a Community Infrastructure Levy preliminary draft charging schedule;
- f) work to develop an appropriate set of rural policies in the light of the changes to the planning system; and
- g) the proposed programme of consultation.

10. Key Considerations

10.1 The Core Strategy will need to meet the key tests of soundness for adoption. The four key tests are as follows:

- **Positively prepared** - the plan should seek to meet development and infrastructure requirements, and be consistent with achieving sustainable development;
- **Justified** – the plan is the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective**- the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- The plan is **consistent with national policy**.

10.2 The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2012 sets out the requirements for a Local Planning Authority to enable public participation in the plan making process. The process is divided into two main elements; the first (Regulation 18) covers the plan preparation process up until the approval of a draft plan by Full Council whilst the second regulation (Regulation 19) deals with the process after a draft plan is approved.

10.3 Regulation 18 sets out the requirements for Local Planning Authorities to consult the specific and general consultation bodies. They must also consider whether or not it is appropriate to invite representations from local residents and local businesses. This is the process that will commence on 4th March 2013. Any representations received during this consultation period may inform the strategy going forward.

- 10.4 Regulation 19 deals with the process in respect of representations upon a final draft plan. This will take place after Council approval (currently programmed for July 2013). If any representations are submitted during this period the Secretary of State will consider them before the independent examination.
- 10.5 Set out below is the proposed timetable for the various stages to the adoption of the Core Strategy:

DATE	EVENT
21 February 2013	Cabinet
4 March – 22 April 2013	Regulation 18 consultation on the draft Core Strategy and preliminary draft charging schedule
April – May 2013	Analyse representations received
June 2013	Cabinet approval of Core Strategy and preliminary draft charging schedule
July 2013	Council approval of Core Strategy and preliminary draft charging schedule
August – September 2013	Regulation 19 pre-submission publication of Core Strategy and second round of consultation on draft charging schedule
Winter 2013	Examination in Public
Spring 2014	Adoption

10.6 The draft Core Strategy (Appendix B) contains the following strategic proposals:

- Provision of a total of 16,500 new dwellings in the county
- Development of 148 hectares of employment land across the County
- For Hereford an overall target of 6,500 new dwellings including the proposed urban extensions at Holmer, Lower Bullingham and Three Elms;
- Provision of a relief road to the west of Hereford;
- In the Market Towns the following table sets out the basis of the Core Strategy proposals;

	Housing Target	Other Development
Leominster	2,300 new dwellings with 1,500 on the strategic housing site	Strategic employment site

Ledbury	800 new dwellings with 700 on the strategic housing site	Strategic employment site
Ross-on-Wye	900 new dwellings with 200 on the strategic housing site	Continuing with the Model Farm employment proposal as identified in the UDP
Bromyard	500 new dwellings with 250 on the strategic housing site	Strategic employment site
Kington	200 new dwellings	Employment site planned through lower tier plan

- Accommodation of 5,300 new dwellings in rural areas over the plan period, supported by neighbourhood plans

10.7 Some additional evidence and assessments will be available for the meeting of Cabinet and any consequent impacts on the draft core strategy identified. Delegated authority for the Cabinet Member to agree any amendments to the draft core strategy prior to consultation arising from this additional information is therefore sought.

10.08 The report to Cabinet July 2012 outlined a number of areas where work was on-going in order to be able to demonstrate that the Core Strategy is soundly based. These were water quality and the impact on River Wye Special Area of Conservation (SAC), the viability of the plan and the deliverability of 5,300 houses in the rural areas. These three issues are covered in more detail below.

River Wye Special Area of Conservation (SAC)

10.8 A key issue which has emerged more recently during the plan preparation process has been the water quality of Herefordshire's main rivers and, in particular, current levels of nutrients within parts of the system. The River Wye along the whole of its length and the River Lugg south of Hampton Court is designated as a Special Area of Conservation (SAC). It is essential that, before being submitted to the Secretary of State, the Core Strategy can be demonstrated to be fully compliant with the Habitats Regulations.

10.9 In order to tackle this issue a Water Steering Group has been established, attended by officers from the Council, the Environment Agency (EA), Natural England (NE) and Welsh Water. Given the scale of the issue for Herefordshire the matter has also been raised with the Secretary of State for the Department of Communities and Local Government (DCLG) and the Secretary of State for the Department of Environment, Farming and Rural Affairs (Defra).

10.10 NE and EA have committed to the preparation of a Nutrient Management Plan for the River Wye SAC, and which will be developed in consultation with Welsh Water and Herefordshire Council. The aims of the Nutrient Management Plan will be to control and reduce phosphates in the SAC and in doing so to facilitate the delivery of new development.

10.11 This commitment to produce the Nutrient Management Plan has been confirmed in a Statement of Intent which will be signed by NE and EA; the Statement of Intent provides sufficient assurance to enable consultation on the draft Core Strategy to commence.

- 10.12 The Nutrient Management Plan will be produced by July 2013 to allow any necessary amendments to the final Core Strategy prior to the pre-submission publication of the Core Strategy and the examination in public.
- 10.13 In addition the Water Steering Group has agreed to establish a broader strategic water steering board. This will involve neighbouring local authorities and English/Welsh environment agencies in order to co-ordinate action to manage and reduce the level of phosphates on a whole river catchment basis, as the issue is not restricted to Herefordshire. Officers have been liaising with other areas of the country facing a similar challenge to ensure best practice is followed and that cross cutting issues can be raised nationally.

Viability & the Community Infrastructure Levy

- 10.14 Demonstrating that the proposals of the plan are both viable and deliverable is an important element of soundness and was a concern raised during the Revised Preferred Option consultation. An Economic Viability Study undertaken at Preferred Option stage indicated that meeting the proposed affordable housing target and achieving developer contributions based upon initial work on an Infrastructure Delivery Plan was not possible in the short term. The Study suggested a number of possible approaches to deal with this issue.
- 10.15 Three Dragons Consultants were therefore commissioned to carry out an updated Economic Viability Assessment to examine both the whole plan viability and produce viability evidence for the development of a Community Infrastructure Levy preliminary draft charging schedule.
- 10.16 A summary of evidence which has been used by Three Dragons to support the development of a Community Infrastructure Levy for Herefordshire Council is set out below:
- An analysis of publicly available data to identify the range of values and costs needed for the viability assessment;
 - Discussions with planning, economic development and housing officers;
 - Analysis of information held by the authority, including the profile of land supply identified in the Strategic Housing Land Availability Assessment and a review of historic planning permissions;
 - Two workshops held with developers, land owners, their agents and representatives from a selection of registered providers in the area
 - Subsequent discussions with agents and providers who operate in Herefordshire to verify the assumptions used in the analysis;
 - A survey of local Registered Providers to seek their views on aspects of costs and revenue that affect affordable housing;
 - Use of the Three Dragons Toolkit, adapted for Herefordshire to analyse scheme viability for residential development and of Three Dragons bespoke model for the analysis of non-residential schemes.
- 10.17 An updated Economic Viability Assessment will be available for the meeting of Cabinet and will be available on the Council website when the consultation commences on 4th March 2013. This will inform the outstanding elements of the preliminary draft charging schedule (Appendix C) which will be confirmed at the Cabinet meeting.

Rural Policy

- 10.18 The Revised Core Strategy Preferred Options (October 2011) amended the distribution of housing, increasing the level of housing provision in rural areas from 4,500 to 5,300 for the plan period 2011-2031. This change was proposed during consultation in order to provide increased affordable housing and a more flexible approach recognising the emergence of neighbourhood planning.
- 10.19 Three Rural Member engagement sessions have been held. They have been very useful as part of an on-going process to inform Members of the progress being made with local communities in the development of Neighbourhood Plans for rural areas, and to listen to and engage with Members to consider current development plan issues in relation to rural areas and to provide Members with the opportunity to comment upon and inform the emerging Core Strategy rural housing policies.
- 10.20 The member sessions considered that any new approach should put greater emphasis on social sustainability to support communities to be strong, vibrant and healthy by providing a supply of housing to meet the needs of present and future generations. This approach reflects guidance in the NPPF on sustainable development.
- 10.21 On this basis an approach has been developed which seeks to enable Herefordshire's traditional rural village communities to grow proportionally to enhance their social and economic sustainability.
- 10.22 Given the importance of providing housing to accommodate local people (and to reflect increases in home working), and the development of affordable housing policies, it was also considered that development in smaller villages should not be resisted but this should be focused on housing to meet the needs of people with local connections.

Road Studies

- 10.23 In the report presented to Cabinet in July 2012 the results of the study of possible routes for the Southern Route Corridor was summarised. The report recommended that the wider route corridor should be retained until additional work to assess a preferred route was selected by means a staged assessment in accordance with the Design Manual for Roads and Bridges and WebTAG guidance. This work is on-going as part of the Belmont Transport Package project. The consultation Draft Core Strategy will continue to identify a wider road corridor pending completion of this process.
- 10.24 Another area of work identified in the July 2012 Cabinet Report was in connection with assessing possible additional infrastructure requirements for the enterprise zone at Rotherwas. Studies were commissioned (by Amey and SQW) to examine the economic, wider social and traffic impacts of an eastern link road from the Zone to the A438 Ledbury Road. These reports have now been finalised and will be available on the Council website when the consultation commences on 4th March 2013. The SQW report recommended that the Eastern Link Road only option should be dismissed as providing insufficient economic impact and poor value for money. The Amey study, highlights the traffic impact upon lower standard roads in residential areas and villages including Lugwardine and Bartestree. As such the construction of a link is not recommended. On this basis the Draft Core Strategy as presented to this meeting continues to propose a relief road to the west of Hereford.
- 10.25 In addition, an Interim Forecasting report has been completed which confirms the need for a relief road based upon the reduction in the numbers of housing allocations and

employment levels associated with the Revised Preferred Option. This will be available on the Council website when the consultation commences on 4th March 2013.

- 10.26 At the time of the Revised Preferred Option consultation in 2011 the Highways Agency requested further supporting transport evidence. Since July 2012 positive discussions have been undertaken with the Agency to ensure that the continuing work being undertaken, including that to update the transport model for Hereford, in respect of highways matters for the Core Strategy would address its previous request. The Highways Agency has now indicated its support for the Council's general approach.

Proposed Consultation

- 10.27 The consultation period for the Draft Core Strategy and preliminary draft charging schedule is recommended in this report to commence on 4 March 2013 and to run for seven weeks, (finishing on 22 April 2013). The consultation programme is set out at Appendix A.
- 10.28 The consultation will consist of two questionnaires, one covering the 63 policies within the draft Core Strategy and the other covering the preliminary draft charging schedule.
- 10.29 The Consultation Institute Centre of Excellence is reviewing the document. In addition, work is currently taking place with the Plain English Campaign to achieve the Plain English Crystal Mark.
- 10.30 The proposed consultation programme and draft questionnaire were presented to General Overview & Scrutiny on 11th February 2013.

11. Community Impact

- 11.1 The principal aim of the Core Strategy is to set out the vision and objectives for the county and establish a policy framework necessary to deliver the vision to 2031. This will ensure that there are sufficient homes provided for all members of the community, improved employment opportunities and growth, sufficient retail provision, improved infrastructure across the county and protection of the open countryside and open spaces and provision of green infrastructure.
- 11.2 The Localism Act 2011 broadened the scope of CIL to enable a "meaningful proportion" of CIL revenues to go directly to neighbourhoods where development takes place.
- 11.3 On 10 January 2013 the government announced that local areas that have taken a proactive approach by drawing up a neighbourhood plan, and securing the consent of local people in a referendum, will receive 25% of the revenues from the Community Infrastructure Levy arising from the development that they choose to accept.
- 11.4 The funds will be paid directly to parish and town councils and can be used to back the community's priorities for infrastructure developments. Places without a neighbourhood development plan will receive a capped 15% share of the levy revenue arising from development in its area.

12. Equality and Human Rights

- 12.1 In order to fulfil the requirements of S149 of the Equality Act 2010, an Equality Impact Assessment was completed in October 2010. This report shows that previous consultations have been conducted across the county and taken equality issues into consideration. The Equality Impact Assessment is being reviewed prior to the consultation commencing to ensure there is no potential for discrimination and that all appropriate opportunities will be

undertaken to advance equality and foster good relations.

13. Financial Implications

- 13.1 There is £16,500 identified in the Local Development Framework budget to undertake this consultation process.
- 13.2 The CIL legislation enables 5% of the levy to be used by the Council to administer the levy. The CIL guidance states that to assist the Council with initial set up costs the 5% administration charge can be used for the first three years retrospectively to fund the work that has been done in setting up the charging schedule e.g. viability evidence, consultation costs.

14. Legal Implications

- 14.1 The Plan has been prepared in full accordance with the appropriate regulations for plans of this type.
- 14.2 In a similar fashion the community infrastructure draft charging schedule has been prepared in accordance with the relevant legislation.
- 14.3 As set earlier in this report the recommended consultation exercise must comply with Regulation 18 of the 2012 Regulations. All the evidence suggests that the proposed forthcoming exercise will be compliant with these regulations.

15. Risk Management

- 15.1 The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2012 and the National Planning Policy Framework, highlight the need for public consultation particularly where new evidence or emerging policy has significantly changed. A detailed consultation process will assist in ensuring the soundness of the Core Strategy.

16. Consultees

- 16.1 There has been extensive engagement and consultation in recent months with key agencies involved in the key outstanding issues.
- 16.2 The nature of the process will involve extensive engagement with local people, interest groups and statutory agencies during the consultation period.
- 16.3 The General Overview and Scrutiny Committee considered this matter at its meeting of 11 February 2013 and its recommendations will be circulated at the meeting. The Chairman of the Committee will formally present them.

17. Appendices

- 17.1 Appendix A – The Consultation Programme

Appendix B - Herefordshire Local Plan Core Strategy 2011 – 2031 (draft)

Appendix C - Community Infrastructure Levy Preliminary Draft Charging Schedule

18. Background Papers

18.1 None