

**Chief Executive's Office**

Chief Executive: N.M. Pringle

**To: All Members of Cabinet:  
R.J. Phillips (Leader)  
G.V. Hyde (Deputy Leader)  
Mrs. L.O. Barnett  
P.J. Edwards  
Mrs. J.P. French  
J.C. Mayson  
D.W. Rule MBE  
R.V. Stockton  
D.B. Wilcox  
R.M. Wilson**

Your Ref:

Our Ref: NMP/CD

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17th March, 2004

Dear Councillor,

**MEETING OF CABINET  
THURSDAY, 18TH MARCH, 2004 AT 2.15 P.M.  
COUNCIL CHAMBER, BROCKINGTON, 35 HAFOD ROAD, HEREFORD**

**AGENDA (03/25)**

**1. APOLOGIES FOR ABSENCE**

To receive any apologies for absence.

**2. DECLARATIONS OF INTEREST**

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

**3. REVENUE BUDGET MONITORING 2003/04**

To note the position with regard to revenue budget monitoring for Programme Areas in 2003/04. *(Pages 1 - 8)*

**4. CAPITAL PROGRAMME MONITORING 2003/04**

To note the Capital Programme forecast for 2003/04. *(Pages 9 - 18)*

**5. PUBLIC SERVICE AGREEMENT UPDATE**

To note the latest performance against the Local Public Service Agreement (LPSA) targets and receive an update to the second round of LPSAs to be negotiated with the Government. *(Pages 19 - 42)*

**6. YOUTH JUSTICE PLAN**

To endorse the Youth Justice Plan for approval by Council at its meeting on 21st May, 2004. *(Pages 43 - 96)*

**7. DISABILITY SCHEME**

To consider the Council's adoption of a Disability Scheme and Indicative Action Plan. *(Pages 97 - 134)*

**8. IMPLEMENTATION OF THE FREEDOM OF INFORMATION ACT**

To approve the approach to preparation for the implementation of the Freedom of Information (FOI) Act within Herefordshire Council. *(Pages 135 - 138)*

**9. CITIZENSHIP CEREMONIES**

To note the new regulations and requirements relating to Citizenship Ceremonies and of proposed new services to be provided by the Herefordshire Registration Service. *(Pages 139 - 142)*

**EXCLUSION OF THE PUBLIC AND PRESS**

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

**RECOMMENDATION:**

**That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Schedule 12(A) of the LG Act 1972 as indicated below.**

**10. BROADBAND - STATE AID**

To authorise the notification of the Broadband for Herefordshire Project to the European Commission, requesting confirmation that the Project does not infringe rules against state aid. *(Report to follow)*

This item discloses any instructions to counsel and any opinion of counsel (whether or not in connection with any proceedings) and any advice received, information obtained or action to be taken in connection with –

- a) any legal proceedings by or against the authority, or
- b) the determination of any matter affecting the authority (whether, in either case, proceedings have been commenced or are in contemplation)

## 11. WHITECROSS HIGH SCHOOL

To approve the selection of the preferred bidder to replace Whitecross High School in a 25-year PFI contract and authorise further negotiations with that preferred bidder. *(Pages 143 - 156)*

**This item discloses the amount of any expenditure proposed to be incurred by the authority under any particular contract for the acquisition of property or the supply of goods or services.**

## 12. EXTRA CARE

To make a decision regarding the approach to be taken to the disposal of the former nursery site, Ledbury Road, Hereford for the purposes of Extra Care Housing. *(Report to follow)*  
*(Pages 157 - 160)*

This item discloses the amount of any expenditure proposed to be incurred by the authority under any particular contract for the acquisition of property or the supply of goods or services.

Yours sincerely,



**N.M. PRINGLE**  
**CHIEF EXECUTIVE**

Copies to: Chairman of the Council  
Chairman of Strategic Monitoring Committee  
Vice-Chairman of Strategic Monitoring Committee  
Chairmen of Scrutiny Committees  
Group Leaders  
Directors  
County Secretary and Solicitor  
County Treasurer



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- Inspect minutes of the Council and all Committees and Sub-Committees and written statements of decisions taken by the Cabinet or individual Cabinet Members for up to six years following a meeting.
- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
- Access to a public Register stating the names, addresses and wards of all Councillors with details of the membership of the Cabinet, of all Committees and Sub-Committees.
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# **COUNTY OF HEREFORDSHIRE DISTRICT COUNCIL**

**BROCKINGTON, 35 HAFOD ROAD, HEREFORD.**

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In the event of a fire or emergency the alarm bell will ring continuously.

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## REVENUE BUDGET MONITORING 2003/04

### PROGRAMME AREA RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE

**CABINET**

**18TH MARCH 2004**

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#### **Wards Affected**

County-wide

#### **Purpose**

To note the position with regard to revenue budget monitoring for Programme Areas in 2003/04.

#### **Key Decision**

This is not a Key Decision

#### **Recommendation**

**THAT** the report be noted.

#### **Reasons**

Reports are regularly presented to Cabinet as part of the Council's Performance Management arrangements. Cabinet Members will discuss the individual Programme Area figures with their Directors and Departmental Managers as appropriate.

#### **Considerations**

1. Appendix 1 shows the details of the spending as at 31st January 2004 for each Programme Area, together with the projected outturn for 2003/04.
2. The budgets shown for 2003/04 include the final carry forwards from 2002/03.

#### **Education**

3. A very large proportion of the Education budget is delegated to schools. Any underspendings, or indeed overspendings should they occur, in the schools budgets will automatically be carried forward into next year under the statutory arrangements for delegation to schools.
4. It is expected that the net expenditure on the non-schools budgets will show a small underspending of approximately £200,000 during 2003/04.

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Further information on the subject of this report is available from David Keetch, Assistant County Treasurer on (01432) 260227

5. The net underspending takes into account a number of variations including increased spending on fees for S.E.N placements in independent schools reflecting both more placements and increased fee levels, and a projected underspending of £200,000 on home to school transport. A great deal of work has been undertaken to reduce costs in this area by making routing more efficient and making other changes where appropriate.

### **Policy and Finance General**

6. The shortfall of income from Land Charges is now estimated at £70,000 for 2003/04. The recovery plan to deal with the increase in the use of personal searches has been successful in reducing the loss of income. The fees will be increased for 2004/05 to meet the cost of additional staff in the Environment Directorate (£40,000). The overall deficit for 2003/04 will be met from the Council's general reserves in line with current policy which treats Land Charges as a corporate item.
7. Spending on e-Modernisation continues to be low compared to the budget. An underspending of £544,000 is predicted although spending is accelerating. As sufficient external funding can be carried forward into 2004/05, the underspending is not a major concern in financial terms.
8. Some of the Treasurer's Department underspending brought forward from 2002/03 (£160,000) is expected to be carried forward in 2004/05 to help meet the cost of the new Revenues and Benefits systems etc.
9. Members' expenses will be overspent by approximately £37,000 primarily because of the need to fund the cost of the IT support costs for members' pc links and laptops. There has been a small saving in members' travelling and subsistence costs and training during 2003/04 which will meet some of this. A new Service Level Agreement for 2004/05 is being set up with ICT to contain these IT costs for the future.
10. Final figures for the cost of the 2003 Election indicate an overspending of £43,000 which will have to be met from reserves.
11. The additional costs of job evaluation, estimated to be at least £110,000 for the year, will also be met from reserves. In the case of the externalisation of Commercial Services (£115,000), these costs will be met from mobilisation payments received as a result of the transfer.
12. The latest report to the Combined Fire Authority indicated that a supplementary levy for constituent authorities would be necessary for 2003/04. The estimated share for Herefordshire Council would be approximately £150,000. A final decision will be taken at the Fire Authorities' February meeting. Any additional costs would be met from reserves.

## **Policy and Finance Property**

13. The projected overspend on Property has reduced by £56,000 to £701,000, including £524,000 brought forward from 2002/03. £379,000 of this overspend is the deficit on the Markets and Fairs budget. The capital investment in creating new car parking provision should increase income in total to reduce this deficit by between £80,000 and £100,000 per annum in future years. However, the income being received each month is only just beginning to build up.
14. In addition, the projected deficit on income from the Industrial Estate has fallen to £440,000. Income from shops transferred from Housing following the stock transfer will, however, produce a surplus of £100,000 in 2003/04.

## **Environment General**

15. Spending continues to be in line with the budget in overall terms. An overspending on the Waste Collection contract is expected because of the costs of indexing the contract but this is being largely offset by additional Trade Waste charges. The Travellers budget is likely to be overspent by around £20,000 although rental income is coming in more steadily this year. The income for Cemeteries and the Crematorium is expected to be approximately £70,000 above budget for the year.

## **Environment Regulatory**

16. Spending on Environment Regulatory is very much in line with the budget at present, with most services showing modest underspendings. An underspending of approximately £30,000 is predicted in total. Budget pressures are increasing in respect of Landfill and Contaminated Land and Licensing but these are currently being contained.

## **Planning**

17. The main variation is additional fee income received to date this year (£80,000). Difficulties in recruiting staff is producing staffing savings especially in building control (£50,000). In total, the estimated outturn suggests an underspending of around £130,000 during the year. The report anticipates that the Planning Development Grant of £320,000 will be fully committed although possibly not spent during 2003/04.

## **Social Care**

18. The projected year end position for Social Care is an over commitment of £221,000 after incorporating the 2002/03 overspend brought forward of £582,000.
19. The objective remains to balance the budget overall (including the 2002/03 overspend). The current position continues to show good progress against this objective. However, in light of the continuing financial risks within the budget a cautious but proactive approach has been taken.
20. There are risks in the children's services area from lack of capacity in the foster parents resource and the need to find other placements. There is also the imperative to improve the performance on delays for older people and intensive home care, which will remain challenging in terms of budget management. Financial risks of Free Nursing Care income and potential loss of income from Fairer Charging remain.

### **Strategic Housing**

21. The projected year-end position is an underspend of £90,000, after incorporating the 2002/03 underspend. It is not expected that there will be an underspend in future years. The reason for the expected underspend in this year is the time taken to review services and recruit to all posts within the new Strategic Housing function and also reflects the cautious approach taken to committing to expenditure in the first year following transfer. The risk area is spending on homelessness and although this is currently underspending, demand can increase on homelessness accommodation costs at short notice.

### **Social Development**

22. The most significant budget issue remaining is the expected overspend in 2003/04 of Parks and Countryside which is now estimated at £130,000. This has been reduced by meeting the overspending brought forward from 2002/03 out of the sums held in respect of open spaces commuted sums. This overspending is expected to be largely offset by an underspending on Youth of £120,000 due to staff vacancies and increased income from lettings.

### **Leisure Contracts**

23. The carried forward deficit position for Leisure contracts is being reduced through negotiations with Halo. It is anticipated the deficit will be cleared in full during 2004/05.

### **Economic Development**

24. An underspending of £120,000 is projected at present. Some of the carry forward underspends from 2002/03 have now been committed, however there will be some employee savings during 2003/04 due to staff turnover.

### **Financial Transactions**

25. Investment interest received and debit interest paid is currently expected to be £370,000 better than budgeted mainly owing to slippage of capital programme expenditure.

## **Conclusion**

The projected outturn for the year now shows a net underspending of £143,000. The position reflects an across the board improvement for most Programme Areas together with increased income from interest earned.

### **Revenue Reserves position as at 19th February 2004**

The estimated value of uncommitted reserves as at 31st March 2004 remains at £2,050,000. This takes account of a likely underspending on capital financing costs during the year and the final Herefordshire Commercial Services position, offset by potential call on reserves in relation to Land Charges etc. The figure also takes account of authorised approvals during the course of the financial year. The County Treasurer will advise further at the meeting.

## **Alternative Options**

There are no alternative options.

## **Consultees**

None identified.

## **Background Papers**

None identified.



## Summary Budget Monitoring Report 2003/04 - January 2004

Programme Area	Carry Forwards from 2002/03	Total 2003/04 Budget	Actuals to Period 10	Budgets to Period 10	Variance	Projected Out-turn	Projected Over/(Under-) Spending
	£000	£000	£000	£000	£000	£000	£000
Education	-927	77,875	58,016	64,896	6,880	77,675	-200
Social Care	582	32,681	29,850	27,020	-2,830	32,902	221
Policy and Finance - General	-1,232	21,312	35,619	37,018	1,399	21,089	-223
Policy and Finance - Property	524	1,344	837	969	132	2,045	701
Environment - General	-210	16,674	12,005	13,860	1,855	16,674	0
Environment - Regulatory	-10	2,276	1,707	1,897	190	2,246	-30
Environment - Planning		2,151	1,677	1,792	115	2,021	-130
Social Development	53	7,531	6,472	6,194	-278	7,541	10
Leisure Contract	138	-138	9	-124		-50	88
Economic Development	-150	2,229	1,405	1,858	453	2,109	-120
Housing	-191	1,406	193	895	702	1,316	-90
	-1,423	165,341	147,790	156,275	8,618	165,568	227
Financing adjustments etc	1,423	2,203	707	1,216	509	1,833	-370
	0	167,544	148,497	157,491	9,127	167,401	-143





# CAPITAL PROGRAMME MONITORING 2003/04 TO 31ST JANUARY 2004

## PROGRAMME AREA RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE

CABINET

18TH MARCH 2004

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### Wards Affected

County-wide.

### Purpose

To note the Capital Programme forecast for 2003/04.

### Key Decision

This is not a Key Decision.

### Recommendation

**THAT the position be noted.**

### Reasons

Report for noting only.

### Considerations

1. This is the third round of the 2003/04 capital monitoring process. The purpose of this monitoring exercise is to update the original budget position as at 31st January to highlight and manage any slippages or overspends.

### Overview

2. The revised forecast for 2003/04 as at 31st January totals £32,126,000 (excluding LSVT costs). This is a decrease of £2,606,000 from the previous round of capital monitoring on 31st October, mainly owing to forecast spend decreases on Social and Economic Development which are explained later. This programme is funded as detailed in Appendix 1.
3. Actual spend in the first ten months at £19,258,000 was 60% of the revised forecast. This excludes unposted commitments of £4,268,000, which would increase committed spend to 73% of the revised forecast. A summary of the programme expenditure for each area is set out on Appendix 2.
4. Set out in Appendix 3 is a list of all capital schemes with a budget in excess of £500,000.

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Further information on the subject of this report is available from  
Josie Smith, Accountant – Capital and VAT Services, on ( 01432) 261867

## **Capital Programme Areas**

### **Education**

5. Forecast spend has not changed in this round of capital monitoring. Actual spend to date represents 55% of the forecast spend. This increases to 64% including commitments. There is potential to purchase the site for the Whitecross School before the financial year-end to help ensure no conditional funding is lost.

### **Social Care**

6. There have been no changes to the forecast capital expenditure on Social Care. Actual spend represents 70% of the budget; committed spend reflects 72% of the total budget.

### **Property**

7. The forecast spend has increased by £159,000. £120,000 of this relates to the Leominster Bus Station Toilet Refurbishment, funded by Basic Credit Approval (BCA) which was previously reported under Environment General.

### **Policy and Finance**

8. The forecast spend has decreased by £29,000 owing to decreased commitments on the CCTV capital scheme and Info in Bromyard actual spend slipping into 2004/05. The Reducing Crime Initiative has overspent by £5,000, which is temporarily funded from corporate reserves until new sources of funding are identified.
9. Actual spend is 67%. However, commitments on Info in Bromyard capital scheme increases committed spend to 96% of the budget.

### **eModernisation Programme**

10. The forecast for this area has increased by £19,000. This is mainly owing to the capital grant funded 'Encompassing Single Assessment for Older People and Supporting People' scheme being increased to £177,000, as this is now forecast to be spent in this financial year.
11. The flexible working pilot has been delayed further so the budget of £120,000, which was to be funded by BCA, is now showing in 2004/05.
12. Only 52% of the budget has been spent to date as a result of various delays.

### **Environment General**

13. The forecast has decreased by £52,000 mainly owing to slippage on the Friar St capital scheme into 2004/05. Slippage on the Transport elements in the LTP from this financial year into 2004/05 is to be used to fund Highway elements in relation to achievable road schemes. There will be no impact, however, on the original allocations in programme areas, such as local safety schemes, despite underspends this year.

14. Spend to date represents only 63% of the total budget, while committed spend represents 79% of the total budget. This means that a large amount of programmed highways works is yet to be committed, undertaken and charged before the year-end. No conditional resources are expected to be lost despite continuing concerns over the delivery of the LTP programme for the year. Assurances have been received that the spending targets in this area will be achieved.

### **Social Development**

15. The forecast has decreased by £667,000 owing to reductions in anticipated spend.
16. The Friar Street Museum Resource and Learning Centre capital project is due to start in January. The forecast for this year has decreased by £442,000 as actual spend will fall into 2004/05. There are three phases, with the first phase due to be completed in September. Phases 2 and 3 are dependent on lottery funding and prudential borrowing.
17. The Aylestone Hill Park amenity area forecast spend for this year has decreased by £123,000. The project has encountered various problems, such as a change in lead consultant and access road delays. The scope of this development is currently under review.
18. The Castle Pool forecast spend for this year has decreased by £73,000 because of issues surrounding the ecology of the pool delaying progress. This will be spent in 2004/05.
19. Actual spend to date represents 64% of the revised forecast. This programme area remains unfunded by £101,000 owing to a brought-forward overspend. Anticipated capital receipts will be used to repay the temporary funding from the corporate capital receipts reserve.

### **Economic Development**

20. The forecast spend for this area has decreased by £1,303,000. This is mainly owing to the Herefordshire Strategic Regeneration Package - Rotherwas Match funding scheme. This budget relates to developing a variety of workspace schemes, transport improvements and business assistance; a mixture of revenue and capital spend. This is to be funded through grant funding from Objective 2, Rural Regeneration Zone and Single Regeneration Budget. The budget has been decreased in line with a recent claim for grant payment. This project is expected to carry on into 2004/05.
21. Actual spend represents 65% of the revised forecast.

## Strategic Housing

22. Forecasts have been reduced to reflect anticipated spend. The savings will be put back into the Strategic Housing capital receipts reserve to meet future commitments.

### Change in Budget £'000

- Learning Disability Development Fund budget has been moved to 2004/05 owing to delays on purchasing a relevant site for adaptation for accommodation for people living with carers. (240)
- Social Housing Grants budgeted spend has decreased owing to a cautious approach to placement following the abolition of the LASHG Grant. (838)
- Other Budget changes of less than £100,000 each 151

Decrease in Strategic Housing capital budget (927)

23. Actual spend remains low for the first nine months of the year at 41% of the revised forecast. Many schemes are committed to being spent with billing due to start in the near future.

## Housing Revenue Account

24. The budget has decreased by £2,507,000 following the year-end audit, concluding that the LSVT levy cost should be charged in the year of transfer, 2002/03, rather than the year of payment to ODPM.

## Plough Lane Accommodation

25. This budget is in relation to hardware and network IT infrastructure costs incurred in relation to the movement of some members of staff to accommodation at Plough Lane. The costs are being funded from the corporate capital receipt reserve until anticipated capital receipts resulting from property disposals are realised.

## Capital Receipts

26. Appendix 4 gives a summary of the capital receipts received and anticipated for 2003/04.

## Conclusion

The total predicted underspend on Basic Credit Approval funded capital schemes is £341,000. This can be managed by the swapping of financing resources through the capital receipts reserve. The current capital monitoring forecast, therefore, is that no conditional resources will be lost.

The monitoring arrangements in place for the capital programme continue to identify improvements in its overall management.

## **Alternative Options**

There are no alternative options.

## **Consultees**

Not applicable.

## **Risk Management**

Capital monitoring is in itself is an integral part of risk management. The potential loss of conditional resources is identified and adjustments are made accordingly.

## **Background Papers**

None identified.



**APPENDIX 1**

**FUNDING OF REVISED 2003/04 CAPITAL PROGRAMME**

<b>Capital Programme Area</b>	<b>2003/04 Revised Forecast 31/01/04</b>	<b>Credit Approvals</b>	<b>Grants</b>	<b>Revenue Contribution</b>	<b>Capital Receipts Reserves</b>	<b>Unfunded</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<i>Education Capital schemes</i>	5,433	3,409	2,455	-	(431)	-
<i>Local Public Service Agreement schemes</i>	37	-	37	-	-	-
<i>Education Inspectorate schemes</i>	2,296	-	1,258	1,038	-	-
<i>Sure Start schemes</i>	430	-	430	-	-	-
<b>Total Education</b>	<b>8,196</b>	<b>3,409</b>	<b>4,180</b>	<b>1,038</b>	<b>(431)</b>	<b>-</b>
Social Care	411	215	196	-	-	-
P&F – Property	1,578	359	1,092	10	118	-
P&F – General	1,021	820	188	23	(15)	5
P&F – eModernisation	1,087	395	692	-	-	-
Environment General	10,668	9,711	593	-	284	80
Social Development	329	153	117	76	(118)	101
Economic Development	4,737	1,059	3,683	-	(5)	-
Strategic Housing	3,905	1,500	236	-	2,169	-
Plough Lane Accommodation	194	-	-	-	194	-
<b>Revised Forecast</b>	<b>32,126</b>	<b>17,621</b>	<b>10,977</b>	<b>1,147</b>	<b>2,196</b>	<b>186</b>
Housing Revenue Account	1,267	-	-	-	1,267	-
<b>Total Revised Forecast</b>	<b>33,393</b>	<b>17,621</b>	<b>10,977</b>	<b>1,147</b>	<b>3,463</b>	<b>186</b>
<b>Revised Forecast 31/10/03</b>	<b>38,506</b>	<b>17,991</b>	<b>13,421</b>	<b>1,124</b>	<b>5,809</b>	<b>161</b>
<b>Change from revised forecast 31/10/03</b>	<b>(5,113)</b>	<b>(370)</b>	<b>(2,444)</b>	<b>23</b>	<b>(2,346)</b>	<b>25</b>

<b>Original budget</b>	<b>35,172</b>	<b>18,004</b>	<b>9,792</b>	<b>1,084</b>	<b>6,106</b>	<b>186</b>
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## APPENDIX 2

### CAPITAL EXPENDITURE BY PROGRAMME AREA

	Outturn	Original Budget	Revised Forecast 31/10/03	Revised Forecast 31/01/04	Change from previous forecast	Actual spend at 31/01/04	Actuals as a % of the revised forecast
Programme area	2002/03	2003/04	2003/04	2003/04	2003/04	2003/04	
	£'000	£'000	£'000	£'000	£'000	£'000	%
Education	5,761	7,747	8,196	8,196	-	4,496	55%
Social Care	618	300	411	411	-	288	70%
P&F – Property	865	837	1,419	1,578	159	1,418	90%
P&F – General	320	1,047	1,050	1,021	(29)	679	67%
P&F – eModernisation	968	1,216	1,068	1,087	19	560	52%
Environment Planning	4	-	-	-	-	-	-
Environment General	9,745	10,501	10,720	10,668	(52)	6,672	63%
Social Development	873	995	996	329	(667)	210	64%
Economic Development	849	3,656	6,040	4,737	(1,303)	3,102	65%
Strategic Housing	3,687	5,494	4,832	3,905	(927)	1,613	41%
HCS	66	-	-	-	-	-	-
Joint Finance	1,358	-	-	-	-	50	N/a
Plough Lane Accommodation	-	-	-	194	194	91	47%
<b>Outturn</b>	<b>25,114</b>	<b>31,793</b>	<b>34,732</b>	<b>32,126</b>	<b>(2,606)</b>	<b>19,179</b>	<b>60%</b>
Housing Revenue Account	7,030	3,379	3,774	1,267	(2,507)	79	6%
<b>Total Outturn</b>	<b>32,144</b>	<b>35,172</b>	<b>38,506</b>	<b>33,393</b>	<b>(5,113)</b>	<b>19,258</b>	<b>58%</b>



## APPENDIX 3

### MAIN CAPITAL SCHEMES OF REVISED 2003/04 CAPITAL PROGRAMME

Capital Programme Area	Schemes with a Revised Forecast >£500,000
	£'000
<b>Education schemes:</b>	
John Masefield High – 6 <sup>th</sup> Form block	776
St David's PRU – refurbishment of John Venn Unit	500
Marlbrook Early Excellence Centre – new building	734
National Grid for Learning various schemes	2,096
New Deal for Schools condition property schemes	1,027
<b>P&amp;F Property:</b>	
Hillside Capital Scheme	1,092
<b>P&amp;F General schemes:</b>	
Info in Bromyard	752
<b>Environment General schemes:</b>	
Rural areas & market towns integrated transport strategy	522
Rural low floor bus project	1,267
Capitalised maintenance of principal roads	970
Capitalised maintenance of non-principal roads	3,210
Capitalised assessment & strength of bridges	1,895
<b>Economic Development schemes:</b>	
Leominster Industrial Estate Access Road	2,257
Herefordshire Strategic Regeneration Package – Rotherwas	1,181
<b>Strategic Housing schemes:</b>	
Social Housing Grants	1,662
<i>Other schemes less than £500,000</i>	<i>12,185</i>
<b>Revised Forecast</b>	<b>32,126</b>

APPENDIX 4

CAPITAL RECEIPTS FOR 2003/04

Sale Detail	Directorate Share	Directorate Share	Corporate Share	Total receipt
		£'000	£'000	£'000
<b>Received</b>				
Artic Circle	50% Economic Development	10	10	20
RTB Clawbacks (75% set aside)	100% HRA	29	-	29
RTB Discounts (75% set aside)	100% HRA	4	-	4
Improvement grants	100% Strategic Housing	13	-	13
1.5 acres of land at Fir Tree Lane	100% Corporate	-	18	18
Coldnose Road	100% Corporate	-	42	42
Receipts from re-organisation	100% Corporate	-	160	160
Eign Road Pupil Referral Unit	50% Education	60	60	120
Thursfields	50% Social Development	40	40	80
Leominster / Wigmore Magistrates Court	50% Property	116	115	231
<b>Sub Total</b>		<b>272</b>	<b>445</b>	<b>717</b>
<b>Anticipated</b>				
Various	50% Property	73	74	147
Various	50% Social Care	126	126	252
Various	50% Social Development	58	57	115
<b>Total</b>		<b>529</b>	<b>702</b>	<b>1,231</b>

# PUBLIC SERVICE AGREEMENT UPDATE

## PROGRAMME AREA RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE

CABINET

18TH MARCH 2004

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### Wards Affected

None.

### Purpose

To note the latest performance against the Local Public Service Agreement (LPSA) targets and receive an update to the second round of LPSAs to be negotiated with the Government.

### Key Decision

This is not a Key Decision.

### Recommendation

**That the report be noted.**

### Reasons

Members need to be regularly updated on the performance against the LPSA targets in order to agree any decisions required to be taken in service areas where performance is lower than expected.

### Considerations

1. This report is split into two parts, the first updating Cabinet on performance against the current LPSA and the second updating the progress made to negotiating the second round of LPSA due to start next year.

#### **Part 1: Performance Update**

2. Cabinet last received a performance update against the individual PSA targets in December. Appendix 1 contains the latest update and this has been provided in a graphical format so members can see more clearly where performance against each target is heading.
3. Previous Cabinet reports have highlighted concerns services have had in progressing towards targets where either statutory targets or definitions for performance indicators have changed. To this date the Council has had negligible success in re-defining some of the more problematic issues and the Office of the Deputy Prime Minister (ODPM) has maintained a rigid stance in line with the contents of the original agreement.

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Further information on the subject of this report is available from  
Andrew Tanner, Assistant County Treasurer, on (01432) 260162

4. Performance Reward Grant (PRG) is shared out equally amongst the sub-targets so if the Council is failing on one sub-target it will not jeopardise the success of others. PRG is only available having reached at least sixty per cent of the stretch in each target. As a reminder, the PRG is payable in two equal instalments in 2005 and 2006. The amount for each target is £272,000 adding up to a total amount available of £3,500,000. Where there are several indicators within each target, the PRG is split equally. Officers will continue to be mindful of those areas requiring marginal increases in resources to obtain the PRG. Many of the targets are on course to achieving a significant element of the PRG. It is difficult, however, to forecast the overall financial benefit to the authority as a majority of the targets are only measurable in the last year. Listed below are the targets which at this time have an element of certainty in their achievement.

*Targets which are highly likely to be met include:*

- Avoiding harm for older people.
- Deaths and injuries through accidental fire.
- Reducing vehicle crime and road accidents.
- Reducing absenteeism from school.
- Increasing electoral participation (already achieved).

*Targets which at this time are unlikely to be met include:*

- Domestic burglaries.
- GCSE attainment for children in care.
- Resettlement support for homeless households.

5. Overall there have been some significant gains for the Council and its partners through the LPSA process and it has provided a focus for successful partnership working leading to real performance improvement. There have also been lessons learnt from the first round, particularly in terms of clarity of target achievement with the ODPM, which will be important in the next round of negotiations.

## **Part 2: PSA - 2nd Generation**

6. Members were provided with details of the main changes for the second generation of LPSAs in the December report. To recap, the new agreements will be more focused on local issues with a strong evidential base required for improvement. To this extent, the Council has made some initial enquiries with some of our partners including the Learning and Skills Council, the Primary Care Trust and also the Government Office for the West Midlands (GOWM). These particular discussions have centred on formulating an agreement, which could in theory be very different to the current one, which is a prescribed structure from the Government. For example, the Council may wish to consider only a few targets related to some major themes or targets which have outcomes of a more long-term nature extending beyond three years.

7. In tandem with this more radical approach to the next round of LPSA negotiations, officers are also investigating potential targets from across all services within the Herefordshire Partnership. An introductory report will be considered by the Partnership Board at its meeting on 12th March. The product of this initial exercise will be a scoping document for initial discussion with the GOWM to assess its validity within the national LPSA process. More detailed work will then be carried out before Cabinet approval in early summer. The Council has elected for negotiation with the Government in the second tranche of local authorities in July.

## **Alternative Options**

Not applicable.

## **Risk Management**

Failure to reach the stretched targets will result in the loss of potentially significant Performance Reward Grant for the Council.

## **Consultees**

None identified.

## **Background Papers**

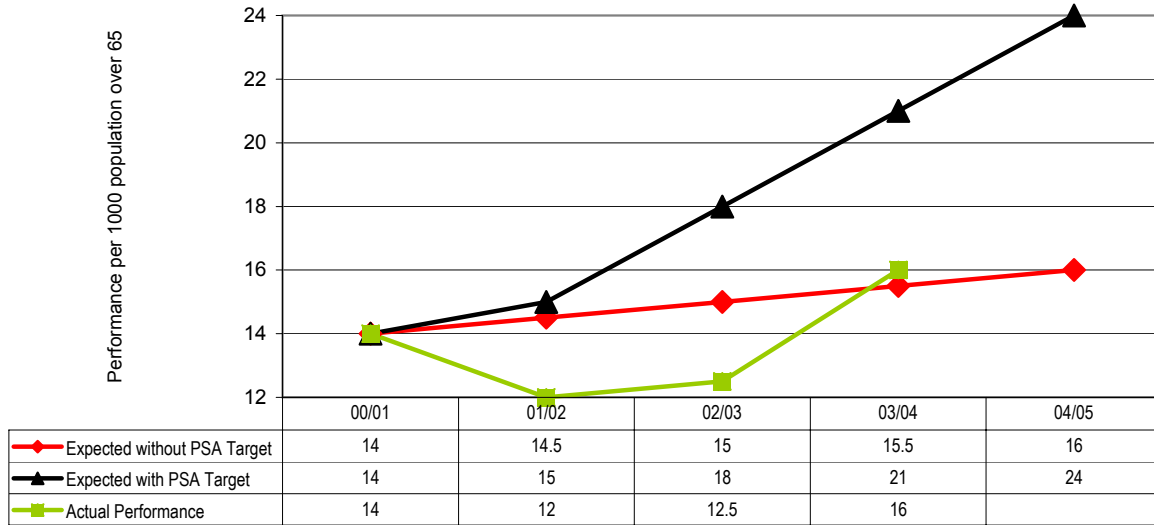
None identified.



# Target 1

Enabling older people to live as independently as possible in the community - by providing community services.

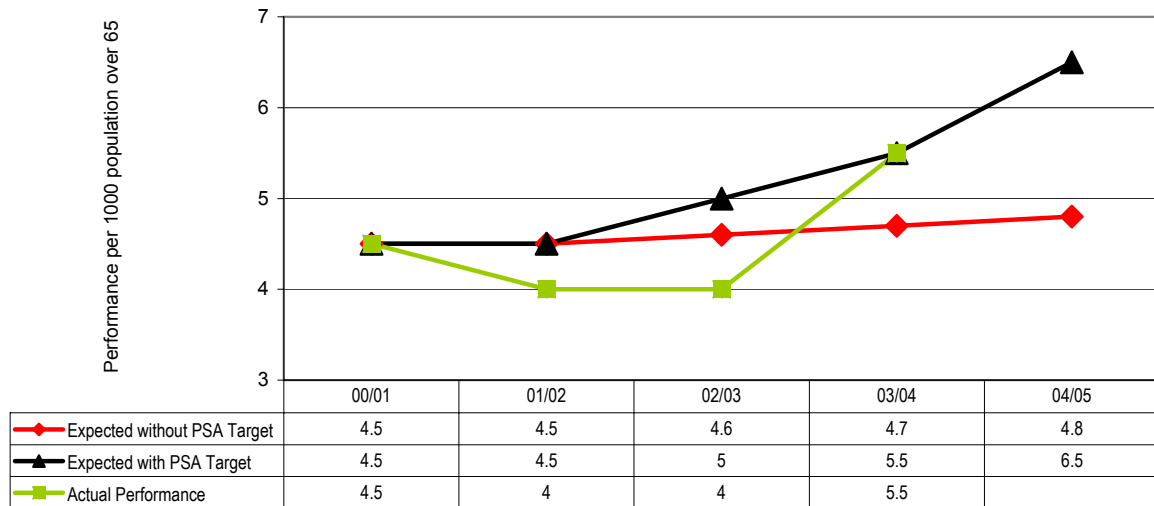
**Target 1.1 - PSS PAF Indicator B11**  
**Intensive Home Care as a proportion of intensive home care and residential care**



Report **Target 1.1** 😊

Feb-04 Progress is being made against this target by re-focusing in-house homecare to reablement and changes in contracting with the independent sector towards volume purchasing. This has diverted people from care homes and hospital to intensive home support.

**Target 1.2 - PSS PAF Indicator C28**  
**Intensive Home Care**



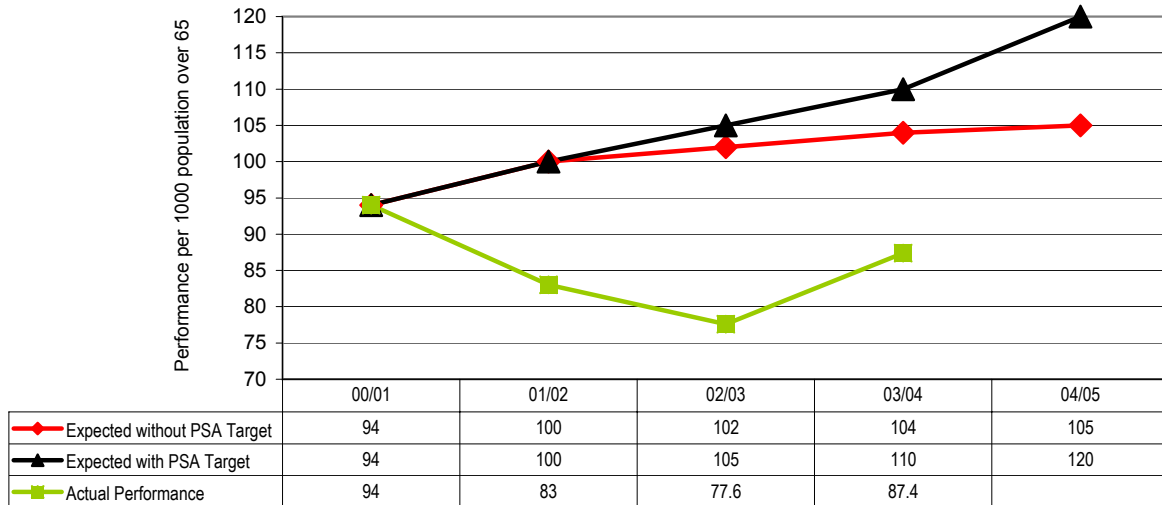
Report **Target 1.2** 😊

Feb-04 Progress is being made against this target by re-focusing in-house homecare to reablement and changes in contracting with the independent sector towards volume purchasing. This has diverted people from care homes and hospital to intensive home support.

# Target 1

Enabling older people to live as independently as possible in the community - by providing community services.

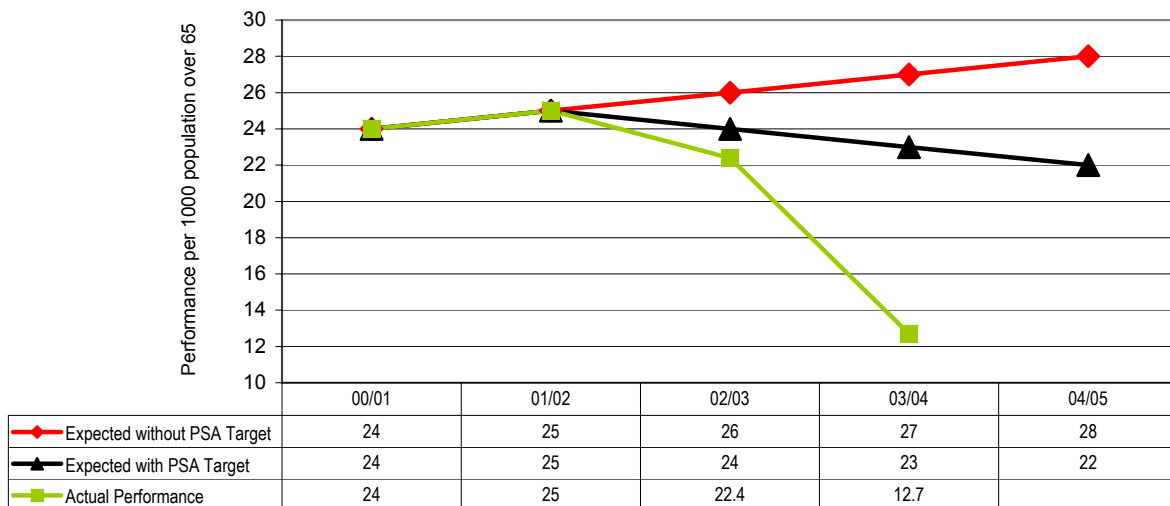
## Target 1.3 - PSS PAF Indicator C32 Older People helped to live at home



Report **Target 1.3** ☹️

Feb-04 Actual performance is below target at this time although a number of actions are actively being pursued including the piloting of the latest signposting/contact assessment form. The target is based around a partnership between Health; Social Care; Fire Service; Herefordshire Home Check and the Council's Welfare Rights Team through developing and improving the first level single assessment and benefits advice take up.

## Target 1.4 - PSS PAF Indicator C33 Avoidable harm for older people (falls and hypothermia)



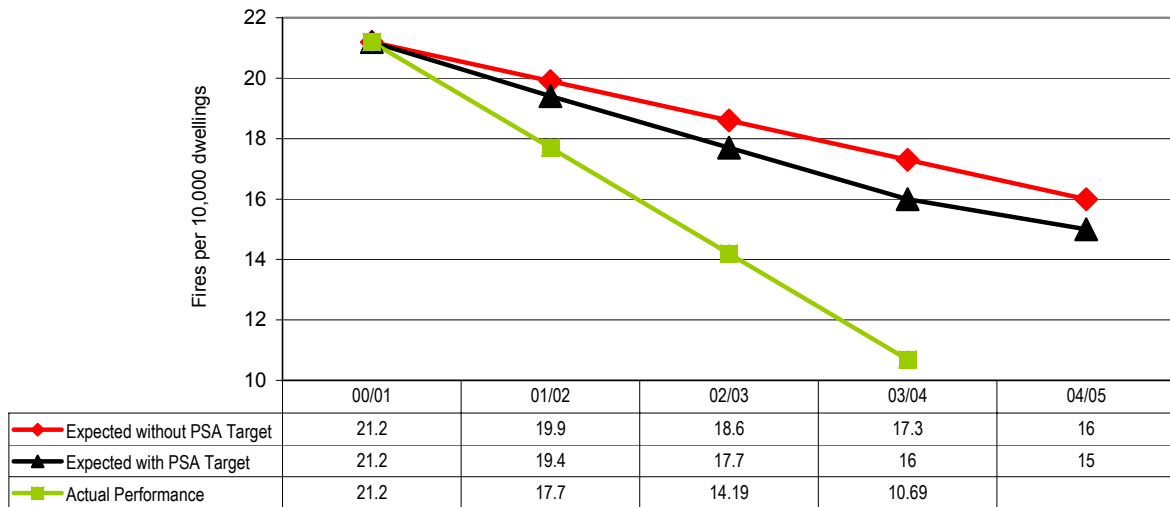
Report **Target 1.4** 😊😊

Feb-04 Performance on track to meet targets.

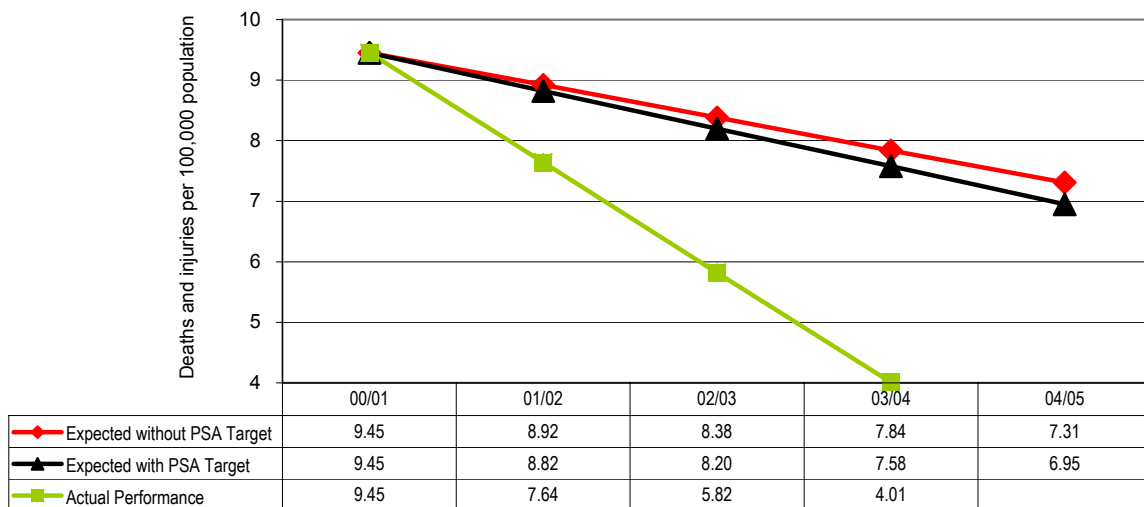


**Target 2**  
Improving Fire Safety

**Target 2.1 - BVPI 142iii**  
Fires per 10,000 dwellings



**Target 2.2 - BVPI 143i + 143ii**  
Deaths and injuries per 100,000 population

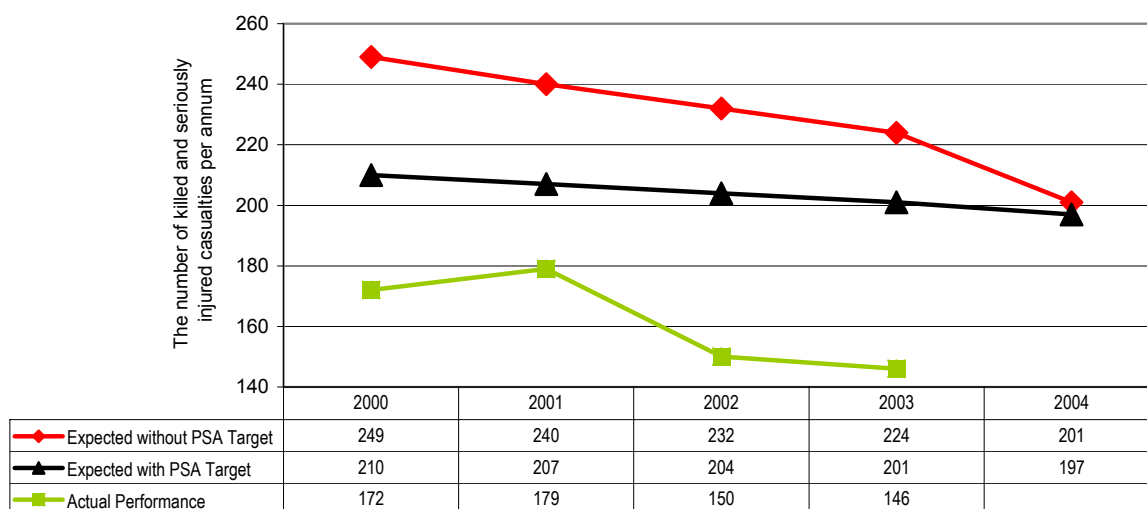


Report **Target 2.1 & 2.2** 😊😊

Feb-04 The Fire Authority continues to make excellent progress in reducing accidental dwelling fires and associated injuries through their frontline prevention initiatives such as Home Fire Safety Checks and the Schools Education Programme. It needs to be noted however that the LPSA performance is measured by performance in the final year solely and is therefore continues to be sensitive to major incidents.

### Target 3 Improving Road Safety

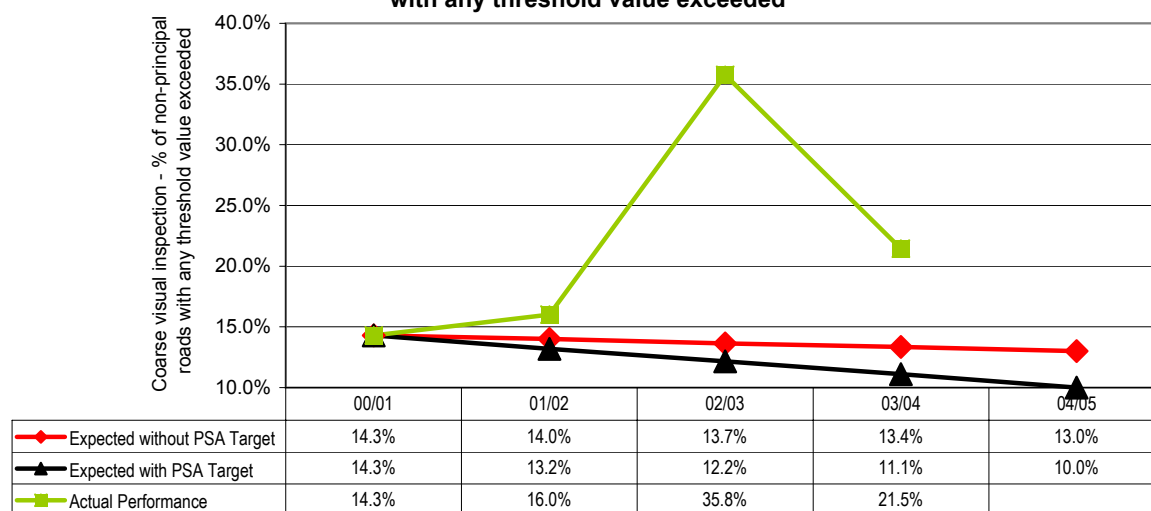
**Target 3.1 - STATS 19**  
The number of killed and seriously injured casualties per annum



Report **Target 3.1** 😊😊

Feb-04 LPSA performance is measured in the last year so sensitivity to major accidents is still a factor despite a significant reduction in numbers of accidents. Figures for 2003 are now available and demonstrate yet further reductions.

**Target 3.2 - BVPI 97 (a + b)**  
Coarse visual inspection (CVI) - % of non-principal roads with any threshold value exceeded

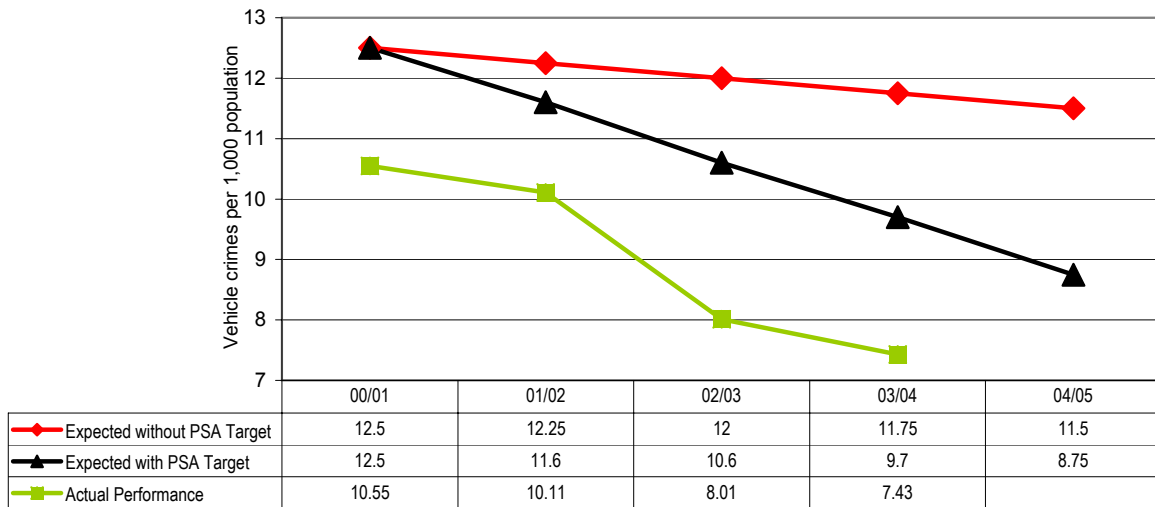


Report **Target 3.2** 😐

Feb-04 Previous years' figures do not provide a true comparison due to methodology changes. Recent data produced by CVI surveys demonstrate the importance of a targeted and successful maintenance programme this coming year in order to meet the LPSA target. The last CVI survey produced figures which we were surprised about and we have called in a second opinion for verification.

**Target 4**  
Reducing crime

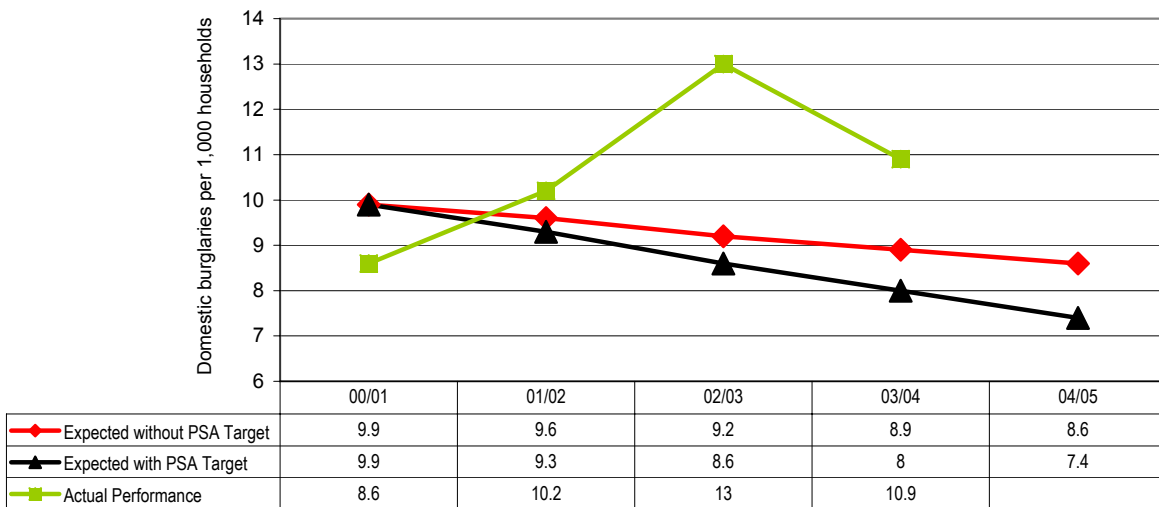
**Target 4.1**  
Vehicle crimes per 1,000 population



Report **Target 4.1** 😊😊

Feb-04 There continues to be a downward trend in vehicle crime as it is very difficult to break into modern cars and the LPSA target is very likely to be met.

**Target 4.2**  
Domestic burglaries per 1,000 households

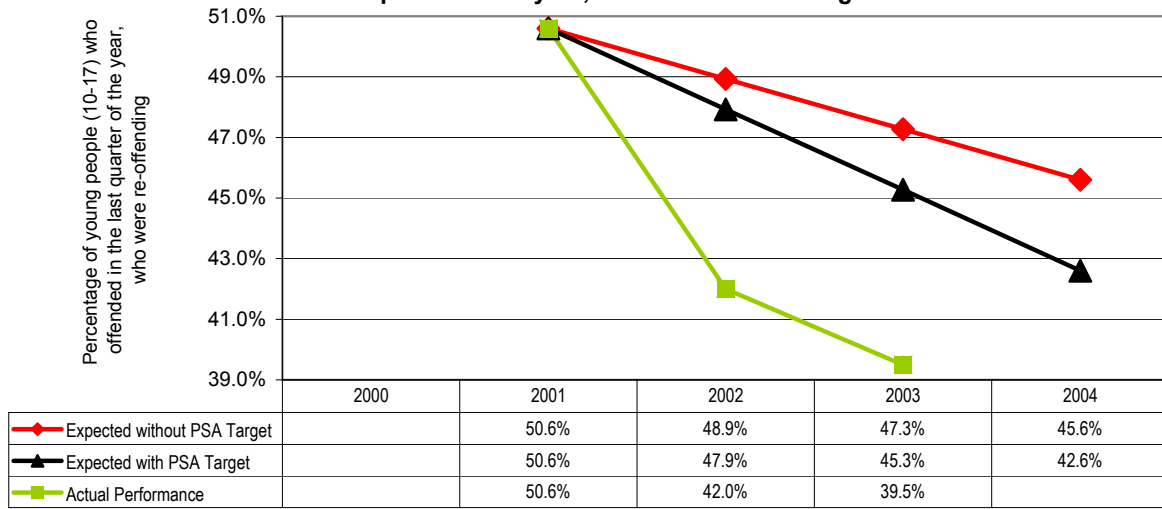


Report **Target 4.2** 😞😞

Feb-04 It is highly unlikely the burglary target will be met as thieves turn their attentions away from vehicles to dwellings despite recent performance improvements. The introduction of the National Crime Recording Standards in 2001 has not helped the target with the inclusion of attempted burglaries within incident recording.

**Target 4**  
Reducing crime

**Target 4.3 - Youth Justice Board indicator**  
**Percentage of young people (10-17) who offended in the last quarter of the year, who were re-offending**



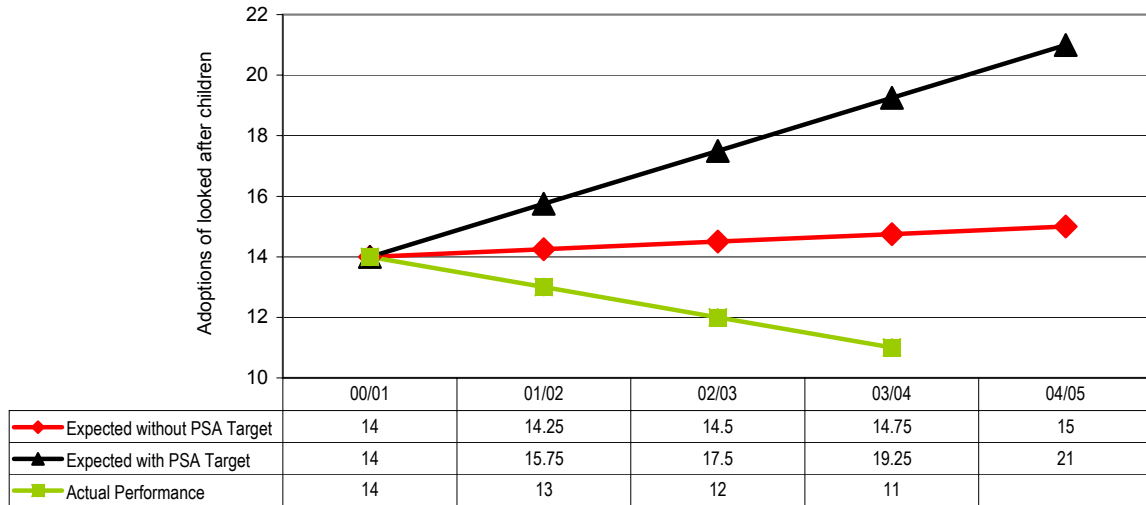
Report **Target 4.3** 😊

Feb-04 Performance continues to improve on reducing the rate of youth re-offending although the target is still sensitive to minor changes in trends. The 2003 figures are still provisional as final checks on Police National Computer records, for example, need to be carried out.

## Target 5

Improving the life chances for children in care by increasing the adoption rate

### Target 5.1 - PSS PAF Indicator C23 Adoptions of looked after children



Report **Target 5.1**

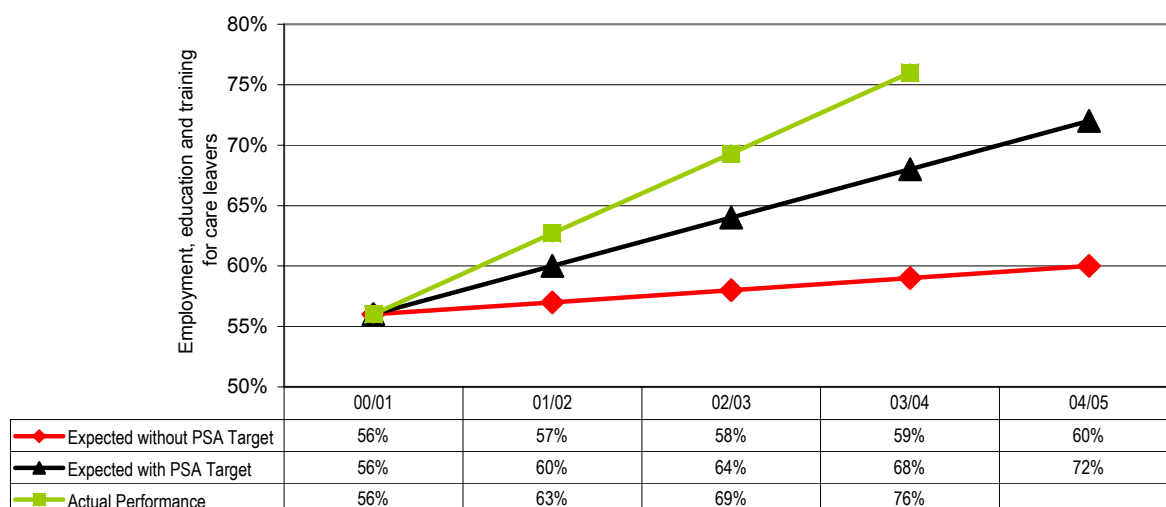


Feb-04 The last update highlighted the potential problem of the fixed numbers used in the LPSA target when those available for adoption have gone down. The pump priming grant is being used for pre and post adoptive support for potential adoptive parents.

## Target 6

Improving the life chances for children in care by improving their educational attainment

**Target 6.1 - PSS PAF Indicator A4**  
**Employment, education and training for care leavers**

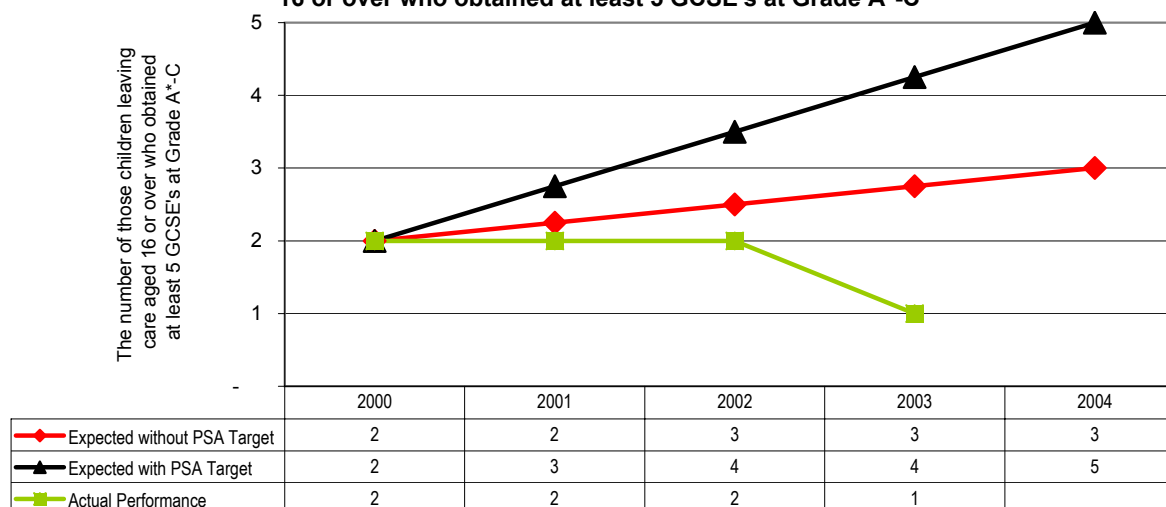


Report **Target 6.1**



Feb-04 Performance for 2003 is already above the final LPSA Target for 2004/05, however with a different cohort next year indications are at present that there is no guarantee that current performance can be maintained.

**Target 6.2 - Form OC1**  
**The number of those children leaving care aged 16 or over who obtained at least 5 GCSE's at Grade A\*-C**



Report **Target 6.2**

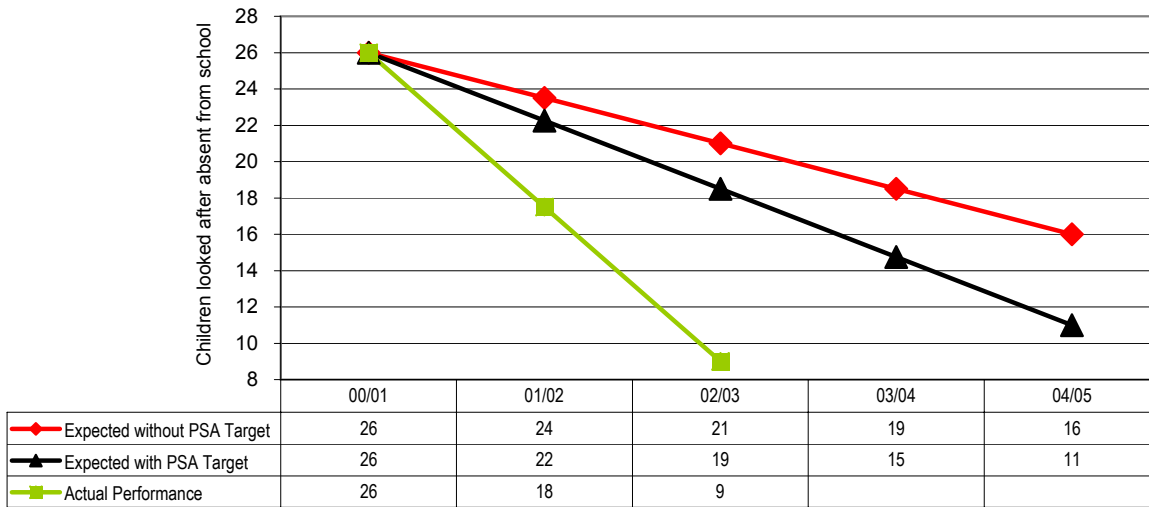


Feb-04 The target for March 2005 is 5 children leaving care to achieve 5 grades A-C at GCSE. This will be difficult to achieve in view of the uncertainty regarding this cohort. The methodology used in identifying the cohort has been challenged at the National Children's PAF indicator group to which we contribute. Only one student is expected to achieve the target (4%) as at March 2004. The Education Liaison team, partly responsible for this target, do not have influence over all the students as there is considerable movement in and out of the cohort. In 2003 a majority of the students had left school before the LPSA project work commenced.

## Target 6

Improving the life chances for children in care by improving their educational attainment

**Target 6.3 - PSS PAF Indicator C24**  
**Children looked after absent from school**



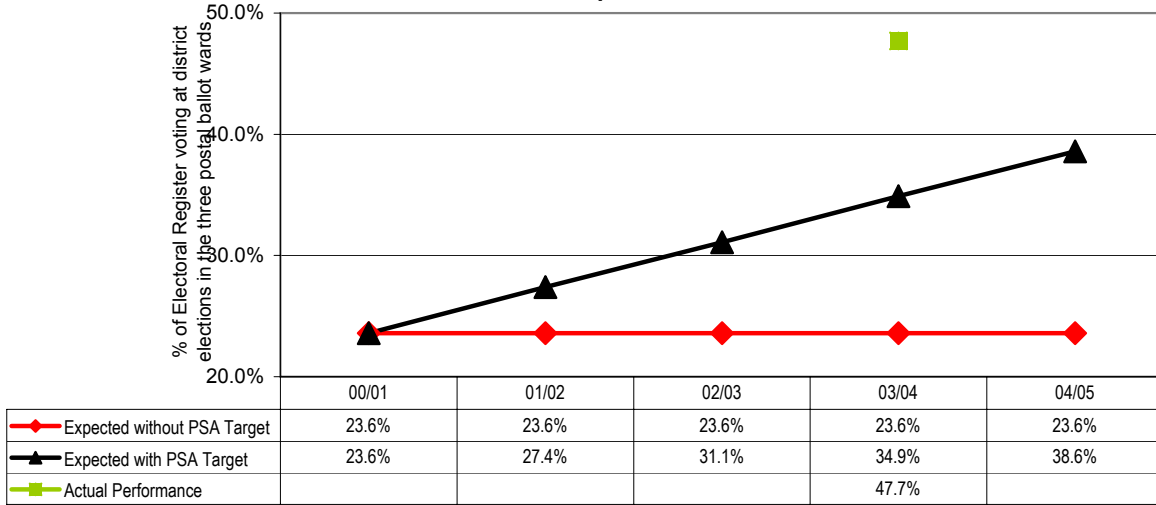
Report **Target 6.3** 😊😊

Feb-04 Performance for 2003 is already above the final LPSA Target for 2004 and measures are in place to manage and improve that performance.

## Target 7

### Increasing participation in democracy & local decision making

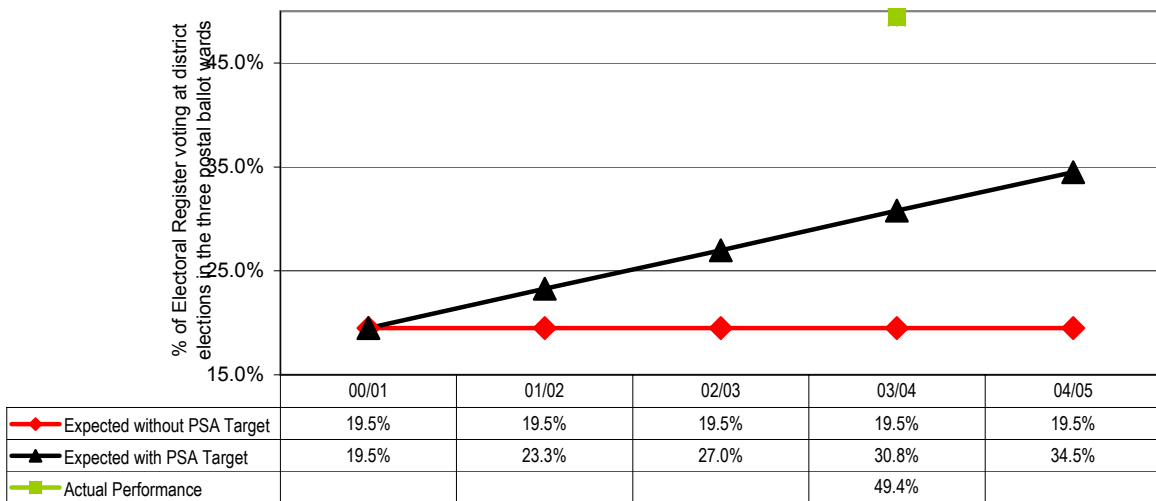
**Target 7.1 Belmont**  
 % of Electoral Register voting at district elections in the three postal ballot wards



Report **Target 7.1 Belmont** 😊😊

Feb-04 The electoral turnout targets have been achieved.

**Target 7.1 Holmer**  
 % of Electoral Register voting at district elections in the three postal ballot wards



Report **Target 7.1 Holmer** 😊😊

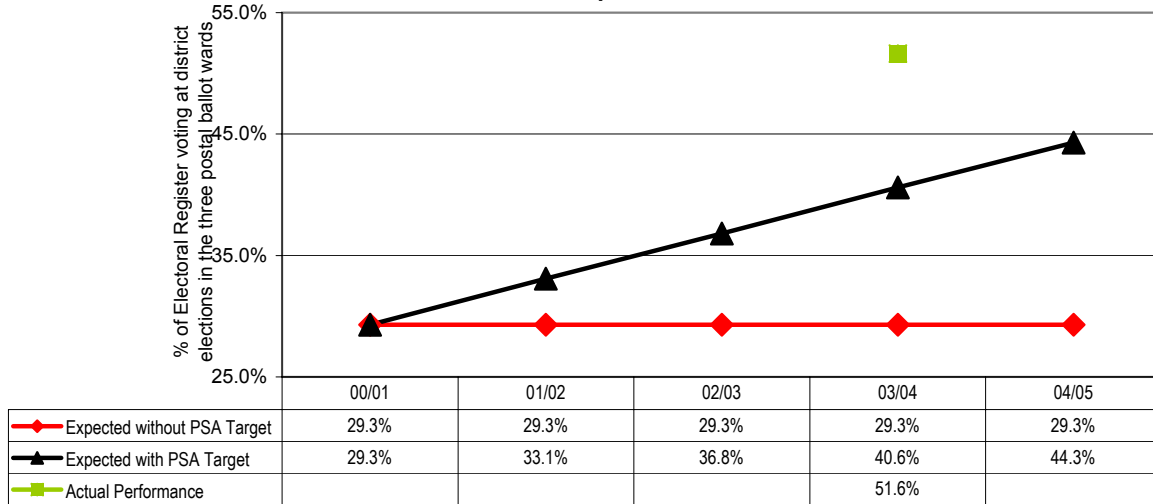
Feb-04 The electoral turnout targets have been achieved.




## Target 7

### Increasing participation in democracy & local decision making

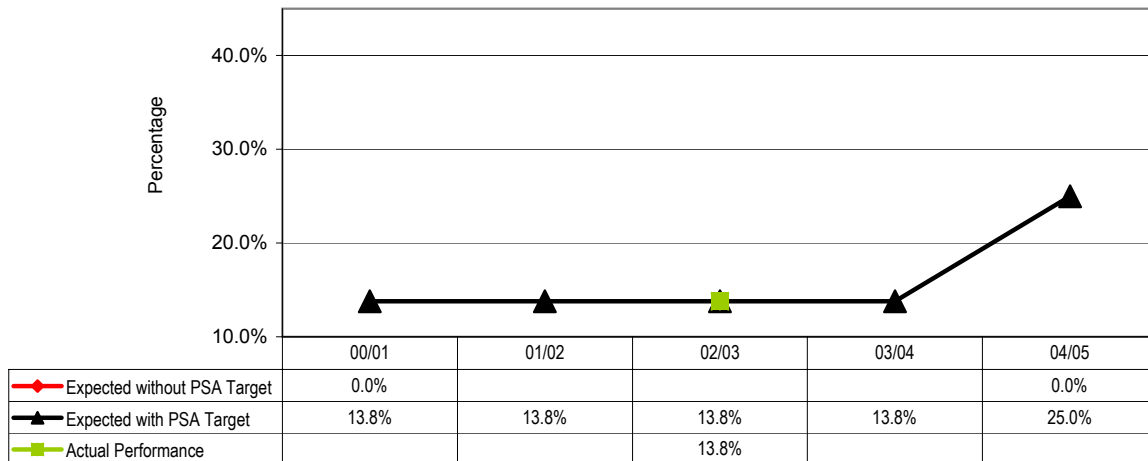
**Target 7.1 Ross**  
**% of Electoral Register voting at district elections in the three postal ballot wards**




Report **Target 7.1**   
**Ross**

Feb-04 The electoral turnout targets have been achieved.

**Target 7.2**  
**% of young people (13-19) surveyed answering positively "Do you feel the Council does enough to give young people the opportunity to influence important decisions?"**



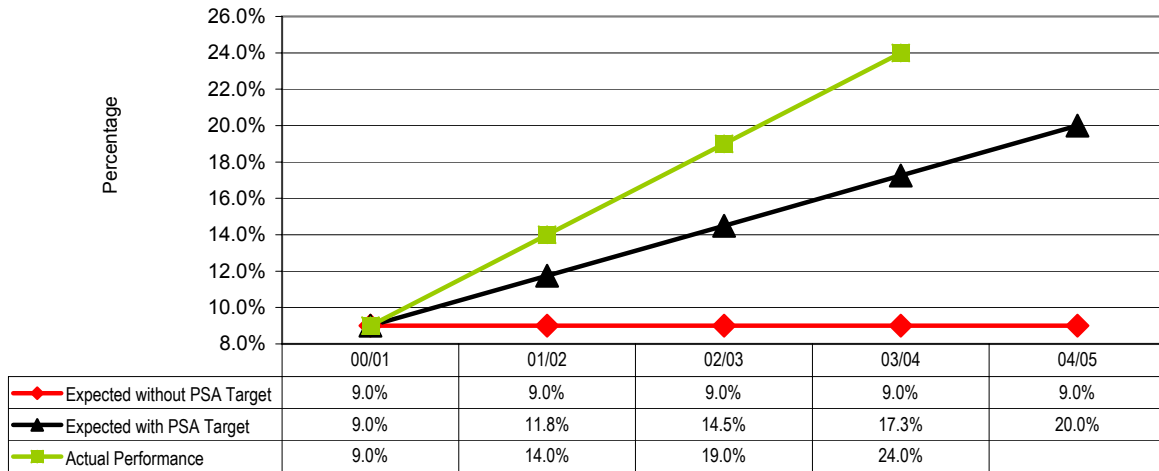
Report **Target 7.2** 

Feb-04 Historical information is not available to show a trend here with only the target for 2004/05 being set. The LPSA stretch needs to be at least 11 percentage points on the baseline survey which was carried out in 2002.

## Target 7

### Increasing participation in democracy & local decision making

**Target 7.3**  
**% of Citizens Panel respondents answering positively to "Do you feel the Council does enough to give local people the opportunity to influence important decisions?"**



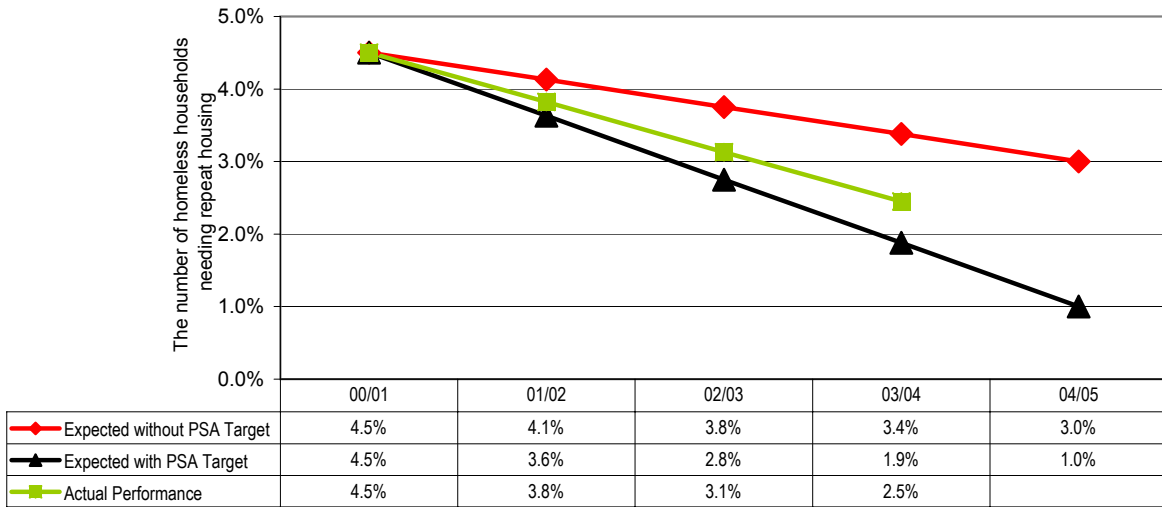
Report **Target 7.3** 😊😊

Feb-04 Performance trends for this consultation indicator suggest that we will comfortably achieve the target. Herefordshire Voice surveys are used for measuring performance.

## Target 8

### Improving resettlement support to homeless households

**Target 8**  
The number of homeless households needing repeat housing



Report **Target 8.1**



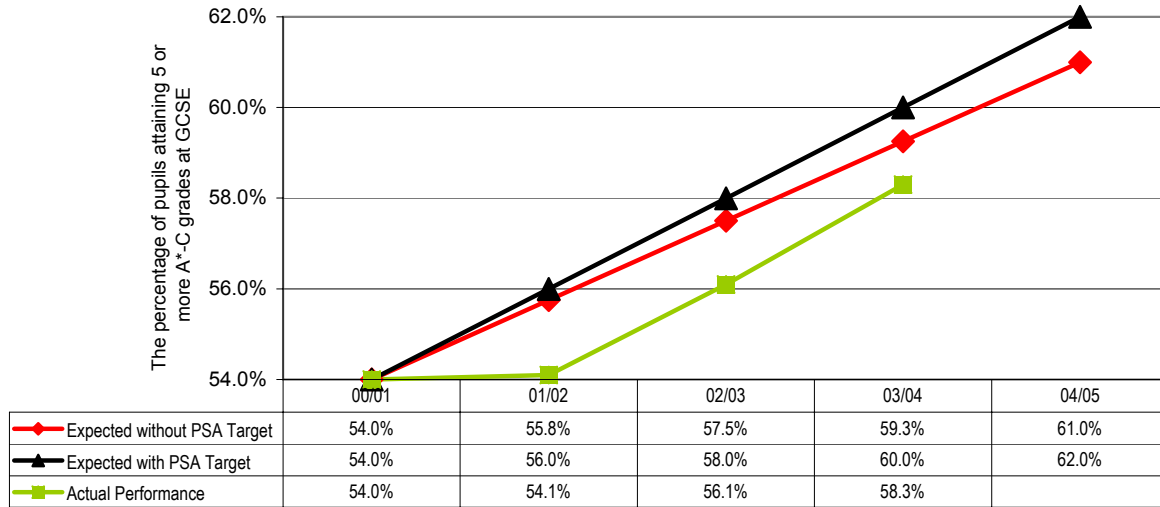
Feb-04 This target is unusual by the fact that it has a measurable output identified in the graph above which also has four conditions attached to it. There is a rigorous improvement plan in place to reach the resettlement target, however not only will this be difficult but also at least one of the conditions relating to satisfaction of service provided cannot in all reasonableness be achieved. There is also concern that the condition relating to non-use of B&B accommodation is unenforceable under the 2002 Homelessness Act.

## Target 9

### Improving the attainment level of pupils in Hereford

#### Target 9.1

#### The percentage of pupils attaining 5 or more A\*-C grades at GCSE



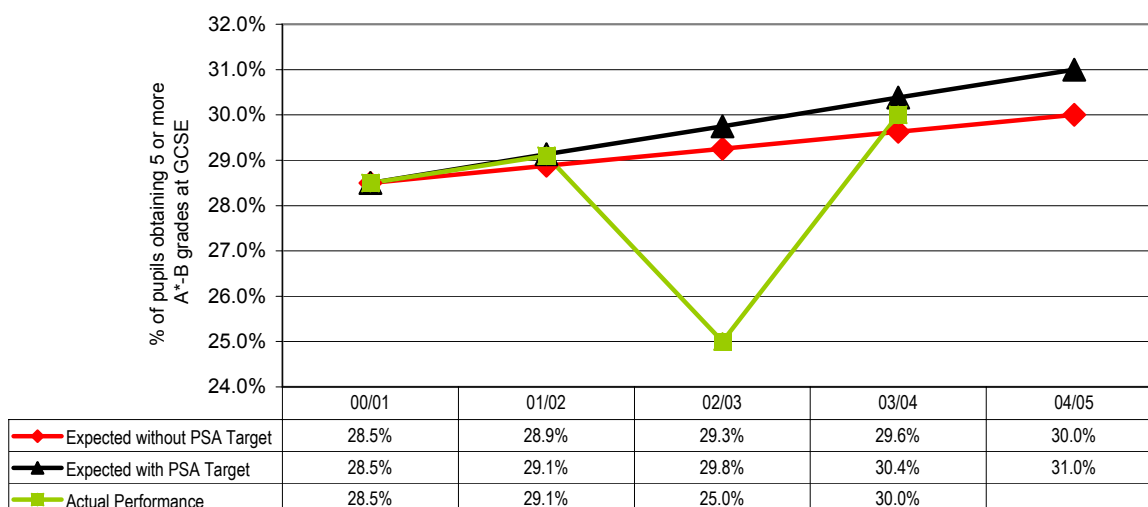
Report **Target 9.1** 😞

Feb-04 This target continues to be very challenging although performance continues to improve by around 2 percentage points each year.

## Target 10

Increasing the proportion of higher ability pupils obtaining 5 or more A\*-B grades at GCSE

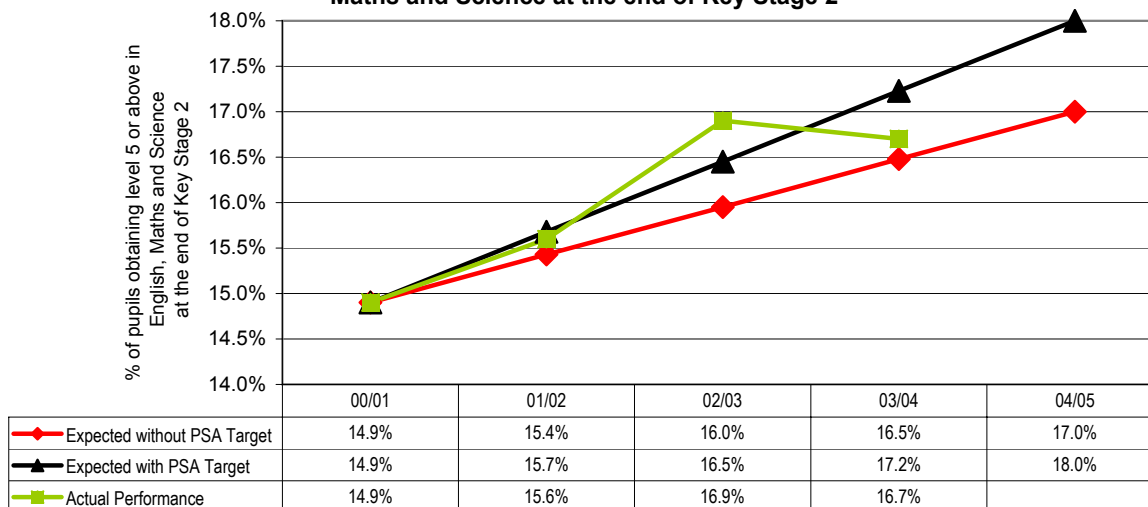
**Target 10.1**  
**% of pupils obtaining 5 or more A\*-B grades at GCSE**



Report **Target 10.1** 😊

Feb-04 The cohort of students taking GCSE exams next year performed particularly well in KS2 and KS3 exams and expectations are that the PSA target will be met.

**Target 10.2**  
**% of pupils obtaining level 5 or above in English, Maths and Science at the end of Key Stage 2**



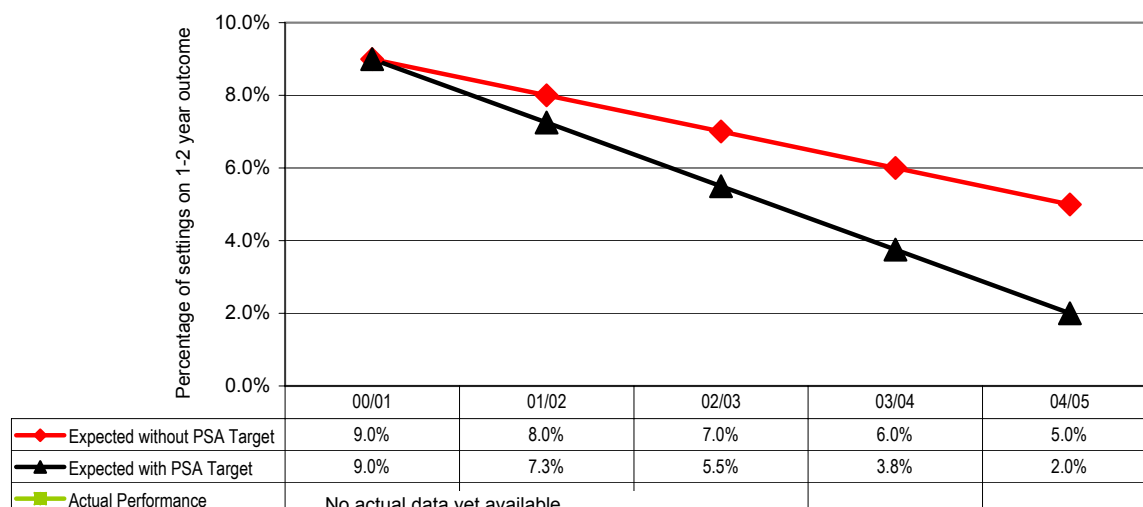
Report **Target 10.2** 😐

Feb-04 Expectations are improved by the cohort undertaking KS2 exams this year having performed well at KS1.

## Target 11

Improving the care and development of young children by enhancing the quality of education and care provision in all childcare and early years settings in the County

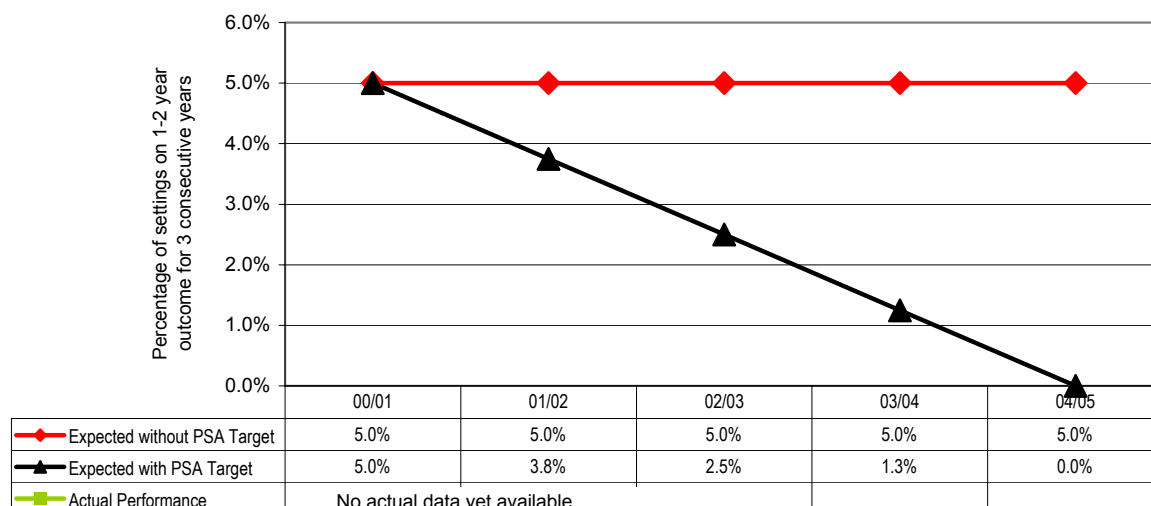
**Target 11.1**  
Percentage of settings on 1-2 year outcome



Report **Target 11.1** 😊

Feb-04 The current indications are that the first two sub-targets will be met, provided OFSTED carry out inspections of the groups in question in 2003/04, and no unexpected outcomes result.

**Target 11.2**  
Percentage of settings on 1-2 year outcome for 3 consecutive years



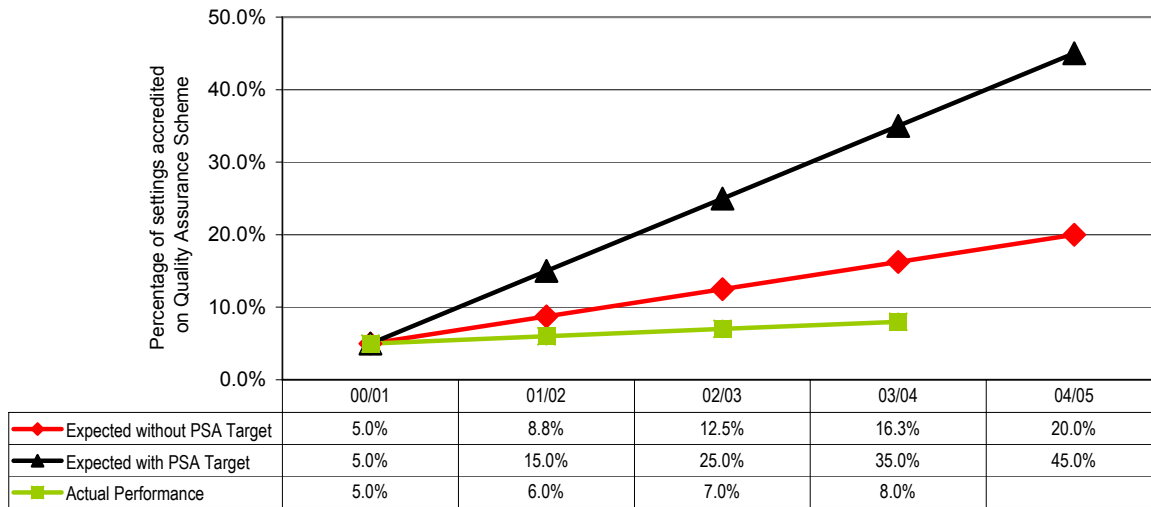
Report **Target 11.2** 😊

Feb-04 This target is now more attainable as 3 of the relevant 8 settings have now closed.

## Target 11

Improving the care and development of young children by enhancing the quality of education and care provision in all childcare and early years settings in the County

**Target 11.3**  
**Percentage of settings accredited on Quality Assurance Scheme**



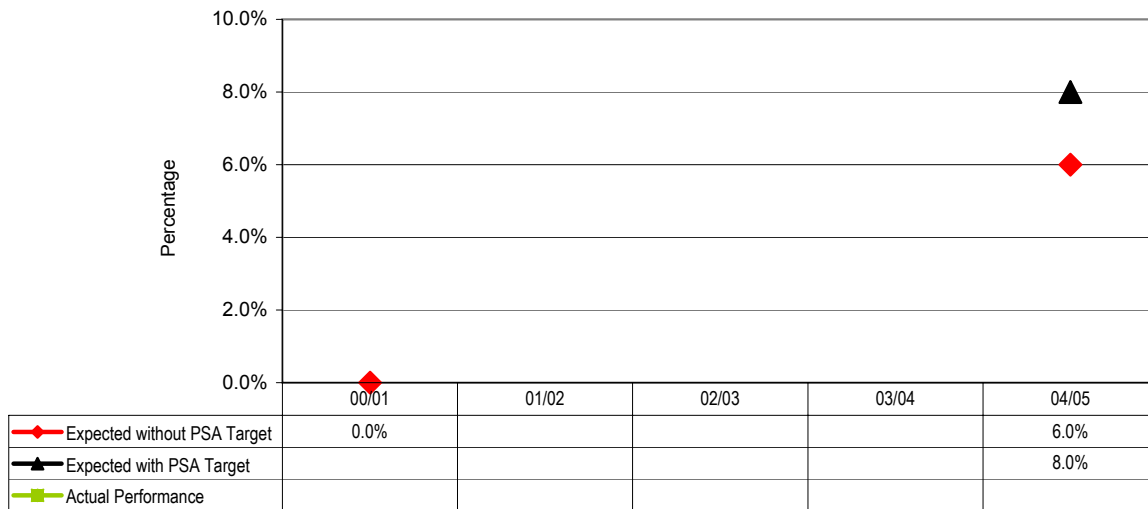
Report **Target 11.3**




Feb-04 This target is much more challenging as Herefordshire started from a very low base. Although good progress has been made in generating interest in an accreditation scheme, achieving the target will depend on other settings expressing interest in the scheme, and the majority of the 191 registered childminders in the County being persuaded to join a childminders network or join the accreditation scheme. A further 12 settings have asked for information.

**Target 12**  
Improving cost effectiveness

**Target 12.1**  
Increase in Council's Cost Effectiveness



Report **Target 12.1** 

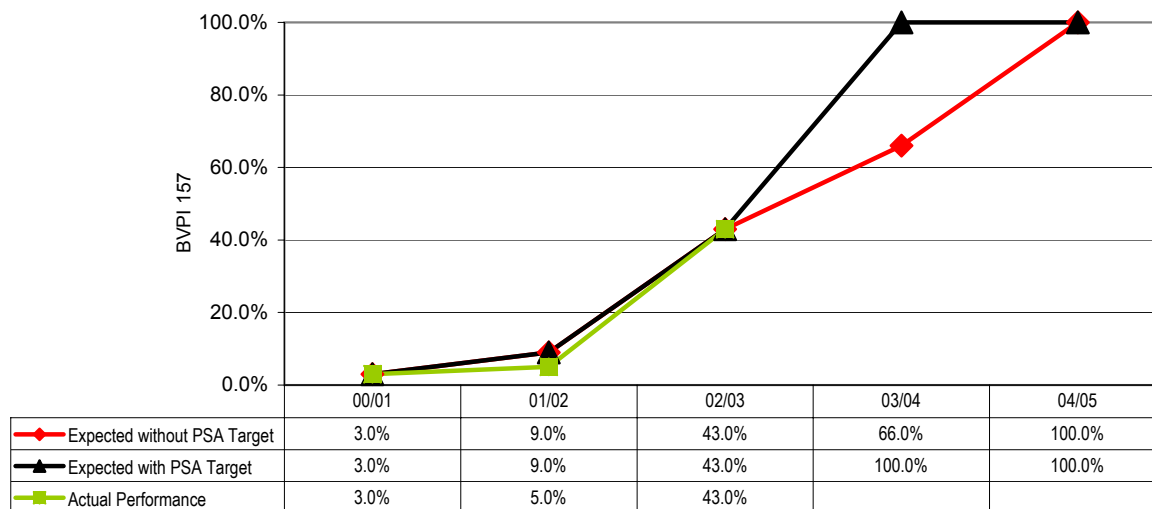
Feb-04 The cost effectiveness target is on track in terms of performance considerations but a true picture will not be possible until a revenue outturn position has been established for the current financial year. Performance gains for a set number of indicators are measured against the revenue expenditure of the Council which in turn is discounted by inflation factors to establish real term costs.



## Target 13

### Achieving 100% delivery of electronic government

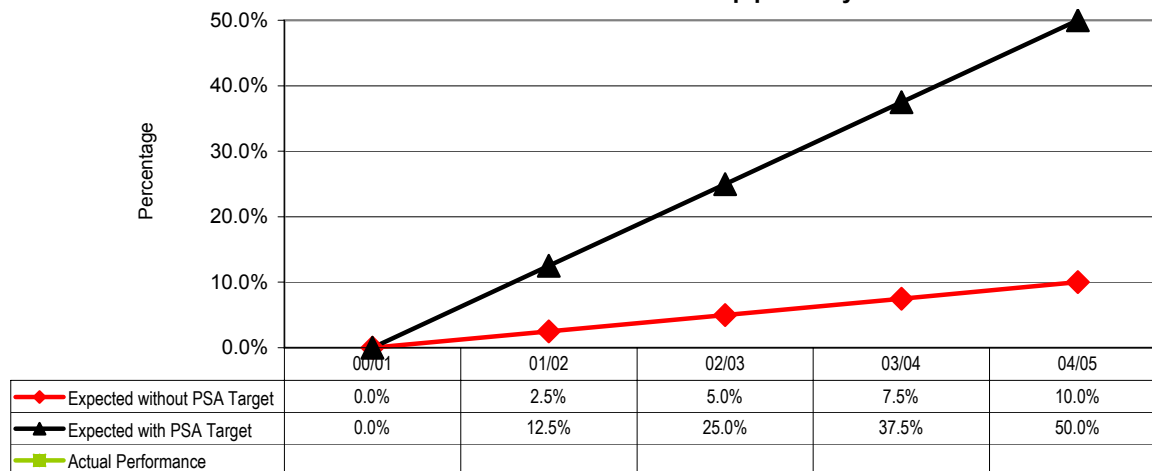
**Target 13.1**  
**BVPI 157 - Achieving 100% delivery of electronic government**



Report **Target 13.1** 😊

Feb-04 The Council is confident that 70% of the target can be met by the end of March 2004.

**Target 13.2**  
**% of Council services relating to Single Assessment, Supporting People and community legal services, delivered in partnership with county agencies and available via the Herefordshire Partnership portal by 2005**



Report **Target 13.2** 😊

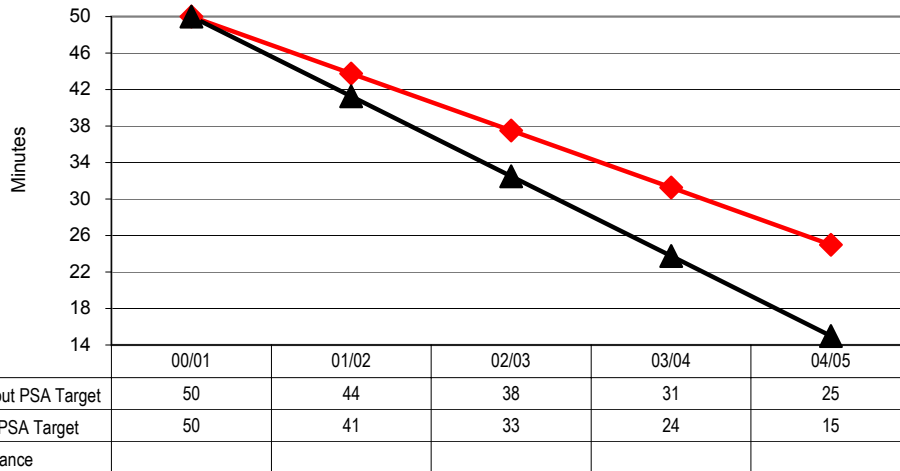
Feb-04 A benchmarking exercise has yet to be carried out for 13.2 but we will achieve the 50% target for the PLEA (Public Legal Electronic Access) component of this target by March 2004.

# Target 13

Achieving 100% delivery of electronic government

## Target 13.3

The maximum travelling time for any Herefordshire resident to their nearest community access point (a public web access point provided by the Herefordshire Partnership).



Report **Target 13.3** 😞

Feb-04 Figures for the community access points are not available at the time of reporting but will be formulated for the Cabinet meeting.

# YOUTH JUSTICE PLAN

## PROGRAMME AREA RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE

CABINET

18TH MARCH, 2004

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### Wards Affected

County-wide

### Purpose

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

### Key Decision

This is not a Key Decision.

### Place within Policy Framework

The Youth Justice Plan which is attached as Appendix 1 is statutorily included as part of the Policy Framework and therefore despite its method of preparation has to be formally approved by the two Councils. Cabinet is asked to consider the Youth Justice Plan and make a recommendation to Council accordingly.

### Recommendation

**THAT the Youth Justice Plan as prepared be endorsed and that it be recommended within the Policy Framework that the Plan be approved by Council at its meeting on 21st May, 2004.**

### Financial Implications

These are covered by the existing budgetary contribution.

### Alternative Options

None.

### Risk Management

No major risks identified.

### Consultees

As detailed in Youth Justice Plan.

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

## **Background Papers**

None identified.



draft

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# WORCESTERSHIRE & HEREFORDSHIRE YOUTH JUSTICE PLAN UPDATE 2004/05

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**Prepared on behalf of:**

**The Chief Officers Steering Group (Youth Justice)**

**By:**

**Andrew McConnochie  
Head of Youth Offending Services**

**draft**

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## **Section A: *Summary & Approval***



## Section A: Summary and Approval

### ASSESSMENT OF THE CHAIRS OF THE STEERING GROUP

The Chief Officers' Steering Group (Youth Justice) is committed to its role of providing oversight and support to the Youth Offending Service.

Within 2003/04 the Steering Group undertook a positive evaluation of its functioning and effectiveness against the relevant draft inspection guidelines for Youth Offending Services.

The Steering Group continues to provide a strong emphasis on performance management with respect to the Youth Justice Board performance measures, the Effective Practice Quality Assurance framework, compliance with national standards, and thematic audits. In addition, cross cutting targets affecting the Youth Offending Service are regularly reviewed within the group.

All partner agencies represented by the Chief Officers' Group continue to support the Youth Offending Service, and have provided the equivalent of a 2.25% uplift to the Youth Offending Service budget for 2004/05 .

The Steering Group recognises the progress the Youth Offending Service has made during 2003/04, and anticipates further progress during 2004/05.

**Rob Sykes**  
**Chief Executive**  
**Worcestershire County Council**

**Neil Pringle**  
**Chief Executive**  
**Herefordshire Council**

### SUMMARY

Overall, the YOS progress in 2003 against the Youth Justice board (YJB) Performance Measures can be summarised as follows:

	2002	2003
Achieving or Above YJB Target	8	9
Within Band close to YJB Target	8	8
Progress required against YJB Target	3	2

**NB – Final verification of these scores awaits YJB updated guidance for scoring**

The year has seen consolidation of the impressive baseline set in 2002 with no areas where there has been a reduction in performance. Whilst there has not been significant change in the bandings above, there has been movement in the right direction within most bandings and this is identified in each of the relevant performance measures (see section D). Inevitably there are areas for improvement and particular attention is required in 2004/5 to work with partners to improve access to Education, Training and Employment (particularly 16+ provision), appropriate accommodation provision and CAMHS services (particularly in Herefordshire). In addition, further work needs to be undertaken with the secure estate in ensuring that DTO sentence planning targets are met.

Of particular importance has been the progress made against the primary aim of reducing offending by young people. 2003 has seen reductions in the numbers of young people associated with each of the priority offences identified by the YJB. These can be summarised as follows:

**Vehicle Crime** – There has been a 19% reduction in the number of young people involved in vehicle crime between 2002 (155 young people) and 2003 (125 young people). Added to the 6% reduction already achieved between 2001 and 2002, the YOS has exceeded the YJB target of a 20% reduction by December 2004.

**Burglary** – there has been a 5% reduction in the number of young people involved in domestic burglary between 2002 (86 young people) and 2003 (81). However, given that this figure rose between 2001 (78) and 2002 (86), the YOS has not achieved the target set by the YJB of an 8% reduction between 2001 and 2003.

**Robbery** – the number of young people involved in robbery has fallen dramatically from 33 in 2001 to 14 in 2003. The YOS has far exceeded the 5% reduction target set by the YJB. Overall the numbers of young people involved in violent crime has remained relatively stable in the last 2 years which goes against the national trend of significantly rising numbers of offences of violence.

Whilst the performance measure associated with prevention has been modified, the YJB will continue to monitor the progress Youth Offending Services make against these offences and Worcestershire and Herefordshire YOS is determined to build on the good progress identified above.

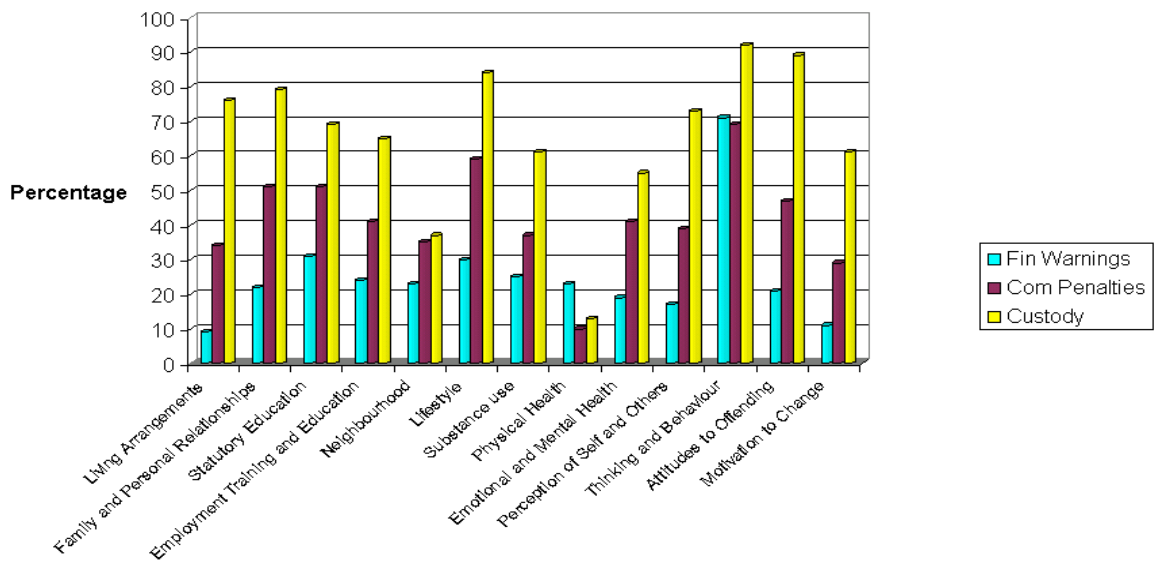
This trend for reduced offending is also reflected in the overall recidivism rates. Analysis of the 2001 YOS cohort (that is those receiving a substantive outcome between October and December 2001) compared with the 2000 cohort over a two year follow up period, shows an overall reduction in offending of 7% using the YJB counting rules (NB. THIS IS SUBJECT TO FINAL CONFIRMATION BY YJB). A more detailed breakdown shows significant variations across types and levels of intervention. For example, a 15% reduction has been achieved in the pre-court and custody cohorts whilst offending has risen by 5% in the community penalty cohort. There has also been a rise in offending in the first tier cohort – typically comprising of court outcomes that do not involve the YOS (although this will change from 2002 onwards with the introduction of referral orders into this cohort). Further analysis also identifies that even when a young person does commit further offences in the follow up period during and after a YOS intervention, the young person is likely to offend less frequently and commit offences of a less serious nature than in a similar period before sentencing.

Whilst caution is required in terms of the relatively small size of the cohorts and the small increase in community penalty offending, these findings show an overall positive trend towards reducing offending that the YOS can continue to build on in 2004. The YOS has therefore set further demanding targets for 2004 of an additional 5% reduction in recidivism rates set against the 2001 cohort.

The development of effective assessment practice has been at the centre of YOS service delivery in 2003. The YOS is very close to ensuring that a detailed assessment is completed on every young person commencing an intervention. The focus for 2004 is to continue to improve the quality of assessment practice and to implement associated specialist screening tools (e.g. mental health, substance use, basic skills). The integration of a comprehensive risk assessment into the initial assessment process will be a further area for development. The YOS will also continue to develop the link between effective assessment, report writing, and supervision planning, and will complete a full evaluation of the South Worcester pilot of electronically producing court reports from completed assessments.

Analysis of all initial assessments completed in 2003 provide an important source of information regarding other areas for improvement and greater multi-agency working in 2004/5. The following table provides a breakdown of the proportion of ASSET risk areas with a score of two or more, i.e. an indication that the area has been identified as having a direct link to the young person's offending behaviour. The table is broken down across three of the core areas of YOS work i.e. (i) those young people subject to final warning with intervention; (ii) those young people subject to community disposals and those young people subject to custodial sentences:

**Breakdown of ASSET Risk Areas Scoring 2 or More - All Start  
ASSETs 2003**



The table highlights the different but overlapping risk factors that are associated with each of these groups. These can be summarised as follows:

YOS Target Group	Top 4 Risk Factors identified
Final Warning with Intervention	Education, Lifestyle, Substance Misuse, Thinking and Behaviour
Community Penalties	Family and Personal Relationships, Education, Lifestyle, Thinking and Behaviour
Custodial Sentences	Family and Personal Relationships, Lifestyle, Thinking and Behaviour, Attitudes to Offending

ASSET findings highlight the need for the YOS to continue to develop its effective practice framework with a strong emphasis on the use of validated offending behaviour programmes to address the thinking, attitudes and behaviour of young people. In addition, these findings suggest that much remains to be done to address the educational needs of young people and this remains an area where significant multi-agency progress is required. Family and Personal Relationships remains a strong predictor of likely further offending and this highlights the importance of the implementation of the Effective Practice Improvement Plan associated with Parenting provision with a particular emphasis on developing work within the family environment. It is recognised that addressing parenting issues is a multi-agency concern, and consequently the Youth Offending Service will be working to engage partner agencies in a joined-up approach. The YOS recognises that this is a priority area for development in 2004 to address the range of provision available, the skills of the team to deliver this work and also to increase the recognition of the value of parenting work in delivering the core aims of the Service. Substance use is also identified as having a strong correlation with offending and the YOS will introduce the Substance Use Screening Tool this year to ensure the specialist Substance Misuse Services are receiving appropriate referrals.

There have been significant gains made in 2003 regarding the development of effective practice in the YOS and the attention given to looking at the quality of service delivery. In particular the implementation of the Effective Practice Improvement Plans in three core areas of work (assessment,

planning interventions and supervision; final warning practice; and Education, Training & Employment [ETE] provision) have made an important contribution to this agenda. The YOS intend to build on these gains in 2004 with the introduction of a comprehensive 'Effective Practice Framework' underpinning all practice. This framework will be driven by the principle of risk with those young people at greatest risk of re-offending, harm or vulnerability being targeted for more intensive YOS intervention. An integral part of this effective practice framework will be the introduction of clear Quality Assurance procedures around all core areas of service delivery.

2003 has been a year of consolidation across many aspects of Worcestershire and Herefordshire YOS practice whilst the rapid pace of new developments and the expansion of the service has continued from previous years. In particular there have been significant developments associated with the Prevention agenda with the implementation of the Children's Fund and Youth Inclusion Support Panels in both counties. The delivery of pre-court interventions has continued to prove effective, as evidenced by the reduction in re-offending rates of this cohort. Of particular importance in 2003 has been the introduction of 'final warning surgeries' with YOS police officers involved in the delivery of final warnings at local police stations. This has not only proved successful in terms of the speed at which final warnings can be administered but has also meant these can be delivered in a restorative manner by Restorative Justice trained YOS staff. On a wider basis, 2003 has seen a substantial increase in the numbers of victims the YOS has contacted and involved in restorative justice work. The number of interventions with a restorative aspect have risen from 42% in 2001 to 59% in 2003. The employment of dedicated victim workers has made an important contribution to this development. The YOS would like to recruit additional victim support resources to continue this development but this is likely to be restricted by insufficient funding.

The last two years have seen reductions in both the use of custodial sentences, dropping from 9% in 2001 to 6% in 2003, and in custodial remands which have reduced from 53% to 37% in a similar period. It is likely that the implementation by the YOS of realistic and demanding alternatives to custody (i.e. Intensive Supervision and Surveillance Programmes and Intensive Specified Activity Programmes) have made an important contribution to this reduction. The YOS intends to continue this trend in 2004 and plans a full review of the delivery of its Bail and Remand services in a continued effort to improve effectiveness. In particular attention is required on the link between Bail ISSP and current Bail Support Programmes in an attempt to reduce the numbers of young people receiving custodial remands who then go on to receive a community penalty. For those young people who do receive custodial sentences, further work is required in 2004 to improve the speed and quality of DTO planning and the effectiveness of release plans in terms of planning for appropriate accommodation and education, training or employment provision.

Findings from ASSET, and from the review of performance against the YJB measures, have already highlighted the need for significant improvements in some areas of partnership working in 2004. In particular, the YOS will undertake research to establish what the circumstances are of young people who are not in full time ETE and/or not in satisfactory accommodation at the end of their intervention. Indications from 2003 are that considerable work is required to develop post 16 employment and training provision and also to make Entry to Employment (E2E) more accessible for the YOS client group. Access to appropriate accommodation also remains a considerable difficulty and whilst important gains have been made at a strategic level there are still limited resources available to move forward operational practice in this area. The Youth Offending Service will continue working with the Supporting People teams within both counties, and during 2004 anticipates submitting a project specification to support vulnerable young offenders within Herefordshire. Significant challenges also remain with regard to access to CAMHS services, especially in Herefordshire where the status of the YOS worker remains to be clarified. The introduction of the Mental Health screening tool and the confirmation of referral processes will assist internal service delivery but effective practice in this area remains dependant on access to high quality mainstream Mental Health services for young people.

In line with the recently published 'Youth Justice 2004' Audit Commission report, it is evident that the YOS has made significant progress in many core areas of youth justice service provision since its inception. However, the Service recognises that there is a need to review some of the interventions used within community penalties with a view to strengthening these and increasing their effectiveness

in terms of reducing recidivism. A review of these services will be a key target for 2004, although there are likely to be resource constraints in providing the significant changes which may be required.

In summary, there have been many positive developments in 2003 that provide a firm basis for consolidation and development in the coming year. The progress made in reducing the offending of young people has been especially important and the YOS aims to further improve recidivism rates by:

- ✓ Further implementation of the risk led approach (started in 2003) to ensure interventions are targeted towards young people presenting the highest risk of re-offending, harm to others or vulnerability.
- ✓ The introduction of a comprehensive effective practice framework providing a consistent, risk driven service with associated performance measurement and quality assurance procedures.
- ✓ Full implementation of the Effective Practice Improvement Plans for Assessment, Planning Interventions and Supervision, Final Warnings and Education, Training and Employment and the introduction of the new Improvement Plan associated with Parenting provision.
- ✓ Delivery of the YOS HR and Learning Plan for 2004 to ensure staff skills and knowledge continue to develop, particularly in the area of effective service delivery.
- ✓ Ongoing development of joint work with its partners to address the identified difficulties with regard to access to ETE, Accommodation and CAMHS services.

## Approval

**TABLE A: Chief Officer Approval of the 2004-5 Youth Justice Plan Update**

	<b>NAME OF CHIEF OFFICER</b>	<b>SIGNATURE</b>	<b>DATE</b>
<b>Chief Executive Worcestershire County Council</b>	<b>Rob Sykes</b>		
<b>Chief Executive Herefordshire Council</b>	<b>Neil Pringle</b>		
<b>Worcestershire Education Directorate</b>	<b>Julien Kramer</b>		
<b>Herefordshire Education Directorate</b>	<b>Dr. Eddie Oram</b>		
<b>Redditch &amp; Bromsgrove Primary Care Trust</b>	<b>Eamonn Kelly</b>		
<b>South Worcestershire Primary Care Trust</b>	<b>Mike Ridley</b>		
<b>Worcestershire Community &amp; Mental Health Trust</b>	<b>Sue Hunt</b>		
<b>Wyre Forest Primary Care Trust</b>	<b>Peter Forrester</b>		
<b>Herefordshire Primary Care Trust</b>	<b>Paul Bates</b>		
<b>West Mercia Constabulary</b>	<b>Paul West</b>		
<b>West Mercia Probation Area</b>	<b>David Chantler</b>		
<b>Worcestershire Social Services Directorate</b>	<b>Jennie Bashforth</b>		
<b>Herefordshire Social Services Directorate</b>	<b>Sue Fiennes</b>		

## **Section B: *Prevention Strategy***

## Section B: *Prevention Strategy*

Worcestershire and Herefordshire YOS has a strong commitment to the ongoing development and implementation of its prevention strategy first drafted in 2003. The YOS recognise the benefits of developing a range of services that target young people at risk of further offending and working with these young people in a way that minimises the likelihood that they will become established offenders. Over the last year there has been substantial developments in the prevention arena and the YOS has been at the forefront of pushing these forward across the two counties. In particular the 25% of Children's Fund monies ring fenced for youth crime has been used as a basis for the development of several major preventative initiatives. Overall, there are two major strands to current preventative work:

- A) Prevention work funded by the Children's Fund
- B) Other YOS preventative work

Preventative services linked to each of these strands are described in more detail below.

### **A) The Children's Fund Initiatives (8 to 13 year olds)**

In line with national requirements, 25% of both Worcestershire's and Herefordshire's Children's Fund is targeted at youth crime prevention and used to commission a range of preventative services. There are different models for the development and delivery of these services in each of the counties especially around the development of Children's Fund panels (see below). The YOS recognises the importance of a co-ordinated approach to planning and therefore one of the operational managers has specific management responsibility for the development of preventative services in each County. It is the responsibility of this manager, in conjunction with the YOS Head of Service, to ensure that the development of preventative initiatives occur in a planned and strategic way both within the YOS and externally to tie in with the wider county prevention strategies. There are two main facets of the youth crime prevention strategy for the 8 to 13 age group, namely:

- (1) Children's Fund Panels
- (2) Restorative Justice in schools.

#### **(1) Children's Fund Panels**

There are differing approaches to delivering the Children's Fund requirement of establishing Children's Fund Panels across the two counties:

**Herefordshire:** all allocated Children's Fund money went to establishing an independent Children's Fund Panel. The community team set up to develop and implement the Panels are not based in the YOS although the operational manager for the Herefordshire Youth Offending Team sits on the management board for this Panel and therefore the YOS has a strong input to the ongoing development of these services. The Panels are due to be operational early in 2004 and aim to target at least 80 young people at risk in the first year.

**Worcestershire:** Children's Fund money has been used to establish a Youth Inclusion Support Panel (YISP) and the decision taken to locate the team responsible for the implementation of the Panel within the YOS. A YISP team has been established with its own co-ordinator under the direct supervision of the operational manager responsible for preventative services. The YISP team, which will target 4 priority geographical areas in Worcestershire, has started to take referrals and aims to target 150 young people in its first operational year. If both Panels meet their targets, the YOS will achieve the target set by the YJB of identifying and targeting 200 young people per year.

Both the YISP in Worcestershire and the Children's Fund Panel in Herefordshire face similar challenges in terms of establishing fully functioning Panels with appropriate access routes and service delivery frameworks. In line with YJB guidance there will be formal referral, screening and assessment processes leading to clear time limited [12 to 36 weeks] Intervention and Support Plans which could include, for example, individual work with the young person, referral to mainstream agencies and family support services.

There are potential barriers to the two Panels achieving maximum effectiveness. A key challenge will be to secure the required multi-agency commitment to attending and resourcing the Panels. The Chief Officers' Steering Group (Youth Justice) has given its support to the establishment of the panels and to ensuring multi-agency representation on the panels. This has given the panels the necessary support with which to build on to provide effective preventative services. It is recognised that all partner agencies have resource constraints, individual targets and priorities that may limit their motivation or ability to provide the services to young people identified by the Individual Support Plans. Careful monitoring of these issues will be undertaken by the two teams and fed through to the appropriate senior management multi-agency forums. Beyond this a further barrier is linked to the recent uncertainty in the children's fund budget which would have severely affected both the support to the voluntary community services offered by the children's fund and the prevention services offered by the YOS.

There is a requirement for the careful monitoring and evaluation of the Children's Fund Panels and the associated referral, assessment and intervention programmes so that their effectiveness can be established at an early stage. The YOS has commissioned a specification for a possible information system to collect all required data and plans to implement a system early in 2004.

### **YISP Support Services**

The Youth Offending Service has commissioned a range of YISP Support Services for Worcestershire to ensure that there are services in place to support the Individual Support Plans. These include:

- i. Children's Fund Mentoring (to be delivered by Youth Support Services)
- ii. Family Support Services (to be delivered by Relate)
- iii. Out of School activities (to be commissioned from a range of service providers)

**(2) Restorative Justice (RJ) in schools:** Worcestershire and Herefordshire YOS is committed to the principles of Restorative Justice and to its use in the school environment both to help with disciplinary codes and to help reduce exclusions. At present the YOS are working closely with the Police Safer Schools Partnerships, the Education Department and the Youth Service in order to identify how best to implement the 'RJ in schools' initiative. Attention is being given to identifying a school in Worcestershire who have an interest in participating in the first 'RJ in schools' pilot. There are several possible aspects to this pilot including the facilitation of RJ conferences within the school; the delivery of RJ focused classes to the pupils; the training of teachers to deliver RJ conferences and also the development of peer mediation so that RJ approaches permeate the whole school environment.

### **Links between Youth Crime Prevention Initiatives and the wider Children's Fund**

There are close links between these youth crime prevention initiatives and the wider Children's Fund services (the 75% not targeted at youth crime). For example, most of



the community organisations supported by the Children's Fund have a direct impact on supporting the work of the youth crime prevention initiatives. In addition, further links are maintained through Youth Offending Service representation on the Children's Fund Board.

## **B) Preventative work within the YOS**

In addition to the Children's Fund initiatives highlighted above, the YOS is involved in many other aspects that contribute towards the implementation of a comprehensive prevention strategy. In particular, the YOS is working closely with the Police and other partners regarding a co-ordinated approach to Anti-Social Behaviour. In 2003 the YOS commissioned research to identify 'best practice' in this area and is currently in negotiation with its partners to agree the way forward. The YOS has a strong commitment to developing services that target young people at risk of anti-social behaviour and is keen to ensure that a range of preventative services are available which enable anti-social behaviour to be tackled at an early opportunity and minimise the need for statutory orders. Examples of this include the identification of a group of volunteer mentors to deliver 'Positive Parenting Programmes' to the parents of young people involved in anti-social behaviour (see below) and the bid to the Children's Fund Board for funding to extend access to YISPs beyond the four priority areas, to include those young people at risk of anti-social behaviour and those who are Looked After.

Other key prevention initiatives include:

(i) The YOS is committed to the development of Parenting Services and currently allocates dedicated YOS officer time to the task of developing and delivering parenting programmes. In addition to this the YOS have targeted a number of volunteer mentors who have undertaken training associated with the delivery of the 'Positive Parenting Programme' (the PPP model). These volunteer mentors will be used to target families where the young person is at risk of anti-social behaviour or offending. As part of the 2004 YJB effective practice audit, the YOS is looking at the way services are currently delivered to Parents with a view to identifying areas for improvement.

(ii) Looked After Children – The Youth Offending Service is working closely with Social Services to reduce the risk of Looked After Children becoming involved in anti-social behaviour/criminal behaviour. Within Worcestershire, the bid to the Children's Fund to extend the scope of the YISP includes funds to target looked after children and offer support services to this particularly vulnerable group.

(iii) Ongoing links with the 7 Community Safety Partnerships – The YOS will continue the positive work of the last two years to work closely with the Community Safety partnerships to target local community problems linked to youth crime prevention and anti-social behaviour.

(iv) At a strategic level the Youth Offending Service is involved with both the Herefordshire & Worcestershire Children & Young People's Strategic partnerships, and is working to support the development of comprehensive services to children and young people. In addition, the Youth Offending Service is fully involved in the I.R.T./Information Sharing project and is working, in partnership with a range of other agencies, to enable a systematic method of identifying young people in greatest need of services. The Youth Offending Service has also been involved in supporting the development of SPACE, the young person's substance misuse service in Worcestershire, and provides staffing resources to support targeted substance misuse education and prevention work for vulnerable groups.

As with the Children's Fund initiatives, there are potential barriers to the development of the Youth Crime Prevention Strategy. None of the above prevention initiatives are core funded and are reliant on numerous varying and typically short term funding streams which make it difficult to develop a consistent, long term prevention strategy. This particularly applies to the YOS involvement in anti-social behaviour initiatives for which the Service has no identified dedicated budget but which is becoming an expanding demand on the service. In addition, young people over the age of 14 at risk (with the possible exception of Looked After Children and those at risk of ASB) are not eligible for the Children's Fund Panels so will not have access to the range of services available to the 8 to 13 age group. Whilst Worcestershire and Herefordshire YOS is actively involved in trying to secure longer term funding in all of these areas, there is a constant pressure to balance this against the demands of the statutory work of the YOS.

## **Section C: *Governance & Resources***

## Section C: Governance & Resources

### Governance

The Chief Officers Steering Group (Youth Justice) provides a strategic lead for the Worcestershire and Herefordshire YOS. This group determines the overall strategic direction and monitors progress against the 13 YJB Performance Measures and the wider objectives of the Worcestershire & Herefordshire Youth Justice Plan. The group also addresses resource and funding issues and other thematic performance issues such as partnership development, Preventive Strategy and Human Resources (HR) and Learning strategy.

**TABLE B: Membership of the Steering Group**

<b>NAME</b>	<b>AGENCY REPRESENTED</b>	<b>POST HELD</b>	<b>ETHN.</b>	<b>GEND</b>
<b>Rob Sykes *</b>	<b>Worcestershire CC</b>	<b>Chief Executive</b>	<b>White</b>	<b>Male</b>
<b>Neil Pringle *</b>	<b>Herefordshire C</b>	<b>Chief Executive</b>	<b>White</b>	<b>Male</b>
<b>Jennie Bashforth</b>	<b>Worcestershire SSD</b>	<b>Director</b>	<b>White</b>	<b>Female</b>
<b>Julien Kramer</b>	<b>Worcestershire Education Directorate</b>	<b>Director</b>	<b>White</b>	<b>Male</b>
<b>Eddie Oram</b>	<b>Herefordshire Education Directorate</b>	<b>Director</b>	<b>White</b>	<b>Male</b>
<b>Mike Ridley</b>	<b>South Worcestershire PCT</b>	<b>Chief Executive</b>	<b>White</b>	<b>Male</b>
<b>Paul Bates</b>	<b>Herefordshire PCT</b>	<b>Chief Executive</b>	<b>White</b>	<b>Male</b>
<b>Paul West</b>	<b>West Mercia Constabulary</b>	<b>Chief Constable</b>	<b>White</b>	<b>Male</b>
<b>David Chantler</b>	<b>West Mercia Probation Area</b>	<b>Chief Officer</b>	<b>White</b>	<b>Male</b>
<b>Diane Tilley</b>	<b>Worcestershire CC</b>	<b>Head of Chief Executive's Unit</b>	<b>White</b>	<b>Female</b>
<b>Sue Fiennes</b>	<b>Herefordshire SSD</b>	<b>Director of Social Care &amp; Strategic Housing</b>	<b>White</b>	<b>Female</b>
<b>Andrew McConnochie</b>	<b>Worcs. &amp; Herefords. YOS</b>	<b>Head of YOS</b>	<b>White</b>	<b>Male</b>

\* denotes alternating Chair

### Line Management Arrangements and H&W YOS Staffing Structure

The Head of the Youth Offending Service is line managed by the Head of Policy and Review, Worcester County Council. Direct access to the Chief Executives of both Worcestershire and Herefordshire is available to the YOS Head of Service as and when needed. This model builds in a clear linkage to the Chief Executives role with regard to Community Safety and Preventive Strategy.

The Youth Justice Forum underpins the work of the Chief Officers Steering Group. This group meets quarterly and has extensive statutory and voluntary sector representation. The Youth Justice Forum aims to increase the efficiency, effectiveness and equitability of the Youth Justice System in Worcestershire and Herefordshire, through a multi-agency approach to the identification of deficits in the system and to facilitate further action on areas for development where this is required. Unresolved strategic issues are fed into the Chief Officers Steering Group.

A breakdown of the current staff team can be found at the end of this section and the staffing structure is presented in Appendix A. The current delivery model seeks to retain a focused and localised multi-disciplinary Youth Offending Service across three area teams whilst continuing to develop a range of specialist services delivered to the two counties from a central base in Worcester e.g. ISSP, Final Warnings and Restorative Justice Unit.

With reference to the Youth Justice Board definitions of YOS structures the Worcestershire and Herefordshire YOS reflects a mix of a "geographically distributed generic service with elements of functional specialism". In Worcestershire and Herefordshire this means generic teams in three

## **Section C: Governance & Resources**

geographical localities supported by a central management team based in Worcester. Some specialist services are provided from Headquarters e.g. Accommodation, Reparation Services and Parenting.

The Youth Offending Service anticipates working closely with key partner agencies as the developments around integrated Children's Services become clear. The crucial role that the Youth Offending Service plays in bridging the gap between the Criminal Justice system and Children's Services is evident and this will help inform discussions around how the Youth Offending Service fits with this new structure.

### ***Recruitment Priorities***

Due to attracting external funding, the Youth Offending Service is an expanding organisation, and has an increasing need to recruit staff at all levels of the organisation. Retention levels within the organisation remain high at 86.3%, however particular difficulties have been found with recruiting qualified staff in north Worcestershire. This is largely due to neighbouring urban areas offering higher reward packages.

Recruitment priorities for 2004/05 include increasing the level and geographical spread of Youth Offending Service sessional workers, recruitment of Assistant YOT Officers (particularly in north Worcestershire), increasing the numbers of mentors available, maintaining high numbers of Community Panel members, the successful recruitment of a Deputy Head of Service, and reducing the reliance on agency workers to fill YOT Officer vacancies.

A number of strategies are in place to address these recruitment priorities. These include involvement with the local Race Equality Council in developing strategies to improve the level of Black and Minority Ethnic staff at all levels of the organisation. Ongoing links are in place with local Colleges and Universities to encourage students involved in Social Care courses to work within the Youth Offending Service. A range of media channels including websites and printed media (national, local and special interest) are being utilised to publicise vacancies. A key strategy for the coming year is the development of the Youth Offending Service communication strategy which will look at improving methods of publicising the work of the Youth Offending Service. Finally work is being undertaken to establish a clear career structure for staff entering Youth Justice, reflecting developments in the Youth Justice Board H.R. & Learning Strategy.

The following table provides a breakdown of the current Worcestershire and Herefordshire YOS Staff:-

## Section C: Governance & Resources

	Permanent	Fixed Term	Seconded Social Services	Seconded Probation	Seconded Police	Seconded Health	Seconded Education	Seconded Connexions	Seconded Other	Outsourced	Temporary	Vacant	Total
Managers Strategic	1	0	0	0	0	0	0	0	0	0	0	1	2
Managers Operational	0	4	1	0	0	0	0	0	0	0	0	0	5
Senior Practitioners (FT)	1	0	0	0	0	0	0	0	0	0	0	0	1
Senior Practitioners (PT)	0	0	0	0	0	0	0	0	0	0	0	0	0
Practitioners (FT)	3	19	3	1	3	2	1	0	1	12	0	0	45
Practitioners (PT)	1	2	4	2	0	0	1	0	1	3	0	2	16
Administrative	5	14	0	0	0	0	0	0	0	2	0	0	21
Sessional	0	0	0	0	0	0	0	0	0	0	18	0	18
Students/Trainees	0	0	0	0	0	0	0	0	0	0	1	0	1
Volunteer	0	0	0	0	0	0	0	0	0	0	96	0	96
<b>Total</b>	11	39	8	3	3	2	2	0	2	17	115	3	205

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Gender Ethnicity	Permanent	Fixed Term	Seconded Social Services	Seconded Probation	Seconded Police	Seconded Health	Seconded Education	Seconded Connexions	Seconded Other	Outsourced	Temporary	Vacant	Total
White Male	3	13	4	1	1	1	1	0	0	7	45		76
Black Male	0	1	1	0	0	0	0	0	0	0	0		2
Asian Male	0	0	0	0	0	0	0	0	0	0	0		0
Mixed Race Male	0	0	0	0	0	0	0	0	0	0	0		0
Chinese/other Male	0	0	0	0	0	0	0	0	0	0	0		0
White Female	8	23	3	2	2	1	1	0	2	10	65		117
Black Female	0	0	0	0	0	0	0	0	0	0	2		2
Asian Female	0	2	0	0	0	0	0	0	0	0	0		2
Mixed Race Female	0	0	0	0	0	0	0	0	0	0	0		0
Chinese/other Female	0	0	0	0	0	0	0	0	0	0	3		3
<b>Total</b>	11	39	8	3	3	2	2	0	2	17	115		202
Welsh Speakers	0	0	0	0	0	0	0	0	0	0	0		0

## Section C: Governance & Resources

### Resources

Worcestershire and Herefordshire use a locally agreed funding formula that determines the percentage contribution of each agency. Tables 26, 27, 27a and 27d provide a breakdown of funding for 2004/5.

**TABLE 26: Services Planned for the financial year 2004/5**

Core Activity	Budgeted Expenditure (£)
Preventive services	70,842
PACE services	21,166
Pre court	274,726
Court based services	325,927
Remand services	105,829
Community based disposals	1,333,685
Through care / after care	130,803
Other orders	449,935
<b>Total</b>	<b>2,712,913</b>

- The 25% to prevent crime and ASB from the Children's Fund have not been included in the above table
- Other Orders includes ISSP, Parenting and ESF/LSC Funding

**Table 26a: Additional Youth Crime Expenditure External to 2004-2005 Youth Offending Service Budget**

Core Activity	Police (£)	Probation (£)	Social Services (£)	Education (£)	Health (£)	Local Authority Chief Executive (£)	Other (£)
Preventive services							
PACE services							
Pre court							
Court based services			Awaiting information from Partner Agencies				
Remand services							
Community based disposals							
Through care / after care							
Other orders							
<b>Total</b>							

Anticipated financial pressures for 2004/5 are associated with:

- The need for additional accommodation for a continually expanding YOS
- The development of the Management structure to support the expanding service

## Section C: Governance & Resources

- General prevention work and the increased allocation of resources to Anti Social Behaviour work
- The development of a risk led approach to target high risk young people and the identified need for more intensive programmes with this group
- The implementation of the Effective Practice and Quality Assurance Strategy
- The development of the HR and Learning Strategy

There have been specific analyses of assessment data undertaken in 2003 targeted in specific service areas (e.g. educational need) which have assisted ongoing discussions regarding resourcing priorities. The YOS plans to undertake a detailed ASSET analysis across all service areas in 2004 and present the findings to the Chief Officers Group as part of ongoing resource discussions.

**Table 27: Youth Offending Service Budget Financial Year 2004-2005 - Sources**

Agency	Staffing Costs (£)	Payments In Kind – Revenue (£)	Other Delegated Funds (£)	Total (£)
West Mercia Constabulary	122,061	132,452		254,513
West Mercia Probation Service	104,190	68,950	37,930	211,070
Worcestershire Social Services	270,650	440,171		710,821
Herefordshire Social Services	96,223	130,519		226,742
Worcestershire Education	45,149	74,409		119,558
Herefordshire Education	19,439	22,361		41,800
Worcestershire Health	31,982	59,546		91,528
Herefordshire Health	38,471			38,471
Additional Funding (Table 27a)		1,057,899		1,057,899
<b>Total</b>	<b>728,165</b>	<b>1,986,307</b>	<b>37,930</b>	<b>2,752,402</b>

The figures stated in Table 27 are provisional and dependant upon the conclusion of negotiations regarding the impact of national funding agreements on the local funding formula currently in place.

**TABLE 27a: Additional Sources of Income**

Additional Source	Amount (£)
Single Regeneration Budget	
European Funding	<b>45,000</b>
Youth Justice Board (incl. ISSP)	<b>911,899</b>
Other (PSA/YPSM/CSU)	<b>101,000</b>
<b>Total (for inclusion in Table 27)</b>	<b>1,057,899</b>

It is recognised that the funding secured from the LSC/ESF must be sought from alternative sources should the program, now established, prove successful and be required in subsequent years.

**TABLE 27d: Health Service Contributions to the YOS**

HEALTH CONTRIBUTION: FUNDING SOURCE	AMOUNT (£)
<b>Redditch &amp; Bromsgrove PCT*</b>	<b>91,528</b>
<b>Wyre Forest PCT</b>	
<b>Worcester PCT</b>	
<b>Herefordshire PCT**</b>	<b>28,149</b>
<b>TOTAL</b>	<b>119,677</b>

\*Budget for 3 contributing PCT's held by Redditch & Bromsgrove PCT

\*\*Contribute a seconded member of staff



## **Section D: *Performance Targets***

**Section D: *Performance Targets***

## Section D: Performance Targets

**Prevention:** *Ensure that all areas have in place Youth Inclusion and Support Panels (YISP), or other effective arrangements that ensure children and young people most at risk of offending are targeted by mainstream services.*

### Target:

At least 200 young people are identified and targeted for support each year.

Measure	2004 Target	2005 Target
Young People identified and targeted for support	150 (9 mths from 1.4.04)	200

### Actions to achieve the target

- Ongoing implementation of the Worcestershire and Herefordshire YOS Prevention Strategy
- Agreement on internal targets across the two Children's Fund Initiatives
- Full operationalisation of the YISP/Children's Fund Teams
- Development of Multi-Agency YISP/Children's Fund Panel Protocol
- Promotion of aims and objectives of YISP/Children's Fund Teams to all potential partners/referrers
- Targeting of main referrers and prioritisation of referrals to YISP/Children's Fund Panels
- Implementation of Service Level Agreements for Mentoring, Family Support Services, Positive Activities for Young People and the development of other associated services
- Confirmation of appropriate community panel venues and commitment by core agencies to attend and participate
- Implementation of associated assessment (ONSET), planning and intervention framework
- Development of YISP/Children's Fund Information System to capture all required monitoring and evaluation data
- Prepare bid to Children's Fund to extend YISP provision beyond the 4 targeted areas

### Constraints

- Uncertainty around funding for Children's Fund initiatives
- Securing participation of core partners
- Assessment thresholds of some statutory services
- Limited community venues
- YOS not funded for some aspects of preventative work (e.g. Anti Social Behaviour)
- Lack of county wide approach to tackling Anti Social Behaviour

### Links to agency partners

- Police, Social Services, Community Safety, Education and Health as initial participants in Panels
- Relate ( Family Support Services)
- YSS (Mentoring)
- Concorde (RJ Project)
- Police and 7 Community Safety Partnerships regarding links to other prevention initiatives
- Children's Fund Boards of Worcestershire and Herefordshire

### Links to allied themes

- RJ in Schools
- Development of county/force-wide approach to Anti Social Behaviour with Police
- Community Safety initiatives
- I.R.T./Information Sharing

### Learning and development actions

- YISP presentations to YOS and other agencies to identify aims and objectives
- Core training for YISP Team to include:

## **Section D: *Performance Targets***

- The ONSET assessment tool
- Jigsaw (Offending Behaviour) Programme – introductory and follow up
- Child Protection
- Equality and Diversity
- Restorative Justice techniques
- YOIS and other MI recording
- Risk Assessment

## Section D: Performance Targets

**Recidivism:** Reduce re-offending rates for pre-court disposals, first tier penalties, community penalties and custodial penalties.

### Target:

By Dec 2003 - 3% reduction  
By Dec 2004 - 5% reduction

<b>Based on 2000 cohort vs. 2001 cohort after 12 months</b>
<b>Based on 2000 cohort vs. 2001 cohort after 24 months</b>

OUTCOME BAND	2000 Cohort % Re-offend after 24 mths	2001 Cohort % Re-offend after 24 mths	Target 2002 cohort % re-offending after 24 months	2003 Cohort (Number Oct/Dec)
Pre-Court	48% (110/231 YP)	41% (142/344 YP)	38.9%	244
First Tier Penalties	63% (48/76 YP)	69% (71/103 YP)	65.6%	135
Community Penalties	73% (60/82 YP)	77% (78/101 YP)	73.2%	64
Custody	100% (14/14 YP)	85% (17/20 YP)	80.8%	19
Total	58% (232/403)	54% (308/568)	51.3%	462

### Using YJB Rules: Overall reduction = 7% across all cohorts

Pre-Court	= 15% reduction	First Tier	= 10% increase
Community Penalties	= 5% increase	Custody	= 15% reduction

### Actions to achieve the target

- Review service delivery for those areas of YOS practice where re-offending rates are highest (e.g. Community Penalties)
- Introduce comprehensive risk led 'effective practice' framework
- Improved targeting of young people at high risk of further offending
- Develop intensive individual programmes for those young people identified as at greatest risk of further offending
- Prioritise service delivery from YOS specialists for young people at high risk of further offending
- Implementation of the Effective Practice Improvement Plans
- Undertake review of YOS services with a view to identifying the most effective options for future delivery
- Work with Sentencers on identification of levels of seriousness to assist YOS report writing practice
- Ensure staff are trained on use of appropriate offending behaviour programmes

### Constraints

- Lack of comprehensive effective framework resulting in patchy implementation of YOS services
- Delays in availability of YJB INSET Training
- Availability of effective validated offending behaviour programmes
- Intensive work with high risk young people restricted by ISSP capacity issues
- Ongoing recruitment difficulties in North Worcestershire Team
- Ongoing difficulties with ETE provision across the (2) counties as reflected by minimal changes to the NEET population

### Links to agency partners

- Local sentencers to implement a risk and seriousness led approach
- YSS regarding future service delivery of areas of practice targeting high risk young people
- LSC, LEA and Connexions regarding ETE provision

### Links to allied themes

- Improvements in quality of assessment practice
- Introduction of risk led effective practice framework

## **Section D: Performance Targets**

- Implementation of validated offending behaviour programmes
- Ongoing development of quality assurance framework via the effective practice plans
- Participation of staff in PCEP (Professional Certificate in Effective Practice).

### **Learning and development actions**

- 13 YOS staff undertaking PCEP in 2004/5
- Following training identified as high priority for all staff:
  - Risk Assessment
  - Assessment, Planning, Intervention and Supervision
  - Accredited Offending Behaviour Programmes
  - Effective Practice Strategies

## Section D: Performance Targets

**Final Warnings:** *Ensure that the proportion of final warnings supported by interventions remains constant at 80%*

### Target:

Proportion of Final Warnings supported by interventions:

<b>80%</b>
------------

FINAL WARNINGS	2001 Baseline	2002 Outturn	2003 Outturn	2004 Target	2005 Target
Total final warnings	424	382	362	424	424
Final warn. with intervention	335	333	302	339	339
%	79%	87%	83%	80%	80%

### Actions to achieve the target

- Introduce comprehensive risk led 'effective practice' framework and possible review of organisational set up for early interventions
- Improved targeting of young people at high risk of further offending using 'Risk of Re-Offending Matrix'
- Develop intensive individual programmes for those young people identified as at greatest risk of further offending
- Develop group work for those young people at low risk of further offending to maximise resources available for higher risk groups
- Extend successful 'final warning surgery' pilot across both counties
- Implement revised final warning protocol across West Mercia
- Explore the extension of sessional worker roles beyond reparation to look at work with low risk young people
- Improve quality and range of offending behaviour materials utilised by final warning practitioners
- Ensure staff are trained on use of appropriate offending behaviour programmes
- Develop volunteer provision to support increasing restorative justice approaches associated with final warnings
- Improve targeting and use of reparation services
- Explore feasibility of recruiting an additional victim worker
- Implementation of new YOT1 form and ongoing check against monthly police lists to assess completeness and accuracy of pre court information from police
- Prioritise final warning service delivery for looked after children

### Constraints

- Increase in numbers of final warning programmes as a result of the success of 'final warning surgeries' leading to resource constraints
- Availability of effective validated offending behaviour programmes
- Difficulties in retaining support workers
- Insufficient victim worker resources to apply consistent framework across all YOS services
- Competing resource pressures on YOS can create practitioner perception that final warning service delivery is not high priority

### Links to agency partners

- West Mercia Constabulary to implement protocol
- Social Services to identify and target services for looked after children
- NSPCC for sex offenders referrals
- LSC, LEA and Connexions regarding ETE provision

### Links to allied themes

- Impact of the preventative strategy

## **Section D: *Performance Targets***

- Introduction of risk led effective practice framework
- Implementation of validated offending behaviour programmes
- Delivery of final warning effective practice improvement plan
- Development of victim services and restorative justice approaches
- Participation of final warning staff in PCEP

### **Learning and development actions**

- Two police officers aiming to complete PCEP in 2004
- Ensure other staff and support workers are given the opportunity to undertake PCEP
- All final warning staff to undergo in-service FW training as part of effective practice agenda
- Identify appropriate course on facilitating restorative justice approaches for all final warning staff
- Facilitate access to PCEP for support workers

## Section D: Performance Targets

**Use of the Secure Estate:** *Reduce the use of the secure estate for remands and custodial sentences.*

### Target:

Remands:  
Custody:

<i>Reduce the number of remands to the secure estate to 30%</i>
<i>Reduce the number of custodial sentences as a proportion of all court disposals to 6%</i>

OUTCOME	2001 Baseline	2002 Outturn	2003 Outturn	2004 Target	2005 Target
Remands %	53%	39%	37%	30%	30%
Custodial Sentences %	9%	7%	6%	6%	6%

### Actions to achieve the target

- Full review of the provision of Bail and Remand services (via YSS Review)
- Update Bail and Remand Strategy in light of findings from the review
- Joint work with Social Services regarding the provision of specialist remand and appropriate community placements (to be undertaken in both Worcestershire and Herefordshire)
- Explore feasibility of developing supported lodging placements with Supporting People teams
- Develop integrated approach between Bail Support and Bail ISSP programmes and continue to expand use of Bail ISSP
- Develop strategy with Sentencers and Social Services regarding breaches of ASBO to deflect inappropriate remands
- Implement risk framework to target young people at greatest risk of custody
- Maximise capacity of ISSP and continue to offer ISAP as alternatives to custody
- Consolidate use of Mental Health and Basic Skills Screening Tools and implement Substance Misuse Screening Tool
- Improve the confidence of the courts by ensuring procedures are in place for effective feedback on sentences

### Constraints

- Current lack of integrated approach to delivery of Bail and Remand Services and comprehensive co-ordination by YOS
- Limited access to appropriate bail and remand accommodation
- Lack of specialist remand foster carers
- Reduction in level of ISSP funding
- Lack of West Mercia wide co-ordinated approach to Anti Social Behaviour work
- Availability of effective validated offending behaviour programmes

### Links to agency partners

- Social Services regarding improved remand and community placement provision
- Supporting People teams for development of supported lodgings provision
- YSS for full participation in the service review and development of ISSP services
- West Mercia Police, Sentencers and Community Safety regarding Anti Social Behaviour initiatives
- Magistrates re confidence in community sentences

### Links to allied themes

- Increase in numbers and range of ISSP interventions
- Implementation and development of accommodation protocols
- Development of accommodation strategy
- Development of West Mercia wide ASB strategy
- Introduction of risk led effective practice framework
- Implementation of validated offending behaviour programmes



## **Section D: *Performance Targets***

### **Learning and development actions**

- Implement learning and development actions highlighted by review
- Following training identified as high priority for all staff:
  - Risk Assessment
  - Assessment, Planning, Intervention and Supervision
  - Offending Behaviour Programmes
  - Effective Practice Strategies

## Section D: Performance Targets

### Restorative Processes and Victims: Use of Restorative Justice processes and victim satisfaction

#### Target:

Proportion of Victims offered opportunity to participate in Restorative Process:	75%
Proportion of participating victims who are satisfied:	75%

RJ PROCESS	2004 Target	2005 Target
% of victims offered opportunity to participate in RJ process	75%	75%
% of satisfied victims	75%	75%

#### Actions to achieve the target

- Increase number of victims worked with from 2003 baseline (179 participating victims)
- Explore feasibility of recruiting additional victim workers
- Review and modify existing victim processes with West Mercia Constabulary to maximise number of victims offered the opportunity to participate in restorative justice processes
- Expand contact with and service to corporate victims including options for direct reparation
- Develop volunteer/support worker provision to support increasing restorative justice approaches
- Pilot use of trained volunteer to undertake mediation work in South Worcester
- Extend current provision of reparation services
- Develop restorative justice processes and interventions linked to racially aggravated offences
- Implement new YOT1 to increase quality of victim information passed to YOS
- Introduce follow up systems for victim work to ascertain feedback immediately after victim contact and at 3 month review point
- Use trained administrative staff to undertake victim follow up satisfaction feedback to achieve independence from victim workers
- Ensure new YOS Communication Strategy emphasises the role of victim work and victim participation
- Further develop strategic and operational links with Victim Support to explore possible joint initiatives
- Ongoing integration of victim issues into wider YOS service delivery (e.g. victim perspective in reports, participation in referral order panels etc)
- Review all current victim recording and modify to ensure all victim work is captured reliably

#### Constraints

- Insufficient victim worker resources to apply consistent framework across all YOS services
- Availability of sessional workers limits amount of reparation work undertaken
- Historical difficulties with victim engagement in criminal justice process

#### Links to agency partners

- West Mercia Constabulary regarding the quality of victim information and processes for contacting victims
- Liason between Victim Support Co-ordinator and YOS Victim Support Officer regarding ongoing joint work and the development of new initiatives
- YOS representation at West Mercia Victim and Witness Forum (YOS, Police, Victim Support, Probation, CPS, Secure Estate, Domestic Violence, Race Equality Councils)
- South Worcester mediation regarding the delivery of direct mediation
- Local Criminal Justice Board approach to working with victims

#### Links to allied themes

- Development of Restorative Justice approaches
- Implementation of validated offending behaviour programmes
- Implementation of YOS prevention strategy and Children's Fund initiatives

## **Section D: Performance Targets**

### **Learning and development actions**

- Training for Youth Offending Service staff regarding use of restorative justice processes with young people
- Victim workers to undertake courses in 'Training for Trainers' and Public Speaking
- YOS staff training in use of restorative justice linked to racially aggravated offences
- Development of 'Victim Awareness Package for Young People' to facilitate victim work across YOS

## Section D: Performance Targets

### Parenting: Parental satisfaction (statutory and voluntary parenting programmes)

#### Target:

**10% of YP with final warnings plus programme and community based penalties receive a parenting intervention**  
**75% of parents participating in programmes are satisfied**

MEASURE	2004 Target	2005 Target
% of YP receiving Parenting Intervention	10%	10%
% of Parents Expressing Satisfaction	75%	75%

#### Actions to achieve the target

- Continue existing parenting group provision
- Agree and publish operational definition of 'Parenting Provision' for use by all YOS staff
- Implement a structured one-to-one parenting programme (and or materials) as an alternative to group work delivery
- Achieve full implementation of the Parenting Assessment Tool
- Implement strategy to ensure YOS practitioners recognise the value of parenting work, are clear about definitions of parenting work and receive appropriate training in delivery of these services
- Undertake EPQA Parenting Service Audit and implement the subsequent Improvement Plan
- Widen access to parenting services through the development of YISPs (to include a focus on looked after children and young people at risk of anti social behaviour)
- Facilitate access to parenting services through 'non YOS' routes (e.g. schools) to reduce labelling
- Improve the capture and recording of parenting work and associated guidance to YOS staff
- Ensure satisfaction feedback form used for parenting group programme is available for individual work
- Ensure new YOS Communication Strategy emphasises the role of parents and parenting provision
- Link YOS provision with the wider review of parenting in Worcestershire being undertaken via the CYP Strategic Partnership
- Develop Parenting/Mentoring Service based on PPP model

#### Constraints

- Capacity increase required to meet 10% target – significant resource implications
- Practitioner skill gap in delivery of parenting work across YOS
- Recognition of the importance of parenting work in contributing to overall YOS objectives
- Limited referrals from Health Services and Schools
- No agreed consistent process for defining or recording parenting work
- Establishing ongoing funding for parenting work from key partner agencies

#### Links to agency partners

- Relate to deliver Parenting Services
- CYP Strategic Partnership regarding review of Parenting Services
- Partners involved in YISP, Police and 7 Community Safety Partnerships regarding links to other prevention initiatives (e.g. ASB, RJ in Schools)

#### Links to allied themes

- Improvements in quality of assessment practice
- Implementation of validated offending behaviour programmes
- Implementation of YOS prevention strategy and Children's Fund initiatives
- Development of county wide approach to Anti Social Behaviour with Police

## **Section D: *Performance Targets***

- Review of links with LEA/Education Welfare re parenting provision
- EPQA Parenting review

### **Learning and development actions**

- Parenting training identified as high priority for all YOS staff
- PPP training for Parenting Mentors
- Specialist training for YOS staff identifying motivation to undertake more detailed individual parenting work

## Section D: Performance Targets

**ASSET:** Ensure ASSET is completed for all young people subject to relevant community disposals and custodial sentences

### Target:

Community Disposals:  
Custodial Sentences:

<b>100% at assessment and closure stages</b>
<b>100% at assessment, transfer to community and closure stages</b>

COMMUNITY DISPOSALS	2001 Baseline	2002 Outturn	2003 Outturn	2004 Target	2005 Target
% Assessments Completed	75%	90%	98%	100%	100%
% Closure Completed	15%	78%	98%	100%	100%

CUSTODIAL DISPOSALS	2001 Baseline	2002 Outturn	2003 Outturn	2004 Target	2005 Target
% Assessments Completed	43%	100%	100%	100%	100%
% Transfer Completed	40%	88%	100%	100%	100%
% Closure Completed	15%	100%	100%	100%	100%

### Actions to achieve the target

- Final push of the ASSET strategy to ensure 100% completion where required
- Full implementation of the Assessment, Planning, Intervention and Supervision Effective Practice Improvement Plan
- Use of external consultants to support the implementation of the Improvement Plan and integrate with YOS HR and Learning Strategy
- Clearer/more structured integration of risk assessment practice into wider assessment processes
- Improve the software and processes associated with the electronic ASSET to PSR pilot
- Evaluate electronic ASSET to PSR pilot and decide whether to make this available YOS wide
- Ensure Assessment training is core part of the YOS induction process
- Pilot revised 'What Do You Think?' electronic ASSET

### Constraints

- Delay in roll out of APIS INSET training
- Time involved in completing and recording increasingly detailed and thorough assessments/screening tools
- Lack of easy access to assessments/information from other agencies

### Links to agency partners

- Contact with wide range of appropriate partners as part of information gathering for individual assessments (e.g. Social Services, Police, Victim Support, Education, Probation, Health Services)
- Content of completed assessments shared with partner agencies where appropriate
- Secure Estate receives completed ASSETs for custodial cases
- Multi-agency planning processes supported by use of aggregate ASSET data

### Links to allied themes

- Review of Risk Management processes and use of Risk of Re-Offending Matrix
- Targeting and delivery of validated offending behaviour programmes
- Development and implementation of specialist screening tools and referrals to YOS specialists
- YOS HR and Learning Strategy
- I.R.T./Information Sharing

## **Section D: Performance Targets**

### **Learning and development actions**

- All new staff to undergo assessment practice training as core part of induction
- All staff to undergo in service APIS training
- Effective assessment practice to be a core element of PCEP
- Development of additional 'effective assessment practice' training materials (e.g. ASSET video)

## Section D: Performance Targets

### Pre Sentence Reports

#### Target:

**Ensure that 90% of pre-sentence reports are submitted within the timescales prescribed by National Standards (10 days for PYOs, 15 days for the general offender population).**

% PSRs Completed	2001 Baseline	2002 Outturn	2003 Outturn	2004 Target	2005 Target
PYO	49%	71%	88%	90%	90%
General	53%	74%	91%	90%	90%

#### Actions to achieve the target

- Continue practice of: (i) ensuring PSR writing is an operational priority; (ii) only requesting adjournments in exceptional circumstances
- Review arrangements for cover of staff sickness to reduce impact on report delays
- Attend local Case Tracker Meetings (YOS Team Managers) to oversee the reduction of time to process PYOs through the Criminal Justice System
- Implement procedure for immediate follow up of young people who fail to turn up for PSR appointments
- Improve the software and processes associated with the electronic ASSET to PSR pilot
- Evaluate electronic ASSET to PSR pilot and decide whether to make this available YOS wide
- Pilot remote access to YOIS for report writing practitioners
- Ensure training for report writing is a core part of YOS induction process and introduce 'support/mentoring' system for initial reports
- Provide intensive report writing training for report writers who are not from Youth Justice/Probation backgrounds
- Facilitate workshop on PSR and gate keeping practice across the YOS
- Ensure all PSRs go through a formal gate keeping process
- Continue to increase emphasis on high quality victim section within YOS reports and provide opportunities for the Victim Support Officer to review the victim sections in reports on serious or complex cases
- Review and modify existing Magistrates feedback processes

#### Constraints

- Competing demands on practitioner time and perception that report writing and YOIS recording has greater priority than the supervision of young people
- Unavoidable staff absence
- Non attendance by young people for report appointments
- Requirement to prepare specialist reports in some cases

#### Links to agency partners

- West Mercia Protocol for reducing delays in the Youth Justice System (Local Criminal Justice Board)
- Crown Prosecution Service regarding disclosure provision
- Magistrates and Crown Court User Groups
- All main partners re access to information for reports

#### Links to allied themes

- Reducing delays in the Criminal Justice System
- Assessment, Planning, Intervention and Supervision Effective Practice agenda
- YOS report gate keeping policy and practice
- YOS Communication Strategy



## **Section D: *Performance Targets***

- I.R.T./Information Sharing
- Local Criminal Justice Board targets

### **Learning and development actions**

- All new staff to undergo report writing training as core part of induction
- Intensive report writing training for non Youth Justice/Probation-qualified staff
- All staff to undergo in service APIS training

## Section D: Performance Targets

**DTO Training Plans:** *Ensure that all initial training plans for young people subject to Detention and Training Orders are drawn up within timescales prescribed by National Standards.*

### Target:

**All (100%) of initial training plans are drawn up within 10 working days of the sentence being passed.**

DTO PLANNING	2001 Baseline	2002 Outturn	2003 Outturn	2004 Target	2005 Target
%	56%	70%	70%	100%	100%

### Actions to achieve the target

- Prioritise DTO work across the YOS to maximise YOS staff capacity to attend planning meeting within 10 working days
- Introduce pre-allocation (where possible) or 'allocation on day' procedures for all new DTOs
- Where possible, book DTO visit from court when a young person is sentenced to a DTO
- Introduce sessional worker support process to ensure young person is visited and initial plan drafted within 10 working days if planning meeting can not be scheduled and case holder can not undertake visit
- Review current YOS delivery model for DTOs
- Ensure DTO plan is updated and enhanced on day of sentence using new PSR and custodial ASSET for those young people subject to repeat/concurrent custodial sentences
- Encourage parental/carer attendance at DTO meetings and ensure parents are aware of financial assistance available
- Make 'DTO packs' available at court for parents/carers including visiting time, facilitation of visits, details of the secure institution etc.

### Constraints

- Regular movement of young people within the secure estate
- Insufficient priority given to planning meetings or lack of secure estate staff to attend planning meetings within some secure establishments
- Distance of secure estate placement from the YOS
- De-commissioning of HM Onley and Local Authority Secure placements will have a knock on effect with local DTO institutions (e.g. Brinsford, Werrington, Stoke Heath)
- Limited funding for sessional workers to undertake DTO visits

### Links to agency partners

- Secure Establishments regarding the scheduling and participation in planning meetings

### Links to allied themes

- Assessment, Planning, Intervention and Supervision Effective Practice agenda
- Access to YOS and external agency specialist services as part of DTO planning process (e.g. ETE, Accommodation, health and substance misuse services)

### Learning and development actions

- All staff to undergo in service APIS training as part of effective practice agenda
- Training for sessional workers to perform specialist DTO role
- DTO staff to attend course (or refresher) on chairing DTO meetings

## Section D: Performance Targets

### Education, Training & Employment: *Education, Training and Employment for young people*

#### Target:

**90% of young offenders who are supervised by the YOS are either in full-time education, training or employment**

ETE	2001 Baseline	2002 Outturn	2003 Outturn	2004 Target	2005 Target
%	82%	68%	64%	90%	90%

#### Actions to achieve the target

- Referral of all young people with ETE ASSET score of 2 or above to YOS specialists for assessment and further intervention
- Improve consistency of YOS practice regarding Basic Skills screening and onward referral process
- YOS wide roll out of new ETE referral process (piloted in North Worcestershire)
- Continue YOS representation on Worcestershire Links Steering Group (YOS, Connexions, LSC LEA) and YOS participation in EUROK4 initiative/Launchpad
- Improve liaison between YOS and Connexions NEET Team
- Establish Connexions PA resource for each of the YOS teams
- Improve targeting of young people post 16 with training or employment difficulties
- Improve planning with LSC regarding employment and training opportunities
- Implement YOS/LSC Learning Mentors Scheme
- Joint development with LSC of 'Skills Warehouse' for post 16 NEET Young People (initially for ISSP Programmes)
- Re-establish Link Practitioners/Teachers Reference Group
- Full implementation of the ETE Effective Practice Improvement Plan
- Improve evidencing and recording of specialist ETE work being undertaken
- Ensure exit strategy recorded for each young person referred for specialist ETE assistance
- Introduce 'Education Review Form' at end of all interventions where young person identified as not in full time ETE
- Develop ETE Learning Pack for use with all young people (prevention, final warning and statutory interventions)
- Continue to develop ETE initiatives as integral part of YOS Prevention Strategy
- Work with Connexions/LEA at strategic level to address needs of young offenders

#### Constraints

- Changes to YJB counting rules for ETE
- Entry to Employment provision not easily accessible for YOS client group
- Post 16 employment and training provision requires significant development
- Increasingly detached link between YOS ETE secondees and parent agency
- Inconsistency of education officer role across teams (lack of training, consistent procedures etc)
- Limited PA resources for Youth Offending Service teams

#### Links to agency partners

- Worcestershire Links Steering Group (YOS, LSC, Connexions, LEA) for ETE initiatives
- LSC regarding Learning Mentors Scheme, Skills Warehouse and other joint work
- Connexions regarding joint work with NEET young people and other joint work (e.g. PAYP)
- LEA reviewing protocol with YOS
- County wide review of NEET group

## **Section D: Performance Targets**

### **Links to allied themes**

- RJ in Schools initiative
- Drama productions in schools as part of Community Safety funding
- Assessment, Planning, Intervention and Supervision Effective Practice agenda
- ISSP provision
- ETE Effective Practice agenda

### **Learning and development actions**

- All staff to undergo in service ETE training as part of effective practice agenda
- Connexions to give priority training for YOS staff
- Induction pack for new Education Officer to be delivered by specialist ETE workers
- All staff to be given training on recording ETE referrals on YOIS
- Implementation of the 'Education Review Form'

## Section D: Performance Targets

### Accommodation

#### Target:

**All Youth Offending Services have a named accommodation officer  
All (100%) of young people either subject to final warnings with intervention, relevant community based penalties, or, on release from the secure estate, have satisfactory accommodation to go to.**

<b>NAME OF ACCOMMODATION OFFICER</b>	<b>LOUISE DAWSON GRAHAM AMEY*</b>	
	<b>2003 Outturn</b>	<b>2004 Target</b>
<b>% of Young People that have suitable accommodation to go to</b>	<b>92%</b>	<b>100%</b>

\* part-time temporary position during 2003/04

#### Actions to achieve the target

- Continue YOS accommodation officer involvement in longer term strategic developments of accommodation services in Worcestershire and Herefordshire
- Partnership work with Supporting People to ensure the needs of YOS client group are included in the local Supporting People Strategic Plans
- Funding for sessional workers to support ongoing development of YOS accommodation services
- Further exploration of Supported Lodgings Scheme including possible funding sources
- Implementation of agreed referral processes to district housing for 16/17 year old homeless young people
- Ensure referral procedures agreed in recent protocols are used consistently across YOS teams
- Work with accommodation providers to consider accommodation access for particular client groups (e.g. young people with a Tag; Sex Offenders; young people with substance misuse problems)
- Consider development of protocol with After Care Services
- Improved YOS monitoring and recording of both internal and external accommodation referrals
- Participate in Centrepont research into the accommodation needs of young offenders
- Joint work with Centrepont regarding the development of mediation services to prevent family breakdown
- Participate in the reviews of local district homelessness strategies to ensure needs of YOS client groups are represented
- Introduce 'Accommodation Review Form' at end of all interventions where young person identified as not in satisfactory accommodation
- Identify funding to continue additional post of part-time Accommodation Officer in Hereford

#### Constraints

- YOS Accommodation service to both counties and 6 districts covered by 0.6 FT post
- Insufficient resources for specialist operational support worker resulting in Case manager addressing accommodation issues
- Lack of recognition of link between accommodation and offending by strategic policy makers (e.g. Community Safety Groups)
- Limited dedicated YOS accommodation budget
- Poor range of accommodation available for YOS client group
- Pressure on sessional worker resources
- Limited funding to continue part-time temporary Accommodation Officer in Herefordshire.

#### Links to agency partners

- District Housing Services for protocols, referrals and accommodation services for homeless young people

## **Section D: *Performance Targets***

- Supporting People Teams regarding strategic plans and supported accommodation provision
- Social Services regarding development of remand placements and fostering services
- Voluntary and private accommodation providers
- Centrepoin for research purposes

### **Links to allied themes**

- YOS substance misuse and mental health services
- YOS sex offenders policy and practice
- Assessment, Planning, Intervention and Supervision Effective Practice agenda
- YOS Communication Strategy
- YOS ISSP provision

### **Learning and development actions**

- Attendance by YOS specialist worker at national accommodation conferences
- Quarterly meetings with Telford, Shropshire and Wrekin Accommodation Officer
- Implementation of findings from Centrepoin research
- Training for sessional work staff to address housing needs

## Section D: Performance Targets

### Mental Health

#### Target:

*All young people by 2004, who are assessed by ASSET, as manifesting:-*

- ❑ *Acute mental health difficulties to be referred by YOS to the Child and Mental Health Service (CAMHS) for a formal assessment commencing within 5 working days of the receipt of the referral with a view to their accessing a tier 3 service or other appropriate CAMHS tier service based on this assessment*
- ❑ *Non-acute mental health concerns to be referred by the YOS for an assessment and engagement by the appropriate CAMHS tier (1-3) commenced within 15 working days.*

<b>% Assessments commenced within timescale</b>	<b>2001 Baseline</b>	<b>2002 Outturn</b>	<b>2003 Outturn</b>	<b>2004 Target</b>	<b>2005 Target</b>
<b>Acute</b>	0%	100%	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Non-Acute</b>	56%	90%	<b>89%</b>	<b>100%</b>	<b>100%</b>

#### Actions to achieve the target

- YOS mental health specialists to deliver assessment and treatment services (wherever possible) to reduce pressure on CAMHS services
- Monitor implementation of mental health screening tool and produce monthly lists from YOIS to ascertain the proportion of young people with an ASSET score of 2 or above referred to MH specialists
- Extend monitoring of referral information to include age, complexity of presenting problems and outcome from referrals
- Purchase Health of Nation Assessment Tool and associated guidance/training to be used alongside ACENBACH Assessment Tool.
- Develop range of assessment tools in MH resource library
- Review Worcestershire CAMHS protocol including clarification of YOS MH specialist role as Tier 2 Outreach worker
- Develop Herefordshire CAMHS protocol
- Clarify status of Herefordshire MH YOS specialist with Primary Care Trust
- Target adult mental health services to develop provision for young people who fall outside CAMHS age range
- Standardise definition of acute vs. non acute MH difficulties across the two CAMHS services within the written protocols and agree frequency of attendance at CAMHS team meetings
- Maintain links with CAMHS National Research Unit base in Worcester
- Clinical supervision of substance misuse workers around dual diagnosis to be provided by Worcestershire YOS MH specialist
- Investigate options for buying in clinical supervision by forensic CAMHS

#### Constraints

- No formal CAMHS resource in Herefordshire
- Inadequate funding of Worcestershire and Herefordshire CAMHS services
- No written protocol with Herefordshire CAMHS and protocol with Worcestershire needs to be reviewed
- Inconsistent professional or YJB definition of acute vs. non acute MH difficulties
- CAMHS criteria for referral means certain groups are screened out (e.g. conduct disorder; emotional difficulties; bereavement; anger management)
- CAMHS service only works with young people up to the age of 16 in Worcestershire
- Timeframe for implementation of NSF for children and young people
- Resource limitations on current Youth Offending Service health specialists

## **Section D: *Performance Targets***

### **Links to agency partners**

- Worcestershire and Herefordshire CAMHS for the delivery of services
- CAMHS National Research Unit
- Primary Care Trusts, GPs, substance misuse agencies and voluntary organisations for support services

### **Links to allied themes**

- Assessment, Planning, Intervention and Supervision Effective Practice agenda
- YOS substance misuse services
- Other YOS specialist services (e.g. ETE and accommodation)

### **Learning and development actions**

- MH specialists to undertake necessary training for MH Assessment Tools
- Development of ongoing training strategy for YOS including decision on who will provide Tier 1 MH training (e.g. Young Minds, MH Specialists etc)
- MH workshops at mentoring follow up days
- Possible MH workshop for Magistrates



## Section D: Performance Targets

### Substance Misuse

#### Target:

**Ensure all Young People are screened for substance misuse, that those with identified needs receive appropriate specialist assessment within 5 working days and following the assessment access the early intervention and treatment services they require within 10 working days**

<b>MEASURE</b>	<b>2004 Target</b>	<b>2005 Target</b>
<b>% of Young People screened for substance misuse</b>	<b>100%</b>	<b>100%</b>
<b>% of Young People with identified needs receiving appropriate specialist assessment within 5 working days</b>	<b>100%</b>	<b>100%</b>
<b>% of young people accessing the early intervention and treatment services they require within 10 working days</b>	<b>100%</b>	<b>100%</b>

#### Actions to achieve the target

- Develop protocol between YOS and CDT regarding access to appropriate substance misuse services (e.g. FISH, DASH)
- Full implementation of the SPACE and ZIGZAG (Young Persons Substance Misuse) services, including agreement on YOS wide consistency of practice
- Implement substance misuse screening tool across the YOS
- Introduce formal mechanisms for absence/leave coverage across the substance misuse specialists
- Develop YOIS based substance misuse referral process and discontinue paper referrals
- Introduce policy and procedure whereby YOS substance misuse worker has initial meeting with young person within 10 working days of assessment even if ongoing treatment is scheduled for later in the intervention
- Identify process for recording assessment and intervention services on YOIS and record reasons for not meeting YJB working day targets
- Develop clearer recording of YOS drug treatment plans
- Development of combined Youth Offending Service/Social Services/Connexions substance misuse policy.
- Involvement in a range of YPSM planning and implementation groups.

#### Constraints

- Vulnerability of funding of young people's substance misuse services and Mercia NET training
- Lack of specialist young person's subscribing GP
- YOS not fully in control of services that will contribute towards achieving target and at times may not be appropriate to deliver assessment/treatment services within target timescales
- Complexity of set up provides barrier to rapid development of substance misuse services
- Lack of clinical lead within YPSM delivery in Worcestershire

#### Links to agency partners

- SMAT, DAT, FISH, CDT, DASH, SPACE & ZIGZAG for provision of substance misuse services
- SMAT & DAT for strategic development of services
- Mercia NET for ongoing training development

#### Links to allied themes

- Assessment, Planning, Intervention and Supervision Effective Practice agenda
- Dual diagnosis of mental health/substance misuse difficulties
- Information provision (leaflets etc)
- YOS Communication Strategy

## **Section D: *Performance Targets***

### **Learning and development actions**

- Co-ordination of training needs into a training strategy for more co-ordinated development
- Provision for updating of Nursing Registration for Worcestershire specialist worker
- Clinical supervision training
- Management training for Herefordshire specialist worker
- Attendance at national conferences regarding new developments/thinking in the substance misuse field
- Training for all workers on recording referrals on YOIS

## **Section E: *Learning & Development***

## Section E: Learning & Development

### Human Resource and Learning & Development Strategy – 2004/05

#### **Background**

WHYOS comprises 2 largely rural counties – Worcestershire and Herefordshire with staff dispersed over 3 main locations: – Worcester (main Office), North Worcester (Redditch) and, Hereford. It has 206 staff working across these teams comprising seconded, outsourced, sessional and volunteer staff. Retention levels remain high with only 4 vacancies. These are, however, concentrated on one team and therefore create staffing pressures on local service delivery in the north of Worcestershire. Approximately 50% of YOT workers are occupationally qualified. All current YOS workers are aged over 25 with a 60:40 female: male ratio. Ethnic minority groups are significantly under represented. The recruitment of younger workers and workers from black minority ethnic backgrounds is an ongoing priority and to this end the YOS are working with the Race Equality Council and considering the feasibility of Modern Apprenticeships.

#### **Training budgets**

The YOS has allocated 5% of its budget to learning and development programmes. It also accesses training from partner agencies including the full programme of training provided by Worcestershire County Council and Herefordshire Council.

#### **Training needs schedule for 2004/2005**

The YOS has identified its training requirements for 2003/04 in the table below. It is unlikely that such a comprehensive training plan can be delivered so priority courses are highlighted in bold:

Course/Training Opportunity	Managers	Practitioners	Sessional Staff	Volunteers (inc. Panel Members)	Admin-istrators
<b>Management &amp; Leadership Skills</b>	✓				
<b>Supervision Skills</b>	✓				
<b>Induction Programme</b>	✓	✓	✓	✓	✓
<b>Risk Assessment</b>	✓	✓	✓	✓	✓
<b>APIS</b>	✓	✓			
<b>Effective Practice</b>	✓	✓			
<b>Offending Behaviour</b>	✓	✓	✓		
Restorative Justice		✓	✓		
Remand Management	✓	✓			
Court Procedures		✓			
DTO Work		✓	✓		
<b>Final Warnings</b>		✓	✓		
<b>Child Protection</b>	✓	✓	✓	✓	✓
Diversity	✓	✓	✓	✓	✓
Sex Offending	✓	✓	✓		
<b>Parenting</b>	✓	✓	✓	✓	
<b>ETE</b>	✓	✓			
Accommodation	✓	✓	✓		
Mental Health	✓	✓	✓		
Substance Misuse	✓	✓	✓	✓	
Groupwork		✓	✓		
Motivational Interviewing		✓	✓	✓	
<b>Mentoring Skills</b>			✓	✓	
<b>YOIS</b>	✓	✓	✓		✓
General IT Skills					✓
Health & Safety	✓	✓	✓	✓	✓

## Section E: Learning & Development

### **Management and leadership training**

The management team have undertaken a successful structured training and development programme this year where key leadership and interpersonal skills have been the focus. The areas covered were:

- Effective team management
- Targeting and Performance management
- Team motivation
- Conflict Management
- The role of interpersonal skills
- Supportive management techniques

Further skills training will be commissioned for managers in **2004/5** with an emphasis on staff development and motivation. Key themes will include:

- Motivational management
- Leadership skills
- Coaching Techniques

### **Training and development needs linked to EPQA action planning**

The table of training requirements(above) outlines the YOS commitment to pursuing and developing skills to meet Effective Practice Quality Assurance (EPQA) action planning. Its immediate priorities are linked to the current EPQA assessment areas: (i) Assessment, Planning Interventions and Supervision (APIS); (ii) Education Training and Employment; and (iii) Final Warnings. The new EPQA area of Parenting is recognised as a priority for next year's training schedule. The YOS plans to use the regionally provided In-Service (INSET) training programme to provide training in the key areas described in the above and is awaiting the delivery and schedule proposed for the West Midlands.

### **Implementation of YJB HR & Learning Strategy**

#### ***Demand for the training programmes within the National Qualification Framework***

The YOS is part of the West Midlands Regional HR and Learning Steering Group and plays a role in the devolved Regional Working Group which has been commissioned to plan the regional requirements and delivery strategy for the new suite of qualifications. It is anticipated that the YOS will continue to participate in developments on a regional as well as cluster basis.

The YOS sees the *Professional Certificate in Effective Practice (PCEP)* as a key to the development of its EPQA agenda and have nominated 13 practitioners for the programme during 2003-2004. This represents approximately 20% of the full-time workforce and the YOS and is scheduled to meet the YJB target to "Help 80% of the full-time workforce to achieve PCEP or equivalent by 2006". However, further clarification is required regarding how the PCEP will map to other professional qualifications (e.g. Social Work PQs). In addition some team members are awaiting the development of the foundation degree as an alternative qualification route.

In order to ensure that full advantage is taken of the PCEP learning opportunity, the YOS has commissioned a support and development model for the practitioners that comprises:

- Initial "Return to Study" day
- Assignment and group support events
- Action learning development

Initial feedback from practitioners has been positive with early the first cohort of practitioners achieving impressive assignment results. It is anticipated that a similar number of qualified and unqualified workers will go forward onto next year's cohorts and that the YOS intend to continue with the support model.

## Section E: *Learning & Development*

### **Gateway Programme**

The gateway programme is the access route to the National Qualifications Framework and is due to be rolled out on a regional basis in the autumn. The YOS would like to offer this route primarily to its sessional / volunteer workforce to give them a broad and informative overview of the Youth Justice Sector and provide for their personal development route – potentially linking this to NVQs and AMAs where appropriate.

### **Foundation Degree**

The YOS understands that the Foundation degree is to be offered from the Autumn and is interested to pursue this particularly for unqualified practitioners undertaking the Professional Certificate.

### **Advanced Modern Apprenticeships (AMA) or Modern Apprenticeships.**

AMAs are currently being reviewed by the Regional Steering Group. The YOS anticipates that it will take part in a pilot of the Youth Justice AMA envisaged during 2004/5. This may be a route to fill possible future vacancies and fulfil the goal of attracting a younger and ethnically diverse workforce.

### ***Training and development of Volunteers / Mentors / Sessional Workers***

The YOS makes wide ranging use of support staff to fulfil its objectives. This includes: 22 volunteer mentors to work with young people and their parents; 74 Referral Order Panel Members to work with the Restorative Justice unit; and 18 sessional workers to work with young people in the area of reparation and general support. The YOS provides a range of training and development opportunities to these workers to help them to understand the principles and processes associated with the youth justice system and their role within this. Training and development opportunities associated with these roles are summarised below:

**Volunteers / Mentors:** A full induction is provided for volunteers and mentors to provide them with a clear understanding of the volunteer/mentor role and the associated roles and responsibilities. YOS specialist workers run regular Mentor Support Groups on a rolling basis. In addition, internal and external training courses are offered to develop and enhance their skills in working with young people.

**Panel Members:** The main role of a Panel Member is to attend Referral Order Panel meetings attended by Young Offenders, supporting YOT Officers and, where possible, the victims of their crime. The work of this group is supported by an Area Team Manager and all Panel Members are provided with Induction and on-going training as required.

**Sessional Workers:** Sessional workers undergo a full YOS induction programme and other internal and external training will be made available where appropriate.

The YOS is committed to provide extensive training to support its **volunteer /sessional** workers throughout 2004/2005. Priorities include: -

- Skills and Role Development opportunities: enabling sessional workers to develop skills and competencies to take on new roles – e.g. regional INSET training; Parenting; Gateway programme
- Skill/Role Refresher opportunities – focusing on core practice areas that may often have associated changes in legislation – e.g. Child Protection
- Skill/Role Maintenance opportunities – updating awareness, knowledge, skills and competence to undertake existing roles – e.g. Offending Behaviour.

### ***Other professional Training offered***

A significant number of the YOS workforce are qualified social workers (15 people hold the DipSW qualification) and a smaller number are working to achieve the PQ. It is hoped that the YJB will soon agree the status of PCEP with regard to PQ in order to help the YOS plan and prioritise this key professional requirement. Other training and development opportunities planned or ongoing for 2004/5 include:

## **Section E: Learning & Development**

- Diploma HE Addiction Studies
- Distance learning – Social Sciences and Arts
- Advanced Diploma in Criminology

### ***NVQ development***

The YOS priority rests with the NQF and it is pursuing these routes rather than the NVQ pathway as the main vehicle for practitioner development. However, it is intended to offer NVQ level 3 (Drugs Awareness) to key workers based on the West Midlands Regional Drug Training Project.

### ***Internal appraisal schemes***

The YOS is successfully delivering staff supervision and appraisals at all levels of the organisation. This is based on the Worcestershire County Council model. When available, the YOS will pilot and evaluate the YJB appraisal model and assess which of the models is most effective in assisting ongoing staff development.

### ***Local links***

The YOS continues to maintain and forge links with the following Institutions:

- University of Oxfordshire – offering student placements
- University of Central England – offering student placements
- North East Worcester College – offering student placements
- Hereford College – offering student placement
- University of Oxford – for research links & joint development work
- Nottingham Trent University – offering the Professional Certificate in Effective Practice
- The West Midlands Regional Drug Training Project - working closely with the NTA and the Community Justice National Training Organisation to set up a pilot of the newly developed Progression Award in Community Justice-Drug and Alcohol Services in April 2004.
- NSPCC – Child Protection issues

Staff and managers also lecture to numerous Further and Higher Education institutions.

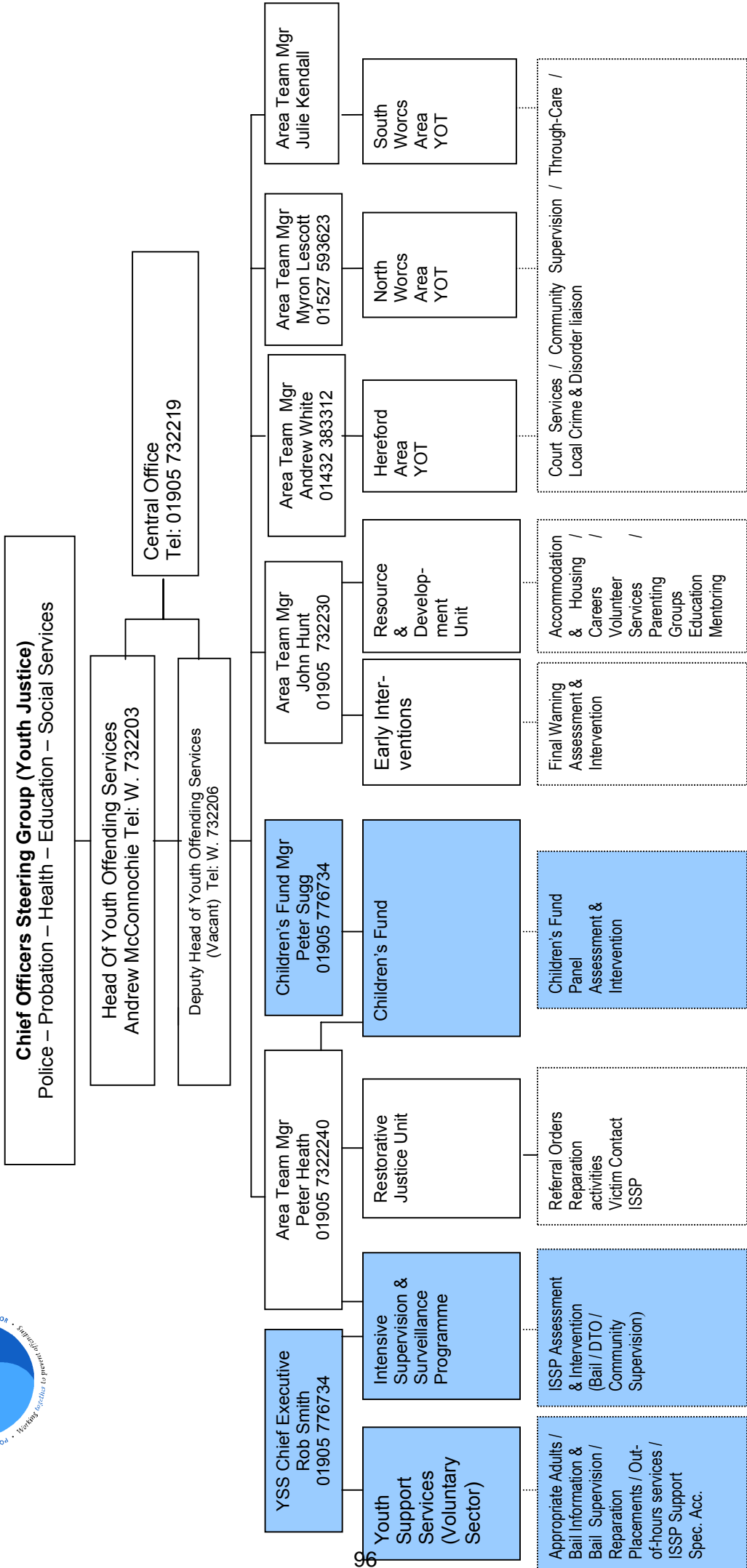
### ***Links with local LSC/Connexions to support staff training***

The YOS is developing support links with the LSC in anticipation of the implementation of the Advanced Modern Apprenticeship scheme. In addition, formal links have been established with Connexions and the Learning Skills Council to support basic skills training for young people and integration back into mainstream education, training and employment.



WORCESTERSHIRE & HEREFORDSHIRE YOUTH OFFENDING SERVICES

SERVICE STRUCTURE FROM JANUARY 2004



KEY



Services provided in partnership with other organisations



## DISABILITY SCHEME

### PROGRAMME AREA RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE

CABINET

18TH MARCH, 2004

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#### Wards Affected

County-wide

#### Purpose

To consider the Council's adoption of a Disability Scheme and Indicative Action Plan.

#### Key Decision

This is not a key decision.

#### Recommendations

**THAT the attached Draft Disability Scheme and Indicative Action Plan be approved, subject to any amendments that might be agreed at the meeting.**

#### Reasons

1. The Corporate Plan for 2003-2006 highlights the importance of establishing a Disability Scheme, as part of the Council's approach to leadership and diversity, and to meet its obligations under the Disability Discrimination Act 1995 (DDA).
2. The DDA introduced new measures aimed at ending the discrimination faced by disabled people in the areas of employment, access to goods, facilities and services, and property rights. These measures are being introduced over time. Since October 1999 it has been necessary to take all reasonable steps to remove barriers, except where alterations to physical premises are necessary, but from 1st October, 2004 changes to physical premises will be required.
3. With effect from 1st October, 2004 the Council will have a duty to make reasonable physical adjustments to premises to overcome barriers to services for disabled people. The DDA states that where a feature of a building makes it unreasonably difficult for a disabled person to use that service, the service provider must take reasonable steps to:
  - Remove the feature
  - Alter it so that it no longer has that effect

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Further information on the subject of this report is available from  
Tony Michael, Policy Officer, on (01432) 261823

- Provide reasonable means of avoiding the feature; or
  - Provide a reasonable alternative method of making the service accessible.
4. In June 2003 a Disability Working Group was established, including representation from local voluntary groups, to progress the development of a Council Disability Scheme. The Group has met on four occasions and has now prepared a draft scheme, which is attached at Appendix 1.
  5. During December 2003 the Local Government Association and the Disability Rights Commission issued detailed recommendations to local authorities in relation to their responsibilities under the DDA. These recommendations have been addressed in the Indicative Action Plan attached at Appendix 2.
  6. During January 2004, awareness training on diversity issues, including disability, has been undertaken at the Managers Forum and workshops for Members. This is consistent with the target date to implement actions within the Disability Scheme, as identified in the Council's Improvement Plan.
  7. The implementation of the Disability Scheme will increase the focus on diversity issues and greatly assist in the adoption of the Local Government Equality Standard.

## **Considerations**

8. The DDA is split into four sections, dealing with Employment, Education, Services and Transport. These sections are dealt with separately under the Act and have slightly different duties. The Council's Disability Scheme provides an overview of the Council's responsibilities in relation to the DDA, but specifically relates to Part III of the Act, access to services.
9. The format and approach of the Disability Scheme is based upon the Council's experience of developing the Race Equality Scheme, and provides a challenge to review, develop and adopt effective practices to meet the duties defined by the DDA. It is proposed that a Steering Group should be established to review the Disability Scheme and Action Plan, in terms of achievable outcomes and performance measures, oversee its implementation, and report on progress.
10. The proposed composition of the Disability Steering Group is as follows:
  - Chair (Head of Service level)
  - Head of Property Services
  - Customer Services and Development Manager
  - e-Modernisation Representative
  - Human Resources and Training Representative
  - Representatives from Directorates/Departments
  - Community Disability Representation
  - Staff Disability Representation

- Corporate Policy Team (advisory and support role)
  - Public Relations Team (advisory and support role)
  - Community Development Co-ordinator (advisory and support role)
11. It is further proposed that where appropriate, members from the current Social Care Disability Services Review Group and the Disability Working Group are invited to fulfil the roles identified in paragraph 10 above, and that the Chair of the new Disability Steering Group be represented on the Council's Diversity Group.

## **Risk Management**

Failure to adopt an appropriate Disability Scheme could undermine the Council's ability to meet its requirements under the Disability Discrimination Act 1995.

## **Background Papers**

None identified.



# Contents

- Foreword
- Introduction and policy context
- The Disability Discrimination Act 1995
- Disability in Herefordshire
- Disability Scheme
  - 1 Values, principles and standards
  - 2 Strategic aims
  - 3 Assessing functions and policies
  - 4 Access to information and services
  - 5 Education
  - 6 Training and development
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  - 8 Transportation and mobility
  - 9 Complaints
  - 10 Consultation and publication
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  - 1 Action Plans
  - 2 Equal Opportunities Policy
  - 3 Code of Practice
  - 4 Equality Standard
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# Foreword

Herefordshire Council has both a social duty and a statutory obligation to reflect the needs of a diverse population through its service provision and as an employer. As part of our overall approach to diversity issues, we recognise that disabled people should have equal rights in relation to employment and services so that they can participate fully as citizens. We also recognise that disability is caused by the way in which society fails to meet an individual's needs and to address physical or social barriers. We are therefore committed to taking positive steps to eliminate discrimination in our policies, practices and procedures.

We are committed to employing disabled people and providing equitable services. We believe that if discriminatory factors such as prejudice, inaccessible buildings and inappropriate employment requirements are removed, disabled people will receive good quality services and have enhanced job opportunities.

Our Disability Scheme will help us to review our services and to remove physical and social barriers. The Scheme will also help us to improve access to our services for all our customers.

Our aim is to fully meet our obligations under the Disability Discrimination Act and to learn from best practice, as we strive to become an excellent local authority.

*Councillor Roger Phillips*  
*Leader of Herefordshire Council*

# Introduction and policy context

## According to the Disability Rights Commission:

*'There are 8.5 million disabled people in Britain – one in seven of the population. This covers people with epilepsy, cancer, schizophrenia, Down's syndrome and many other types of impairment.*

*Under the Disability Discrimination Act 1995, many legal rights and obligations affecting disabled people's access to services and employment are already in force. Others become law in 2004.*

*Many people are still not aware that they have many new rights. And employers and service providers are often unsure how to implement "best practice" to make it easier for disabled people to use their services or gain employment'.*

## Equal Opportunities

Herefordshire Council believes that it is a fundamental right for everyone to be treated equally, with respect and dignity. And we will act directly and use our influence to ensure that this right is promoted and upheld. As an organisation, we have a responsibility to promote and implement equality of opportunity when we are:

- providing services,
- purchasing services,
- employing staff; or
- working in partnership with other organisations,

People can be discriminated against on a number of grounds, including:

- disability;
- gender;
- race;
- religious belief;
- age;
- marital status;
- sexual orientation;
- HIV status; or
- any personal characteristic or circumstance

The Council has, therefore, adopted an equal opportunities policy to let its staff, customers, contractors and partners know about our aims and our commitment to act directly and to use our influence to ensure that everyone is treated equally. And it is within this overall context that we have developed our approach to disability issues within Herefordshire.

## Social Inclusion

The Council is committed to equality of opportunity in allocating resources and providing services.

In carrying out our equal opportunities policy, we will actively seek to:

- Ensure that all customers and users of the Council's services are aware of their right to be treated equally, with respect and dignity, and of their right to complain when they believe they have been unfairly treated.
- Understand customers' needs by reflecting the diversity of the local community (such as ethnic origin, gender, age, disability, etc) in the workforce.
- Eliminate barriers for anyone who needs or wishes to access services delivered by the Council, including barriers relating to affordability, language, accessibility, culture and attitude.
- Consult with the community, including our employees, to ensure that people take part in identifying needs and allocating resources to meet those needs.
- Ensure that all Councillors, Council employees and those working with or for the Council are aware of its equal opportunities policy; that all understand their responsibility for implementing the policy, the standards of behaviour required by the Council and the consequences of unacceptable behaviour.
- Use whatever opportunities are allowed by law to ensure that those providing a service to, or on behalf of, the Council accept a commitment to equal opportunities and monitor their performance in this area.
- Ensure that all community groups are given fair and equal access to the information, advice and other forms of assistance they receive from the Council.
- Ensure that fair and equal consideration is given to the provision of Council grants and services to the voluntary and community sector.

## **Disability Scheme**

Disabled people as full citizens should have the same rights in relation to employment and services as non-disabled people. The Council is committed to taking positive steps to eliminate discrimination in its policies, practices and procedures and this intention underpins our Equal Opportunities Policy. Our Disability Scheme is designed to assist managers to review their services and to remove barriers to disabled people. These barriers may be attitudinal, informational, environmental, organisational or cultural. Our aim is to not only meet our obligations under the Disability Discrimination Act 1995, but to become an excellent Council recognised for good practice.

## **Commitment to excellence**

Since the Council was established in 1998 it has been open to internal and external challenge. Internally through the scrutiny process, Best Value Reviews and EFQM Business Excellence assessments, and externally through the Improvement and Development Agency peer review and the Audit Commission's Comprehensive Performance Assessment. The output of all these assessments has seen the development of an Improvement Plan, as a strategic framework for improvement. As an essential element of the Improvement Plan, and as part of our overall approach to diversity issues, we have established our disability scheme to improve access to our services and to eliminate prejudice both within the Council and in our dealings with others.



## **The Social Model of Disability**

Central to our Disability Scheme is the endorsement of the 'Social Model of Disability', which is founded on the belief that disabled people are discriminated against by the design of the environment and how services are organised and delivered. Inclusive Design principles have been produced based on this social model, and provide a tool to review the existing physical environment and guide future developments. These developments will not only improve access for disabled people, but other groups in society such as older people or parents with young children.

# The Disability Discrimination Act 1995

## What does the Act do?

It creates rights for individuals, defined as disabled, in terms of:

- Employment,
- The provision of goods, facilities and services, and
- The selling and letting of land and property.
- The Act also deals with some aspects of Education and Public transport

## Timescale for Implementation

The duties on service providers are being introduced in stages:

- From 2 December 1996, it's been unlawful for service providers to treat disabled people less favourably for a reason related to their impairment or mental distress
- From 1 October 1999, service providers have had to make reasonable adjustments for disabled people, such as providing extra help or making changes to the way they provide their services; and
- From 1 October 2004, service providers will also have to make "reasonable adjustments" to overcome physical barriers to improve access to their services
- Since 2 December 1996, it has been unlawful to treat disabled people less favourably in relation to the selling, letting and managing of premises. However, there is no equivalent duty to make reasonable adjustments.

## The Disability Discrimination Act Part II (Employment)

The provisions state that:

It is unlawful for an employer to treat a disabled person less favourably because of their impairment, unless there is a good reason. This applies to recruitment, training, promotion and dismissal.

Employers are also required to look at reasonable changes that could be made to enable a disabled person to do a job. Employers need to take into account how much the changes will cost and how much the changes will help disabled people when considering what is reasonable.

## The Disability Discrimination Act - Part III (Service Provision)

Part III of the Act states that the same standard of service must be provided to everyone. It's unlawful to:

- Refuse a service to a disabled person because of a reason relating to their impairment
- Offer a disabled person a service that is not as good as a service offered to a non-disabled person
- Provide a service to a disabled person on terms that are different from the terms for a non-disabled person

Providers of services and goods must:

- Not run their service, or provide their goods in ways that makes it impossible or unreasonably difficult for a disabled person to use them
- Not charge a disabled person more to meet the cost of enabling them to use the service
- Provide equipment that will make it easier for disabled people to use their service
- Remove physical barriers or provide other ways of making services accessible to disabled people, if it is reasonable to do so.

As a result of the DDA, regulations have been introduced setting minimum standards for new public transport vehicles (taxis, buses coaches, trains and trams) so that disabled people, including wheelchair users, can use them.

The Act ensures that the needs of disabled people are recognised in relation to the provision of education and requires that:

- Schools explain how they will provide access to disabled pupils and what they will do to ensure they are fairly treated
- Further and higher education institutions publish disability statements containing information about facilities for disabled people.
- Local Education Authorities provide information on their further education facilities for disabled people

### **Auxiliary Aids or Services**

The Disability Rights Commission Code of Practice <http://www.drc.org.uk/open4all/law/CodeofPractice.doc> states that under Section 21 of the DDA a service provider must take reasonable steps to provide auxiliary aids or services if this would enable (or make it easier for) disabled people to make use of any services which it offers to the public.

### **Provision for people with a hearing disability**

For people with hearing disabilities, the range of auxiliary aids or services which it might be reasonable to provide to ensure that services are accessible might include one or

more of the following:

- written information (such as a leaflet or guide);
- a facility for taking and exchanging written notes;
- a verbatim speech-to-text transcription service;
- induction loop systems;
- subtitles;
- videos with BSL interpretation;
- information displayed on a computer screen;
- accessible websites;
- textphones, telephone amplifiers and inductive couplers;
- teletext displays;
- audio-visual telephones;
- audio-visual fire alarms;
- qualified BSL interpreters or lipspeakers

### **Provision for people with a visual impairment**

For people with visual impairments, the range of auxiliary aids or services which it might be reasonable to provide to ensure that services are accessible might include one or more of the following:

- readers;
- documents in large or clear print, Moon or braille;
- information on computer disk or e-mail;
- information on audiotape;
- telephone services to supplement other information;
- spoken announcements or verbal communication;
- accessible websites;
- assistance with guiding;
- audiodescription services;
- large print or tactile maps/plans and three-dimensional models;
- touch facilities (for example, interactive exhibits in a museum or gallery).

# Disability in Herefordshire

## Disability Profile

The profile for Herefordshire has been compiled using national statistics from the 2001 Census and from the 2001 Health Survey for England. The information from the Census suggests that 20% or 28,385 adults in Herefordshire have a limiting long-term illness (LLI). The prevalence of LLI is higher than that of disability, although LLI may still be under reported with some older people considering LLI a normal factor of their aging. More specific data can be gleaned from the health survey, which allows us to provide the following estimates:

<b>Estimated numbers of disabled in Herefordshire - 2001</b>			
<b>Type of disability</b>	<b>Moderate</b>	<b>Serious</b>	<b>Total</b>
Any	18410	7780	26200
Locomotive	13950	5460	19410
Personal care	8410	2030	10440
Sight	2590	1060	3650
Hearing	6660	580	7240
Communication	1460	560	2020

*Notes: Figures for 'Moderate' and 'Serious' may not sum to 'Total' due to rounding*

*The category 'Any' includes people with 1 or more disability of the type listed.*

It should be noted that the number of people with mental health problems were not covered in the Health Survey, although they represent 23% of all claims for Disability Living Allowance.

The Health Survey did not cover children under 10, but figures for the small number of 10-15 year olds that were included suggests that statistics on LLI provides a reasonable estimate. For children (0-15years) Census statistics indicate that 4% (1206) of children in Herefordshire have an LLI..

As this data reveals a significant proportion of Herefordshire's population has some form of LLI or disability. Furthermore this is not a homogenous group. The categories in the table above are very general. The diversity of access needs varies between different types of disability and between individual disabled people. The authority's approach will need to reflect the whole spectrum of disability to have an appreciable affect on the access needs of individual disabled people.

## Herefordshire Council's approach to equality and diversity

The Council's Diversity Group oversees the development of the disability scheme and other equality policies. This group's remit is to raise the profile of the diversity agenda, and work to integrate diversity issues into the Council's ongoing organisational development.

The Council is also using the Equality Standard for Local Government as a tool to monitor its progress in dealing with all equality issues. The Equality Standard comprises five levels, which councils can use to gauge their success. This is an

important tool in measuring the progress of equal opportunity activities. At present the Council feels it has reached level one. This means there is an Equal Opportunities Policy in place, and there is ongoing action planning and consultation.

The Council has also prepared guidance relating to service reviews, which encourages service managers to evaluate how their service is meeting the objectives of the Equal Opportunities Policy and anti discrimination legislation such as the Disability Discrimination Act, Managers are also encouraged to ensure that the delivery of their services reflect the rural nature of Herefordshire.

### **Council Employees Disability Profile**

Following a major monitoring exercise of employees, which took place in 2003, Herefordshire Council has identified the following equality profile:

- It employs just over 6,663 people, half of these are based in schools including casual workers;
- For non-school based staff, female employees outnumber male employees by three to one. Female employees in senior positions do not reflect this ratio; 85% of employees are female, however, in the top 5% salary range, only 40% are female.
- Around 55% of all employees are part time and most of these are female (92%)
- 0.66% of employees are from black and ethnic minority groups. If non-British white people are included in the definition of ethnic minority staff, the proportion increases to 8.8% (subject to audit)
- 0.8% of the total workforce agree they have a disability.

### **Best Value**

Under Best Value legislation, each local authority has a duty to 'make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness'. Each year, the Council has to report on its progress against a range of Best Value Performance Indicators. Councils also have to review all their activities and the reviews should produce demanding targets with clear action plans for how they are to be achieved.

The following Best Value indicators relate to the Councils performance on employment and access disability issues. The equality standard helps to set targets for the performance indicators:

BV ref	Indicator	Actual outturn for 2001/2002	Target for 2002/2003	Actual outturn for 2002/2003	Target for 2003/2004	Target for 2004/2005	Target for 2005/2006
BV16a	The number of staff declaring that they meet the Disability Discrimination Act Disability definition as a percentage of the total workforce	1.25%	2%	0.97%	2%	3%	3%
BV16b	The percentage of staff declaring that they meet the Disability Discrimination Act disability definition compared with the percentage of economically active disabled people in the authority area			0.97% : 7.8%	1% : 7.8%	1.1% : 7.8%	1.25% : 7.8%
BV156	The percentage of authority buildings open to the public in which all public areas are suitable for and accessible to disabled people	18%	22%	25%	30%	35%	40%

In addition to the Best Value Performance Indicators, the Council has a Human Resources Strategy that contains performance indicators designed to monitor the promotion of equal opportunities. These indicators are designed to track the progress of specific aims such as attaining the disability symbol accreditation.

To help services to conduct meaningful Best Value Reviews, the Council provides guidance to service managers to ensure that the Equal Opportunities Policy is always taken into account. The guidance encourages an evaluation of processes and the development of improvement activity to support the implementation of the equal opportunities policy.

# Herefordshire Council's Disability Scheme

## 1 Values, principles and standards

Herefordshire Council believes that it is a fundamental right for everyone to be treated equally, with respect and dignity. Through our equal opportunities policy, we have committed to act directly and use our influence to ensure that this right is promoted and upheld. We recognise and accept that we have a responsibility to promote and implement equality of opportunity when we are providing services, purchasing services, employing staff or working in partnership with other organisations.

Through our *Statement of Style, Values and Direction*, we have adopted the following value in relation to equality:

***“Everyone within and outside the Council is treated with fairness, courtesy and respect”***

However, for this commitment to be meaningful equality must be mainstreamed into the every-day policies, procedures and practices of the Council.

## 2 Strategic aims and objectives

The strategic aim of our Disability Scheme is to promote social inclusion and improve access to our services by eliminating discrimination in our policies, practices and procedures.

To support this aim Herefordshire Council has agreed the following key objectives:

- To promote equal opportunities and value diversity in the way that services are managed and delivered
- To increase community awareness of disability and equality issues.
- To provide appropriate information, auxiliary aides and facilities to ensure equal access to our services.
- To improve the physical access to buildings open to the public.
- To improve consultation within the community and with our employees to ensure that the needs of disabled people are identified and addressed.
- To ensure that all Councillors, Council employees and those working with or for the Council understand their responsibility for implementing equalities, and promoting greater social inclusion.
- To improve access to education and employment opportunities.
- To remove barriers in terms of mobility and transportation across the county.
- To improve our understanding of customers' needs by reflecting the diversity of the local community (such as disability, ethnic origin, gender, age etc) in our workforce.



### 3 Assessing functions and policies

A key element of this Disability Scheme is to assess all the authority's current functions and policies in relation to the requirements of the Disability Discrimination Act and their relevance to the anticipated general duty to promote disability equality. The assessment process will commence during 2004 in conjunction with the roll out of corporate equalities training and impact assessments linked to our ongoing work on the achievement of Level 2 of the Equality Standard.

As a result of our audit of services for our e-Modernisation Programme, we have identified that the Council is responsible for the delivery of over 700 services. Each of these services will be reviewed in terms of the impact assessment process. The results of the first series of assessments during 2004/2005 will be recorded to document the implementation of the Disability Scheme and the development of detailed Directorate and Departmental action plans. The assessment process will be completed during 2005/2006 and 2006/2007 and these assessments will also feed into the review of the Council's Race Equality Scheme. Further joint equality assessments will be undertaken every three years to take account of changing circumstances, technological advances and service improvements, as the Council progresses with its achievement of full accreditation, of Level 5, under the Equality Standard.

#### Practices, Policies and Procedures

The review of Council services, outlined in section 3 above, will ensure that our policies, procedures and practices do not discriminate against disabled people.

- Our **practices** are how we actually deliver our services
- Our **policies** indicate how we intend to deliver our services
- Our **procedures** are the processes we use to help us deliver our services

The review will identify the most important barriers to delivering services fairly and equally to disabled members of the community, including:

- **Attitudinal barriers:** created by our attitudes as service providers
- **Cultural barriers:** created by the lack of influence disabled people have in terms of decision making
- **Environmental barriers:** created by physical and organisational arrangements

### 4. Access to Services: Electronic service provision

#### E-Government:

The Council is committed to provide 100% of all interactions that are enabled and legally permissible for electronic delivery. Where these services are

available over the Internet, steps must be taken to avoid any liability for discrimination against those citizens who have special requirements.

The Council's Implementing Electronic Government Statement highlights new criteria for accessibility in the provision of services that will require major changes in the working practises of web designers and those providing services across the Internet. Both the Royal National Institute for the Blind (RNIB) and the Disability Rights Commission (DRC) are becoming proactive in assisting individuals in UK Court actions against organisations whose websites do not comply with the DDA.

Disability Rights Commission Annual Review 2003:

"Increasingly, we all obtain information, goods and services through the internet. The design of websites is therefore important and they should be accessible to disabled people. The Commission has launched a formal investigation into 1000 websites ..... This is an indication of the Commission's decision to use its legal powers more strategically with the objective of bringing about major changes in society."

In Australia Mr Bruce Maguire brought a successful action against the Sydney Organising Committee for the Olympic Games and was awarded \$20,000 for their failure to make the website accessible to the disabled users.

As part of the Council's Disability Action Plan, an audit will be undertaken to assess accessibility against all the services we are committed to providing electronically. We will also be setting demanding targets for accessible website accreditation, applying principles of Plain English and seeking accreditation from the Internet Crystal mark scheme.

## 5. Education

Herefordshire Education Directorate is committed to the principle of inclusive education. The Directorate recognises the social model of disability, that physical, environmental and attitudinal barriers cause discrimination in the education system as in society as a whole.

The Special Educational Needs and Disability Act 2001 removes the exemption of education from the DDA. Inclusive education should celebrate diversity, but requires adaptation of the physical and social environment in schools. The Special Educational Needs and Disability Act places a duty on Local Authorities to devise an Accessibility Strategy, which covers three main areas:

- Access to the curriculum
- The physical environment
- Provision of information to pupils

In order to devise this strategy, and in line with government recommendations, the Child and Student Support section of the Education Directorate audited all schools and units in Autumn 2002 to evaluate present

concerns related to the three key areas.

### **Access to the Curriculum**

The audit revealed that most schools felt able to meet the needs of all children, with additional support where necessary. Some schools highlighted the need for additional staff training. This has been included in the Accessibility Strategy, training will be offered to teachers and classroom staff in general disability awareness, and more specific areas such as use of technology to help with access/inclusion; specific disabilities; mental health etc. The Herefordshire Primary Care Trust will assist with this training.

### **The Physical Environment**

At present some more obvious physical disabilities appear to be the best catered for. There are several new schools in the County which provide good facilities for young people with physical disabilities, although there have been incidences of inaccessible facilities such as toilets. There is no immediate legal requirement for structural alterations to be made, but the Council will prioritise structural adjustments to schools where there is likely to be the greatest demand. Non-structural improvements such as ramps, or sensory cues will be made where they will improve access to the school by existing, or potential students with disabilities. Fewer than 40% of schools felt confident about their wheelchair accessibility, but very few schools had any colour schemes, textures, or tactile signage to help pupils with visual impairment, similarly a minority had alarm systems with a visual component for pupils with hearing impairment.

## Information for Pupils

All schools have a level of technology that allows them to provide information in non-typical formats. There is specialist help available for low incidence needs, for example use of Braille. Specialist equipment for low incidence needs tend to be kept centrally or to follow a child from setting to setting.

## 6. Training and development

Provision of training and development is a key strength of Herefordshire Council and it is keen to ensure that the training in relation to equalities is targeted and appropriate to people's needs and the expectations of the authority. Training will, therefore, be provided for the Steering Group overseeing the implementation of this Scheme focusing on:

- A general understanding of disability issues as they affect public authorities;
- How to introduce policy in large organisations;
- The general and specific duties and why they are important;
- The concept of the Disability Scheme and how to put it into practice;
- How to carry out assessments, consultation and monitoring, and how to produce reports and publicise them widely.

A management competence for equality is currently being developed and all managers will be assessed against this competence and development needs identified. These needs will be met through individual development programmes agreed through the Staff Review and Development process. Progress will also be tracked through the Council's Human Resource Strategy performance monitoring procedures.

The Staff Review and Development scheme will be revised to ensure that equality training is highlighted as part of the annual process. The Council's equality training programme will be rolled out over the next three years by targeting specific groups. Regular training opportunities on equality will be provided, as part of the generic skills training programme, and training on equality will form an important element of the Member induction programme and on-going Member development

## 7. Employment

In its Equal Opportunity Policy (Employment), the Council commits itself to avoiding any kind of discrimination in its employment practices. This includes direct or indirect discrimination of disabled people in relation to their recruitment or work within the Council. The Council is also an authorised user of The Disability Symbol, this is an active step in recruiting employees with disabilities, and retaining staff who become disabled. It guarantees an interview to disabled applicants who meet the essential criteria for a position, and also commits the Council to raising awareness amongst all staff and consulting disabled employees periodically to ensure they are able to develop and use their abilities at work. All recruitment panels contain at least one member who has received recruitment and selection training, including disability discrimination issues.

## **Flexible working**

The Council has a policy of offering flexible working hours to its employees, subject to the requirements of the employee's service. This allows staff to vary hours to suit their personal circumstances and may be of particular benefit to disabled people who may prefer to use transport outside peak times, or require regular healthcare appointments. In addition to basic flexi-time, the Council tries to accommodate alternative work practices, such as tele-working (working from home), job shares, and term-time working.

## **8. Transportation and Mobility**

The Council's Local Transport Plan (LTP) 2001 – 2006 seeks to improve accessibility to services and to make the transport system more accessible for disabled people. It also sets out the requirements of the Disability Discrimination Act 1995 with respect to transport provision. The Council supports a number of initiatives linked to the LTP to enhance transportation and mobility for disabled people, including:

- The development of a Rights of Way Improvement Plan
- The establishment of Pedestrian and Access Forum, with representation from disabled community groups
- Shopmobility schemes in Hereford, Leominster and Ledbury
- A Parking Strategy providing concessions for disabled persons
- A Low Floor Bus Project helping to improve access and promote social inclusion
- Bus Interchanges and access improvements,
- Advice for Bus Drivers and Conductors to recognise and understand the needs of disabled passengers.
- Rail Interchange infrastructure improvements within the county
- Community Transport schemes providing wheelchair-accessible vehicles and are suitable for elderly and less mobile people.
- A concessionary fares scheme
- Taxi and Private Hire Licensing to improve vehicle accessibility

## **9 Comments, Complaints and Compliments**

The Council has in place a comments, complaints and compliments procedure that is administered by Info in Herefordshire. The formal complaints process has three stages to ensure fair and objective consideration of all complaints. During the first year of the Disability Scheme, Complaints Officers will receive targeted training in order to equip them with the necessary skills to help them understand the issues relating to disability discrimination based on the social model of disability.

### **Service Delivery**

- As part of our commitment to eliminating any form of discrimination against residents and visitors to Herefordshire, we will ensure that all our disabled customers have equal access to register their comments, complaints or compliments and receive the same quality of service.
- We will ensure that information and reporting forms are made available in formats other than the standard written text by using Braille, tape, online

facilities, personal assistance or other appropriate methods. A charge will only be made for the supply of this information if a corresponding charge is made to non-disabled. Otherwise it will be provided free of charge.

- We will ensure that requests for material relating to comments, complaints and compliments, is made accessible to disabled people within two weeks of the request.

- Disabled people or groups will be given the right to an independent advocate to represent their views to the Council in respect of the services that they receive and wherever possible, resources will be made available for this.
- Complaints Officers will monitor the number of comments, complaints and compliments registered by disabled people. We will also develop procedures for monitoring our effectiveness in dealing with the comments and complaints

## Employment

- Any employee/job applicant who considers that he or she has been treated unfairly or discriminated against on the grounds of their impairment or mental and emotional distress will be encouraged to raise a complaint through the Council's Grievance or Complaints Procedures.
- Through the new corporate diversity training programme we will ensure that managers respond sensitively and effectively to complaints from disabled employees and that they are aware of the Employment Tribunal provisions of the Disability Discrimination Act 1995 Part II – Access to Employment.
- The Council also organise annual employment law seminars to ensure managers understand their responsibilities in relation to equal opportunities legislation.

## 10 Consultation and publication

Herefordshire Council recognises that it is important for everyone to be aware of the aims and achievements of this Scheme and to be consulted on those policies, which directly impact on them.

To this end, we will be using existing methods of consultation and publication, wherever possible:

	Consultation mechanisms	Publication mechanisms
Staff	<ul style="list-style-type: none"> <li>▪ Team briefing</li> <li>▪ Staff Opinion Survey</li> <li>▪ Staff Review and Development interviews</li> <li>▪ Managers' Forum</li> </ul>	<ul style="list-style-type: none"> <li>▪ Core News</li> <li>▪ Team briefing</li> <li>▪ Performance Plan</li> <li>▪ Managers' Forum</li> <li>▪ Intranet (equality public folder)</li> </ul>
Councillors	<ul style="list-style-type: none"> <li>▪ Scrutiny Committees</li> </ul>	<ul style="list-style-type: none"> <li>▪ Services Update</li> <li>▪ Performance Plan</li> <li>▪ <a href="http://www.herefordshire.gov.uk">www.herefordshire.gov.uk</a></li> <li>▪ Reports to Cabinet and Strategic Monitoring Committee</li> </ul>
The	<ul style="list-style-type: none"> <li>▪ Local Area Forums</li> </ul>	<ul style="list-style-type: none"> <li>▪ Herefordshire Today</li> </ul>



Community	<ul style="list-style-type: none"> <li>▪ Herefordshire Voice (and associated focus groups)</li> <li>▪ Community Disability Forum</li> <li>▪ Community groups</li> <li>▪ <a href="http://www.herefordshire.gov.uk">www.herefordshire.gov.uk</a></li> <li>▪ Community Development Co-ordinator</li> </ul>	<ul style="list-style-type: none"> <li>▪ Performance Plan</li> <li>▪ <a href="http://www.herefordshire.gov.uk">www.herefordshire.gov.uk</a></li> </ul>
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## 11 Monitoring, review and reporting

Effective implementation of the Disability Scheme is key to the Council meeting its duties under the Disability Discrimination Act 1995, and the targets within its Improvement Plan, as agreed with the Audit Commission, as part of the Comprehensive Performance Assessment.

Monitoring, review and reporting will be undertaken through a number of mechanisms:

Directorate and Departmental Task Groups	Day-to-day implementation of individual action plans
Steering Group	Regular review and monitoring of the Scheme
Diversity Group	4, 6, 8, 10, and 12-monthly reports to ensure integration with Council's overall approach to social inclusion
Community Disability Forum	Review half-yearly
Chief Executive's Management Team	Review half-yearly
Cabinet	Report half-yearly
Strategic Monitoring Committee	Report half-yearly (including the actions to be undertaken by the Cabinet to address under-performance)

Directors and Heads of Department will be responsible for establishing Task Groups to oversee and review the implementation of their individual action plans.

A Steering Group will be established comprising:

- Chair (Head of Service level)
- Head of Property Services
- Customer Services and Development Manager
- e-Modernisation Representative
- Human Resources and Training Representative
- Representatives from Directorates/Departments
- Community Disability Representatives
- Staff Disability Representatives
- Corporate Policy Team Representative (advisory and support role)
- Corporate Communications Team Representative (advisory and support role)
- Community Development Co-ordinator (advisory and support role)

The Steering Group will be responsible for the development and implementation of effective action plans that result in measurable outcomes, which are consistent with the aims and objectives of the Disability Scheme.

Exception reports to the Diversity Group will ensure that disability equality activities are integrated within the Council's overall approach to enhancing social inclusion and cohesion.

A Community Disability Forum will be established with support from the Community Development Co-ordinator to provide advice and guidance to the Council on the identification of priorities for action and improvements in service delivery. The Forum will also have an important role in overseeing the implementation of the Council's Disability Scheme.

The half-yearly reports to the Chief Executive's Management Team, Cabinet and Strategic Monitoring Committee will be prepared on an exception basis to enable resources to be concentrated on areas where progress is slow.

An annual report will be incorporated within the Council's Best Value Performance Plan to report on the achievements against the targets established in the directorate and departmental action plans, best value performance indicators, and the implementation of the Council's Improvement Plan.



## Herefordshire Council Disability Scheme Indicative Action Plan

### Council-Wide Activities:

- To ensure that all Councillors, Council employees and those working with or for the Council understand their responsibility for implementing equalities, and promoting greater social inclusion.

LGA Ref	What we will do...	To achieve...	By when...	Resources required...	Lead responsibility...
ATS 6/7/11	Establish a Corporate Disability Steering Group reporting to the Diversity Group	A strategic approach to the development and delivery of a disability equality strategy, based on the social model of disability, contributing to the implementation of the Corporate Equality Plan as recommended by the Equality Standard	March 2004	Officers detailed in the Disability Scheme	Director of Policy and Community
ATS 3/5	Review leadership roles within the Chief Executive's Management Team and Cabinet, in overseeing the co-ordination and development of the Council's disability equality strategy	A corporate commitment to disability equality, based on the social model of disability, and its promotion to staff and the wider community	June 2004	CXMT and Cabinet	Chief Executive and Leader
ATS 10	Establish disability action plans, incorporated in service plans, at Directorate and Departmental levels within the Council	Support for the implementation of the Council's Corporate Disability Equality Strategy	September 2004	Corporate Disability Steering Group	CXMT
ATS 4	Implement a disability equality training programme, based on the social model of disability, targeted at all elected members	Awareness amongst all Councillors of the Council's duties and responsibilities in relation to the Disability Discrimination Act	January 2004	Member Services Support Team	Head of Human Resources

LGA Ref	What we will do...	To achieve...	By when...	Resources required...	Lead responsibility...
ATS 16	Champion disability equality in our procurement and partnership arrangements within the legal framework	Recognition that disability equality considerations are an important factor for the Council when securing goods and services and working in partnership	May 2004	Corporate Procurement Officer Public Relations Team	Steering Group
ATS 17	Consider the extra costs that some voluntary organisations may encounter in meeting their duties under Part III of the DDA	Funding agreements for local voluntary sector organisations to assist them in meeting their duties under disability rights legislation	March 2005	Community and Economic Development Division	Head of Community and Economic Development
-	Undertake research on the disability profile within Herefordshire	A better understanding of the needs of disabled people within Herefordshire	July 2004	Work programme commitment for Corporate Policy and Research Team	Steering Group
-	Identify priority services based on impact assessments.	An appreciation of those services having the greatest impact on disabled people in Herefordshire	February 2004	Managers Forum	Diversity Group
ATS 10	Revise service planning framework to incorporate impact and self-assessments	The integration of disability equality considerations within mainstream service planning mechanisms, subject to monitoring and review	March 2005	Performance Management Framework	Head of Performance Management
-	Ensure a unique identifier for complaints relating to disability discrimination	A better appreciation of the number and scale of complaints of disability discrimination	April 2004	Complaints Officers	Customer Services and Development Manager

LGA Ref	What we will do...	To achieve...	By when...	Resources required...	Lead responsibility...
-	Report quarterly to the Diversity Group and ensure appropriate corrective action	A mainstreaming of disability equality considerations into service delivery	July 2004 (first report)	Corporate Policy Team	Steering Group
-	Prepare annual report on the implementation of the Scheme	A greater awareness of what the Council has achieved in relation to the Scheme and its Action Plan over the year	May 2005	Public Relations Team	Steering Group

### Service Specific Activities:

- To provide appropriate information, auxiliary aides and facilities to ensure equal access to our services.
- To improve the physical access to buildings open to the public
- To remove barriers in terms of mobility and transportation across the county.

LGA Ref	What we will do...	To achieve...	By when...	Resources required...	Lead responsibility...
ATS 20	Ensure that Members of the Council's Executive champion improved physical access to services within their areas of individual Cabinet responsibility	Implementation of the Council's Disability Equality Strategy	September 2004	Members Training and Development Programme	Leader and Chief Executive
ATS 21	Review job descriptions within the Council to identify roles and responsibilities for officers in relation to the implementation of the DDA Part III	Improved Access to Services.	September 2004	Combine with Staff Review and Development Process	Head of Human Resources
ATS 22	Support the development of access groups representing the disabled community within the county.	A greater degree of feedback and advice to the Council on how to improve access to its services.	Ongoing	Support from the Community Development Co-ordinator	Disability Steering Group
ATS 23	Adopt an environmental standard based on BS 8300	A baseline for future developments and reviewing existing properties	April 2005		Head of Property Services
ATS 24	Undertake a programme of service impact assessments to review our policies, practices,	The identification of barriers and the improvements that are necessary to improve	Rolling Programme to be completed 2006/2007	Electronic Service Delivery Toolkit	Diversity Group



LGA Ref	What we will do...	To achieve...	By when...	Resources required...	Lead responsibility...
	processes, procedures and premises	access to services and enhance social inclusion.			
ATS 25	Undertake access audits to the level required by the National Register of Access Consultants (NRAC), as part of the annual service planning process	That regular service access audit reviews are undertaken to provide vital information on how services can be improved	Annual Review of Service Plans	Priority identified in Directorate and Departmental Service Plans	Head of Property Services
ATS 26	Establish a corporate buildings access improvement programme with service area input.	The overall management of the remedial work required to enable our existing stock of buildings to be made accessible	April 2005	Integrated with Asset Management Plan	Head of Property Services
ATS 27	Establish priorities in commissioning works on premises	Improvements that will have an effective and targeted impact in terms of accessibility	April 2005	Integrated with Asset Management Plan	Head of Property Services
ATS 28	Encourage the development of service access management plans, incorporating building management manuals for different premises.	A strategic approach to reviewing and monitoring accessibility that encourages continuous improvement in terms of service delivery	Annual Review of Service Plans	Priority identified in Directorate and Departmental Service Plans	Head of Property Services
ATS 29	Review Health and Safety procedures	Revised Health and Safety procedures that take account of the diversity of the community and where possible improve access to and within properties	April 2005	Training for Officers in Charge of Buildings	Head of Human Resources
ATS 30	Continue to work closely with English Heritage on	Creative and practical solutions to improving	Ongoing	Conservation Officer	Head of Property Services

LGA Ref	What we will do...	To achieve...	By when...	Resources required...	Lead responsibility...
	access issues to buildings	access to historic and listed buildings			
ATS 31	Improving access to polling stations and considering alternative methods of voting.	Improving access for disabled people to democratic services	Timetable and targets to be identified in Best Value Performance Plan	Public Relations Team e-modernisation Team	County Secretary and Solicitor
ATS 31	Review the provision of auxiliary aides and facilities at public council meetings	Greater attendance and participation by disabled people at public council meetings, particularly where political decisions are being made.	Timetable and targets to be identified in Best Value Performance Plan	Advice from Disability Rights Commission Training for Committee Services	County Secretary and Solicitor
-	Examine the possibility of providing an accessible City Centre bus service	Improved access and links between the central shopping area, railway station, bus stations and car parks	2005	Support through the Bus Quality Partnership	Head of Engineering and Transportation
-	Implement pedestrian environment improvement schemes identified as Priority 1 in the Hereford Integrated Transport Strategy.	Improved accessibility in Hereford City Centre for those with any mobility, including visual and hearing impairments	2005	Advice from Herefordshire Pedestrian and Access Forum	Head of Engineering and Transportation

## Employment And Training:

- To improve our understanding of customers' needs by reflecting the diversity of the local community (such as ethnic origin, gender, age, disability, etc) in the workforce.
- To promote equal opportunities and value diversity in the way that services are managed and delivered
- To improve access to education and employment opportunities

Ref	What we will do...	To achieve...	By when...	Resources required...	Lead responsibility...
ATS 18/19	Establish a programme of disability equality training for all Council personnel and elected members based on the social model of disability and include an outline of DDA responsibilities	An understanding of the social model of disability and the Council's responsibilities in relation to the Disability	Review April 2005	External trainer time and staff time for development Personnel Manager (Employee and Organisational Development)	Head of Human Resources
ATS 18	Specialist training for Steering Group	An understanding of the social model of disability and the Council's responsibilities in relation to the Disability	September 2004	External trainer time and staff time for development Personnel Manager (Employee and Organisational Development)	Head of Human Resources
	Percentage of employees with a disability as a % of total workforce	A fair treatment of all staff employed	Achieve targets in Best Value Performance Plan	Database records, Personnel support time	Head of Human Resources
	All new starters to receive equality training as part of central induction	A better promotion of equality and elimination of discrimination	September 2004	Trainer time and staff time for development	Head of Human Resources
	Training for each member of the Managers' Forum	A strategic management and mainstreaming of equality implementation	January 2004	External trainer time and staff time for development	Head of Human Resources
	Training for all Complaints Officers	A mainstreaming of equality issues into service delivery	June 2004	Trainer time and staff time for development	Head of Human Resources

Ref	What we will do...	To achieve...	By when...	Resources required...	Lead responsibility...
	Incorporate diversity training workshop into the generic skills training programme – run two modules	A better promotion of equality and elimination of discrimination	April 2004	Trainer time	Head of Human Resources

## Consultation And Communication:

- To improve consultation within the community and with our employees to ensure that the needs of disabled people are identified and addressed.
- To increase community awareness of disability and equality issues

LGA Ref	What we will do...	To achieve...	By when...	Resources required...	Lead responsibility...
ATS 8/9	Establish and support a Community Disability Forum	A mainstreaming of disability considerations and advice into key decision making, and the building of networks between disabled people and service providers	May 2004	Community Development Co-ordinator	Steering Group
-	Recruit two disabled staff members on to the Disability Steering Group	The direct involvement of disabled staff in Council planning and decisions	May 2004	Agreement from CXMT to support staff time	Steering Group
ATS 12/14	Review the Council's Communication Strategy	The adoption of a communication strategy that is designed to promote disability as an equalities issue.	September 2004	Public Relations Team	Head of Policy and Communication
ATS 12	Review our annual Implementing Electronic Government Statement	An approach to implementing e-government, where "access" is considered central to all our developmental activity	September 2004	Knowledge Management Team	Head of e-modernisation
ATS 13	Review the Council's Consultation Strategy	The adoption of a strategy that ensures that all consultation is conducted inclusively and consultation materials are available in a range of accessible formats.	April 2005	Community Consultation Co-ordinator	Director of Policy and Community
ATS 14	Consultation mechanisms that are designed specifically for disabled people and their organisations.	The development of both long and short-term consultation mechanisms that enable the full participation of disabled people	April 2005	Community Consultation Co-ordinator	Director of Policy and Community

LGA Ref	What we will do...	To achieve ...	By when...	Resources required...	Lead responsibility...
ATS 15	Review the Council's use of all consultation focus groups and other panels	Consultation groups that are representative in terms of disabled members and reflect the diversity of the disabled community.	April 2005	Community Consultation Co-ordinator	Director of Policy and Community

# IMPLEMENTATION OF THE FREEDOM OF INFORMATION ACT

## PROGRAMME AREA RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE

CABINET

18TH MARCH, 2004

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### Wards Affected

County-wide

### Purpose

To approve the approach to preparation for the implementation of the Freedom of Information Act within Herefordshire Council.

### Key Decision

This is not a key decision.

### Recommendation

- THAT
- a. the Council approves the approach to the implementation of the Freedom of Information Act outlined in this report;
  - and
  - b. approves the initial funding of the post through the Development Fund.

### Reasons

The Freedom of Information Act 2000 will be implemented from the 1st January, 2005. At this point the management of Herefordshire Council's information data in every format becomes much more significant. The Act applies to public authorities and those providing services to them. It establishes the right to information both in manual/paper records and electronic records. From January 2005 individuals have a statutory right to access information held by the Council and to receive a reply within 20 working days.

### Considerations

1. The formal responsibility for ensuring that the Council complies with the Freedom of Information Act rests with the County Secretary and Solicitor. Recent work by the Director of Policy and Community in support of that function demonstrated that there were skills within the Archives Service which could assist in completing the necessary preparatory work.

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Further information on the subject of this report is available from  
Jane Jones, Director of Policy and Community on (01432) 260042 or Marie Rosenthal, County Secretary and  
Solicitor on (01432) 260583

2. The Freedom of Information Act gives new rights for access to information from January 2005. The public have a statutory right to access information held by public bodies: i.e. Herefordshire Council, and to receive a reply within 20 working days.
3. This covers all information held regardless of its form and is fully retrospective.
4. Anyone can apply for information and they have a right to be informed whether the information is held and to have it communicated to them. (There are some exemptions and they have to be specified within the publication scheme).
5. Cost in staff time etc of finding and making available this information could be phenomenal.
6. Other countries who have similar legislation e.g. Eire and Canada were overwhelmed with the number of enquiries and did not have the record management systems in place to cope.
7. We have ten months to prepare – the understanding is that the Information Commissioner will not be sympathetic to those authorities who say that they didn't have time – the Act was passed in 2000.
8. The Act itself recommends that Record Management is the key to compliance with the Act – this will lead to far greater efficiency, in the day-to-day workings of the authority and savings in the long-term, as all information (a resource in its own right), will be properly managed, from its creation through to its destruction or archiving.
9. In order to achieve this it is estimated that in the short term:-
  - a. To set up systems etc to bring the Council into compliance with the Freedom of Information Act will require a Record Manager and at least one assistant. The manager will need to hold a relevant qualification.
  - b. There will need to be a complete information audit of all the records that the Council holds (given the timescale this will need to be contracted).
  - c. As much information as possible needs to be put into the public domain, except where it is "exempt" from disclosure, so that the public can access it themselves.
  - d. A system to organise the receipt of and reply to all information queries needs to be set up.
  - e. All staff need to be trained and made aware of the Freedom of Information Act and its requirements, to ensure that requests are handled consistently.
10. Over a longer period:-
  - a. Modern Records and Archives and IT need to work closely together on this, with a view to a future joint service dealing with all the information and records that the council holds, from one site – currently the Record Office has only enough space for approximately two years, and Modern Records is not big enough either.



- b. Following the successful implementation of systems to deal with FOI, the Record Manager needs then to roll out a record management programme across the whole authority.

## **Alternative Options**

### **Alternative Option 1**

None compliance.

## **Risk Management**

If the authority does not meet the requirements of the Act it is committing a civil offence.

## **Consultees**

None

## **Background Papers**

None identified.



## CITIZENSHIP CEREMONIES

### PROGRAMME AREA RESPONSIBILITY: HUMAN RESOURCES AND CORPORATE SUPPORT SERVICES

CABINET

18TH MARCH, 2004

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#### Wards Affected

County-wide

#### Purpose

To note the new regulations and requirements relating to Citizenship Ceremonies and of proposed new services to be provided by the Herefordshire Registration Service.

#### Key Decision

This is not a Key Decision.

#### Recommendation

**THAT the requirement to hold citizenship ceremonies be noted and that the Office of Chairman be the local political dignitary to officiate at the ceremony and welcome citizens to the County.**

#### Reasons

New Regulations issued under the Nationality, Immigration and Asylum Act 2002 by the Home Office now require the Council to provide Citizenship Ceremonies with effect from 1 April 2004.

#### Considerations

1. The Cabinet is asked to note the new requirements and approve that the Office of Chairman be the local political dignitary to officiate at the ceremony and welcome citizens to the County, as required by the new Regulations.

#### Background

##### The Registration Service

2. The Registration Service provides a national uniform system for the registration of births and deaths and also provides the general public with a civil marriage alternative to being married by religious rites and ceremonies. Staff of the Registration Service are statutory officers of the Crown and their work is monitored and assessed by the Registrar General. They are not employees of the Council.

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Further information on the subject of this report is available from  
Steve Oram, Public Services Manager on (01432) 260110

3. The Council currently is statutorily required to provide: management of the service; the appointment and payment of staff; the provision of office accommodation and equipment, and provides for the licensing of buildings as approved premises for civil marriage ceremonies. The Registrar General is currently carrying out a Civil Review of the national registration service and it is likely that total responsibility for this service will be transferred to local government in 2005/2006 under the Regulatory Reform procedure. The staff will then become employees of the Council.

### **Citizenship Ceremonies**

4. The Nationality, Immigration and Asylum Act 2002 now provides for applicants for British Nationality to make a citizenship oath and pledge at a ceremony conducted by a superintendent registrar. New Regulations have now been issued which provide that attendance at a ceremony is now mandatory for all those applying for British citizenship.
5. The Nationality, Immigration and Asylum Act 2002 (Commencement No. 6) Order was made on 15 December 2003 and provides that citizenship ceremonies will commence in January 2004 but that ceremonies will be piloted in a small number of areas at first. The London Borough of Brent has recently held its first ceremony as part of the pilot process. Citizenship ceremonies would then be rolled out nationally and most areas, including Herefordshire, could expect to start holding ceremonies from April 2004 but more realistically in May/June 2004.

### **Requirements of the new legislation**

6. The Home Office and the Registrar General have now issued formal guidance on the new requirements for citizenship ceremonies and the main elements are listed below:
  - It is likely that Herefordshire will have approximately 50-70 Citizenship applications per year.
  - Initially, requests for Citizenship Ceremonies are likely to commence in April/May 2004.
  - Ceremonies must be held within 3 months of receipt of the notification and the receipt of a certificate from the Home Office. It is proposed that the Council Chamber at the Town Hall or the Marriage Room at the Bath Street Register Office be used depending on the actual number of new citizens at any ceremony.
  - The Statutory fee of a standard group ceremony will be in the region of £68 per citizen. This will be paid to the Council by the Home Office. A further charge can be made if the ceremony is carried out on a personal basis and/or if it is held at a weekend or in the evening.
  - The regulations require a local political dignitary to be at the ceremony to welcome citizens to the County and it is suggested that this should be the Chairman of the Council.
  - The legislation also suggests that the Council should supply a gift and provide refreshments for each ceremony, the cost of which is to be included in the statutory fee.
  - There will be some administrative workload in processing the applications, dealing with Certificates, liaising with prospective citizens, booking accommodation and refreshments, organising the event, signing the certificates and informing the Home Office when ceremonies take place etc. This will have staffing implications and it is calculated that these costs will be in the region of 1.5 staff days per ceremony.

## **Standard and Non-Standard Ceremonies/Venues**

### **Standard Ceremonies**

7. Demand for citizenship ceremonies will vary according to the numbers of people settling in an area. In keeping with the emphasis on cohesiveness and community, the Home Office is encouraging group ceremonies (between 10 to 50 applicants) and these will be classed as standard ceremonies.
8. The primary thinking behind the legislation is that new citizens should be welcomed into the community in which they have decided to become a part and it is appropriate, therefore, that standard ceremonies should be offered in civic premises. It is proposed, therefore, to use the Council Chamber, Town Hall, Hereford / Bath Street Marriage Room for the conduct of standard ceremonies.
9. The Home Office will make a payment to a local authority for a standard ceremony out of the composite fee charged for consideration of an application for British Citizenship. The local authority will receive £68 per applicant for each ceremony from the Home Office. This fee is paid for each new citizen even for group ceremonies.

### **Non-Standard Ceremonies**

10. The regulations give applicants the opportunity to request an individual or a customised ceremony in other premises. Some new citizens may wish to celebrate the acquisition of citizenship in a personal way, for example, holding a party for family and friends. There is provision for local authorities to charge for services over and above the standard ceremony and all non-standard ceremonies will attract an additional fee on top of the £68. The proposal at this stage is not to offer a non-standard ceremony unless requested to do so. If such a request is received a decision will need to be made as to whether it should take place on Saturday afternoons and/or Sundays or weekday evenings possibly in the Hereford Register Office or at a licensed approved premise. This will include small group ceremonies or individual ceremonies with say a maximum of 25 guests. However, unlike weddings, there will be no requirement for the ceremony to be an open public event and during the summer months the ceremonies may be offered in an open-air venue as an alternative to standard ceremonies.

### **Number and Timing of Ceremonies**

11. With a possible 70 new citizens a year in Hereford, this may result in approximately only one ceremony a month. Therefore, initially, only one ceremony appointment will be offered at a fixed time once a month on say a Wednesday afternoon. The intention is to keep this under review whilst demand is assessed for standard and non-standard ceremonies.

### **Other New Services**

12. The Government has recently published a consultation document on partnership registration. It is likely that this will become a statutory requirement in the near future and, as such, this will be included in the provision of additional civil celebratory ceremonies to be made available to citizens, in particular civil baby naming, reaffirmation of vows, and burial ceremonies. The Herefordshire Registration Service is planning to offer these services during the forthcoming financial year on a trial basis.

## **Alternative Options**

There are no alternative options.

## **Risk Management**

None identified but the Council does have a statutory duty to provide citizenship ceremonies.

## **Consultees**

None identified.

## **Background Papers**

None identified.

Document is Restricted





Document is Restricted



## EXTRA CARE

### PROGRAMME AREA RESPONSIBILITY: CORPORATE STRATEGY AND FINANCE, AND SOCIAL CARE AND STRATEGIC HOUSING

CABINET

18TH MARCH, 2004

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#### Wards Affected

County-wide

#### Purpose

To seek a decision regarding the approach to be taken to the disposal of the former Nursery site, off Ledbury Road, Hereford, for the purpose of enabling the development of an Extra Care facility in partnership with the Extra Care Charitable Trust and Festival Housing Group.

#### Key Decision

This is a Key Decision because it is likely to result in the Council incurring expenditure above agreed budgets for the service or function (as shown as a line in the budget book) to which the decision relates but allowing for virements between budget heads and savings within budget heads of up to £500,000. It was included in the forward plan published on 25th September, 2003.

#### Recommendation

- THAT (a) it be agreed that a transfer of resources should be made from Strategic Housing's LSVT Capital receipt reserves to Corporate non-housing LSVT reserves in the sum of £1,005,000, as equivalent to the District Valuer's valuation of the land in Council ownership at the former Ledbury Road Nurseries, Ledbury Road, Hereford.**
- (b) it be recognised that the resources available to develop affordable housing will need to be kept under review as the sums available on LSVT Housing Capital Reserves are drawn down.**

#### Reasons

The transfer of resources set out within the recommendation will provide the Council with greater flexibility in the use of transferred receipts than would be the case if the land were transferred to Festival Housing Group at nil, or less than, the District Valuer's Valuation.

Future consideration can be given to whether affordable housing should be a priority for the Council in utilising the resultant Corporate receipt.

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Further information on the subject of this report is available from  
Richard Gabb, Head of Strategic Housing Services on 01432 261902

## Considerations

1. On 25th September 2003, Cabinet received a report on the proposed development of Extra Care within Hereford City on the site of the former Council-owned nursery in Ledbury Road. Cabinet re-affirmed its support and approved the development of an Extra Care facility to be developed in partnership with Extra Care Charitable trust and a selected Registered Social Landlord (RSL). Cabinet also supported the proposal to use the former Nursery Site for the purposes of developing the scheme, subject to relevant planning application processes and land disposal considerations.
2. Following a bid submission and selection process, Elgar Housing Association (Festival Housing Group) were chosen as the RSL partner.
3. In an effort to maximise funding opportunities for the scheme, officers submitted a bid to the Department of Health (DoH) following the announcement that a £87 million fund had been set up to be distributed in support of the development of Extra Care Housing developments nationally. A bid for regional funding from the Housing Corporation was also submitted in November, however grant would only have been available from one of the funds should any Herefordshire Council bid be successful.
4. The breakdown of funding, set out in Appendix 1, illustrates the estimated contributions set out within the bid to the DoH as submitted in November 2003. Details on the Council's approach to the disposal of the land were not available at that stage due to the tight timescale surrounding the bidding process. For the purpose of the bid an assumption was made that the land would be available at nil cost.
5. Pending the outcome of the Department of Health bidding process, officers undertook negotiations with representatives from Extra Care Charitable Trust and Elgar Housing Association to determine cost models in the event that the Herefordshire Council bid was unsuccessful. The negotiations were made more appropriate in the light of information that the DoH fund had received over 200 bids nationally and was oversubscribed 10 times.
6. However, Cabinet will be aware that the Minister for Health announced on 25th February 2004 that Herefordshire Council had been successful in securing £4.6 million under the bidding round within the forward allocation for 2005/6. The successful schemes were assessed as having scored highly on the criteria of innovative design, innovative service delivery, community use of facilities, partnership, range of funding sources and value for money.
7. The announcement is welcome news in terms of ensuring that the Extra Care scheme proposed for the former Nursery site can be of the highest standard.
8. However, a key consideration now centres on the approach the Council wishes to take with regard to the disposal of the land identified for the development of the Extra Care facility.
9. Property services have now received the District Valuer's report which has been based upon the provision of Extra Care Housing on the site. The valuation placed on the land is £1,005,000 with vacant possession. The valuation also refers to the 'land swap' between Council-owned land and allotment land, which might be necessary to enable the required number of units to be accommodated on the site.

10. The allotment land that would be subject to any transfer arrangement has been determined to have a valuation as set out at Appendix 1. Further negotiations will need to be undertaken once a full design proposal has been agreed with Festival Housing Group and the Extra Care Charitable Trust to determine whether any land swap is necessary to accommodate the required number of units. However, in the event that such further land is required it is possible that the value of any Council-owned land swapped under such an arrangement could be offset, in part, against the value of allotment land required.
11. The addition of the land value to the overall scheme costs, assuming the purchase of allotment land at estimated value, leads to a total estimated scheme cost of £14,003,000, as illustrated in the table below:-
12. To summarise, the successful bid submission was based upon total scheme costs as set out excluding land value. The addition of land, as valued by the District Valuer would lead to total scheme costs as set out in the Appendix, the shortfall on which will be subject to any necessary 'land swap' negotiations.
13. The options for consideration, therefore, centre on the approach the Council wishes to take to the disposal of the land valued as set out in the Appendix to Festival Housing Group as the selected RSL partner for the scheme.

## **Alternative Options**

Set out below, are options that have been considered in reaching the recommendations presented within this report. Option 3 is the approach being proposed within the Recommendations set out within this report.

### **Option 1**

Disposal for nominal sum to Festival Housing Group

The Council now enjoys greater freedoms and flexibilities in how it can approach the use of capital receipts released as a result of the disposal of land or other capital assets. It is now, therefore, within the gift of the Council to dispose of the land for a nil or nominal value.

In principle, the disposal of the land at Ledbury Road for less than market value would protect Housing Capital (LSVT) Receipts available for affordable housing development and reflect a Corporate commitment to the development of Extra Care. The Council would not, however, receive a receipt for considered use against competing corporate priorities.

### **Option 2**

Disposal under a long leasehold arrangement.

Normal leasehold arrangements are normally over terms of 999 years for the proportion of Extra Care properties due to be sold. It would not be possible, therefore, to negotiate terms of less than 999 years duration for the land.

The Capital receipt opportunity would also be marginally reduced under any leasehold arrangements and any asset value to the authority would be diminished by the fact the land was in the effective ownership of the leasing party. Such an arrangement would enable the Council to retain some control over the site, although such control has to be reasonable.

### **Option 3**

Utilise Housing LSVT capital receipt increasing contribution from Strategic Housing to £3,005,000.

On the basis that housing has already earmarked £2m of receipt towards the extra care development this would have the effect of reducing remaining Capital programme for the development of affordable housing in 2005/6 and would reduce the overall Capital available for the development of affordable housing longer term. Furthermore, the loss of LASHG and the advent of the Regional Housing Capital Pot means the Council is more limited in its ability to fund local priorities. £1m can produce 35 units of e.g. Homebuy initiatives or 32 Do-It-Yourself shared ownership properties or 22 new rural rented/shared ownership properties.

However, the approach set out at Option 3 will provide the Council with greater flexibility to consider what use could be made of any transferred resources resulting from requiring a receipt. Options might include utilising some of the funds towards other corporate priorities whilst focusing the remainder on a continuing priority towards affordable housing. The Council could also protect its long-term interests through the provision of a claw-back should the land be used for anything other than housing in the future.

On balance, therefore, Cabinet may wish to take advantage of the flexibility afforded by the requirement of a receipt to be paid from Housing Capital LSVT reserves.

### **Risk Management**

Failure to agree on an approach to the disposal of the land would delay the delivery of the project and could jeopardise project feasibility due to conflicting demands on, for example, charitable funders' resources.

There is no risk to Housing Capital projects already underway, however, Strategic Housing will need to offset any loss to the Housing Capital LSVT Receipt Reserve by reducing the Housing Capital programme projected forwards into future years. However, Strategic Housing will be in a position to bid for any Capital resources released as a result of Cabinet agreeing to the recommendation.

### **Consultees**

Members of Social Care and Strategic Housing Scrutiny Committee receive regular updates on the proposed development and will be updated on the outcome of any decision relating to the disposal of the land. Festival Housing Group and Extra Care Charitable Trust have been made aware a report regarding disposal of the land is to be considered by this Cabinet. They will be meeting with officers to formalise funding arrangements and project plans further to the outcome of this report.

### **Background Papers**

None

Document is Restricted

