

NOTICE OF MEETING

Meeting	Cabinet
Date and Time	Friday, 15th September, 2017 at 10.30 am
Place	Wellington Room, EII Court, The Castle, Winchester
Enquiries to	members.services@hants.gov.uk

John Coughlan CBE
Chief Executive
The Castle, Winchester SO23 8UJ

FILMING AND BROADCAST NOTIFICATION

This meeting may be recorded and broadcast live on the County Council's website. The meeting may also be recorded and broadcast by the press and members of the public – please see the Filming Protocol available on the County Council's website.

AGENDA

1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2. DECLARATIONS OF INTEREST

All Members who believe they have a Disclosable Pecuniary Interest in any matter to be considered at the meeting must declare that interest and, having regard to the circumstances described in Part 3 Paragraph 1.5 of the County Council's Members' Code of Conduct, leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with Paragraph 1.6 of the Code. Furthermore all Members with a Non-Pecuniary interest in a matter being considered at the meeting should consider whether such interest should be declared, and having regard to Part 5, Paragraph 2 of the Code, consider whether it is appropriate to leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with the Code.

3. MINUTES OF PREVIOUS MEETING (Pages 3 - 18)

To confirm the minutes of the previous meeting

4. DEPUTATIONS

To receive any deputations notified under Standing Order 12.

5. CHAIRMAN'S ANNOUNCEMENTS

To receive any announcements the Chairman may wish to make.

6. STRATEGIC TRANSPORT INFRASTRUCTURE AND CAPITAL FUNDING OPPORTUNITIES (Pages 19 - 32)

To consider a report of the Director of Economy, Transport and Environment regarding strategic transport infrastructure and capital funding opportunities

7. ADULT SAFEGUARDING (Pages 33 - 46)

To consider a report of the Director of Adults' Health and Care regarding Adult Safeguarding

8. ANNUAL SAFEGUARDING REPORT - CHILDREN'S SERVICES
(Pages 47 - 66)

To consider a report of the Director of Children's Services presenting the annual safeguarding report

9. SUPPORTING (TROUBLED) FAMILIES PROGRAMME (STFP) ANNUAL UPDATE (Pages 67 - 74)

To consider a report of the Director of Children's Services regarding the Supporting (troubled) Families Programme

ABOUT THIS AGENDA:

On request, this agenda can be provided in alternative versions (such as large print, Braille or audio) and in alternative languages.

ABOUT THIS MEETING:

The press and public are welcome to attend the public sessions of the meeting. If you have any particular requirements, for example if you require wheelchair access, please contact members.services@hants.gov.uk for assistance.

County Councillors attending as appointed members of this Committee or by virtue of Standing Order 18.5; or with the concurrence of the Chairman in connection with their duties as members of the Council or as a local County Councillor qualify for travelling expenses.

Agenda Item 3

AT A MEETING of the Cabinet of HAMPSHIRE COUNTY COUNCIL held at the Castle, Winchester on Monday, 19th June, 2017

Chairman:

p Councillor Roy Perry

p Councillor Keith Mans
p Councillor Peter Edgar
p Councillor Liz Fairhurst
p Councillor Andrew Gibson
p Councillor Rob Humby

p Councillor Andrew Joy
p Councillor Mel Kendal
p Councillor Stephen Reid
p Councillor Patricia Stallard

Also present with the agreement of the Chairman: Councillors Bennison, Bolton, Glen, Heron, House, Huxstep and McNair-Scott

Broadcast Statement

The Chairman announced that the meeting was being recorded for broadcast on the County Council's website and would be available for repeated viewing. The press and members of the public were also permitted to film and broadcast this meeting. Those remaining at the meeting were consenting to being filmed and recorded, and to the possible use of those images and recording for broadcasting purposes.

1. APOLOGIES FOR ABSENCE

All Members were present and no apologies were noted

2. DECLARATIONS OF INTEREST

Members were mindful that where they believed they had a Disclosable Pecuniary Interest in any matter considered at the meeting they must declare that interest at the time of the relevant debate and, having regard to the circumstances described in Part 3, Paragraph 1.5 of the County Council's Members' Code of Conduct, leave the meeting while the matter was discussed, save for exercising any right to speak in accordance with Paragraph 1.6 of the Code. Furthermore Members were mindful that where they believed they had a Non-Pecuniary interest in a matter being considered at the meeting they considered whether such interest should be declared, and having regard to Part 5, Paragraph 2 of the Code, considered whether it was appropriate to leave the meeting whilst the matter was discussed, save for exercising any right to speak in accordance with the Code.

3. MINUTES OF PREVIOUS MEETING

The minutes of the last meeting were reviewed and agreed

4. DEPUTATIONS

There were no requests to make a deputation at the meeting. It was noted that with the agreement of the Chairman, Councillor House would speak on item 7 (Transformation to 2019)

5. CHAIRMAN'S ANNOUNCEMENTS

The Chairman welcomed everyone to the first Cabinet meeting following the County Council elections and confirmed that the new administration would continue to provide a high level of service with the mandate they had been given.

A number of events were drawn to the attention of the Cabinet, including the Hampshire Service and a subsequent tea party joining the national "Great Get Together" and events to mark the end of Ramadan. The importance of standing together across political and religious lines at difficult times was emphasised.

Following the Grenfell fire tragedy, the Chairman confirmed that he had received assurances regarding the safety of high-rise buildings in Hampshire and had commissioned a survey of all County Council buildings, including schools.

It was noted that the General Election had resulted in changes at national government level and the Chairman expressed a commitment that Hampshire would continue to get on and deliver services.

6. 2016/17 END OF YEAR FINANCIAL REPORT

Cabinet received a report of the Director of Corporate Resources setting out the end of year financial position 2016/17.

The report was outlined and key features highlighted, including the recommendations to both Cabinet and subsequently to the County Council.

Members welcomed the report, in particular noting that the zero balance for Children's Services was a better position than had been anticipated.

The recommendations within the report were proposed and agreed. The decision record is attached.

7. TRANSFORMATION TO 2019: REPORT NO. 1

Cabinet received a report of the Chief Executive regarding the Transformation to 2019 programme.

The report was introduced and the challenge of Transformation to 2019 (T19) highlighted. Key details were set out, including a breakdown of the saving requirements and the wider context. It was confirmed that the Transformation to 2017 savings had been achieved and therefore there was no legacy to face and the County Council was well positioned to meet the challenge.

With the agreement of the Chairman, Councillor House addressed the meeting. He cited national speculation about the reversal of austerity measures and recommended that the Cabinet should encourage this. He expressed concern

that all services are treated equally with regards savings targets and stated his opposition to this practice. A focus on the opportunities of income generation was proposed by Councillor House, who also called for an opportunity for scrutiny of the consultation document prior to its launch.

Cabinet discussed the report, acknowledging Cllr House's comments. It was noted that the County Council was in regular contact with national government and Members agreed that the approach of requiring all departments to make savings and subsequently identifying priority areas for support was the right one to take. The County's policy of investment in corporate bonds for a safe and reliable return was agreed to be preferable to the higher risk property investment that had been undertaken by other Councils, particularly due to the scale at which the County was able to invest.

It was noted that a significant proportion of the £140 million required saving was as a result of inflation and demographic shift rather than austerity and Cabinet agreed that it was necessary to plan ahead to meet these challenges. Areas of innovation to make savings were highlighted, such as the adoption of electric vehicles and LED lighting, which would save £500,000. The benefit derived from selling services to partners, both to raise revenue and enable specialist capacity to be retained, was recognised.

The recommendations within the report were proposed and agreed. The decision record is attached.

8. SERVING HAMPSHIRE - STRATEGIC PLAN FOR 2017-2021

Cabinet received a report of the Chief Executive setting out the background to, and content of, the proposed revised Strategic Plan: Serving Hampshire – Strategic Plan for 2017-2021.

The background and purpose of the report were set out and the recommendations presented. Members welcomed and were supportive of the revisions to the Strategic Plan, proposing and agreeing a minor amendment to the delegation to the Head of Law and Governance set out at recommendation c.

With a minor amendment, the recommendations within the report were proposed and agreed. The decision record is attached.

9. SHAPING HAMPSHIRE – 2016/17 YEAR END PERFORMANCE REPORT

Cabinet received a report of the Chief Executive regarding the County Council's performance during 2016/17 against priorities within the Shaping Hampshire Strategic Plan for 2013-2017.

It was confirmed that, as set out in the report, high performance had been achieved against challenging targets. Two areas of higher risk were identified and explained. Members noted the difficulty of self-assessment in an era of change and therefore the importance of external review. High performance in a number of areas, including school performance was acknowledged.

Recognising and expressing appreciation to County Council staff in recognition of their role in achieving such high performance, the recommendations within the report were proposed and agreed. The decision record is attached.

10. **'WORKING BETTER TOGETHER'- NEXT STEPS IN DEVELOPING HAMPSHIRE COUNTY COUNCIL'S RELATIONSHIPS WITH PARISH AND TOWN COUNCILS**

Cabinet received a report of the Director of Culture, Communities and Business Services regarding the development of Hampshire County Council's relationship with Parish and Town Councils.

Key points of the report were set out, including the role of the Hampshire Association of Local Councils (HALC) and levels of engagement with the County's Town and Parish Councils.

The recommendations within the report were proposed and agreed. The decision record is attached.

11. **RESPONSIBILITY FOR EXECUTIVE FUNCTIONS**

Cabinet received and considered a report of the Chief Executive regarding the allocation of responsibility for Executive Functions.

The recommendations within the report were proposed and agreed. The decision record is attached.

Chairman,

HAMPSHIRE COUNTY COUNCIL

Executive Decision Record

Decision Maker:	Cabinet
Date:	19 June 2017
Title:	2016/17 – End of Year Financial Report
Report From:	Director of Corporate Resources – Corporate Services

Contact name: Rob Carr, Head of Finance

Tel: 01962 847508

Email: Rob.Carr@hants.gov.uk

1. The decision:

- a. That the outturn position set out in Section 2 be approved.
- b. That the transfer of £22m to the Invest to Save Reserve be approved to make initial provision for the investment required in enabling IT to deliver the Transformation to 2019 Programme and Digital 2.
- c. That £1.23m of the corporate savings is allocated to enable the County Council to continue to pursue funding through the free schools initiative and minimise calls on our capital resources.
- d. That the transfer of the balance of net corporate savings of approaching £1.4m to the Grant Equalisation Reserve (GER) be approved.
- e. That the following reserves are closed and the balances transferred to the GER:
 - PSA Reward Grant Reserve (£83,000).
 - Minerals and Waste Development Reserve (£33,000).
 - Second Homes Reserve (£45,000).
- f. That the Corporate Efficiency Reserve be closed and that remaining commitments be met from the Invest to Save Reserve within which it should be subsumed.
- g. That funding of up to £250,000 per annum for two years from general contingencies to cash flow fund expenditure associated with the Enterprise Zone be approved, to be repaid from future business rate growth.
- h. That a one-off addition to revenue of up to £100,000 which will provide capacity to maximise the use of the newly introduced Apprenticeship Levy to be met from general contingencies be approved.
- i. That service capital programme cash limits for 2017/18 be increased to reflect the carry forward of capital programme schemes and shares of capital receipts, as set out in Appendix 4.

It be a Cabinet recommendation to Council that:

- a) A sum of £8.6m is approved from the Invest to Save Reserve to progress the Digital 2 Programme, a Corporate Wi-Fi Upgrade and other enabling IT infrastructure.
- b) An initial sum of £7.5m is approved from the Invest to Save Reserve to plan, scope, design and deliver other enabling IT projects to support the Transformation to 2019 Programme subject to business cases being approved by the Director of Corporate Resources.
- c) The report on the County Council's treasury management activities and prudential indicators set out in Appendix 3 be approved.

2. Reason(s) for the decision:

- 2.1. The report and recommendations form part of the statutory annual statement of accounts process and the specific decisions are needed to produce the final end of year accounts

3. Other options considered and rejected:

- 3.1. None

4. Conflicts of interest:

- 4.1. Conflicts of interest declared by the decision-maker: None
- 4.2. Conflicts of interest declared by other Executive Members consulted: None

5. Dispensation granted by the Conduct Advisory Panel: none.

6. Reason(s) for the matter being dealt with if urgent: not applicable.

7. Statement from the Decision Maker:

Approved by:	Date:
-----	19 June 2017
Chairman of the Cabinet Councillor R. Perry	

HAMPSHIRE COUNTY COUNCIL

Executive Decision Record

Decision Maker:	Cabinet
Date:	19 June 2017
Title:	Transformation to 2019: Report No. 1
Report From:	Chief Executive

Contact name: John Coughlan

Tel: 01962 846400

Email: john.coughlan@hants.gov.uk

1. The decision:

That Cabinet:

- a. Notes the £140m Tt2019 programme breakdown, the Department targets and the headline programme timetable – section 3;
- b. Notes the Tt2017 delivery achievement, the positive position reported in respect of Adults and acknowledges that there are no legacy implications for the Tt2019 programme and therefore the Tt2017 programme is formally closed – section 4;
- c. Notes the early opportunity assessment work completed by Departments to this point and in particular acknowledges some of the specific challenges of this programme including timing, complexity and the inevitability of a changing service delivery risk profile – section 5;
- d. Notes, per the programme timetable, the commencement in July of a public consultation exercise aimed at helping to inform the early autumn budget decision making process – section 6

2. Reason(s) for the decision:

2.1. To provide an update on progress with Transformation to 2019

3. Other options considered and rejected:

3.1. None

4. Conflicts of interest:

4.1. Conflicts of interest declared by the decision-maker: None

4.2. Conflicts of interest declared by other Executive Members consulted: None

5. Dispensation granted by the Conduct Advisory Panel: none.
6. Reason(s) for the matter being dealt with if urgent: not applicable.
7. Statement from the Decision Maker:

Approved by:

Date:

19 June 2017

**Chairman of the Cabinet
Councillor R. Perry**

HAMPSHIRE COUNTY COUNCIL

Executive Decision Record

Decision Maker:	Cabinet
Date:	19 June 2017
Title:	Serving Hampshire - Strategic Plan for 2017-2021
Report From:	Chief Executive

Contact name: Philippa Mellish

Tel: 01962 847482

Email: philippa.mellish@hants.gov.uk

1. The decision:

That Cabinet:

- a. Approves the *Serving Hampshire* Strategic Plan and recommends to Full Council that it be adopted as part of the County Council's Policy Framework, as set out in the Constitution, replacing the County Council's Corporate Strategy;
- b. Agrees for the *Serving Hampshire* Strategic Plan to replace the County Council's Sustainable Community Strategy, and recommends to Full Council that the latter to be removed from the County Council's Policy Framework, as set out in the Constitution
- c. Delegate authority to the Head of Law and Governance and Monitoring officer in consultation with the Leader and the Executive Member for Communities Partnerships and External Affairs including BREXIT to make any amendments to the *Serving Hampshire* Strategic Plan and any necessary consequential amendments to schemes which refer to the Corporate Strategy but which now will need to reflect the content of the new *Serving Hampshire* Strategic Plan, subject to the Plan being approved by Full Council.

2. Reason(s) for the decision:

- 2.1. Since the County Council's first efficiency programme (2008-2010), Cabinet has recognised the need for a strategic narrative. As the County Council embarks on its next transformation programme – Transformation to 2019 – the need for a robust, strategic narrative is equally important. The *Serving Hampshire* Plan is intended to guide decision-making to ensure that Hampshire taxpayers' money is targeted where it is needed most, and where it can make the greatest difference.

3. Other options considered and rejected:

3.1. None

4. Conflicts of interest:

4.1. Conflicts of interest declared by the decision-maker: None

4.2. Conflicts of interest declared by other Executive Members consulted: None

5. Dispensation granted by the Conduct Advisory Panel: none.

6. Reason(s) for the matter being dealt with if urgent: not applicable.

7. Statement from the Decision Maker:

Approved by:	Date:
-----	19 June 2017
Chairman of the Cabinet Councillor R. Perry	

HAMPSHIRE COUNTY COUNCIL

Executive Decision Record

Decision Maker:	Cabinet
Date:	19 June 2017
Title:	Shaping Hampshire – 2016/17 Year End Performance Report
Report From:	Chief Executive

Contact name: Deborah Harkin, Assistant Chief Executive / Philippa Mellish,
Head of Insight and Engagement

Tel: 01962 846699/
847482

Email: deborah.harkin@hants.gov.uk
philippa.mellish@hants.gov.uk

1. The decision:

That Cabinet:

- a. Note the County Council's key performance outcomes against the *Shaping Hampshire* plan for 2016/17;
- b. Approve the approach taken to revising the County Council's Performance Management Framework, as set out in section 5
- c. Note the activity planned to improve further the County Council's approach to performance reporting, as set out in section 5.
- d. Express appreciation to County Council staff in recognition of their contribution in achieving high performance.

2. Reason(s) for the decision:

2.1. The County Council's Performance Management Framework (PMF) provides the local governance structure for performance management and reporting to Cabinet. The PMF specifies that Cabinet receives an annual report on the County Council's performance against the strategic priorities set out in *Shaping Hampshire*.

3. Other options considered and rejected:

3.1. None

4. Conflicts of interest:

4.1. Conflicts of interest declared by the decision-maker: None

4.2. Conflicts of interest declared by other Executive Members consulted: None

5. Dispensation granted by the Conduct Advisory Panel: none.

6. Reason(s) for the matter being dealt with if urgent: not applicable.

7. Statement from the Decision Maker:

Approved by:

Date:

19 June 2017

**Chairman of the Cabinet
Councillor R. Perry**

HAMPSHIRE COUNTY COUNCIL

Decision Record

Decision Maker:	Cabinet
Date:	19 June 2017
Title:	'Working Better Together'- Next Steps In Developing Hampshire County Council's Relationships with Parish and Town Councils
Report From:	Director of Culture, Communities and Business Services

Contact name: Karen Murray

Tel: 01962 847831

Email: karen.murray@hants.gov.uk

1. The decision:

It is recommended that Cabinet:

- 1.1. Endorse the approach to 'Working Better Together' and support the proposed direction of travel to develop a closer working relationship with parish and town councils.
- 1.2. Support Parish and Town Councils to strengthen locality working and to take on greater roles and responsibility, where they choose to do so, through the use of existing grant programmes and the partnership approach with HALC.
- 1.3. Approve the development of a joint initiative with HALC to develop a locality focused approach and receive more detailed proposals for implementation through a further report to the Executive Member for Policy and Resources later in 2017.
- 1.4. Support a 3 year grant negotiation with HALC to enable them to provide full and ongoing support for the devolution and locality working agenda in partnership with Hampshire County Council.

2. Reason(s) for the decision:

- 2.1. The county of Hampshire is served by 263 parish and town councils (PTCs) which operate across much of Hampshire and fulfil an important function in addition to those of the county and district/borough councils. This was recognised in the last Cabinet report on Local Government Review (14 November 2016) when Cabinet Members expressed their clear support for the three-tier system. Members wished to see better locality working regardless of any outcome arising from the devolution debate. This is seen as having potential benefits in terms of value for money and service delivery for Council Tax payers.

3. Other options considered and rejected:

- 3.1. The option to make no change to existing relationships was considered but discounted in terms of losing the clear opportunity to improve locality working to the potential benefit of residents.

4. Conflicts of interest:

- 4.1. Conflicts of interest declared by the decision-maker: None
4.2. Conflicts of interest declared by other Executive Members consulted: None

5. Dispensation granted by the Conduct Advisory Panel: none.

6. Reason(s) for the matter being dealt with if urgent: not applicable.

7. Statement from the Decision Maker:

Approved by:	Date:
-----	19 June 2017
Chairman of the Cabinet Councillor R. Perry	

HAMPSHIRE COUNTY COUNCIL

Executive Decision Record

Decision Maker:	Cabinet
Date:	19 June 2017
Title:	Responsibility for Executive Functions
Report From:	Chief Executive

Contact name: John Coughlan

Tel: 01962 845252

Email: john.coughlan@hants.gov.uk

1. The decision:

- a. That the allocation of responsibility for Executive Functions and consequential amendment to responsibility for Security Functions are noted by Cabinet (including changes to the Constitution), and reported to the County Council at the County Council meeting on 20 July 2017.

2. Reason(s) for the decision:

- 2.1. Part 1, Chapter 17, Paragraph 17.3 of the County Council's Constitution requires that changes to the Constitution consequential upon the allocation of responsibility for Executive Functions decided by the Leader, be reported to the Cabinet and then to the County Council.

3. Other options considered and rejected:

- 3.1. None

4. Conflicts of interest:

- 4.1. Conflicts of interest declared by the decision-maker: None

- 4.2. Conflicts of interest declared by other Executive Members consulted: None

5. Dispensation granted by the Conduct Advisory Panel: none.

6. Reason(s) for the matter being dealt with if urgent: not applicable.

7. Statement from the Decision Maker:

Approved by:

Date:

19 June 2017

**Chairman of the Cabinet
Councillor R. Perry**

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	15 September 2017
Title:	Strategic Transport Infrastructure and Capital Funding Opportunities
Report From:	Director of Economy, Transport and Environment

Contact name: Stuart Jarvis and Keith Willcox

Tel: 01962845260 **Email:** stuart.jarvis@hants.gov.uk
01962846997 keith.willcox@hants.gov.uk

1. Executive Summary

- 1.1. Improving transport, tackling congestion and reducing the impact of traffic on communities is vital to delivering the County Council's strategic priority of maintaining Hampshire's character and quality of life by securing sustainable economic growth. The County Council has been very successful in developing schemes, securing external funding, and delivering transport projects across the County. Indeed the transport capital programme in recent years has seen a major programme of road and other transport investment delivered, with a further investment planned over the next three years of over £200M of which around 70% of the funding will come from external sources.
- 1.2. It is important that the County Council remains well positioned to continue to secure external funding to help deliver the necessary transport infrastructure to address growth pressures and to improve access to employment and services, as well as to strengthen the county's wider connectivity. The evolving funding landscape makes it particularly important that the County Council continues its approach of investing in the timely development and maintenance of robust and up to date transport strategies and major transport schemes. This is resource intensive but vital for continuing the success of funding bids into the future.
- 1.3. This report provides an update on:
 - The national and regional context for major transport schemes and their funding, and wider transport considerations;
 - Hampshire County Council's Transport Capital Programme and the current challenges in delivering this ambitious programme of work;

- Specific funding matters, including the recommended approach to the opportunities presented by the Government's new Housing Infrastructure Fund.

2. National Context

- 2.1. Brexit means that economic growth, in particular increasing global trade, is now viewed more important than ever for the country's long-term prosperity. The importance of infrastructure in securing economic competitiveness and future growth is reflected in the work of the National Infrastructure Commission (NIC) and the Government's Industrial Strategy Green Paper, with transport, arguably, being the most critical infrastructure component.
- 2.2. The transport funding landscape is now more complicated than ever since the effective demise of the Local Transport Plan (LTP) regime with a combination of national programmes (see para 2.6 below) and funding for local transport initiatives being largely directed through Local Enterprise Partnerships (LEPs). The landscape has been further complicated by the recent re-emergence of strategic transport planning and funding at a sub national level through bodies such as Transport for the North. Therefore it is important the County Council remains abreast of this evolving policy environment so it can respond appropriately. This will involve taking steps to continually strengthen relationships with both national and regional stakeholders to inform national and/or sub national transport investment plans and ensure these plans reflect Hampshire's own strategic transport priorities.
- 2.3. In spite of the rapidly evolving landscape the County Council has a strong track record in securing funding for transport schemes. This is evidenced by the Department's capital programme for 2017/18 – 2019/20, which has a total value of £209.5 million (£100m of which is for Integrated Transport), of which some £146m (70%) comes from external sources.
- 2.4. Integration of land use, economic and transport planning is challenging and requires on-going multi agency collaboration. Though there is always room for improvement, multi agency collaboration has also worked well in Hampshire.
- 2.5. The ability to fund, plan and deliver transport infrastructure remains challenging with the on-going squeeze on public sector funding. Increasing housing delivery remains a top priority for the Government but, in spite of this year's Housing White Paper, the challenge of funding the associated infrastructure that would help unlock housing has yet to be fully addressed. The emerging Housing Infrastructure Fund (HIF) proposals and programme are designed to target this issue.
- 2.6. Recent national developments include:

- The £2.3 billion [Housing Infrastructure Fund](#) (HIF) – open to competitive bids from local authorities for infrastructure to support new housing (See Section 6 below).
 - The Department for [Transport's Transport Investment Strategy](#), including outline plans for a Major Route Network (MRN) and a Port Connectivity Study.
 - Highways England's development of their next [Road Investment Strategy](#) (RIS2 for the period post 2020)
 - Network Rail's development of their rail investment plan for [Control Period 6](#) (April 2019 – March 2024)
 - The Department for Environment, Food and Rural Affairs [Air quality plan for nitrogen dioxide \(NO₂\) in UK \(2017\)](#)
- 2.7. The Government's Transport Investment Strategy aims to harness the power of transport investment to drive forward more balanced economic growth, unlock new housing projects and to support the Government's Industrial Strategy. The creation of a Major Road Network (MRN) would see a share of the National Road Fund, funded by Vehicle Excise Duty and currently reserved for the Strategic Road Network, allocated to local highway authorities to improve or replace their most economically important roads. Detailed proposals have yet to be published and will be subject to consultation.
- 2.8. The Transport Investment Strategy makes reference to a Port Connectivity Study which the County Council is keen to assist with and, in liaison with Associated British Ports (ABP) Southampton, will emphasise the points it has previously made to the National Infrastructure Commission about the importance of the A34/M3 corridor for the UK car industry accessing global markets via the Port of Southampton, as well as the importance of improving rail freight links through this strategic corridor. The Transport Strategy also refers to a new [Aviation Strategy](#) which looks beyond Heathrow expansion at the long term future of the UK's aviation sector. It seeks to identify the steps that will be needed to build a global and better connected Britain, and encourage more competitive markets, whilst also managing the environmental impacts. Consultation on this strategy will continue over 2017- 2018 before it is finalised at the end of 2018.
- 2.9. The latest Air Quality Plan has been noted for its commitment to stop sales of conventional cars from 2040 in favour of zero emission vehicles. However the Government has yet to commit to a national car scrappage scheme – which could be subject to a future consultation – and is placing the majority of responsibility on local authorities to reduce roadside emissions. Its Air Quality Plan identifies areas where NO₂ levels are above the legal limit, including three locations in Hampshire (Fareham, Totton, and Blackwater Valley) and one in Southampton, and requiring local authorities in those areas to implement Clean Air Zone plans by March 2018.

3. Regional Context

- 3.1. The Cities and Local Government Devolution Act 2016 (Part 5A) makes provision for the establishment of Sub-National Transport Bodies to operate at a sub-national level in transport matters, with the purpose of furthering economic growth. Sub-National Transport Bodies would be corporate bodies required to facilitate the development and implementation of a transport strategy, and in doing so further economic growth.
- 3.2. The provision delivers on the Government's promise to put Transport for the North (TfN) on a statutory footing, with TfN set to become the first STB early next year. Midlands Connect had been expected to follow this although given Brexit and the impact this is having on the parliamentary timetable such timelines are uncertain and TfSE is not expected to secure statutory status before 2020.
- 3.3. Local Transport Authorities and related Transport Bodies in the South East, working collaboratively with Local Enterprise Partnerships (LEPs), have agreed to establish Transport for the South East (TfSE) as a proposed Sub-National Transport Body. The establishment of a statutory Sub-National Transport Body, requires approval from government, and a Statutory Instrument must be agreed by Parliament. It was agreed by the constituent authorities in June 2017 to establish a Shadow Board which will operate until statutory status is granted.
- 3.4. Cabinet considered a report on "Proposals for a Sub-National Transport Body (Transport for the South East)" on 12 December 2016. Cabinet endorsed the establishment of a South East Sub-National Transport Body and agreed to the County Council becoming a member, appointing of the Executive Member for Environment and Transport to represent the Authority on the Shadow Board.
- 3.5. The cornerstone of TfSE will be its Transport Strategy which will build upon existing evidence, such as that contained in the LEPs' Strategic Economic Plans, within Local Transport Plans and in growth and infrastructure frameworks/studies that a number of upper-tier authorities are undertaking.
- 3.6. The Transport Strategy would outline the economic ambition of TfSE and describe the South East's vision in relation to transport functions, including the effectiveness, efficiency and resilience of the existing network. It is likely to include integrated, multimodal transport policies, involving freight, ports, airports and other public transport modes, as well as appropriate strategic highway proposals.
- 3.7. In developing the draft strategy, consideration of the area will need to assess which transport schemes can deliver the most benefit from investment to boost growth and improve regional connectivity.

4. Rail Position

- 4.1. Whilst the County Council has no statutory responsibility for rail services nor for the delivery of rail infrastructure, as a Highway and Transport Authority the County Council has a strong interest in continuing to work with partners to influence the industry to increase the rail modal share and so reduce pressure on the highway network.
- 4.2. Better connectivity, including improved rail links in and beyond Hampshire, is critical for the county's growth and future economic prosperity, including improved rail access to an expanded Heathrow. Greater capacity on the rail network and improved services, including better facilities & interchanges at Hampshire's 49 railway stations, will help make rail travel a more attractive and feasible option for local residents and visitors alike. Providing increased capacity for freight services, especially those that serve UK export industries reliant on access to the Port of Southampton is also of increasing national economic importance.
- 4.3. The Executive Member for Environment and Transport approved a County Council Rail Policy 'statement' in July 2017. The statement follows on from points raised at a Members Briefing in 2016 and is designed to aid external discussions. The statement will be kept under review and further developed as and when appropriate

5. Hampshire's Transport Capital Programme

- 5.1. On transport, the Major Schemes programme continues to gather pace, with the completion of seven major schemes in 2016/17 to the value of £34.59million. Major Scheme Investment in the four year period 2015/16 – 2018/19 is estimated to be £157m (17 schemes). This compares with ten years ago when the County Council was delivering few such schemes, and instead its focus was on delivering a large number of small scale local measures across the county.

6. Government Transport and Infrastructure Funding

- 6.1. The transport funding situation has become more complicated and fluid in recent years. It has changed from dedicated transport grant funding from the Department for Transport, via the LTP process, to a competitive bidding process to a range of fund holders. This has resulted in the need to have sufficient 'oven ready' schemes, and to be agile enough to respond quickly to challenging timescales. In short, successful transport authorities increasingly need to have a good supply of pipeline schemes in development, backed up by (and emerging from) comprehensive and robust strategies with sound evidence bases to support successful funding bids.
- 6.2. In recent years the County Council has provided additional funding through the capital programme to develop pipeline schemes of this nature and this has proved successful in attracting Government funding.

- 6.3. A significant new funding opportunity came with July's announcement of the **Housing Infrastructure Fund (HIF)** which is designed to help smaller developments with 'Marginal Viability' and to help 'Forward-Fund' infrastructure to facilitate much larger housing sites. HIF further illustrates the Government's continued priority to increase housing numbers and to bring forward housing by funding major Infrastructure investment including transport schemes. Whereas previously the Local Growth Funding allocated through the LEPs meant that the largest transformational Infrastructure schemes have tended to be unaffordable. The Housing Infrastructure Fund is divided between "**Forward Funding**" and "**Marginal Viability Funding**". Upper tier authorities can apply to HIF for Forward Funding up to the value of £250 million by submitting an Expression of Interest by 28th September 2017 and, if that is successful, by then submitting a detailed bid by Spring 2018. District and unitary councils can apply to HIF for Marginal Viability Funding, up to an indicative value of £10M, although there have been indications that there may be some flexibility in the upper limit in appropriate cases. Authorities can submit more than one bid, but additional guidance has recently been issued with a direction that authorities need to rank bids in clear priority order. There is a clear inference that bids ranked as priority two or lower may not be fully assessed, particularly if as widely expected, the programme is significantly over-subscribed.

HIF 'Forward Funding Programme'

- 6.4. Forward Funding will be used to fund a small number of strategic and high impact schemes, with this funding stream designed to help local authorities achieve large scale growth, funding infrastructure schemes which could represent a significant proportion of the upfront development costs. Unitary and upper tier are expected select their best and most ambitious proposals, focussing on unlocking new housing at scale and pace, and bids are capped at £250m.

HIF 'Marginal Viability Funding Programme'

- 6.5. Marginal Viability Funding is available to unitary and lower tier authorities to bid for up to £10m in order to enable housing on well advanced schemes to be delivered quickly by funding up-front infrastructure, the cost of which would otherwise make the development unviable. The fund should provide the final, or missing, funding injection required to enable infrastructure to build out soon after schemes have been awarded funding, and for homes to follow at pace.

7. Proposed Approach to the Housing Infrastructure Fund (HIF)

- 7.1. It is recommended that support be given to the submission of HIF bids where it can be demonstrated that the Government's spending timetable and value for money requirements can be met, and that those schemes requiring funding would meet the Government's key criteria of housing delivery. For the County Council these will typically be Forward Funding bids to unlock a

significant number of houses, with infrastructure to be committed by 2021, as well supporting Marginal Viability bids for schemes that are well advanced but where full funding has yet to be identified.

- 7.2. This approach suggest the most viable bidding opportunities are where there is potential for significant housing growth, as reflected in the Government's previous decisions to afford Garden Town/ Village Status to particular sites and would lead to two potential Forward Funding bids:
 - Manydown (circa 3,200 houses initially, potentially up to 10,000 houses beyond the current local plan period)
 - Welborne (up to 6,000 houses).
- 7.3. Manydown and Welborne have Government recognition, albeit that Manydown has yet to be formally announced. This enhances their status and the expectation that bids will be forthcoming, particularly as both have reached an advanced stage in terms of planning status. It is therefore considered that both should be submitted as bids for Forward Funding, though acknowledging that the bids need to be ranked.
- 7.4. A simple evaluation framework, based on the scope and key principles of the HIF programme, is proposed to determine the bid which best fits the HIF criteria, to inform the suggested priority ranking (**see Appendix 1**). The evaluation places Welborne ahead of Manydown on some criteria, with up to 6,000 units at Welborne, as compared to only 3,400 units at Manydown, allocated in their approved Local Plans. Welborne also has confirmed Garden Village, whilst Manydown has yet to be formally announced, although it has been agreed and has already received significant Government funding from the programme. On other criteria, there is a clear advantage for Manydown, particularly due to greater future housing delivery potential. This could be up to 10,000 units or more in the longer term, whereas Welborne has no capacity for future provision above the allocation of up to 6,000 units – a figure that has reduced at each stage of the planning process since the original proposal of up to 10,000 units in the South East Plan
- 7.5. On the critically important deliverability considerations, land ownership and major known infrastructure constraints, Manydown is in public ownership (which reduces uncertainty and enhances the opportunities to recycle funding to support further infrastructure and community benefits) whilst Welborne is largely in private ownership, albeit that land assembly has advanced significantly recently, supported by the Borough Council. Perhaps critical to the overall consideration, Welborne remains dependent on a major motorway junction upgrade to deliver beyond around 1,000 units and proposals for the junction improvement are not yet approved by Highways England (HE). The motorway junction upgrade is potentially significantly delayed by the impending HE 'smart motorways' upgrade project for the M27 (which risks pushing the prospect of the new junction being delivered beyond the HIF funding window).

- 7.6. On this basis Manydown is recommended as the priority one ranked scheme, but it is suggested that Welborne should also be submitted (as priority two) with a covering letter to the Secretary of State suggesting that both should be evaluated by the Department for Communities and Local Government before any decisions are made, particularly if Highways England /Department for Transport can resolve uncertainty over the position of the proposed upgrade to Junction 10 of the M27 to bring it forward and enable the full development of Welborne.
- 7.7. In addition to the Forward Funding bid it is understood that Fareham Borough Council are considering a Marginal Viability bid in respect of funding the proposed motorway junction improvements (M27J10) associated with the Welborne development. Notwithstanding the risks around approval and programming of the junction works, this is a potentially important opportunity of securing 'gap' funding to top up the existing allocations made through the Solent LEP Growth Fund, including £14.9M of 'retained' Department for Transport funding, and developer contributions, to ensure that the work can go ahead in a timely way to remove the major transport access constraint on the delivery of the overall Welborne site.
- 7.8. It is also understood that proposals for Marginal Viability bids are being development by district councils in respect of Botley Bypass (see Section 8 below), and housing development at Basingstoke and Eastleigh. Subject to ensuring that there is no conflict with County Council interests, such as the proposed Forward Funding bids, it is further suggested that the County Council support these bids to help ensure development in Hampshire is properly supported by appropriate and timely provision of infrastructure.

8. Proposed Approach to Botley/Hedge End Opportunities

- 8.1. In recent months, a more strategic approach has been pursued in developing land and infrastructure where the County Council has multiple interests, including as Education Authority, Highway Authority, and land owner. The first example of where such a joint project exists is in Botley/ Hedge End.
- 8.2. The development of land identified at Botley represents a unique opportunity for the County Council to bring forward comprehensive proposals, where key deliverables will benefit Hampshire in many ways and provide positive outputs across a range of service areas managed and delivered by the County Council. These deliverables include:
- a new secondary school,
 - a bypass for Botley village to reduce congestion and improve air quality
 - the development of new housing, supported by appropriate and timely infrastructure provision.
- 8.3. The new secondary school is proposed, with funding coming predominantly through Government programmes, and which is likely to be located west of

Woodhouse Lane in Botley. As part of the access strategy for the school, improvements are required to Woodhouse Lane. Improvements to Woodhouse Lane are also required as a fundamental part of the proposed Botley Bypass, and hence it is logical to promote an improvement that meets the requirements of both projects and avoids abortive works and costs. Improvements to Woodhouse Lane could come forward as a first phase of the overall bypass project.

- 8.4. A heavily congested strategic and local road network throughout Eastleigh is frustrating development and making it difficult for sites to come forward with market confidence. There is a long standing proposal for a bypass for Botley, which has been promoted by the County Council, with support from Eastleigh Borough Council, including historically safeguarding the route from development.
- 8.5. Further detailed design work and public consultation have taken place over the last year or so, and a planning application was submitted for the bypass earlier in the summer. If planning consent is granted, then this scheme will become eligible for grant funding and could be an attractive proposition for LEP or Government grant funding programmes. A bypass for Botley is considered essential infrastructure that will help reduce congestion and delays and improve journey time reliability. The proposed bypass will improve air quality along with accessibility and connectivity throughout the area and will help remove the transport barriers to growth. The bypass would also help accelerate development in the Hedge End area generally, including 1000 new homes on adjoining sites, and in particular will provide improved accessibility for the development of Hampshire County Council land, (which EBC has requested the County Council bring forward as part of their Local Plan Review) including the site for the secondary school, and the corresponding release of capital receipts. Funding also is also likely to be sought towards the provision of essential utilities to bring forward the development sites.
- 8.6. It is likely that the funding of the a bypass would be dependent on securing Government or LEP grant funding, and a contribution from adjacent developments, including County Council owned sites. Therefore Cabinet is asked to give approval, in principle, to adding the Botley Bypass to the Transport Capital Programme, and the strategic land development project to the wider capital programme. This will enable bids to be made for grant funding, and developer contributions collected as appropriate, including potential receipts from HCC land disposals to enable the schemes to be delivered in a timely manner. If the principle is approved the full financial implications will be picked up as part of the update of the Medium Term Financial Strategy, due to be presented to Cabinet and County Council in October and November respectively.
- 8.7. As set out in paragraph 7.6 above, it is recommended that the County Council should support the HIF 'Marginal Viability' bid being proposed by the Borough Council for this area, as a potential contribution to realising the

overall development of the identified sites in a comprehensive way, supported by adequate and timely infrastructure provision.

9. Recommendations

- 9.1. That Cabinet notes the changes in the national and regional context for infrastructure delivery and commits the County Council to continue to develop its approach in order to capitalise on new funding opportunities to support the timely delivery of infrastructure.
- 9.2. That Cabinet approves in principle the addition of the Botley Strategic Land Development and Bypass projects to the Capital Programme.
- 9.3. That Cabinet agrees the approach to bidding for the Housing Infrastructure Fund as set out in this report, namely to submit Forward Funding bids for Manydown and Welborne, with Manydown ranked as priority one.
- 9.4. That Cabinet agrees to support identified borough or district council Marginal Viability bids, provided they do not conflict with County Council interests, including the proposed Forward Funding bids identified in this report;
- 9.5. That authority be delegated to the Chief Executive, in consultation with the Leader, to finalise the HIF Forward Funding submissions, and appropriate supporting submissions for district and borough council Marginal Viability submissions.

CORPORATE OR LEGAL INFORMATION:**Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	no
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u> 2017-07-11-EMET Decision Day-Hampshire County Council's Rail Position Statement	<u>Date</u> 11 July 2017
Direct links to specific legislation or Government Directives	
<u>Title</u> Housing Infrastructure Fund Department for Transport's Transport Investment Strategy Highways England's Road Investment Strategy Network Rail's development of their rail investment plan for Control Period 6 Defra Air quality plan for nitrogen dioxide (NO2) in UK (2017)	<u>Date</u> 4 July 2017 5 July 2017 30 November 2015 Autumn 2016 26 July 2017

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. Equalities Impact Assessment:

This is primarily an update report on recent national and sub regional developments in policy and funding opportunities. It seeks delivery approval for the Council's approach to the new Housing Infrastructure Fund and an addition to the Capital Programme. Specific transport schemes would be subject to a full equality impact assessment.

2. Impact on Crime and Disorder:

2.1. No impact.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

Improving transport, tackling congestion and reducing traffic impacts on communities are vital to delivering the County Council's strategic priority to maintain Hampshire's character and quality of life by securing sustainable economic growth and through careful transport planning will help mitigate the impacts of climate change.

Housing Infrastructure Fund – Draft Bid Assessment

Criteria	Welborne	Manydown
Local Plan Allocation	Up to 6,000	3,400
Planning application status	Outline –up to 6,000 houses submitted, not determined	Outline – circa 3,200 houses, submitted, not determined
Longer term housing opportunities	N/A	Up to 10,000
Cost of infrastructure to be bid for	£120m	£50m (for phase 1 of 3,200 homes)
Settlement designation	Garden Village (Jan 2017)	Garden Settlement Status Formal Announcement pending
Land ownership Issues	Not all land in lead developer's ownership	Land in Local Authority ownership
Strategic infrastructure issues	Issue re: J10 of M27 and Smart Motorways programme	None identified to date
Houses delivered by 2020/21	500 (based on FBC estimate of Planning consent issued - Spring 2019)	2,200 (based on HCC/BDBC estimate of planning consent issued in 17/18, start on site in 18/19 and 550 houses pa)
LEP Support	✓	✓
Evidence of strategic joint working	✓	✓

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	15 September 2017
Title:	Adult Safeguarding
Report From:	Director of Adults' Health and Care

Contact name: Jo Lappin, Head of Safeguarding, Quality & Governance

Tel: 01962 847971

Email: Jo.lappin@hants.gov.uk

1. Executive summary

- 1.1. Adult safeguarding is a core duty of Hampshire County Council. The term adult safeguarding is a term used to describe a broad range of activities and responsibilities to protect adults vulnerable to a range of behaviours which could directly impact upon their welfare and wellbeing. This report provides an overview of developments and actions undertaken by Adults' Health and Care, the County Council and a range of partners in protecting the wellbeing of vulnerable adults in Hampshire.
- 1.2. Notable issues include the lead role Hampshire Safeguarding Adults Board (HSAB) has in leading the Inter Authority Working Group across the wider Hampshire and Isle of Wight area, the development of responses to increasing awareness to adult safeguarding and the new systems and processes implemented to help mitigate this and the continuing pressures brought about in supporting people with limited or no capacity to manage key decisions relating to finance, accommodation and other key areas of their lives. Particular risk has been identified previously with regard to this area, Deprivation of Liberty Safeguards (DoLS), and this issue is detailed in this report. There are numerous positive elements of the adult safeguarding function that are identified including Hampshire County Council's work with partners, such as the continued development of the Multi-Agency Safeguarding Hub (MASH), responses to emerging forms of abuse and increased activity through traded opportunities in the Client Affairs Service (CAS).
- 1.3. Therefore, this report provides Cabinet with a detailed insight into the activities undertaken to keep vulnerable adults across Hampshire safe and to identify priorities over the coming year.

2. Context

- 2.1. Prior to the introduction of the Care Act 2014 Adults' Health and Care operated an effective system to deal with adult safeguarding concerns in a responsive and consistent way of following allegations of abuse or neglect. However, the introduction of statutory responsibilities for local authorities, Police and the NHS brought about by the Care Act 2014 has brought a change of emphasis and an enhanced focus on prevention and early intervention. The new safeguarding duties and responsibilities cover a wide range of activities and actions taken by a large number of individuals and organisations responsible for preventing, detecting, reporting and responding to the abuse of adults at risk. In a sense, the Care Act 2014 has therefore broadened the scope of adult safeguarding to include all activity designed to prevent harm from occurring, alongside our responsive duties following allegations of abuse or neglect.
- 2.2. For Adults' Health and Care much of the activity has continued to focus on embedding and implementing the changes brought about by the Care Act 2014 as well as maintaining high levels of operational performance in this area. This has included refocusing internal resources to ensure prevention and early interventions are given equal priority.

3. Hampshire Safeguarding Adults Board (HSAB)

- 3.1. Hampshire has an established Safeguarding Adults Board, the membership of which includes all multi-agency partners. A wide range of activities have been undertaken to ensure local arrangements are fit for purpose and are compatible with the new statutory requirements.
- 3.2. The policy framework for adult safeguarding is shared between the four local authority areas in Hampshire and the Isle of Wight and Hampshire Safeguarding Adults Board continues to lead the policy development work on behalf of the other 3 Pan Hampshire local authorities. The policy, guidance and toolkit have recently been revised to produce a second edition post Care Act 2014. They have now been ratified by the 4 Boards and have been published. These documents are supported by a suite of Hampshire Adults' Health and Care internal guidance and a comprehensive training strategy to support practice.
- 3.3. The Business Plan agreed in the spring of 2017 has the following Board objectives:
 - Engaging local communities to ensure wide awareness of adult abuse and neglect and its impact
 - Prevention and early intervention – promoting well being and safety and acting before harm occurs
 - Well equipped workforce across all sectors
 - Safeguarding services improved and shaped by the views of service users, carers and other stakeholders
 - Clear effective governance processes are in place within and across organisations

- Learning from experience – mechanisms to gain learning from serious cases and promote service and practice improvement.

3.4. The Hampshire Safeguarding Adults Board Chair has recently taken over the chairing of the Inter Authority Working Group which aims to have strategic oversight and co-ordination of the safeguarding agenda across the Pan Hampshire area. A discussion paper is in development with proposals to improve the co-ordination. It is hoped the proposals will be welcomed by many agencies such as Hampshire Constabulary and Hampshire Fire & Rescue Service who work across the area. It is recognised that for some organisations the obligation to a high number of separate safeguarding boards and sub groups is challenging and may not be sustainable.

4. PREVENT

- 4.1. The Counter Terrorism and Security Act 2015 created a statutory duty to have due regard to the need to prevent people being drawn into terrorism. This duty applies to all public bodies (local authorities, police, NHS, schools, further and higher education providers, probation, prisons and youth offending services). The duty also applies to private providers supplying public functions for example, in the education sector. Previously, the lead responsibility for PREVENT lay with the police, however, local authorities now have the lead as PREVENT interventions are focused in the 'pre criminal space'.
- 4.2. Hampshire has a well established PREVENT Partnership Board whose role is to provide a consistent and co-ordinated response across Hampshire and the Isle of Wight to the ideological challenge of terrorism. This is achieved through oversight of PREVENT activities across the area and ensuring PREVENT is addressed, as appropriate, in strategic plans and strategies.
- 4.3. The Hampshire PREVENT Partnership Board brings together agencies who provide services across Hampshire to share guidance, strategic work and improve co-ordination, however, in terms of governance the three neighbouring local authorities have their own delivery arrangements.
- 4.4. The Board has agreed a PREVENT Strategy and Action Plan which is monitored by the Board.
- 4.5. A Home Office led peer review of the County Council's arrangements for PREVENT took place in July 2017. This involved the engagement and participation of a wide range of stakeholders and partners.
- 4.6. The final report detailing the outcomes of the review is awaited. However, feedback provided at the conclusion of the review identified a number of strengths identified in our local arrangements, including:
 - the leadership of the PREVENT Board and PREVENT agenda locally;

- a strong desire to learn and improve local operational practice across agencies; and
- a well developed self assessment, action plan and documented arrangements to support the operational delivery of PREVENT responsibilities.

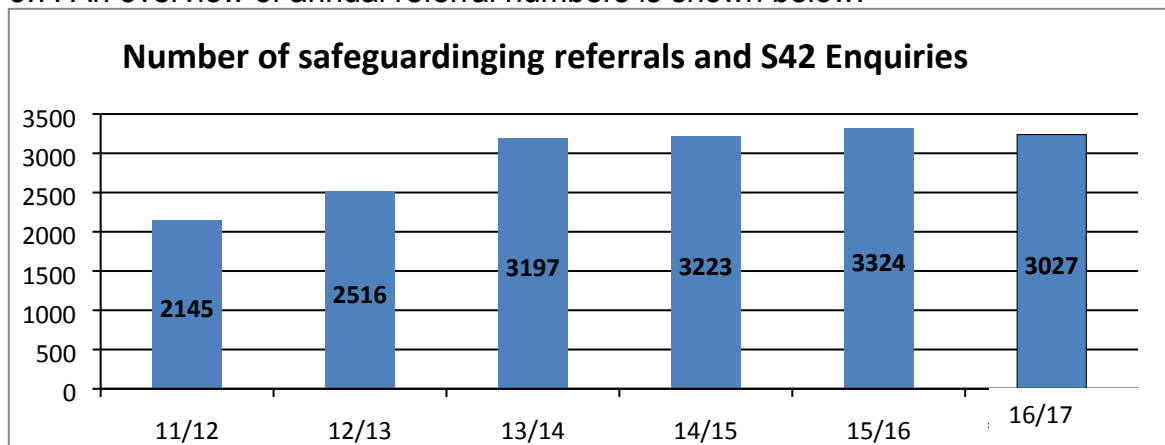
4.7 The self assessment and review process also identified areas for improvement which are being implemented. These include amendments to some aspects of the overall governance architecture and broadening the officers involved in leading PREVENT, beyond a small number of safeguarding and specialist professionals. There is also an undertaking to work with the South East Counter-Terrorism Unit (SECTU) to further develop and publicise the risk profile of Hampshire into a more dynamic tool and to ensure it is understood more widely across partner organisations.

5. Activity

- 5.1. Over the last few years Adults' Health and Care have continued to make improvements to the capture and reporting of safeguarding information, as a result of these changes it may not always be possible to directly compare activity between years. The Care Act 2014 has also redefined how safeguarding is defined and recorded.
- 5.2. The vast majority of safeguarding concerns are now directed to the Adult Multi-Agency Safeguarding Hub (MASH) where staff review them in relation to the action required, consider multi-agency information sharing and proportionality. This enables the services to ensure that concerns that require a different response, for example a review of the care arrangements, are dealt with by the social work teams and not through safeguarding arrangements.
- 5.3. The nature of concerns reported to Adults' Health and Care are often on a continuum of poor quality care through to extremely serious abuse carried out where police investigation is required. Information gathering is required before a decision can be reached to establish if abuse or neglect has taken place.
- 5.4. MASH screen all safeguarding concerns for cases which are not allocated to a community team or keyworker, and advise on appropriate action. During 2016 MASH received circa 16,000 concerns. Of these, in the region of 2,200 were forwarded to community teams as they involved individuals already known and a further 3,600 were forwarded for follow on action.
- 5.5. The familiar phrase 'safeguarding is everyone's business' is very important in the new landscape and the work that is necessary so that the public and partners understand the parameters of the local authority co-ordination role and the proactive role that all agencies and services are obligated to take to prevent harm occurring to adults at risk. Work is being undertaken to address the volumes of concerns that are forwarded that do not amount to s42 enquiry.

5.6. Information is only forwarded to community teams where either follow on action is required by them, or the information needs to be shared to assist the local team to build a picture about a service/individual in their area. Despite the increase in concerns coming through the service the number of new S42 enquiries being opened does demonstrate that the role of MASH is having a positive impact on the workload of the community teams who would otherwise be undertaking much more of the screening function. Additionally the quality of the information that is passed to the community teams by the MASH team assists with robust decision-making and the quick identification of actions.

5.7. An overview of annual referral numbers is shown below:



The figure above demonstrates the number of s42 enquiries opened (and in pre Care Act 2014 language referrals).

6. Recent Achievements

6.1. The Quality Outcomes and Contract Monitoring (QOCM) framework is an integral part of all Safeguarding, Quality and Governance activity within the Adults' Health & Care department. The framework allows practitioners to monitor and respond to concerns in provider settings and is a key part of the departments' prevention agenda.

6.2. One of the main aims of this framework is prevent quality issues in a provider service from escalating to a situation where abuse or significant harm has taken place.

6.3. The framework also aims to:

- Support good decision making so that quality concerns are only addressed under the adult safeguarding policy when necessary
- Ensure appropriate systems, processes and procedures are in place to allow teams to record information about the services we commission from
- Enable all staff to use this guidance and the tools within it to provide a proactive proportionate response to quality concerns.

- 6.4. The framework has recently been updated to strengthen the monitoring aspects and is currently being rolled out across Adults' Health and Care.
- 6.5. The Client Affairs Service (CAS) operates to manage the property and financial affairs for people who lack the mental capacity to do this for themselves. People supported by the team have no family willing or deemed suitable to do this on their behalf. The CAS works with people who are subject to appointeeship and deputyship. An appointee is responsible for managing a person's benefits if the person has a low level of financial assets and is in receipt of benefits with no other sources of income.
- 6.6. If a person's financial affairs are more complicated (for example, if they have additional sources of income, investments or significant savings) then deputyship is used to manage all financial affairs including savings, pensions, all sources of income and assets such as property and valuables.
- 6.7. This is a growing area for the County Council as the contract to provide the service for Southampton City Council has recently been extended to include appointeeship and deputyship. This 'sold' service is developing further due to recent agreements with Guernsey for a limited number of clients and there are discussions with the Clinical Commissioning Groups (CCGs) following the service taking on one client as a one off arrangement. It is possible a service level agreement will be considered for further CCG work.
- 6.8. At the most recent inspection of the Client Affairs Service the Office of the Public Guardian referred to the Hampshire Service as being a 'Beacon site' for other local authorities and an extremely positive inspection report was received.
- 6.9. The Service Manager for the DoLS and Client Affairs service is a member of the national Association of Public Authority Deputies (APAD). In the capacity of this role she has been leading on a national development to accredit the Client Affairs Case Officer Role. There is broad based support for accreditation from regional scoping of approx. 20 local authorities and support received for this development from the Care Quality Commission (CQC) National Mental Capacity Act Lead. The training will be piloted in Hampshire and will be accredited by City and Guilds.
- 6.10. An opportunity has arisen to extend the Board support provided to the Hampshire Safeguarding Adults Board and the PREVENT Board to the Health and Wellbeing Board. It is hoped this will be a positive development and an opportunity to provide consistent support across Strategic Boards, thus enhancing the alignment of the Boards.

7. Key Priorities

- 7.1. Given that the number of safeguarding concerns continue to rise, one of the key priorities is to manage the demand as effectively as possible and address the opportunity for closer joint working system wide. This includes joining up responses between Children's Services and Adults' Health and Care regarding common areas.

- 7.2. In the light of the new operating model within Adults' Health and Care and the subsequent restructure it is hoped through the introduction of the Contact Assessment Resolution Team (CART) this will allow MASH to offer an enhanced service, which will include responding to contacts which fall under the prevention and quality agendas, and to allow the MASH to keep hold of cases for longer so that they are able to resolve more and therefore send less through to the community teams.
- 7.3. Work is continuing to help improve the quality of Police and Ambulance Service alerts and positive progress has been made, working alongside Southampton, Portsmouth and Isle of Wight local authorities. There is a new reporting process (PPN1) supported by a training roll out involving Adults' Health & Care staff which is hoped will reduce the volume of inappropriate referrals received.
- 7.4. The Children's MASH and the Adults' MASH operate from the same floor of the same building and the respective Service Managers continue to work together to join up systems wherever possible – e.g. shared referral process for PREVENT referrals.
- 7.5. Whilst it is recognised that there are different legal frameworks there is a significant opportunity to bring together the work of the teams where it would be valuable to do so and consider integrating processes where this would be beneficial to families.
- 7.6. The multi-agency MASH Governance Board has recently been reviewed to improve its effectiveness and accountability. This will, now cover both child and adult responsibilities for the three statutory partners.
- 7.7 As mentioned earlier in this report there is an increased focus on prevention and early intervention. A key aim in this regard has been to integrate safeguarding and the prevention and intervention agenda across the continuum of the procurement of services through to delivery.
- 7.8 Work streams include:
- The development of the Quality Outcomes Contract Monitoring (QOCM) framework. This informs the departmental risk log and there is now a county level reporting system. This different approach now allows for strategic oversight and early warning, intervention and support for providers.
 - As a preventative approach additional quality checks for new providers before they are given business or added to the AIS system is now in place. This aims to ensure that a baseline of information is known about a service before the department commissions packages of care.
 - Closer working with the social care regulator, the CQC and NHS colleagues to share information and agree consistent approaches to address poor quality care. The intention is to focus this approach to ensure that we have a robust approach to the management of quality in the sector to ensure we have pro-active embedded quality monitoring

structures rather than just a quality improvement approach, largely based on a reactive risk based approach.

7.9 There have been some areas of development in the emerging areas of modern day slavery/human trafficking, serious organised crime and sexual exploitation including multi-agency partnership working.

- Modern day slavery
 - Modern Slavery guidance with a flow chart for Adults' Health and Care developed
- Adult sexual exploitation
 - Adult sexual exploitation strategy and practice guidance developed
 - A short term pilot to test the draft adult sexual exploitation screening tool
 - Training options for staff are being considered to improve understanding and response
- Serious organised crime
 - A Serious and Organised Crime (SOC) Partnership Plan has recently been created by partners working together with Police to effectively deal with serious organised crime.

7.10 The local authority responsibility in respect of Modern Day Slavery/Human Trafficking derives from section 52 of the Modern Slavery Act 2015. The local authority is known as a 'first responder' and has a role in respect of the initial intervention and signposting. Adults' Health & Care have worked alongside the Police, Borders Agency, Salvation Army and the Medaille Trust to develop operational guidance which is now in place, with all referrals being managed via the Multi Agency Safeguarding Hub (MASH).

7.11 Victims of trafficking may not identify themselves as victims. They may appear extremely closed, distrusting and reluctant to communicate. Traffickers and exploiters often develop complex strategies to keep their victims dependent on them, making it especially difficult for victims to escape or disclose details, even if protection and support are offered. Modern Slavery training has therefore been the focus of recent safeguarding update training for the social work workforce to ensure a greater awareness of how to identify victims and the required response.

7.12 For this reason the scale of the crime is unknown. There have been no confirmed incidents in Hampshire since the new duties though there are reported incidents nationally and in neighbouring authorities. National examples include an increased prevalence amongst agricultural workers.

8. Risk Issues

Deprivation of Liberty Safeguards (DoLS)

- 8.1 The Local Authority acts as the 'supervisory body' under the Mental Capacity Act 2005 for Deprivation of Liberty Safeguards (DoLS). DoLS is the legal framework applied when someone has care and support needs which mean their liberty is deprived in order to keep them safe. Care homes and hospitals ('managing authority') must make an application to the local authority if they believe someone in their care, who lacks mental capacity, is deprived of their liberty as a result of care arrangements in place. These arrangements are necessary to ensure that no-one is deprived of their liberty without independent scrutiny.
- 8.2 The result of a Supreme Court judgement in March 2014 has had a considerable impact on resources as a result of the widening of the criteria in terms of who is eligible for a DoLS. This situation has been an issue of risk for the Council over the past three years and has been and continues to be subject to significant management oversight.
- 8.3 As a result of the judgement, Adults' Health and Care has seen a significant increase in the number of DoLS applications received and there are approximately 4,000 people awaiting assessment.
- 8.4 The available budget in the DoLS service has been increased for 17/18, removing the financial risk. However, this means that the service must come in on budget whilst continuing to appropriately manage risks.
- 8.5 Productivity has however, increased with the central team of assessors doubling their throughput since January of last year. However, it is important to recognise that for those individuals for whom the DoLS legislation applies regular review and further authorisation are required.
- 8.6 For people living in community settings requiring complex support packages there should also be due consideration as to whether the care and support arrangements amount to a deprivation of liberty. In these circumstances applications are made to the Court of Protection. Scoping has identified that there are a greater number of service users who may be deprived of their liberty than applications to the court. Further scoping work is being reviewed by the Care Governance Board and proposals for centralised management being considered.
- 8.7 All practice should evidence a Making Safeguarding Personal approach to ensure the wishes and views of individuals are reflected in all decisions. Systems changes have been developed to enable recording of decision making but recent audit activity demonstrates a low compliance rate with the new recording standards. The HSAB has a Making Safeguarding Personal project underway to embed the approach across all agencies.

9. Finance

9.1 Adult safeguarding is core work for every team and is embedded in all service provision as a core duty of the department. It is therefore impossible to provide a total cost for carrying out safeguarding work within the Department.

9.2 The HSAB budget is made up of agency contributions as follows - Adult Services 63%, Clinical Commissioning Groups (CCGs) 26% and the Police 11%. The total budget in 2017/18 is £126,384.

9.3 The Prevent duties attracted a £10k one-off payment for local authorities which were used for set up costs and the ongoing specific Prevent budget of £15k will be met by Adults' Health and Care, Children's Services and the Office of the Police Crime Commissioner (OPCC) in equal measure.

9.4 The DoLS budget has been increased to £1.3million in order to manage the demand and the service will successfully operate within this budget.

10. Future Direction

10.1 The main focus of the work over the coming months will be to:

- Ensure the approach of Making Safeguarding Personal is universally adopted
- Deliver the Hampshire Safeguarding Adult Board Business Plan
- Continue to support the development of PREVENT, building on the initial feedback received from the Home Office led peer review, and to take account of the final recommendations when received.
- Continue to work with the NHS and CQC regarding quality improvement
- Continue to work to embed safeguarding into the commissioning and procurement of the department
- Risks in respect of the DoLS service and the demand management around the MASH continue to require attention and close management
- Work will be taken forward to ensure the role of Public Health is integrated and covered in any developments

11. Recommendations

11.1. That Cabinet endorses the direction of travel regarding the future focus of work, as outlined in Section 10 – Future Direction, above.

11.2 That Cabinet note the activity and progress within the Adult Safeguarding, Quality and Governance arena.

11.3 That Cabinet note the continued pressure and increasing demands being made upon our statutory duty to safeguard and keep vulnerable adults safe.

11.4 That Cabinet note the role of the Hampshire Safeguarding Adults Board in leading the development of policy across the 3 Pan Hampshire Adult Safeguarding Boards and to note the lead role being taken to chair the Inter-Authority Working Group.

11.5 That Cabinet receive a further update on adult safeguarding in 12 months time.

CORPORATE OR LEGAL INFORMATION:**Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	no
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	no
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Direct links to specific legislation or Government Directives	
<u>Title</u> Care Act	<u>Date</u> 2014

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u> None	<u>Location</u>
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IMPACT ASSESSMENTS:

1. Equality Duty

1.1 The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. Equalities Impact Assessment:

The multi-agency policy, guidance and toolkit has its own equality impact assessment. The local authority approach to safeguarding is applicable across all communities.

2. Impact on Crime and Disorder:

2.1. Adults' Health & Care work alongside Hampshire Constabulary and key criminal justice agencies to support those who are at risk of, or suffering, abuse in order that they received access to justice in the event of criminal activity.

3. Climate Change:

3.1. How does what is being proposed impact on our carbon footprint / energy consumption?

No impact has been identified

3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

No impact has been identified

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HAMPSHIRE COUNTY COUNCIL

Decision Report

Committee:	Cabinet
Date:	15 September 2017
Title:	Annual Safeguarding Report – Children’s Services
Report From:	Director of Children’s Services

Contact name: Stuart Ashley

Tel: 01962 846370

Email: Stuart.ashley@hants.gov.uk

1. Executive Summary

- 1.1. The purpose of this report is to provide an annual update to Cabinet on safeguarding children activity within Children’s Services during 2016/17. Cabinet will recall that in 2014, Ofsted carried out an inspection of Hampshire Children’s Services’ safeguarding practice and associated arrangements for children in care and adoption services under their new, explicitly tougher, Single Inspection Framework. The outcome of that inspection was that the local authority’s performance was assessed as being ‘good’ with ‘outstanding’ leadership and management and adoption services. This report provides an update on national developments, local performance and activity data and ongoing challenges during 2016/17.
- 1.2. The outcome of the December 2016 Joint Targeted Area Inspection (JTAI) of the multi-agency response to abuse and neglect in Hampshire, was an exceptionally positive report, and although no graded judgements are given in such reports, it reads as one of the most positive JTAI feedback letters written nationally. There is recognition of the strong performance of the Children’s Services in tackling the issue of domestic abuse and is also particularly positive in respect of the mature multi agency children’s safeguarding partnership arrangements across Hampshire.
- 1.3. Inspectors found that the overall standard of practice by Hampshire’s agencies in their response to domestic abuse is strong, and that strategic arrangements for responding to domestic abuse are robust and highly effective. Their view was that “all partners are dedicated to improve outcomes for all vulnerable children, including those experiencing domestic abuse.” HSCB was also praised as being “dynamic and forward thinking”.
- 1.4. Inspectors highlighted that frontline social workers were knowledgeable about individual children and ensure that their needs are met at an appropriate level. Equally strong, is the way in which managers oversee and analyse the work of social workers - with Inspectors stating they had seen how this was improving outcomes for children.

1.5. A clear commitment to partnership working by HCC was acknowledged and the Inspectors reported that the “open style of leadership and innovation is creatively driven by the Director of Children’s Services. Considerable support for this innovation is offered from both the Lead Member and the Chief Executive.’ Feedback highlighted the impact of the Family Intervention Teams based on improving outcomes for children and families as well as citing this as “one of many examples where the strategic intention of the partnership has been successfully translated into practice.”

2. National Developments.

2.1. Child sexual exploitation: Following consultation, the government published in February 2017 a new definition of child sexual exploitation and non-statutory practice guidance for those working with children and families. The new definition is as follows:

Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology.

2.2. New guidance has been published which seeks to raise awareness of child sexual exploitation, ensure all areas are working to a similar understanding, and spread best practice in how to deliver effective services for children who have been exploited and in combatting the crime.

2.3. Local priorities in response to the risks that children across Hampshire face in relation to child sexual exploitation are captured in the Hampshire Safeguarding Children Board’s (HSCB) child sexual exploitation strategy and action plan, in summary these are:

Understand and identify - strengthen the identification and assessment of children at risk

Prevention - raise awareness of missing, exploited and trafficked issues across agencies, children and their families and the wider Hampshire community.

Intervene and support - improve safeguarding of vulnerable children deemed to be at risk of exploitation and trafficking. Provide direct therapeutic support and access to specialist services.

Disrupt and bring to justice - lead in disrupting perpetrator behaviour and bringing those offenders to justice by building an accurate and clear picture of local trends and networks.

2.4. Progress in implementing the child sexual exploitation strategy and action plan is overseen by HSCB’s missing exploited and trafficked subgroup chaired by Children’s Services. Since the last annual safeguarding report to Cabinet, HSCB has undertaken an assessment of partners’ responses to

child sexual exploitation as required by statutory guidance set out in Working Together 2015 (Department for Education statutory guidance). The self assessment presents a good position with many strengths and positive actions taken in individual agencies ranging from improved awareness and understanding through to reviewing commissioning arrangements to improve outcomes for vulnerable children. A good example of this work is reflected in the improved training of taxi drivers to ensure they are aware of the issues of child sexual exploitation.

- 2.5. Missing children: Two all party parliamentary groups (APPGs) undertook an inquiry into the safeguarding of the thousands of children nationally who run away or go missing from care every year during 2015/16. The APPGs collected evidence from ministers, national agencies such as the Child Exploitation and Online Protection Agency (CEOP) and Ofsted, the voluntary sector, police forces and local authorities. The final report from this inquiry was published in May 2016 and put forward recommendations in relation to improving data collection and information sharing between the police and local authorities.
- 2.6. In response to this the Department for Education (DfE) and the National Crime Agency (UK Missing Persons Bureau) with the support of the NSPCC and the Home Office, looked at the data held by the DfE and local authorities on children who have gone missing from care. It was noted through this that there were considerable differences in the numbers returned to the DfE by local authorities and those returned to the UK Missing Persons Bureau by police forces. As part of a national initiative, Hampshire Children Services volunteered to be part of a one-off exercise to work with Hampshire Constabulary during October 2016 to compare data returns (for a specific period of time), identify any differences, and provide feedback to the DfE and Missing Persons Bureau on any differences. The robustness of the local response to missing children is quality assured through HSCB's missing exploited and trafficked subgroup.
- 2.7. The key themes that emerged for Hampshire from this are in relation to improving the accuracy of recording within both Children's Services and the Police; the need for a joint approach to agreeing the level of risk for individual missing incidents; and the impact of other local authorities placing their looked after children in Hampshire without always notifying Children's Services as required by regulation. Children's Services and the Police are undertaking further work together on these themes to continue to improve the accuracy of the data recorded and reported.
- 2.8. Unaccompanied Asylum Seeking Children (UASC): There are three groups of asylum seeking children: those who enter the UK illegally, those who enter according to the DUBS¹ amendment and Syrian refugees who travel legally to the UK. These children become looked after children and are the responsibility of the Local Authority but the implications are wide reaching and complex. Health services and education are impacted as are Child and

¹ <https://www.gov.uk/government/news/unaccompanied-asylum-seeking-children-to-be-resettled-from-europe>

Adolescent Mental Health Services (CAMHS) as many of the children are traumatised. There are also issues around the availability and cost of translation services alongside a significant national shortage and lack of suitable placements for looked after children.

Hampshire UASC Arrivals

	Apr-Jun 2016	Jul-Sept 2016	Oct 2016	Nov 2016	Dec 2016	Jan 2017	Feb 2017	Mar 2017
	7	19	17	8	2	4	7	9
Quarterly data	7	19	27			20		

2.9. As at 31 March 2017 the total number of UASC (under 18 years) looked after by Hampshire is 73. Since July 2016, Hampshire has been accepting children through the South East National Dispersal Team. The transfers through this scheme and from the closure of the Calais camp account for the large increase in UASC from July 2016 onwards. The majority of the children are placed in independent fostering agency (IFA) placements and a significant number are placed outside of Hampshire, in order that we can better meet their cultural and individual needs. The age range is from 11 years old and the majority are males. They will need to be looked after by the local authority until they reach 18 years and will then have care leaver status with continuing support from the local authority until they are 21 years of age. Whilst the Home Office provide set funding for UASC, a recent Association of Directors of Children's Services report² evidenced that the funding only covers 50% of the actual costs to the local authority. It should also be noted that approximately 40% of UASC will not be given leave to remain in the UK and as such will have 'no recourse to public funds' requiring the local authority to entirely fund all of their living costs until they reach 21 years of age.

2.10. The Social Work Innovation Fund programme: this is a national programme funded by the Department for Education, which Hampshire was successful in applying for in 2015 and again in 2016. The findings from the 2015 pilots are set out below and were encompassed in Hampshire's subsequent innovation programme which has become one of the government's Partners in Practice programmes. The first round of innovation funding encompassed seven individual projects and commenced in September 2015. All projects were pilots to test out new and innovative ways of delivering services. The programme has been externally independently evaluated by Oxford – Brookes University and their formal evaluation report was completed in December 2016. The programme incorporated six individual projects with a seventh strand of training and development of the workforce which was crosscutting. The individual projects and the impact they achieved are described below.

² http://adcs.org.uk/assets/documentation/ADCS_UASC_Report_Final_FOR_PUBLICATION.pdf

- 2.11. Developing a cohort of volunteers: The target of recruiting 200 volunteers was exceeded, and this was a highly successful pilot with positive feedback from both the volunteers and those they supported. A DVD is being produced to support the ongoing recruitment of volunteers which has now been mainstreamed and there are plans to expand to work of the volunteers further.
- 2.12. Social Worker Personal Assistants: 32 posts were recruited for the pilot period. The independent evaluation evidenced Social Workers spent up to 20% less time on admin tasks and there was improved communication with both families and external professionals. Social Workers were able to visit families more frequently and staff reported an improvement in their morale. Consequently, these roles have been mainstreamed within the Children in Need and Disabled Childrens Teams across all districts as these are our hardest to recruit to teams.
- 2.13. Family Intervention Teams: Throughout the pilot period 537 families received services from one of three specialist posts (domestic abuse, substance misuse and adult mental health). This improved information sharing between agencies which in turn impacted positively on the quality of assessments and plans. In some cases the level of risk de-escalated along with the need for Children's Social Care intervention given the success of the focused intervention being delivered to support change within a family. The posts have been extended for a further 12 months from 31 March 2017 given the development of multi-disciplinary teams within the Partners in Practice programme. The Partners in Practice programme is described in more detail later on in this report.
- 2.14. The Edge: A well received service by both families and young people with positive change seen by schools and social care staff. The service aimed to stop children coming into care. For young people, their involvement with the project led to improved attendance at school or re-engaging with education after a complete break down. Elements of this project are being integrated into the support offered by children's social care's Intensive Support Service.
- 2.15. Willow Team: The success of this project has been in bringing together a number of agencies and organisations to work together as a multi-agency team with a shared goal to tackle child sexual exploitation. This has led to new services and resources being in place to actively support some of Hampshire's most vulnerable children. This innovation has been the platform from which other external funding has been secured to provide more specialist therapeutic support for those who need it. The team has now been mainstreamed within social care.
- 2.16. Children's Services Surgeries: Outcomes from working with two schools initially in the Havant area were an improved knowledge of education staff in understanding children's social care thresholds and processes. This led to a reduction in the number of inappropriate contacts to the Children's Reception Team (CRT) and has improved the quality of referrals. Whilst the specific function will not continue post March 2017 some of the tasks will be integrated within the new Family Support Service going forward.

2.17. The Wood Review of Local Safeguarding Children Boards: In December 2015, the DfE asked Alan Wood, CBE, to lead a review of the role and functions of Local Safeguarding Children Boards (LSCBs) in England. As part of the review he also looked at serious case reviews and Child Death Overview Panels. The DfE has published the Wood report along with the government response to the review with explanations of how the proposed new arrangements will be implemented.

2.18. A new statutory framework will be introduced, which will set out clear requirements, but give local partners the freedom to decide how they operate to improve outcomes for children. The three key local partners, the so called triumvirate of local authority, the police and the health service, will be required to make and publish plans showing how they will work together to safeguard and promote the welfare of children in the local area. So that the key partners have the flexibility to respond to existing and emerging needs, the requirement for LSCBs to have set memberships will be removed. However, if they see the current arrangements as the most effective form of joint working they will be able to continue them. In light of the recent JTAI outcome, Hampshire is in a strong position to progress partnership arrangements as and when it is necessary to do so.

2.19. HSCB appointed a new Independent Chair, Derek Benson, in December 2016 following the incumbent Chair stepping down at the end of their term of office. HSCB is well placed to respond positively to the expected new guidance for LSCBs which is expected shortly from the DfE.

3. Performance and Activity levels

3.1. Workloads, as evidenced in contacts, referrals and caseloads, continue to be high with 10,379 cases open to Children’s Social Care at the time of writing this report. The table below sets out the trends over the last four years including the source of referrals received via Hantsdirect.

3.2. Contacts and Referrals

Contact and Referrals	2012-13		2013-14		2014-15		2015-16		2016-17	
	Denom	Value	Denom	Value	Denom	Value	Denom	Value	Denom	Value
Number of initial contacts	N/A	61174	N/A	68789		71591		77934		87235
Number of CIN referrals	N/A	10297	N/A	16217		16749		16666		19435
Referral source: Individual	N/A	N/A	1809	11.2%	1834	10.9%	1835	11.0%	2165	10.5%
Education	N/A	N/A	3038	18.7%	3633	21.7%	4149	24.9%	4559	22.2%
Health Services	N/A	N/A	2225	13.7%	2312	13.8%	2148	12.9%	2603	12.7%
Housing	N/A	N/A	0	0.0%	277	1.7%	277	1.7%	233	1.1%

Contact and Referrals	2012-13		2013-14		2014-15		2015-16		2016-17	
	Denom	Value	Denom	Value	Denom	Value	Denom	Value	Denom	Value
Local Authority Services	N/A	N/A	1816	11.2%	1447	8.6%	1596	9.6%	1606	7.8%
Police	N/A	N/A	4719	29.1%	4745	28.3%	4346	26.1%	5360	26.1%
Other legal agency	N/A	N/A	527	3.3%	496	3.0%	370	2.2%	447	2.2%
Other	N/A	N/A	1194	7.4%	1364	8.1%	1255	7.5%	1765	8.6%
Anonymous	N/A	N/A	364	2.2%	419	2.5%	400	2.4%	478	2.3%
Unknown	N/A	N/A	290	1.8%	222	1.3%	290	1.7%	219	1.1%
Not recorded	N/A	N/A	230	1.4%	0	0.0%	0	0.0%	0	0%

3.3. The total number of contacts as at 31 March 2017 (87,235) is 11.9% higher than the total received as at 31 March 2016 with the number of those converted onto referrals growing by 23%. This is indicative of the continuing pressures across the child protection systems which are being seen nationally. Police remain the highest referrer (26.1%) followed by education (22.2%) and then health services (12.7%). This trend has remained consistent over the last three years. National benchmarking highlights that the referral rate from schools are higher in Hampshire than in comparable areas.

3.4. Section 47 and Assessments

Section 47 and Assessments	2012-13		2013-14		2014-15		2015-16		2016-17	
% of S47 going to ICPC	2315	53.3%	2755	53.5%	4623	45.7%	4182	44.9%	4,211	43.7%
Initial Assessments Timeliness	9119	64.9%	8689	68.1%	N/A	N/A	N/A	N/A	N/A	N/A
Core Assessments Timeliness	6044	66.8%	4714	66.6%	N/A	N/A	N/A	N/A	N/A	N/A
C&FA Timeliness	N/A	N/A	5849	91.4%	17096	79.4%	16931	88.3%	19841	89.6%
Assessments Total	15163	65.7%	19252	74.8%	17096	79.4%	16931	88.3%	19841	89.6%

3.5. With regards to assessments, as can be seen in the table above, the percentage of child abuse investigations (section 47 investigations) which progress to an initial child protection conference has remained at the same level compared to a year ago. This continues to reinforce the fact that thresholds are being consistently applied by social workers and has been the picture locally for the last three years since the introduction of MASH.

3.6. The timeliness of completing a Child and Family Assessment (C&FA) since their introduction in 2014-15, is a positive picture given the large number of assessments undertaken over the last year. This has remained in the high 80s for the last two years.

3.7. Child Protection Plans (CPP)

Child Protection Plans (CPP) and visits	2012-13		2013-14		2014-15		2015-16		2016-17	
	No of children on CPP	N/A	909	N/A	1111		1354		1441	
New CPP in the Year %: Neglect	534	46.6%	656	49.0%	1043	56.7%	1005	60.1%	977	61.8%
Physical	308	26.9%	289	21.6%	280	15.2%	219	13.1%	123	7.8%
Sexual	87	7.6%	66	4.9%	101	5.5%	122	7.3%	124	7.8%
Emotions	216	18.9%	329	24.6%	414	22.5%	326	19.5%	358	22.6%
New CPP in Year Rate Per 10,000 : Neglect		19		20.7	1043	37.0	1005	35.7	977	34.7
Physical		10.9		8.2	280	9.9	219	7.8	123	4.4
Sexual		3.1		1.9	101	3.6	122	4.3	124	4.4
Emotional		7.7		8.7	414	14.7	326	11.6	358	12.6%
CPPs ending after 2 or more years	54	5.2%	36	3.2%	43	2.7%	65	4.1%	86	4.9%
Current CPs lasting 2 or more years	19	2.1%	20	1.8%	26	1.9%	20	1.4%	27	2.1%
Children requiring a repeat CPP	161	14.1%	233	17.4%	300	16.3%	336	20.1%	384	24.3%
Children requiring a repeat CPP within 2 yrs		N/A	133	10.0%	144	7.8%	165	9.9%	227	14.3%
Visits made in accordance with CPP - 14 days		N/A	2093	84.4%	2515	81.2%	3131	86.8%	3258	89.7%

3.8. As detailed above, work within the child protection planning process remains robust with numbers showing a slight decline and as of the end of March 2017, stood at 1263. There has been a small percentage rise in the number of children subject to a plan for neglect (although a word of caution in that categorisation between neglect and emotional abuse can be variable). HSCB launched its Neglect Strategy in October 2016 and this is helping professionals better identify neglect. The proposed toolkit and resources being developed for frontline staff will assist in putting the right interventions and support in place for children and families to ensure sustainable change can be achieved.

3.9. A low percentage of plans are lasting beyond two years (which is good as it indicates proactive work) and relatively few require a repeat plan within two years. The number of timely visits made within the required dates has improved in relation to children being seen in accordance with the child protection plan requirements and is a significant strength of the service.

3.10. Full Time Children Looked After (CLA)

Full Time Children Looked After (CLA)	2012-13		2013-14		2014-15		2015-16		2016-17	
No of full time CLA		1131		1267		1339		1305		1440
% of CLA with 3+ moves during the year	183	16.2%	174	13.7%	187	14.0%	234	17.9%	236	16.4%

Case Closure following CPP / CLA	2012-13		2013-14		2014-15		2015-16		2016-17	
% of child in need cases closed within 6 months of CLA Ending		18.6%		24.5%		23.0%		19.3%		16.4%
% of child in need cases closed within 6 months of CPP Ending		45.5%		54.4%		58.1%		56.0%		59.4%

	Jan-March 2016	April-June 2016	July-Sep 2016	Oct-Dec 16	Jan-March 17	April-June 2017
Entering full time care	133	160	204	169	152	156
Leaving full time care	141	158	137	136	117	121
Net inc/decrease	-8	2	67	33	35	35
Minus children PwP	2	11	25	6	26	33
Minus UASC	n/k	7	19	27	20	13
Adjusted to	-10	-16	23	0	-11	-11

3.11. With regards to children in care, the number has increased by 135 (10.5%) over the last 12 months which is impacting significantly on the financial challenges the Council is facing and the capacity of the service. The rise in the number of UASC has contributed to the overall rise in children becoming looked after by Hampshire. Paragraphs 2.9 and 2.10 above describe this impact in more detail. If the numbers of new UASC (73) are removed from this figure, then the actual percentage rise is 5%, which is in line with the national average increase. Additionally, changes in court practices are ensuring that more children are placed at home whilst on a Care Order (and thus 'in care') whilst previously such children would probably have remained the subject of support in the community without entering the court (and care arena). This is primarily due to a complex set of changes relating to the

'Public Law Outline'. The table above shows the quarterly rise in numbers of children being placed with parents by the courts. Nationally the picture of demand continues to outstrip the supply of places, and the costs of placements are still rising significantly.

3.12. Despite the pressures in the system, the increases in referrals, contacts etc. the 'real' (removing UASC and those placed with parents by the courts), number of CLA has reduced by 25 since January last year and by 22 this calendar year.

3.13. The latest available data for missing children is given below. This reflects an improving picture in terms of accuracy and timeliness of recording. Hampshire, similar to other areas, has more children in care who go missing than children who live at home. The percentage of children in care who go missing (but do return it should be noted) has been between 7% and 8% since April 2016. Each district team tracks and risk assesses their children who go missing to ensure appropriate safeguards are in place to prevent repeat occurrences.

Indicator	Oct-15 - Dec-15	Jan-16- Mar-16	Apr-16- Jun-16	Jul-16- Sep-16	Oct-16- Dec-16	Jan-17- Mar-17
Number of children missing from home	68	55	63	69	129	161
Number of Looked After Children that went missing from care	86	70	100	113	104	87
% of Looked After Children that went missing from care	6.5%	5.4%	7.6%	8.2%	7.4%	6%

3.14. Managers in Children's Services use a range of qualitative data to ensure that services continue to deliver good outcomes for children. In particular there is a regular programme of case audits. The outcomes from these are used to highlight and share good practice as well as taking action to maintain the standards expected in Hampshire. In addition to this Children's Services take part in the multi agency case audits undertaken by HSCB.

3.15. In 2015/16 (latest available data), 96% (compared with 97% in 2014/15 and 99% in 2013/14) of 165 statutory stage one complaints were responded to within the statutory timescales (10 working days with a possible extension to 20 working days). The number of case concerns has remained stable (increase of one) from the previous reporting period.

- 3.16. Children's social care, perhaps unsurprisingly, continues to register quite low numbers of direct customer compliments. As in previous years one of the reasons for this could be the large number of interventions which are unsought and often unwelcome by families. In addition, many compliments are delivered verbally and often not captured.
- 3.17. The proportion of complaints received directly from children and young people remains low and has decreased since 2014/15. Work continues with local teams to try and establish the reasons for this alongside potential solutions. Seven complaints were received from children and young people in 2015/16 compared to 19 received in 2014/15. On the few occasions that young people did raise concerns they complained about the quality of service and poor communication. In the main young people were seeking an explanation as a result of their complaint.
- 3.18. Advocacy is used where a child or young person requests an independent advocate to represent them over a particular issue. Children and young people can be referred by their social workers or other key workers or can self refer.
- 3.19. As well as the Ofsted inspections referred to above, Hampshire's children's homes are routinely subject to inspection twice per year by Ofsted. The latest outcomes for these are as follows, which show an improved picture since the last report to Cabinet:
- Swanwick Lodge secure unit: Good (May 2016), sustained effectiveness (November 2016)
- The Mead: Good with Outstanding Leadership & Management (February 2017)
- Cypress Lodge: Good (September 2015), sustained effectiveness (September 2016)
- Milesdown: Good with Outstanding Leadership & Management (May 2016), sustained effectiveness (February 2017)
- The Green House: Good with Outstanding Leadership and Management (April 2016)
- Godbey House: Outstanding (February 2017)
- 3.20. Respite care units for disabled children were also inspected:
- Firvale: Good (February 2017)
- Merrydale: Good (April 2016), sustained effectiveness (November 2016)
- Sunbeams: Good (October 2016)
- a) The Residential Strategy comprising new, smaller homes and the Pillars of Parenting Emotional Warmth Model of Care provide the foundations for the provision of quality residential child care in Hampshire. The transition process has resulted in lower numbers of children in the existing homes and this, combined with increases in staff competence and confidence, is already resulting in greater capacity to care for children with complex needs and achieve improved outcomes. Three of the new homes are now occupied, a fourth is in the process of introducing their first long term

placement. A fifth home is scheduled for completion later in August. Building work has yet to commence on the sixth home.

- b) The children and staff are extremely pleased with the new homes; they appreciate the quality of the build and the homely atmosphere.
- c) New build on the Green House site opened in July 2017. The site has been renamed Candle Lodge.
- d) New build in Havant to replace Godbey House and named Crofton House is now open.
- e) New build in Fareham named Ferne Lodge has been opened for emergency placements whilst awaiting the first planned admission.
- f) New build in Dibden Purlieu called Amani, is now open.
- g) New build in Andover named Berry View is anticipated to be available for occupation in September
- h) Milesdown has closed and the staff team and children have relocated to Crossways pending the completion of the new build on the Milesdown site.
- i) The Mead and Cypress Lodge continue to operate as before

4. Local Developments

- 4.1. MASH: The Multi Agency Safeguarding Hub (MASH) is now embedded since it became operational in 2014. It operates alongside existing services provided by Hantsdirect and the CRT. MASH provides multi-agency assessment and triaging of all children's safeguarding concerns at the point of referral, protecting vulnerable children from harm, neglect and abuse. CRT was managing in excess of 5,100 contacts per month and in total received 87,235 over the last 12 month period (1 April 2016 to 31 March 2017).
- 4.2. Referrals meeting the threshold for statutory intervention from Children's Social Care are transferred into the MASH for a multi agency decision regarding the level and type of intervention required. MASH includes Children's Services, Hampshire Constabulary and Southern Health with virtual partners including Hampshire Probation, Hampshire Fire and Rescue Service, Southern Central Ambulance Service and district councils.
- 4.3. Referrals that do not meet the threshold for a statutory service are transferred into the Family Support Service. Increases in referrals progressing to assessment are attributable to the good information sharing within MASH and the improved quality of referrals following a review of re-launch of the Inter Agency Referral Form.
- 4.4. Family Support Service (FSS): This new integrated service brings together the work of children's centres and the Early Help Hubs, including youth support services, into a single service. The service commenced in December 2016 and will support vulnerable families with children aged 0-19 years (or up to age 25 for young adults with learning difficulties and/or disabilities). It will also better align with the Supporting Troubled Families Programme. Help and support will be targeted specifically to vulnerable families with children who have multiple needs, often requiring the involvement of more than one agency, but who do not meet the criteria for statutory, level 4 intervention. Tailor-made support will be provided at a local level, in order to respond to the needs of local families. With one point of contact, families will no longer need

to go to different early help services, as is currently the case. A total of 2,787 children (1,247 families) were open to the FSS as at the end of March 2017.

- 4.5. Recruitment and Retention: A key issue continues to be the recruitment and retention of social workers. Nationally vacancy rates are now at around 20% of all posts and, at times, there have been similar rates in Hampshire.
- 4.6. In part this has been due to aggressive recruitment tactics by agencies which have played on the insecurity in social work posts brought about by critical Ofsted judgements (sometimes in neighbouring authorities) or national reports. Social workers report being offered very high hourly rates to switch to an agency and to then work in a neighbouring authority. The recruitment and retention strategy implemented by the department is beginning to address these issues and create a more stable workforce in Hampshire.
- 4.7. A Memorandum of Co-operation (MoC) agreed by the South East Regional Assistant Directors meeting came into place over 12 months ago. This is shifting the price and command of the agency market away from private agencies towards local authorities. Pay rates for agency social workers are agreed, based on London rates, although in Hampshire we are yet to see any reduction in agency social workers usage. The introduction of IR35 is causing some uncertainty amongst agency social workers as across the South East, it has been agreed that agency social workers fall within IR35 and this will impact on their pay.
- 4.8. We have seen a continued steady rise in demand across social work services in line with the national picture, which is increasing the caseloads of our social workers and they are now at the point where they are higher than Ofsted would recommend. In light of this significant work is underway to address these increasing pressures in the system to improve capacity.
- 4.9. Strengthening Troubled Families Programme (STFP): The second half of 2016 saw an 11.5% reduction of families nominated to the Supporting (troubled) Families Programme on average each month compared to the previous year, although activity is still significantly higher than it was in phase 1. It is notable that Early Help Hubs, a significant source of family nominations for phase 2, also showed a slowdown in activity during this period, likely to be the result of the consultation and the subsequent changes to the service. However, in the final quarter of 2016/17, following the launch of the restructured FSS, the nominations into STFP increased significantly against the nominations in the same period the previous year. By the end of the year Hampshire had identified 963 families against a target of 1334. The average nominations per month in the quarter January to March 2017 was 96 families, compared to an average of 65 in the quarter October to December 2016. This increased rate of nominations has continued into 2017/18. Work continues to identify additional families and encourage partners to nominate into the programme, including increased focus on supporting Children's Services with families stepping down from Level 4, and increasing flexibility in relation to nomination paperwork from agencies such as YOT/CRC to encourage other partners to engage with the programme.

- 4.10. Department for Communities and Local Government (DCLG) rules require positive family outcomes to be sustained for at least six months (an academic year for school attendance) against all of the family issues that apply (up to six rather than two or three in phase 1). This means there is a higher success threshold in phase 2 compared to phase 1. The only exception remains where a family member claiming an out of work benefit enters and continues in employment for a least six months for which a claim can be made in its own right. To date 216 claims for positive family outcomes have been submitted to and accepted by DCLG under the new and more challenging phase 2 reward criteria.
- 4.11. Southampton Solent University has started work as independent academic evaluators of phase 2 of the programme and are due to provide an interim report in early 2018 and a full report a year later.
- 4.12. Partners in Practice (PiP): Hampshire is one of only eight good /outstanding local authorities chosen by the Department for Education to innovate and test new ways of delivering social work to vulnerable children and families. This is a radical whole system change and Hampshire's vision is:
- A family service – a system focussing on improving outcomes for the child in the context of their family
 - A social work led, integrated, multi-disciplinary service, from the front door through to specialist services
 - Social workers are supported to deliver meaningful interventions based on an underpinning methodology of resilience that creates lasting change
 - A service where good practice is free to flourish unfettered by bureaucracy and unnecessary regulatory demands
 - Children are supported by and within their own family/community wherever possible. Where children do come into care longer term their experience will be life changing for the better.
- 4.13. The grant from the DfE to Hampshire County Council (HCC) will help create a social work led, integrated, multi-disciplinary service, from the front door to specialist services. Interconnecting components will introduce new systems of delivering social care and trialling new ways of working with families. These are:
1. The protection and support service offering an enhanced 24/7 co-located multi-agency initial response and intervention
 2. Multi-disciplinary specialist family intervention service and a multi-disciplinary permanence service
 3. Integrated multi-disciplinary disabled children's services
 4. Contribute to a national PiP support service
 5. De-regulating to create capacity, reduce bureaucracy and improve outcomes
 6. Teaching partnership and graduate entry and training scheme
 7. Social care education professional to improve the educational achievement of children in need, children in care and care leavers.
- 4.14. The implementation of PiP is now gathering pace and work is well underway with Adult Services and Public Health as well as the five CCGs,

Police and CAMHS on the development of a new operating model for delivering services to the County's most vulnerable children.

- 4.15. Hampshire is working closely with the DfE to explore amendments to current regulations without the need to change primary legislation, and is confident of identifying areas for deregulation and removing bureaucracy that will improve the efficient delivery of a high quality children's social care service.
- 4.16. Youth Offending Service: Hampshire Youth Offending Team (YOT) aims to prevent offending and reoffending by children and young people aged 10 -17 years. This aim involves significant criminal justice statutory functions which include the assessment and supervision of children and young people subject to out of court disposals, court orders, custodial sentences and bail and remand. YOTs also have statutory duties to co-operate under the Multi Agency Public Protection Arrangement framework (MAPPA), and a duty under the 2004 Children Act to promote the welfare and safeguarding of children and young people. Hampshire YOT is geographically represented across the county in four teams in addition to the 'prevention arm' of youth crime prevention being present in all districts. Hampshire YOT staff and service the three Youth Courts in the county in addition to the Crown Court sitting in various locations. Alongside this they work with children in custody from Hampshire accommodated across England and Wales.
- 4.17. At any one time, Hampshire YOT is working with 250-300 children and young people across the county; during 2016/17 they worked with just over 930 in total. Furthermore, the Youth Crime Prevention Team is working with around 200 children at any one time. In addition, Hampshire YOT works with both the victims and the parents of those children and young people. All victims of youth crime are contacted by specialist trained Restorative Justice staff within the YOT and offered the opportunity to participate in a restorative intervention if they wish. Hampshire YOT was awarded the Restorative Services Quality Mark by the Restorative Justice Council in April 2016. In 2017 the Hampshire YOT has been commended by the Youth Justice Board for its positive progress in reducing first time entrants to the criminal justice system, with Hampshire's performance being described as 'exceptional'.
- 4.18. Joint Targeted Area Inspection (JTAI): Between 5 and 9 December 2016, Ofsted, the Care Quality Commission (CQC), HMI Constabulary (HMIC) and HMI Probation (HMI Prob) undertook a joint inspection of the multi-agency response to abuse and neglect in Hampshire. This inspection included a 'deep dive' focus on the response to children living with domestic abuse. The letter of findings was published on 1 February 2017 in which the Inspectors praise the way in which HCC and partners work together in Hampshire in keeping children across the county protected from abuse and neglect at home.
- 4.19. Inspectors found that the overall standard of practice by Hampshire's agencies in their response to domestic abuse is strong, and that strategic arrangements for responding to domestic abuse are robust and highly effective. Their view was that "all partners are dedicated to improve outcomes for all vulnerable children, including those experiencing domestic abuse." HSCB was also praised as being "dynamic and forward thinking".

- 4.20. Inspectors highlighted that frontline social workers were knowledgeable about individual children and ensure that their needs are met at an appropriate level. Equally strong, is the way in which managers oversee and analyse the work of social workers - with Inspectors stating they had seen how this was improving outcomes for children.
- 4.21. A clear commitment to partnership working by HCC was acknowledged and the Inspectors reported that the “open style of leadership and innovation is creatively driven by the Director of Children’s Services. Considerable support for this innovation is offered from both the Lead Member and the Chief Executive.’ Feedback highlighted the impact of the Family Intervention Teams based on improving outcomes for children and families as well as citing this as “one of many examples where the strategic intention of the partnership has been successfully translated into practice.”
- 4.22. Torbay: HCC has been supporting the improvement of Torbay Children’s Services following their Ofsted inadequate judgement in November 2015. Hampshire’s Chief Executive, has taken on the formal role of ‘Commissioner’ with Hampshire Children’s Services senior managers acting as ‘expert advisers’ for the service. This means HCC has a responsibility for supporting and directing Torbay’s improvement journey. The agreement between the Department for Education and HCC was extended for a further six months from February 2017.
- 4.23. This is not the same role as HCC have with the Isle of Wight Children’s Services, where a partnership has been established whereby HCC lead and manage those services. In the case of Torbay, HCC is not as intensively involved with staff and providing management time as it is with the Isle of Wight Children’s Services. Senior managers and frontline practitioners have been providing support, challenge and direction on-site and remotely over the last year. This has included the short term secondment of an Area Director from Hampshire to work alongside Torbay’s Director of Children’s Services for six months to bring about the pace of change expected from the Department for Education as set out in the ‘Government Direction’ issued after the inadequate judgement.
- 4.24. Isle of Wight: The Isle of Wight has continued to make positive improvements and in a recent pilot Ofsted focussed visit, the feedback reflected our own positive assessment of the improvements made across the service
- 4.25. Members can be assured that, even with the work of the Director of Children’s Services and some of his senior managers in the above two authorities, there is no detriment to the oversight and management of Hampshire Children’s Services. As with all work undertaken in other authorities, there is always positive learning gained to further improve services in Hampshire.

5. Future Challenges and Operational Priorities

- 5.1. The future challenges and priorities can be summarised as follows (this is not an exhaustive list and the history of this type of work is that new priorities will emerge such as CSE and domestic abuse have done).

- 5.2. There continues to be an upturn in the over all numbers of children becoming looked after, although when UASC and those children placed at home with parents by the court are removed (both cohorts of which we have little influence over), we are starting to see a slight decrease. Whilst numbers of children on a child protection plan appears to be slightly decreasing there is an ongoing financial risk to HCC which remains considerable.
- 5.3. The recruitment and retention of social workers will continue to need to be addressed. Nationally vacancy rates are now at around 20% of all posts and, at times, there have been similar rates in Hampshire, although in the main we have less churn than other authorities in the region. The South East MoC is now in operation and it is anticipated this will have a positive impact on the level of agency social worker pay rates. Further work on promoting resilience within the workforce and attracting experienced social workers is underway, in support of the new operating model for children's social care.
- 5.4. Caseloads across the Children & Families branch are relatively high and there is a growing need to create capacity in the system. This is compounded by the vacancy rates and churn created by the use of agency social workers. It is anticipated that the redesign of children's social care under the PiP programme will assist in addressing this but it should be noted as an ongoing risk and challenge for the service.
- 5.5. Transforming children's social care under the PiP banner will be a significant challenge but will deliver a modern social work service fit for the future challenges over the next decade. 'Putting Children First' is the government's strategy to transform children's social care. The ambition is that by 2020 all vulnerable children, no matter where they live, receive the same high quality of care and support, and the best outcome for every child is at the heart of every decision made. Government have put forward a Children and Social Work Bill as part of this strategy which will introduce a number of changes ranging from a new assessment and accreditation system for the social work profession, changes to local safeguarding children boards and a new power to innovate to test where legislation, regulations and guidance might be getting in the way of excellent practice.
- 5.6. New Inspection Framework: Ofsted published its response to the consultation on the future of social care inspections in February 2017. The intention is for there to be more inspections along with focused visits in-between inspections. The inspections will be shorter however at this stage there is no detail available with the framework expected to be published later in 2017. Feedback from the Ofsted pilot on the Isle of Wight in August 2017 provided a helpful steer in respect of the focus, scale and burden of this new approach to inspection.
- 5.7. A new social care IT system will be created and implemented via a development partnership rather than an 'off the shelf' solution. This continues to develop and roll out is expected in 2018. There is a significant staff input required in the design and testing phases of the project. The benefits are a modern, fit for purpose system, reducing administration time required by social workers.

- 5.8. Continuing to develop capacity and sustain improvement in the Isle of Wight and develop options for future arrangements beyond the end of the partnership agreement in 2018.
- 5.9. Continuing the DfE appointment as improvement advisers for Torbay Children's Services.
- 5.10. Ensuring that Hampshire is well placed to lead on sector improvement work across the region

6. Recommendations

- 6.1. That Cabinet notes the positive progress and continued consistently high performance with regards to safeguarding children in Hampshire.
- 6.2. That Cabinet note the commitment of a wide range of Children's Services officers in achieving this level of performance.
- 6.3. That cabinet endorses the future direction of travel identified in this report
- 6.4. That Cabinet receives further updates on safeguarding on an annual basis.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	no
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

1. Equality Duty

- 1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;

Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;

Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;

Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;

Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2. Equalities Impact Assessment:

This report is for Cabinet to note Hampshire County Council's progress and performance with regards to safeguarding vulnerable children. As such it creates no disadvantage or inequality and the activity described serves to reduce inequality for some of the county's most vulnerable children

2. Impact on Crime and Disorder:

The report is for Cabinet to note and so does not create any impact on crime and disorder although the activity described herein serves to reduce the impact of crime on the most vulnerable children.

3. Climate Change:

How does what is being proposed impact on our carbon footprint / energy consumption?

How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

- 3.1 It is not anticipated that this decision will have any impact on Climate Change.

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	15 September 2017
Title:	Supporting (troubled) Families Programme (STFP) Annual Update
Report From:	Steve Crocker, Director of Childrens Services

Contact name: Ian Langley, STFP Strategic Lead

Tel: 01962 845722

Email: ian.langley@hants.gov.uk

1. Executive Summary

1.1 This paper provides Cabinet with an annual update of Phase 2 (2015-20) of Hampshire's Supporting (troubled) Families Programme.

2. Contextual information

2.1 Phase 1 (2012-15) of the national Troubled Families Programme led by Department for Communities and Local Government (DCLG) was targeted at supporting families with children with poor school attendance, young people offending, family members committing anti-social behaviour or claiming out of work benefits.

2.2 Whole family working led by a professional the family trust is a key principle of the programme. Good evidence of transforming the delivery of services to whole family working emerged from the independent academic evaluation report on the progress of the programme in Phase 1 by University of Portsmouth. The evaluation report also provided evidence of significant savings and costs avoided to the public purse (see also 3.1).

2.3 In 2014 the Government announced a second phase of the programme up to 2020 which increased the number of families nationally to be targeted for support from 120,000 targeted in Phase 1 to 400,000 families in Phase 2. The Phase 2 criterion for identifying families was also extended to families with children who need help and those experiencing domestic abuse issues or health problems.

2.4 The Phase 2 expansion significantly increased the number of families (5540) Hampshire needs to identify/engage and where possible 'turn around' by the end of 2019/20. The Hampshire target is challenging as the numbers of families required to be identified/engaged is 1108 families on average per annum which is over double the Phase 1 average of 530 families each year.

2.5 In Phase 2 Mental Health is the most prevalent issue within families and the proportion of families nominated under this criterion is 63%. Significant numbers of families are also nominated under the school attendance, early help and being in receipt of out of work benefits criteria.

- 2.6 Notable numbers of families are nominated for anti-social behaviour, rent arrears/financial difficulties and domestic abuse issues. Comparison with other Local Authority areas indicates the proportion of families identified with domestic abuse issues is lower in Hampshire than other areas. The Police secondee to the STFP central team is strengthening links/processes within Hampshire Constabulary to ensure families where domestic abuse is/has occurred (but who are below the threshold for statutory intervention), and who would benefit from STFP support, are not missed.
- 2.7 Few families with adult offenders are nominated to the programme. Three STFP events for Hampshire Community Rehabilitation Company (HCRC) front line staff have taken place in May/June 2017 to raise the profile of the programme. An STFP 'lift card' specifically for HCRC staff has also been developed. This should assist an increase in the numbers of families with adult offenders with parenting responsibilities nominated to the programme.
- 2.8 Since its start in 2012 until June 2017 Hampshire's STF programme was led by the Deputy Leader of the Council. The programme is now being led by the Executive Member for Public Health.

3. Finance

- 3.1 The University of Portsmouth evaluation provided a calculation that the programme had potentially avoided/saved costs of £2.4m per annum broken down as follows:

	£ '000
Reduced child care placements	667
Reduction in Children in Need	69
Reduction in persistent school absence	57
Reduced incidents involving the police (arrests, ASB, criminal damage, shoplifting)	248
Reduced benefit claims	1,357

- 3.2 Notably this calculation does not include health or housing costs so is likely to be an underestimate.
- 3.3 In Phase 2 attachment fees fell to £1000 per family with £800 reward available for 'turning around' families against up to 6 criteria that may apply. This has made the claiming of reward grant harder.
- 3.4 In 2016/17 Hampshire fell short of the DCLG target for identifying/engaging families by 170 families (see 4.2). There is a low risk DCLG could claw back £170,000 of attachment fees under their Financial Framework for the Programme. To date DCLG have not indicated any intention to do this.
- 3.5 Cautious budgeting has ensured no financial risk in 2017/18 to the programme. During the last two financial years of the programme (2018-20) DCLG targets for Hampshire fall significantly from the present level. If the current level (see 4.3) of family nominations continues (and we see no reasons why it would not), then ground will be made up during this period reducing/eliminating any financial risk.

4. Performance

- 4.1 By the end of Phase 1 (2012-15) Hampshire had exceeded the DCLG target (1590) by identifying/engaging 1972 families. This gave Phase 2 a head start as 382 families were rolled across into the new phase enabling Hampshire to exceed DCLG targets in the first year of phase 2 (2015/16).
- 4.2 In the second year of Phase 2 (2016/17) there was a significant slowdown in family nominations in the last half of 2016 meaning there was a 9.5% fall in nominations compared to the previous year (although activity was still significantly higher than it was in Phase 1). This period coincided with the restructure of the Family Support Service (FSS) across the county.
- 4.3 In 2017 the number of families nominated has resumed an upward trajectory which has coincided with the start of the FSS. In July 2017 the highest monthly total of families (122) were identified/engaged. This gives some encouragement that the increased DCLG target (1413) for 2017/18 can be met.
- 4.4 Action continues to be taken by the STFP Central Team to increase awareness/nominations to the programme with key professionals such as health/housing/probation/social care/education.
- 4.5 Positive Family Outcomes
In Phase 1 Hampshire maximised the DCLG grant for 'turning families around' (£1600 reward average). This allowed Hampshire to start Phase 2 of the programme (2015-2020) three months early on 1/1/15.
- 4.6 As positive family outcomes must be sustained for at least six months (an academic year for school attendance) against all of the family issues that apply (up to six rather than two or three in Phase 1) the success threshold in Phase 2 is higher compared to Phase 1. The only exception remains where a family member claiming an out of work benefit enters and sustains employment for a least 6 months enabling a claim to be made in its own right.
- 4.7 By the end of 2016/17 positive family outcomes for 271 families had been registered with DCLG for the payment of reward grant to Hampshire. The Annual Troubled Families report published by DCLG on the 4/4/17 showed some significant differences in rewards claimed by Local Authorities with some LA's having successfully claimed for thousands of families and others less than a hundred. Local comparison shows Southampton with 334 positive family outcomes in Phase 2, the Isle of Wight 38 and Portsmouth 35.
- 4.8 All the positive family outcomes submitted to DCLG by Hampshire have been subject to scrutiny by Hampshire County Council's internal auditors. In September 2016 DCLG undertook a spot check of reward claims and provided largely positive written feedback on the quality of data and the validity of claims made.

5. Consultation and Equalities

- 5.1 An equalities impact assessment was completed by the programme team as part of the initial programme planning in October 2012. This highlighted that the programme may disproportionately impact upon families within particular

age groups and families with women in the household due to the DCLG definition of a troubled family in Phase 1 of the programme.

- 5.2 The extended DCLG criteria (see 2.4) used to identify Phase 2 families since 2015 means that virtually all families in need of support from the programme can now be considered. This is an improvement from the position in Phase 1 as the issues indicated in 5.1 no longer apply.

6. Other Key Issues

- 6.1 Between 1/4/13 and 31/4/17 intensive family support for 250 STFP families per annum was successfully commissioned in 3 lot areas from Transform a voluntary sector consortium led by Barnardos.
- 6.2 Following consultation with key stakeholders (in particular Borough/District Councils) and Lead Member approval the contract for the new Troubled Families Intensive Support Service between 1/4/17 and 31/3/20 was commissioned on a Framework Contract basis.
- 6.3 The new Framework Contracts provide greater flexibility than previously with several providers in each of the ten lot areas (based on District/Borough council areas with Hart and Rushmoor combined) and a minimum of two providers in each district. If a provider in any district reaches capacity with the number of families they could support at particular time there is at least one more provider in each district to whom families could be nominated to.
- 6.4 Due to increased competition in the market the unit cost per family has fallen since the service was originally commissioned in 2013. This has enabled both a reduction in the cost of the contract compared to previously as well as an increase in the numbers of families supported to 376 in both this financial year and next.
- 6.5 The transition from the previous Transform Service to the new providers has taken place smoothly. It was assisted by the fact that two of the former Transform consortium (Family Lives and Motiv8) were successful in becoming providers for the new contract and retained their existing staff and expertise. The two 'new' providers CSW Ltd and MIND have also made a good start to the delivering intensive support to families.

7. Future direction

- 7.1 The original transformational ambition of the programme to better co-ordinate the way agencies work together with families (rather than just with individuals within families) remains steadfast and has been reinforced by Hampshire's use of DCLG's Maturity Model which requires such evidence.
- 7.2 DCLG are currently consulting on the adoption of an 'Earned Autonomy' model of funding for the last two years of Phase 2 (2018-20) based on evidence of transformation against DCLG's Maturity Model of Early Help Services.
- 7.4 Much of the evidence from the Phase 1 evaluation (see 2.2 & 3.1) has been fed into the Maturity Model. In order to continue to build the evidence base an independent academic evaluation of Phase 2 has been commissioned from Southampton Solent University (SSU). An interim report will be provided in

early 2018 with the final report a year later. The evaluation (which will endeavour to include Health and housing costs) will be key to the business case for future investment in the programme post 2020.

- 7.5 A Full Members briefing about the STF programme has been arranged for the 23/1/18 which will provide a further update on progress.

8. Recommendation(s)

- 8.1 Cabinet to note the progress made and endorse the future direction of the programme as outlined in this report.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	Yes
Maximising well-being:	Yes
Enhancing our quality of place:	Yes

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Supporting (Troubled) Families Programme	<u>4382</u>	<u>29/10/12</u>
Supporting (Troubled) Families Programme update.	<u>5050</u>	<u>22/7/13</u>
Supporting Troubled Families in Hampshire Programme Update and Preparations for Phase 2	<u>6028</u>	<u>14/12/14</u>
Supporting (troubled) Families Programme (STFP) update report		<u>26/7/17</u>
Direct links to specific legislation or Government Directives		
<u>Title</u>		<u>Date</u>
DCLG Financial Framework for the Expanded Troubled Families Programme https://www.gov.uk/government/publications/financial-framework-for-the-expanded-troubled-families-programme		<u>April 2015</u>
DCLG Supporting disadvantaged families Troubled Families Programme 2015-20: Progress so far https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/611991/Supporting_disadvantaged_families.pdf		<u>April 2017</u>

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

Equalities Impact Assessment:

1.2. An equalities impact assessment was completed by the STFP central team as part of the initial programme planning in October 2012. This highlighted that the programme may disproportionately impact upon families within particular age groups and families with women in the household due to the restrictive DCLG definition of a troubled family in phase 1. The extended DCLG criteria used to identify phase 2 families means this is no longer the case.

1.3 This is a positive programme designed to improve the lives of some of Hampshire's most troubled families and communities, and therefore the impacts are likely to be positive.

2. Impact on Crime and Disorder:

2.1. A key objective of the programme remains to reduce offending and anti social behaviour amongst families targeted for support.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption? Not applicable
- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts? Not applicable

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