



Telford & Wrekin
COUNCIL

Addenbrooke House Ironmasters Way Telford TF3 4NT

CABINET

Date	Thursday, 21 July 2016	Time 5.00pm
Venue	Meeting Room G3, Addenbrooke House, Ironmasters Way, Telford, TF3 4NT	

Enquiries Regarding this Agenda:

Democratic Services	Deborah Moseley	01952 383215
Media Enquiries	Corporate Communications Manager	01952 382403
Lead Officer	Richard Partington, Managing Director	01952 380102

Cabinet Members:

Councillor S Davies	Leader of the Council
Councillor R A Overton	Deputy Leader and Cabinet Member for Housing, Leisure & Health
Councillor L D Carter	Council Finance, Partnerships & Commercial Services
Councillor E A Clare	Culture, Sports, Parks & Green Spaces
Councillor A R H England	Adult Social Care & Older People
Councillor A D McClements	Transport, Customer & Neighbourhood Services
Councillor G C W Reynolds	Education, Employment & Regeneration
Councillor H Rhodes	Public Protection, Safety & Enforcement
Councillor P R Watling	Children, Young People & Communities

Invitees

Councillor A J Eade	Conservative
Councillor W L Tomlinson	Liberal Democrat/Independent

AGENDA

		<u>Cabinet Member</u>	<u>Page</u>
1.	Apologies for Absence		
2.	Declarations of Interest		
3.	Minutes of the meeting of the Cabinet held on 16 June 2016.	Appendix A	3
K	4. Scrutiny Review of Multi-Agency Working Against Child Sexual Exploitation	Cllr P Watling	Appendix B 12
	a) Councillor Kevin Guy will present the report of the Children & Young People Scrutiny Committee		
	b) Telford & Wrekin Safeguarding Children Board (TWSCB) and Telford & Wrekin Cabinet's Response to Scrutiny report		

Continued ...

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K C	5.	2016/17 Financial Management Report	Cllr L Carter	Appendix C	152
K C	6.	2015/16 End of Year Performance Report	Cllr R Overton	Appendix D	172
K	7.	Superfast Telford – Marches Business Broadband Grant Scheme	Cllr A McClements	Appendix E	196
K	8.	Declaration of three new Local Nature Reserves: Apley Woods LNR, Ketley Paddock Mound LNR and The Beeches LNR	Cllr R Overton	Appendix F	201
K	9	Article 4 Direction to Remove Permitted Development Rights for Conversion of Light Industrial Units to Residential	Cllr R Overton	Appendix G	213
NK	10.	West Midlands Rail Collaboration Agreement	Cllr A McClements	Appendix H	222

		<u>Key</u>		
K	Key Decision	C	Item reserved for Council	
NK	Non-Key Decision	Orange	Exempt Item	



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SUPPLEMENTARY AGENDA

7. Urgency Resolution – Section 100B(4), Local Government Act 1972

The Chairman of the meeting will make the following statement:

“I am of the opinion that the following items of business should be dealt with as a matter of urgency at this meeting in order to avoid any unnecessary delay.”

Cabinet
Member

Page

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| NK | <p>8. Referral from Council</p> <p>At its meeting on 14 July 2016, Full Council referred to the Cabinet the following question submitted by Carol Scott MBE:</p> <p>“680 women within the borough have signed the WASPI petition calling on the Government to reconsider transitional arrangements for women born on or after 6th April 1951. Will this Council pledge support to the campaign and write to the Prime Minister on behalf of local women affected by the changes?”</p> | Cllr A England | | |
| K | <p>9. £20m Growth Fund – Investing in Telford’s Growth</p> | <p>Cllr L Carter
Cllr S Davies</p> | Appendix I | 258 |

CABINET

Decision Notices and Minutes of a meeting of the Cabinet held on Thursday, 21 July at 5.00pm at Addenbrooke House, Ironmasters Way, Telford

PUBLISHED ON WEDNESDAY, 27 JULY 2016

(DEADLINE FOR CALL-IN: MONDAY, 1 AUGUST 2016)

Present: Councillors S Davies (Leader and Chair), L D Carter, E A Clare, A R H England, A D McClements, R A Overton, G C W Reynolds, H Rhodes, and P R Watling.

Also Present: Councillors A J Eade (Conservative Group Leader), and W L Tomlinson (Liberal Democrat/Independent Group Leader).

CB-012 Apologies for Absence

None.

CB-013 Declarations of Interest

None.

CB-014 Minutes

RESOLVED – that the minutes of the meeting held on 16 June 2016 be confirmed and signed by the Chair.

CB-015 Scrutiny Review of Multi-Agency Working Against Child Sexual Exploitation

Key Decision identified as Telford & Wrekin Safeguarding Children Board (TWSCB) and Telford & Wrekin Cabinet's Response to the CSE Scrutiny Review in the Notice of Key Decisions published on 22 June 2016.

Councillor K R Guy, Chair of the Children & Young People Scrutiny Committee, presented the Committee's report into Multi-Agency Working Against Child Sexual Exploitation.

The Committee had focussed the review on how organisations in Telford and Wrekin were working together to prevent CSE, protect and support the victims and their families and prosecute perpetrators.

Thanks were expressed to the people who had provided evidence to the Committee, particularly victims and their families, young people who had shared their views, and senior officers and representatives from 7 Council service areas and over 25 external organisations, including the Police, Crown Prosecution Service, National Probation Service and local health organisations.

The main findings of the review were:

- Organisations in Telford and Wrekin were working well together to respond to cases of CSE as they are identified;
- More age-appropriate awareness raising activity was required;
- Ongoing support was required for victims and families but organisations providing that support were underfunded; and
- CSE was everyone's business.

The report set out a number of recommendations aimed at addressing the issues raised.

The Conservative and Liberal Democrat/ Independent Group Leaders expressed their thanks to the Children & Young People Scrutiny Committee for their work on a serious and emotive issue, particularly noting comments regarding raising awareness and funding for services.

Councillor P R Watling, Cabinet Member for Children, Young People & Communities, responded to the report on behalf of the Cabinet. He thanked the Committee for the thoroughness of this challenging review. The TWSCB and Partners welcomed the Scrutiny Committee's recommendations and the detailed response to each recommendation was appended to the report attached to the agenda. All the local recommendations had been accepted and Partners were already working to deliver the recommendations with some positive progress relating to disruption activity as set out in the report. The Review had made three recommendations for National Bodies and a joint response with the CYP Scrutiny Committee, TWSCB and Cabinet was suggested. The TWSCB would be responsible for monitoring the recommendations and ensuring progress was made in a timely manner. An interim progress report and full progress report would be delivered to the CYP Scrutiny Committee.

Members also welcomed the current review of the Child & Adolescent Mental Health which was being considered by the Joint Health Overview and Scrutiny Committee.

RESOLVED that –

(a) the programme to respond to the Children & Young People Scrutiny Committee's report be approved;

(b) the recommendations to national organisations be approved; and

(c) the ongoing dialogue by the TWSCB with partners to meet the cost of delivering multi-agency recommendations be noted.

CB-016 2016/17 Financial Management Report

Key Decision identified as Financial Management in the Notice of Key Decisions published on 22 June 2016.

Part recommendation for Full Council in relation to (b) and (d) not subject to Call-in.

Councillor L D Carter, Cabinet Member: Council Finance Partnerships & Commercial Services, presented the report of the Assistant Director: Finance & HR, which provided Members with the latest financial monitoring information for 2016/17.

The net projected outturn position for the General Fund revenue budget was currently estimated to be within budget, after applying £3.4m currently available in central contingencies pending any further commitments which may arise during the rest of the year and after using the specific contingency of £2.5m earmarked in the 2016/17 budget strategy for Early Help and Support pressures and the one-off service balances totalling £0.5m for Children's Safeguarding.

There were a number of variations from the approved budget, including the cost of Children in Care placements (overspend of £1.1m) and the cost of Early Help and Support (projected overspend of £4.0m mainly relating to care packages). There were benefits from Treasury Management activities of £1.5m and a one-off benefit following the final winding up of Transforming Telford Ltd of £0.6m.

The capital programme totalled £97.3m, which included all approvals since the budget was set. Spend was projected at 88% of the budget allocation. The report detailed a number of new approvals, virements and slippage.

The collection level for Council Tax and Business Rates was ahead of target, whilst Sales Ledger debts were slightly behind the targets set for the year.

Members welcomed the certainty that the government's new four year local government funding settlement would offer. The Leader commented on Daniel Kawczynski MP's recent statement that he would vote against the Local Government Settlement if it did not offer a fair funding deal for Shropshire and hoped a similar response from Telford & The Wrekin MPs would be forthcoming.

RESOLVED –

- (a) that it be noted that 2015/16 revenue spending is currently projected to be within budget and that work will continue with SMT to sustain the position; and the proposed use of the contingency detailed in 5.1 be approved;**
- (b) that the position in relation to capital spend be noted and TO RECOMMEND TO COUNCIL that the new allocations, virements and slippage detailed in Appendix 3 be approved;**
- (c) that the collection rates for NNDR, council tax and sales ledger be noted; and**

(d) TO RECOMMEND TO COUNCIL that the draft Efficiency Strategy in Appendix 4 be approved and that delegated authority be granted to make final changes to reflect guidance and best practise as it continues to develop to the Managing Director after consultation with the Leader and Cabinet Member for Council Finance & Service Delivery

CB-017 2015/16 End of Year Performance Report

Key Decision identified as 2015/16 End of Year Performance Report and Review of Strategic Risk Register in the Notice of Key Decisions published on 22 June 2016.

Recommendations for Full Council – not subject to Call-in.

Councillor R A Overton, Cabinet Member: Housing, Leisure & Health, presented the report of the Managing Director which presented an overview of 2015/16 performance against the Council's priorities, and the updated Strategic Risk Register.

Appended to the report were the figures for each of the performance indicators linked to the Council's priorities. Among the headline messages from the analysis:

- The borough continued to attract new investment, with high profile examples of investment in 2015 including the MOD logistics hub and the recent investment from Magna. The Land Deal with the Homes and Communities Agency (HCA) would unlock assets in the borough to drive growth and facilitate further investment.
- For "vulnerable learners" greater, more consistent improvement was required in terms of attainment and progression. For both of these measures, the gap between Pakistani learners, pupils in receipt of free school meals and children in care and their peers remained too high.
- Demand on the Children's Safeguarding Service continued to increase
- Although improving, there were a number of long-term health challenges for the Borough including: teenage conception rates, the proportion of mothers smoking at delivery and early mortality rates.

The Strategic Risk Register was a means for the organisation to identify and manage the substantive issues which could impact negatively on delivery of the Council's priorities. Appended to the report was an updated Register which showed the key risks identified for 2016/17 and the mitigating actions in place to manage these risks.

The Cabinet Member: Housing, Leisure & Health had requested an interim report for 2016/17.

In response to a question regarding youth unemployment, the Cabinet Member: Education, Employment & Regeneration, noted that official statistics suggested that youth unemployment was on the rise. However, this measured rate was a result of the data being based on a relatively small sample survey rather than a real change in the underlying youth unemployment rate. Locally produced data was based on

the exact number of claimants and she hailed the work of the Job Boxes in reaching the hidden unemployed, ie those who were not claiming benefits. She pointed to a number of upcoming events, including the Be Inspired Event, a number of job fayres, and the Life Ready, Work Ready initiative which saw local businesses linking with schools to provide the workforce of the future with the skills required to secure employment. She was happy to provide opposition leaders with the opportunity to visit a Job Box and see the work in action.

RESOLVED that –

(a) progress against the Council’s Co-Operative priorities be noted; and

(b) the Council’s strategic risk register be adopted

CB-018 Superfast Telford – Marches Business Broadband Grant Scheme

Key Decision identified as Superfast Telford – Business Broadband ERDF Grant Scheme in the Notice of Key Decisions published on 22 June 2016.

Councillor A D McClements, Cabinet Member: Transport, Customer & Neighbourhood Services presented the report of the Assistant Director: Business, Development & Employment which provided an update on the status of the Superfast Broadband project, sought approval of match funding mechanisms and approval for the authority to enter into a formal Partnership Agreement with project partners and the Department of Communities and Local Government (DCLG).

Superfast Telford was the Councils £5.6m broadband programme which would see 9,300 homes and businesses across the borough benefit from a new network of fibre broadband infrastructure. Combined with commercial activity, this will result in 98% of Telford & Wrekin being covered by the end of 2017. The Council was committed to continue to seek solutions for the 2% of the borough that won’t benefit from the current programme to get as close to 100% as possible.

The Council had also continued to seek other funding streams to support broadband roll-out. As part of the Marches Local Enterprise Partnership, Telford & Wrekin had the opportunity to benefit from £2.2m of EU funding and the Council had therefore been working with Shropshire and Herefordshire on the development of a bid for funding for a Broadband Grant Scheme for Small and Medium Sized Enterprises across the Marches. It was noted that the bid was in the application stages and timescales for delivery may slip as a result of the EU Referendum.

The Cabinet Member noted a typographical error in the report at paragraph 4.3 - the third column, row relating to EU Funding, should read “£672,575”.

RESOLVED that -

(a) proposals for the project match funding mechanism be approved;

(b) approval to enter into a Partnership Agreement with project partners, with Hereford Council acting as Accountable Body be granted; and

(c) authority be delegated to the Assistant Director; Business, Development & Employment, in discussion with the Lead Cabinet Member, to take all actions necessary to complete the Partnership Agreement

CB-019 Declaration of three new Local Nature Reserves: Apley Woods LNR, Ketley Paddock Mound LNR and The Beeches LNR

Key Decision identified as Declaration of three new Local Nature Reserves in the Notice of Key Decisions published on 22 June 2016.

Councillor R A Overton, Cabinet Member: Housing, Leisure & Health, presented the report of the Assistant Director: Business, Development & Employment which presented proposals to declare three statutory Local Nature Reserves known as 'Apley Woods Local Nature Reserve,' 'Ketley Paddock Mound Local Nature Reserve' and 'The Beeches Local Nature Reserve.' Maps showing the proposed LNRs were appended to the report.

The proposals followed on from the Council's commitment through the Green Guarantee to retain locally important green spaces which had value to local communities. The proposed declaration of the three new Local Nature Reserves added to the eight already designated in the Borough maintained that commitment extending the area of protection by 40 hectares. It also delivered against a key priority in the emerging Local Plan.

The proposal had been developed in liaison with the local community, the local Parish Councils and will involve local volunteers carrying out small scale conservation tasks as part of the management of the sites. The designation of additional LNRs also reflected the Council's recognition of the value these spaces play in local communities and promoting health and wellbeing.

The three proposed sites were all within Council ownership (with the exception of the meadow area of Apley Woods which was pending legal transfer from the Homes and Communities Agencies as set out in the report) and were considered to fulfil the requirements to become a formally declared LNR.

The next stage in the process was to progress the sites further through a formal process with Natural England prior to final legal declaration.

The Cabinet Member: Education, Employment & Regeneration had recently attended a launch event at the Ketley Paddock Mound and warmly welcomed the excellent work being done by the local community. Similarly, the Cabinet Member: Children, Young People & Communities, was impressed with the work of local residents at The Beeches site.

RESOLVED that –

(a) the declaration of the Apley Woods LNR, the Ketley Paddock Mound LNR and the Beeches LNR be approved; and

(b) authority be delegated to the Assistant Director: Business, Development & Employment (and any officer authorised in writing by that Assistant Director) to complete the declaration process following consultation with the Lead Cabinet Member for Housing, Leisure & Health.

CB-020 Article 4 Direction to Remove Permitted Development Rights for Conversion of Light Industrial Units to Residential

Key Decision identified as Article 4 Permitted Development Rights – Employment Areas in the Notice of Key Decisions published on 22 June 2016.

Councillor R A Overton, Cabinet Member: Housing, Leisure & Health, presented the report of the Assistant Director: Business, Development & Employment which followed a previous report to Cabinet when approval was granted to consult on and introduce an Article 4 Direction to remove certain permitted development rights that allowed the change of use to residential uses within named industrial estates. Since approval of that report, the legislation had been amended to also allow the change of use of light industrial units (Use Class B1 (c)) to residential uses. Therefore the Council had reviewed these impacts prior to public consultation and were now seeking Cabinet approval to add this use class to this direction.

Cabinet were informed that the inclusion of this additional use class to permitted development rights would add further pressure to the prime employment areas, and the proposed Article 4 Direction as considered by Cabinet was threatened by this amendment as a significant number of units within the named industrial estates could come forward as residential uses. This was not considered sustainable and would threaten the strategic long term growth and availability of prime employment land within the Borough. Consequently it was considered that the additional use class should be added to the Article 4 Direction to ensure the integrity of these employment areas, and ensure the residential amenity of any occupant was tested and protected through the requirement for submission of a planning application.

The Council's Constitution did not provide the necessary delegated powers under the Town and Country Planning (General Permitted Development Order) 2015 for Officers to make and cancel Article 4 Directions and Cabinet were requested to approve delegated powers to officer level to enable the Planning Department to manage this type of planning control.

RESOLVED that –

(a) authority be delegated to the Assistant Director Business, Development and Employment to make a Direction without immediate effect under Article 4 (1) of the Town and Country Planning (General Permitted Development Order) 2015 relating to the employment areas of Central Park / Town Centre, Halesfield, Hortonwood, Stafford Park and Tweedale as identified on the attached plan to remove permitted development rights under:

- (i) Schedule 2 Part 3 Class (O) changes of use from offices to dwelling houses and**

- (ii) **Schedule 2 Part 3 Class (P) changes of use from storage or distribution centre to dwelling houses and**
- (iii) **Schedule 2 Part 3 Class (PA) changes of use from light industrial uses to dwelling houses and;**
- (iv) **Any other such Class of permitted development specified in Schedule 2 of the Town and Country Planning (General Permitted Development Order) 2015 as amended as is deemed appropriate to preserve the integrity of the said employment areas (“the Employment area Article 4 Direction”)**

(b) the Assistant Director Business Development and Employment (or any other officer authorised in writing by the Assistant Director Business Development and Employment) be authorised in consultation with the Lead Cabinet Member to exercise all powers under Article 4 and Schedule 3 of the Town and Country Planning (General Permitted Development Order) 2015 as amended to make or cancel Article 4 Directions with and without immediate effect for the removal of permitted development rights as deemed expedient

CB-021 West Midlands Rail Collaboration Agreement

Non Key Decision

Councillor A D McClements, Cabinet Member: Transport, Customer & Neighbourhood Services presented the report of the Assistant Director: Customer & Neighbourhood Services which sought authorisation for Telford & Wrekin Council to cast its vote in favour of the special resolution that was necessary under Article 8.3 of West Midlands Rail Limited (WMR Ltd) Articles of Association to authorise the signing of a Collaboration Agreement, whether that resolution was passed in writing or at a general meeting of the Company. The Collaboration Agreement set out the relationship between WMR Ltd and the Department for Transport (DfT) in relation to the management of the West Midlands Rail franchise and further rail devolution in West Midlands.

RESOLVED that –

- (a) the progress being made by WMR Ltd towards meeting the objectives of the company be noted;**
- (b) it be approved that Telford & Wrekin Council casts its vote in favour of the special resolution that is necessary under Article 8.3 of West Midlands Rail Limited (WMR Ltd) Articles of Association to authorise the signing of the Collaboration Agreement (included with this report as appendix A), whether that resolution is passed in writing or at a general meeting of the Company; and**
- (c) the appointment of Councillor Angela McClements as a Director of WMR Ltd and notes that Councillor Shaun Davies will attend as her substitute and Councillor Kuldip Sahota will resign as Director be approved.**

CB-022 Urgency Resolution – Section 100B(4) Local Government Act 1972

The Leader made the following statement:

“I am of the opinion that the following items of business should be dealt with as a matter of urgency at this meeting in order to avoid any unnecessary delay.”

CB-023 Referral from Council

Councillor A R H England, Cabinet Member: Adult Social Care & Older People noted that the last Council meeting on 14 July 2016 had received a question from a member of the public which sought Council's support to lobby government to reconsider transitional pension arrangements for women born after 6 April 1951. The Cabinet Member noted that 8% of the population in Ercall Magna and The Gorge were affected and women born in 1953 and 1954 were particularly affected by the government's changes to the state pension age and had little time to make alternative arrangements. The Cabinet Member had technically only been able to give his personal support and that of the Leader and he, therefore, sought a formal resolution by Cabinet to give the Council's pledge to support the campaign.

Both opposition leaders present welcomed support of the Women Against State Pension Inequality (WASPI) campaign.

RESOLVED that the Council pledge support to the WASPI campaign and write to the Prime Minister on behalf of local women affected by the changes.

CB-024 £20m Growth Fund – Investing in Telford's Growth

Councillor L D Carter Davies, Cabinet Member: Council Finance Partnerships & Commercial Services, presented the report of the Assistant Director: Business, Development & Employment which followed a previous report to Council in November 2015 when borrowing to establish a £20m Growth Fund to attract inward investment and deliver economic growth and revenue income was approved. Under the terms of that Report, investment was focussed on the development of the Council's Property Investment Portfolio (PIP). This report proposed an amendment to the delegation to allow for the £20m Growth Fund to be used to fund strategic infrastructure, including electricity and utility supplies, where through a business case it was shown to support and enable inward investment, business growth and revenue generation.

RESOLVED that -

- (a) authority be delegated to the Assistant Director: Development, Business & Employment in consultation with the Assistant Director: Finance, Audit & Information, and the Cabinet Member: Council Finance & Service Delivery to consider the business case and determine the acquisition and disposal of PIP assets and/or investment in strategic infrastructure;**
- (b) authority be delegated to the Assistant Director: Development, Business & Employment to undertake the acquisition and disposal of PIP assets and/or**

investment in strategic infrastructure following approval to the business case as set out in 2.1 and to enter into arrangements, agreements, deeds and transfers as required to secure any such acquisition, disposal and/or investment;

(c) the use of the approved Growth Fund to be used in this financial year to facilitate the ongoing rationalisation and expansion of the PIP and/or investment in strategic infrastructure as outlined in this report be acknowledged; and

(d) authority be delegated to the Assistant Director: Law, Democracy & People Services to seal or sign any documents required to give effect to the recommendations contained in this report.

The meeting ended at 5.44pm

Signed for the purposes of the Decision Notices

Jonathan Eatough
Assistant Director: Governance, Procurement & Commissioning
Date: 27 July 2016

Signed:

Date:

CABINET

A

Decision Notices and Minutes of a meeting of the Cabinet held on Thursday, 16 June 2016 at 12 Noon in the Great Oak Hall at Park Lane Centre, Park Lane, Woodside, Telford TF7 5QZ

PUBLISHED ON WEDNESDAY, 22 JUNE 2016

(DEADLINE FOR CALL-IN: MONDAY, 27 JUNE 2016)

Present: Councillors S Davies (Leader and Chair), L D Carter, E A Clare, A R H England, A D McClements, R A Overton, G C W Reynolds and H Rhodes

Also Present: Councillor A J Eade (Conservative Group Leader)

Announcements

The Leader, Councillor S Davies, welcomed Members to the meeting and paid tribute to the previous Leader, Councillor K S Sahota. He set out the three areas which he had prioritised for the first twelve months of his tenure: defending A&E services at Telford; to lobby for a Fair Funding deal for Telford & Wrekin; and to maximise external funding opportunities.

The Leader thanked Members for agreeing to bring forward the start time of the meeting on this occasion and hoped that this and all future meetings of the Cabinet would encapsulate the Council's values of fairness and respect.

CB-001 Apologies for Absence

Councillor P R Watling and W L Tomlinson (Liberal Democrat/Independent Group Leader)

CB-002 Declarations of Interest

None.

CB-003 Minutes

RESOLVED – that the minutes of the meeting held on 21 April 2016 be confirmed and signed by the Chair.

CB-004 Service & Financial Planning Report – 2015/16 Outturn and 2016/17 Update

Key Decision identified as 2016/17 Financial Management in the Notice of Key Decisions published on 18 May 2016.

Recommendations for Full Council – not subject to Call-in.

Councillor L D Carter, Cabinet Member: Council Finance, Partnerships & Commercial Services Delivery, presented the report of the Assistant Director: Finance & Human Resources, which informed Members of the final outturn position

for Revenue and Capital for 2015/16, and the initial trends for the current financial year.

In anticipation of the financial challenges to be faced over the next few years, the Council had actively managed its budget throughout 2015/16 and had ended the year in a very positive financial position. This would not only assist in 2016/17 but would also help in the medium term and was part of the planned approach to managing the Council's finances in the most challenging financial climate that the Council has ever faced.

The gross revenue budget for 2015/16 was £430m and the net budget was £124m. The revenue outturn position was within budget with a final net underspend of £0.121m (equivalent to only -0.1% of net budget) after the proposed transfers to reserves and balances had been made. This position had been achieved after delivering £10m of budget savings in 2015/16, on top of the £70m made in the previous 6 years.

However, the funding outlook for the medium term was still very uncertain, despite the Government's commitment to a Four Year Grant Settlement and due to the number of proposed changes which would sit outside the Revenue Support Grant process. These changes included the current review of the Business Rates Retention Scheme; Business Rates Revaluation in 2017; proposals to change the New Homes Bonus Scheme to be implemented in 2017/18; and Education Funding Reform. It was therefore not possible to provide any real certainty on the further cuts which the Council faced but it was anticipated that a further £15m to £20m would need to be identified by the end of 2019/20 on top of those savings already approved by the Council for 2016/17 and 2017/18. This brought the total savings to around £125m to £130m by the end of this Parliament.

This reflected the active and strong financial management exercised by Cabinet Members and budget holders, which had resulted in the Council being able to create prudent provisions from the 2015/16 underspend to support its priorities, as set out in the report. There had been a number of favourable variations during the year which contributed to the final out-turn position. These included rescheduling debt payments, close management of the employee budget; and addition income of £0.6m across services.

The main service pressures experienced in 2015/16 related to adult social services (£0.9m net overspend, mainly on the cost of purchasing care packages from external providers) and children's safeguarding (£1.9m net overspend due to a combination of Children in Care placements and the cost of using agency staff).

Capital spend ended the year at £74.5m against an approved estimate of £90.5m which was in the main due to re-phasing expenditure into 2016/17. This underspend would result in some further treasury management savings to be made in 2016/17.

Council Tax collection (£71m) , Business Rates collection (£75m) and sales ledger income collection (£41m) rates were ahead of target for the year.

Summaries of the outturn on revenue and capital, along with major variations, were appended to the report. The report also updated on the 2016/17 Insurance tender process, which had resulted in contracts for property cover being placed with Zurich Municipal and liability cover placed with Maven Public Sector for a contracted period

of 3 years, with the option to extend for a further 2 years if required. Agreement would be reviewed annually to take into account updated information, such as increases in wages and salaries, which may alter the premium in future years. Estimated premiums for 2016/17 were £1.004m which was £0.127m lower than the cost in 2015/16 although some adjustments were likely to be made to the premium after the contract had been awarded due to changing cover requirements.

In conclusion, the Council faced another very challenging year in 2016/17, and the report highlighted a number of key issues and cost pressures, along with measures being taken to control and monitor expenditure. A further update would be brought to Cabinet in July once the final accounts were completed.

RESOLVED to RECOMMEND to COUNCIL that -

- (a) the Revenue outturn position for 2015/16 and related virements shown in Appendix 3 of the report (and subject to audit by the Council's external auditors), and the transfers to reserves and associated approval to spend the reserves as detailed in paragraph 5.3 of the report be approved;**
- (b) the Capital outturn position and related supplementary estimates and re-phasing shown in Appendix 4 of the report be approved;**
- (c) the performance against income targets be noted; and**
- (d) the key issues identified for 2016/17 and the Insurance update provided in paragraph 9.2 of the report be noted.**

CB-005 Markets Update

Non-Key Decision

Councillor L D Carter, Cabinet Member: Council Finance, Partnerships & Commercial Services Delivery, presented the report of the Assistant Director: Commercial Services which updated Members on the progress of discussions to explore alternative arrangements for the operation of four weekly markets at Oakengates, Dawley, Madeley and Hadley following the Council's proposal in its draft Budget Strategy for the Council to stop running these services by April 2017.

During the budget consultation, interest had been expressed in running the markets by a number of town and parish councils and also from the existing market traders. However, town and parish councils were the preferred option to continue running the markets because:

- Town & parish councils were legally able to establish a market under the same legislation as the Borough Council (Food Act 1984), which meant that the markets could continue to operate in a similar way to how they do now, ie existing and new traders could attend the market without having to apply for individual street trading consents;
- Most shoppers at the markets lived very locally and it was considered that the in-depth local knowledge of town and parish councils meant that they were well placed to understand the needs of their local communities and work with traders and residents to develop the market.

Detailed discussions with all the local town & parish councils regarding the practicalities of operating the market in their areas had taken place. Regular updates had been provided to existing market traders by the Markets Support Officer and traders had also received formal letters about the developments.

The report recommended that the Council work with Oakengates and Great Dawley Councils, and subject to a final decision being made, with Madeley Town Council, to put new arrangements in place as part of the Partnership Support Programme for Oakengates, Dawley and Madeley markets respectively. In the case of Hadley, the existing traders could continue to trade in their present location under individual street trading consents (STC) and regular traders at Hadley market had been informed of the application process and offered additional support in securing their STC applications.

There would be no transfer of property assets associated with any of the markets, therefore where the market is operated on land owned by the Council the relevant town council, and - in the case of Hadley - the traders, could be granted a licence to occupy the land for the purposes of operating a market.

Members commended the partnership approach of the town and parish councils in taking on the running of the markets.

RESOLVED that –

- (a) the proposals to work with relevant town and parish councils to put in place alternative arrangements under the Partnership Support Programme for the responsibility for operating local markets, as set out in Section 4 of the report be approved;**
- (b) operation of the local markets at Oakengates, Dawley and Madeley (subject to final decision by Madeley Town Council) be ceased on dates to be agreed with the relevant town council;**
- (c) authority to finalise arrangements with the relevant town councils that wish to establish markets in their areas be delegated to the Assistant Director: Commercial Services in consultation with the Cabinet Member for Council Finance, Partnerships and Commercial Services; and**
- (d) authority to execute all legal documentation necessary to give effect to the recommendations contained within the report be delegated to the Assistant Director: Governance, Procurement & Commissioning.**

CB-006 Asset Disposals

Key Decision identified as Disposal of Assets in the Notice of Key Decisions published on 18 May 2016.

Councillor L D Carter, Cabinet Member: Council Finance, Partnerships & Commercial Services Delivery, presented the report of the Assistant Director: Business, Development & Employment which set out proposals to dispose of five assets across the borough which the Council no longer required for

operational purposes, namely Willow Court, King Street Dawley, Strickland House, 30 West Road and Land at Snedshill (as outlined in red on the plan at in Appendix 1 of the report).

RESOLVED that –

- (a) **authority to negotiate and dispose of appropriate interests in the assets as detailed in section 4.2 of the report be delegated to the Assistant Director: Business, Development & Employment in consultation with the Cabinet Member for Finance, Partnerships & Commercial Services; and**
- (b) **authority to seal or sign any documents required to give effect to the above be delegated to the Assistant Director: Governance, Procurement & Commissioning.**

CB-007 The Annual Governance Statement 2015/16 and Updated Local Code of Good Governance

Non-Key Decision

The Leader, Councillor S Davies, presented the joint report of the Chief Financial Officer and the Monitoring Officer, attached to which was the draft Annual Governance Statement for 2015/16.

Under the Accounts & Audit Regulations 2011, the Council was required to produce an Annual Governance Statement, and it was best practice that it was signed by the Leader and Managing Director of the Council. The Statement included an action plan to ensure that the Council continued to improve its existing governance arrangements. The action plan attached to the 2015/15 statement (implemented during 2015/16) had been reviewed and updated and was appended to the report.

The Annual Governance Statement outlined that the Council had been adhering to its Local Code of Corporate Governance, continually reviewing and improving its procedures to maintain and demonstrate good corporate governance, and that it had in place robust systems of internal control. The Council could be assured that during 2015/16, including during organisational changes, the existing governance framework had continued to support proper governance. Assurance for the Annual Governance Statement was provided by all areas of the Council including senior management, Members, the Chief Financial Officer, the Monitoring Officer and internal audit.

The Council's current Code of Good Governance, approved in 2008, had been continually reviewed against updated guidance and the Council's values. In April 2016, CIPFA/SOLACE had published an updated framework including revised principles and guidance. Although the revised principles continued to reflect the Council's culture and values, a revised Code which reflected them and the Council's "Being the Change" document was presented at Appendix C of the report for approval.

RESOLVED –

- (a) **the Annual Governance Statement 2015/16, appended to the report at Appendix A and the information in the report be noted; and**

- (b) to **RECOMMEND to COUNCIL that the revised Local Code of Good Governance appended to the report at Appendix C be included in the Constitution.**

CB-008 Planning – Duty to Co-operate

Non-Key Decision

Councillor R A Overton, Cabinet Member: Housing, Leisure & Health, presented the report of the Assistant Director: Business, Development & Employment which informed the Cabinet of the Council's legal duty to cooperate with neighbouring local authorities in the preparation of Local Plans or other Development Plan Documents.

The duty resulted from the abolition of the concept of regional planning by the former coalition government and its replacement by the Localism Act 2011 which made strategic planning the responsibility of local councils. Local authorities were expected to address strategic cross boundary matters in development plans and demonstrate how they had engaged in strategic planning through the 'Duty to Cooperate'. This was a key test of the 'soundness' of Plans considered at Examination in Public.

The Duty related to sustainable development or use of land that would have a significant impact on at least two local planning areas, otherwise described as *strategic matters* and required Councils and public bodies to "...engage constructively, actively and on an ongoing basis..." to develop strategic policies. The scope for such engagement was broad but, typically, discussions covered housing allocations, waste and minerals management, traffic impacts and reviewing how environmentally sensitive sites in one local authority (such as Sites of Specific Scientific Interests) would be protected as a result of growth being promoted in another one. Telford & Wrekin would also be required to consider the management of the Ironbridge Gorge World Heritage Site with neighbouring Shropshire. The Duty to Cooperate was not a 'duty to agree', however, all local planning authorities were expected to demonstrate evidence of having successfully cooperated to plan for issues with cross-boundary impacts when their local plans were submitted for examination. The Council had engaged with nearby local authorities in the preparation of its own Local Plan and would continue to be engaged with them as they prepared their own Local Plans/documents. It was acknowledged by the Secretary of State that authorities would have different timescales for the implementation of their respective plans and that arrangements should be entered into as the plans progressed.

Although existing delegations provided for officers to exercise the powers and duties of the Council in relation to the preparation, approval, review and monitoring of Local Plans, the Minerals Local Plan and the Waste Local Plan, there was no specific delegation relating to the Duty to Cooperate and, for expediency, it was proposed that delegated authority be granted to the Assistant Director: Business, Development & Employment.

RESOLVED that –

- (a) **authority to exercise the Council's powers relating to its duty to cooperate in relation to the planning of sustainable development as set**

out in Section 33A Planning and Compulsory Purchase Act 2004 and any other associated legislation and guidance be delegated to the Assistant Director: Business, Development & Employment (and any other officer authorised by this Assistant Director); and

- (b) authority to enter into formal arrangements with any person or body referred to or prescribed in accordance with Section 33A Planning and Compulsory Purchase Act 2004 and any other associated legislation and guidance be delegated to the Assistant Director: Business, Development & Employment (and any other officer authorised by this Assistant Director) in consultation with the Deputy Leader and Cabinet Member for Housing, Leisure & Health and authority to sign and confirm the Council's agreement to those formal arrangements be delegated to the Lead Cabinet Member for Housing, Public Health & Protection

CB-009 Waters Upton Neighbourhood Plan: Proceed to Making

Non-Key Decision

Councillor R A Overton, Cabinet Member: Housing, Leisure & Health, presented the report of the Assistant Director: Business, Development & Employment which informed the Cabinet that Waters Upton Parish Council had submitted their Neighbourhood Development Plan with supporting documents to the Council in December 2014. The documentation had been checked in accordance with the authority's statutory duties to be able to commence a 6-week publicising period followed by an Independent Examination in December 2015. The appointed Independent Examiner had submitted his report to the Council in June which included a recommendation to proceed to Referendum, subject to a number of modifications. Those modifications were applied to the Neighbourhood Plan and Cabinet agreed to proceed to formal Referendum in February 2016.

The Referendum had taken place on 5 May 2016, receiving a majority Yes vote and, as the Plan was not in contravention of any EU obligations or Convention rights, it was recommended that Cabinet 'make' the Waters Upton Neighbourhood Plan. This would result in the policies within the Neighbourhood Plan becoming part of the Development Plan for Telford & Wrekin and would be considered in the determination of planning applications in the Neighbourhood Plan area alongside national and borough wide planning policy.

Members commended the work of Waters Upton Parish Council which had been one of the first local areas to consider adopting a Neighbourhood Plan.

RESOLVED that –

- (a) the Waters Upton Neighbourhood Plan be made; and
- (b) authority to exercise all of the Council's relevant powers and duties and undertake all necessary procedural arrangements relating to the making of the Waters Upton Neighbourhood Plan be delegated to the Assistant Director: Business, Development & Employment.

CB-010 Housing Assistance Policy

Key Decision identified as Disabled Facility Grant & Housing Grant Policy in the Notice of Key Decisions published on 18 May 2016.

Councillor R A Overton, Cabinet Member: Housing, Leisure & Health, presented the report of the Assistant Director: Commercial Services which sought approval of the draft Housing Assistance Policy.

The Council had a statutory obligation under the Housing, Grants, Construction and Regeneration Act 1996 to provide mandatory Disabled Facilities Grants to provide specialist adaptations to meet the care and mobility needs of people with disabilities to enable them to live independently with privacy and dignity. Additionally, the care and support reforms and introduction of the Better Care Fund (BCF) in April 2015 placed the Disabled Facilities Grant as a key lever in the delivery of integrated health and social care services, contributing to reducing delays in hospital discharges, hospital avoidance and putting in place support and interventions to help older adults and disabled people to remain in their homes.

In order to meet the Council's statutory obligations in a fair and transparent manner, an updated draft Housing Assistance Policy has been developed which set out how the Council would provide Disabled Facilities Grants and other housing assistance within the private housing sector and help meet some of the Public Health, Social Care and NHS Outcomes including reduction of admissions to hospital and care and faster discharge from hospital.

The report explained the provisions of the current Disabled Facilities Grant and proposed new arrangements which included the removal of restrictive ring-fenced funding to allow the Council to deliver a more flexible Assistance Policy. The policy retained the mandatory Disabled Facilities Grant, however key additions proposed in the new policy were: Wellbeing Assistance, Discretionary Disabled Facilities Top Up Grant, and Disabled Facilities Investigation Grant.

Telford & Wrekin had £1.5 million allocated for the Disabled Facilities Grant under the Better Care Fund for 2016/17; the new policy met the objectives set out in the Better Care Plan and assistance would be provided from this funding.

In response to questions, the Housing Service Delivery Manager advised that landlords were required to consider making reasonable adjustments but private landlords were under no obligation to do so. The benefits of making adjustments would be highlighted as part of the Landlord Accreditation Scheme. When the Council made adjustments to private properties it was possible to place a 'charge' on the property which could be recouped up to ten years later.

RESOLVED that -

- (a) the Housing Assistance Policy be approved;**
- (b) authority to carry out any minor policy amendments which do not materially affect the policy be delegated to the Housing Service Delivery Manager; and**
- (c) authority to make all other changes to the policy be delegated to the Assistant Director: Commercial Services in consultation with the Lead Cabinet Member for Housing, Leisure and Health.**

CB-011 Representation on Outside Bodies 2016/17

Non-Key Decision

The Leader presented the report of the Assistant Director: Governance, Procurement & Commissioning, which set out the appointments to outside bodies that the Council was required to make for 2016/17.

The list of outside bodies for which appointments were required for 2016/17 was appended to the report. Nominations had been sought from the political groups for those appointments that were not by position, and all the nominations received were tabled as Appendix 2. Following discussions with the political groups, a list of representatives for approval by Cabinet had been proposed, and this was tabled as Appendix 3.

RESOLVED – that the nominations to represent the Council on Outside Bodies for 2016/17, as set out in Appendix 3 of the report, be approved.

The meeting ended at 12.21pm

Signed for the purposes of the Decision Notices

Jonathan Eatough
Assistant Director: Governance, Procurement & Commissioning
Date: 22 June 2016

Signed:

Date:



Telford & Wrekin
COUNCIL

Addenbrooke House Ironmasters Way Telford TF3 4NT

Everyone's Business

Scrutiny Review of Multi-Agency Working Against Child Sexual Exploitation

Report of Telford & Wrekin Council's Children and Young People Scrutiny Committee

May 2016



Telford & Wrekin
COUNCIL

Contents

Foreword.....	4
What is Child Sexual Exploitation?	6
What is Grooming?.....	7
Who is at risk?.....	8
Who are the perpetrators?.....	8
CSE in Telford & Wrekin	10
Experts by experience: views of victims and survivors	12
Voices of experience: views of family members of victims and survivors.....	15
Views of Children and Young People	17
Findings: The Scale of Abuse	23
Police Data.....	23
Referrals to the Council’s Family Connect Service	25
Other Data.....	27
Findings: Prevention – Raising Awareness	29
As part of the Tackling Child Sexual Exploitation Action Plan, the government will also be funding a new communications campaign to encourage members of the public to recognise and report child abuse and neglect.....	30
Children and Young People.....	30
Parents and Families.....	31
Local Communities.....	33
Organisations	34
Perpetrators.....	35
Online Safety.....	36
Findings: Information Sharing	37
Prevention	37
Protection and Support.....	37
Post-Prosecution	42
Findings: Protection and Support	44
CATE/CSE Care Pathway	44
Therapeutic Support.....	45
Sexual Health	48
Findings: Disruption	49
West Mercia Police.....	49
Licensing.....	49

Taxi Licensing	50
Other licensing issues	52
Findings: Prosecution.....	54
Legislation	54
Building the Case	55
Conviction Rates	56
Lessons Learnt.....	56
Sentencing and Release from Prison	57
Findings: Capacity and Resources.....	59
CATE Team.....	59
Police and Police & Community Support Officers (PCSOs)	60
Licensing.....	61
Sexual Health Services	61
Counselling and Therapeutic Services.....	63
General Practice.....	64
Conclusion	65
Recommendations	68
Who to contact for help if you are concerned about the welfare of a child or young person.	83
Acknowledgements.....	84
Members of the Committee	84
Witnesses.....	84
Appendix 1: Terms of Reference.....	87
Appendix 2: Summary Report for Young People	92
Appendix 3: What is Scrutiny?	95
Appendix 4: Local Safeguarding Children’s Board	96
Appendix 5: Suggested Reading	98

Foreword

Working on this scrutiny review has been a learning process for all the members of the Children and Young People Scrutiny Committee. We were not experts in this area – and this was the point – our job was to talk to people who did know about child sexual exploitation (CSE) and then to ask the questions that we think the people of Telford and Wrekin would want to know. After we consulted on the scope of the review, we set ourselves the question ‘How well are organisations in Telford and Wrekin working together to prevent CSE, protect and support victims and their families and prosecute perpetrators?’



I would like to thank everyone who contributed to this work, but I particularly want to thank the victims and survivors of CSE and their families who gave us their views. This has been the most profoundly moving and inspiring part of this review; that people, who have experienced or seen their children become a victim of horrific abuse, have the courage to tell us what they think about the support and protection they received and how services can be improved.

It has taken just over 18 months to meticulously complete this work and during this time several national reports and inquiries have been published into CSE in other areas of the country. CSE is now correctly recognised as an emerging national issue, a priority for policing across the country and reflected by the College of Policing incorporating this area into their Protecting Vulnerable People training and awareness. In our report, we set out the roles that different organisations have to tackle CSE but we also learned that we all have a role in tackling CSE, as CSE is everyone’s business. We have concluded that based on the evidence presented to us, organisations in Telford and Wrekin are working well together to respond to known cases of CSE. Accordingly we would like to highlight the work of the CATE team, the West Mercia Police force, the development of the CSE pathway and the Family Connect service as key to demonstrating a joined up approach across the key organisations in the Borough. We have heard that organisations recognise that CSE is a national problem that affects Telford and Wrekin, that they are sharing information and training staff appropriately. Conversely, we also heard that there are people who have been affected by CSE who have not sought support and that people who have reported abuse have not always received the support they needed. These concerns have been raised with the appropriate organisations as soon as they were brought to the committee’s attention and, alongside the Local Safeguarding Children’s Board, we will monitor and scrutinise each organisation’s responses.

Our recommendations are set out at the end of the report and make a range of suggestions about how organisations can improve the way they work but also how we all have a responsibility to stop CSE happening in the first place. Perpetrators of CSE exploit the vulnerability and innocence of children and young people, and they

are able to do this if they can also exploit the lack of awareness in wider society and the reluctance to discuss such a difficult and sensitive subject.

Our recommendations have been based on the information we heard over this long diligent period and I am aware that some services partly due to this scrutiny process have changed while we have been producing the report. For example, I have been informed that towards the end of last year the staff from the police harm assessment unit have moved so they are now based with the Family Connect Service and that Telford & Wrekin Council's licensing policy changed to include the requirement for all drivers of licensed vehicles to attend driver awareness training which included training on CSE.

As a Scrutiny Committee, we cannot change the way organisations work. Our role is to make recommendations that will be considered by the decision makers in the different organisations. The response to our recommendations will be considered by the Telford and Wrekin Local Safeguarding Children's Board and then presented to the Council's Cabinet in July. I look forward to receiving this response which will help us all to keep our children and young people safe – it is all of our business.

Cllr Kevin Guy

Chair, Telford and Wrekin Council's Children and Young People Scrutiny Committee

Date: 16 May 2016

Questions or comments regarding this review?

Please contact: The Scrutiny Team, Telford & Wrekin Council, Addenbrooke House (2nd Floor), Ironmasters Way, Telford, TF3 4NT or telephone 01952 383114 or email scrutiny@telford.gov.uk

What is Child Sexual Exploitation?

Child Sexual Exploitation (CSE) is a form of sexual abuse that involves the manipulation and/or coercion of young people under the age of 18 into sexual activity in exchange for things such as money, gifts, accommodation, affection or status.

The Government launched a consultation on the definition of CSE in February 2016¹. The definition in this consultation set out that:

‘Child sexual exploitation is a form of child abuse. It occurs where anyone under the age of 18 is persuaded, coerced or forced into sexual activity in exchange for, amongst other things, money, drugs/alcohol, gifts, affection or status. Consent is irrelevant, even where a child may believe they are voluntarily engaging in sexual activity with the person who is exploiting them. Child sexual exploitation does not always involve physical contact and may occur online.’

The term ‘Child Sexual Exploitation’ is sadly now commonplace in our language. Many organisations and charities talk about CSE as a crime so we were surprised to learn that there is not a specific crime of CSE in the legal system.

However, the Crown Prosecution Service (CPS) were very clear that CSE is a form of child abuse and the methods of exploitation can encompass a number of other associated crimes including drug offences, trafficking, assault, sexual assault and rape. It is important for prosecutors to select offences which match the facts of an incident or series of incidents which ensure the case can be presented to a jury in a logical manner. It is also important that the offences selected provide the Court with sufficient sentencing power. Therefore a raft of legislation covers offending which falls within the title CSE which are utilised to prosecute perpetrators.

In speaking to the CPS, West Mercia Police and the Police and Crime Commissioner, all considered that current legislation offered sufficient opportunity to prosecute perpetrators. In fact, the CPS felt that a specific crime of Child Sexual Exploitation may muddy the waters, it may be difficult under one umbrella offence of CSE for a jury to be sure to the standard which the criminal law requires i.e. that they are satisfied so they are sure, beyond reasonable doubt over all of the acts alleged. For example, a jury may be sure regarding sexual assault but not drug offending or grooming in any one case. It would be difficult to see how a jury could then convict. Whereas under the current legislation, each piece of offending is broken down into separate charges to reflect the overall criminality which allows the jury to acquit / convict in this more structured manner.

¹ Statutory definition of Child Sexual Exploitation, Government consultation document available from: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/500097/HO_DfE_consultation_on_definition_of_child_sexual_exploitation_-_final.pdf

What is Grooming?

Grooming is when someone builds an emotional connection with a child to gain their trust for the purposes of sexual abuse or exploitation. This is generally achieved by offering the child affection, excitement or attention in the form of gifts, rides in cars, cigarettes, alcohol and drugs. The child may think that they are 'in love' or that they are 'special'. Eventually, the child will be asked to engage in sexual activity to prove their love, to retain their 'status' or in payment for 'gifts'. Over time, the relationship can become increasingly abusive as the groomer uses coercion and threats to keep control.

Children and young people can be groomed online or in the real world, by a stranger or by someone they know - for example a family member, friend or professional.

Child sexual exploitation is often called a "hidden" crime because many children and young people don't understand that they have been groomed, or that what has happened is abuse. Sometimes they may be too scared to tell anyone what's happening.²

Grooming can happen in a number of ways. The most well-known method, utilised by the perpetrators investigated by Operation Chalice, is the "**Boyfriend Model**" which generally involves a male perpetrator befriending a much younger female victim and showering them with gifts or attention for which they later seek payment in the form of sexual activity with him and other males. This type of grooming can happen to boys too.

"**Peer-on-Peer Exploitation**" involves children being sexually exploited by their peers, who they may know from school, living in the same neighbourhood or through mutual friends or family. This form of abuse may be one-on-one or it may take place within a gang environment, where sexual activity may form part of an initiation rite or punishment. This form of exploitation is growing, with young people exchanging sex for cannabis.

Online Exploitation or "**Sexting**" involves a young person being persuaded or forced to send or post sexually explicit images of themselves through mobile picture messages/applications (eg Snapchat) or take part in sexual activities or conversations via a webcam or smartphone. This type of exploitation leaves a child vulnerable to blackmail, bullying and harm, particularly as the sender has no control about how the picture is passed on. Sexting is illegal since it involves producing and distributing images of child abuse.³

The "**Party Lifestyle Model**" involves grooming whole groups of young people invited to 'parties' held at a range of venues: hotels, flats, bars, etc. Drugs and alcohol may be offered for free as an incentive to attend more parties then, after some weeks of attending parties, 'repayment' for the consumption of drink, drugs,

² NSPCC, *Grooming* (2015) [online] Available from <https://www.nspcc.org.uk/preventing-abuse/child-abuse-and-neglect/grooming/what-is-grooming/> [Accessed 7 December 2015]

³ Weale, S (2015) Sexting becoming the norm for teens warns child protection experts. *The Guardian* [online] 10 November Available from <http://www.theguardian.com/society/2015/nov/10/sexting-becoming-the-norm-for-teens-warn-child-protection-experts> (Accessed: 11 November 2015)

takeaways, phone credit etc. is discussed. If a 'party' is held some miles away from the child's home, the child may feel they have to engage in sexual activity in return for a ride home.⁴

Who is at risk?

Any child or young person, from any social or ethnic background, can be exploited.

Boys and young men can be at risk as well as girls and young women, although research shows that male victims are less likely to disclose abuse⁵. Young people in care or who are experiencing problems at home and go missing can be particularly vulnerable but exploitation also happens to children from loving and supportive homes. Increasing use of the internet and mobile technology gives perpetrators access to a greater number of young people: young people whose vulnerability may be so subtle, perhaps simply by virtue of their youth or inexperience, that they would not normally be suspected of being vulnerable to abuse and may not display currently accepted indicators of abuse or exploitation⁶. While high profile cases of gang related CSE have focused on urban areas it has been brought to the committee's attention that children and young people in rural areas are also at risk and perpetrators can use any means to groom them. The example was given of the farmer from Derby who was convicted of grooming in 2012. He had used tractor rides to engage with children and to groom them.

Before CSE became more widely understood, victims could be dismissed as simply having "difficult" teenage behaviour or having made poor "lifestyle" choices⁷. We want to make it clear that it is **never** the child's fault and such opinions are antiquated and unacceptable.

Who are the perpetrators?

Despite a number of high profile cases in various parts of the country (including Telford) which involved the prosecution of Asian men of predominantly British-Pakistani heritage, we want to make it clear that there is no standard profile for the perpetrators of this crime. We recognise that "Operation Chalice" was purely about the criminal behaviour of a few individuals and *the people who commit this crime may be of any age, nationality, race, faith or gender*. Perpetrators do not necessarily fit the stereotype of a dirty old man in a rain coat - many sexual offenders are part of every community and class⁸.

⁴ Nutland, C *The 'party lifestyle' model. The new face of grooming in the UK* (Accessed from <http://www.safeguardingchildren.co.uk/resources/party-lifestyle-model-new-face-grooming-uk/>)

⁵ Barnados (2014) *Hidden in plain sight: A scoping study into the sexual exploitation of boys and young men in the UK* Policy briefing

⁶ Barnados (2015) *Digital Dangers*

⁷ Coffey, A (2014) *'Real Voices' Child sexual exploitation in Greater Manchester: An independent report* p115

⁸ Coffey, A (2014) *'Real Voices' Child sexual exploitation in Greater Manchester: An independent report* p103

What we understand to be common among groomers, is that they are very manipulative people who exert some sort of 'edge' over their victims – which can be as simple as their age, physical strength, economic status or just being 'cool' or seen to care about the young person.

CSE in Telford & Wrekin

Child Sexual Exploitation is certainly not a new phenomenon. Over recent years, however, there has been a significant shift in the level of professional understanding of this so called ‘hidden’ crime. The Barnardo’s report “Puppet on a string: the urgent need to cut children free from sexual exploitation” published in January 2011 emphasised that this appalling form of child abuse is more prevalent than most people could ever imagine. A series of high profile investigations and criminal trials in Rotherham, Rochdale, Derby and Oxfordshire also hit the national headlines, bringing this atrocious form of abuse out of the shadows and into the public consciousness.

Professor Alexis Jay’s 2014 report⁹ into the sexual exploitation of children in Rotherham was particularly damning. The catalogue of abuse and abject failings across agencies which she exposed was shocking and these criticisms still reverberate across the sphere of child protection work. The report by Louise Casey, BE¹⁰ following her Independent Inspection of Rotherham Metropolitan Borough Council and Ann Coffey MP’s report¹¹ into the extent of abuse in Greater Manchester followed. These reports added further criticisms of the child protection system and made recommendations for the government, local authorities and other agencies to consider and learn from.

However, before the Rotherham, Rochdale, and Oxfordshire cases hit the headlines, there was a significant investigation in Telford about the exploitation and trafficking of young girls. This local investigation began when youth workers became concerned about the activities of young girls with older men and the lack of information which the young girls would share. These concerns resulted in the development of a project to work with any young person who professionals had concerns about relating to the potential for what is now recognised as CSE. This became known as the CATE Project (Children at Abused Through Exploitation). Over a period of time, CATE practitioners worked with a number of young girls to gradually win their trust and passed on any child protection information to the Police and Social Care¹². The joint working between the West Mercia Police and the local authority culminated in Operation Chalice which led to the successful prosecution of nine men in 2012. After an eight week trial, 7 men were jailed for a total of 49 years.

The Council’s Director for Children and Family Services and the Senior Investigating Officer issued statements in response to the trial¹³. The case was also the subject of a hard-hitting Channel 4 documentary, “The Hunt for Britain’s Sex Gangs”¹⁴.

⁹ Jay, A (2014) *Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013*

¹⁰ Casey, L (2015) *Report of Inspection of Rotherham Metropolitan Borough Council*

¹¹ Coffey, A (2014) *‘Real Voices’ Child sexual exploitation in Greater Manchester: An independent report*

¹² Telford & Wrekin LSCB (2014) *Child Sexual Exploitation Learning Overview Report*

¹³ Shropshire Star (2013) *Telford Gang is Jailed for Sexually Abusing Girls* [online] 10 May. Available from <http://www.shropshirestar.com/news/crime/2013/05/10/horror-of-telford-girls-sex-abuse-ordeal/> [Accessed 20 November 2015]

¹⁴ *Dispatches: The Hunt for Britain’s Sex Gangs* (2013) Documentary [Channel 4 on demand <http://www.channel4.com/programmes/dispatches/on-demand/50530-001>]

Our Review has to a large extent focused on the local learning of these CSE experiences and the subsequent creation of a robust and active framework of strategic and operational management developed through a partnership approach with all relevant agencies, co-ordinated by the Local Safeguarding Children Board. However, we have also considered how the local approach has incorporated national lessons learnt and adopted recommendations made by national bodies where appropriate.

Experts by experience: views of victims and survivors

“Educate children, educate parents”

When we first set out to undertake this review, we did not intend to directly approach any known victims and survivors of CSE because we felt they had already suffered so much torment at the hands of their abusers and during cross-examination in Court that it was unfair to ask them to discuss such a personal and traumatic period of time with a group of strangers. However, we knew our review would be missing a crucial element if we did not meet with the people who had cause to engage with the agencies and services involved. We were so grateful and humbled when our draft Terms of Reference was published for comment and some very remarkable people came forward and asked to speak to us, both directly and via other agencies. It was also suggested to us by one of the services supporting victims that an online survey would allow any victims and survivors who felt unable to engage in face to face meetings with a way to contribute to the review. The survey was available from the end of September to the beginning of November 2015 and responses were received from 19 people and we also met with one survivor of CSE.

We would like to thank everyone who spoke to us or took the time to complete the survey for your frankness and honesty – your input has been vital to this review.

The victims and survivors who shared their views were abused over a wide-ranging timescale (all respondents were female). Some had first sought help prior to the CATE Project being set up, some during the evolution of the CATE Project when professionals were starting to understand CSE better and others had accessed services more recently. However, views about how good services were did not depend on when the services were accessed and half of the people who responded to our online questionnaire had never made contact with any local organisation. We chose not to ask why as we accept that victims of this type of abuse generally do not consider themselves victims until much later.

Victims and survivors told us that the organisations they found most helpful were Axis Counselling, the Independent Sexual Violence Advisor (ISVA) Service, witness protection, the Police and college advisors/counsellors. It is interesting that a strong theme here is the counselling or therapy element of support as this is an area which victims and survivors also tell us needs bolstering as there are long waiting lists to access counselling and therapy locally. Victims and survivors tell us that it is crucial that early support is available to help victims recognise themselves as victims and begin to deal with the mental and emotional consequences of abuse. Victims and survivors have impressed upon us that this support is needed much sooner than it

has historically been available so that victims can start rebuilding their lives and limit the detrimental impact on long-term mental health as much as possible. This gap in counselling support and specialist therapy has also been identified by the CATE Team who work closely with victims and survivors.

We were also told that ongoing support for victims and survivors in other areas could be improved. For instance, we were told that it is essential for victims to be offered a full sexual health check, particularly if their abusers have been identified as having an sexually transmitted infection, carried out by staff that have been trained to understand the impact of the abuse. This also applies to routine sexual health screening eg cervical smears as the experience is much different for a survivor of abuse.

A common theme raised by victims and survivors was the need for professionals and parents receiving the first disclosure of abuse to believe what they are hearing. Victims and survivors noted professionals need to be more aware of CSE when they are engaging with young people in case the young person is a victim: saying 'the wrong thing' or not providing opportunities for the young person to speak without their parent present can seriously undermine the likelihood that a disclosure could be made. This links strongly with the view of victims and survivors that there needs to be more focused education available to agencies, parents and children and young people. Victims and survivors highlight the importance of raising awareness with parents of the indicators of abuse and also providing ideas about how to discuss difficult or taboo topics with their children and provide children with opportunities to talk about their concerns and worries. In common with many of the individuals and organisations we have met as part of this review, victims and survivors have impressed upon us the need to educate parents, young people and organisations and there are some survivors who would be willing to share their stories as part of training programmes and campaigns to help raise awareness.

Naturally, not everything victims and survivors told us was positive and there were some agencies which received criticism. The set up at Shrewsbury Crown Court, for instance, was criticised as, although victims subject to witness protection were protected in the Courtroom by screens, they could then come face to face with the accused in public areas of the building. One charitable organisation was criticised for their lack of knowledge and understanding when victims went to them for help. While we have not named that organisation in this report to protect the identities of the people who have provided evidence for this review, it would be fair to assume that if staff at one organisation have been ill-equipped to deal with such a disclosure of abuse then there may be other organisations who are similarly unprepared and this links strongly to the need for more awareness raising activity. As well as being cited as two of the most helpful organisations, Axis Counselling and the Police also received negative comments from some victims and survivors. In the case of Axis, funding restrictions clearly have an impact on the support that they are able to provide. The diverse comments for these two organisations may also be due to the particular personal circumstances involved or the timeframe when they were contacted.

Victims and survivors were also critical about how easy it can be to obtain emergency contraception or abortion services without appropriate questions being

asked. Concern was raised that these services can be obtained from a range of providers (sexual health clinics, GPs and pharmacies) without any questions being raised of familiar faces. Victims and survivors acknowledged that they rarely (if ever) wanted to answer questions about whether or not they were being abused but did tell us that if providers of these services asked questions in a supportive and non-judgmental way, it may prompt them to open up.

There were also diverse views about whether organisations work well together, with the view that agencies need to “work together and communicate effectively” in order to obtain “justice” for victims coming across strongly. On the theme of justice, the view of victims and survivors is that sentences for this type of abuse are not long enough and tougher sentences would act as a deterrent. In order to improve the way agencies work to prevent CSE, victims and survivors feel that more education would enable early identification of potential and actual victims. Victims and survivors feel that organisations and local businesses need targeted training to relate CSE to the work that they do, rather than simply repeating the indicators of abuse which key agencies are looking for.

Victims and survivors have evidently been frustrated by bureaucracy in the past, pointing out that the Committee’s recommendations and any evolution of processes to prevent abuse needs to happen quickly in order to prevent more children from becoming victims and protect those who are already being exploited sooner.

Victims and survivors told us that it was important to them to feel that all organisations involved were committed to obtaining justice in their case and that their evidence was not being used to bolster a separate case to the detriment of their own. Similarly, victims and survivors consider that statutory organisations need to be mindful of their response to publicity about CSE: a defensive or negative response which aims to defend the reputation of an organisation can be very damaging and put off other victims from coming forward.

Voices of experience: views of family members of victims and survivors

“You never think it’s going to happen to you”

When we published our draft Terms of Reference for comment, we were contacted by some parents of victims or survivors who asked to speak to us about their experiences of the services they received when they were going through what was undoubtedly a very traumatic period of their lives. This led us to believe that there may be other parents who might want to share their thoughts but felt unable to take part in face to face meetings.

We decided to publish an online survey so that as many parents of victims and survivors of CSE as possible could share their views. The confidential survey ran in tandem with the confidential survey for victims and survivors, from the end of September to the beginning of November 2015. We received 7 responses and would like to thank everyone who spoke to us or took the time to complete the survey. Your views have been invaluable to this review.

The parents who responded to our questionnaire had accessed services over a wide period of time - some had first expressed concerns for their child prior to the CATE Project being set up, some during the evolution of the CATE Project when professionals were starting to understand CSE better and others had cause to access services more recently.

We were unsurprised that parents indicated the first organisations they had contacted were Social Services and the Police but it was a little more surprising to see Axis Counselling as the first port of call for concerned parents. Other organisations which parents told us had been involved in supporting their families were the Council, CATE Team, Independent Sexual Violence Advisor (ISVA), School, and Children and Adolescent Mental Health Service (CAMHS). Ostensibly, Social Services, the CATE Team and the Council are one body.

There were different views about the quality of the protection available for families and how well organisations had worked together to support families. When parents thought the protection was low, the reasons they gave us were that the police investigation was slow, the Council and social workers had been dismissive and communication with them had also been poor. Similarly, some parents felt that there had been little joint working and agencies had not wanted to accept responsibility. Some parents felt that when they had sought help, they had been passed from pillar to post. It was also unclear to parents whether there had been a multi-agency risk

assessment or safety plan put in place, which supports comments that communication with parents can at times be poor. We asked parents what could be done to better protect victims and parents told us that agencies needed to listen to them and communicate much better, work with parents and engage in face to face meetings to provide regular feedback. Parents also pointed out that the time they needed help the most was usually outside normal office hours so it would be helpful if both direct lines and emergency out of hours numbers were provided to them at the outset rather than parents having to search for help when they need it.

We asked parents for their ideas on how awareness about the risks of CSE can be raised among parents and carers. Reflecting the comments of others we met with, parents consider that awareness raising activity is a fundamental part of prevention and protection. Parents told us that they felt it was important that key agencies acknowledge that there is still a risk of CSE happening. Parents thought that education within key agencies, particularly schools, was important and that it would be helpful if parents and children received the same risk messages through joint sessions in schools. With regard to awareness raising among parents, it was pointed out that risk messages should be the same regardless of the family's background and, in common with other groups, parents considered that it would be useful if real life and survivors' stories were utilised in training and educational materials in order to bring home the message that 'it can happen to you'.

Views of Children and Young People

“We need to know more about CSE”

From the outset of this Review, we have heard over and over again that more awareness raising with children and young people and education in schools is imperative in the fight against CSE. We knew that some awareness raising had already taken place in some schools but also that CSE is one of those taboo subjects that it can be difficult to know how to talk about. We were also extremely concerned about the growing risk to children online. We wanted to find out what children and young people in the borough already understand about CSE and keeping safe online and what **they** think would best help to raise awareness and keep them safe.

We met with Primary School Children from Team Safeguarding Voice[©] (TSV)¹⁵, over 40 secondary age children (including a minimum of 7 young people with disabilities) and three care leavers.

Helping children and young people to understand the risks of CSE in an age appropriate way was the key theme from all the consultation sessions. This also dominated the discussions about how to protect young people from CSE – the main response was that young people will be better able to protect themselves and their friends if they are better informed.

Children and Young People’s Understanding of CSE and How to Stay Safe

The children involved in TSV demonstrated a sophisticated understanding of safety issues – when talking about safety, the conversation covered road safety, healthy eating and lifestyles as well as personal safety and online safety.

There was a wide variation in the level of understanding of CSE by young people at secondary school. Some young people were not aware of the term CSE or what it meant. A larger proportion of young people were aware of the term CSE, or Child Sexual Exploitation, but it became apparent during the discussion that the level of understanding was not deep eg they had a stereotyped view of perpetrators and wanted to discuss in some detail if age difference in a relationship is an important factor in CSE, how old a young person has to be to be able to give consent to have sex and the dynamics of power and control in a relationship. When this was explained the young people felt it was important that other young people have the chance to understand these issues as well.

¹⁵ More information about TSV is available from:
http://www.telfordsafeguardingboard.org.uk/lscb/info/13/i_work_with_children_young_people_and_parents/4/children_safeguarding_children

Social Media/Technology/Online Gaming

The children involved in Team Safeguarding were very aware about staying safe on-line and that they would talk to an adult if something worried them. They also said they would keep messages or pictures as evidence. Some children involved in TSV said that the fact that their parents kept log on passwords so that children had to ask to go online and could monitor online activity helped to keep them safe. They also thought it was sensible and acceptable for parents to use settings which forward mobile phone messages to the parent phone.

Most young people at secondary school understood how to stay safe online but some did say they would give details online to someone they did not know. One group of young people commented that there is peer pressure to have the latest gadget and this means that young people do not always know how to use this safely. Most young people recognised that online gaming was a route that perpetrators could use for grooming. However, a few young people in one group did say that they would play with people they did not know.

Age Range

There was a consensus that children in primary school need to understand how to keep themselves safe and maintain safe relationships. Young people at secondary school also supported the idea that children in Key Stage 2 should be involved in discussions about safe relationships and online safety and who to contact if they had concerns. It was felt that it was too late to start these discussions once someone started secondary school.

Young People with Disabilities

Some of the issues that were discussed with young people reflected the Barnado's report 'Unprotected Overprotected'.¹⁶ Within the group of young people who met with the Committee, there was a wide range in their understanding of CSE and grooming. It was recognised that young people with learning disabilities may find it more difficult to recognise fake friends online or signs of grooming.

Who Children and Young People Would Tell if They Have Concerns

Children involved in TSV were able to identify a number of people they would talk to if they were concerned about their safety. They were also clear that if they were concerned about a friend that they would tell an adult and that keeping secrets when someone is being hurt does not help that person.

Children of secondary school age were also able to identify a long list of people they could talk to but this was complicated by the fact that they may not feel comfortable to approach people in specific roles either because of that particular relationship (eg a parent or a teacher) or because of lack of trust in an organisation (eg one group talked about losing confidence in the police following the murder of Georgia

¹⁶ Barnado's (2015) *Easy read version of 'Unprotected, Overprotected: meeting the needs of young people with learning disabilities who experience, or are at risk of, sexual exploitation*

Williams). The consensus was that all adults living with, supporting or working with children and young people need to understand CSE so they can provide appropriate support and ensure they get appropriate specialist support.

An interesting discussion developed with young people at secondary school when considering what they would do if they were concerned about a friend who may be involved in CSE. Some young people said that they would not want to break a friend's confidence or 'get them into trouble' by telling an adult, rather they would encourage their friend to speak to someone themselves.

One issue that came up is that young people can sometimes feel that parents can be overprotective when they try to raise concerns about a young person's safety. It is important that the messages about staying safe online are re-inforced by other adults working with young people and important that young people have the time to be able to discuss this with each other. (This links with the importance of developing a borough wide approach across all schools for TSV which directly engages children and young people in these issues)

CEOP 'Red Button'

This was discussed in one discussion group with young people at secondary school. Young people talked about 'clicking the CEOP red button' on a website, when gaming online or if they were using social media.



It was felt that this was not widely promoted and that more could be done to raise young people's awareness of this facility. (CEOP is the Child Exploitation and Online Protection Agency)

Awareness of Telford & Wrekin Council's Family Connect Service.

In several discussion groups, young people said they would contact 'the Council' or 'social services' but only one discussion group specifically mentioned Family Connect.

Care Leavers

The main issue that was raised by Care Leavers was having a relationship with someone you trust and it was felt that the relationship with the social worker was particularly important. The experience of the three care leavers' relationships with the social workers had not always been positive and they would not have talked to them about concerns about CSE. Another issue that is specific to children in care was that they often move homes, carers and schools which makes it difficult to develop relationships of trust. There was a very strong view from Care Leavers that parents and foster parents should be made aware about CSE – to the extent that there should be compulsory training for all parents and carers.

How to Raise Concerns

In one discussion group with young people at secondary school, the distinction was made between knowing 'who' to tell about CSE and 'how' to tell them. It was discussed that while a young person may know who they could talk to, actually starting the conversation may seem too difficult.

How Young People want to be Informed about CSE

Young people at secondary school identified a number of ways to communicate with young people on this issue. The order in which we list them here does not indicate preference.

One group commented that getting the message about CSE to young people needs to be a consistent long term approach rather than a 'one off' campaign. The language used to communicate about CSE with young people is important – it needs to be relevant to them. This was a specific issue raised at the young people's disability forum who said the information 'needs to be in a language we can understand' (ie using colour and pictures).

From people who have experienced CSE – All the discussion groups for young people at secondary school said that being able to talk to or hear the experience of people who have been victims of CSE would be very powerful. This was a particularly strong view from care leavers who expressed very clearly that they had professionals involved in their lives and that personal experience was more important in getting a message across for them.

Drama Productions – Using drama was mentioned as a particularly effective way of getting the message about the risks of CSE across to young people. It was highlighted that this is a particularly good way to show young people how the grooming process works and that a victim of CSE may be made to feel that he or she has made these choices.

Social Media / Websites / Gaming platforms – Young people recognised the risks that social media can bring and that it is used by perpetrators when grooming victims. However, there was a clear message that social media is part of their lives – it was highlighted that young people use social media to share their concerns and inform each other. It was discussed that social media can be part of the solution in tackling CSE if young people are given the right information. Websites and social media that are popular with young people should include information about CSE and who to contact. YouTube was seen as a good way to provide local information because it is easy to create videos and this can be shared locally by young people. It was also seen as a way to get real life stories about CSE to young people if survivors are brave enough to come forward and create a video. It was also suggested that a free App could be developed to raise awareness for young people.

A particular issue raised by the Young People's Disability Forum was that information on websites needs to be accessible. While organisations want to make sure that there is a lot of information available – this can make it difficult to navigate.

If people cannot find the information they may give up and not find out about CSE or know who to contact if they have concerns.

Schools – All young people recognised the important role schools have in raising awareness about CSE including assemblies, workshops and peer mentors. Personal, Social and Health Education (PSHE) and Relationship and Sex Education (RSE) was seen as a key part of the curriculum and young people were keen for ‘experts’ from outside the school to talk to them about sensitive subjects such as CSE – particularly people who have been affected by it. The children involved in TSV felt that the TSV approach should be implemented in every primary school.

Friends – Young people identified peers as an important protective factor – they can look out for each other and share information. As highlighted above, children involved in TSV felt that this peer support and mentoring should be available in every primary school. However, they were also aware that bullying can take place and that a young person’s ‘reputation’ will be damaged if they come forward.

Places of worship

Companies eg football clubs having an awareness raising day

Celebrities and Role Models

Parents and Family – Young people recognised that not all young people can talk to their parents about a sensitive subject like CSE but several of the groups did say that knowing that their parents were aware of what they were doing on social media and when they were gaming helped to protect them. Children and young people identified grandparents and extended family as important and if they were not able to talk to parents they may be able to talk to another family member.

Childline/Samaritans/Helplines – These were organisations that were commonly mentioned by young people but it was discussed that a national charity may not be able to provide specific information about local services eg the CATE Team.¹⁷

What young people at secondary school wanted to know about CSE:

- Statistics about CSE
- How CSE starts, grooming and understanding power and control dynamics in a relationship
- Legal age of consent
- Who is involved – both what perpetrators are like and who can become a victim
- What support is available to people once they have disclosed eg counselling support and support through the court process
- Assurance that if someone comes forward that they will be believed, that young people will not be blamed if they are sexually exploited and they will not be in trouble
- How to respond to peer pressure

¹⁷ It should be noted that Child Line will notify Family Connect of any call that are believed to need further investigation.

- Where to go for help
- Difference between Girls and Boys – Younger children found it difficult to think about how boys and girls might think differently about keeping safe – they felt that boys and girls need the same messages about keeping safe. Young people at secondary school identified that while there are universal messages that are relevant to boys and girls regarding CSE they also said that:
- Boys may be less likely to talk about their involvement in CSE (including less likely to talk to their friends) so there is a need to raise awareness that there are male victims of CSE.
- Boys and girls need different information about how to handle situations
- Boys can be groomed into becoming perpetrators

What Young People Think Might ‘Blow the Awareness Raising Message Off Course’

- Information about CSE is not accessible (this was a particular issue from the Young People’s Disability Forum)
- Fear of threats from perpetrators
- Fear of going to court and perpetrators going free
- Lack of confidence / low self esteem
- Worried about consequences of coming forward eg fear of being bullied / blackmailed / being judged
- Not enough support for victims
- If a young person who is a victim of CSE has a mental health issue eg depression or a drug or alcohol addiction this will make it more difficult to come forward.
- Being shunned by a religious community
- National politicians not keeping their promises
- Lack of money to address this issue
- Family problems
- Fake friends

What young people want to change

During one discussion a young person said that the law should change since under current legislation when a young person comes forward as a victim of CSE it is not always possible to prosecute the perpetrators.

Findings: The Scale of Abuse

“The biggest problem is how many more cases are just not known about”

Local Government Association (LGA)¹⁸ guidance suggests that all LSCBs should have a process in place to map the extent and profile of CSE in the area so that a detailed understanding of the scale and nature of the problem at a local level can inform the local response to CSE. According to the LGA, the mapping process should include a profile of children identified as at risk, a profile of offenders and an understanding of ‘hotspots’ or vulnerable locations.

At our second Inquiry Day in March 2015, we were told that there is not a national dataset for CSE so it is not possible to compare the scale of CSE in Telford with other areas or measure how well the Council and its partners are tackling CSE in comparison with other local authorities. At the time of the Inquiry Day, the Council and police were carrying out analysis to develop this locally and, additionally, the Council was working to develop benchmarking data with the regional Association of Directors of Children’s Services.

At our first Inquiry Day, the Police cautioned against using individual partners’ data or perceptions on the potential scale of CSE without context. This is because on its own, a piece of intelligence obtained by one agency may not have much impetus but by building a more holistic picture and drawing information from across agencies via the Harm Assessment Unit and Family Connect, a more significant situation may emerge.

Police Data

The West Mercia Police and Warwickshire Police Problem Profile for CSE (Version 1, September 2014)¹⁹ provides some data about the number of victims or children at risk of exploitation. The information has been collated primarily from scanning recorded offences/crime incidents across both force areas during the period April 2013 to August 2014. We do not propose to repeat the data in full here but we will highlight what we think is pertinent to this section of the report.

¹⁸ LGA (2015) Tackling Child Sexual Exploitation: A resource pack for Councils

¹⁹ West Mercia Police and Warwickshire Police (2014) *Problem Profile for CSE* [online] https://www.westmercia.police.uk/media/5773/CSE-problem-profile-v1-29Sep2014/pdf/CSE_problem_profile_v1_29Sep2014.pdf (Accessed 18 December 2015)

Over the period April 2013 to August 2014, 721 persons were identified as a victim or child in child protection incidents where CSE was likely to be an element. Of this number, 89 had a home address in Telford & Wrekin and 72 of these were under 18.

81% of total victims were female and 94% of CSE victims were white, 0.7% Black, 0.3% Asian and 0.3% Chinese. 44% of all victims were in offences with lone offenders and 32% were in online CSE offences or indecent images of children. The peak age group in both types of offence was 14-15 years. In gang/group type CSE, victims tended to be older, with half of victims being aged 16-17 years. 16-17 year olds made up a quarter of all CSE victims. 12% of all CSE was perpetrated against males by males.

The Profile data also tells us that scanning revealed 399 CSE perpetrators across both force areas, 95% of which were male. 29% of perpetrators were aged 18-21 years, and 18% were aged 25-34 years old. In just over one third of all CSE cases, there was no identified perpetrator to link to the victim but when the identity of the perpetrator was known, 90% were White, 7% were Asian and 2% were Black.

Victims and offenders were more likely to be acquaintances rather than strangers.

The West Mercia Police and Warwickshire Police Problem Profile for CSE (Version 1, September 2014) also includes details of 'hotspots', but this information is sensitive and has been redacted in public versions.

At the time of writing this report, the Home Office released crime statistics for the number of recorded sexual offences against children in England and Wales for the period September 2014 to September 2015. While these figures relate to a whole range of child sex offences, we feel that it is worth including them here in the absence of any CSE specific national benchmarking data. During the period September 2014 to September 2015 there were 36,855 recorded sexual offences against children in England and Wales. 11,317 of these were rape offences, which represents an increase of 75 per cent compared to the average for the previous three years, and it is 44 per cent higher than the number recorded in the 12 months to September 2014. For the period September 2014 to September 2015, Telford and Wrekin recorded 256 child sex crimes and although this was certainly not the highest number of recorded child sex crimes, it equates to the highest rate of recorded child sex crimes at 15.1 per 10,000 residents. The second and third highest rates were in Rochdale (14.1 per 10,000 residents) and Stoke on Trent (13.5 per 10,000) with Rotherham coming in fourth (13.5 per 10,000 residents). The figures, set out in Table 1, reveal that many areas, including Telford and Wrekin, have seen marked increases in recorded child sex crimes over this 12 month period. The Chair of the review asked for an explanation of these figures and was informed that the high profile of Operation Chalice may have increased local reporting of CSE and that there are good recording practices for cases of CSE. It should be noted that the figures below relate to all sexual offenses committed against children, not just offenses that are related to CSE. West Mercia Police view the increase in reporting of child sexual offences as a positive step indicating community confidence in reporting such matters.

Table 1

Child sex offences for the year up to and including September 2015 – areas with highest rates²⁰

Community safety partnership area	Child sex crimes	% Change since last year	Rate per 10,000 people
Telford and Wrekin	256	146.20%	15.1
Rochdale	300	98.70%	14.1
Stoke-on-Trent	338	32.00%	13.5
Rotherham	350	90.20%	13.5
Barrow-in-Furness	88	49.20%	13
Northampton	278	93.10%	12.7
Doncaster	385	25.00%	12.7
Great Yarmouth	122	60.50%	12.4
Southampton	302	102.70%	12.3
Calderdale	249	156.70%	12
Bradford	623	89.90%	11.8
Nottingham	365	135.50%	11.6
Blackpool	163	16.40%	11.6
Barnsley	274	90.30%	11.5
North East Lincolnshire	178	28.10%	11.1
Hastings	97	94.00%	10.6
Braintree	159	231.30%	10.6
Isle of Wight	146	124.60%	10.5
Nuneaton and Bedworth	132	109.50%	10.5
Waveney	121	51.30%	10.4

Referrals to the Council's Family Connect Service

We requested data on the number of CSE related contacts coming into Family Connect to get a picture of the scale of reporting and the source of contacts. In the seven months from 1 January to 31 July 2015 data from Protocol (the system used by children's services) showed there were over 4000 contacts into Family Connect of which there were 137 (3%) contacts with an indicator of CSE. This could be either where CSE was recorded as the reason for the contact or where any words associated with CSE had been highlighted through a data text matching process built into the Family Connect system as a safeguard to flag potential risk factors. For this reason, the figures must be treated with caution as it is unlikely that CSE will be a factor in all these cases, and the data is not disaggregated into existing or new contacts making it unclear how many individuals they relate to. Clearly we cannot make any assumptions about the scale of CSE from the data (the data does not provide certainty about the number of individual cases where CSE is a factor and we

²⁰ Mirror (2016) Sex crimes against children rocket 75% [online] 27 January. Available from http://www.mirror.co.uk/news/uk-news/sex-crimes-against-children-rocket-7243478?ICID=FB_mirror_main (Accessed 25 January 2016)

do not know how many cases are unreported) but it does provide a snapshot in time of the number of reports where there were indicators of CSE.

Total number of contacts into Family Connect 1 Jan-31 July 2015	1458
Number of contacts with indicators of CSE	137
Number of CSE contacts referred to Safeguarding	45

The data was not sufficient to show how many safeguarding referrals had been referred to CATE or at what stage of the pathway a referral may have been made. Further data from CATE records showed that over the same seven month period there were 44 referrals to the CATE team with between 5 and 10 referrals each month. Again it is not clear whether these are all new cases, or how they correlate to the data from Protocol, but the figures may give some indication of the number of cases where CSE was a significant risk factor and the impact on the CATE caseload.

The data provided to us showed weaknesses in the systems for collecting and managing CSE data but we understand that this has been recognised and that there are plans to review the systems to improve performance management and data analysis.

Data was broken down by the source of contact because we wanted to see which organisations were making referrals and if there were any gaps which may indicate an awareness or training deficit. The table below shows the source of contacts referred to Safeguarding during the seven months from 1 January to 31 July 2015 (not all of these would be related to CSE) with almost three quarters coming from the local authority, police and schools. Again, the figures must be treated with caution as some of the contacts may be repeat calls from an organisation about an existing case and it is not clear how many individuals they relate to. However, the figures provide a snap shot of referral activity across the range of partners.

Table 2

Organisation	Number of contacts to Family Connect referred to Safeguarding 01.01.15-31.07.15
Local authority	221 (27%)
Police	218 (26%)
Education	154 (18%)
Other	89 (11%)
Health	78 (9%)
LA – external	41 (5%)
Individual	26 (3%)
Housing	5 (1%)
Total	832

Referrals from Housing (defined as Registered Social Landlords or Local Authority Housing) accounted for 1% of the total and we are not clear whether this would be within expectation. There are around 13,000 registered provider properties in the borough and using the formula for calculating school places gives a crude estimate

of 5,700 children living in the properties. Registered providers are well placed to play a key role in identifying risk factors (for example complaints about noisy parties, unsocial activity, drug or alcohol misuse in a property involving young people which may indicate CSE) and more broadly in raising awareness about CSE with tenants.

Wrekin Housing Trust (WHT) is the largest registered provider in the borough and we were pleased to hear that the Trust is a partner in Family Connect and represented on the Telford & Wrekin Safeguarding Children Board. Information from WHT assured us that the Trust has safeguarding policies in place informed by best practice from the LSCB. All housing staff receive training on safeguarding and how to make referrals with Family Connect being the default position. However, they also said the training was not CSE specific and further training would be welcome. The Trust had not communicated specific messages about CSE to tenants via newsletters or the website and saw this as more of a generic role for the Council but would be willing to signpost and share links and suggested there should be more online provision to help raise awareness. We have made a recommendation about the development of online training and the roll out of the Say Something If You See Something campaign and have suggested that there should be a focus on registered housing providers as it was not clear to us how information is shared with other providers with properties in the borough.

Other Data

Axis Counselling told us that the number of sexual offenses increased in 2014 and that West Mercia Police had seen a 75% increase in rape cases and 45% increase in sexual offences. This is supported by data provided on the West Mercia Police website²¹ and comments that the Police and Crime Commissioner made to us at the Inquiry Day about the “Savile effect” which had increased reporting nationally; the Police and Crime Commissioner told us that he had reallocated underspent budgets to support this increase. The ISVA service has also seen an increase in demand for service of 45% (all sexual offenses) and Axis Counselling estimates that 15% of its cases are CSE related.

While the Sexual Health Service doesn’t track cases of CSE, we were told that anecdotally, professionals would say there are now more patients they have concerns about. This is based on the perception that more patients are presenting with complex infections and more young people need longer consulting times.

We recognise that CSE affects males as well as females but we have received little evidence on the specific issues for male victims. We heard that none of the victims of Operation Chalice were children in care at the time the investigation started.

Despite the success of Operation Chalice, it is clear that CSE is still taking place in Telford and Wrekin, although the true scale of this crime is unknown. We have been told that in some areas the activity of people suspected of involvement in CSE is “blatant”. The Street Pastors provided particularly compelling eyewitness accounts

²¹ West Mercia Police (2015) *FOI 6283 Rape, Sexual Assault stats* [online] <https://www.westmercia.police.uk/disclosure-logs?foiid=14733>

of predatory behaviour going on in the night time economy and expressed some forthright views that a new generation of post-Chalice perpetrators is growing up and that open acknowledgement of the problem is needed for the issues to be tackled.

Several organisations told us that the number of people accessing services was a small proportion of the total number of cases and this is supported by the responses to our online survey which show that half of respondents had not contacted a local service for help. This view is supported by the Children's Commissioner Report²² which found that research suggests that approximately 1 in 8 victims of sexual abuse come to the attention of statutory organisations.

²² Protecting Children from Harm: A critical assessment of child sexual abuse in the family network in England and priorities for action, November 2015.

Findings: Prevention – Raising Awareness

“There has to be a drive to publicise and educate, not an expectation that people will come to you”

Education is a powerful weapon in the fight against CSE and during the course of this review, one of the major themes we have consistently heard from the many groups, individuals and survey responses we received is that there needs to be more awareness raising activity if we are to prevent CSE. This is an issue that has also been raised nationally and different areas are dealing with it in different and often novel ways.

For instance, National Working Group on CSE (NWG Network) Say Something if You See Something campaign²³ has really gained momentum with both Telford & Wrekin and Shropshire Councils signing up to equip taxi firms and local businesses operating in the nighttime economy to identify and report child welfare concerns; there has been a superhero twitter profile picture campaign started by PC Rob Stevens in Northamptonshire which had an international reach;²⁴ and in Manchester young people affected by CSE takeover a radio show every Thursday evening to share their experiences²⁵. Some councils, including Telford & Wrekin, have commissioned drama productions to visit local schools and provide an opportunity to explain the issues and involve children and young people in discussions around CSE which can continue in Personal, Social, Health & Economic (PSHE) lessons. In 2015, NWG Network kick started National CSE Awareness Day,²⁶ an annual event which the Council and its partners took part in on 18 March.

²³ NWG Network (2015) *Say Something if You See Something Update* Blog Post 1 May 2015 viewed 22 December 2015 [Accessed from <https://natworgroup.wordpress.com/2015/05/01/say-something-if-you-see-something-update/>]

²⁴ Northants Police (2015) *Police officer's novel idea for raising awareness of child sexual exploitation (CSE) goes global* Blog Post 22 September 2015 viewed 22 December 2015 [Accessed from <http://www.northants.police.uk/#!/news/26814>]

²⁵ Smith, D (2015) How community radio is helping young survivors talk about sexual abuse. *The Guardian* [online] 16 November Available from <http://www.theguardian.com/social-care-network/2015/nov/16/community-radio-young-people-child-sexual-exploitation-abuse> (Accessed 18 November 2015)

²⁶ NWG Network (2015) National Child Sexual Exploitation Awareness Day [online] <http://www.stop-cse.org/national-child-exploitation-awareness-day/> (Accessed 22 December 2015)

As part of the Tackling Child Sexual Exploitation Action Plan, the government will also be funding a new communications campaign to encourage members of the public to recognise and report child abuse and neglect.

Children and Young People

As set out earlier in this report, we had some inspiring conversations with children and young people. Children and young people have varying levels of awareness about CSE but all of them were clear that age-appropriate consistent messages are needed to help them protect themselves. As set out earlier, the children and young people we met with had some really interesting ideas about how this could be achieved.

We also heard from numerous organisations and individuals that more awareness raising about CSE needed to take place with children and young people in the borough, with more focus on sex and relationships in PSHE lessons being widely supported. This reflects the recommendations of a number of cross-party parliamentary committees and prominent Government advisors that it is essential to introduce age-appropriate PSHE and RSE as statutory subjects in primary and secondary schools. In particular, the Children's Commissioner recommends that all children receive "compulsory lessons for life, to understand healthy and safe relationships and to talk to an appropriate adult if they are worried about abuse."²⁷

The children and young people we spoke to often told us that they would initially speak to their friends about concerns or worries. For this reason, we are supportive of peer to peer opportunities afforded to children and young people so that they can share their experiences of growing up in the world today and build resilience by giving them the confidence, skills and information to make informed decisions.

During the course of this review, we heard lots of praise for Children Safeguarding Children - an initiative of the LSCB piloted in Holmer Lake Primary School by a group of children in Years 4-6 who created a Children's Safeguarding Board called Team Safeguarding Voice[®] (TSV). We were delighted to be able to meet with this inspiring and knowledgeable group of young people and we were very impressed by the activities TSV told us they had undertaken, particularly around cyber-bullying, keeping safe online and sexting. We support the LSCB's efforts to roll out this project to more primary and secondary schools in the borough. We are also conscious that pupils involved in the TSV model develop valuable skills which could be further built upon throughout their educational journey.

Although it was not the case with Operation Chalice, evidence from national reports suggests that young people with learning disabilities are at increased risk of CSE. Our research informs us that young people with learning disabilities share many of the same vulnerabilities to CSE as all children and young people but this can be compounded by insufficient information about sex and healthy relationships due to the mistaken belief that their needs are not the same as for all children or that they cannot be exploited. The risks can be further increased by a lack of empowerment and the potential for social isolation.

²⁷ Children's Commissioner (2015) *Protecting Children from Harm*

Our discussions included children and young people with disabilities and the head teacher of a local special school. We were unsurprised that children and young people with disabilities share the opinion of all the young people that we spoke to that in order to protect themselves, they need more information and understanding about CSE. In speaking to the head teacher of a local special school, we understand that the main issue for educators in this sector is modifying mainstream materials to make the information accessible and ensuring that parents with learning disabilities are also given opportunities to understand the risks facing their children. As an example, we were referred to the easy read version of Barnado's report "Unprotected, Overprotected"²⁸ which uses simple language, large print and a lot of images to make it more accessible for children or their parents with learning disabilities. We also recognise the communication efforts which are required between special schools and pupils and their parents.

In common with national reports²⁹ and the testimony of the victims and survivors who shared their views with us, children and young people felt it was important that they be afforded opportunities to talk alone with trusted adults and that adults are equipped to believe what they are being told and take appropriate action. Awareness raising among adults – parents, family members and professionals – needs to address this issue.

Parents and Families

As part of this Review, we wanted to know what parents and carers already know about CSE. To achieve this, we ran an online survey to ask these and other questions. The results of the survey showed that of the 32 responses an overwhelming majority of parents and carers know that CSE affects both girls and boys, with a small number thinking only girls could be affected. A large majority also strongly agreed or agreed that CSE is a concern in Telford and Wrekin.

The majority of respondents to the survey told us that they receive information about CSE or online grooming from news reports, websites and friends or family. Other less popular sources of information were the Council, Police, School, Voluntary or Community Organisations and GP or health organisations.

The reliance on news reports supports comments made in informal meetings with the Police that the media can, has an important role to play a role in raising awareness in the local community.

In our meetings with children and young people and in feedback from victims and survivors and other organisations, it has been made clear that it is not enough for parents and carers to be made aware of the indicators of CSE. Parents can be daunted by the prospect of discussing difficult or taboo topics with their children but we have discovered that there are already some tools available to encourage and empower parents to find ways to have these discussions with their children and

²⁸ Barnado's (2015) *Easy read version of 'Underprotected, Overprotected: meeting the needs of young people with learning disabilities who experience, or are at risk of, sexual exploitation*

²⁹ Children's Commissioner (2015) *Protecting Children from Harm*

provide frequent opportunities for children and young people to talk to adults about the things that bother them without worrying we will be upset or angry.

For instance, in 2013, in response to concerns following the Jimmy Savile scandal and YouGov findings that many parents never speak to their children about sexual abuse, the NSPCC launched the Underwear Rule campaign³⁰ to help parents teach their children about sexual abuse in an easy to understand way. The campaign suggested that parents "talk PANTS" to their children

<https://www.nspcc.org.uk/preventing-abuse/keeping-children-safe/underwear-rule/>

We heard complimentary support for the Underwear Rule from Team Safeguarding Voice and the Sexual Health Service.

The Sex Education Forum³¹ also provides tips to parents on how to talk to children about sexual matters, including healthy relationships and provides a comprehensive resource list to help parents find suitable ways to talk to their children about a variety of sex and relationship topics.

There is also a wealth of online information available to parents. For instance, the Parents Protect³² website provides information and resources to raise awareness about child sexual abuse, answer questions and give adults the information, advice, support and facts they need to help protect children. PACE³³ - Parents Against Child Sexual Exploitation offers support to the parents and carers of children who are - or are at risk of being - sexually exploited by perpetrators external to the family. They also offer an online learning programme for parents at <http://www.paceuk.info/the-problem/keep-them-safe/>

However, comments from parents and other people we have spoken to have made it clear to us that parents do not want to search for information and reaching out into the community to encourage people to talk about CSE and educate them would be more fruitful since people may not come forward for advice about an issue which is either not high on their radar or because they have an "it won't happen to me" attitude. Respondents to our online survey suggested that the distribution of a short



Figure 1

³⁰ <https://www.nspcc.org.uk/preventing-abuse/keeping-children-safe/underwear-rule/>

³¹ www.sexeducationforum.org.uk/parents-carers

³² <http://www.parentsprotect.co.uk/>

³³ www.paceuk.info

information video could address this and parents have suggested that hearing survivors' stories and increasing local understanding of how the Council is working to protect children would also be helpful. As the current internet presence of the Family Connect service is inadequate, we feel that the creation of a galaxy website for the Family Connect service [and associated promotional campaign] could address many of these issues by providing a 'one stop shop' approach where information about a variety of issues can be easily found alongside information about choosing schools, childcare and activity clubs as well as reporting welfare concerns.

As we have previously mentioned, CSE is considered to be a hidden crime and we are conscious that raising awareness in the community can result in a higher number of referrals and reports of abuse. We are aware from our discussions that professionals need to take the concerns of parents seriously when they report crime. Professionals need to be appropriately trained to recognise exploitation in a variety of forms and contexts and have professional curiosity when reports of the indicators of CSE are received.

Local Communities

CSE affects all communities. As we stated earlier in this report, neither victims nor perpetrators come solely from any particular social, economic, ethnic or faith background. However, we cannot ignore the fact that the convictions in Operation Chalice were of men of British Pakistani heritage. Nor can we ignore the fact that it is believed that there is significant under-reporting of CSE against Asian or Muslim children and young people³⁴. We also acknowledge the findings of Louise Casey BE following her Inspection of Rotherham Metropolitan Borough Council that there was an "archaic culture of sexism, bullying and discomfort around race" at that Council which consequently allowed racial tensions to grow³⁵. We were also concerned that Muslims may have experienced a negative response from other people following reports in the local and national media featuring the involvement of Asian men in CSE and wanted to know how local agencies had responded to this. We also wanted the views of any concerned parents and professionals living in an area associated with CSE. It is for these reasons that we decided to actively seek the views of Muslim groups in the area which was the focus of Operation Chalice.

During these conversations, we discovered that engagement with local Mosques at some key points during Operation Chalice had taken place, but that there had not been on-going support. We heard that the generic use of the term 'Muslim' to describe specific groups or individuals involved in CSE was not helpful and concern that where this does happen CSE may be viewed as a specific issue for the 'Muslim community'. In the aftermath of Operation Chalice, local Muslims had felt somewhat "targeted" and "isolated", in particular due to incidents outside one of the Mosques and an earlier March by the English Defence League (EDL). The Shropshire Islamic Foundation (SIF) is working to address negative perceptions and help young people understand Islam by visiting various schools and scout groups. SIF is also involved in the Telford and Wrekin Interfaith Group (TWIG).

³⁴ The Muslim Women's Network UK (2013) *Unheard Voices: The Sexual Exploitation of Asian Girls and Young Women*

³⁵ Casey, Louise CB (2015) *Report of Inspection of Rotherham Metropolitan Borough Council*

We asked about raising awareness of CSE within faith and community groups and we were told that the Imam at Tan Bank Mosque had addressed the issue of CSE and radicalisation at several Friday congregation meetings and there are specific groups for women to meet and discuss issues. There is also a group at Tan Bank Mosque aimed at teenagers which includes discussions led by a qualified teacher about how to function in society. We were told that physical resources in one of the local Mosques is somewhat limited and that there is very little for young Muslim boys to do after school.

The women's group we spoke to indicated that the Police had talked to them and shown videos about what to look out for to identify signs of CSE and about internet safety, but more information would be welcomed.

In common with parents of all faiths, Muslim parents have concerns about their children's access to Social Media but that there are language and cultural barriers to parents accessing online information which might inform them about how to protect their children. We learnt that one local school offers English Language lessons to parents of its pupils which had proved extremely helpful and the women's group felt that parents of children in other schools needed to be able to access similar facilities.

Since we met with the women's group, the government has announced investment in English language lessons for Muslim women in England. While we acknowledge the controversies surrounding this investment, we also recognise that this funding offer may provide sought-after opportunities that would not otherwise be available. However, ideally we would like to see English language lessons available to all communities in the borough. With good language skills people can know their rights and be empowered to participate in society - get a job, help their children with homework, manage finances, etc. - as well as become more informed to protect their children.

Organisations

Throughout this review, during our discussions with the many organisations we have spoken to and contacted, we have been keen to ensure that training opportunities are available to all staff in order to support their role in tackling CSE. We have consistently been advised that training opportunities are generally good and our key partners' frontline staff all receive training in some form, whether that be face to face or as an e-learning module.

Here at the Council, we have two e-learning modules available to all staff and Councillors, CSE training is a compulsory part of every Councillor's induction, and we are assured by the Police and Police & Crime Commissioner that CSE is a key module of their induction procedures. All health organisations and schools we spoke to provided safeguarding training in some form.

We have not had access to any external organisations' training programmes and, as we are not experts, we cannot comment on the adequacy of training. However, it has been acknowledged that training can always be improved and some frontline staff have indicated that, in some cases, training materials require updating. In

particular, we heard that the Police training module for new recruits needs constant refreshing, that PCSOs would appreciate wider training to incorporate connected crimes, for instance traffic enforcement, and that more tailored training opportunities would be welcomed by GPs and Licensing colleagues. Frontline staff would generally welcome regular updates about referral mechanisms and our discussions led us to believe this would be a particularly useful element of the induction programmes for staff in schools, colleges and academies. This should include teaching assistants and non-teaching staff eg lunch time supervisors.

In terms of wider training opportunities for businesses and organisations, we welcome the roll out of the Say Something if you See Something campaign. The CATE Team and PSCOs also told us about their personal safety concerns when coming into contact with perpetrators, who can often be threatening and intimidating. From these discussions in particular, we recognise how important it is for organisations to assess the danger to their staff and provide personal safety awareness training to complement CSE awareness training. We were assured by West Mercia Police that conflict management and personal safety training is provided for all PSCOs and that no incidents had been reported.

Perpetrators

At our Inquiry Day in March, we had the pleasure of talking to the Probation Service about their work with offenders. We asked if there were any lessons that could be drawn about what might be done to prevent individuals from becoming perpetrators. Whilst this was a difficult question to answer since there are many reasons why an individual might offend, early identification of risk factors was identified as important in preventing the distortion of social norms which could later lead an individual into criminal behaviour. The Probation Service suggested that education plays a key part in developing an individual's recognition of appropriate behavior and understanding of the consequences of their actions. This point was also supported by our meetings with young people who identified that more lessons about sex and healthy relationships would have the effect of both girls and boys developing greater mutual respect while also increasing their understanding of consent and how to behave in relationships.

Online Safety

It is understandable that children and young people want the latest gadgets and technologies and parents may feel that the children are safe at home when playing on mobiles, tablets, home computers and video games consoles. However, online safety is an area of concern but it is not just social media which poses risks, even popular online multiplayer video games can be a danger if access and chat controls are not fully utilised. The internet can provide opportunities for paedophiles and predatory sex offenders: they can hide behind fake photographs and false identities to make friends with children, surprisingly quickly and easily earning their trust. Children will not even be aware that they are talking to someone whose sole aim is to take advantage of them. We were told during the review that the internet is a global play-park and even adults occasionally need to be reminded that if you wouldn't do something in real life in public, it's not a good idea to do it online. Due to increasing concerns about online CSE and indecent images of children, we were keen to find out what steps are being taken to raise awareness of online safety.

When we met with Team Safeguarding Voice[©] we were told that they had written a leaflet on Sexting for the LSCB due to increasing concerns around online safety. The leaflet was so easy to understand that it had been shared with all Primary and Secondary Schools to disseminate to pupils and parents to help them understand the risks and law.

The NSPCC has also created an online guide for parents to explain what children do online and through social networking and how parents can start conversations with their children about staying safe online, and what a parent can do if they are worried about online safety. The guide also includes a specific section and infographic dedicated to keeping children safe whilst playing the popular game Minecraft.³⁶

At the time of writing this report, the Government was consulting on measures that would require all schools to filter inappropriate online content and teach pupils about staying safe including online harm. This also coincides with a further package of measures to help keep children safe online including guidance for parents and professionals.³⁷ Whilst these measures are primarily a response to the rising risk of children being targeted by radical groups, the measures include keeping children safe from cyber bullying and pornography as well as the risk of radicalisation.

³⁶ NSPCC (2015) *Online Safety* [online] <https://www.nspcc.org.uk/preventing-abuse/keeping-children-safe/online-safety/> (Accessed 30 December 2015)

³⁷ <https://www.gov.uk/government/news/new-measures-to-keep-children-safe-online-at-school-and-at-home>

Findings: Information Sharing

Prevention

We have already discussed the awareness raising that has taken place in schools through peer to peer groups like TSV and also in PSHE/RSE lessons. All of the children and young people we spoke to wanted more information to help them understand more about the dangers of CSE so that they could protect themselves and their friends from harm. We have set out in an earlier section the type of information young people want to receive.

Some schools make information available to parents via the school website (eg the information leaflet TSV created on sexting) and the head teacher at one school that we spoke to has also made efforts to engage with parents by holding an evening information session although this was not as well attended as the school hoped. The Council's leaflets about the CATE service are available on the Council website but we have already pointed out that information could be more effectively and accessibly presented through a galaxy website for the Family Connect service.

The Council and its partner agencies have also made efforts to reach the public, including through National CSE Awareness Day and we understand the Council intends to participate in this year's event too.

Protection and Support

Family Connect is the single point of contact (or 'front door') to all children and family services, enabling people to get the right help at the right time. The secure office from which Family Connect operates brings together a range of professionals under one roof enabling people to access information, advice, guidance, support and assistance for all calls received by Family Connect. This includes internal services (Safeguarding, Children & Family Locality Services, cohesion staff, social workers, Children's Disability Team, SEND officer, education officers) as well as representatives from external agencies (including civilian Police HAU staff, Probation and Community Rehabilitation Company, CAMHS, Community Health and Wrekin Housing Trust). The Family Connect Service would benefit from the addition of professionals from substance misuse and mental health services, Jobcentre Plus/DWP and Housing Benefit. Staff offer a triage service for safeguarding referrals and decide the most appropriate course of action but they do not deliver any interventions themselves.

There is an operating protocol for every type of call that comes in. Everything is scripted and the system has alerts and triggers built in so that it raises the level of risk based on information selected within the system. If a call reaches the complex or acute threshold an email will be sent to the safeguarding advisors to review the case. The risks are built into each separate pathway so the system will pick up the different indicators of CSE. If the system registers three records of the same name an alert is sent to the Family Connect group specialist who looks at the reasons why so that the case can be escalated if necessary. Schools have to report children

missing from school for 15 days (the limit is being reduced to 10 days) and the police report all missing children to Family Connect. Every missing report is assessed for links to CSE. Missing reports trigger an automatic alert to say that the child may be in danger. 10 days is still a long time for a school to report a child missing but often the child may come to the attention of other services such as the Police and be picked up before the 10 day threshold.

All contacts coming into Family Connect are logged onto the system and relevant information is passed to Safeguarding. The advisors can react very quickly to check nine different internal systems to find any record of the child. When a safeguarding call (including CSE concerns) reaches the Safeguarding desk, social workers can build up a picture of the child very quickly by initiating a MACE (Multi-Agency Child Enquiry).

Once a MACE is issued, all professionals in the room have to say what they know about a child/young person or a suspected perpetrator as names crop up. Information sharing is protected so that other services/agencies can input information into the MACE and view information related to their service but they cannot see information put in by other services/agencies. Only the Safeguarding social worker can see all the information so they have a complete chronological story for the child on one record and can initiate the appropriate process – ie child protection or CSE pathway.

CSE cases are referred to the CATE Team, or a Risk Panel or Strategy Meeting is convened and the information collected during the MACE follows the referral. In order to release information to people outside the room, consent is required but there is a protocol in place so that partners know that if Family Connect is seeking information or consent, it is linked to a safeguarding issue.

Family Connect does not monitor actions assigned to other organisations – due to capacity issues, they rely on the integrity of the partner agencies to take the necessary action. If actions aren't carried through, parents normally call back into Family Connect and this enables a record to be made on the system where issues have not been resolved.

Uniquely to Telford and Wrekin, if a vulnerability to CSE is identified, Family Connect will pick it up and run with it regardless of age and will make referrals to CATE or work with adult services.

The Family Connect Service has been likened to a Multi-Agency Safeguarding Hub (MASH) due to the co-location of a number of partner agencies, but we understand that a MASH functions on a more operational level to not only quickly and efficiently identify emerging problems but also ensure that the most appropriate response is promptly delivered to safeguard and protect the child. At our first Inquiry Day in March we were told that the only MASH in West Mercia is situated in Herefordshire and that the Police would like to explore the establishment of a MASH or co-location in other areas.

During the course of this review, we heard about the effectiveness of the MASH model to improve safeguarding responses for vulnerable children. However, we also

note arguments that the MASH model is based on normal child protection procedures which we have explained are not suitable for CSE cases. Although there is a clear connection between the two, there is also a distinct difference in that child protection cases are based upon tangible evidence (eg a broken arm) which results in an instantaneous case. In contrast, CSE is indicator based resulting in a different referral mechanism and an assessment of risk leading to protracted investigation of indicators until a disclosure is made.

Both the CATE Team and Police CSE Team supported co-location to facilitate a more dynamic response to referrals. Both felt that co-location would improve information sharing in both directions and the ability to manage risk through quicker and more effective responses which would free up investigation time.

In the absence of a MASH or co-location, the Police told us that the recent creation of the Police CSE Team had created a clear pathway of information between them and the CATE Team, with a proper mechanism for sharing information (via email). The CATE Team play an active part in the identification of young people involved in CSE by gathering information and intelligence to share with the Police. The CATE Team and Police CSE Team both told us how they share information to build association charts of events, names and places which enables investigation to take place. This information is not only used for prosecution evidence in one case, but may also identify other vulnerable young people who need support.

Police Community Support Officers are uniformed civilian members of police support staff. They can be likened to the eyes and ears of the Police on the street. They also have a role to play in providing information for CSE investigations. For instance, they may spot suspicious loitering activity, which they can attempt to disrupt by maintaining a presence in the area or by spotting cruising cars and “tagging” them for subsequent investigation. PCSOs told us that that the majority of cars that are stopped are ‘trade cars’ (not taxis). This means that checks won’t identify who is driving the car as it will belong to a company who may own 50 cars and have insurance for any driver. This makes it that it is very difficult to find out quickly who is driving the car.

When we spoke to PCSOs, they told us they are not informed of operations taking place in their area: they only have information about situations they are dealing with and they do not find out what happens with the intelligence they provide, for instance if they have “tagged” a vehicle, there is no feedback if the vehicle was subsequently stopped. Similarly, PCSOs are also only provided with information about vulnerable young people within their specific area but often information from surrounding areas might be relevant as individuals are not confined to the vicinity of their homes. We were also told that the relay of information between PCSO teams can be delayed by changes in shift, and that information about offender movements (ie into or release from prison) can also be slow.

Both the Police and Crime Commissioner and PCSOs told us that Telford’s Street Pastors also share useful information regarding vehicles suspected of being involved in CSE which helps to build an investigation.

All education providers in the Borough can contact Family Connect to raise safeguarding concerns or share information that may indicate a child or young

person is at risk of CSE. Feedback from schools and further education colleges that had used the Family Connect Service was positive. Members were also given assurance that relevant information was shared when children moved from primary to secondary school or between secondary schools. However, it was raised that information about vulnerable students who have experienced CSE or students who are suspected perpetrators has not always been passed on to the Further Education colleges.

We know that information sharing by health providers is subject to strict patient confidentiality rules and data protection. We also know from our discussions with NHS staff at the Princess Royal Hospital that the difference in the way Welsh Authorities interpret data protection has caused issues when information is sought from Powys. Since our hospitals also provide care for people living in mid-Wales we support any efforts to alleviate this position. Similarly, we also noted that the hospital could encounter difficulties in accessing the medical records of children placed in care in Telford and Wrekin by other authorities and that hospital staff felt that there could be better information sharing taking place across hospital trusts. However, we were pleased to note that the CP-IS (Child Protection – Information Sharing) system, which links health and local authority systems on a national level to flag patients subject to child protection or care plans, was due to be implemented at the Princess Royal Hospital although the roll-out of the system had been delayed.

The CATE Team told us that good links exist between them and the School Nurse Service, health workers and with CAMHS. CAMHS told us that there is a Link Worker allocated to the CATE Team who attends as many of their meetings as possible. The meetings clash with CAMHS Team meetings so in advance of the CATE meeting, the Link Officer receives names and risk assessments from CATE to check against the CAMHS caseload and if any are flagged up, the CATE meeting is prioritised. Information is shared at meetings and recorded in the young person's file. Information can be shared in both directions; mainly it is CATE referring people to CAMHS but there have been cases where CAMHS have made referrals to CATE where CSE has come to light during counselling but consent must be gained to share information unless there is a safeguarding issue.

Although Family Connect told us that GPs make appropriate referrals, the CATE Team told us that obtaining information from GPs can be difficult. CAMHS also told us that if a young person presents to their GP for a referral to CAMHS after their case with the CATE Team has been closed, the referral often only makes reference to current difficulties the young person is experiencing and makes no mention of their past involvement with the CATE Team. The CATE Team feel very strongly that CSE is a safeguarding issue and that the same level of access to information should apply. At the time we spoke to the Team, they told us that work was in progress to develop a process to bring notification to GPs about young people allocated to the CATE Team into line with the notification process in Child Protection matters.

GPs expressed some frustrations about the referral mechanism to CAMHS and Early Intervention Services through Family Connect but we were assured by GPs that this was being addressed and the system was otherwise considered very good.

Disruption and Prosecution

We have found that organisations in Telford and Wrekin are working well together to share information about known cases of CSE. However, as we have set out, we also understand that the number of cases of CSE are far greater than the number of cases that have been identified by statutory organisations. During this review, we have found opportunities to strengthen information sharing between organisations to inform disruption and prosecution of crime related to CSE. Further detail of our findings relating to disruption and prosecution are set out in pages 49-57 of this report.

We were reassured to hear that Council Licensing Officers are involved in the CSE Strategy Group and the operational Task Force and that there is an information sharing protocol with the police and co-operation during investigations so that an investigation is not compromised. Officers also told us there are clear lines of communication between Telford & Wrekin and Shropshire Council on taxi issues. Post-Rotherham, there have been joint meetings between the Chairs of the Licensing Committees and there is an attitude of 'that's not happening on my watch' among the Councillors.

However, we were very concerned by eyewitness accounts from the Street Pastors about suspicious activity by predatory vehicles – including Private Hire Vehicles (PHVs) – around the night time economy and in particular around clubs on under-18 nights. They had witnessed occupied vehicles parked in known spots near the clubs or driving around to find young people who may be particularly vulnerable as a result of alcohol or drug use. The registration numbers of suspicious vehicles are logged and passed to the police for them to act on. We would like to assume that details relating to PHVs are shared with the licensing authorities but to ensure this happens we have made a specific recommendation that this must be done.

Officers in Telford & Wrekin and Shropshire identified the need for a common database for local authorities to share information about taxi drivers. When taxi drivers apply for a license, they have a duty to disclose licenses held with other authorities or if they have had a license revoked by another authority. However unless the applicant makes a voluntarily disclosure, there is no IT system for authorities to check information held by other authorities. We discuss this further in pages 50-51 below.

We were very concerned by evidence from officers in Shropshire that information which could help licensing officers build a picture of an applicant to inform a licensing decision may not be disclosed in an enhanced Disclosure and Barring Service (DBS) check. Disclosure of information must meet 'pressing social need' criteria, so for example involvement in a domestic abuse incident would not meet the criteria if the incident took place at home and not in course of the person's taxi driving duties. Further, information for DBS checks is filtered by the national DBS team and taxi drivers are deemed to be lower risk than other employment categories which can also compromise disclosure of information. Officers in Shropshire had raised the matter to no avail and other authorities have expressed similar concerns. We have urged in our recommendations that the DBS reviews the guidelines at national level.

As mentioned earlier, a key issue identified by Licensing Officers in Telford & Wrekin and Shropshire was the need for a system to record and analyse soft intelligence relating not only to taxis, but also to premises to identify patterns of activity and develop an intelligence-led approach to prevention and disruption.

The Committee has recognised the excellent work of Family Connect in terms of sharing information via the Multi-Agency Safeguarding Hub. However, records relate to people rather than premises or taxis. The CSE Task Group had been considering the appropriate platform to develop a database for recording information about premises and taxis and we are suggesting IDB, originally developed for use by Trading Standards, should be considered for this purpose. Many local authorities are at the early stage of developing intelligence databases; IDB is accessible to all subscribing authorities (most authorities subscribe) and would enable relevant data, including taxi related data, to be accessed by other authorities. (The Law Commission recommended implementing a national database for taxi information but this has yet to come to fruition.) We have been told that the police do not currently subscribe to IDB and this would need to be addressed and the database would need to link to the systems at Family Connect.

Key to success of this approach is that all Council staff visiting licensed premises or working in places where young people congregate understand the importance of recording soft intelligence which may not seem significant in isolation but is crucial to building up a picture of CSE activity. This approach to gathering and recording soft intelligence needs to become embedded into officers' roles.

Post-Prosecution

Representatives of the Probation Service explained to us that information was generally shared with them through the Multi Agency Public Protection Arrangements (MAPPA) process. When an offender is due to be released from custody, partner agencies (including the police, social workers, housing and mental health) formally come together to assess the offender and create a management plan for their release. This process was rated very highly and we were told that good links between the majority of parties existed, although increased attendance by representatives of the UK Border Agency, would be helpful to improve knowledge or information about Deportation Orders.

We had some concerns about housing for ex-offenders and how victims can be protected from coming into contact with their abusers when they are released from prison. We were told that it is highly unusual for the Probation Service to suggest that a high risk offender reside in the same area as their victim(s). It is more usual for a person released from prison on license to be directed to live in an approved premises, for example for a 12 week transitional period subject to license conditions which may include a curfew and drug and alcohol tests. The only approved premises in the area is Brady House in Worcester. Over this 12 week period the Probation Officer works with the Police to see where the person might be placed – still subject to license conditions. These conditions receive input from the Victim Liaison Officer and may stipulate that the ex-offender is excluded from a particular

place although sometimes being too specific can be counter-productive and it is better to say that contact with the victim must not be made.

We were assured that if a property had been converted to a sub-standard condition, it would not be considered suitable and would not be approved. Also properties located too near the victim would be seen as unsuitable. The Probation Service told us that, in the case of Houses in Multiple Occupation (HMOs), local police are helpful and share information about who else is in the accommodation but it can be a struggle to obtain the same information in other policing areas.

We also approached the Wrekin Housing Trust to ask them about their safeguarding practices. Unfortunately, the Trust were unable to meet with us in person but they did offer written assurances that instances of anti-social behaviour at their properties are recorded and any associated safeguarding concerns are reported to Family Connect and Neighbourhood Delivery Groups.

The Probation Service also made us aware that reforms to the Probation Service has meant that information on low-risk and some medium-risk offenders is now held by private Community Rehabilitation Companies (CRC) on separate computer systems which restricts the information available to them. At the time we met with the Probation Service, this was a fairly new arrangement and we have not had the opportunity to meet with representatives of any local private Community Rehabilitation Companies for their views.

Findings: Protection and Support

CATE/CSE Care Pathway

In Telford and Wrekin, the LSCB oversees a partnership approach to CSE which has led to the development of a unique framework of strategic and operational management. This approach began, as we set out earlier in the report, as a response to the proactive approach to safeguarding which culminated in Operation Chalice. It is called the 'CATE Care Pathway' or 'CSE Pathway'. This approach has been designed to fit the unique challenges of CSE rather than trying to fit CSE into the usual child protection procedures

Young people at risk of CSE may not meet thresholds for a Section 47 investigation under the auspices of the Children Act 1989 or, due to the nature of their abuse, normal child protection routes are inappropriate. Young people who are at risk from CSE typically will not effectively engage with social workers or police officers especially in response to the first professional intervention relating to CSE. Young people who have been groomed may not even recognise themselves as a victim or may have learned a conditioned denial response and reject initial offers of help or support.

Initially, when a referral is received by the Council's Family Connect Service, we were told information is assessed by the Safeguarding Lead and then routed to either Child Protection or the CATE Team if CSE is considered to play a part in the situation. One of the CATE Team will be allocated to the case and they will undertake an initial risk assessment with the young person and other agencies. Within six weeks, a Multi-Agency Risk Assessment Panel is convened at which all agencies are required to attend to consider the report of the CATE Practitioner, Police intelligence and information from other agencies relating to the case. The Risk Panel agrees the level of risk – Low, Low-Medium, Medium, Medium-High or High – which determines the level of intervention and immediate action required. If risk is assessed as 'red' (high) or 'amber' (medium), a Strategy Meeting will take place, attended by all partner agencies, with the aim of creating a safety plan, supporting parents and taking action against the perpetrators. Strategy Meeting Reviews take place to keep plans and risk assessments up-to-date until a resolution and exit strategy have been achieved. If it is believed at any stage that a parent is failing to protect their child, Child Protection procedures will take over. However, if parents are trying to protect and support their child, they will be involved in the process.

During this process, the role of CATE Team Practitioners is to support young people who are considered vulnerable or at risk of CSE. The CATE Team are Youth Workers, not Social Workers, who work with young people to build trusting relationships, challenge their perceptions and overcome their resistance to support by helping them recognise that they are being sexually exploited. The process can be difficult and lengthy and it can take professionals a long time to build up enough trust to overcome a young person's resistance to being helped and supported to exit an abusive situation.

The work of the CATE Team has been commended throughout this review, and the approach to working with the victims and joint work with West Mercia Police was instrumental in the success of Operation Chalice. We are satisfied that the CATE/CSE Care Pathway approach, which is regularly reviewed by the LSCB for effectiveness and improvement, is the most appropriate way to safeguard young people who have been identified as vulnerable to or at risk of CSE.

However, throughout our discussions it has become clear to us that victims and survivors and their families, frontline staff and some organisations are not fully aware of the range of support available through the Pathway or how and when each element of support should be accessed. For instance, some parents of victims and survivors told us that they had felt passed from “pillar to post” and the ISVA service explained how they should be involved early in a case. The flowchart we were shown to explain the CATE/CSE Pathway does not include the range of support available to victims, survivors and their families. To this end, we feel it would be helpful if the support available from the full range of organisations was mapped. This information should be provided to organisations and victims and their families to more fully explain how and when relevant services fit into the CATE/CSE Care Pathway approach, and how services should be accessed.

Children in Care / Children and Young People who are Missing

The Children and Young People Scrutiny Committee had previously undertaken a review on the childcare placement strategy in 2013. This included recommendations to encourage co-operation between police and providers and ensure that the Council gives all providers information about support services they could access to help the children in their care, to ensure that robust systems are in place for statutory return interviews for children and young people who are missing and that quality assurance systems are put in place by Independent Reviewing Officers for the review of care plans.

Therapeutic Support

Since an inherent part of this type of abuse is that young people do not recognise themselves as victims, accessing vital early support can prove difficult.

Following identification of mental health issues during risk assessments, victims of CSE may be referred to CAMHS to carry out a mental health assessment. CAMHS do not accept direct referrals, referrals are made by Family Connect or Princess Royal Hospital in emergency self-harm cases. The outcome of the initial assessment depends on the engagement with the service by the young person, whether there are any mental health concerns and whether these are severe and impacting on them day to day. The threshold for CAMHS is that the young person is suffering from severe, complex, pervasive and persistent mental health problems. There is no specific criteria for diagnosing mental health needs in CSE cases and diagnoses are around the presenting mental health issues.

It may be that CAMHS is not right for the young person at the time, but may be helpful at a later stage. In these cases, a letter is sent to the person who made the referral to inform them of the outcome of the assessment and that they should make another referral should things change or the young person is able to engage. A letter is also sent to the young person's family to notify them of the outcome of the assessment and to let them know that they can ask to be referred again at a later date depending on concerns and appropriateness. The letters are not followed up because the service lacks capacity to do so. We were concerned that victims and survivors may not request a second referral and therefore not get the support they need.

CAMHS told us that establishing and maintaining a therapeutic relationship is vital in the first instance. The outcomes of therapy are far better when a young person is ready and wants counselling and it is not being forced on them. CAMHS do not prescribe a set number of appointments or sessions. However, the situation is reviewed after a number of sessions and in cases of CSE the number of sessions can be more open ended due to the nature of the client group and depending on the severity of mental health difficulties, as there are usually complex issues.

There are a number of therapies available including:

- Talking therapies such as Cognitive Behavioural Therapy (CBT)
- Person centred work, solution focused brief therapy
- Eye Movement Desensitisation & Reprocessing (EMDR) This is a psychotherapeutic procedure developed to treat traumatic or "dysfunctional" memories and experiences mainly used in the treatment of Post Traumatic Stress Disorder
- Occupational Therapy
- Medication is not normally the first route in the therapy, but maybe prescribed if necessary at a later stage of treatment

If a young person wants to talk when their allocated clinician is not available, there is a duty clinician to provide cover or the young person may choose to wait to see their own clinician. If the young person is in crisis, the allocated clinician is contacted if they are available or a message is left for them to call them back.

We were informed towards the end of our review that the NHS is re-commissioning emotional health and wellbeing services for children and young people aged 0-25.

Young people who do not meet the threshold for CAMHS, may be referred to Axis Counselling who provide psychological help for victims of childhood sexual abuse, rape and sexual violence as well as providing the local ISVA Service. Axis Counselling employs 10 therapists. As discussed previously in this report, there is significant demand for this service resulting in long waiting lists. All clients receive an initial assessment appointment within 10 working days and contact is maintained with clients on the waiting list. We understand that the availability of therapeutic support for victims and survivors is not just a local issue and that this has been

highlighted by Professor Alexis Jay one year after her report into abuse in Rotherham and by Scrutiny Reviews in other local authorities.^{38 39}

The support provided by Axis Counselling is not unlimited. Therapists use monitoring tools to assess clients' progress and Axis Counselling told us that most clients can receive the support and help needed within 18 sessions. If a case is particularly complex, eg involving gang rape, it is acknowledged that those clients may need support for up to 2 years. We recognise that it is clearly not always in a client's long term interest to require prolonged or indefinite support.

Axis Counselling told us that clients who access the service may not initially present as victims of CSE but their experience is revealed by later sessions. Similarly, clients may access the service about historic child abuse but during counselling it emerges that they have actually been raped more recently.

Axis Counselling offers a service called "Axis Link" which works with family members and partners who often find the client's situation difficult to understand. Axis link offers 6 sessions to family members or partners. Sometimes, through this support, it emerges that there is intra-familial abuse or that a family member has also experienced abuse.

The CATE Team told us that there are a lot of young people who may benefit from therapeutic counselling, but they don't meet the diagnostic threshold for the service. For those young people at risk of abuse but who fall below the diagnostic thresholds of CAMHS or Axis Counselling, there is nowhere else for them to go. The CATE Team do their best to find help for the young people that they work with, but it is a very frustrating and often unfruitful process.

The CATE Team explained that services with a lower threshold to access services, such as Relateen which provides counselling around relations and low self-esteem, do not provide a specialist service for victims of CSE who are struggling with the trauma that this form of abuse causes.

We have become aware that there are a range of organisations that can provide support to victims and survivors of CSE and that people who are affected by CSE do not always understand what support is available or how to access it. We also heard that there can be confusion about the role of the CAMH service and that it would be helpful to make clear the role of the CAMH service in diagnosis of mental health issues and in providing intervention or ongoing support.

³⁸ Birmingham City Council Scrutiny Review Report, We Need to Get It Right, A Health Check into the Council's Role in Tackling child Sexual Exploitation, December 2014,

³⁹ Buckinghamshire County Council, How Are We Preventing Child Sexual Exploitation and Supporting Young People in Buckinghamshire? 2015

Sexual Health

Some survivors of CSE told us that they had concerns about how easy it had been for them to regularly access emergency contraception and abortion services without challenge.

The Sexual Health Service told us that patient records follow an individual which allows safeguarding concerns flagged in the record to be raised with them when they present at clinic. If a professional has concerns about a patient, they will raise them during the consultation and, if the patient is accompanied, the professional will insist on some time alone with them. It is unusual for the Sexual Health Service to be the first agency to make a safeguarding referral – normally patients would already be known to Family Connect or the Police. Additionally, we were reassured that professionals have a lot of tools available to them to overcome issues with people using a false identity and to work with a patient to try to find the truth. Despite this, the most important thing is that the patient walks away having received the service and is not scared off.

We were further re-assured that the Sexual Health Service doesn't have an age limit for safeguarding and an automatic 'phrase of competency' isn't assumed. This means that it is not automatically assumed that someone over 16 has the maturity, capacity or choice to give consent.

The GP representative we spoke to told us that learning from Operation Chalice has resulted in significant improvement in awareness among GPs who are now primed to at least highlight risky behavior, offer regular contraception and prompt a visit to the sexual health clinic.

Public Health Commissioners told us that extensive training has taken place with pharmacies on emergency contraception and screening/testing, which has included information regarding referral to Family Connect for safeguarding issues. There are also safeguards in place if C-Cards⁴⁰ are used too frequently. We were given assurances that local mainstream agencies providing sexual health services (eg Terence Higgins Trust, Community Pharmacies, GPs) are similarly aware of Family Connect and referral mechanisms.

We were also pleased to hear that the Public Health Commissioner has been involved in the commissioning of the CCG's tender for the contract for termination services so that links to contraception and sexual health can be built into the specification.

⁴⁰ A 'C-Card' or 'Condom Card' allows young people to access condoms for free by showing the card at certain local access points.

Findings: Disruption

West Mercia Police

We also recognised that it is important that information is shared to enable the police and other enforcement agencies to disrupt the activity of perpetrators. However, the complexity of this work became apparent as it was explained that it is important that disruption activity does not compromise the investigation of cases that will be prosecuted. West Mercia Police assured us that the safeguarding of victims and potential victims is the priority.

We were told by West Mercia Police that the disruption strategies used in Telford and Wrekin include:

- sharing information about young people who go missing, victims of CSE and perpetrators
- Training of officers on CSE markers
- Using information about CSE to inform the work of patrolling officers and Safer Neighbourhood Teams
- Working with partner organisations to understand relationship issues for young people
- Working with educational organisations
- Engaging with the business community to encourage reporting
- Analysis to identify children and young people who are more likely to become victims of CSE
- Understanding trends and events that impact on understanding and investigation of CSE
- Issue Abduction Warning Notices where appropriate
- Arrest perpetrators where disclosures are made

Licensing

There has been a growing recognition of the potential for local authorities to make greater use of licensing and enforcement powers as tools to prevent or disrupt CSE. In October 2014 Osfted's report 'The exploitation of children: it couldn't happen here could it?' found that '...disruption does not depend solely on the police. Most local authorities are beginning to realise the potential of developing a more joined-up approach to disruption through better sharing of information and by making full use of the powers available to the local authority and its partners. This includes better use of enforcement powers in relation to the licensing of taxi drivers and fast food establishments.'

A key focus of work in local authorities has been on taxi licensing although the use of wider licensing and public protection powers are being increasingly considered in relation to tackling CSE. We met Licensing and Enforcement officers at Telford & Wrekin, and at Shropshire Council, to find out how they were responding.

Taxi Licensing

Licensing policies

The use of taxis for trafficking and exploitation has been a feature of CSE cases around the country. The Casey report highlights failings by Rotherham MBC to take steps to ensure only fit and proper persons are permitted to hold a taxi license and to properly investigate complaints.

In 2010, most taxi operators and drivers then working in the borough re-licensed in Shropshire in protest at an increase in taxi fees to cover the cost of service. This had given rise to concerns that taxi licenses which may have been refused by Telford & Wrekin were being granted by Shropshire and that, with the exception of plying for hire violations, Telford & Wrekin lacked powers of enforcement over drivers operating in the borough but licensed in other areas. The Law Commission in May 2014 highlighted enforcement difficulties associated with vehicles working outside their licensing area and the consequent risk to customer safety. The Commission recommended that licensing officers should be able to undertake certain enforcement action on taxis licensed outside their area (including suspending a license and recommending sanctions to which the 'home' authority must have regard) but a draft Bill has yet to come to Parliament. Further, deregulation enacted on 1 October 2015 allows Private Hire Vehicle (PHV) operators to hold licenses with more than one authority and to sub-contract bookings to drivers licensed in other licensing areas adding complexity to enforcement activity.

Taxi driver and vehicle fitness conditions are for each local licensing authority to decide and can vary considerably from area to area. In granting a taxi driver's license the licensing authority is required to satisfy itself that the applicant is a 'fit and proper' person. The definition of 'fit and proper' is not defined by statute thus allowing scope for local interpretation. Authorities can also exercise power to suspend or revoke licenses on the 'balance of probabilities' rather than meeting higher evidentiary thresholds required by a court of law (although decisions can be overturned by a magistrate) giving greater scope to exercise sanctions where there are grounds for concern.

We heard that Telford & Wrekin has a history of robust taxi licensing processes compared to other authorities and that policies had been reviewed and strengthened in the light of reports on Rotherham with additional driver checks being introduced. There was a prevailing view that Telford & Wrekin's licensing policy was more robust than Shropshire and whereas this may have been the case until recently, Shropshire Council spent 18 months carrying out a whole scale review of the Hackney Carriage and Private Hire Licensing Policy culminating in the introduction of a revised policy in April 2015.

The revised policy and licensing conditions are significantly more robust and mark a change in Shropshire's stance on licensing – more hard-line, and placing greater responsibility on the trade for safeguarding. The revised policy was acknowledged by officers at Telford & Wrekin as now being more robust than Telford & Wrekin's. There is much to commend in the new policy, notably the inclusion of The Child Exploitation and Trafficking of Children and Young People section which provides information for taxi drivers and operators to help them identify and report concerns about child safety particularly related to CSE, and a specific requirement for operators to have a suitably trained Designated Person with specific responsibility for safeguarding as a condition of licensing. Tougher vehicle fitness standards, more rigorous 'fit and proper', 'right to remain' and reference checks, fixed internal plates on the passenger side of the windscreen and driver ID badges are some of the other areas strengthened. The Policy has given officers more confidence to make tougher licensing decisions which are less likely to be overturned by magistrates on the grounds that the decision does not follow policy.

The Law Commission has recommended the introduction of consistent national standards for taxi licensing conditions and we have made a recommendation about this. However, in the absence of national legislation we feel that as a minimum, Telford & Wrekin's and Shropshire's policies should be aligned to discourage drivers 'shopping around' for authorities with less rigorous standards. It was noted that there had been a trend of operators and drivers re-licensing in Telford since the introduction of tougher standards in Shropshire.

Officers in Shropshire felt that what would really make a difference would be for Telford & Wrekin to introduce an emissions standard test; older vehicles are less likely to meet the emissions standard and require operators to invest in newer vehicles – this has the effect of discouraging people buying cars cheaply at auction, licensing them as taxis and then using them as a front for organised crime. We have made a specific recommendation about this, although recognise that introducing the emissions test would require investment in air quality testing and if the same result can be achieved in other ways we would welcome creative thinking. To work most effectively, taxi licensing policies should be aligned across a wider geography and it would be worth considering how this could be done with other neighbouring authorities.

Taxi driver training and reporting mechanisms

Our starting point is that the overwhelming majority of taxi drivers are law abiding people. Taxi drivers are well placed to act as the 'eyes and ears' in local communities and can be a good source of intelligence if they know what to look out for and, importantly, if they can be confident that they can report concerns without fear of reprisal.

We were pleased to hear that all new drivers being licensed by Telford & Wrekin receive CSE awareness training using the 'Say Something if You See Something' toolkit (produced by the NWG Network and the Children's Society to support work with retail, transport, leisure and hospitality businesses to protect children from child sexual exploitation) and that the programme would be rolled out to all existing taxi license holders as well as other licensed businesses. Shropshire Council has

developed bespoke taxi driver training as a condition of licensing which includes CSE awareness, the responsibilities of taxi drivers for safeguarding and working against CSE, how to keep themselves safe, who to report concerns to and specific training for drivers carrying young passengers – there could be a benefit in comparing the training to see if any learning can be drawn from this – and we have made a recommendation about this.

We were pleased to hear that the CSE Task Force was looking at the option of setting up a Hotline for drivers to report concerns anonymously and we have recommended that this is implemented to encourage reporting. (As noted earlier, Shropshire’s policy requires operators to have a nominated safeguarding contact and this could also be considered in the review of licensing policies.)

Other licensing issues

Licensing policies and awareness raising

The fourth licensing objective under the Licensing Act 2003 is to protect children from harm. The Children’s Commissioner’s inquiry into CSE identified hotels, bed and breakfasts, shops and food outlets as key locations in which abuse takes place. The Say Something if You See Something campaign and toolkit mentioned earlier helps staff in these businesses to recognise the signs that sexual exploitation is taking place and sets out what action they can take in response.

We have recommended the continued roll out of the campaign in Telford and Wrekin. Shropshire intends to go a step further by developing bespoke policies for licensed businesses where people may come into close contact with young people to strengthen safeguarding requirements and responsibilities. We have recommended that Telford & Wrekin carries out a similar review of policies to strengthen conditions around safeguarding. We were particularly concerned by eyewitness accounts from the Street Pastors of risky behavior of young people around under-18 events in nightclubs, often involving alcohol or drugs, making themselves vulnerable to predators. We have made some specific recommendations aimed at strengthened licensing conditions and better regulation of events to keep young people safe.

Staff training

We were pleased that officers in licensing and enforcement were receiving CSE awareness training. However, the issue had been raised that the training focuses on recognising signs of CSE in victims rather than in premises. We were assured that this was being looked at and have not made any specific recommendations about this but would urge that this gap is filled and that the training should be provided to all Council staff who visit licensed premises or who work in public places where young people congregate.

Further, it may be useful for officers to consider developing a Licensing and Enforcement Disruption Toolkit (similar to that used by West Midlands Police to bring together all the policing powers that officers can deploy to disrupt CSE) focused on local authority powers. This may already exist but we could not find any

examples in other authorities. It may be something to explore further with peers in other authorities to share information and ideas about how powers can be applied to good effect.

Findings: Prosecution

At our Inquiry Day in July, we had a very enlightening discussion with the Deputy Chief Crown Prosecutor for the West Midlands area about the way the CPS works with the Police and the prosecution of CSE-related crime. We do not propose to reiterate the public minutes of that conversation here but we will instead draw attention to particular aspects of the discussion.

The CPS is the main prosecuting authority in England and Wales. The Police have powers to prosecute some low level crime, such as low level road traffic offences and more low level offending. All other offences, including sexual offences and cases of CSE, are referred by the Police to the CPS for consideration of whether to commence prosecutions and thereafter the prosecution process.

The CPS is arranged in 13 areas across England and Wales, each headed by a Chief Crown Prosecutor. The West Midlands Area, consists of the counties of Warwickshire, Shropshire, Hereford and Worcester, Staffordshire and the metropolitan area of West Midlands (including the cities of Birmingham, Wolverhampton and Coventry). The West Midlands Rape and Serious Sexual Offences (RASSO) Unit operates from Birmingham with the support of 16 specialist prosecutors and a number of case workers and administration staff. Specific criteria applies to the appointment of in house and independent barristers instructed by the CPS to prosecute these cases at court, all are required to have received specific training in this field. The protocol under which the Unit operates is publicly available on the CPS website. Under this protocol, the CPS strives to provide continuity of advocate to work with the police, victim and witnesses and arrange special measures for victims at court.

Legislation

As we stated at the outset of this report, there is not a specific crime of CSE. The CPS representative for the West Midlands region, West Mercia Police and the Police and Crime Commissioner all consider that current legislation offers sufficient opportunity to prosecute perpetrators. The CPS told us that CSE generally captured offending relating to assault and sexual offences for which a raft of legislation existed.

Most cases of CSE include a number of offences, eg drugs, trafficking and sexual offences. These crimes are covered by the Sexual Offences Act 2003, Offences Against the Person Act 1861 and various drugs legislation. Legislation is regularly reviewed and the Sexual Offences Act 2003 has been extended to include numerous offences, which are specific to various different scenarios of offending. CSE cases are broken down into elements (or 'counts') and, while this may not seem the most logical approach for a lay person, we are assured it is not confusing to the legal mind.

Each piece of offending is broken down into separate 'counts' on the overall indictment lodged against the perpetrator, this allows the case to be presented to the

court in the form of a chronological 'story'. For example, the case may begin with grooming, which would be the first 'count' in the 'story', followed by a move onto drugs offences (the second 'count') and then the third 'count' of sexual assault followed by a fourth 'count' of exploitation. This approach means that it is possible for a jury to convict on some or all of the 'counts' in the case. The CPS told us that if there was a single offence of "Child Sexual Exploitation" this breakdown and conviction in parts would not be possible which may affect conviction rates.

During the course of this review, we welcomed the removal of references to the term 'child prostitution' from UK legislation. The Serious Crimes Act 2015 replaced this term with references to the sexual exploitation of children⁴¹. We believe this goes some way towards changing attitudes about this type of abuse and recognising that the children and young people involved in exploitative abuse are victims.

Building the Case

It is important for the Police and CPS to work together from the outset so that evidence and lines of inquiry can be examined and a case built around them from the start. Child Sexual Exploitation cases grow very quickly and making a strong case in a proactive way is more conducive to a positive outcome due to the time constraints that apply. We were informed by West Mercia Police that the issues identified by the HMIS National Child Protection Inspection for West Mercia⁴² regarding the timeliness of submissions to the CPS and the CPS timescales for charging decisions were directly related to work load.

Victims and survivors told us that any trust established between the police and victim can break down during the lead up to a court case – even if the relationship with individual officers has been good. One reason given for this was the perception that the focus of the prosecution was not on getting justice for the individual but on building a high profile case and getting a conviction. We believe that the early involvement of the ISVA Service or Witness Care Unit is imperative to provide victims and witnesses with an appropriate contact to look after their needs and to ensure that they receive care and understanding throughout the criminal justice process.

In addition, the Code of Practice for Victims of Crime is the statutory code which sets out the minimum level of service victims should get from criminal justice agencies (including the police, Crown Prosecution Service, Courts Service and the Probation Service). The Witness Charter also sets out the standards of care a person can expect if they are a witness to a crime or incident in England and Wales.

⁴¹ Home Office (2015) *Serious Crime Act 2015 Fact sheet: Overview of the Act*

⁴² HMIC West Mercia - national child protection inspection (2015) available from: <http://www.justiceinspectorates.gov.uk/hmic/publications/west-mercia-national-child-protection-inspection/>

Conviction Rates

The CPS told us that CSE cuts across a number of different offences: rape, child prostitution, sexual assault, grooming and assault and the CPS does not flag or collect specific data on CSE as a result, although the West Midlands area was looking into a local auditing system until a national flag was created. Data on rape and sexual offences is not broken down to show child victims, since a key question would be how far the breakdown should go towards identifying familial abuse or grooming by gangs or individuals.

The West Midlands CPS told us they are generally successful with prosecutions for sexual offences, with conviction rates above the national average placing the unit in the top 5 of the 13 CPS areas. The CPS shared their conviction rates for 2014/15 with us and these are detailed in the Table 3 below.

Table 3

CPS Rape and Sexual Offences Performance Data for West Mercia

	Conviction Rates					
	Q4 13/14	Q1 14/15	Q2 14/15	Q3 14/15	Q4 14/15	National Q4 14/15
Rape	56.8%	58.5%	61.3%	63.6%	64.9%	56.9%
Sexual Offences	82.8%	86.1%	86.7%	87.4%	85.8%	77.5%

The remaining cases are not necessarily unsuccessful because a case has been lost as there are many other reasons a case can fail. For example, the victim may not have attended Court or the defendant might have died before the trial.

Whilst conviction rates are above the national average, victims and survivors have told us that they think sentences are too lenient and longer prison terms would act as a deterrent for crime. The young people we spoke to also thought that education about CSE should include the implications of crime for offenders so that prison sentences and the implications thereof can be better understood and deter potential offenders from committing the crimes encompassed by CSE. Some victims / survivors of CSE said that the sentences for perpetrators of CSE should be longer. We have not made any recommendations regarding the length of sentences as this is part of the judicial process but want to make sure that the concerns of the victims / survivors are fully conveyed.

Lessons Learnt

We have been informed that centralisation of the CPS has facilitated sharing good practice and learning. A monthly review of failed cases is undertaken to ascertain any points of learning and the Police are also offered training and sharing in lessons learned. Learning is also shared via the regional RASSO Forum.

We are conscious that for many victims involved in Operation Chalice, the Court process had been extremely traumatic so we wanted to know what the CPS has

done to gather feedback from victims. The Deputy Crown Prosecutor advised us that the CPS had run a valuable session in which a victim had been invited to talk to them about their experience and perspectives. The Witness Care Unit also undertakes surveys with victims after Court.

When we met with the CPS, the public consultation on the draft CPS Guidance on Speaking to Witnesses at Court had recently closed. This consultation included consideration of engagement with victims and witnesses before trial and the implementation of special measures. Following consultation, the guidance has been broadly accepted although it is disappointing to note that many of the consultation responses were from within the legal profession or made by external organisations rather than individuals (ie victims)⁴³.

Sentencing and Release from Prison

Sentencing guidelines are fixed by the Sentencing Council after consultation with relevant statutory organisations and the public. These guidelines help judges and magistrates to decide the appropriate sentence for a criminal offence, after taking into account any factors which may affect the levels of sentence, for instance the harm caused to the victim and how culpable the offender is. The Sentencing Council raised sentences in its guidelines for sex offences (including CSE) in 2013⁴⁴. There are a vast range of sexual offences listed in these guidelines, with sentences which vary from community orders to life imprisonment. Exploitation offences currently attract a maximum of 7 years' custody, meeting a child following sexual grooming can attract a custodial sentence of 1 to 7 years and trafficking for sexual exploitation can attract a custodial sentence of up to 12 years. Custodial sentences of between 4 and 19 years' can be applied in rape cases or, in severe cases, over 20 years.

⁴³ CPS (2015) *Guidance on Speaking to Witnesses at Court* [online] http://www.cps.gov.uk/consultations/speaking_to_witnesses_at_court_responses.html#a09 (Accessed 6 January 2016)

⁴⁴ Sentencing Council (2013) *Sexual Offences: Response to Consultation* [online] <http://www.sentencingcouncil.org.uk/publications/item/sexual-offences-response-to-consultation/> (Accessed 18 January 2016)

A person is automatically placed on the **Sex Offenders' Register** if they have received a conviction or caution for the sexual offences set out in Schedule 3 of the Sexual Offences Act 2003 (which includes offences related to child sexual exploitation) or if they are made the subject of a Sexual Harm Prevention Order or Sexual Offences Prevention Order. This means that when offenders are released from prison, they are required to notify the Police of their whereabouts and other personal information. The Police monitor this information and may inform local head teachers, doctors, youth leaders, sports club managers and landlords about the person's movements.

Offenders who have been subject to a custodial term of 30 months or more are subject to the notification requirements for an indefinite period. For shorter sentences, community orders or cautions the period over which the notification requirements apply varies. The Court has no discretion in respect of these rules and a Court Order is not required: the Court's role is simply to inform offenders of the requirements. If an offender fails to comply, a prison sentence can be imposed.

Offenders can apply to be removed from the register 15 years after their initial registration following their release from custody. The Police consider such applications against guidance on the risk to public safety provided by the Home Office and the National Police Chiefs' Council.

The Probation Service told us that upon conviction or upon becoming subject to a Sexual Offences Protection Order (SOPO), the pre-sentencing report for offenders convicted of offences related to CSE normally recommends that the person should be subject to a SOPO for life and be put on the Sex Offenders Register. This means that even when the Probation Service's work with an ex-offender ends, they remain on the police radar.

Probation Officers carry out risk assessments on individuals in order to pinpoint attitudes and behaviour that need to be addressed through rehabilitation and, when offenders are released on license they have to join support groups which look to address the underpinning reasons for offending. License conditions are related to the type of offence which has taken place. For example, if someone has been convicted of viewing child pornography, conditions might include no internet access, or not to delete the computer browsing history or even not be allowed to own a computer. Computer use can also be monitored by the Police.

If an offender breaks their license conditions, they can be recalled to prison.

Findings: Capacity and Resources

We are conscious that we have conducted this Review against a backdrop of dramatic cuts in public sector expenditure. The Council and many of its partner agencies are facing stark budget challenges over the coming years. The LSCB gave us assurances at our Inquiry Day in March 2015 that there had been no diminution of input from partners as a result of budget cuts and that partners would seek to preserve budgets as long as possible. However, during the course of our discussions, we have noted some resource issues which have caused us particular concern.

CATE Team

The CATE Team is a relatively small team of specialist youth workers operating within the Council's Cohesion Services. We were told that NWG Network recommend the ideal caseload for a CATE worker is 8-10 high priority cases but that the local CATE Team have caseloads which are almost double that, although this is a mix of low/medium/high priority work. The CATE Team also indicated that because they are youth workers, not social workers, they do not receive access to the same professional supervision arrangement which they felt would benefit them.

A critical element of the CATE workers' role is building trust with young people and this can take a considerable amount of time. For instance, the Team told us that children at high risk of CSE should be seen two to three times per week for potentially up to two to three hours at a time but the Team are not able to meet these targets. Accompanying a young person to a doctor's appointment or to the sexual health clinic can take a disproportionate amount of time. The Team were concerned that this decreased capacity reduces the protective measures that can be put in place.

We were told that surges in work to the CATE Team can be accommodated by reassigning Family Intervention Practitioners (FIP) but as there is no additional funding available, this has the effect of leaving the FIP Team short-staffed, and the FIP Team have a role in supporting the families of victims. When we met with the CATE Team, there were discussions taking place about stepping down low risk cases to the Youth Innovation Team in order to reduce the CATE caseload. The Police told us that low risk cases were dealt with by Barnardo's workers in other force areas. Although we had been told by the Police and Crime Commissioner at our Inquiry Day that funding for Barnardo's workers was available, the Police told us that this had not come to fruition. The ISVA Service also explained to us that early referral to them, as recommended by NWG Network, would create some capacity in the CATE Team. This is because once a disclosure has been made to the CATE Worker, they become a witness in the case and it is not appropriate for them to provide support during the investigation (eg at Achieving Best Evidence interviews) or Court process.

The CATE Team also told us that they were aware of opportunities to deliver training to other authorities and organisations but the high caseload meant there was no

spare capacity to undertake this work and these opportunities to generate income for the Council had been lost.

Police and Police & Community Support Officers (PCSOs)

When we spoke to the Police, we were told that the Harm Assessment Unit (HAU) had been set up in June 2014 at Malinsgate. The HAU operates similarly to Family Connect insofar as they filter referrals but they also undertake ICT for Shropshire. As noted by the HMIC National Child Protection Inspection for West Mercia,⁴⁵ the team is under-resourced and split with half resource to Telford & Wrekin and half to Shropshire. However, CSE is not factored into the supply and demand contract so when information is shared from the CATE Team or Family Connect, the Police CSE Team operates like an HAU but instead of the work being done by civilian staff, it takes up investigation time.

The Police also told us that there can be delays in getting forensic examination of seized electrical devices (ie mobiles, laptop, i-pad, x-box). In cases where there is not a disclosure and a potential offender is not on bail, the examination slips down the priority list causing significant delay. This is an issue which was also highlighted by the HMIC National Child Protection Inspection and the Post-Inspection Review⁴⁶. Data from the West Mercia Police website shows that in August 2015, the High-Tech Crime Unit were working on 38 computer related child abuse cases and 25 mobile phone child abuse cases. There were a further 60 computer related child abuse cases and 54 mobile phone child abuse cases waiting to be allocated for analysis. The oldest computer related case was a low priority case received on 14 January 2015 and the oldest mobile phone case was also a low priority case, received 22 May 2015. During 2014/15 there were a total of 1,590 computer related exhibits and 2,058 mobile phone exhibits outsourced to providers.⁴⁷ We were told that there were proposals to introduce a Digital Management Unit at every Force Hub to provide a quicker (5 day) turnaround in forensic examination. However, these proposals were being considered in the context of proposed savings.

During our Review, we also heard about concerns that the reduction in police resources could result in a perceived reduction in support for PCSOs when they are dealing with non-emergency situations. While this is an operational matter that is outside the scope of this review, this has been included in the report and West Mercia Police provided assurance that police officers are available to support PCSOs and that the West Mercia Police Force has increased the number of officers during times of austerity and continues to recruit. Safer neighbourhood teams include Sergeants, Police Constables and PCSOs all work from the same building and patrol officers are the 24/7 response to incidents and they may be based in a smaller number of patrol areas but are deployed onto streets as demand requires.

⁴⁵ HMIC (2015) *National Child Protection Inspections West Mercia Police 4-14 November 2014*

⁴⁶ HMIC (2016) *National Child Protection Inspection Post-Inspection Review West Mercia 18-21 August 2015*

⁴⁷ West Mercia Police (2015) FOI 6513 High Tech Crime Units [online]

<https://www.westmercia.police.uk/disclosure-logs?foiid=12433> (Accessed 6 November 2015)

Licensing

We note from the Jay report⁴⁸ that one of the common threads running through CSE cases across England has been the prominent role of taxi drivers in being directly linked to children who were abused. Although we have not been made aware that this was an issue during Operation Chalice or that there are known problems at the time of writing this report, it is a theme which we cannot ignore since the Council has contracts with local taxi operators to transport some of our most vulnerable children within the area.

When we met with the Licensing Team in Telford & Wrekin, we were told that over the last four years taxi drivers have mainly sought to register with the Shropshire Licensing Authority. The staffing structure at Telford & Wrekin reflects this and Enforcement Officers have a range of duties. Recent changes to Shropshire's Licensing Policy mean that operators and drivers are now looking to renew licenses through Telford & Wrekin Licensing Authority. The result will be that there is a burden on local capacity and resources due to the increase in the number of drivers subject to enforcement by this Licensing Authority. Additionally, the current licensing fees set by Telford & Wrekin Council are not sufficient to cover the cost of enforcement; the cost is borne by the Authority and not the taxi trade.

Sexual Health Services

One of the issues that arose at a number of meetings with frontline staff, was the changes to sexual health services for young people that have taken place in recent years. The CATE Team, Police, GP representatives and Axis Counselling all highlighted the loss of the Youth Sexual Health Service in Hollinswood. We were already aware that the clinic at Aqueduct was not ideally situated but the CATE Team told us that it was poorly serviced by public transport and offered little in terms of anonymity which meant that young people will not visit the clinic unless they are taken there. This was a cause of great concern to us and we met with the Council's Public Health Commissioners to explore the reasons for the changes to Sexual Health Services.

We were told that the mandatory duty to ensure the provision of sexual health services was transferred to the Council on 1 April 2013. From that date, the Council took on the management of contracts previously procured by the PCT and also the commissioning process going forward. Under 'The Local Authorities (Public Health Functions and Entry to Premises by Local Healthwatch Representatives) Regulations 2013', the Council commissions comprehensive open access sexual health services, including free STI testing and treatment, notification of sexual partners of infected persons and free provision of contraception. Staffordshire and Stoke on Trent NHS Trust provide sexual health services for Shropshire and Telford & Wrekin.

⁴⁸ Jay, Alexis OBE (August 2014) *Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013*

Other specialised services are directly commissioned by CCGs (abortion, sterilisation, vasectomy, non-sexual health elements of psychosexual health and gynaecology) or NHS England (contraception provided as an additional service under the GP contract, HIV treatment and care, promotion of opportunistic testing and treatment for STIs and patient-requested testing by GPs, sexual health elements of prison health services, sexual assault referral centres, cervical screening and specialist foetal medicine services).

Sexual Health Services operate on a hub and spoke model, which is now prescribed by the national service delivery model. The hub is the Aqueduct clinic and the 'spokes' in the community provide layers of care for STI and HIV treatment and care, counselling and outreach.

Outreach takes place via weekly clinics at TCAT and New College which offer contraception and STI screening as well as health promotion activity. The Trust accepts that outreach is not being delivered as envisioned, but the college clinics provide a captive audience. There is also a strong link with the School Nursing Team who deliver weekly clinics in schools as well as being available when needed and are also able to provide a sexual health service.

Risq in Hollinswood, which was aimed at young people and primarily dispensed contraception, was well located as it was just a short walk from the Town Centre. However, the building could not be converted to enable fitting and screening services and, therefore, had to be closed as not fit for the purpose of providing integrated services.

We quickly realised that both the Commissioners and Sexual Health Service Manager appreciated that Aqueduct is not the right location for the hub. However, they told us that they had faced a big challenge to find a more appropriate hub site. When we met with them, premises at Bishton Court had been identified as accessible but sufficiently remote to support confidential access and it was anticipated that the new hub would open there in March 2016. We were told that the CATE Team had been involved in service discussions and it is envisaged that they will have access to one of two counselling rooms on site with a separate waiting area. We are delighted to welcome this new provision but we are also conscious that Commissioners need to maintain a dialogue with service users, especially the CATE Team, to ensure that it is providing services as envisaged for vulnerable young people in particular.

We were also advised that Telford is one of the only local authorities where nearly all GPs offer Long Acting Reversible Contraception (LARC) (implants, injections and intra-uterine devices). Young people are encouraged to use this type of contraception and we recognise the benefits of their use. However, we also note that the fitting of contraceptives is a specialised area and as GPs are already under pressure, unless they are paid to provide the service, they cannot do it as it requires another GP to be employed to cover the general medical appointments. Difficulties in recruiting GPs are addressed later in this section of the review.

Some gaps in service have been created by the complex new arrangements for the commissioning of sexual health services, which is fragmented between Local

Authority, CCG and NHS England responsible components. One of these gaps is in follow up testing for Sexual Assault Referral Centre (SARC) patients under 13. However, positive relationships are being built to look for ways to address these gaps.

Counselling and Therapeutic Services

As mentioned previously in this report, there has been a significant increase in the reporting of rape and sexual offences, both within West Mercia and nationally. This surge in reporting has been attributed to the “Savile effect” and the success of Operation Yewtree in encouraging victims to come forward. The breathtaking extent of Savile's crimes has given many women the confidence to talk about their own traumatic experiences for the first time, but research tells us that most rapes still go unreported and we cannot escape the fact that victims of CSE do not recognise themselves as victims.

The ISVA Service told us that there is an automatic mandatory referral of sexual offenses to an ISVA. Locally, the ISVA service, which is operated by Axis Counselling, has seen an increase in demand of 45% for all sexual offenses. We were also informed that if someone who accesses the ISVA service has been a victim of CSE they are referred to the Axis counselling service; Axis Counselling estimates that 15% of its cases are CSE related. As NHS Adult Psychological Service and Child and Adolescent Mental Health Service (CAMHS) do not provide specialist help, they also refer to Axis. The role of the ISVA service is to offer practical help taking people through the court process whereas Axis counselling provides psychological help.

However, victims and survivors of CSE told us that it was difficult for them to access counselling or therapeutic support due to long waiting lists. Axis Counselling confirmed that there is a great demand for their service with 201 people on the waiting list and 86 people in therapy (as at September 2015). Every individual on the waiting list has been seen for an initial assessment and Axis Counselling keeps in touch with them to check whether their circumstances have changed. Axis told us that the needs of young people can vary over time and that cancelled appointments can be offered to those needing support.

When we met with the Police and Crime Commissioner, he advised us that the local ISVA Service had received an award of £118K from his Grant Fund in 2014 and he hoped this would continue in future years. We were told that the ISVA Service receives further funding from the Home Office and Comic Relief. Counselling support is funded by the Ministry of Justice. Additional funding has also been provided by Telford and Wrekin CCG, although these funds (cut by 2.5%) ceased in December 2015. Bids for further CCG funding have been made for both Adults and Children's Services but only the Adult Service bid was successful.

Limited access to mental health care for all children and young people who have suffered sexual abuse is a problem across the UK. Many children and young people do not have a diagnosable issue but still need therapeutic support to help them deal with the trauma and help to prevent problems developing in adulthood. However, as

noted earlier in this report, a lack of options for early intervention means that young people need to have severe mental health problems before a service is available to them.

When we spoke with them, CAMHS identified gaps in their therapy provision as follows:

- No trauma specific therapies currently available except Eye Movement Desensitisation & Reprocessing (EMDR)
- Art Therapist
- Family Therapist (although recruitment was under way)
- Psychologists (there are none in Telford or Shropshire)
- Dedicated CSE Consultant (although practitioners are skilled at engaging young people which is the critical skill with CSE victims)

General Practice

Our review revealed that, in common with national pressures, there were capacity issues in local general practice. Some of these local issues had been resolved through practice mergers and other practices had been successful in recruiting GPs. However, there are difficulties in attracting trainee GPs to the area; recent recruits had been existing GPs from nearby areas who had family ties to the region. In 2015, there were 300 allocated trainee places in the West Midlands, of which a meagre 200 were filled with only six based in the county.

We were told that work pressures and the declining status of the profession are the main reasons young medical students shun General Practice. During training, some medical students acquire the perception that General Practice is “rubbish” whereas other universities, eg Keele, have a strong teaching team and are able to get students into practices during their first year of training. Many newly qualified GPs leave the UK to work in Australia or Canada where working conditions and lifestyles are considered much better.

While this is concerning, it is a national problem and we recognise that the Council is committed to investing in Telford’s future, ensuring that the Borough is an attractive place to live, work and visit.

Conclusion

The Committee has been assured by the level of commitment from all the organisations that participated in the review to tackle CSE. All the statutory organisations recognised CSE as an ongoing issue both nationally and locally and demonstrated their commitment to the work of the Local Safeguarding Board and CSE partnership groups. Most of the local organisations that responded to the online questionnaire also understood how they could help to tackle CSE.

The Committee has concluded that, based on the evidence presented, organisations in Telford and Wrekin are working well together to respond to known cases of CSE. We would like to highlight the work of the CATE team, the development of the CSE pathway and the Family Connect service as key to demonstrating a joined up approach across the key organisations in the Borough.

The focus of the review has been on partnership working across Telford and Wrekin but during the review we have spoken to organisations that work across local authority boundaries regionally and nationally. We were pleased to hear from organisations that work across a wider geographical area that in many areas of work Telford and Wrekin is leading the way. However, it was also brought to our attention that cross boundary working can be an issue eg staff in the police and NHS trusts need to understand the different CSE pathways for different local authority areas. We have not made any recommendations regarding cross boundary working as it is for each local authority area to determine what works within their locality – however we are conscious of the pressures this places on frontline staff and the importance of maintaining effective partnership working across the region.

While we did not identify any systemic failings or denial that CSE is a serious problem we have heard that that some victims and survivors of CSE and their parents have not received the support they needed. We were concerned that nearly half of the victims and survivors who responded to the online questionnaire had not spoken to any local services or organisations about the exploitation they had experienced. However, we have also noted the findings of the report by the Children's Commissioner that nationally approximately 1 in 8 victims of all forms of sexual abuse come to the attention of statutory agencies.

The depth and scale of this review has meant that it has taken 18 months to complete. During this time a number of national inquiries and reports into CSE have been published which highlight that this is a developing area of work. The Committee hopes that this report will be seen in the context of this learning process. The key issues that we have identified are:

Understanding the scale of the problem of CSE in Telford and Wrekin

While the Committee recognises that organisations in Telford and Wrekin have processes in place to respond to cases of CSE as they are identified, it has become clear that it has been difficult to use the broad definition of CSE to gain a common understanding of the scale of the problem of CSE in the Borough. From the evidence we have received we believe that there are far more victims than are currently

recognised and accessing services. We recognise that this is a national issue and that there is no national data set for CSE. However, we believe that this local knowledge is essential to inform the awareness raising and prevention work set out below.

Prevention - CSE is everyone's business

At each of our meetings we asked what would be the one thing they think would help to tackle CSE. All the organisations we spoke to said that raising awareness to prevent CSE was essential. In our recommendations we recognise the role of statutory organisations in preventing CSE. However, we believe the issue of prevention is also much broader and that everyone in the Borough, whether organisations or individuals, we all have a role in helping to prevent CSE. One of the priorities within this must be to ensure children and young people are given appropriate information about CSE to help keep themselves safe – this is what the young people we spoke to asked for. Our recommendations also set out how parents, schools, academies and colleges can work with young people to achieve this. We also recognise that the information that can be gathered by different organisations and services needs to be shared and used to inform the prevention and disruption strategies.

We believe that it is important to emphasise that people from all backgrounds can become victims of CSE regardless of family background, ethnicity or educational achievement. We also heard that there is no stereotypical perpetrator of CSE and while some high profile national cases have focused on perpetrators of British Pakistani heritage, CSE is not crime that is specific to any race or faith community.

Support for victims, survivors and their families

We want to thank all the victims and survivors of CSE and their parents who took the time to meet with us or give us their views through the online questionnaire. We heard clearly that there is not enough therapeutic and counselling support for victims and survivors of CSE. We also heard that needs of parents of victims of CSE should be recognised and support should be available for them. We are concerned that if the services available are unable to respond to the current level of known need that this is not going to improve as work is undertaken to clarify the actual scale of the problem of CSE.

In this public report, we have not used information that would identify individual cases. Victims, survivors and their parents who gave us their views were assured that their anonymity and confidentiality would be respected. There were no instances during the review where information was disclosed where the individual could be identified that required a referral on safeguarding grounds. However, where there have been criticisms of individual services this has informed the recommendations in this report and the specific issues have been raised with the Chair of the Local Safeguarding Children's Board, Council's Cabinet Member for Children, Young People and Families and the Director of Children's Services.

Learning

At the beginning of this review we also asked the question – have organisations in Telford and Wrekin learnt from the experience of Operation Chalice and other national reports and inquiries into Child Sexual Exploitation. We heard that the Local

Safeguarding Children's Board commissioned work that was carried out by New Start which aimed to learn from the experience of all stakeholders in Operation Chalice and assess the level of support for young people, communities, families and staff affected by CSE. This report commended the work undertaken in Telford and Wrekin to protect children from CSE and highlighted how preventative work can be taken forward. The key areas identified in this report were:

- Nature of Agencies involved and their remit
- Education
- Work with families and siblings
- Work with Communities
- Therapeutic Support
- Post 18 support
- Staff Support
- Communication

During our review, we found that multi-agency working to tackle CSE has remained focused on responding to cases of CSE as they are identified and that while some of these learning points had been implemented there is more that can be done. We hope that the recommendations in this report will help organisations both locally and nationally to make further progress in these areas.

Interim Findings

During the review some emerging findings were shared with the Director of Children's Services and the Local Safeguarding Children's Board, the CCG's commissioning of the Child and Adolescent Mental Health Service and the consultation on the Health and Wellbeing Strategy. The Committee took the view that learning from this review should help to inform the development of services while the review was taking place so we anticipate that some of the recommendations we are making will be implemented when this report is published.

Recommendations

Understanding Scale of CSE

Recommendation 1: Initial work to identify scale of CSE

The Committee recognises that the term CSE is a broad definition that covers a range of criminal offences, and that organisations in Telford and Wrekin are working together to identify the indicators of CSE which will enable them to then identify victims and take appropriate action. The Committee recommends that the current data from the West Mercia Police Problem Profile, Family Connect, the CATE Team and other Council services is used to develop a common understanding the scale and types of CSE in the Borough and how this changes over time. The facts about the scale of CSE in the Borough should be made accessible to the public and used as part of the awareness raising activity with the public, young people of secondary school age and training staff and volunteers. (The committee recognises that recorded data will reflect that CSE is an under-reported crime and that this exercise will not provide a definitive figure but want to ensure that organisations are working together to develop a common understand of CSE in the Borough.)

Recommendation 2: Ongoing Monitoring of Scale of CSE

All LSCB partner organisations and the CPS should flag/record all cases of CSE. This data should be reported initially to the LSCB and then on a 6 monthly basis to the CSE Strategy Group and compared to the data held on Family Connect to ensure that there is a shared understand of the scale of CSE in the Borough and that trends in the data are monitored and inform the planning and delivery of all relevant services. The LSCB should include local data on CSE in the Board's Annual Report.

Recommendation 3: Annual Review of CSE Strategy

That the CSE strategy is reviewed annually by the LSCB and informed by the experience of survivors of CSE, their family and carers and front line staff. The updated strategy should reflect changes in models of CSE and this should inform training for staff and volunteers

Recommendation 4: Impact of Cuts to Services

The Committee was assured in March 2015 that local resources to tackle CSE had not diminished as a result of government cuts. However, as further cuts are made the Committee cannot be sure that this will continue to be the case in the future. The Committee recommends that the LSCB monitors the impact of cuts to local services and also the loss of expertise and knowledge within organisations as staff numbers are reduced.

Recommendation 5: Links to Other Policies and Strategies for Adults

The Committee recognises that, while the definition of CSE sets the age limit for victims as 18 years of age, the impact of CSE for the victim and their family is lifelong. The Committee therefore recommends that the Council and CCG review the following strategies and policies to ensure that the needs of those affected by CSE are recognised and met:

- The Joint Strategic Needs Assessment
- The strategies and action plans for the Commissioning and Transformation Partnerships
- Adult Safeguarding Policies and Procedures

The Committee recommend that these reviews takes place by July 2016 and are then updated following the publication of the NICE Guidance on CSE due to be published in 2017.

Support for Victims and Survivors**Recommendation 6: Mapping Support and Agreeing Thresholds**

The Committee commends the development of the CSE Pathway and the work of the CATE team as an alternative route to child protection procedures to provide support and protection to victims of CSE. The Committee recommends that a mapping exercise is undertaken to identify the support available for victims of CSE from the range of organisations from identification through to prosecution and post sentencing. For example this should include CATE, ISVA, AXIS, CAMHS, PCSOs, Youth workers, Victims

Liaison Officers, Witness Care Unit and other relevant services. This information should be available to victims and their families to explain the roles of the different organisations and how they are accessed.

The mapping exercise should also inform a multi-agency agreement on the threshold of need for different services and set out clearly how organisations support victims/survivors according to the level of risk and how services change as the level of risk increases or reduces. The planning of any transition process should take into account the need for vulnerable young people to have continuity of support from staff with whom they have developed a relationship of trust. In their role as corporate parents, members want to ensure that as part of their assessment and care planning, all children in care are assessed for their risk of CSE and that this is reviewed on an ongoing basis by the Independent Reviewing Officer as part of the child care plan.

Recommendation 7: Therapeutic Support

Local Recommendation 7a

The need for therapeutic support for victims and their families has been highlighted during this review. From the evidence the Committee has received the level of need for this service is far greater than current services are able to provide. The Committee recognises that this is not just a local issue as it has also been identified by Professor Alexis Jay in 2015 and by other local authority scrutiny reviews. Due to the complex and sensitive nature of this service, it must be provided by experienced and qualified practitioners and this will have significant resource implications. The Committee recommends that local organisations work together to ensure that the immediate and ongoing therapeutic need of victims/ survivors and their families are recognised in the commissioning strategies.

National Recommendation 7b

However, given the scale of cuts to local public sector organisations, the Committee also recommends that the Department of Health, the Home Office and the Department for Local Government and Communities urgently review the national funding available to support for victims of CSE and their families. This should include support available from the point at which a young person is identified as a victim of CSE, through the criminal justice process and long term support.

Recommendation 8: Child and Adolescent Mental Health Services

When commissioning the Child and Adolescent Mental Health (CAMH) service, the CCG ensures that:

The role of the CAMH service is clarified with partner organisations, professionals and service users so there is a clear understanding of the role of the CAMH service in both diagnosis of mental health issues and also in providing ongoing intervention and support.

Victims of CSE who are referred to the CAMH service but do not recognise the need for or want specialist help at that time are contacted by the CAMHS at a later stage to invite them to seek support.(currently patients who decline the service are not followed up and a second referral is required)

Appropriate training is provided so staff supporting young people with mental health issues recognise and respond appropriately to CSE. The committee would like to highlight this specifically for services for young people who self-harm or have attempted suicide.

Current gaps in the CAMH service that should be addressed in the commissioning process are support provided by the following professionals: Art Therapist, Family Therapist, Psychologists and Dedicated CSE Consultant.

A more robust CAMH service within the CATE team is developed similar to the CAHM and Youth Offending Team model.

The referral process for GP to access CAMHS and the Family Intervention Service should be streamlined so if a patient is referred by a GP to CAMHS but does not meet the criteria for this service the patient is referred to the Family Intervention Service (not back to the GP to make another referral through Family Connect.)

Recommendation 9: Sexual Health Services

The Committee welcomed the development of the new sexual health service in Telford Town Centre that will have specific facilities for vulnerable young people, including victims of CSE. Given the need identified for this service by a range of different individuals

and organisations during the review, the Committee recommends that, after the service has been in place for 6 months, members of the CSE operational group review how this service is meeting the needs of victims of CSE. Any issues from this review should be reported to the CSE operational group or the LSCB. Some specific issues that have been identified during this review are:

- All victims of CSE should be offered a full sexual health check, for people aged 13 or over through specialist sexual health services commissioner by Telford & Wrekin Council and for those under 13s through the Sexual Assault Referral Centre (SARC) commissioned by NHS England
- When a perpetrator of CSE has a sexually transmitted infection the affected victims are offered support and screening. NB for children under 13 the screening is through the Sexual Assault Referral Centre (SARC) commissioned by NHS England
- All victims of CSE who have been raped can choose to be examined by an appropriately qualified female clinician within the specified timescales required for evidence, through the Sexual Assault Referral Centre (SARC) commissioned by NHS England
- Young people who frequently access emergency contraception services or have repeat abortions receive appropriate support and advice from primary care, pharmacies and specialist sexual health services about CSE. The commissioning responsibilities for these services are as follows:
 - Emergency contraception services in pharmacies and specialist sexual health services – Telford & Wrekin Council
 - Abortion services and emergency contraception in primary care/General Practice - NHS Telford & Wrekin CCG

Recommendation 10: Support for Victims in the Criminal Justice System

National Recommendation: 10a

The Crown Prosecution Service implements a system to flag cases of CSE that they receive to report and analyse this information nationally. (Linked to Recommendation 2 above)

Local Recommendations 10b

Building on the CPS monthly review of failed cases, it is recommended that West Mercia Police and West Midlands CPS report annually to the Telford and Wrekin CSE Strategy Group the number of cases of CSE where an investigation has identified victims and perpetrators of CSE but the cases have not gone to court because of insufficient evidence or where the witness withdrew from the process. This information should be shared with the ISVA service and CATE Team to identify learning from these cases to improve the support provided to victims of CSE during the criminal justice process and increase the chance of prosecution and conviction. Where appropriate victims of CSE should be invited to contribute to this learning process.

Some specific learning points that have been identified in this review are:

- Victims need to retain confidence in the commitment from all organisations to seek justice in their specific case and that the evidence they provide is not used to build a separate case to the detriment of their own.
- Courts and staff supporting victims through the court process review the facilities and processes to ensure that victims of CSE are not in a public area in the court building with defendants.

Support for Families of Victims and Survivors

Recommendation 11: Safety Plans

An audit of all current CSE cases should be carried out to ensure that victims and parents of victims of CSE should be involved in developing a Safety Plan for their child. (where the young person is not subject to a child protection plan). The outcome of this audit should be reported to the CSE Strategy and Operational Groups to identify any actions required.

Recommendation 12: Parent Support Group

The LSCB / local authority should consult with parents of victims of CSE with a view to establishing a local parent support group. It is recommended that PACE (Parent Against Child Exploitation) is involved in this work. This work should include consideration of

specific support that fathers of victims of CSE may find helpful.

Recommendation 13: Mapping Support for Parents

As set out in Recommendation 6 above, parents of victims of CSE should have accessible information about the range of support services available to their children. Organisations supporting parents should work together to co-ordinate their work and map out the support available for parents. Where possible this should identify a ‘parent/ family key worker’ and provide contact details for out of hours services.

Awareness Raising and Training

Recommendation 14: Raising Awareness

A long term approach to raising awareness of CSE is needed, similar to a public health campaign. The awareness raising needs to be sustained over a long period and target specific groups. Based on the Committee’s consultation with a range of groups it is recommended that the LSCB develops a long term CSE awareness raising strategy for the following groups. Where appropriate victims / survivors and their families should be given the opportunity to be involved and consulted about the work.

Recommendation 15: Young People

Young people aged 11-18 in Telford and Wrekin are provided with the information they asked for about CSE as set out in pages 17-22 of this report. The Committee want to ensure that this information is accessible to all young people including those with disabilities and recommends that learning from the NSPCC report ‘Underprotected / Overprotected’ is used as part of this work.

Recommendation 16: Children

All children at primary school are made aware of risks of abuse and neglect in an age appropriate way including how to stay safe online. (see Recommendations 18a and 18b below)

Recommendation 17: Parents

- All parents should be encouraged and, where appropriate, supported to talk to their children aged 6-11 about safety using the NSPCC PANTS rule.
- All parents are informed about the risks of CSE, what the signs are, and who to contact if they have concerns. This should include information on risks of CSE including through social media, online and gaming and how parents can discuss these risks with their children and help to protect them.
- Information for parents should include case studies and videos that explain the reality of CSE.
- Specific training on CSE should be provided for all foster carers and staff working with children in care of the local authority.

Recommendation 18: Role of Schools and Colleges in Raising Awareness

National Recommendation 18a

The Committee supports the joint letter from Parliamentary Select Committee chairmen that Sex and Relationship Education (SRE) should become a statutory part of the curriculum and the recommendation from the Children's Commissioner that "all school equip all children ...to understand healthy and safe relationships and talk to an appropriate adult if they are worried about abuse". The Scrutiny Committee recommends that informing children and young people in an age appropriate way about CSE should be included in any future statutory SRE curriculum.

Local Recommendation 18b

- Prior to any national decision about making SRE a statutory part of the curriculum, the authority works with the Primary Heads' Forum and Telford & Wrekin Learning Partnership to seek a joint voluntary agreement for all schools, academies and colleges to teach SRE as part of the curriculum and that CSE is incorporated in an age appropriate way to help safeguard all young people at schools in the borough equally. A package incorporating CSE staff training and SRE curriculum content should be developed jointly (as a co-funded or traded service) possibly linked to the Prevent training currently provided. This should build on existing or free to use material and take into account the views of young people set out in pages 15-20 of this report.
- Work in this area should take into account any future guidance from the Department for Education on the requirement for schools to filter inappropriate contact online and also to teach children about online safety.

- The Committee commends the work of Team Safeguarding Voice (TSV) and recommends that this approach is adopted by all primary and secondary schools in the Borough in line with the existing policy of the LSCB. The skills and knowledge of children involved in TSV at Primary schools should be recognised and developed at Secondary School.
- The LSCB works with Further Education Colleges to ensure appropriate systems are in place so that they receive information about vulnerable students and suspected perpetrators from schools and other statutory organisations.
- The Committee recommends that taxi drivers and operators that provide an excellent service for school transport should be recognised eg through a 'taxi driver of the year award' or a register of taxi drivers and companies that are recommended by schools.

Recommendation 19: Local Organisations and the Public

- A range of methods should be used eg through schools, websites, local media, local employers and businesses. As most parents who responded to the questionnaire reported they got information about CSE from the media, the Committee recommend that opportunities to raise awareness of CSE through local newspapers and radio is explored.
- The Committee recommends that the LSCB engages with the Shropshire Islamic Foundation to explore opportunities for joint working to tackle CSE. An issue raised by the Muslim Women's group was the lack of ESOL courses and computers for women to access information. The Committee recommends that consideration is given to finding ways to use the funding recently announced by the Government to develop local provision to meet the needs of the community.
- The Council's Online training module on CSE should be updated in line with Recommendation 32a below and promoted to all organisations in the Borough alongside the continued roll out of the 'Say Something If You See Something' training for local businesses. Organisations should be encouraged to train staff and volunteers including the CVS, housing providers, faith organisations and local businesses. Due to the low number of referrals to Family Connect from Housing Providers, the Committee recommends that this is priority for the LSCB.

Recommendation 20: Elected Members

Training on CSE should continue to be included in the induction programme for all new Councillors. (This should be open to Borough, Town and Parish Councillors.) An annual update on CSE should be provided for Members with specific training for Members with specific responsibility eg Members of Licensing Committee

Recommendation 21: CATE Team Training

The work of the CATE Team has been commended throughout this review and was instrumental in the successful conviction of CSE perpetrators in Operation Chalice. It is recommended that the expertise of the CATE team is used as part of the CSE training offer that can be marketed externally and that the local knowledge is used to enhance training for local organisations.

Recommendation 22: Organisations responding to publicity

The Committee recognises that there may be concerns about organisational reputation when there are media reports of specific cases of CSE. However, the Committee recommends that all organisations consider the impact of their public statements relating to specific cases on victims.

Information Sharing, Identification, Support, Protection and Disruption

The Committee highly commends the development of the Family Connect service and the CSE Pathway which demonstrate the commitment from partner organisations to tackling CSE. (The role of the local authority in leading the development of these services is recognised by the Committee.) However, the Committee also recognises that no system is perfect and makes the following recommendations that will hopefully improve the robustness of these services:

Recommendation 23: Referrals to Family Connect

Family Connect is designed as an open system – referrals made to other teams in the council or external organisations are not followed up. Members were concerned that if a CSE referral was not acted on – this would only be picked up if a second call were made to Family Connect.

The Committee recommend that the robustness of this service is tested by an audit of 10% of the CSE related referrals to identify if the required follow up action was taken by the team or organisation that received the referral. The outcome of this audit should be reported to the LSCB to consider any action required.

Recommendation 24: Monitoring Referrals to Family Connect

The Committee understand that work is under way to review the way referrals to Family Connect are recorded and monitored. The Committee recommend that this review ensures that there is a system in place for recording, analysing and reporting data about CSE related contacts and referrals and that calls from schools to contact a social worker via Family Connect regarding an existing child protection case is not recorded as a referral.

Recommendation 25: Raising Awareness of Family Connect - Public

Through the awareness raising campaign, all organisations and members of the public should be made aware that Family Connect is the service to contact for non-emergency concerns relating to CSE.

Recommendation 26: Raising Awareness of Family Connect with Educational Establishments

There should be an ongoing training programme for schools, academies and colleges on the Family Connect Service so that new staff are aware of how to make referrals to this service and how the information will be used.

As schools, academies and colleges have such an essential role in the safeguarding of children against CSE it is recommended that an audit of all referrals from schools to Family Connect is carried out. If any schools are identified as having a low referral rate the safeguarding leads from these educational establishments should be contacted to find out why and encourage the school to make appropriate referrals and invited to see the service in operation.

Recommendation 27: Online Access to Family Connect

A wider issue about the online accessibility of the Family Connect service was identified during the review (this issue is not specific to CSE). This has been recognised by the Family Connect Service as an area for improvement. The Committee concluded that the online Family Connect Service is totally inadequate and recommends that:

- A Family Connect brand is developed to ensure that telephone and online services provided by Family Connect are recognised as a single service. The website should include information about how the Family Connect Service works and the names / logos of the partner organisations involved.
- A link to the Family Connect webpage is on the Council's home page
- Online service for Family Connect are further developed, particularly to provide information for children and young people

and enable concerns to be raised on line.

Recommendation 28: Capacity of the CATE Team

The Committee had concerns that the work load of the CATE team is above the level recommended by the National Working Group. The Committee recommends that once the support pathways for victims, survivors of CSE and their families is developed that a review of the work load of the CATE team is undertaken to ensure that the specialist skills are used in the most appropriate way while recognising the need for victims and survivors to maintain on-going relationships. The Committee recommend that the maximum number of cases for each CATE worker should be determined by the LSCB. If this limit is consistently breached then it is recommended that through the LSCB partner organisations review the resources available.

Recommendation 29: Out of Area Placements

OFSTED revisits the recommendations from the 2014 report, From a distance, looked after children living away from their home, to ensure that placing authorities provide appropriate information to the receiving local authority, NHS organisations and police with a specific focus on placement of victims of CSE. This work should also ensure information sharing processes are in place between specialist residential homes for victims of CSE and the local statutory organisations and specific risks or issues should be brought to the Telford and Wrekin LSCB and shared with neighbouring LSCBs if required.

Recommendation 30: Information Sharing with Community Health Trust

As a matter of urgency, information sharing systems are put in place to ensure that clinicians working for Shropshire Community Health Trust have access to the same child protection information as the staff at the hospital trust.

Recommendation 31: Whistle Blowing Hotline

A whistle blowing hotline is established to enable people who have information but may want to provide this anonymously to raise concerns about CSE.

Recommendation 32: Disruption Activity

Local Recommendations 32a

- A strategy is developed, supported by an appropriate IT system, to enable licensing and enforcement officers at the Council to record and share intelligence on CSE internally and with the police. This should include bespoke training for all enforcement staff and other Council staff working in public places to ensure they are aware of how to identify indicators of CSE in premises, locations and licensed businesses and how to record this information. It is recommended that the IDB system should be considered as the information sharing platform as this is accessible to other subscribing local authorities but it would be essential that the police and Family Connect also have access to this system.
- Consideration should be given to developing a local authority licensing and enforcement Disruption Toolkit (similar to the toolkit used by West Midlands Police which sets out policing powers) so that staff are clear about the powers that exist and how they can be used by the authority or in conjunction with the police to disrupt CSE activity. This could be developed with peers in other authorities.
- Telford & Wrekin Council's licensing policies are reviewed as a matter of urgency to include the following:
 - A review of taxi licensing policies to bring them up to the same standard as Shropshire's in terms of safeguarding responsibilities. In particular that:
 - CSE training should be a condition of driver licensing
 - Vehicle safety and emissions standards should be consistent with Shropshire
 - A requirement for operators to have a designated CSE contact for drivers to report concerns confidentially
 - A review of the licensing conditions for all licensed businesses where children and young people congregate to strengthen safeguarding conditions. This must include robust conditions for night clubs holding under-18 events by requiring events to be age limited for 12-15 year olds or 16-18 year olds and for all under-18 events to be ticketed in advance.

National Recommendations 32b:

At a national level the Committee supports the recommendation from the Law Commission that there should be consistent national standards for licensing.

That the DBS checking service recognises taxi driving as a high risk occupation that has prolonged, regular and unaccompanied contact with children so that all relevant information is disclosed to licensing authorities.

PCSOs should have access to information to identify drivers of cars that are registered as trade vehicles. The Committee recognises that if this information is not already available that this recommendation should be directed nationally to the Driver and Vehicle Licensing Agency (DVLA)

Support for Staff

Recommendation 33: Supervision for CATE Team

Regular professional supervision arrangement should be in place for members of staff in the CATE team.

Recommendation 34: Personal Safety

All organisations whose staff work with or come into contact with perpetrators of CSE ensure that the personal safety risks for their staff are properly assessed and managed.

Examination of Digital Evidence

Recommendation 35: Forensic Examination of Digital Devices

It was reported that there were delays in forensic examination of electrical devices seized. The Committee recommends that the LSCB monitors the implementation of the West Mercia Force Hub to ensure that there is a 5 day turn around on forensic examination of electrical devices.

Preventing CSE / working with Perpetrators

Recommendation 36: Working with Potential Perpetrators of CSE

Organisations should work together to identify people at risk of becoming perpetrators of CSE and prevent them from becoming involved. This could be linked to the Prevent agenda since perpetrators can groom other young people to procure victims of CSE – this can be seen as a form of radicalisation.

Housing

Recommendation 37: Appropriate Accommodation

Housing providers work with the probation service to ensure appropriate accommodation is available for perpetrators of CSE when they leave prison.

Recommendation 38: Housing Providers

Linked with Recommendation 19 above, the LSCB ensures that relevant information on CSE is shared with all housing providers in the borough and the Board ensures on going engagement of housing providers in tackling CSE.

Who to contact for help if you are concerned about the welfare of a child or young person

If you have a concern about the welfare of a child and/or young person you will need to contact **Family Connect** on **01952 385385** to speak to a Family Connect Advisor.

Family Connect Advisors are available between 9am - 5pm Monday to Friday (excluding bank holidays).

Out of Hours Service

If you need to report concerns about the welfare of a child outside of office hours please contact the Emergency Duty Team on 01952 676500.

If you believe a criminal offence has been committed you can contact **West Mercia Police** on **0300 333 3000** or **101**.

In an emergency always dial 999.

Acknowledgements

Members of the Committee

2014/15

Councillor Stephen Burrell
Councillor Gill Green
Councillor Kevin Guy (Chair)
Councillor Roy Scammell
Councillor Jackie Loveridge
Councillor Alan Mackenzie
Councillor Jane Pinter
Councillor Chris Turley
Mr. Shaukat Ali (Co-optee)
Mr. Austin Atkinson (Co-optee)
Ms. Emma Ofori (Co-optee)
Mrs. Sandra Osman (Co-optee)
Mr. Steve Rayner (Co-optee)
Ms. Mel Ward (Co-optee)

2015/16

Councillor Steve Barnes
Councillor Joy Francis
Councillor Jayne Greenaway
Councillor Kevin Guy (Chair)
Councillor Janice Jones
Councillor Jackie Loveridge
Councillor Jane Pinter
Councillor Karen Tomlinson
Mr. Austin Atkinson (Co-optee)
Ms. Carolyn Healy (Co-optee)
Mrs. Sandra Osman (Co-optee)
Mr. Steve Rayner (Co-optee)
Ms. Mel Ward (Co-optee)

Witnesses

The Committee is indebted to the victims, survivors and family members who were willing to share their experiences with us both in person and by completing our online surveys.

We would like to thank the children and young people who took part in the review, particularly:

- The Youth Forum
- Team Safeguarding Voice© at Holmer Lake Primary School
- Students at Ercall Wood Technology College

- Students at Madeley Academy
- Care Leavers Forum
- Young People's Disability Forum

We would also like to thank the following people who took the time to talk to us:

- Jo Banks, Associate Director Patient Safety – Shrewsbury and Telford Hospitals NHS Trust
- Peter Barrow, Licensing Technical Officer - Telford & Wrekin Council
- Jas Bedesha, Cohesion Service Delivery Manager - Telford & Wrekin Council
- Mandy Beever, Licensing Manager, Shropshire Council
- PCSO Zoe Beven (SNT Wellington West & Rural)
- Liz Calcott, Telford and Wrekin CAMHS Team Manager
- Karen Collier, Operations Manager Health and Community Protection – Shropshire Council
- Sharon Conlon, Safeguarding Lead Adults and Children – South Staffordshire and Shropshire Healthcare NHS Foundation Trust
- Alex Critchwell, Sexual Health Manager
- Frances Darling, Senior Commissioner, Shropshire Council
- Chay Davis, Head Teacher – Ercall Wood Technology College
- Siân Dean, Head Teacher – Holmer Lake Primary School
- Superintendent Steve Eccleston, Head of Protecting Vulnerable People Unit – West Mercia Police
- PCSO Sarah Edwards (SNT College & Arleston)
- David Evans, Chief Officer – Telford & Wrekin Clinical Commissioning Group
- Sister Tracey Fearn, Paediatric A&E Sister, Princess Royal Hospital
- Emma Feely Patient Liaison Officer – Shropshire Doctors Co-operative Ltd
- Suzanne Fisher, Principal Licensing Officer - Telford & Wrekin Council
- Linda Fletcher, Public Protection Manager (Business Regulation) - Telford & Wrekin Council
- Dr. Mahadeva Ganesh, Consultant Paediatrician, Designated Doctor for Safeguarding – Shropshire Community Health NHS Trust
- Dr. Dody Herman, Emergency Medicine Consultant Princess Royal Hospital
- Gary Hickey, Headmaster, Adams Grammar School
- DS Mark Hill, West Mercia Police
- Chris Hinde, Probation Officer – National Probation Service (West Mercia)
- Steve Hosking, Locality Manager Cohesion – Telford & Wrekin Council
- Anita Hunt, Public Protection Manager (Trading Standards, Domestic Pollution & Housing), Telford & Wrekin Council
- Dr. Ali Jan and Wehid Iqbal, Shropshire Islamic Foundation
- Laura Johnston, Director of Children & Family Services – Telford & Wrekin Council
- Pam Kaminski, Head of Learner Services – Telford College of Arts and Technology
- Tina Knight, Principal Officer Child Protection – Telford & Wrekin Council
- Gill Knox, Head Teacher, Haughton School
- Simon Langford, Named Nurse for Safeguarding Children – South Staffordshire and Shropshire Healthcare NHS Foundation Trust

- Dr Jo Leahy – Telford & Wrekin Clinical Commissioning Group
- Licensing and Public Protection Teams, Telford & Wrekin Council
- Suzanne Llewellyn, Deputy Chief Crown Prosecutor (West Midlands) – Crown Prosecution Service
- Debbie Lloyd and the Family Connect Team
- Bill Longmore, Police and Crime Commissioner
- Duncan Marshall, Senior Deputy Head Teacher – Madeley Academy
- Andrew Mason, Independent Chair – Local Safeguarding Children’s Board
- Paul McGreary, Head of Public Protection – Shropshire Council
- Nicky Minshall, Service Delivery Manager Health Wellbeing and Public Protection, Telford & Wrekin Council
- Liza Morgan, Axis Counselling
- Christine Morris, Executive Lead for Quality, Safety and Nursing – Telford & Wrekin Clinical Commissioning Group
- Helen Morris, CATE Team – Telford & Wrekin Council
- The Muslim Women’s Group (Noor Group)
- New Start Networks CiC - Francesca Varutti, and Helen Torrington
- Gail Naidoo, Axis Counselling
- Liz Noakes, Assistant Director: Health, Well-Being & Public Protection and Statutory Director of Public Health – Telford & Wrekin Council
- Stacey Norwood, Public Health commissioner, Telford & Wrekin Council
- Helen Onions, Consultant in Public Health, Telford & Wrekin Council
- Rev. Keith Osmund-Smith, Street Pastors
- Helen Owen, Licensing Technical Officer, Telford & Wrekin Council
- Karen Perry, Assistant Director: Children's Safeguarding & Specialist Services – Telford & Wrekin Council
- Jo Phillips, CATE Team – Telford & Wrekin Council
- Sherryn Ravenscroft, Mental Health Practitioner
- Audrey Scott–Ryan, Designated Nurse Safeguarding Children and Young People – Telford & Wrekin Clinical Commissioning Group
- Teresa Tanner, Named Nurse for Safeguarding Children & Young People, Princess Royal Hospital
- Leanne Thomas, CATE Team – Telford & Wrekin Council
- Superintendent James Tozer, Telford & Wrekin Policing Area – West Mercia Police
- DS Sophie Wade, West Mercia Police
- Grant Tunnadine, Team Manager Investigations, Shropshire Council
- Jim Watts, Probation Officer – National Probation Service (West Mercia)
- Councillor Paul Watling, Cabinet Member for Children, Young People and Families
- Catherine Whitehead, Assistant Principal Student Voice and Reputation – New College Telford

We would also like to thank True Vision for permission to use extract of the programme ‘The Hunt for Britain’s Sex Gangs’ at our committee meetings and there are also numerous PAs who facilitated these discussions to whom we are very grateful.

Appendix 1: Terms of Reference

1.0 Background

It was agreed at the Children and Young People Scrutiny Committee on 4 November 2014 that a working-group would carry out a review on Child Sexual Exploitation.

2.0 Membership of Sub Group

Cllr Kevin Guy (Chair)
Cllr Steve Barnes
Cllr Joy Francis
Cllr Jayne Greenaway
Cllr Janice Jones
Cllr Jane Pinter

If the Scrutiny Committee identifies any particular knowledge or skills gaps in the membership of the Review Group which could be filled by a co-opted member, parties with relevant skills or experience may be invited to participate in the Review as time limited co-optees for the duration of the review. Time-limited co-opted members will not have voting rights.

3.0 Chairing

Chair of CSE Review Working Group is the Chair of the CYP Scrutiny Committee. The Chair of a Scrutiny Committee would usually have a casting vote if there is a difference of views within the Committee. As the Members of the working group aim to work through a process of consensus, the Chair's casting vote will be waived.

4.0 Quorum

Under most circumstances it is expected that there will be a minimum of two members at any working group meeting. However, there may be occasions where it is appropriate for one member of the working group to receive evidence accompanied by a Scrutiny Officer.

5.0 Political Balance

The Working Group is not required to be politically balanced, as the Group's findings and report will be considered and approved at a formal meeting of the Children & Young People Scrutiny Committee which is politically balanced.

6.0 Scope

The focus of this Scrutiny Review is:

“How are organisations in Telford and Wrekin working together to prevent CSE, protect and support the victims and their families and prosecute perpetrators?”

Lines of inquiry

- How well have organisations implemented lessons learned from Operation Chalice and contributed to the development and implementation of the CSE support and protection pathway?
- How well are organisations responding to the findings and recommendations of national reviews and inquiries including the Jay Report (July 2014), Coffey Report (October 2014), DCLG Select Committee report (November 2014) and Ofsted Report (November 2014).

The Terms of Reference for this review will be published for public comment during January 2015. The Committee will consider the comments received and may amend the Terms of Reference for the Review or refer issues to the relevant organisation to respond.

7.0 Powers

The Children & Young People Scrutiny Committee is the main mechanism by which Scrutiny members scrutinise and monitor the planning and performance of the Council's services to children and young people, and the Council's Corporate Parenting role. The Committee may also scrutinise the services of partner organisations in accordance with national legislation. All partner organisations included in this Review have agreed to participate on the same voluntary basis. However, the Council's Scrutiny Committees do have some legislative powers to scrutinise partners as follows:-

- The Police and Justice Act 2006 provides powers for scrutiny committees to investigate work being undertaken by Community Safety Partnerships (known locally as the Safer Telford and Wrekin Partnership) as a whole rather than a power to scrutinise individual partners (eg the Police). Scrutiny of the Safer Telford and Wrekin Partnership is exercised by the Customer, Community & Partnership Scrutiny Committee.
- Under the Health and Social Care Act 2012, the Health and Adult Social Care Committee scrutinises and monitors the planning and performance of the Council's adult social care services and NHS services.

The Children and Young People Scrutiny Committee and the Working Group established to carry out the review will invite partner organisations to participate in the review on a voluntary basis.

The Local Safeguarding Children's Board (LSCB) endorse these terms of reference and all the partners commit to supporting this review. The LSCB agrees to co-ordinate the joint or individual organisational responses to the Scrutiny Committees recommendations.

8.0 Timescales and Ways of Working

The Children and Young People Scrutiny Committee will agree the terms of reference for this review having considered the comments from partner organisations

and the public. The Children and Young People Scrutiny Committee will receive evidence from partner organisations at Inquiry Day(s) to be held in February / March 2015. It is anticipated that the review will conclude in February 2016. The Committee may decide to publish an interim report if there are recommendations the Committee will want to make before the review has concluded.

The Working Group and the full Children & Young People Scrutiny Committee will work through consensus for the purposes of this Review. Where there are differing views within the Working Group these will be reflected in the public report.

The Working Group will follow the Centre for Public Scrutiny principles of good scrutiny when undertaking this review:

- Providing a "critical friend" challenge;
- Reflecting the voice and concerns of the public;
- Taking the lead and owning the scrutiny process; and
- Making an impact on the delivery of public service

The Inquiry Day(s) in February / March 2015 will be held as public Committee Meetings. The following organisational representatives will be invited:

- Cabinet Member for Children's Services, Telford & Wrekin Council
- Director of Children and Family Services, Telford & Wrekin Council
- Assistant Director Children's Safeguarding & Specialist Services, Telford and Wrekin Council
- Director of Public Health, Telford & Wrekin Council
- Chairman, Local Safeguarding Children's Board
- Chief Constable, West Mercia Police
- West Mercia Police and Crime Commissioner
- Chief Crown Prosecutor, Crown Prosecution Service
- National Probation Service
- Secondary Schools Representative
- Academy Schools Representative
- Further Education College Representatives
- Chair / Chief Operating Officer, CCG
- Chief Executive, Shrewsbury and Telford Hospitals NHS Trust
- Chief Executive, Shropshire Community Health Trust
- Chief Executive, South Staffordshire and Shropshire NHS Foundation Trust
- Chief Executive, West Midlands Ambulance Service
- Chair/Chief Executive, Shrop Doc / GP Federation

The Committee wants to ensure that children, young people, family and carers are appropriately involved in the review. Prior to the Inquiry Day(s) the Committee will request that the statutory organisations provide information about how they have engaged with children, young people and their families / carers to help shape the services in response to Child Sexual Exploitation.

Following this meeting/s the Working Group will determine the issues that will be scrutinised in more detail. The evidence for this stage of the review may be sought

through meetings, focus groups, questionnaires etc. Members may seek the views of front line staff from partner organisations and local groups. It is at this stage that the views of children and young people may be sought in line with the Council's policies on consultation.

Minutes will be taken as a record of public meetings and a summary of the evidence received at working group meetings will be included in the Scrutiny Report.

9.0 Training

All Members of the working group will undertake the Council's on-line training module on CSE. There will be a follow up training / workshop session for the Members prior to the Committee Meeting.

10.0 Confidentiality and Safeguarding

The Scrutiny Review is not a Serious Case Review or full scale investigation along the lines of the Jay Report. It will not investigate previous or current cases of Child Sexual Exploitation. Any information received in the course of the Review regarding individuals will be managed in confidence in line with the Council's policies.

However, if any information is provided about cases or allegations are raised in the course of the Review then those issues will be reported to the appropriate organisation in line with the Council's safeguarding policies.

The Committee recognise that CSE is an issue that directly affects some individuals, families and communities in Telford and Wrekin. The direct voice of victims and their families will not be actively sought again as it is acknowledged that providing evidence is a difficult process and some of their feedback has been included in published reports. However, if victims or their families express a wish to voluntarily engage in the review (either through commenting on the terms of reference or otherwise) that will be welcomed. In such an event, the Committee's final report will be anonymised in order to protect identities.

11.0 Resources for review

In order to devote sufficient time and focus to this Review, Members have agreed to postpone all other items on the Work Programme for Children & Young People Scrutiny Committee. In order to focus limited resources efficiently, the Review Working Group will only select witnesses and activities that are necessary to address the concerns identified in the scope.

The Scrutiny Management Board will oversee the allocation of scrutiny officer resources to the Scrutiny Committees, and will make decisions where there are competing demands for resources.

12.0 Background Publications

Supplementary Guidance to Working Together to Safeguard Children, DCSF (2009)

Report of the Independent Reviewing Officer in Relation to Child Sexual Exploitation Issues in Rochdale Metropolitan Borough Council During the Period 2006 to 2013, Anna Klonowski (21 May 2013)

Child Abuse through Sexual Exploitation (CATSE) Learning 2008 – 2013, New Start (October 2013)

If Only Someone Had Listened, Office of the Children’s Commissioner (November 2013) [includes the See Me, Hear Me Framework]

Child Sexual Exploitation Learning Overview Report, Telford & Wrekin LSCB (April 2014)

Telford & Wrekin LSCB Annual Reports

Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013, Alexis Jay OBE (August 2014) (“The Jay Report”)

Tackling Child Sexual Exploitation – Summary of Recommendations, National Working Group Network: (2014) [as referred to by the Jay Report]

‘Real Voices’ Child sexual exploitation in Greater Manchester: An independent report, Ann Coffey, MP (October 2014) (“The Coffey Report”)

West Mercia Consortium Inter Agency Child Protection Procedures (October 2014) http://westmerciaconsortium.proceduresonline.com/chapters/quick_guide.html

Child sexual exploitation in Rotherham: some issues for local government, DCLG (November 2014)

The sexual exploitation of children: it couldn’t happen here, could it? Ofsted (November 2014)

HMIC Crime inspection 2014 West Mercia Police (November 2014)

We Need to Get it Right: A Health Check into the Council’s Role in Tackling Child Sexual Exploitation, Birmingham City Council (December 2014)

Report of Inspection of Rotherham Metropolitan Borough Council, Louise Casey CB (February 2015) (“The Casey Report”)

HMIC National Child Protection Inspections West Mercia Police 4-14 November 2014 (February 2015)

Oxford Safeguarding Children Board Serious Case Review into Child Sexual Exploitation in Oxfordshire: from the experiences of Children A, B, C, D, E, and F, Independent Reviewer: Alan Bedford MA (Social Work), Dip.Crim (March 2015)

Appendix 2: Summary Report for Young People

Everyone's Business:

A Scrutiny Review of Multi-Agency Working in Telford and Wrekin to tackle Child Sexual Exploitation

Summary Report for Young People

In 2015, members of the Council's Children and Young People Scrutiny Committee met with over 50 young people to find out how well they thought that organisations were working together to help keep children and young people safe from child sexual exploitation (CSE).

They heard from people who have been affected by CSE and they met with a lot of different organisations. A full report on the information that they gathered is available at:

www.telford.gov.uk/scrutinyreviewofcse.

This summary report has been written for young people. It highlights what young people told us and how we think the different organisations that work with children and young people could keep them safe from CSE in the future. The Local Safeguarding Children's Board and the Council will respond to the recommendations and decide what they can do.

Young people told us: Primary school children should learn at school how to stay safe and have safe relationships

We said: All schools, (primary and secondary) should develop a Team Safeguarding Voice which helps children and young people to understand the different types of abuse that can affect them, how to stay safe and what to do if they are worried about themselves or someone else.
All schools, academies and colleges in Telford and Wrekin should agree that Sex and Relationship Education should be taught at school and that this should include information about CSE that is age appropriate.

Young people told us: Young people want to know how to keep themselves safe and how to get help for themselves and their friends. They want to understand what child sexual exploitation means, how grooming happens, what the risks are and what type of people can sexually exploit children. Hearing about what has happened to other people who have been victims of CSE is the best way to get the message across.

We said: Local organisations should work together to run a campaign about CSE for young people and adults. Victims and survivors of CSE and their families should be given the opportunity to be involved in the campaign and raise awareness of the problem.
Facts about the scale of CSE in Telford and Wrekin should be made available to young people of secondary school age.

Young people told us: Information for young people about child sexual exploitation should be reliable, easy to find and easy to understand. There should be clear information on websites. Young people need to know about local issues in Telford and Wrekin, which organisations can help them and how to contact them.

We said: The on line service for family connect should be developed further to provide information for children and young people about CSE. It should let children, young people and adults raise concerns on line.

Young people told us: Young people with disabilities and special needs should have information to help them to understand the risks of child sexual exploitation.

We said: Information about CSE should be available to all young people in ways that they can understand. Local organisations should use advice from the National Society Prevention Cruelty to Children (NSPCC) on CSE and how to talk to young people with disabilities about it.

Young people told us: All parents, foster parents and carers need to understand about child sexual exploitation. They need to know how they can help keep children and young people safe, including how to keep them safe on line.

We said: All parents should be encouraged to talk to their children about safety using the NSPCC PANTS campaign
<https://www.nspcc.org.uk/preventing-abuse/keeping-children-safe/underwear-rule/>
There should be local information about CSE for parents that includes stories from people who have been affected and videos that explain the reality of CSE.
All foster carers and staff working with children in the care should have specific training on CSE.

Young people told us: Children and young people should be believed if they say that they are affected by CSE. All adults who work with children and young people should be taught what to look out for and how to support affected children and young people.

We said: There should be a campaign to raise awareness of CSE in Telford and Wrekin.
All organisations should be encouraged to train their staff and volunteers so that they understand what CSE is, what the signs are and where to go to for help.
When a case of CSE is taken to court, the victims should be able to trust the criminal justice process and have faith that they will be treated with care and respect.

Young people told us: There should be good support for victims of CSE including good mental health support.

We said: Local organisations should make sure that there is support for victims of CSE. The mental health and sexual health needs of children and young people affected by CSE should be met.
Victims and survivors of CSE and their families should have information about the help and support services that are available to them and how to get help.
The Government should increase funding to support victims and survivors of CSE and their families.

What will happen next?

The Local Safeguarding Children's Board and the Council will consider the recommendations that we have made. They will decide which things they can do.

Appendix 3: What is Scrutiny?

Local authority scrutiny is part of the governance arrangements for local councils and there is a legislation that sets out the role of the scrutiny committees⁴⁹. Each council can agree its own scrutiny arrangements and in Telford & Wrekin Council there are 5 Scrutiny Committees – one of which is the Children and Young People Scrutiny Committee that carried out this review. The councillors on the Scrutiny Committees are from all the political parties represented on the Council but they cannot be Executive members who make decisions about Council services and policy. Some scrutiny committees have places for statutory co-optees and Committees can also co-opt other members who can bring skills and knowledge to the scrutiny process. The role of a scrutiny committees is to:

- Hold the Executive Members and decision makers of the Council to account
- Be an independent ‘critical friend’
- Be a voice for local people
- Make recommendations that will improve local services

Scrutiny Committees have the power to require information about council services and policy and that Executive Members and senior council officers attend scrutiny meetings. Local government scrutiny also has a statutory role in scrutinizing the planning and provision of local NHS services and the work of the local Crime and Disorder Partnership. Other local organisations do not have to contribute to the work of Scrutiny Committees, but the experience on Telford and Wrekin has been that most organisations welcome the opportunity to meet with Scrutiny Members and take part in the work of Scrutiny Committees.

49

http://cfps.org.uk/domains/cfps.org.uk/local/media/downloads/L12_389_CIFPS_Pulling_it_together_v3.pdf

Appendix 4: Local Safeguarding Children's Board

Statutory Function

The Children Act 2004 sets out the statutory objectives and functions of a local safeguarding children's board. Section 13 of the Children Act 2004 "requires each local authority to establish a Local Safeguarding Children Board (LSCB) for their area and specifies the organisations and individuals (other than the local authority) that should be represented on LSCBs". Working Together to Safeguard Children 2015 further details the representation on the Board.

The Board is a key statutory mechanism for agreeing how the relevant organisations in Telford and Wrekin will cooperate to safeguarding and promote the welfare of children in the area and for monitoring the effectiveness of local services and legislative requirements; put simply "**safeguarding is everyone's responsibility**". The **vision** of the Telford & Wrekin Safeguarding Children Board (TWSCB) is: To put the voice of the child and young person first by listening, protecting, being supportive and building lives for the future; and Leading and driving forward excellence in safeguarding to support all services and improve the lives of children and young people.

Strategic Priorities for 2014–15

"To co-ordinate what is done by each person or body represented on the Board for the purpose of safeguarding and promoting the welfare of children in the area, and to ensure the effectiveness of what is done by each such person or body for that purpose." (Section 14 of the Children Act 2004)

- To provide leadership to all agencies to achieve effective inter-agency working.
- To hold agencies to account for their responsibilities to safeguard children and young people.
- To co-ordinate a multi-agency approach to minimise harm to children and young people.
- To deliver an effective Training Strategy which responds to the needs of partner agencies.
- To maintain an effective Learning and Improvement Framework to enable partners to be clear about their responsibilities, to learn from experiences and to improve services as a result.
- To manage change positively in response to Working Together to Safeguard Children 2015 and the Munro Report.
- To ensure the involvement of children and young people in the work of the Board.

TWSCB Meetings

The Board is chaired by Andrew Mason, an Independent Chair, and is comprised of the following partners:

Telford and Wrekin Local Authority - Children's Safeguarding, Adult Social Care, Public Health, Legal Services and the Lead Member for Children and Families (as an observer)

Telford and Wrekin Schools (including primary, secondary, special, academy schools and further education)

Health (including the Clinical Commissioning Group, Shropshire Community NHS Trust, NHS England, Adult Mental Health, Shrewsbury and Telford Hospital NHS Trust)

West Mercia Police

West Mercia Youth Offending Service

West Mercia National Probation Service

Herefordshire, Shropshire & Telford Community Rehabilitation Company

West Midlands Ambulance Service

Children and Family Court Advisory and Support Service (CAFCASS)

As well as partner agencies the TWSCB also has representation from Community Members, Housing Association, Voluntary Groups, Faith Groups, Early Years provider and the Lead Governor.

The Board meets bimonthly and the minutes are published on the website once agreed at the following meeting. The link to the Boards website is below:

<http://www.telfordsafeguardingboard.org.uk/lscb/>

Appendix 5: Suggested Reading

In addition to the background publications set out in the Terms of Reference, the following websites, reports and publications have proved useful in informing the work of the Committee.

Academy of Medical Royal Colleges - Child Sexual Exploitation: Improving Recognition and Response in Health Settings (September 2014)

http://www.aomrc.org.uk/doc_download/9777-cse-press-release.html

Barnardo's - (numerous publications/research)

[http://www.barnardos.org.uk/what we do/policy research unit/research and publications/sexual exploitation research resources.htm](http://www.barnardos.org.uk/what_we_do/policy_research_unit/research_and_publications/sexual_exploitation_research_resources.htm)

Dr Nina Burrowes - "The Courage to be Me" (2014) An illustrated story about courage, self compassion and hope after rape or sexual abuse. *Read online for free. The book tells the story of how victims can begin to rebuild their lives. There are no images of rape or abuse.*

<http://ninaburrowes.com/books/the-courage-to-be-me/preface/>

The Children's Commissioner - (numerous publications/research)

<http://www.childrenscommissioner.gov.uk/publications>

The Children's Society – "Old enough to know better? Why sexually exploited older teenagers are being overlooked" (November 2015)

<http://www.childrenssociety.org.uk/what-we-do/resources-and-publications/old-enough-to-know-better-why-sexually-exploited-teenagers-are>

College of Policing - Responding to child sexual exploitation

<https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/>

Department for Education -

- Tackling Child Sexual Exploitation Action Plan
<https://www.gov.uk/government/publications/tackling-child-sexual-exploitation-action-plan>
- What to do if you suspect a child is being sexually exploited
<https://www.gov.uk/government/publications/what-to-do-if-you-suspect-a-child-is-being-sexually-exploited>

Focus on Survivors - "Hear Me. Believe Me. Respect Me." (October 2015) *A survey conducted by University Campus Suffolk and Survivors in Transition, with support from the Survivors Trust of adult survivors of child sexual abuse and their experience of support services.*

<http://www.ucs.ac.uk/Faculties-and-Centres/Faculty-of-Arts,-Business-and-Applied-Social-Science/Department-of-Psychology,Sociology-and-Social-Work/Focus-on-Survivors-Final-Copy-Logo-Blk.pdf>

Girlguiding - Care Versus Control: Healthy Relationships (2013)

http://girlsattitudes.girlguiding.org.uk/pdf/2025_Care_Versus_Control.pdf

Health Working Group Report on Child Sexual Exploitation (January 2014)

<https://www.gov.uk/government/publications/health-working-group-report-on-child-sexual-exploitation>

Law Commission – Taxi and Private Hire Services (May 2014)

http://lawcommission.justice.gov.uk/docs/lc347_taxi-and-private-hire-services.pdf

Ministry of Justice - The Code of Practice for Victims of Crime (October 2013)

<https://www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime>

Muslim Women's Network - Unheard Voices: Sexual Exploitation of Asian Girls and Young Women (September 2013)

<http://www.mwnuk.co.uk/resourcesDetail.php?id=97>

NWG Network - (numerous publications/research)

<http://www.nwgnetwork.org/>

Ofcom – Children and Parents Media Use Report (November 2015)

<http://stakeholders.ofcom.org.uk/market-data-research/other/research-publications/childrens/?a=0>

Ofsted - The voice of the child: learning lessons from serious case reviews (April 2011)

<http://webarchive.nationalarchives.gov.uk/20141124154759/http://www.ofsted.gov.uk/sites/default/files/documents/surveys-and-good-practice/t/The%20voice%20of%20the%20child.pdf>

PACE & Safeguarding Children e-Academy (YouGov Survey Results) - Are parents in the picture? Professional and parental perspectives of child sexual exploitation (November 2013) <http://www.paceuk.info/what-we-do/publications/parents-picture/>

PACE - (various parent-focussed publications which highlight the problems parents report they have encountered in reporting CSE) <http://www.paceuk.info/what-we-do/publications/>

University of Bedfordshire - The International Centre: Researching Child Sexual Exploitation, Violence and Trafficking (numerous publications/research)

<http://www.beds.ac.uk/intcent/publications>

West Midlands Police CSE Problem Profile (October 2014) (redacted)

https://foi.west-midlands.police.uk/cse-problem-profile-724_15/

Winston Churchill Memorial Trust/Professor Andrew Rowland – “Living on a Railway Line. Turning the tide of child abuse and exploitation in the UK and overseas: international lessons and evidence-based recommendations” (October 2014)

<http://www.wcmt.org.uk/sites/default/files/docs/reports/Professor%20Rowland%20Andrew%20Living%20on%20a%20Railway%20Line%20FINAL%20Full%20Size%20DOUBLE%20SIDED%20PRINTING%20PROTECTED%202014.pdf>

TELFORD & WREKIN COUNCIL

CABINET – 21 JULY 2016

THE TELFORD & WREKIN SAFEGUARDING AND CHILDREN BOARD (TWSCB) AND PARTNER AGENCIES' RESPONSE TO SCRUTINY REVIEW OF MULTI-AGENCY WORKING AGAINST CHILD SEXUAL EXPLOITATION

REPORT OF DIRECTOR FOR CHILDREN AND ADULTS SERVICES

LEAD CABINET MEMBER – CLLR PAUL WATLING

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

To set out a multi-agency response to the Telford & Wrekin Council's Children and Young People Scrutiny Committee's *Review of Multi-Agency Working against Child Sexual Exploitation (CSE)*.

2. RECOMMENDATIONS

That:

- 2.1. The programme to respond to the Children & Young People (CYP) Scrutiny Committee's report is approved;
- 2.2. The recommendations to National organisations are approved (Recommendations 7b, 18a and 32b);
- 2.3. The ongoing dialogue by the TWSCB with partners to meet the cost of delivering multi-agency recommendations is noted.

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-Operative Council priority objective(s)?	
	Yes	Children and Young People Vulnerable Children and Adults
	Will the proposals impact on specific groups of people?	
	No	It will have an impact on all groups of people within Telford and Wrekin.
TARGET COMPLETION/DELIVERY DATE	May 2017	
FINANCIAL/VALUE FOR MONEY IMPACT	Yes	Implementing the recommendations in the report would have a financial impact. Discussions are taking place with TWSCB partners to determine how adopted multi-agency

		<p>recommendations could be funded.</p> <p>Initial thinking suggests that the council would need to put in place funding for 3 posts and training in order to build capacity with a Team Leader, a Senior Social Worker and a CATE worker and developing support for workers. The estimated cost of this initiative would be around £150k p.a. In addition a further £10k is required for one off set up costs. In 2016/17 any part year costs will be funded from the Council's contingency which will be included within the Financial Management report going to Cabinet on 21st July , 2016. The ongoing revenue requirement for future years has been reflected within the 2017/18 medium term budget strategy process There may well be further funding for other future initiatives that are developed.</p> <p>The financial outlook for Local Government remains bleak with continued cuts to Government grant. In response to these cuts the Council is continuing with a budget strategy which includes significant savings to 2020. The recommendations from the scrutiny report call for Government Departments such as Department of Health, and Communities and Local Government, to consider the funding available for victims and their families, new funding would need to be separately identified and prioritised to support the development of Safeguarding and awareness initiatives.</p> <p style="text-align: right;">RP 23.6.16</p>
LEGAL ISSUES	Yes	<p>The response set out at Appendix 1 of this report includes some proposals and actions that are supplementary to the Council's statutory duties.</p> <p>In some cases the attainment of these proposals is reliant on the work undertaken by external partners. This should be taken into consideration</p>

		<p>when reviewing performance against the objectives.</p> <p>When undertaking the work described in Appendix 1 care needs to be taken to ensure compliance with statutory provisions, for example, data collection will include sensitive personal information and must comply with data protection requirements and the Council's information governance rules.</p> <p style="text-align: right;">MC 21.06.2016</p>
OTHER IMPACTS, RISKS & OPPORTUNITIES	Yes	<i>As outlined in Part B, Additional information.</i>
IMPACT ON SPECIFIC WARDS	No	N/A

PART B) – ADDITIONAL INFORMATION

4. INFORMATION

- 4.1. In 2012 a significant investigation by the Police and partners into the exploitation and trafficking of young girls in Telford and Wrekin culminated in Operation Chalice, which led to the successful prosecution of nine men. During this operation a project to work with young people where there were concerns about CSE was developed, the Council's CATE Project (Children Abused Through Exploitation); alongside a specific multi-agency CSE pathway to support children and young people.
- 4.2. In 2014 Professor Alexi Jay's report into sexual exploitation of children in Rotherham criticised the child protection system and made numerous recommendations for government, local authorities and other agencies to consider and learn from. In response, in November 2014 the Telford & Wrekin Council Children and Young People Scrutiny Committee commenced a review of multi-agency working against child sexual exploitation (CSE) to review "*how well organisations in Telford and Wrekin were working together to prevent CSE, protect and support victims and their families and prosecute perpetrators*". Over the next 18 months, the Committee engaged with partners, communities and survivors of CSE and their families to provide them with an understanding of "*how well organisations in Telford and Wrekin are working together to prevent CSE, protect and support victims and their families and prosecute perpetrators*". This work concluded in May 2016 and the Committee agreed the final report on 16th May 2016.
- 4.3. The report identified a series of recommendations against improvement themes:
- understanding the scale of CSE to keep young people safe;
 - Raising awareness to prevent CSE in educational establishments, agencies, and communities, and if identified, refer appropriately to Family Connect and the Police;
 - Mapping the multi-agency support which is available for young people and victims as they journey through the CSE Pathway, including further improvements in support services including Child and Adolescent Mental Health

Services (CAMHS); and Sexual Health Services for victims, survivors and their families; and

- Organisational awareness of risk to staff by CSE perpetrators.

4.4. On 21st January 2016 the Telford & Wrekin Safeguarding Children Board (TWSCB) agreed to take responsibility for coordinating the multi-agency response and monitoring the progress against the report's recommendations, as it built on the work that was already progressing within the partnership. The TWSCB is a multi-agency partnership, with an Independent Chair, which coordinates and works to ensure that children and young people within Telford and Wrekin are safeguarded and their welfare promoted (further explanation of the role of the TWSCB is outlined in Appendix A).

4.5. Members of the Scrutiny Committee commended the work undertaken to date to tackle Child Sexual Exploitation, specifically the work of the Council's CATE team and Team Safeguarding Voice[®]. **The TWSCB and individual agencies have welcomed the CYP Scrutiny Committee's recommendations which provide valuable ideas and advice to develop the multi-agency response to CSE** (individual agency responses are outlined in Appendix C).

4.6. The Scrutiny report makes three recommendations for national bodies:

4.6.1. Recommendation 7b: *"given the scale of cuts to local public sector organisations, the Committee also recommends that the Department of Health, the Home Office and the Department for Local Government and Communities urgently review the national funding available to support for victims of CSE and their families. This should include support available from the point at which a young person is identified as a victim of CSE, through the criminal justice process and long term support."*

4.6.2. Recommendation 18a: *"The Committee supports the joint letter from Parliamentary Select Committee chairmen that Sex and Relationship Education (SRE) should become a statutory part of the curriculum and the recommendation from the Children's Commissioner that "all school equip all children ...to understand healthy and safe relationships and talk to an appropriate adult if they are worried about abuse". The Scrutiny Committee recommends that informing children and young people in an age appropriate way about CSE should be included in any future statutory SRE curriculum."*

4.6.3. Recommendation 32b: *At a national level the Committee supports the recommendation from the Law Commission that there should be consistent national standards for licensing.*

Following approval of these recommendations a joint response from the CYP Scrutiny Committee, TWSCB and Council's Cabinet will be submitted to the national bodies.

4.7. The TWSCB will be responsible for monitoring the recommendations and ensuring progress is made in a timely manner. This will be done through two sub-groups of the TWSCB: the Quality, Performance and Operations Sub-group (oversight of all actions) and the Child Exploitation Thematic Sub-group (to progress the multiagency actions). Appendix D outlines the governance and reporting structure of the TWSCB. The TWSCB will compile an action plan by the end of June that will detail how the recommendations will be implemented and this will be used by both groups to monitor and challenge progress.

4.8. The TWSCB will provide an interim progress report to the TWC Children and Young People Scrutiny Committee in December 2016. The TWSCB will provide a full

progress report to the TWSCB Children and Young People Scrutiny Committee in May 2017 against each recommendation and the impact this has had on children, young people and their families within Telford and Wrekin.

- 4.9. Partners are already working to deliver the recommendations with positive progress seen against:

Utilisation of CSE data and intelligence to target perpetrators – this has led to effective disruptions of behaviours associated with CSE across the Borough.

Raising awareness of CSE:

Telford & Wrekin's licensing policy for taxis now requires all taxi drivers to attend Driver Awareness Training which includes training to ensure they are aware of the signs of CSE and how to report it.

The main principle of Team Safeguarding Voice[®] is to empower children and young people to safeguard each other from harm (including keeping safe work). The rollout of Team Safeguarding Voice to all schools within the Borough has begun and, at the point of writing this report, there are 30 primary schools and 2 secondary schools which are already progressing their own version.

Review of Child and Adolescent Mental Health Services (CAMHS) and Sexual Health Services to improve support services for victims, survivors and their families – both services have been reviewed and, as part of the new contracts and tender, access to support for CSE victims and families will be improved.

Review of CSE Care Pathway to ensure it still met the needs of young people and their families - this resulted in improvements being made to the pathway which has included: referral routes and processing, risk assessments, windscreen of CSE need, indicator tool and meetings.

Support for CATE Practitioners has been reviewed - supervision for CATE practitioners is now the same quality that social workers receive due to the complexity and emotional impact this type of work has on individuals and the team as a whole.

- 4.10. Appendix A of this report sets out the TWSCB and partners response to the report's recommendations.

- 4.11. The TWSCB would like to thank the following agencies for contributing to the Multi-agency response:

- Telford & Wrekin Council
- West Mercia Police
- NHS England
- Telford & Wrekin Clinical Commissioning Group
- Shropshire and South Staffordshire NHS Foundation Trust
- Crown Prosecution Service.
- National Probation Service
- Shropshire Community Health NHS Trust
- Shrewsbury and Telford NHS Hospital Trust
- Adams Grammar School
- Holmer Lake Primary School
- Wrekin Housing Trust

5. IMPACT ASSESSMENT – ADDITIONAL INFORMATION

As noted above.

6. **PREVIOUS MINUTES**

None.

7. **BACKGROUND PAPERS**

None.

Report prepared by Sarah Constable, Partnership and Planning Officer and TWSCB, 01952 380599 and Interim Business Manager and Tina Knight, Strategic Lead for CSE and Missing for Telford & Wrekin Council and TWSCB Professional Advisor, 01952 385686.

Appendix A: Multiagency response to the report's recommendations

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
1	<p>Initial work to identify scale of CSE The Committee recommends that the current data from the West Mercia Police Problem Profile, Family Connect, the CATE Team and other Council services is used to develop a common understanding the scale and types of CSE in the Borough and how this changes over time.</p> <p>The facts about the scale of CSE in the Borough should be made accessible to the public and used as part of the awareness raising activity with the public, young people of secondary school age and training staff and volunteers.</p>	TWSCB	<p>The TWSCB has been working to compile a comprehensive partnership CSE profile for Telford and Wrekin. This is ever evolving and is an integral part of the work and monitoring of the TWSCB Child Exploitation Thematic Group.</p> <p>The facts about CSE will be utilised in the raising awareness to ensure that the public is aware of the profile of CSE in the Borough.</p>	
2	<p>Ongoing Monitoring of Scale of CSE All LSCB partner organisations and the CPS should flag/record all cases of CSE. This data should be reported initially to the LSCB and then on a 6 monthly basis to the CSE Strategy Group and compared to the data held on Family Connect to ensure that there is a shared understand of the scale of CSE in the Borough and that trends in the data are monitored and inform the planning and delivery of all relevant services.</p> <p>The LSCB should include local data on CSE in the Board's Annual Report.</p>	TWSCB	<p>As part of the work mentioned in Recommendation 1, the TWSCB has requested information from partners to help compile the CSE profile. As part of this the TWSCB is challenging those agencies which are unable to specifically identify cases of CSE within their workload. The information in the CSE profile is used to compare data between agencies but also to ensure that the information informs planning and delivery of disruptions, services and training.</p> <p>A summary of the CSE profile will be included in the TWSCB annual report.</p> <p>The CPS is a national organisation and hence</p>	Should system changes be required, this will result in financial implications for that agency.

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
			<p>we cannot put in place local fixes to our IT system to be able to monitor CSE. The term CSE can cover a wide range of offences, such as rape, sexual offences, drug offences, grooming etc. It is impossible from our IT systems to presently isolate CSE from other cases which fall under these crime headings. It may well be however that the police are able to provide this level of detail. It would appear that the police may be in a position to isolate cases to cases termed as CSE. They are likely to be the better agency at the current time to provide this information. We do not have the IT capability in place currently to readily provide this level of detail and any change would need to be considered on a national basis. In addition given the definition of CSE – which could encapsulate a number of offences, this is not a simple solution.</p>	
3	<p>Annual Review of CSE Strategy That the CSE strategy is reviewed annually by the LSCB and informed by the experience of survivors of CSE, their family and carers and front line staff. The updated strategy should reflect changes in models of CSE and this should inform training for staff and volunteers.</p>	TWSCB	<p>The TWSCB will ensure that the CSE Strategy is reviewed and it is an integral part of the work and monitoring of the TWSCB Child Exploitation Thematic Group.</p>	
4	<p>Impact of Cuts to Services The Committee recommends that the LSCB monitors the impact of cuts to local services and also the loss of expertise and knowledge within organisations as staff numbers are</p>	TWSCB	<p>The TWSCB monitors changes in organisations and the impact it has on both safeguarding children and young people, as well as partners. Where changes have identified a significant impact partners are asked to completed a Child</p>	

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	reduced.		Impact Assessment Form, outlining the changes, what impact it has and how the risks are being mitigated. It is then submitted back to the TWSCB for scrutiny and challenge. This will also include the loss of expertise and knowledge within the organisation and the impact this will have on the service provided.	
5	<p>Links to Other Policies and Strategies for Adults</p> <p>The Committee therefore recommends that the Council and CCG review the following strategies and policies to ensure that the needs of those affected by CSE are recognised and met:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The Joint Strategic Needs Assessment <input type="checkbox"/> The strategies and action plans for the Commissioning and Transformation Partnerships <input type="checkbox"/> Adult Safeguarding Policies and Procedures <p>The Committee recommend that these reviews takes place by July 2016 and are then updated following the publication of the NICE Guidance on CSE due to be published in 2017.</p>	HWB/TWC	<p>The Health & Wellbeing Board (HWB) recognises that the impact of CSE is wide ranging, significant and lifelong, with potential impact on the whole family. The priorities of the HWB have clear linkages to CSE from both a preventative approach and to supporting the victims of CSE. However, the HWB wanted to focus on issues which they would be uniquely placed to address and progress, and were not already being addressed by existing partnerships. This is reflected in the cross cutting priorities which have been selected and is in contrast to the service specific priorities previously adopted by the HWB.</p> <p>The HWB strategy will be delivered through a series of work programmes which will be delivered by Commissioning and Transformation Partnerships (Living Well Network, Early Help Partnership, Community Safety Partnership and potentially a new partnership called the Stronger Communities Board). These work programmes are currently being developed and will be shared at a meeting of lead officers to ensure consistency</p>	

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			<p>and avoid duplication – Board Managers from both safeguarding adults and children boards will be invited.</p> <p>Both the TWSCB and Telford & Wrekin Safeguarding Adult Boards recognise the lifelong impact of CSE and having a joint Independent Chair of both boards ensure linkages are made across the two partnerships as appropriate (including issues around transition to adulthood).</p> <p>CSE is already referred to as part of Chapter four (Staying Safe) of our JSNA data set on our facts and figures website page.</p>	
6	<p>Mapping Support and Agreeing Thresholds The Committee recommends that a mapping exercise is undertaken to identify the support available for victims of CSE from the range of organisations from identification through to prosecution and post sentencing. For example this should include CATE, ISVA, AXIS, CAMHS, PCSOs, Youth workers, Victims Liaison Officers, Witness Care Unit and other relevant services.</p> <p>This information should be available to victims and their families to explain the roles of the different organisations and how they are accessed.</p> <p>The mapping exercise should also inform a</p>	TWSCB	<p>Identification of support (including therapeutic) available for victims is an integral part of the work and monitoring of the TWSCB Child Exploitation Thematic Group. The TWSCB will also ensure that this remains part of the 0-25 emotional health and wellbeing transformation plan which is being led by the Local Authority and CCGs in both Telford & Wrekin and Shropshire.</p> <p>The TWSCB has previously produced leaflets explaining what the Council's CATE team does. These will be expanded to provide victims and families with all of the information in one leaflet, explaining the services available to them and what support can be offered depending on their level of risk.</p>	There will be a financial and resource implication to this implementing this recommendation.

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	<p>multi-agency agreement on the threshold of need for different services and set out clearly how organisations support victims/survivors according to the level of risk and how services change as the level of risk increases or reduces.</p> <p>In their role as corporate parents, members want to ensure that as part of their assessment and care planning, all children in care are assessed for their risk of CSE and that this is reviewed on an ongoing basis by the Independent Reviewing Officer as part of the child care plan.</p>		<p>All children who are taken into the care of the local authority have to have an assessment undertaken. An integral part of this assessment is looking at the risk factors/indicators to provide a holistic picture for that child/family; this will include CSE. For any child at risk for CSE, or subject to CSE, their care plan should reflect how this is being addressed. The Independent Review Officer (IRO) is charged with reviewing the child's care plan, (at a minimum of 6 month frequency) which should include the risk, they may or may not have, in respect of CSE and how the multiagency group is working to reduce this risk. The TWSCB will undertake an audit to review this practice and will then take appropriate action.</p>	
7a	<p>Therapeutic Support The Committee recommends that local organisations work together to ensure that the immediate and ongoing therapeutic need of victims/ survivors and their families are recognised in the commissioning strategies.</p>	TWSCB	Please see the above response to Recommendation 6	
7b	<p>Therapeutic Support However, given the scale of cuts to local public sector organisations, the Committee also recommends that the Department of Health, the Home Office and the Department for Local Government and Communities urgently review the national funding available to support for victims of CSE and their families. This should</p>	National	<p><i>To seek endorsement at Cabinet as outlined in Section 3 of the report.</i></p> <p><i>The TWSCB agreed with this recommendation on 15.06.2016.</i></p>	

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	include support available from the point at which a young person is identified as a victim of CSE, through the criminal justice process and long term support.			
8	<p>CAMHS</p> <p>When commissioning the Child and Adolescent Mental Health (CAMH) service, the CCG ensures that:</p> <ul style="list-style-type: none"> • The role of the CAMH service is clarified with partner organisations, professionals and service users so there is a clear understanding of the role of the CAMH service in both diagnosis of mental health issues and also in providing ongoing intervention and support. • Victims of CSE who are referred to the CAMH service but do not recognise the need for or want specialist help at that time are contacted by the CAMHS at a later stage to invite them to seek support. (currently patients who decline the service are not followed up and a second referral is required) • Appropriate training is provided so staff supporting young people with mental health issues recognise and respond appropriately to CSE. The committee would like to highlight this specifically for services for young people who self-harm or have attempted suicide. • Current gaps in the CAMH service that 	CCG/TWC	<p>The CCG has a transformational plan in place to improve access to CAMHS provision and there is a procurement exercise is being undertaken to commission a new model of service delivery. Health representation in Multi-Agency Safeguarding Hub (MASH), i.e. Family Connect CAMHS member. This will be achieved through:</p> <ol style="list-style-type: none"> 1) Both Telford and Wrekin and Shropshire CCGs are working collaboratively with the two councils across Shropshire in undertaking a full service redesign for local CAMHS service provision to improve access, waiting times and on-going therapy support including 'gaps in professional roles/ succession planning. 2) The CCG will promote the CAMHS service to ensure clarity with partner organisations and professionals and service users to enable clearer understanding of the role of CAMHS in both diagnosis and on-going intervention and support. 3) Pathway development within the CATE team of CAMHS. 4) Access to the service will be improved including GP referral pathway to ensure CSE patients are referred to the appropriate service first time. 	<ul style="list-style-type: none"> • Ensuring all CSE victims have open access to CAMHS at anytime. • Poor referral rates and reporting of CSE victims and perpetrators. • The local multi-agency case file audits that the CCG participated in identified a lack of local services for perpetrators, i.e. CSE, children harming children. • Recruitment and retention of staff in specialist roles and affordability within CCG budget.

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	<p>should be addressed in the commissioning process are support provided by the following professionals: Art Therapist, Family Therapist, Psychologists and Dedicated CSE Consultant.</p> <ul style="list-style-type: none"> • A more robust CAMH service within the CATE team is developed similar to the CAHM and Youth Offending Team model. • The referral process for GP to access CAMHS and the Family Intervention Service should be streamlined so if a patient is referred by a GP to CAMHS but does not meet the criteria for this service the patient is referred to the Family Intervention Service (not back to the GP to make another referral through Family Connect.) 		<p>5) The CCG monitors via the contract management performance and implementation of service development redesign.</p> <p>6) Individuals with “lived experience” as well the CCG young health champions have informed development of local CAMHS redesign.</p> <p>The Telford & Wrekin Council (TWC) would welcome the opportunity for closer working with the CAMHS service. The TWC will discuss with the CAMHS Service about what model should be used to enhance the direct service provision for children and young people suffering from CSE.</p>	
9	<p>Sexual Health Services Some specific issues that have been identified during this review are:</p> <ul style="list-style-type: none"> • All victims of CSE should be offered a full sexual health check, for people aged 13 or over through specialist sexual health services commissioner by Telford & Wrekin Council and for those under 13s through the Sexual Assault Referral Centre (SARC) commissioned by NHS England • When a perpetrator of CSE has a 	<p>Public Health NHS England CCG SSSFT</p>	<p>TW Council will ensure all victims of CSE have access to a full sexual health check within the integrated sexual health service will form part of the ongoing contract monitoring of this service. Within the integrated sexual health service contract, a new quality outcome indicator has been included and will be monitored:</p> <ul style="list-style-type: none"> • Number of Service users assessed using CSE ‘Spotting the Signs’ or similar framework as part of case finding / sexual health history taking (<i>with a threshold of 100%</i>) 	<p>Poor referral rates and reporting of CSE victims and perpetrators.</p>

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	<p>sexually transmitted infection the affected victims are offered support and screening. NB for children under 13 the screening is through the Sexual Assault Referral Centre (SARC) commissioned by NHS England.</p> <ul style="list-style-type: none"> • All victims of CSE who have been raped can choose to be examined by an appropriately qualified female clinician within the specified timescales required for evidence, through the Sexual Assault Referral Centre (SARC) commissioned by NHS England • Young people who frequently access emergency contraception services or have repeat abortions receive appropriate support and advice from primary care, pharmacies and specialist sexual health services about CSE. • The commissioning responsibilities for these services are as follows: <ul style="list-style-type: none"> o Emergency contraception services in pharmacies and specialist sexual health services – Telford & Wrekin Council o Abortion services and emergency contraception in primary care/General Practice - NHS Telford & Wrekin CCG 		<ul style="list-style-type: none"> • Percentage of staff attended Telford & Wrekin Council’s training/awareness sessions on child sexual exploitation and awareness of local CSE procedures (<i>with a threshold of 100%</i>) <p>For victims of CSE that require referral to SARC we will facilitate discussions with the responsible commissioner as a way to improve patient pathways. For young people that frequently access emergency contraception services, we will ensure they have up to date information on CSE as well as information on the local specialist sexual health service.</p> <ul style="list-style-type: none"> • PharmOutcomes which is a web-based system that is used to record all activity within community pharmacies will include CSE information and advice • We will ensure that all training delivered to pharmacies include CSE awareness and local referral process (Family Connect) <p>NHS England support the main thrust of the recommendation. Sexually Transmitted Infection (STI) screening for under 13s is currently provided through the SARC provider due to the gap within current service provision for this age group. This will continue to be the case when the Regional Paediatric SARC goes live in October 2016.</p> <p>Shropshire and South Staffordshire NHS</p>	<p>The SCB will need to ensure that NHS England commission a follow up service for under 13s within a paediatric setting. SSSFT sexual health service currently provide this for over 13s however it is not confirmed if the follow up pathway is currently in place for under 13.</p>

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			<p>Foundation Trust (SSSFT) sexual health services would welcome any review of their service in relation to responding to CSE. However, this will need to be approved by our commissioners to ensure appropriate governance of any review findings. In relation to the specific recommendation regarding service delivery:</p> <ul style="list-style-type: none"> • Full sexual health screening will be offered to victims of CSE where this is necessitated by their presenting history. • Offering sexual health screening to victims is current practice within the service. • Maintain close links with SARC to ensure pathways are maintained to ensure victims receive appropriate support. <p>Emergency Contraception can now be obtained from GP surgeries, walk in centres and Local pharmacists.</p> <p>GP surgeries have safeguarding leadership and governance named safeguarding professionals who have received training in CSE. Abortion services are commissioned to support this vulnerable group. This will be achieved through:</p> <ol style="list-style-type: none"> 1) NHS England Child Sexual Exploitation: Advice for Healthcare staff leaflet developed May 2016 for healthcare staff. 2) Services are now commissioned to support this vulnerable CSE patient group. 	

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10a	<p>Support for Victims in the Criminal Justice System The Crown Prosecution Service implements a system to flag cases of CSE that they receive to report and analyse this information nationally. (Linked to Recommendation 2 above)</p>	CPS	<p>The CPS will not have the detail to identify CSE cases as noted in recommendation 2. The CPS also, will not be in a position to provide detail on any cases where the Police decide not to refer a case to CPS as the threshold test is not met. It may be possible for the CPS to provide an overview to TWSCB in any CSE cases, where an investigation has identified victims and perpetrators of CSE but the cases have not gone to court because of insufficient evidence or where the witness withdrew from the process, these cases would need to be identified by the police. Clearly usual confidentiality and disclosure rules would have to be observed.</p> <p>In practical terms however all of our cases are dealt with on a case by case basis so far as witness care and support is concerned. The Crown Prosecution Service work with Police partners to ensure that special measures are in place for all vulnerable victims and witnesses. Any flag would not add to the practical application of our witness care measures which our policies already demand (please see for example of the internet CPS policies on service to victims and witnesses and policy under sexual offences).</p> <p>This recommendation partly involves CPS</p>	

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			<p>identification of cases where the police have investigated and not sought a charging decision. Once again the CPS may not be seized with this information and hence this information would need to be provided by the police.</p>	
<p>10b</p>	<p>Support for Victims in the Criminal Justice System Building on the CPS monthly review of failed cases, it is recommended that West Mercia Police and West Midlands CPS report annually to the Telford and Wrekin CSE Strategy Group the number of cases of CSE where an investigation has identified victims and perpetrators of CSE but the cases have not gone to court because of insufficient evidence or where the witness withdrew from the process. This information should be shared with the ISVA service and CATE Team to identify learning from these cases to improve the support provided to victims of CSE during the criminal justice process and increase the chance of prosecution and conviction. Where appropriate victims of CSE should be invited to contribute to this learning process.</p> <p>Some specific learning points that have been identified in this review are:</p> <ul style="list-style-type: none"> Victims need to retain confidence in the commitment from all organisations to seek justice in their specific case and that the evidence they provide is not 	<p>WMP</p>	<p>Strategic service improvement department (SSI) in conjunction with PVP strategic team will be able to report against the LSCB framework in order to provide the annual data set from a Police perspective. CPS in conjunction with WMP Criminal Justice Department should be able to provide information regarding number of cases which where unsuccessful at Court stage</p> <p>Yearly reporting to the ISVA and CATE services would not be adequate in order to support victims as the learning needs to be shared and acted upon in a more timely manner. Monthly or quarterly reporting would more adequately address this recommendation. The CSE team coordinator, SSI and PVP strategic team should be able to collate this information locally and feed back monthly or quarterly to CSE operational LSCB sub group, ISVA and CATE services. This should be business as usual as part of a regular 'tactical' improvement plan. MASH operating procedures could be developed to further enhance information sharing.</p>	<p>There is no specific offence of CSE therefore many crime types will be recorded. This often results in data which is difficult to interpret eg. One victim, 10 perpetrators and 15 offences. Context explaining the data is key otherwise the value is limited.</p>

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	<p>used to build a separate case to the detriment of their own.</p> <ul style="list-style-type: none"> Courts and staff supporting victims through the court process review the facilities and processes to ensure that victims of CSE are not in a public area in the court building with defendants. 		<p>The Court building is the responsibility of the CPS and not the Police therefore this would need to be addressed by CPS. However each CSE case could include the requirement for this element to be considered by victim support services.</p>	
11	<p>Safety Plans An audit of all current CSE cases should be carried out to ensure that victims and parents of victims of CSE should be involved in developing a Safety Plan for their child (where the young person is not subject to a child protection plan). The outcome of this audit should be reported to the CSE Strategy and Operational Groups to identify any actions required.</p>	TWC	<p>Young people and parents are central to the success of safety planning. The TWC will complete an audit on all open cases where CSE is identified and take steps to ensure that young people and their parents have and are fully involved in developing and implementing a plan of safety.</p>	
12	<p>Parent Support Group The LSCB / local authority should consult with parents of victims of CSE with a view to establishing a local parent support group. It is recommended that PACE (Parent Against Child Exploitation) is involved in this work. This work should include consideration of specific support that fathers of victims of CSE may find helpful.</p>	TWC/TWSCB	<p>The TWSCB and TWC agree that it is important the parents/carers receive the right support. The TWSCB will consult with parents of victims of CSE (including fathers) to establish what support they would want and then, as noted in recommendation 6, would ensure this information is shared and widely known. The TWSCB and TWC will involve PACE in this consultation.</p>	<p>There will be a financial cost to this proposal (e.g. venue and facilitation).</p>
13	<p>Mapping Support for Parents As set out in Recommendation 6 above, parents of victims of CSE should have accessible information about the range of</p>	TWC/TWSCB	<p>The TWSCB and TWC agree that young people and their families need assistance in navigating the range of support that is available to them, and/or their child, as they progress through the</p>	<p>Consideration needs to be given as to who the multi agency family key worker should be, and how to</p>

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	support services available to their children. Organisations supporting parents should work together to co-ordinate their work and map out the support available for parents. Where possible this should identify a 'parent/ family key worker' and provide contact details for out of hours services.		CSE Care Pathway. Please refer to the response to recommendation 6 for further details.	provide an out of hours service to families. Both of which will have financial and resource implications.
14	Raising Awareness Based on the Committee's consultation with a range of groups it is recommended that the LSCB develops a long term CSE awareness raising strategy for the following groups (children, young people and parents). Where appropriate victims/survivors and their families should be given the opportunity to be involved and consulted about the work.	TWSCB	The TWSCB accepts this recommendation and recognises the importance of children safeguarding children, as well as empowering parents/carers in this regard. This will again be an integral part of the work and monitoring of the TWSCB Child Exploitation Thematic Group. The TWSCB will develop and agree a strategy in partnership with the Early Help Partnership and Community Safety Partnership specifically.	There will be a financial and resource implication to this implementing this recommendation.
15	Young People Young people aged 11-18 in Telford and Wrekin are provided with the information they asked for about CSE as set out in pages 17-22 of this report. The Committee want to ensure that this information is accessible to all young people including those with disabilities and recommends that learning from the NSPCC report 'Underprotected/Overprotected' is used as part of this work.	TWSCB	The TWSCB will utilise the relationship with the Police Cadets and the Safeguarding Children Boards in schools to assist with ensuring the information is accessible to all young people.	There will be a financial and resource implication to this implementing this recommendation.
16	Children All children at primary school are made aware of risks of abuse and neglect in an age appropriate way including how to stay safe	TWSCB	The TWSCB will encourage this is part of the Safeguarding Children Boards in primary schools. The TWSCB will then monitor if this is happening..	There will be a financial and resource implication to this implementing this recommendation.

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	online. (see Recommendations 18a and 18b below)			
17	<p>Parents</p> <ul style="list-style-type: none"> All parents should be encouraged and, where appropriate, supported to talk to their children aged 6-11 about safety using the NSPCC PANTS rule. All parents are informed about the risks of CSE, what the signs are, and who to contact if they have concerns. This should include information on risks of CSE including through social media, online and gaming and how parents can discuss these risks with their children and help to protect them. Information for parents should include case studies and videos that explain the reality of CSE. Specific training on CSE should be provided for all foster carers and staff working with children in care of the local authority. 	TWSCB	<p>The TWSCB will provide information to parents carers alongside the work mentioned in Recommendations 14, 15, and 16. The TWSCB will consult with Parents/Carers about what information would assist them to understanding CSE and its reality, including what the best dissemination methods would be.</p> <p>The TWSCB will work with TWC to provide specific information on CSE to foster carers and staff working with children in care of the local authority; we believe this should also include the Supervisory Social Workers for the foster carers.</p> <p>Actions against this recommendation will be monitored through the annual Section 11 audit that is completed by educational settings. It is due for completion in October 2016 and the results of which will be presented to the TWSCB Quality, Performance and Operations Sub-group at the next available meeting.</p>	There will be a financial and resource implication to this implementing this recommendation.
18a	<p>Role of Schools and Colleges in Raising Awareness</p> <p>The Committee supports the joint letter from Parliamentary Select Committee chairmen that Sex and Relationship Education (SRE) should become a statutory part of the curriculum and the recommendation from the Children's Commissioner that "all school equip all children</p>	National	<p><i>To seek endorsement at Cabinet as outlined in Section 3 of the report.</i></p> <p><i>The TWSCB agreed with this recommendation on 15.06.2016.</i></p>	

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	<p><i>...to understand healthy and safe relationships and talk to an appropriate adult if they are worried about abuse".</i> The Scrutiny Committee recommends that informing children and young people in an age appropriate way about CSE should be included in any future statutory SRE curriculum.</p>			
18b	<p>Role of Schools and Colleges in Raising Awareness</p> <ul style="list-style-type: none"> • Prior to any national decision about making SRE a statutory part of the curriculum, the authority works with the Primary Heads' Forum and Telford & Wrekin Learning Partnership to seek a joint voluntary agreement for all schools, academies and colleges to teach SRE as part of the curriculum and that CSE is incorporated in an age appropriate way to help safeguard all young people at schools in the borough equally. A package incorporating CSE staff training and SRE curriculum content should be developed jointly (as a co-funded or traded service) possibly linked to the Prevent training currently provided. This should build on existing or free to use material and take into account the views of young people set out in pages 15-20 of this report. • Work in this area should take into account any future guidance from the Department for Education on the requirement for schools to filter 	<p>Educational establishments</p>	<p>The TWSCB will write to all schools in Telford and Wrekin to ask them if they will voluntarily agree to teach SRE as part of the curriculum and that CSE is incorporated in an age appropriate way to help safeguard all young people at school within the Borough equally.</p> <p>Adam's Grammar School are moving from specific PSHE lessons towards themed days where they buy in specialists to deliver accurate and up-to-date information (for staff and pupils).</p> <p>Holmer Lake Primary School agrees that building upon the success of TSV is essential to ensure that this important aspect is reinforced through the taught curriculum. The school will continue to provide different forms of activity to engage children and young people including the use of theatre groups where appropriate to raise the issues."</p> <p>TWC recognise that schools and colleges have a key role to play in raising awareness across the board with regard to CSE. A survey of schools in 2015 indicated that there was lack of consistency of schools teaching SRE. A group of education professionals and partners has</p>	<p>Finance and time. We are already constrained by the demands of the curriculum and all the new specifications, so to find the necessary time to deliver successful education would inevitably detract from other areas.</p> <p>All schools buying in</p> <p>Some of the best resources available for disseminating the main themes and messages, such as the excellent productions that theatre companies like Loud Mouth have developed, come at a cost that will be prohibitive to some schools and settings.</p>

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	<p>inappropriate contact online and also to teach children about online safety.</p> <ul style="list-style-type: none"> • The Committee commends the work of Team Safeguarding Voice (TSV) and recommends that this approach is adopted by all primary and secondary schools in the Borough in line with the existing policy of the LSCB. The skills and knowledge of children involved in TSV at Primary schools should be recognised and developed at Secondary School. • The LSCB works with Further Education Colleges to ensure appropriate systems are in place so that they receive information about vulnerable students and suspected perpetrators from schools and other statutory organisations. • The Committee recommends that taxi drivers and operators that provide an excellent service for school transport should be recognised eg through a 'taxi driver of the year award' or a register of taxi drivers and companies that are recommended by schools. 		<p>been convened to consider a range of safeguarding issues. The support for CSE will be a key strand of work for this group over at least the next academic year.</p> <p>Work is being undertaken to review the transfer of records policy for schools and this will also include transfer of records from secondary schools to further education establishments. The TWSCB will launch this policy as part of the school policy updates at the beginning of the autumn term.</p> <p>Fleet Transport Services are operated by Telford & Wrekin Council and their main function is to transport children and adults with disabilities from home to school or day centres and home again in the evening. All buses have a passenger assistant and a driver; no children or vulnerable adults are transported by lone staff. Fleet have safeguarding procedures which include only named adults being to able to transport accept children or vulnerable adults, never leaving any client alone at a property or allowing a child to be left with a sibling under the age of 18 years. In the event of no one being home when a child or adult are being taken home either Family Connect or the Police are involved in investigating the circumstances. Corporate safeguarding procedures are used to raise any concerns or issues with children or vulnerable adults.</p>	

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			<p>Actions against this recommendation will be monitored through the annual Section 11 audit that is completed by educational settings. It is due for completion in October 2016 and the results of which will be presented to the TWSCB Quality, Performance and Operations Sub-group at the next available meeting.</p>	
19	<p>Local Organisations and the Public</p> <ul style="list-style-type: none"> • A range of methods should be used eg through schools, websites, local media, local employers and businesses. As most parents who responded to the questionnaire reported they got information about CSE from the media, the Committee recommend that opportunities to raise awareness of CSE through local newspapers and radio is explored. • The Committee recommends that the LSCB engages with the Shropshire Islamic Foundation to explore opportunities for joint working to tackle CSE. An issue raised by the Muslim Women's group was the lack of ESOL courses and computers for women to access information. The Committee recommends that consideration is given to finding ways to use the funding recently announced by the Government to develop local provision to meet the needs of the community. • The Council's Online training module 	TWSCB	<p>The TWSCB will strive to utilise different methods of dissemination. The TWSCB will work with the faith groups and establishments, including Shropshire Islamic Foundation and Muslim's Women Group, to tackle CSE alongside child abuse.</p> <p>The TWSCB will review the online CSE module that is available to all council and partner staff to ensure it covers all areas raised in the review.</p> <p>The TWSCB will work with local businesses utilising the Say Something See Something campaign and to promote the safeguarding available for volunteers, private organisations, faith groups and housing providers.</p>	<p>There will be a financial and resource implication to this implementing this recommendation.</p>

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
	<p>on CSE should be updated in line with recommendation 32a below and promoted to all organisations is the Borough alongside the continued roll out of the 'Say Something If You See Something' training for local businesses. Organisations should be encouraged to train staff and volunteers including the CVS, housing providers, faith organisations and local businesses. Due to the low number of referrals to Family Connect from Housing Providers, the Committee recommends that this is priority for the LSCB.</p>			
20	<p>Elected Members Training on CSE should continue to be included in the induction programme for all new Councillors. (This should be open to Borough, Town and Parish Councillors.) An annual update on CSE should be provided for Members with specific training for Members with specific responsibility eg Members of Licensing Committee.</p>	TWC	TWC continue to provide CSE training to councillors as recommended and will include specific training to the Licensing Committee.	
21	<p>CATE Team Training It is recommended that that the expertise of the CATE team is used as part of the CSE training offer that can be marketed externally and that the local knowledge is used to enhance training for local organisations.</p>	TWC	TWC welcome this recommendation as it is important to the quality of any training and awareness sessions that are provided that the local understanding and knowledge of CSE is shared.	The current resource does not allow this to be undertaken. There will be a financial and resource implication to this implementing this recommendation.
22	Organisations responding to publicity	TWSCB	The TWSCB will seek assurance from all	

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
	<p>The Committee recognises that there may be concerns about organisational reputation when there are media reports of specific cases of CSE. However, the Committee recommends that all organisations consider the impact of their public statements relating to specific cases on victims.</p>		<p>partners that they consider the impact of their public statements for the victims.</p>	
23	<p>Referrals to Family Connect Family Connect is designed as an open system – referrals made to other teams in the council or external organisations are not followed up. Members were concerned that if a CSE referral was not acted on – this would only be picked up if a second call were made to Family Connect.</p> <p>The Committee recommend that the robustness of this service is tested by an audit of 10% of the CSE related referrals to identify if the required follow up action was taken by the team or organisation that received the referral. The outcome of this audit should be reported to the LSCB to consider any action required.</p>	TWC	<p>The TWC agree that it is vital that professionals take action to reduce the risk of a child or young person become vulnerable to CSE. The TWC will audit of 10% of the CSE related referrals to gain assurances that follow up action recommended by Family Connect has been actioned.</p>	
24	<p>Monitoring Referrals to Family Connect The Committee understand that work is under way to review the way referrals to Family Connect are recorded and monitored. The Committee recommend that this review ensures that there is a system in place for recording, analysing and reporting data about CSE related contacts and referrals and that calls from schools to contact a social worker via Family</p>	TWC	<p>The TWC will review its current process to ensure that all contacts raised by professional raising concerns about CSE, whether open or new cases, there is the ability to pull the data from this.</p>	

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
	Connect regarding an existing child protection case is not recorded as a referral.			
25	<p>Raising Awareness of Family Connect - Public</p> <p>Through the awareness raising campaign, all organisations and members of the public should be made aware that Family Connect is the service to contact for non-emergency concerns relating to CSE.</p>	TWC	The TWC will ensure that all raising awareness campaigns have the appropriate contact details on.	
26	<p>Raising Awareness of Family Connect with Educational Establishments</p> <p>There should be an ongoing training programme for schools, academies and colleges on the Family Connect Service so that new staff are aware of how to make referrals to this service and how the information will be used.</p> <p>As schools, academies and colleges have such an essential role in the safeguarding of children against CSE it is recommended that an audit of all referrals from schools to Family Connect is carried out. If any schools are identified as having a low referral rate the safeguarding leads from these educational establishments should be contacted to find out why and encourage the school to make appropriate referrals and invited to see the service in operation.</p>	TWC	<p>The ongoing promotion of Family Connect to the general public is a key priority. Schools are provided with regular updates about Family Connect and CSE is covered within the safeguarding training provided to schools by Safeguarding Lead which includes specific sections on Family Connect.</p> <p>This will also feed into the raising awareness campaigns noted in early recommendations.</p>	There will be a financial and resource implication to this implementing this recommendation.
27	Online Access to Family Connect	TWC	The TWC will be moving to a more accessible	

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
	<p>A wider issue about the online accessibility of the Family Connect service was identified during the review (this issue is not specific to CSE). This has been recognised by the Family Connect Service as an area for improvement. The Committee concluded that the online Family Connect Service is totally inadequate and recommends that:</p> <ul style="list-style-type: none"> • A Family Connect brand is developed to ensure that telephone and online services provided by Family Connect are recognised as a single service. The website should include information about how the Family Connect Service works and the names / logos of the partner organisations involved. • A link to the Family Connect webpage is on the Council's home page • Online service for Family Connect are further developed, particularly to provide information for children and young people and enable concerns to be raised on line. • 		<p>and interactive website for Family Connect, especially for children and young people, which will address the points raised in the recommendation.</p> <p>The TWC will ensure that there is a visible link to Family Connect on the Council's home page.</p>	
28	<p>Capacity of the CATE Team</p> <p>The Committee recommends that once the support pathways for victims, survivors of CSE and their families is developed that a review of the work load of the CATE team is undertaken to ensure that the specialist skills are used in the most appropriate way while recognising the need for victims and survivors to maintain on-going relationships.</p>	TWC	<p>The TWC note that all CATE Practitioner case loads have been reviewed during individual supervision sessions, and with the provision of management oversight and direction, caseloads have significantly been reduced.</p> <p>A report will be presented to the TWSCB with a recommendation of maximum caseload numbers for a CATE Practitioner, and CATE</p>	<p>Should the CATE team become directly involved in training others, this will have significant implications for their capacity to work with the young people, unless the base staffing level is increased.</p>

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
	The Committee recommend that the maximum number of cases for each CATE worker should be determined by the LSCB. If this limit is consistently breached then it is recommended that through the LSCB partner organisations review the resources available.		practitioner roles and responsibilities to be reviewed.	
29	<p>Out of Area Placements</p> <p>OFSTED revisits the recommendations from the 2014 report, From a distance, looked after children living away from their home, to ensure that placing authorities provide appropriate information to the receiving local authority, NHS organisations and police with a specific focus on placement of victims of CSE. This work should also ensure information sharing processes are in place between specialist residential homes for victims of CSE and the local statutory organisations and specific risks or issues should be brought to the Telford and Wrekin LSCB and shared with neighbouring LSCBs if required.</p>	TWSCB	The TWSCB CE Thematic Group will hold one meeting per year where it looks specifically at CIC and CSE, the group will invite the manager of the local specialist residential home, the chair of the foster carers association and the commissioners of placements.	
30	<p>Information Sharing with Community Health Trust</p> <p>As a matter of urgency, information sharing systems are put in place to ensure that clinicians working for Shropshire Community Health Trust have access to the same child protection information as the staff at the hospital trust.</p>		Processes are already in place to share this information with Shrewsbury and Telford Hospital Trust (SATH), Shropshire Community Health Trust (SCHAT) and the police. Following consultation with partner agencies, GCSX secure email now used instead of SCS, and information to be shared agreed with SCHAT and SATH. They are now receiving copies of all invitations to child protection conferences, child	There are no challenges anticipated in terms of sending the information out, unless in exceptional circumstances where there are IT issues. Any internal communication issues will need to be addressed by individual agencies.

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
			protection plans, minutes and notifications.	
31	<p>Whistle Blowing Hotline A whistle blowing hotline is established to enable people who have information but may want to provide this anonymously to raise concerns about CSE.</p>	TWC/WMP	<p>The WMP already have Crimestoppers which allows any individual to provide anonymous information. This is a well established means of communication which covers all crime types. WMP fully support the CSE - 'Say something if you see something' (SSSS) campaign and would support any local initiative. CSE publicity could include a reminder that Crimestoppers is available if you wish to remain anonymous.</p> <p>WMP fully support Partners in raising this issue and have previously committed to supporting further anonymous methods of reporting.</p> <p>Members of public are already able to contact Family Connect and refer anonymously as the Children Act 1989 makes provision for this. Similarly the Children Act 2004 places a duty on all professionals to report any concern for a child's welfare. With this facility already in place the TWC are concerned that a 'hotline' will confuse the public more as there would be more than one point of contact. The Council has in place a whistle blowing policy for Council staff.</p> <p>The TWSCB will ensure that all raising awareness campaigns include the most appropriate contact number(s) as outlined above.</p>	

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
32a	<p>Disruption Activity</p> <ul style="list-style-type: none"> A strategy is developed, supported by an appropriate IT system, to enable licensing and enforcement officers at the Council to record and share intelligence on CSE internally and with the police. This should include bespoke training for all enforcement staff and other Council staff working in public places to ensure they are aware of how to identify indicators of CSE in premises, locations and licensed businesses and how to record this information. It is recommended that the IDB system should be considered as the information sharing platform as this is accessible to other subscribing local authorities but it would be essential that the police and Family Connect also have access to this system. Consideration should be given to developing a local authority licensing and enforcement Disruption Toolkit (similar to the toolkit used by West Midlands Police which sets out policing powers) so that staff are clear about the powers that exist and how they can be used by the authority or in conjunction with the police to disrupt CSE activity. This could be developed with peers in other authorities. <p>Telford & Wrekin Council's licensing policies</p>	<p>TWC Public Protection</p>	<p>In Telford & Wrekin all licensed vehicles must meet the safety standards of M1 Category European Whole Vehicle Type Approval which is the legal European manufacturing standard, whereas the Euro NCAP is a voluntary standard that not all manufacturers undertake which could limit the type of vehicles available to be licensed. Therefore we do not propose to change our policy to the Euro NCAP at this time. Telford & Wrekin's licensing policy requires all drivers to attend Driver awareness training which includes CSE training (introduced in 2015) and carrying unaccompanied children was introduced in 2002. We propose to incorporate the requirement for operators to have a designated CSE contact for drivers to report concerns confidentially in our revised Licensing Policy for Hackney Carriages and Private Hire Vehicles. Additionally we propose to make it a condition of the operators licence that they shall display on the premises information relating to CSE provided by Telford & Wrekin Council. This will be presented to the Licensing Committee in July 2016 for approval.</p> <p>The TWSCB will seek assurance from West Mercia Police in regards to the disruption activity that is occurring within the Borough and what impact it is having.</p>	<p>With regards to existing licensed premises we cannot introduce new conditions unless licensing receives a request for the license to be reviewed from responsible authorities.</p>

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
	<p>are reviewed as a matter of urgency to include the following:</p> <ul style="list-style-type: none"> • A review of taxi licensing policies to bring them up to the same standard as Shropshire's in terms of safeguarding responsibilities. In particular that: <ul style="list-style-type: none"> ○ CSE training should be a condition of driver licensing ○ Vehicle safety and emissions standards should be consistent with Shropshire ○ A requirement for operators to have a designated CSE contact for drivers to report concerns confidentially • A review of the licensing conditions for all licensed businesses where children and young people congregate to strengthen safeguarding conditions. This must include robust conditions for night clubs holding under-18 events by requiring events to be age limited for 12-15 year olds or 16-18 year olds and for all under-18 events to be ticketed in advance. 			
32b	<p>Disruption Activity At a national level the Committee supports the recommendation from the Law Commission that there should be consistent national standards for licensing.</p> <p>That the DBS checking service recognises taxi driving as a high risk occupation that has</p>	National	<p><i>To seek endorsement at Cabinet as outlined in Section 3 of the report.</i></p> <p><i>The TWSCB agreed with this recommendation on 15.06.2016.</i></p>	

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
	<p>prolonged, regular and unaccompanied contact with children so that all relevant information is disclosed to licensing authorities.</p> <p>PCSOs should have access to information to identify drivers of cars that are registered as trade vehicles. The Committee recognises that if this information is not already available that this recommendation should be directed nationally to the Driver and Vehicle Licensing Agency (DVLA).</p>			
33	<p>Supervision for CATE Team Regular professional supervision arrangement should be in place for members of staff in the CATE team.</p>	TWC	From January 2016 all CATE Team members receive professional supervision from a social work qualified manager (same standard as social workers) and 'Pod' working is being developed to enhance supervision process.	
34	<p>Personal Safety All organisations whose staff work with or come into contact with perpetrators of CSE ensure that the personal safety risks for their staff are properly assessed and managed.</p>	All	<p>The CCG are committed to ensuring the safety of staff is maintained at all times. CCG staff have Lone working policy, Managing Violence, Aggression & Vexatious People Policy and a Risk Assessment Policy in place. NHS providers are responsible for safer recruitment and lone working arrangements to include regular risk assessments are in place. These policies and procedures are subject to regular reviews to ensure they reflect current working arrangements, national guidance and legislation and partner agencies working arrangements, i.e. Family Connect MASH/ MARAC/ Child Protection medicals, etc. This will be achieved through:</p> <p>1) CCG monitors quality and safety in respect</p>	<p>Health and Safety on-going changes in legislation.</p> <p>Poor or late reporting of incidents.</p> <p>Limited capacity within teams to meet rise in reported cases.</p>

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
			<p>of commissioned services provided locally via contract management process/ meetings. Safeguarding annual reporting and dashboards.</p> <p>2) Occupational health service provision to staff includes counselling if need identified.</p> <p>3) Working with partner agencies to ensure safeguarding concerns are shared as soon as possible.</p> <p>Known perpetrators of CSE would not be allowed to work in schools. Staff are asked to disclose their history in this respect, as well as the history of those they live with (spouse/partner) and DBS and risk assessment completed.</p> <p>WMP public facing staff undergo Personal Safety Training which also includes Conflict Management Training on a regular basis. Review of staff to ensure Personal Safety Training is current. Staff should be regularly reminded to utilise these principles during any contact with perpetrators. It is acknowledged that despite training provided there will be some staff who are less confident in dealing with any form of confrontation.</p> <p>Staff safety within the organisation is paramount and this considers the roles that all officers have in any given circumstance. All Wrekin Housing Trust staff are trained</p>	<p>Suitable accurate and timely evidence being available (e.g. DBS checks, quick return of references from previous employers, etc').</p> <p>No DBS or disclosure of CSE will result in denial of access to setting</p> <p>Information sharing in this area may not forward relevant details to us and</p>

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
			<p>accordingly with regards personal safety and have the necessary equipment and infrastructure to ensure they remain safe.</p> <p>SSSFT have a duty of care to all our staff and have appropriate policies and procedures in place for managing the personal safety of our workforce.</p> <p>Each team within the Council should adhere to the Council's Personal Safety Policy and have appropriate risk assessment in place. Internal Health and Safety will be mindful of this recommendation when undertaking the Health and Safety audits of service areas. Review CATE Team Health & Safety risk assessment to ensure that this is fit for purpose and bespoke to the needs to the CATE Team.</p>	<p>as such we will be unaware of the specific issues.</p> <p>Time needs to be prioritised to ensure that relevant assessments are undertaken and, where necessary related training and support should be provided.</p>
35	<p>Forensic Examination of Digital Devises It was reported that there were delays in forensic examination of electrical devises seized. The Committee recommends that the LSCB monitors the implementation of the West Mercia Force Hub to ensure that there is a 5 day turn around on forensic examination of electrical devices.</p>	WMP	The situation regarding the timely examination of digital devices is a national issue due to the increasing demand and complexity of investigations. WMP have invested in Digital Media Investigators training and equipment, improvements are anticipated. LSCB monitoring could be aligned to the data set in 10b.	It needs to be highlighted that due to the complex nature of CSE and digital investigations the 5 day turnaround may not be possible in every case.
36	<p>Working with Potential Perpetrators of CSE Organisations should work together to identify people at risk of becoming perpetrators of CSE and prevent them from becoming involved. This could be linked to the Prevent agenda since perpetrators can groom other young people to</p>	TWSCB	The TWSCB will work with partners to identify people at risk of becoming perpetrators of CSE and prevent them from becoming involved. The TWSCB will review how best this is done in Telford and Wrekin, this will form an integral part of the TWSCB Child Exploitation Thematic	The results of the work are likely to have financial and resource implications.

Rec Number	Recommendation	Lead agency/ partnership	Brief outline of how it will be achieved.	Challenges identified
	procure victims of CSE –this can be seen as a form of radicalisation.		Group.	
37	<p>Appropriate Accommodation Housing providers work with the probation service to ensure appropriate accommodation is available for perpetrators of CSE when they leave prison.</p>	WHT	Provision of housing within the organisation follows set procedures and practices. These are shared with all partner agencies and followed in all cases. All applications will undergo risk assessments as part of the process when considering suitability before any decisions can be made.	The set conditions of the process have to be met before accommodation can be offered. Also, demand for accommodation is high and as such availability is scarce as well as changing on a daily basis. (Provision of accommodation is subject to availability).
38	<p>Housing Providers Linked with Recommendation 19 above, the LSCB ensures that relevant information on CSE is shared with all housing providers in the borough and the Board ensures on going engagement of housing providers in tackling CSE.</p>	TWSCB	The TWSCB agrees with the recommendation and, as part of the raising awareness strategy as per Recommendation 14 above, we will strive to ensure engagement with all housing providers in the Borough.	

Appendix B: Role of TWSCB

“The work of the TWSCB fits within the wider context of all children’s services and aims to improve the wellbeing of children and young people in Telford & Wrekin in respect of all the Every Child Matters Outcomes: Being Healthy, Staying Safe, Enjoying and Achieving, Making a Positive Contribution and Achieving Economic Wellbeing. Its particular focus however is that of the ‘Staying Safe’ outcome.

The guidance divides the scope of the TWSCB into three broad categories:

- *Activity that affects all children and young people.*
- *Pro-active work that aims to target particular groups of children and young people.*
- *Responsive work to protect children and young people who are suffering or at risk of suffering significant harm.*

The TWSCB will work across all three categories, having due regard to the central need to protect as outlined above.

*The TWSCB is **not** accountable for the work of individual organisations and each Board partner retains its own lines of accountability. The TWSCB **does not** have a power to direct other organisations. However, a key role of the TWSCB will be to gain the agreement of the partner organisations to protocols and methods of working that will ensure that safeguarding activity is conducted in a consistent and integrated manner across all the organisations represented on the Board.*

The Board will function primarily as a scrutiny and decision making body and will delegate responsibility for detailed examination of all aspects of its brief to five principle sub-groups.”

([TWSCB Terms of Reference](#), November 2015)

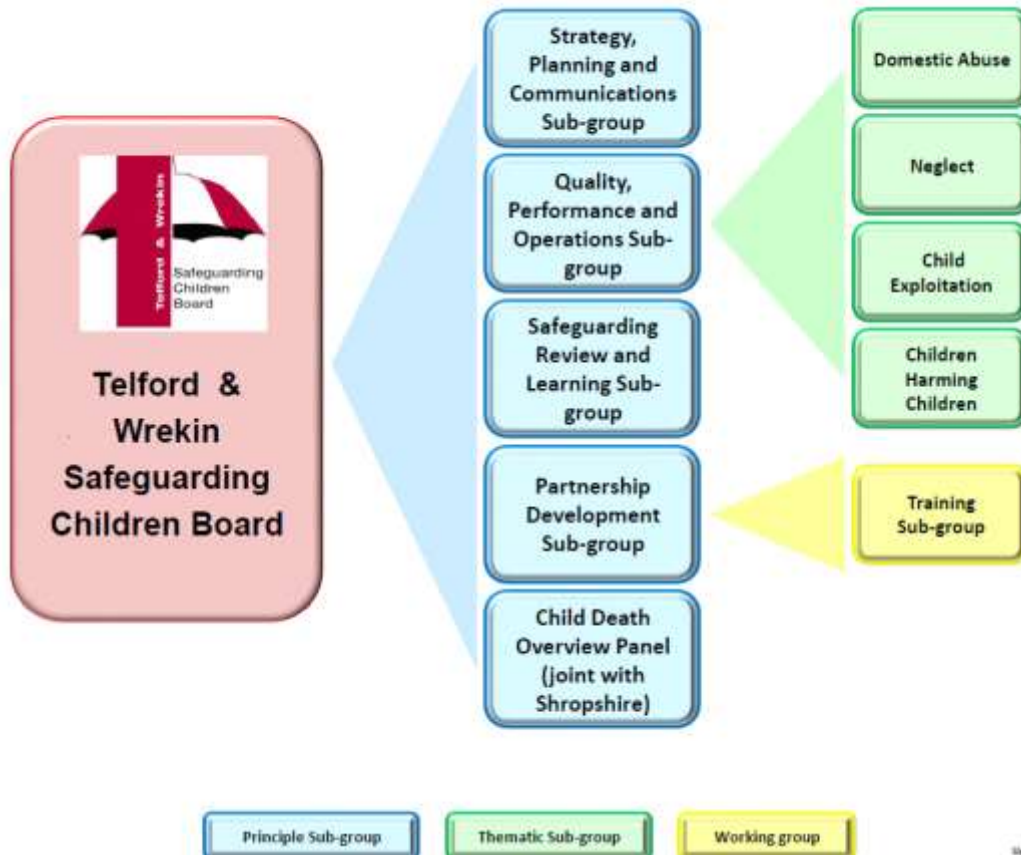
Appendix C: Individual Agency Responses to review

Agency	Overall Comments on report
Telford & Wrekin Council	<p>Telford & Wrekin Council welcomes this report into a series of challenging issues for the Borough. It is wide-ranging and provides a comprehensive picture of the challenge of young people who are or may be vulnerable to CSE. We welcome the open approach to this subject and are pleased to note that the views of children and young people feature prominently both in the report and in the recommendations.</p> <p>Whilst there is clearly an ongoing programme of work to complete to address the report recommendations we believe that this report highlights much of the good practice that has been developed over the last few years.</p>
West Mercia Police (WMP)	<p>This is a comprehensive report which has reviewed the multi agency approach in tackling CSE across Telford and Wrekin enriched due to the wide number of individuals and agencies who have been able to contribute.</p> <p>The report is balanced and recognises the significant amount of work which has been undertaken in this area, whilst providing recommendations to shape the future direction and progress into the next phase.</p>
Telford & Wrekin Clinical Commissioning Group (CCG)	<p>Telford and Wrekin CCG Accountable Officer, Executive Nurse, Named GP Safeguarding lead and Designated Professionals for Safeguarding participated in the Children and Young People's Scrutiny Child Sexual Exploitation Scrutiny Review and contributed to the content of the report. The report findings demonstrate key areas for all partner agencies to develop their child sexual exploitation systems and processes to respond effectively in the national drive to tackle Child Sexual Exploitation (CSE). The key theme areas are:</p> <ul style="list-style-type: none"> ➤ Improvements by agencies in the understanding the scale of the problem to keep young people safe; ➤ Raising health professionals awareness to prevent CSE and if identified refer appropriately to Family Connect and police; ➤ To improve under reporting by children subjected to CSE by raising awareness via training in schools and wider agencies; ➤ Further improvements in health therapeutic support services including Child and Adolescent Mental Health Services (CAMHS); and Sexual Health Services for victims, survivors and their families; ➤ Organisational awareness of risk to staff by CSE perpetrators; ➤ Review of Child Abused Through Exploitation (CATE) pathway to identify further 'gaps' in line with national best practice ➤ Pathway improvements for child protection medicals and emergency contraception and sexual health services.

	<p>The CCG welcomes the Children and Young People’s Scrutiny Child Sexual Exploitation Scrutiny Review Report findings and recommendations. The CCG commissioning and quality and safety teams are working jointly to improve the care provision with NHS providers for this vulnerable patient group.</p> <p>Organisation change and financial pressures impact on future service redesign and provision. However, the CCG can assure partner agencies that it takes its commitment to protection the vulnerable children of Telford and Wrekin extremely seriously and endeavours to ensure the best health outcomes for children and young people locally.</p>
<p>Shrewsbury and Telford Hospital NHS Trust (SATH)</p>	<p>The Trust welcomes the scrutiny’s report on CSE and is committed to recognising that all children have a right to be protected for their safety and well being and that all children have a right to be protected from harm when in our care. Our approach includes:</p> <ul style="list-style-type: none"> • Effective responses to allegations of harm and abuse and responses are in line with local multiagency procedures. • Maintaining integrated governance systems and processes in reporting concerns or issues. • Partnership working with Local Safeguarding Children Boards, patients, families and community partners to create safeguards for children. • Prevention of harm and abuse through the provision and delivery of high quality care.
<p>Shropshire Community Health NHS Trust</p>	<p>Designated Professionals for Safeguarding participated in the Children and Young People’s Scrutiny Child Sexual Exploitation Scrutiny Review and contributed to the content of the report. We welcome this report and the recommendations The key themes and recommendations from this review are:</p> <ul style="list-style-type: none"> • Raising health professionals awareness to prevent CSE • Refer appropriately to Family Connect and police when a CSE case is identified. • To strengthen the CATE pathway by identifying the gaps in service for children recognised as CSE. • To improve the supporting services; Sexual Health, Psychological counselling, CAMHS both for the Child as well as their families. • To raise CSE awareness in schools and other agencies by training and improve timely reporting. <p>Whilst we acknowledge the immense progress that has been made, further work will be required to refine the data collection processes in order to fully understand the nature and scope of CSE in Shropshire. Once we have a quality data then analysing this data will help us inform performance, policy and training.</p>
<p>Shropshire and South Staffordshire</p>	<p>Comprehensive report covering all aspects of this subject SSSFT contributed to the review and attended the scrutiny committee evidence</p>

Foundation NHS Trust	day, however as adult service providers there was little that we could contribute. This report highlights the need for consideration of sexual exploitation within adults acknowledging that sexual exploitation does not cease at the age of 18 which is very welcome.
Education: Adams Grammar School	<ul style="list-style-type: none"> • Comprehensive and long overdue • A very helpful and well written document • Identifies clearly the key areas of concern • Well considered advice and guidance (where appropriate)
Education: Holmer Lake	Firstly this is a very thorough and well written report, which makes it really clear about what CSE is, how it happens and what all agencies need to be doing.
National Probation Service	<p>The report is well balanced and brings in the experiences and opinions of key professionals and agencies within Telford and Wrekin. It also explains what each agency does in relation to CSE; this is very helpful and be beneficial to agencies as we collectively move forwards, working closely together to address CSE in terms of lessons learned from Operation Chalice, prevention (through education, training and disruption of activity), catch & convict/control, rehabilitating offenders and supporting victims.</p> <p>The report highlights the need for agencies to be vigilant, communicate effectively and to pro-actively share information. Addressing CSE requires a clear multi agency focus and this is something that is already starting to evolve within Telford and Wrekin.</p>
Wrekin Housing Trust	As an organisation we endorse the content of the report and will endeavour to support and facilitate anything from a landlord perspective that will assist in the identification and resolution of CSE.
Crown Prosecution Service (CPS)	This is a very interesting and thought provoking report. I should make it clear that in relation to page 6 para 5 the opinion expressed of the CPS, is from the opinion of the local CPS representative involved in the panel, this is further articulated at P54 para 4.

Appendix D: TWSCB Governance Structure



TELFORD & WREKIN COUNCIL**CABINET – 21 JULY 2016
COUNCIL 29 SEPTEMBER 2016****2016/17 FINANCIAL MANAGEMENT REPORT****REPORT OF THE ASSISTANT DIRECTOR: FINANCE & H.R. (CHIEF
FINANCIAL OFFICER)****LEAD CABINET MEMBER: CLLR LEE CARTER****PART A) – SUMMARY REPORT****1.0 SUMMARY OF KEY ISSUES****1.1 2016/17 Revenue**

The net projected outturn position for 2016/17 is estimated to be within budget. This is after applying £3.4m available in central contingencies, pending any further commitments in the rest of the year; and after using the specific contingency of £2.5m earmarked in the 2016/17 budget strategy for Early Help & Support pressures and the one off service balances totalling £0.5m for Children's Safeguarding.

This is a positive start to the year given that over £18m savings were required to balance the 2016/17 budget and the aim is that senior managers will sustain this position and make further improvements where possible by year end.

Children's Safeguarding and Early Help & Support continue to be key areas of pressure and both have cost improvement plans in place to reduce costs and deliver savings. These plans are monitored on a regular basis both by senior managers and Cabinet Members.

There are a number of variations from the approved budget, including some beneficial variances. The key areas to highlight are:

- A benefit of £1.5m relating to Treasury Management activities - the majority of which relates to benefits from low interest rates for short term borrowing and the current Treasury Management Strategy of keeping the majority of new borrowings very short term
- A one off benefit of £0.6m following the final winding-up of Transforming Telford Ltd.
- Early Help & Support are currently projecting an overspend of £4.0m, mainly relating to the cost of care packages; a cost improvement plan is in place to deliver savings which should reduce this as the year progresses.

- Children’s Safeguarding also continues to be a key pressure with an overspend of £1.1m being reported, the majority relating to the cost of Children in Care placements. A cost improvement plan is in place to review costs and the placement strategy.

The funding outlook for the medium term is still uncertain however it is anticipated that the Council will need to identify a further £15-£20m savings by the end of 2019/20 on top of the £12m already identified for 2017/18, so it is important that we maintain our excellent track record in managing budgets and maximise the position in 2016/17 which will assist in future years.

1.2 Capital

The capital programme totals £97.3m which includes all approvals since the budget was set. At the time of compiling this report projected spend was 88% of the budget allocation.

There are some new allocations, virements and slippage identified which will go forward to Full Council in September for formal approval.

1.3 Corporate Income Collection

Council Tax and Business Rates collection are ahead of the targets set. The level of outstanding Sales Ledger debt is slightly behind the target set for the year;

2.0 RECOMMENDATIONS

2.1 Cabinet Members are to:-

- (i) Note that 2015/16 revenue spending is currently projected to be within budget and continue to work with SMT to sustain this position; and approve the proposed use of the contingency detailed in 5.1
- (ii) Note the position in relation to capital spend and that Cabinet recommend that Council approve the new allocations, virements and slippage detailed in Appendix 3;
- (iii) Note the collection rates for NNDR, council tax and sales ledger;
- (iv) Recommend that Council approves the draft Efficiency Strategy in Appendix 4 and delegates authority to make final changes to reflect guidance and best practise as it continues to develop to the Managing Director after consultation with the Leader and Cabinet Member for Council Finance & Service Delivery

3.0 SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-operative Council priorities?	
	Yes	Delivery of all priorities depend on the effective use of available resources. Regular financial monitoring in the financial management reports helps to highlight variations from plan so that action can be taken to effectively manage the Council's budget.
	Will the proposals impact on specific groups of people?	
	No	
TARGET COMPLETION/DELIVERY DATE	To outturn within the budget set for 2016/17 at 31/3/17.	
FINANCIAL/VALUE FOR MONEY IMPACT	Yes	The financial impacts are detailed throughout the report.
LEGAL ISSUES	No	None directly arising from this report. The S151 Officer has a statutory duty to monitor income and expenditure and ensure that the Council takes action if overall net overspends /shortfalls emerge.
OTHER IMPACTS, RISKS & OPPORTUNITIES	No	
IMPACT ON SPECIFIC WARDS	No	

PART B) – ADDITIONAL INFORMATION

4.0 2016/17 REVENUE BUDGET

- 4.1 Financial management is the responsibility of budget holders and is supported by Finance staff using a risk based approach: following considerable reductions in finance resources through savings exercises more focus is given to higher risk areas (high value/highly volatile); less frequent financial monitoring is undertaken on budgets deemed to be medium to lower risk.

4.2 The overall 2016/17 budget position is summarised in the table below:

Service Area	Current Variation
	£
Business, Development & Employment	0
Finance & HR	(1,375,000)
Cooperative Council Team	0
Children's Safeguarding	1,091,994
Education & Corporate Parenting	340,817
Early Help & Support	4,002,947
Legal, Procurement & Commissioning	(74,989)
Health & Wellbeing	89,877
Customer & Neighbourhood Services	(336,720)
Commercial Services	280,000
Council Wide	(649,000)
Total Projected Variation	3,369,926
Use of Contingency	(3,369,926)
Total Projected Underspend	0

4.3 Projected variances over £0.100m are highlighted below, other variances are detailed in Appendix 2.

Service Area	Variance £m
<u>Business, Development & Employment</u>	
There are no variances over £100k to report.	
<u>Finance & HR</u>	
Treasury –this includes the benefit arising from current low interest rates and lower borrowing than anticipated in the earlier part of the year.	-1.500
Employee Costs – shortfall in delivery of saving target due to the retention of some essential user allowances and phasing-in of reductions to mileage rates resulting in a part-year impact in 2016/17.	+0.125
<u>Cooperative Council Team</u>	
Detailed monitoring has not yet been undertaken for this Service Area in accordance with the risk based monitoring approach adopted by the Council.	

<u>Children's Safeguarding & Independent Review</u>	
Children in Care Placements (CiC) – currently projecting £1.375m overspend in 2015/16 which compares to £1.7m reported at year end. The Service is developing a cost improvement plan for 2016/17 to assess placement costs which will include reviewing unit costs, the numbers of children in care and the placement strategy.	+1.375
Internal Foster Carer Costs – payments to Foster Carers including transport costs and foster carer training.	+0.142
Staffing (Safeguarding) – includes the cost of agency social workers.	+0.221
Care Leavers Accommodation Costs – projecting to be under budget which is based on activity levels.	-0.167
One off Service Balances – use of one off service balances to support Safeguarding pressures.	-0.500
<u>Education & Corporate Parenting</u>	
Education Psychology Service – savings target not fully met.	+0.105
Early Years & Childcare – impact of restructure savings being delivered for only part of the year during 2016/17.	+0.105
<u>Early Help & Support</u>	
Purchasing budgets – the pressure experienced during 2015/16 is continuing in 2016/17. A cost improvement plan is being developed which includes a number of strategies to reduce demand and deliver care differently which should result in lower costs. At this stage there has been limited progress and there is continued inflationary pressure on unit costs in some areas.	+6.211
Contingency – included in the budget strategy for 2016/17 and 2017/18 to allow time for the service delivery changes to embed.	-2.500
Income – largely relates to a shortfall of income generated from the CCG for Joint Funded Packages of Care delivered to clients with a Health Care need.	+0.135
Transport – a review group has been set up to look at ways to reduce expenditure and identify a more robust transport	+0.115

policy which is linked to the changes to the delivery of the provision of care.	
Social Work Prevention & Support – staff savings delivered as part of overall restructure savings below.	+0.301
Children, Family Location Services - staff savings delivered as part of overall restructure savings below.	+0.370
Cohesion – savings relating to vacant posts.	-0.100
Housing Properties – additional income due to higher than anticipated occupation rates and service charges.	-0.115
Restructure Savings – estimated saving from planned restructure; this is a part year impact based on launching in September 2016 and implementing in January 2017.	-0.400
<u>Legal, Procurement & Commissioning</u>	
There are no variances over £100k to report.	
<u>Health & Wellbeing</u>	
There are no variances over £100k to report.	
<u>Customer & Neighbourhood Services</u>	
Concessionary Travel – saving relating to a predicted reduction in passenger numbers.	-0.168
<u>Commercial Services</u>	
ICT – pressure mainly arising from the increased number of Microsoft licenses required across the council.	+0.280

CONTINGENCIES

5.1 The 2016/17 budget includes a prudent general contingency of £3.222m, which is set aside to meet any unforeseen expenditure, or delays in phasing in the significant level of savings that the Council has to deliver this year. There is also an amount held centrally for contractual inflation totalling £2.201m which forms part of the approved revenue budget and will only be allocated to specific budgets when the relevant inflation information is available. Given the exceptional cuts being made in the Council's budget it is imperative that the Council has a reasonable level of contingency in order to cover increases in demand for services (e.g. safeguarding which can be significant and occur with no warning) and to allow for any delays or shortfalls in the delivery of planned savings. The current position relating to contingencies is shown below:

	£'000
General Revenue Contingency	3.222
Inflation Contingency	2.201
Total Contingencies	5.423
Proposed use:	
Resources required in relation to the recommendations from the Scrutiny Review of Child Sexual Exploitation (16/17 is a part year impact; the full cost is £0.150m which will be included in the 17/18 budget strategy)	0.100
Commitments:	
Required to meet the current revenue overspend	3.370
Residual Balance	1.953

Currently £3.4m of the contingency is required to bring spend within budget in 2016/17 and £0.1m is committed. This leaves just under £2.0m available to meet any unforeseen costs in the remainder of the year.

6.0 CAPITAL

6.1 2016/17 Capital Programme

The capital programme totals £97.3m, which includes the approvals proposed in this report.

The financial position is shown in the table below which shows projected spend is currently shown at £87.6m (reflecting likely requirements for some further slippage of spend into later years in future reports).

Service Area	Current Budget	Spend to Date	% Spend	Year End Projection
	£m	£m		£m
Early Help & Support	1.0	0.0	0%	0.3
Business, Development & Employment	35.4	3.4	10%	31.3
Customer & Neighbourhood Services	35.3	0.6	2%	32.2
Education & Corporate Parenting	13.2	1.7	13%	13.1
Health & Well-Being	0.6	0.0	0%	0.6
Legal Procurement & Commissioning	0.1	0.0	0%	0.1
Finance & Human Resources	0.3	0.0	0%	0.0
Commercial Services	5.6	0.7	13%	4.1
Council Wide	5.8	0.0	0%	5.8
Total	97.3	6.4	7%	87.6

6.2 Some new allocations, virements and slippage are identified for approval which are detailed in Appendix 3.

7.0 CORPORATE INCOME MONITORING

7.1 The Council's budget includes significant income streams which are regularly monitored to ensure they are on track to achieve targets that have been set and so that remedial action can be taken at a very early stage. The three main areas are Council Tax, NNDR (business rates) and Sales Ledger. Current monitoring information relating to these is provided below. The Council pursues outstanding debt vigorously, until all possible recovery avenues have been exhausted, but also prudently provides for bad debts in its accounts.

7.2 In summary, the overall position for all income streams is above target. Cash collection remains in a very strong position in all three areas.

INCOME COLLECTION – May 2016				
	Actual	Target	Performance	Change in cash collected on last year
Council Tax Collection	19.54%	19.48%	0.06% ahead of target	+£957,297
NNDR Collection	25.21%	23.20%	2.01% ahead of target	+ £1,882,761
Sales Ledger Outstanding Debt	6.29%	5.95%	0.34% behind target	+£7,227,232

7.3 **Council Tax (£74.5m)**

The percentage of the current year liability for council tax which the authority should have received during the year, as a percentage of annual collectable debit. The measure does not take account of debt that continues to be pursued and collected after the end of the financial year in which it became due. The final collection figure for all financial years is normally around 99%.

Year end performance 2015/16	97.1%
Year End Target for 2016/17	97.1%

Performance is cumulative during the year and expressed against the complete year's debit.

Month End Target	Month End Actual	Last year Actual
19.48%	19.54%	19.48%

Council Tax collection is above target for May. The number of properties subject to council tax has grown by 1407 since this point last year, and the amount which the Council needs to collect in council tax is £4.7 million more than May 2015.

7.4 **NNDR-Business Rates (£76.8m)**

The % of business rates for 2016/17 that should have been collected during the year. This target, as for council tax, ignores our continuing collection of earlier years' liabilities.

The measure does not take into account the debt that continues to be pursued and collected after the end of the financial year in which it became due. As a general rule the final collection figure for any financial year exceeds 99%.

Year end performance 2015/16	98.3%
Year End Target for 2016/17	98.3%

Month End Target	Month End Actual	Last year Actual
23.20%	25.21%	23.20%

Collection is significantly above target for May 2016, but this is largely due to Telford and Wrekin payments received earlier than last year. Taking this into account, collection is on target.

7.5 **Sales Ledger (£40.5m)**

This includes general debt and Social Care debt. Debt below 2 months is classified as a normal credit period.

The target percent is set relating cumulative debt outstanding from all years to the current annual debit. The targets and performance of income collection for 2016/17 are as follows:

Age of debt	Annual Target %	May 2016	
		£m	%
Total	5.95	2.55	6.29%

Sales ledger performance has improved over the last 12 months and we have set a stretch target this year to continue this improvement trend. We're just outside target at the moment, but have improved when comparing the performance to 12 months ago.

8.0 PREVIOUS MINUTES

03/03/16 – Council, Service & Financial Planning Strategy
16/06/16 - Cabinet, Service & Financial Planning Report – 2015/16
Outturn and 2016/17 Update

9.0 BACKGROUND PAPERS

2016/17 Budget Strategy / Financial Ledger reports

Report Prepared by:

Ken Clarke, Assistant Director: Finance & HR (Chief Financial Officer)
– 01952 383100;

Pauline Harris, Corporate Finance Manager – 01952 383701

Summary of 2016/17 Projected Variations

Service Area	Current Variation
	£
Business, Development & Employment	0
Finance & HR	(1,375,000)
Cooperative Council Team	0
Children's Safeguarding	1,091,994
Education & Corporate Parenting	340,817
Early Help & Support	4,002,947
Legal, Procurement & Commissioning	(74,989)
Health & Wellbeing	89,877
Customer & Neighbourhood Services	(336,720)
Commercial Services	280,000
Council Wide	(649,000)
Total Projected Variation	3,369,926
Use of Contingency	(3,369,926)
Total Projected Underspend	0

2016/17 Revenue Budget Variations over £50,000				
Description		Budget £	Variation £	Comments
Business, Development & Employment				
Total Business, Development & Employment		0	0	
Finance & HR				
Treasury Management		8,508,460	(1,500,000)	Benefits arising from current low interest rates and lower borrowing than anticipated in the earlier part of the year.
Staffing Costs			125,000	Shortfall in delivery of saving target due to the retention of some essential user allowances and phasing-in of reductions to mileage rates resulting in a part-year impact in 2016/17.
Total Finance & HR			(1,375,000)	
Cooperative Council Team				
Total Cooperative Council Team		0	0	
Childrens Safeguarding & Independent Review				
Children in Care Placements		9,502,127	1,374,821	The 2015/16 reported outturn position was £1.7m overspent. The budget strategy for 2016/17 included a budget increase of £1.4m for Children in Care (CIC) placements. The service is developing a Cost Improvement plan for 2016/17 to assess the placement costs being incurred, including reviewing unit costs, numbers of children in care and the placement strategy with the objective of targeting cost reductions against placements.
Care leavers Accommodation costs		379,789	(167,034)	The 2015/16 reported outturn position was £0.135m overspent. The outturn projection reflects a significant reduction in placement costs.
Staffing		7,100,101	220,647	The final 2015/16 Safeguarding overspend on staffing was £0.9m. This included £0.69m overspend for agency staff. The budget strategy for 2016/17 included a budget increase of £0.6m. The projected outturn variance in 2016/17 for agency staff is an overspend of £0.28m. There were 10 agency staff at the end of May. The projected variance includes £0.07m relating to salary savings which have yet to be achieved.

2016/17 Revenue Budget Variations over £50,000				
Description		Budget	Variation	Comments
		£	£	
Internal Foster Carers costs (excluding salaries, fees and allowances)		301,457	142,946	Specific pressures include travel costs £85k and Foster Carer training of £21k overspend.
Joint Adoption Service		437,160	36,841	This Service is hosted by Shropshire County Council
Children not in Care / in Need costs		54,780	0	
One off Balances			(500,000)	One off service balances identified to support Safeguarding pressures
Variations under £50,000		3,725,194	(1,631)	
Independent Review		833,902	(14,596)	
Total Children's Safeguarding & Independent Review		22,334,510	1,091,994	
Education & Corporate Parenting				
Miscellaneous School Expenditure		7,605,254	39,447	A forecast over spend on remissions is being partly offset by lower forecast premature retirement contributions.
Education Psychology Service		197,795	105,199	The overspend in this area is due to the savings target not currently forecast to be fully achieved in 2016/17
Early Years & Childcare		220,965	104,868	Only part year salary savings target achieved in 2016/17 as restructure takes effect from September 2016. Further savings will be achieved in 2017/18 due to full year impact.
Joint/Community Use		125,255	52,000	A shortfall in income relating to Shortwood is being partly offset by a forecast reduction in net costs for other joint use areas
School improvement traded Advisory Service		(71,710)	98,486	Additional income target currently forecast not to be achieved in the context of the service's reorganisation, including part of the area moving to the Severn Teaching Alliance Teaching School from September 2016. The position of the service will be kept under review during the year as the impact of the new arrangements becomes clearer.
Variations under £50,000		3,417,449	(59,183)	
Total Education & Corporate Parenting		11,495,008	340,817	
Early Help & Support				

2016/17 Revenue Budget Variations over £50,000				
Description		Budget	Variation	Comments
		£	£	
Purchasing	Provision of all types of care to eligible clients	42,768,396	6,211,470	Continued pressure on the budgets determined for the delivery of care to adults, these budgets have been adjusted for the relevant savings and pressures approved within the 2016/17 budget strategy. The projections reflect actual expenditure to the end of May and projections based on care orders in place at the end of May. This significant pressure is the subject of a revised Cost Improvement Plan(CIP) which is currently being completed. This includes a number of strategies to both reduce demand and transform the provision of care from traditional Community based support and placements to support packages based wherever possible on Direct Payments with care being delivered by Personal Assistants and other innovative personalised solutions to care. At the end of May there was limited progress against targets although reductions in demand achieved in 2015/16 are generally being maintained. There is a mixed picture on average prices with some areas still experiencing upward pressures, and others looking on average as though they have stabilised or fallen. Further work will be done as part of the CIP to identify the types of care and providers in order to determine further actions.
Contingency		2,500,000	(2,500,000)	The Budget Strategy included this contingency as budgetary growth for 2016-18, the next two years. This contingency budget is a "Safety net" and is part of the strategy to transform the delivery of services.
		45,268,396	3,711,470	
Income		(17,019,770)	134,834	This shortfall in income is less than 1% of the overall income target. It largely arises from a shortfall against target income generated from the CCG arising from an agreement to Joint Fund Packages of Care. The agreement was born out of the overall review of Learning Disability clients who have a Health Care need, but includes other care groups as well.
Transport		666,406	115,099	Transport is a continued area of scrutiny. It is considered within the aforementioned Cost Improvement Plan and is an integral part of the strategy around the transformation of the delivery of care in the future. It is intrinsically linked to the future delivery of care discussed above in the paragraph on Purchasing care
Social Work prevention & Support	Staff & Staff related	5,297,343	300,613	Staff savings removed from budget, estimated savings being reported below as "Restructure savings"
Children & Family Locality Services		1,762,763	369,853	Staff savings removed from budget, estimated savings being reported below as "Restructure savings"
Cohesion		2,366,041	(100,923)	Vacancies arising within the business and forms part of the restructure calculations referred below
Housing Properties		(539,435)	(115,572)	Expectations of additional income over the target due to service charges and higher than expected occupation rates
Youth & Innovation		434,354	85,043	Staff savings removed from budget, estimated savings being reported below as "Restructure savings"

2016/17 Revenue Budget Variations over £50,000				
Description		Budget £	Variation £	Comments
Business Support & Management		1,371,393	(88,037)	Vacancies arising within the business and forms part of the restructure calculations referred below
Restructure Savings			(400,000)	Estimated savings over and above current vacancy savings already included above in Social Work, Cohesion and Children's and Families services. These savings arise from initial work done to evaluate the future costs of the latest proposed structure. This saving is based on a September 2016 launch and is modelled on a January 2017 implementation.
Variations under £50,000		3,398,355	(9,433)	
Total Early Help & Support		43,005,846	4,002,947	
Legal, Procurement & Commissioning				
Strategic Procurement		744,626	0	
Commissioning		2,504,651	(76,690)	Savings from vacancies following restructure
Internal Audit, Information Governance & Insurance		117,470	0	
Democratic & Legal Services		322,401	1,701	
Total Legal, Procurement & Commissioning		3,689,148	(74,989)	
Health & Wellbeing				
Public Health				
Variations under £50,000		10,053,691	0	
Culture & Wellbeing				
Variations under £50,000		1,178,030	40,000	
Civil Resilience & Coroners Service				
Variations under £50,000		517,798	-	
My Options				
Variations under £50,000		260,947	49,877	
Total Health & Wellbeing		12,010,466	89,877	

2016/17 Revenue Budget Variations over £50,000				
Description		Budget	Variation	Comments
		£	£	
Customer & Neighbourhood Services				
Waste & Neighbourhood Services	Employees	834,440	(55,570)	Vacant posts which will not be recruited to due to forthcoming restructure
T & W Footpath Special Fund	Premises	1,186,500	(72,008)	Reduction in spend against planned maintenance due to the forthcoming upgrade of street lights pending the outcome of the tender process currently being undertaken.
Concessionary Travel	Various	1,677,030	(168,076)	Saving from the main Arriva bus service. This is over and above the £100k saving put forward for 2016/17.
Variations Under £50k			(41,066)	Underspends due to vacant posts within Libraries which are being held vacant pending Library opening hours consultation
Total Customer & Neighbourhood Services			(336,720)	
Commercial Services				
ICT	Various	75,566	280,000	There are a number of pressures currently highlighted in ICT including: growth in the cost and number of Microsoft licenses, due to more employees using ICT to do their jobs effectively and the move to digitally enabled and mobile technology; network contract costs and software support costs (storage area network and back-up environment) are also higher than anticipated. Costs relating to the purchase of thick/thin/laptop client devices are also likely to create a pressure throughout the year.
Total Commercial Services			280,000	
Council wide				
Transforming Telford Balance	One off Balance		(649,000)	Transforming Telford residual balance following closure of the company
Total Council wide			(649,000)	
Total Variations			3,369,926	

Capital Approvals - by Service Area

Appendix 3

Virements						
Scheme	Service Area	Funding Source	16/17 £	17/18 £	Later Yrs £	Comment
Building Schools for the Future	Education and Corporate Parenting	Gov Grant	300,000.00			Contribution to Charlton School
All Other School Schemes	Development Business & Employment	Gov Grant	(300,000.00)			Contribution to Charlton School
Telford Growth Package	Neighbourhood & Customer Services	Gov Grant	98,000.00			LTP match funding contribution
Integrated Transport	Neighbourhood & Customer Services	Gov Grant	(98,000.00)			LTP match funding contribution
Highways & Bridges Capital Maintenance	Neighbourhood & Customer Services	Gov Grant	84,300.00			Highways Grant from Ironbridge Gorge Stability
			(84,300.00)			Surplus Highways Grant returned back to Bridges Programme
Ironbridge Gorge Stability	Neighbourhood & Customer Services	Gov Grant		(35,000.00)		
Asset Management Plan - General Works and Surveys	Commercial Services	Pru				Additional funding for development of Carwood
Housing	Commercial Services	Pru	35,000.00			Additional funding for development of Carwood
			(100,000.00)			
Asset Management Plan - General Works and Surveys	Commercial Services	Pru				Development of scheme at Wellington Civic
Wellington Fitness	Commercial Services	Pru	100,000.00			Development of scheme at Wellington Civic

Slippage							
Scheme	Service Area	Funding Source	16/17 £	17/18 £	18/19 £	Later Yrs £	Comment
Housing Company - Housing	Development Business & Employment	External	(916,000.00)	916,000.00			
Housing Company - Housing	Development Business & Employment	Prudential	(11,884,000.00)	4,860,000.00	7,024,000.00		
Commercial investment project	Development Business & Employment	Prudential	(1,835,755.11)	1,229,755.11	606,000.00		
Property investment programme	Development Business & Employment	Prudential	(4,208,969.06)	4,208,969.06			
Housing	Development Business & Employment	Prudential	(475,000.00)	475,000.00			
HCA Land Deals	Development Business & Employment	External	(112,140.00)	112,140.00			
HCA Land Deals	Development Business & Employment	External	0.00	(623,720.00)	623,720.00		
Land Deal Board Schemes	Development Business & Employment	External	(518,148.00)	518,148.00			
St Georges Regeneration	Commercial Services	Prudential	(300,000.00)	300,000.00			
Wellington Fitness Suite	Commercial Services	Prudential	(300,000.00)	300,000.00			
Housing	Commercial Services	Capital receipts			110,000.00	(110,000.00)	
All other school schemes	Education and Corporate Parenting	Capital receipts			700,000.00	(700,000.00)	
Total			(20,550,012.17)	12,296,292.17	9,063,720.00	(810,000.00)	

New Allocations						
Scheme	Service Area		16/17 £	17/18 £	Later Yrs £	Comment
All Other School Schemes	Education and Corporate Parenting	External	283,134.52			
Accommodation	Commercial Services	Revenue	165,000.00			
Total			448,134.52	-	-	

- 1.1. This strategy has been developed to ensure that the Council can qualify for a 4-year funding settlement from Government. A 4-year settlement is essential to the medium-term financial stability of the Council. It will help us to plan our future budget strategy and what services will be delivered; this is essential for both the community and for Council employees too. It will help the Council to take a medium-term view of service transformation and delivery and avoid year-on-year ad hoc responses to an ever changing financial landscape.
- 1.2. This efficiency strategy is built on the relevant sections of the Council's Service & Financial Plan for 2016-2018 which identifies how efficiencies and savings will be delivered. The full report can be found at www.telford.gov.uk/budget.
- 1.3. Since, the adoption of this strategy by the Council in March 2016, the Council has continued to develop its projections of the organisation's financial position to 2019/20. In addition to the savings targets this strategy has identified, the Council is forecasting the need to find an additional £20m savings in 2018/19 and 2019/20.
- 1.4. This strategy includes three themes:
 1. Our approach to delivering efficiencies to make £30m of savings.
 2. How new flexibilities in the use of capital receipts will be used
 3. Prudential Indicators for 2016/18 to ensure borrowing by the Council is affordable in the medium to long term.
- 1.5. This strategy will be reviewed annually and updated with the progress made delivering each of these themes.

2. Delivering Efficiencies

- 2.1. Telford & Wrekin Council has a proven track record of delivering savings and efficiencies. In the past 5 years the Council has delivered £80m savings including:
 - Reduced the number of jobs by over 1,270 since April 2010, saving around £22.5m pa following a major redesign and restructuring of the organisation. Reduced the size of the senior management team by 60%.
 - Cut back-office costs by around 45% since 2009, saving £9.1m a year.
 - Delivered £11.3m procurement savings over the past 7 years by renegotiating and re-tendering contracts for the provision of services.
 - As part of our business winning approach, forecast to generate an extra £7.1m income by 2018, through growth in business rates and council tax since April 2013.
 - Receive £6.4m in 2016/17 from the New Homes Bonus paid by the Government to reward councils for increasing housing supply.

- Increased income from more commercial approaches across our services over the past two years, including increasing income from schools outside of Telford & Wrekin.
- Worked in partnership with other local authorities and statutory agencies. Including the West Mercia Youth Offending Service (WMYOS) established in partnership with Worcestershire, Hereford, Shropshire, health, police and probation.
- Reduced the office space we use by a third, saving the Council £2m pa.

2.2. Moving forward the Council has to deliver a further £30+m of savings. Our themes and projected savings for each one for the next 2 financial years are:

Theme	Projected savings		
	2016/17 £	2017/18 £	Total £
A. Focusing on solving problems and promoting social responsibility and action to manage and reduce demand for services:	688,180	1,390,380	2,078,560
B. Challenging & changing, reviewing and reimagining the way we do things.	15,000,300	8,078,500	23,078,800
C. Reducing our dependency on Government grants.	2,460,960	2,702,750	5,163,710
Total	18,149,440	12,171,630	30,321,070

These 3 themes are underpinned by a fourth theme “Being a modern organisation with modern practices where we always get the basics right”.

These 4 themes will continue into 2018/19 and 2019/20 when an estimated £20m of additional savings will be required.

3. Capital Receipt Flexibility

3.1. As part of the local government settlement for 2016/17, Government announced greater flexibility for Council’s in how they make use of capital receipts- the money which acquired when an asset such as a building is sold. Council’s currently are only allowed to spend such money on further capital programmes, however the Government has announced that Council’s are to have greater flexibility as to how they spend this money. In 2016/17 we propose to use this flexibility for £5.5m of capital receipts. This will be used to fund:

- £0.5m service transformation costs
- £4.5M into our severance fund as the Council may lose a further 500 staff over the next 3 years
- £0.5M invest to save fund to develop community capacity to deliver services which the Council will no longer provide.

4. Prudential Indicators

- 4.1. Council's Service & Financial Plan for 2016-2018 sets out the Council's prudential indicators for 2016/17. These indicators are designed to ensure that the Council's capital borrowing is affordable and does not place undue burden on the Council's revenue budget or Council tax payers (i.e. the cost of servicing the interest paid on capital borrowing).

TELFORD & WREKIN COUNCIL

CABINET - 21 JULY 2016

2015/16 END OF YEAR PERFORMANCE REPORT

REPORT OF MANAGING DIRECTOR

LEAD CABINET MEMBER – CLLR RICHARD OVERTON

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

To present an overview of Council performance in 2015/16 and present the Council's strategic risk register for adoption.

2. RECOMMENDATIONS

That:

- progress against the Council's Co-operative Priorities is noted;
- the Council's strategic risk register is adopted.

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-Operative Council priority objective(s)?	
	Yes	<i>This report impacts on all Co-operative Council priorities</i>
	Will the proposals impact on specific groups of people?	
	Yes	The Council's priorities impacts across all communities
TARGET COMPLETION/DELIVERY DATE	<i>This report is part of the on-going monitoring of delivery of the Council's priorities.</i>	
FINANCIAL/VALUE FOR MONEY IMPACT	Yes	The Council had a net revenue budget of £124m and a capital programme of £91m in 2015/16 which represented the core funding available to meet its priorities and plans for the year. The outturn position for 2015/16 was positive with a final net underspend of £0.121m being reported to Cabinet on 16 June 2016. This position was achieved after delivering £10m of

		<p>budget savings in 2015/16, on top of £70m made in the previous 6 years.</p> <p>The key financial pressures experienced during 2015/16 were the cost of purchasing care packages in Adult Social Services and the cost of Children in Care placements.</p> <p>The funding outlook for the Council will continue to be challenging and it is currently anticipated that we will need to identify further savings of between £15m - £20m by the end of 2019/20 on top of those savings already approved by the Council for 2016/17 and 2017/18. The positive outturn in 2015/16 places us in the best possible position as we move into 2016/17.</p> <p>The Service & Financial Planning Strategy for 2016/17 meets not only the challenge of delivering further savings but also focuses on investment to create jobs and promote growth in the borough. While some cuts are inevitable, the Council is committed to meeting the needs of vulnerable people and is increasing the budget for Adult Services and Children's Safeguarding by £3.2m in 2016/17 towards achieving this.</p> <p>Further details about the strategy for 2016/17 and the 2015/16 financial outturn can be found on the Council's web site.</p> <p>Strategic risks are considered as part of the budget setting process.</p>
LEGAL ISSUES	Yes	In reviewing its end of year performance, the Council needs to be mindful of the need to ensure that it complies with its statutory obligations when exercising its functions, as set out in various Statutes, Statutory Instruments made thereunder and Statutory Guidance, which are amended and updated from time to time.
OTHER IMPACTS, RISKS & OPPORTUNITIES	Yes	<i>The report identifies areas that require improvement to the delivery of the Councils priorities</i>
IMPACT ON SPECIFIC WARDS	No	<i>Borough-wide impact</i>

PART B) – ADDITIONAL INFORMATION

4. INFORMATION

Throughout the year, Cabinet receive reports on the performance of services and projects from across the organisation. The purpose of this report is to present an overarching high-level end of year performance report for the organisation to inform ongoing service and financial planning and as part of our transparency agenda too.

This report sets out progress against a basket of performance indicators against our Co-operative Priorities (Appendix 1 presents the detailed data for each performance indicator), which are:

- put our children and young people first
- protect and create jobs as a 'Business Supporting, Business Winning Council'
- improve local people's prospects through education and skills training
- protect and support our vulnerable children and adults
- ensure that neighbourhoods are safe, clean and well maintained
- regenerate those neighbourhoods in need and work to ensure that local people have access to suitable housing
- improve the health and wellbeing of our communities and address health inequalities

Appendix 2 sets out contextual information about the Borough's population and additional information about the local economy. Further information is available on the Council's website: www.telford.gov.uk/factsandfigures.

4.1. Performance Against Council Priorities:

Despite the Council having made in excess £80m of savings and that demand is increasing on some of our critical services, the Council has continued to deliver against its Co-operative Priorities by working every more efficiently and effectively, and improving value for money for Council Tax payers. A summary of headline messages is presented below. There is no separate overview for the 'Putting Children and Young People First' as this commitment is delivered through the other priorities.

4.1.1. Protect and create jobs as a 'Business Supporting, Business Winning Council'

The number of jobs in the Borough continues to grow with latest data showing an increase from 79,600 to 82,700. In 2015 over 700 jobs were created as a result of business support activity. The Borough continues to attract new investment, high profile examples of investment in 2015 include the MOD logistics hub safeguarding circa 750 jobs and recently investment from Magna. The Land Deal with the HCA will unlock assets in the Borough to drive growth and facilitate further investment. Equally, the Borough has secured £20m investment through the Marches Local Enterprise Partnership.

Whilst overall, unemployment in the Borough continues to fall (5.9% to 5% - some 4,300 people), over the past 12 months there has been an increase in the measured rate of youth unemployment – up from 12.9% to 15.7% (some 2,200 people) compared to national 14.1% and West Midlands 15.5%. However, as previously reported to Cabinet, we are concerned this is a result of the data being based on a relatively small sample survey rather than a real change in the underlying youth unemployment rate. In benchmarking this survey based measure, there has not been a corresponding rise in ‘NEETS’ or young people claiming work related benefits. We will be writing to the National Statistician once again to raise our concerns about this data.

4.1.2. Improve local people's prospects through education and skills training

The quality of the Borough’s schools is essential to developing the workforce of the future. The proportion of pupils attending schools which are rated as either good or outstanding by OFSTED has been sustained at more than 4 of 5 or 83% - although this is slightly down from 86% in 2014/15. A challenge is to ensure more of our secondary schools are good or outstanding. The most recent data (June 2016) shows that 93% of primary schools in the Borough are rated as “good” or “outstanding” by OFSTED and 68% of secondary schools.

Overall, rates of educational attainment continue to improve:

- Early Years: 67% of children achieve at least the expected level in the primary areas of learning – up from 58.2%.
- Key stage 1: improvement across all three elements of reading (91% up from 89%), writing (88% up from 87%) and maths (93% up from 92%).
- Key Stage 2: 82% of pupils achieve level 4 or above in reading, writing and maths – up from 82%.
- Key stage 4: achievement rose to 53.7% up from 51.7%. Whilst this has improved we have more to do to raise this level to and beyond the national rate.

For measures of educational “progress”, there was a mixed picture with rates for maths (KS2 to KS4) improving from 2014/15 (67.2% to 65.2%) and for English falling slightly (57.4% to 62.9%). Both remain below national rates.

For “vulnerable learners” we need to see greater, more consistent improvement in terms of attainment and progression. For both of these measures, the gap between Pakistani learners, pupils in receipt of free school meals and children in care and their peers remains too high.

A key priority for the Council has been to support people into work, specifically young people who were particularly affected by the last recession. The Council’s Job Box and other support and mentoring scheme’s continues to support people into ‘positive destinations’. For example, almost doubling the number of people aged 16-24 into training (up from 193 to 376) and similarly the number of young people helped into employment rose from 296 to 896. The proportion of young people who are not in education, employment or training fell in 2015/16 to 6.7%, an improvement from 7.9% in 2014/15.

4.1.3. Protect and support our vulnerable children and adults

Vulnerable Children

Demand on the safeguarding service continues to increase, with ever more calls and contacts being made to Family Connect. Whilst this is challenging, it is also a reflection of increased awareness of safeguarding matters. Through 2015/16, there was a 48% (399) increase in referrals into Safeguarding services.

Despite these pressures, the Safeguarding Service continues to work to ensure that only those young people that can't live safely at home are taken into care. As a result, the number of children in care remained relatively stable in 2015/16 ending the year at 300 slightly higher than for 2014/15 at 293.

Increased demand though is evident in the numbers on Child Protection Plans which has increased. The rate of children on child protection plans increased in 2015/16 to 47.4 up from 33.2 in the previous year (103 and 185 children respectively). At September 2015 the West Midlands rate for children on plans was 47.0. This rise is also partly in response to increased demand but also because the service is taking a more robust approach to managing risk, particularly for children experiencing neglect.

Care leavers face particular challenges and pressures as they move into independence. In 2015/16, the percentage in suitable accommodation increased to 93.8% from 86.8%. There was also an increase in the percentage that were in employment, education or training – up to 56.6% from 44%.

Vulnerable Adults

The proportion of social care service users who receive self-directed support was 92.8% (1,160 cases) which is above the national rate 83.7%. The proportion of service users who received direct payments was 21.8%, below national rate of 26.3%.

The proportion of older people who were discharged from hospital into re-ablement or rehabilitation services and still at home at 91 days was 57.4% (58 of 101 cases), down from 64.0% (55 of 86 cases) in 2014/15.

The rate of permanent admissions of older people to residential and nursing care homes fell to 474.3 (129 cases) down from 701.3 (191 cases) in 2014/15.

Social care user “quality of life” measured through an annual service user survey continues to improve. The latest rate is 19.5, up from 18.4 in 2012/13 and above the 2014/15 national rate.

4.1.4. Ensure that neighbourhoods are safe, clean and well maintained

Empowering and working with communities is a key part of the Council's approach to working in and with neighbourhoods:

- Nine Parish Environment Teams were in place through 2015/16. Since April 2016 this has risen to 12 (June 2016) and covers 85% of the Borough.
- We continue to recruit to snow warden (up to 204) and street champions (218) and are working to recruit junior street champions.
- Established the 'Green Guarantee' which safeguards from development 104 green spaces owned by Telford & Wrekin Council. The Guarantee recognises the value of these areas for local communities as spaces for leisure, recreation and their biodiversity. A further 50 Community Green Spaces will be identified through public consultation from December 2016.

Recycling service:

- The contractors Veolia are required to undertake a household attitude survey about the waste survey. The 2014/15 survey found satisfaction with the service was 94%.
- There was a very small decline of 0.81% in the rate of household recycling (46.2% down from 47.6%). Whilst overall the tonnage of dry recycling increased, there was a small reduction in the level of green waste recycling.

Crime and anti social behaviour:

- Over recent years, the recorded rate of anti-social behaviour rate has been falling. This trend continued in 2015/16 with a rate of 43.6 which was down from 50.3 in 2014/15. The number of "ASB" incidents was 7,394.
- The trend in the crime rate has, in recent years, been rising. This was again the picture in 2015/16 with the rate rising to 77.5 from 61 in the 2014/15. The number of crimes committed was 13,132.

4.1.5. Regenerate those neighbourhoods in need and work to ensure that local people have access to suitable housing

A core part of supporting communities has been the Council's £13.8m 'Pride in Your Community Programme' commenced in 2014/15. This was focussed on tackling key environmental issues that residents regularly raise. A £1m Community Pride fund for 2107/18 was approved as part of the Council's budget strategy for 2016/17 to 2017/18.

In terms of housing, key issues to note for the Borough are:

- Homelessness: despite known pressures in the local housing market and the impact of benefit reform, the number of homelessness acceptances in the Borough was 76 – down from 78 in 2014/15. Importantly, 48.7% (37) of these households were from 16 to 24 year olds – down from 71.8% in 2013/14.
- Supply of suitable housing: whilst, the number of new homes completed in the Borough at 1,258 was up from 1074 in 2014/15, the number of new properties classified as 'affordable' was 343 down from 427 in 2014/15. Progress continues to be made bringing long-term empty properties back into use with 581 in 2015/16 up from 463 in 2014/15.
- The Council's £50m investment into NuPlace, has seen occupants move into the first of 400 homes for rent.

4.1.6. Improve the health and wellbeing of our communities and address health inequalities

Although improving, there are a number long-term health challenges for the Borough including:

- Excess weight in children: the latest data shows that there has been a small improvement in the proportion of 4-5 year olds with excess weight – down from 26.0% to 23.5% and for 10-11 year olds at 36.2% down from 37.5%.
- Teenage conception rates continues to fall – down to a rate of 32.6 per 1,000 women under 18, continuing a long-term improvement trend, with 105 conceptions in 2014 compared to the peak of 193 conceptions in 2001.
- Smoking:
 - There has been a reduction in the proportion of mothers smoking at delivery, which reduced from 21.2% in 2014/15 to 18.1%, falling below 20% for the first time ever.
 - The numbers of people seeking formal support from our stop smoking services decreased due to the popularity of e-cigarettes, but our quitter rate remains well above the national average.
- Early mortality rates (under 75 years) have seen a steady decline in recent years. The rate for cardiovascular diseases (heart disease and stroke) 80.3 per 100,000 is now similar to the England average (75.7 per 100,000) for the first time in over ten years. However, the rate of early death from cancer remains higher than the England rate (159.4 compared to 141.5).
- Breastfeeding rates at 6-8 weeks have seen an improvement from 32.8% in 2014/15 to 36.3% in 2015/16. While there were 4 fewer maternities in total, an additional 71 infants breastfed compared with 2014/15.
- Chlamydia detection rates have seen an improvement and for the first time were similar to the national average (1,949 compared to 2,012 per 100,000) in 2014.
- Between 2013/14 and 2015/16, the proportion of people re-presenting following completion of treatment for opiate drug use fell from 29.2% to 13.6%, this represents only a small number of clients but is nevertheless a minor improvement.
- There has been significant progress in alcohol treatment completion with the completion rate increasing to 42.5% in 2015/16 from 26.6% in 2014/15 and 201 people completing treatment in 2015/16 compared with 116 in 2014/15.

The Health & Wellbeing Board's Health and Wellbeing Strategy 2016-2019 identified three key priorities which included "Encourage healthier lifestyles". The work of the Board will drive the focus on improving these health challenges and there are also significant connections with the Board's other two priorities "to improve mental health" and "build community resilience and community-based support".

5. Planning & Performance Framework: Next steps

Assistant Directors have developed service plans for 2016/17 to 2018/19 which focus on core business and the transformation themes of 'Being the Change' - the

organisation's high level strategy to 2020. With a focus on outcomes, these plans will inform the development of a corporate new performance framework for the organisation which will next be reported to Cabinet in November 2017.

6. Strategic Risk Register 2016/17

The Strategic Risk Register (Appendix 3) is a means for the organisation to identify the substantive issues which could impact negatively on delivery of the Council's priorities and the headline actions to mitigate the risk. As part of the Council's governance arrangements, the risk register is presented twice a year to Cabinet to demonstrate that the Council understands its key risk and how they are mitigated.



7. BACKGROUND PAPERS



None







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Appendix 1: 2015/16 Year End Performance By Council Priority

Key

 Improving (high is good)
 Worsening (high is good)

 Improving (low is good)
 Worsening (low is good)

ID	Title	2012/13 Outturn	2013/14 Outturn	2014/15 Outturn	National Comparator 2014-15	Comparison to national position 2014-15	Performance at 6 months 2015-16	Performance at 9 months 2015-16	Performance at 12 months 2015-16	Estimate/Outturn 2015-16	Direction of travel compared to 2014-15	Target 2015/16		
Business Supporting, Business Winning Council														
No comments received for 12 month monitoring														
CM002	Unemployment rate (16-64 year olds) - Modelled rate of unemployment for 16-64 year olds from the annual population survey.	8.4%	8.1%		5.9%		6.2% (Jan - Dec 2014)	Better	5.4% (4500)	5.1% (4300)	5% (4300)	5% (Outturn)	Getting better	
Commentary on performance: The Borough's modelled rate of unemployment fell in the period of Jan - Dec 15, from 5.9% to 5.0%. This places T&W below regional (5.8%) and national (5.1%) comparators.														
CM004	Youth unemployment rate (16-24 year olds) - Unemployment rate for 16-24 year olds from the annual population survey	29.5%	28.4%		12.9%		17.1% (Jan - Dec 2014)	Better	12.8% (1400/11400)	16.2% (2100/13000)	15.7% (2200/14000)	15.7% (Outturn)	Getting worse	
Commentary on performance: Youth Unemployment was reported as 15.7% at the end of December 2015 with an estimated 2,200 people aged 16-24 estimated to be unemployed.														
Improve local people's prospects through education and skills training														
CM007	% of workforce with level 3 qualifications	19.7%	22.0%		21.6%		17.4%	Better	N/A	N/A	23.1%	23.1%	Better	
Commentary on performance: Full year data covers Jan to Dec 2014														
CM008	% of workforce with level 4 qualifications	29.5%	30.7%		29.1%		41.1%	Worse	N/A	N/A	29.9%	29.9%	Better	
Commentary on performance: Full year data covers Jan to Dec 2014														
CM396	% of pupils attending a school which Ofsted have rated as 'Good' or 'Outstanding' - % of all children in LA Maintained schools (not including Academies) which are on role in good or	54.0%	76.0%		85.6%		N/A	N/A	81.2% (16353/20131)	81.5% (16595/20362)	82.65% (16875/20418)	82.65% (Outturn)	Getting worse	
Commentary on performance: Based on January 2016 census data (not including Academies).														
CM082	% of children achieving at least the expected level in the prime areas of learning (Early Years Foundation Stage)	N/A	45.0%		58.2%		60.4% (2013-14 academic year)	Worse	66.6% (1474/2214)	67% (1474/2213)	N/A	67% (Outturn)	Getting better	
Commentary on performance: No new data Full year data covers 2014-2015 academic year														
CM397	Achievement rate for Key Stage 1 - Reading	85.0%	88.0%		89.0%		90% (2013-14 academic year)	Worse	91% (1963/2169)	N/A	N/A	91% (Outturn)	Getting better	
Commentary on performance: No new data Full year data covers 2015/2016 academic year														
CM667	Achievement rate for Key Stage 1 - Writing	81.0%	86.0%		87.0%		86% (2013-14 academic year)	Better	88% (1913/2169)	N/A	N/A	88% (Outturn)	Getting better	
Commentary on performance: No new data Full year data covers 2015/2016 academic year														

Appendix 1: 2015/16 Year End Performance By Council Priority

Key

- Improving (high is good)
- Worsening (high is good)

- Improving (low is good)
- Worsening (low is good)

ID	Title	2012/13 Outturn	2013/14 Outturn		2014/15 Outturn		National Comparator 2014-15	Comparison to national position 2014-15	Performance at 6 months 2015-16	Performance at 9 months 2015-16	Performance at 12 months 2015-16	Estimate/Outturn 2015-16	Direction of travel compared to 2014-15	Target 2015/16
CM668	Achievement rate for Key Stage 1 - Maths	89.0%	91.0%		92.0%		92% (2013-14 academic year)	Comparable	93% (2012/2169)	93.0%	N/A	93% (Outturn)	Getting better	▲
Commentary on performance:												Full year data covers 2015/2016 academic year		
No new data														
CM083	Achievement rate of level 4 or above in Reading, Writing and Mathematics at Key Stage 2	74.0%	74.0%		78.0%		78% (2013-14 academic year)	Comparable	82% (1630/1993)	82% (1631/1987)	N/A	82% (Outturn)	Getting better	▲
Commentary on performance:												Full year data covers 2014/2015 academic year		
No new data														
CM085	The attainment gap between Free School Meals and their peers at Key Stage 2	-28%-pts	-16%-pts		-17%-pts		-18% (2013-14 academic year)	Worse	N/A	-17%-pts (69%/86%)	N/A	-17%-pts (Outturn)	No change	▼
Commentary on performance:												Full year data covers 2014-2015 academic year		
No new data														
CM087	The attainment gap between Pakistani children and their peers at Key Stage 2 (rolling 3-year average)	N/A	-28.7%-pts		-27.1%-pts		N/A	N/A	N/A	-21%-pts (58.2%/78.7%)	N/A	-21%-pts (Outturn)	Getting better	▼
Commentary on performance:												Full year data covers 2014/2015 academic year		
No new data														
CM379	Attainment gap for Key Stage 2 for Children in Care (% points)	N/A	-43%-pts		-28%-pts		-31%-pt (2013-14 academic year)	Better	N/A	N/A	-48.7% (0.333/0.82)	-48.7%-pts (Outturn)	Getting worse	▼
Commentary on performance:												Full year data covers 2014/2015 academic year		
2 of the 6 children who were in care for 12 or more months on 31st march achieved L4 or above in reading, writing and maths at Key stage 2, a rate of 33.3%. This leaves a gap of -48.7% to their peers of which 82% achieved the measure.														
CM084	Achievement rate of 5 A*-C GCSE's or equivalent including English and Maths (Key Stage 4)	61.3%	58.6%		51.7%		56.8% (2013-14 academic year)	Worse	52.7% (1053/1998)	53.7% (1073/1997)	N/A	53.7% (Outturn)	Getting better	▲
Commentary on performance:												Full year data covers 2014/2015 academic year		
No new data														
CM086	The attainment gap between Free School Meals and their peers at Key Stage 4	-28.8%-pts	-33.3%-pts		-31.7%-pts		-27.5% (2013-14 academic year)	Worse	N/A	-26.2%-pts (32%/58%)	N/A	-26.2%-pts (Outturn)	Getting better	▼
Commentary on performance:												Full year data covers 2014/2015 academic year		
No new data														
CM088	The attainment gap between Pakistani children and their peers at Key Stage 4 (rolling 3-year average)	-10.4%-pts	-9.9%-pts		-18.2%-pts		N/A	N/A	N/A	-14.1%-pts (38.9%/53.1%)	N/A	-14.1%-pts (Outturn)	Getting better	▼
Commentary on performance:												Full year data covers Rolling two year average for		
No new data														
CM027	% of Children in Care who get 5 GCSE's A*-C including English and Maths (Key Stage 4)	33.3%	19.2% (5/26)		21.7% (5/23)		12% (2013-14 academic year)	Worse	N/A	N/A	13.6% (3/22)	13.6% (Outturn)	Getting worse	▲
Commentary on performance:												Full year data covers 2014/2015 academic year		

Appendix 1: 2015/16 Year End Performance By Council Priority

Key

- Improving (high is good)
- Worsening (high is good)

- Improving (low is good)
- Worsening (low is good)

ID	Title	2012/13 Outturn	2013/14 Outturn	2014/15 Outturn	National Comparator 2014-15	Comparison to national position 2014-15	Performance at 6 months 2015-16	Performance at 9 months 2015-16	Performance at 12 months 2015-16	Estimate/Outturn 2016	Direction of travel compared to 2014-15	Target 2015/16		
3 of the 22 children in care for 12 or more months at 31st March achieved 5 A*-C grades including English and Maths, a rate of 13.6% (W-Mids 14.3%, England 13.8%, Statistical Neighbours 21.3%)														
CM398	Progression rate from Key Stage 2 to Key Stage 4 for all children - English	65.8%	67.8%		67.2%		71.1%	Worse	N/A	N/A	65.2%	65.2%	Getting worse	
Commentary on performance:										Full year data covers 2014/2015 academic year				
CM669	Progression rate from Key Stage 2 to Key Stage 4 for all children - Maths	69.0%	66.3%		57.4%		66.9%	Worse	N/A	N/A	62.9%	62.9%	Getting better	
Commentary on performance:										Full year data covers 2014/2015 academic year				
CM380	Progression rate from Key Stage 2 to Key Stage 4 for Children in Care - English	N/A	N/A		45.5%		N/A	N/A	N/A	N/A	38.9%	38.9%	Getting worse	
Commentary on performance:										Full year data covers 2014/2015 academic year				
CM779	Progression rate from Key Stage 2 to Key Stage 4 for Children in Care - Mathematics	N/A	N/A		31.8%		N/A	N/A	N/A	N/A	22.2%	22.2%	Getting worse	
Commentary on performance:										Full year data covers 2014/2015 academic year				
CM381	Progression rate from Key Stage 2 to Key Stage 4 for Pakistani learners - English.	59.5% (3 yr ave)	59.2% (3 yr ave)		62.3% (1 yr ave after GCSE reform)		N/A	N/A	N/A	N/A	68.1% (2 yr ave after GCSE reform)	68.1% (2 yr ave after GCSE reform)	Getting better	
Commentary on performance:										Full year data covers 2014/2015 academic year				
CM665	Progression rate from Key Stage 2 to Key Stage 4 for Pakistani learners - Maths	52.1% (3yr ave)	57.0% (3yr ave)		49.1% (1 yr ave after GCSE reforms)		N/A	N/A	N/A	N/A	54.9% (2yr ave after GCSE reform)	54.9% (2yr ave after GCSE reform)	Getting better	
Commentary on performance:										Full year data covers 2014/2015 academic year				
CM382	Progression rate from Key Stage 2 to Key Stage 4 for Free School Meals - English	49.0%	51.0%		51.0%		58.0%	Worse	N/A	N/A	53.0%	53.0%	Getting better	
Commentary on performance:										Full year data covers 2014/2015 academic year				
CM666	Progression rate from Key Stage 2 to Key Stage 4 for Free School Meals - Maths	49.0%	49.0%		39.0%		49.0%	Worse	N/A	N/A	45.0%	45.0%	Getting better	

Appendix 1: 2015/16 Year End Performance By Council Priority

Key

- Improving (high is good)
- Worsening (high is good)

- Improving (low is good)
- Worsening (low is good)

ID	Title	2012/13 Outturn	2013/14 Outturn	2014/15 Outturn	National Comparator 2014-15	Comparison to national position 2014-15	Performance at 6 months 2015-16	Performance at 9 months 2015-16	Performance at 12 months 2015-16	Estimate/Outturn 2015-16	Direction of travel compared to 2014-15	Target 2015/16		
Commentary on performance:										Full year data covers 2013-14 academic year				
CM399	Number of young people (16-24) accessing our services successfully supported into employment	N/A	N/A	260	N/A	N/A	130	439	896	896 (Outturn)	Getting better	▲		
Commentary on performance:										No comments received for 12 month monitoring				
CM400	Number of young people (16-24) accessing our services successfully supported into training	N/A	N/A	193	N/A	N/A	40	177	376	376 (Outturn)	Getting better	▲		
Commentary on performance:										No comments received for 12 month monitoring				
CM401	Number of young people (16-24) accessing our services successfully supported into voluntary work	N/A	N/A	15	N/A	N/A	2	2	3	3 (Outturn)	Getting worse	▲		
Commentary on performance:										No comments received for 12 month monitoring				
CM090	% of young people not in education, employment or training (16-19 years of age)	8.2%	8.5%		7.9%		5.0%	Worse	7.6% (433/5698)	6.6% (535/8060)	6.7% (422/6340)	6.7% (Outturn)	Getting better	▼
Commentary on performance:										Average NEET Jan - Mar. Actual NEET not Adjusted				
Protect and support vulnerable children and adults														
CYP021	Children subject to a Child Protection Plan (rate per 10,000 population)	36.5	33.2		26.4 103/39000		42.1	Better	41 (160/39000)	44 (173/39000)	47.4 (185/39000)	47.4 (Outturn)	Getting worse	▼
Commentary on performance:										Full year data covers 2015/16 financial year.				
Commentary on performance:										No comments received for 12 month monitoring				
CYP018	% of children becoming the subject of a Child Protection Plan for a second or subsequent time	16.8%	22.8%		19.6% 30/153		16.6%	Better	9.3% (10/108)	15.1% (24/159)	14.4% (34/235)	14.4% (Outturn)	Getting better	▼
Commentary on performance:										Full year data covers 2015/16 financial year.				
Commentary on performance:										No comments received for 12 month monitoring				
CYP015	Rate of children in care (rate per 10,000 population under 18)	82.3	79.2		75.1 293/39000		60.0	Worse	74.1 (289/39000)	75.6 (295/39000)	76.9 (300/39000)	76.9 (Outturn)	Getting worse	▼
Commentary on performance:										Full year data covers 2015/16 financial year.				
CYP058	% of children in care living in foster care more than 20 miles from their home address	17.0%	14.9%		16.9%		N/A	N/A	14.0%	14.1%	9.3%	9.3%	Getting better	▼
Commentary on performance:										Full year data covers 2015/16 financial year.				
Commentary on performance:										Provisional data - but must be noted 8 relative carers outside of Telford looking after children, this is positive.				
CYP050	% of children who were in care for 2.5 years with the same placement for 2 years	77.0%	72.4%		70.3% (97/138)		67.0%	Better	68.7% (108/157)	73.5% (100/136)	61.2% (95/155)	61.2% (Outturn)	Getting worse	▲
Commentary on performance:										Full year data covers 2015/16 financial year.				
Commentary on performance:										No comments received for 12 month monitoring				
CM375	% of care leavers at 19, 20 and 21 in suitable accommodation	80.0%	67.7%		86.8%		81.0%	Better	92.8% (116/125)	89.4% (110/123)	93.8% (106/113)	93.8% (Outturn)	Getting better	▲

Appendix 1: 2015/16 Year End Performance By Council Priority

Key



- Improving (high is good)
- Worsening (high is good)



- Improving (low is good)
- Worsening (low is good)



















ID	Title	2012/13 Outturn	2013/14 Outturn		2014/15 Outturn		National Comparator 2014-15	Comparison to national position 2014-15	Performance at 6 months 2015-16	Performance at 9 months 2015-16	Performance at 12 months 2015-16	Estimate/Outturn 2015-16	Direction of travel compared to 2014-15	Target 2015/16
Commentary on performance:												Full year data covers 2015/16 financial year.		
West Mids 75%														
CM028	% of care leavers aged 17-21 (2015 onwards) in education, training or employment.	35.0%	43.0%		44% (40/91)		45.0%	Better	60% (75/125)	50.4% (62/123)	56.6% (64/113)	56.6% (Outturn)	Getting better	▲
Commentary on performance:												Full year data covers 2015/16 financial year.		
West mids 2014-2015 41%. Stat neighbours 2014-2015 50%														
Protect and support our vulnerable adults														
CM073	Proportion of people using social care who receive self-directed support	58.8%	60.5%		98.9%		83.7%	Better	N/A	N/A	92.8% (1160/1250)	92.8% (Estimate)	No change	▲
Commentary on performance:												Full year data covers 2015/16 financial year.		
This measure is currently at saturation point and is refelctive of the client base.														
CM074	Proportion of people using social care who receive direct payments	8.1%	11.0%		21.1%		26.3%	Worse	N/A	N/A	21.8% (273/1250)	21.8% (Estimate)	Getting better	▲
Commentary on performance:												Full year data covers 2015/16 financial year.		
CM075	Proportion of older people (65 and over) who were still at home 91 days after discharge from hospital into re-ablement/rehabilitation services	53.7%	64.9%		64.0%		82.1%	Worse	N/A	N/A	57.4% (58/101)	57.4% (Estimate)	Getting Worse	▲
Commentary on performance:												Full year data covers 2015/16 financial year.		
CM383	Proportion of older people (65 and over) who were still at home 91 days after discharge into reablement/ rehabilitation services (offered the service)	3.5	2.5		2.2		3.1	Worse	N/A	N/A	N/A	N/A	N/A	▲
Commentary on performance:												Full year data covers 2015/16 financial year.		
This measure uses hospital discharge data and is published late summer.														
CM384	Social Care - related quality of life	18.4	18.9		18.7		19.1	Worse	N/A	N/A	19.5	19.5	Getting Better	▲
Commentary on performance:												Full year data covers 2015/16 financial year.		
CM079	Carer-reported quality of life	8.0	No survey		7.5		7.9	Worse	N/A	N/A	N/A	N/A		▲
Commentary on performance:												Full year data covers 2015/16 financial year.		
This survey is undertaken every 2 years. The survey will be next completed during 2016-17														
CM386	Delayed Transfers of Care (delayed days) from hospital per 100,000 population (average per month)	N/A	150.7		295.0		N/A	N/A	N/A	N/A	225.1	225.1	Getting Better	▼
Commentary on performance:												Full year data covers 2015/16 financial year.		

Appendix 1: 2015/16 Year End Performance By Council Priority

Key



 Improving (high is good)
 Worsening (high is good)



 Improving (low is good)
 Worsening (low is good)



















ID	Title	2012/13 Outturn	2013/14 Outturn		2014/15 Outturn		National Comparator 2014-15	Comparison to national position 2014-15	Performance at 6 months 2015-16	Performance at 9 months 2015-16	Performance at 12 months 2015-16	Estimate/Outturn 2015-16	Direction of travel compared to 2014-15	Target 2015/16
CM387	Permanent admissions of older people (aged 65 and over) to residential and nursing care homes per 100,000 population	652.4	632.8		701.3		668.8	Worse	N/A	N/A	474.3 (129/27200)	474.30	Getting Better	
Commentary on performance:												Full year data covers 2015/16 financial year.		
CM394	% of cases in which the level of risk reduced from referral into the Safeguarding process to closure	N/A	N/A		92.7%		N/A	N/A	N/A	N/A	87.1%	87.1% (Estimate)	N/A	
Commentary on performance:												Full year data covers 2015/16 financial year.		
With the introduction of the Care Act in April 2015 the Adult Social Care safeguarding process changed. This means 2015-16 data is not directly comparable to 2014-15 data.														
CM395	Proportion of clients receiving a long term service who have a completed review during the previous 12 months	N/A	N/A		69.5%		N/A	N/A	N/A	N/A	67.4% (943/1400)	67.4% (Estimate)	Getting Worse	
Commentary on performance:												Full year data covers 2015/16 financial year.		
Ensure that neighbourhoods are safe, clean and maintained														
CM332	Anti social behaviour rate (per 1000) population - Incidents reported to West Mercia Police	57	54.4		50.3		N/A	N/A	45.2 (7654/169440)	44.7 (7573/169440)	43.6 (7394/169440)	43.6 (Outturn)	Getting better	
Commentary on performance:												Full year data covers 2015/16 financial year.		
There were 7,394 incidents of ASB in 2015/16, a reduction of -12.7% from the year before (-1,077 from 8,471). When compared to two years previously there has been a reduction of -18.5% (-1,677 from 9,071).														
CM039	Overall crime rate per 1,000 population	5630.0%	59		61		N/A	N/A	68.2 (11555/169440)	72.4 (12275/169440)	77.5 (13132/169440)	77.5 (Outturn)	Getting worse	
Commentary on performance:												Full year data covers 2015/16 financial year.		
There were 77.5 crimes per 1,000 population recorded for 2015/16. This is an increase of 16.6 crimes per 1,000 population from the year before.														
CM368	Resident satisfaction with household recycling collection service	N/A	N/A		94.0%		N/A	N/A	N/A	N/A	94.0%	94.0%	No change	
Commentary on performance:												Full year data covers 2015/16 financial year.		
Veolia are contracted to undertake a customer satisfaction survey every 3 years. The last survey was completed in 2014/15 and showed 94% satisfaction.														
CM526	% household waste sent for reuse, recycling and composting	43.2%	44.8%		47.6%		43.7%	Better	N/A	N/A	46.25%	46.25%	Getting worse	
Commentary on performance:												Full year data covers 2015/16 financial year.		
Data from Veolia Annual Report. The overall % has reduced slightly (reduction of 0.81%). In 15-16 tonnages increased in relation to dry recyclates. However, there was a reduction in green waste which also contributes to recycling performance. Green waste tonnages are subject to change because of the weather. In 15-16 the actual contractual recycling target was 46.3%, so the outturn 0.5% below this. The slight financial impact of this shortfall in performance has been managed through the contract.														
CM258	% of local authority principal road network where structural maintenance should be considered	1.0%	1.0%		1.0%		4.0%	Better	N/A	N/A	N/A	1.0%	No change	
Commentary on performance:														

Appendix 1: 2015/16 Year End Performance By Council Priority

Key



 Improving (high is good)
 Worsening (high is good)



 Improving (low is good)
 Worsening (low is good)

ID	Title	2012/13 Outturn	2013/14 Outturn		2014/15 Outturn		National Comparator 2014-15	Comparison to national position 2014-15	Performance at 6 months 2015-16	Performance at 9 months 2015-16	Performance at 12 months 2015-16	Estimate/Outturn 2015-16	Direction of travel compared to 2014-15	Target 2015/16
CM259	% of non-principal classified road network where maintenance should be considered	10.0%	8.0%		5.0%		7.0%	Better	N/A	N/A	N/A	4%	Getting better	
Commentary on performance:														
Regenerate those neighbourhoods in need and work hard to ensure the local people have access to suitable housing														
CYP013	% of all homeless households which were 16 and 17 year olds	18.9%	20.2%		41.0%		N/A	N/A	29% (11/38)	24.2% (15/62)	23.7% (18/76)	23.7% (Outturn)	Getting better	
Commentary on performance:														
												Full year data covers 2015/16 financial year.		
CYP014	% of 16-17 year olds in Bed and Breakfast accommodation	0.0%	0.0%		0.0%		N/A	N/A	0.0%	0.0%	0.0%	0% (Outturn)	No change	
Commentary on performance:														
No comments received for 12 month monitoring												Full year data covers 2015/16 financial year.		
CM308	Number of new affordable housing homes delivered per annum - Affordable housing for rent or low cost home ownership	211	319		427		N/A	N/A	65	173	343	343 (Outturn)	Getting worse	350
Commentary on performance:														
Includes homes for social rent (50) affordable rent (237) and shared ownership (56). 53 (15%) are bungalows. 35 homes were completed in Newport (all S106 schemes). 47% of homes are part of mixed tenure schemes (through S106 agreements), with 53% delivered through Registered Provider (RP)-led wholly affordable developments. The Wrekin Housing Trust were responsible for 75% (257) of all new affordable homes in the borough - 4 other RPs provided around 20 new homes each, including 15 by Severnside, who are new to the borough. A small reduction in completions compared to last year, but still a comparatively high level.												Full year data covers 2015/16 financial year.		
CM310	Number of long term empty properties brought back into use (Total) - Properties are classed from once they have been empty for 6 months or longer and reported on the CTB 1 form which is generated annually in October.	N/A	492		463		N/A	N/A	N/A	581	581	581 (Outturn)	Getting better	
Commentary on performance:														
Annual data - October												Full year data covers 2015/16 financial year.		
CM311	Number of stalled housing units (Total) - Sites where genuine attempts to start have failed or not completed	271	219		219		N/A	N/A	N/A	N/A	199	199 (Outturn)		188
Commentary on performance:														
												Full year data covers 2015/16 financial year.		
CM072	Number of new homes built per annum (net)	607	842		1074		N/A	N/A	N/A	N/A	1,258	1258 (Outturn)	Getting better	1,200
Commentary on performance:														
This is a provisional figure												Full year data covers 2015/16 financial year.		
Health, Wellbeing and Public Protection														
CM318	% excess weight (reception children)	24.1%	24.1%		25.9%		22.5% (2013-14 academic year)	Worse	N/A	23.5%	N/A	23.5% (Outturn)	Getting better	22.9%
Commentary on performance:														
												Full year data covers 2014/15 academic year		

Appendix 1: 2015/16 Year End Performance By Council Priority

Key



 Improving (high is good)
 Worsening (high is good)



 Improving (low is good)
 Worsening (low is good)

ID	Title	2012/13 Outturn	2013/14 Outturn		2014/15 Outturn		National Comparator 2014-15	Comparison to national position 2014-15	Performance at 6 months 2015-16	Performance at 9 months 2015-16	Performance at 12 months 2015-16	Estimate/Outturn 2015-16	Direction of travel compared to 2014-15	Target 2015/16
CM319	% excess weight (Year 6 children)	36.2%	34.8%	→	37.3%	↗	33.5% (2013-14 academic year)	Worse	N/A	36.2%	N/A	36.2% (Outturn)	Getting better	34.3%
Commentary on performance:												Full year data covers 2014/15 academic year		
CM067	Teenage conceptions (rate per 1,000 females aged 15-17 years)	37.4 (126)	36.8 (123)	→	35.1 (114)	↘	24.3 (2013 calendar year)	Worse	35.0 (113)	33.8 (109)	32.6 (105)	32.6 (Outturn)	Getting better	30.2
Commentary on performance:												Full year data covers 2014 calendar year		
105 conceptions. Rolling annual rate January 2014 - December 2014														
CM402	Chlamydia diagnoses (15-24 year olds) - CTAD (persons) rate per 100,000	N/A	1,447 (324)		1,734 (387)	↘	2,072 (2013 calendar year)	Worse	N/A	1,949 (435)	N/A	1,949 (Outturn)	Getting better	▲
Commentary on performance:												Full year data covers 2014 calendar year		
CM403	Late HIV Diagnoses % of adults (aged 15 or above) - Newly diagnosed with a CD4 count < 350 cells cubic	37.5% (6)	41.7% (10)	→	50% (11)	↗	45% (2011-13)	Similar	N/A	43.8% (7)	N/A	43.8% (Outturn)	Getting better	▼
Commentary on performance:												Full year data covers 2012-14		
CM026	Smoking in pregnancy (% of mothers smoking at delivery)	22.4%	22.4%	→	21.2%	↘	11.4% (2014/15)	Worse	18.9% (196/1030) (Q2 2015/16)	18.3% (251/1532) (Q3 2015/16)	18.1% (367/2025) (Q4 2015/16)	18.1% (Outturn)	Getting better	11% (2019/20)
Commentary on performance:												Full year data covers 2015/16		
Data signed off by CCG but not yet submitted so no national comparator as yet. However expected to be significantly worse although we have seen considerable improvement from 21.2 in 2014/15.														
CYP001	Breast feeding (% of infants breastfeeding at 6 to 8 weeks)	33.2%	33.9% (722/2131)	↘	32.8% (671/2047)	↘	43.8% (2014/15)	Worse	30.3% (148/490)	33.7% (343/1019)	35.8% (564/1575)	36.3% (742/2043) (Outturn)	Getting better	43.8% (2019/20)
Commentary on performance:												Full year data covers 2015/16 financial year.		
CM066	Smoking cessation (rate of successful quitters, per 100,000 pop)	1,389 (1,842)	1,015 (1,360)	↘	797 (1,075)		522 (2014/15)	Better	N/A	N/A	492 (664)	705 (Estimate)	Getting worse	▲
Commentary on performance:												Full year data covers 2015/16		
CM365	Proportion of all in drug treatment, who successfully completed treatment and did not re-present within 6 months (opiate clients)	9.5% (46/485)	8.4% (43/512)	→	7.6% (38/502)	↘	7.6% (Reporting period Mar 2015)	Similar	8.2% (42/514)	6.1% (31/510)	7.4% (37/500)	8.4% (41/491) (Outturn)	No change	▲
Commentary on performance:												Full year data covers reporting period Mar 2016 (completions Oct14-Sep15, representations to Mar 16)		
CM407	Re-presentations: % who successfully completed treatment in the first 6 months of the latest 12 month period and re-presented within 6 months - (opiate)	N/A	29.2% (7/24)		16.7% (3/18)	↘	N/A	N/A	18.2% (4/22)	16.7% (3/18)	13.6% (3/22)	13.8% (4/29) (Outturn)	Getting better	▼

Appendix 1: 2015/16 Year End Performance By Council Priority

Key

 Improving (high is good)
 Worsening (high is good)

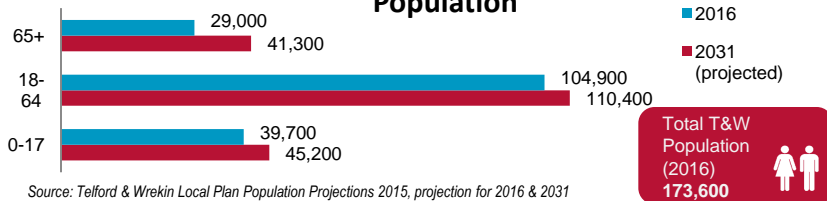
 Improving (low is good)
 Worsening (low is good)

ID	Title	2012/13 Outturn	2013/14 Outturn	2014/15 Outturn	National Comparator 2014-15	Comparison to national position 2014-15	Performance at 6 months 2015-16	Performance at 9 months 2015-16	Performance at 12 months 2015-16	Estimate/Outturn 2015-16	Direction of travel compared to 2014-15	Target 2015/16
Commentary on performance:										Full year data covers reporting period Mar 2016 (completions Apr15-Sep15, representations to Mar16)		
CM410	Take up of NHS Health Check programme by those eligible - health check offered	N/A	21.4% (10,942/49,052)	43.3% (21,482/49,627)	37.9% (2013/14-14/15)	Better	45.8% (22,933/50,049)	52.5% (26,312/50,049)	55.7% (27,881/50,049)	55.7% (Outturn)	n/a	▲
Commentary on performance:										Full year data covers cumulative performance for 2013/14-2015/16		
CM411	Take up of NHS Health Check programme by those eligible - health check take up	N/A	38.7% (4,064/10,492)	39.1% (8,395/21,482)	48.9% (2013/14-14/15)	Worse	40.1% (9191/22933)	39.9% (10507/26312)	40.3% (11242/27881)	40.3% (Outturn)	Getting better	▲
Commentary on performance:										Full year data covers cumulative performance for 2013/14-2015/16		

Facts & Figures

Key Messages for Telford and Wrekin – June 2016

Population



Source: Telford & Wrekin Local Plan Population Projections 2015, projection for 2016 & 2031

The population of T&W is 'younger' than the national position, although with the fastest growth being in the 65+ age group the age profile of the borough is now much closer to the national position.

Ethnicity

	T&W	England
BME	10.5%	20.2%

Source: Census 2011, BME refers to people of all ethnicities other than 'White British'

The population is becoming more diverse. As well as new migrants a key driver of change has been the younger age structure of BME groups leading to a greater likelihood of them having children.

Life Expectancy

Age	Male		Female	
	T&W	England	T&W	England
	78.7	79.6	81.8	83.2

Source: ONS

Male life expectancy has increased over the last decade, but has been significantly worse than England average since 2006-08. Female life expectancy has increased, but has been worse than England average since 2008-10.

Households

	T&W	England	🏠
With dependant children	33.0%	29.1%	21,996
Lone parents with dependant children	24.4%	24.4%	5,362
Households 65+	18.5%	20.7%	12,313

Source: census 2011

Reflective of our population, T&W has a higher proportion of households with dependent children and a lower number of households aged 65+.

Population reporting bad or very bad health

Age	T&W	England	👤👤
0-15	0.7%	0.6%	248
16-49	3.2%	2.8%	2,528
50-64	10.7%	8.7%	3,255
65+	18.1%	15.3%	4,364

Source: Office for National Statistics, Census 2011

A higher proportion of people in Telford and Wrekin report having bad or very bad health than the England rate.

Total population reporting bad health 10,395

Educational Attainment

	T&W	West Midlands	England
EYFS (good level of development)	66.6%	64.3%	66.3%
Key Stage 1 (level 2+)			
Reading	91%	90%	90%
Writing	88%	87%	88%
Maths	93%	92%	93%
Key Stage 2 (level 4+)			
Reading	90%	88%	89%
Writing	88%	86%	87%
Maths	88%	86%	87%
GCSE (5+ A*-C including English & mathematics)	53.7%	55.1%	57.3%

Source: Department for Education statistical releases (<https://www.gov.uk/government/organisations/department-for-education>)

Results for children in T&W at EYFS, KS1 & KS2 were above regional averages and equal to or above national. T&W results for 5+ GCSE A*-C were below the national average, although 5+ A*-G results were above England average (92.2% against 91.7%).

Deprivation


T&W is a place of socio-economic contrasts with parts of the borough amongst the most deprived nationally - comparable with inner cities – and areas amongst the least deprived nationally. A total of 15 areas are ranked in the 10% most deprived nationally in the wards of Woodside (x4), Malinslee & Dawley Bank (x3), Madeley & Sutton Hill (x2), Brookside (x2), Hadley & Leegomery, Dawley & Aqueduct and College. The 2015 picture of the most deprived areas in T&W looks very similar to 2010 with new areas in Haygate, Park and Dothill and additional areas in Hadley & Leegomery and The Nedge. More than a quarter (27%) of T&W population lives in the 20% most deprived areas nationally, an increase on 24% in 2010.

Source: Index of Multiple Deprivation 2015

Facts & Figures

Key Messages for Telford and Wrekin – June 2016

Unemployment

	T&W	West Midlands	England	
Unemployment	5.0%	5.8%	5.1%	4,300
Youth Unemployment	15.7%	15.5%	14.1%	2,200

For more information see the [T&W economic profile](#)

The borough's modeled rate of unemployment for Jan 2015 was below regional & national rates – an estimated 4,300 people.

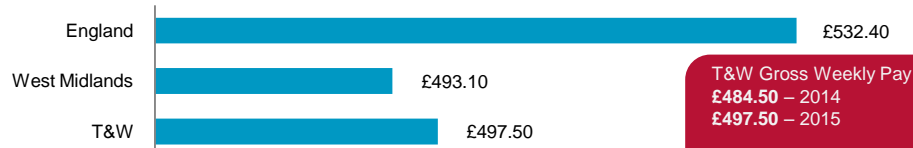
Gross Value Added by Industry type

Industry / Sector	2014 (£m)
Agriculture, forestry and fishing	18
Business service activities	393
Construction	167
Distribution; transport; accommodation & food	770
Financial and Insurance activities	123
Information and communication	262
Other services & household activities	121
Production	811
Public administration; education; health	663
Real estate activities	357
Total T&W GVA	3,684

For more information see the [T&W economic profile](#)

The most recent GVA (2014) showed that the borough's GVA grew by 3.5% between 2013 (£3.56bn) and 2014 (£3.68bn). This rate of growth was above the regional average (+3.0%).

Earnings




T&W Gross Weekly Pay :
£484.50 – 2014
£497.50 – 2015

% +/- 2014 to 2015:
+2.7%

For more information see the [T&W economic profile](#)

Numbers in Employment by Industry

Industry / Sector	T&W	West Midlands	England	
Agriculture, forestry and fishing	-	1.7%	1.3%	-
Mining, quarrying & utility	1.1%	1.3%	1.1%	900
Manufacturing	16.7%	12.1%	8.1%	13,800
Construction	2.8%	4.4%	4.5%	2,300
Motor trades	2.2%	2.5%	1.9%	1,800
Wholesale	6.8%	5.2%	4.1%	5,600
Retail	9.3%	10.4%	10.0%	7,700
Transport & Storage (inc postal)	3.3%	4.9%	4.5%	2,700
Accommodation & food services	4.7%	5.7%	7.0%	3,900
Information & communication	5.7%	2.6%	4.3%	4,700
Financial & insurance	0.8%	2.2%	3.7%	700
Property	1.7%	1.7%	1.9%	1,400
Professional, scientific & technical	3.5%	6.0%	8.6%	2,900
Business administration & support services	12.8%	8.0%	8.7%	10,600
Public administration & defence	6.5%	4.1%	4.2%	5,400
Education	8.8%	9.4%	9.0%	7,300
Health	10.0%	13.4%	12.7%	8,300
Arts, entertainment, recreation & other services	3.1%	4.3%	4.5%	2,600
Total				82,700

For more information see the [T&W economic profile](#)

Appendix 3: Strategic Risk Register

Strategic Risk Register

Ref	Risk	What are we doing to manage the risk? (Controls)	Lead Director
1.	Death or serious harm of a vulnerable child or vulnerable adult (Breach of duty of care)	<ul style="list-style-type: none"> • Safeguarding Children and Adult Boards (SABs became a statutory requirement of the Care Act from April 2015), Community Safety Partnership and Youth Offending Service Management Board scrutinise performance, call partners to account and drive practice improvement in the light of learning (e.g. from Serious Case, Safeguarding Adult & Domestic Homicide Reviews) • Created draw down budgets of £0.75m for children and £2.5m for adults for 2015-16. £1.975m invested in children’s safeguarding in 2016/17 • Work to national inspection standards (Ofsted and Care Quality Commission) and respond to actions required from inspections. OFSTED inspection of Children’s Safeguarding June/July 2016 with report recommendations published late August 2016. • Children & Young People Scrutiny Board review of children at risk of sexual exploitation and report recommendations <p>Children:</p> <ul style="list-style-type: none"> • Workforce development strategy – recruitment and retention, learning and development including Systemic Practice across the council’s children’s workforce • Children’s Services - Systematic quality assurance role for all managers from frontline team manager through to MD and DCS • No staff savings target for Children’s Social Workers <p>Adults:</p> <ul style="list-style-type: none"> • Review of Safeguarding Adult Board arrangements took place prior to April 2015 to ensure compliance with Care Act requirements and new Adult Safeguarding Guidance & Regulations. As a result a new T&W specific Board has been put in place with an Independent Chair Adult Safeguarding – following review, new multi-agency strategy agreed, regional procedures are now operational and additional adult safeguarding capacity put in place within Council. Quality Surveillance Group chaired by Chief Officer of NHS England Area Team ensures co-ordination of quality & safeguarding issues across health & social care. 	CJ

Ref	Risk	What are we doing to manage the risk? (Controls)	Lead Director
2.	Not managing the impact of organisational and culture change in the Council and partner organisations within the constraints of the public sector economy	<ul style="list-style-type: none"> • “Being the Change” sets out organisational focus to manage on-going funding cuts. AD service plans driving delivery of this strategy • Engagement and communication with all staff through structured sessions and interactive sessions with Cabinet to support Co-operative working • Regular meetings with Trade Union representatives • Loss of service delivery performance and risk exposure monitored through SMT • New Organisational Development Strategy (see 8 below) • Constitution – assurance by AD’s, Finance, Legal, Internal Audit and external reviews (i.e. External audit and government bodies) • Transparency • Codes of conduct • Maintaining communication channels with appropriate senior executives • LSP Executive • Health & Wellbeing Board and Community Safety Partnership • Commissioning and Transformation Partnerships 	RP
3.	Failure to match available resources (both financial , people and assets) with statutory obligations, agreed priorities and service standards	<ul style="list-style-type: none"> • Rigorous service and financial planning and regular monitoring and active management through S&FPG, SMT and Policy Review Group • Development of Efficiency Plan to secure 4 year funding from Government to enable more informed medium-term financial planning • Savings programme, service reviews and restructuring • In-year savings exercise as necessary • Rationalisation of Council assets and accommodation • Delivery of capital receipts/rigorous monitoring of capital receipts realisation and impact on the budget • A large proportion of future funding for Adult social Care will come via the STP (Sustainable Transformation Partnership) this is a Shropshire-wide partnership and the financial pressures facing Shropshire CCG present a risk, mitigating factors are that we are represented at all levels 	RP

Ref	Risk	What are we doing to manage the risk? (Controls)	Lead Director
4.	Failure to deliver financial strategy: <ul style="list-style-type: none"> ○ Capital receipts ○ Delivery of council savings 	and an agreed governance structure in place <ul style="list-style-type: none"> ● Understanding the impact of the potential loss of any European Union funding. ● If necessary contingency plans reviewing phasing of planned capital expenditure, schemes included in capital programme, alternative potential disposals and further revenue budget cuts would be prepared ● Review of reserves and balances against risk exposure and available contingency ● Review of financial policies ● Safeguarding Cost Improvement Plan ● Adult Social Care Cost Improvement Plan ● Commercial Strategy ● “Culture Change” to budget management by managers ● Specialist legal advice as required ● Cabinet Members regularly briefed 	RP
5.	Failure to manage the impact of poverty and deprivation on future wellbeing of our residents	<ul style="list-style-type: none"> ● Council has adopted a “Business Supporting, Business Winning” approach that will provide a joined up, business facing service that provides the conditions to enable businesses to start up, expand and to attract new investors ● Working through/with the LEP/WMCA to drive economic growth ● “Work ready, life ready” programme to ensure young people are work ready ● Community Loans ● Telford Crisis Network/Food Bank ● “Pride in your community” Project ● “Target Intervention Area” programme and development of models of working which focus on creating resilient communities, for example “Strengthening Families” and “My Support Broker” ● Public Health Grant to drive improvements in health of population/address health inequalities (Public Health outcomes) ● Health & Wellbeing Board and Commissioning & Transformation Partnerships 	RP

Ref	Risk	What are we doing to manage the risk? (Controls)	Lead Director
6.	Major emergency affecting the community and/or ability to provide priority services	<ul style="list-style-type: none"> • Maintaining appropriate, risk based contingency plans (Civil Resilience Team) which are exercised and reviewed on regular basis • Individual Service Delivery Managers are responsible for maintaining and exercising their Business Continuity Plan. These plans would be coordinated corporately and the emergency plan activated if necessary • Maintain appropriate levels of trained staff to be able to respond to an emergency. • Work collaboratively with other LRF partner agencies, maintaining effective working relationships with the relevant bodies • Gorge – Phase II at Jackfield complete. Need to acquire further funding for other at risk areas within the Gorge. • Operation ‘Tangent’ – multi agency plan to respond to landslide in the Gorge is in place and is reviewed and exercised regularly 	JR
7.	Significant business interruption affecting ability to provide priority services	<ul style="list-style-type: none"> • ICT controls – Disaster Recovery facilities in place based on Priority Services in line with Business Continuity Plans • Investment in ICT infrastructure. Data centre investment complete. • Each Service Delivery Team has Business Continuity Plans to enable them to respond appropriately, these are reviewed annually and updated following team changes and or incidents. • Improvement/upgrade/replacement of key ICT systems 	JR
8.	Key skills shortages (retention & recruitment)	<ul style="list-style-type: none"> • Organisational Development Plan e.g.: <ul style="list-style-type: none"> - skills gap analysis and needs - improving well-being of employees - use of market factor weighting for key groups (ICT software developers) - “Grow your own” scheme for social workers. - flexible working policy - staff benefit scheme • Council values, ethos, rewards and recognition 	RP

Ref	Risk	What are we doing to manage the risk? (Controls)	Lead Director
9.	Failure to manage the health & safety risks in delivering the council's functions	<ul style="list-style-type: none"> • Reviewing, writing and monitoring of health and safety policies through SMT and Health and Safety Committee • Risk based health and safety audit process of service areas and local authority managed schools, which not only audit implementation of health and safety policies but also proactively identifies short comings, actions and controls that need to be in place to manage those risks. Significant findings of the audits are reported back though SMT and Health and Safety Committee. • Internal Health and Safety work to Health and Safety Executive (HSE) guidance and revise Policies and Procedures to ensure compliance with legal standards. Revisions reported back through SMT and Health and Safety Committee • There is a system in place for reporting all accidents, incidents and near misses. Non reportable accidents investigated by service area • All reportable accidents are investigated by Internal Health and Safety Team and significant findings reported to Health and Safety Committee. Other findings reported back to relevant Service area management • Training provided on Health and Safety through a mixture of OLLIE and face to face. • Regular meetings with Trade Unions • Coordination and management of Personal Safety Precautions Risk Register to ensure safety of employees. 	JR
10.	Information Governance	<ul style="list-style-type: none"> • The Council has an Information Governance Framework which includes the Corporate Information Security Policy (CISP) and other policies (Data protection, Information Sharing policies) • Small dedicated team promoting sound Information Governance within the Council and ensuring that good practise is shared across the Council • Training and awareness programme put in place annually and Information Governance module on OLLIE forms part of induction • Plans are being developed to assist the Council and its services in the implementation of the relevant aspects of the General Data Protection Requirements 2018 (due by May 2018). 	RP

Existing Strategic Risks Being Managed Through Appropriate Significant Projects

- Single Status
- Commercial project(s) for additional income generation
- Housing Investment Programme

CABINET – 21 JULY 2016

SUPERFAST TELFORD – MARCHES BUSINESS BROADBAND GRANT SCHEME

REPORT OF ASSISTANT DIRECTOR: BUSINESS, DEVELOPMENT & EMPLOYMENT

LEAD CABINET MEMBER – CLLR ANGELA McCLEMENTS

PART A – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

- 1.1 Superfast Telford is the Councils £5.6m broadband programme which will see 9,300 homes and businesses across the borough benefit from a new network of fibre broadband infrastructure. Combined with commercial activity, this will result in 98% of Telford & Wrekin being covered by the end of 2017.
- 1.2 The Council is committed to continue to seek solutions for the 2% of the borough that won't benefit from the current programme to get as close to 100% as possible. Savings and efficiencies made during the life of the programme will be re-invested as will income received from the take up of broadband provision that exceeds 20% at any upgraded or new cabinet.
- 1.3 The Council has also continued to seek other funding streams to support broadband roll-out. The current European Structural Investment Funds (ESIF) programme (2014-20) prioritises the provision of broadband infrastructure to businesses in order to support economic growth. As part of the Marches Local Enterprise Partnership, Telford & Wrekin has the opportunity to benefit from £2.2m of EU funding for this priority and the Council has therefore been working with Shropshire and Herefordshire on the development of a bid for funding for a Broadband Grant Scheme for Small and Medium Sized Enterprises (SME's) across the Marches.
- 1.4 The Marches LEP Project Delivery Plan 2015-2020 was approved at SMT on the 24th August 2015 and Policy Review on the 3rd September 2015 and included the business broadband grant scheme as a project. This report provides an update on the status of this project and sets out the delivery model. It also seeks approval of the match funding mechanism and for the authority to enter into a formal Partnership Agreement with project partners and the Department of Communities and Local Government (DCLG).

2. RECOMMENDATIONS

- 2.1 **Cabinet approve proposals for the project match funding mechanism**
- 2.2 **Cabinet grant approval to enter into a Partnership Agreement with project partners, with Hereford Council acting as Accountable Body**
- 2.3 **Cabinet delegate authority to the Assistant Director; Business, Development & Employment, in discussion with the Lead Cabinet Member, to take all actions necessary to complete the Partnership Agreement**

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Priority Plan objective(s)?	
	Yes	Protect and create jobs as a Business Winning and Business Supporting Council.
	Will the proposals impact on specific groups of people?	
	No	
TARGET COMPLETION/ DELIVERY DATE	Subject to approval in June 2016, the project will launch on October 1 st 2016 and remain open until the end of 2018. NOTE: These timescales will likely change as a result of the EU referendum outcome. At present all projects that are not yet in contract are being held by DCLG as they seek clarification on the situation.	
FINANCIAL/ VALUE FOR MONEY IMPACT	Yes	The Project cost of approximately £0.396m will be funded from £0.237m ERDF and £0.159m from TWC match funding from within the approved capital programme, discussed fully in Section 4.8 of this report. Costs associated with the marketing and promotion of the scheme will be met from the existing Growth Hub revenue base budget. Financial support will be provided as required as the project progresses. DMR 22/6/16
LEGAL ISSUES	Yes	State Aid law recognises a variety of public support which is compatible with the internal market including support for small and medium enterprises and promoting the local economy. The Council will be mindful of State Aid Rules and any General Block Exemptions available to SMEs in relation to grant funding to commercial entities who engage in tradable activity. The Council will construe its behaviour against Constitutional standards of financial probity and stringent financial planning and financial risk management as well as risk and equality impact assessments and procurement requirements, which may impact its grant making, support package coordination and delivery to third parties. Legal Services will be available to support the legal formalities for any incidental agreements with the Lead Authority, partnering bodies and third parties generally including Non-Disclosure Agreements, Partnership Agreement and Grant Agreements. MG Legal ext 80787
OTHER IMPACTS, RISKS & OPPORTUNITIES	No	
IMPACT ON SPECIFIC WARDS	No	

PART B – ADDITIONAL INFORMATION

4. INFORMATION

Project Summary

- 4.1 The Marches Broadband Grant project is seeking funding from the current ESIF Programme to provide grant funding to qualifying SME's to pay for bespoke solutions that will allow businesses to benefit from Next Generation Access¹ and/or Business Grade Broadband Connectivity. It will only be open to businesses that have not been broadband enabled by either the current BDUK Superfast Telford Programme or by other commercial broadband investment.
- 4.2 Based on costs and grants provided by a recent and similar project operated in Herefordshire, it has been assumed that the average level of grant payment will be £15,000 per business, with costs ranging from £7,000 to £25,000. It is anticipated that many grants are likely to be towards the lower end of this spectrum in Telford & Wrekin which has more accessible, semi-rural areas, but in recognition of the more remote rural areas in Shropshire and Herefordshire the maximum grant level will be set at £25,000 per eligible beneficiary.
- 4.3 Based on the allocation within the ERDF ICT priority, as well as eligible number of businesses and forecasted take up the total value of the project for the Marches is £3.9m. This is shown below, split between Shropshire and Telford & Wrekin which are classified by the EU Commission as 'Transitional' areas (where a 40% match is required) and Herefordshire which is classified as 'More Developed' and therefore eligible for a lower level of intervention (requiring a 50% match):-

Funding Sources	Transitional (T&W / Shropshire)	More Developed (Herefordshire)	Total
EU Funding	£1,566,853	£67,2575	£2,239,428
Match required	£1,044,569	£67,2575	£1,717,144
Total	£2,611,422	£1,345,150	£3,956,572

- 4.4 The funding split within this for Telford & Wrekin is as follows:-

ERDF	£237,818
Match required	£158,545

- 4.5 Across the Marches there are around 4,300 businesses that may qualify for a grant. The table below shows the breakdown of eligible businesses across the Marches and the likely level of grant take up:-

Local Authority Area	Eligible Businesses	Outputs/Take up
Hereford	2,070	77
Shropshire	2,150	151
Telford	124	27

¹ **Next-Generation Access** (NGA) describes a significant upgrade to the Broadband available by making a step change in speed and quality of the service. This is typically thought of as asymmetrical with a download speed of 24Mb plus and a fast upload speed.

- 4.6 An output of 27 businesses is around a 22% take up rate of the scheme in Telford & Wrekin. Analysis of the eligible businesses indicates that there are a significant number of micro enterprises which gives an indication of economic impact:-

Number of Employees	Number of eligible Telford & Wrekin SME businesses
10+	25
2-9	39
1	60
Total	124

Match Funding

- 4.7 It is proposed that grants will be available directly to beneficiaries based on the following intervention rates:-
 Herefordshire (more developed area) – 50% ERDF / 50% match funding
 Shropshire and Telford (transition areas) – 60% ERDF / 40% match funding
- 4.8 More investment into the Superfast Telford programme has been confirmed. This will allow the Council to use funding already allocated against the programme as summarised in the table below:-

BDUK funding for the Superfast Telford Programme	TWC funding for the Superfast Telford Programme	TWC ERDF Marches Broadband Grant Scheme funding
£2,153,670	£1,846,330	£158,545 (£153,670 capital + £4,875 revenue)

- 4.9 The Council has made a commitment to extend coverage across the borough as far as possible. The priority is the delivery of Superfast Telford which is still in the early stages of delivery. As well as deployment the focus remains on making savings through efficiencies or reinvestment of take up payments to get further with the funding that we already have in place. It is also important to note that as a result of this, over the life of the Superfast Telford programme, some of the eligible businesses for the grant scheme may well receive superfast connectivity via the main programme.

Project Delivery

- 4.10 Herefordshire Council will be the accountable body for the project, undertaking management and administration responsibilities. Each of the local authority partners will be responsible for the promotion of the grant scheme in their area, and for Telford & Wrekin this will be done through the Council's Growth Hub team.
- 4.11 The project partners will jointly approve grant payments and the interface between suppliers, businesses and the local authorities will be a locally branded on-line portal.

5. IMPACT ASSESSMENT – ADDITIONAL INFORMATION

None

6. **PREVIOUS MINUTES**

Marches LEP Project Delivery Plan 2015-2020

7. **BACKGROUND PAPERS**

None

Report prepared by: Claire Critchell (Broadband Programme Manager)
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TELFORD & WREKIN COUNCIL**CABINET – 21 JULY 2016****DECLARATION OF THREE NEW LOCAL NATURE RESERVES: APLEY WOODS LNR, KETLEY PADDOCK MOUND LNR & THE BEECHES LNR****REPORT OF ASSISTANT DIRECTOR: BUSINESS, DEVELOPMENT & EMPLOYMENT****LEAD CABINET MEMBER – COUNCILLOR RICHARD OVERTON****PART A) – SUMMARY REPORT****1. SUMMARY OF MAIN PROPOSALS**

1.1 The Council has made a commitment through the Green Guarantee to the retention of locally important green spaces which have value to local communities. The declaration of three new Local Nature Reserves to add to the eight already designated in the Borough maintains that commitment extending the area of protection by 40 hectares. It also delivers against a key priority in the emerging Local Plan. The three new LNR being proposed are:-

:

- 1) Apley Woods LNR including woodland, meadows and the lake south of the A442 Queensway and north of Princess Royal Hospital;
- 2) Ketley Paddock Mound LNR including woodland, grassland and pools between Holyhead Road and Shepherds Lane, Ketley; and
- 3) The Beeches LNR including a meadow with pond and a wooded Pitmound to the south and east of the former Beeches Hospital site in Ironbridge.

1.2 Maps showing the proposed LNRs are in Appendix 1, 2 and 3.

1.3 The proposal has been developed in liaison with the local community; the local Parish Council's and will involve local volunteers carrying out small scale conservation tasks as part of the management of the sites. The designation of additional LNR also reflects the Council's recognition of the value these spaces play in local communities and promoting health and wellbeing. It has been shown that living close to accessible green spaces can promote public health and reduce levels of obesity, heart disease, reduce stress and levels of depression¹.

¹ Our Natural Health Service: The Role of the Natural Environment in Maintaining Healthy Lives. Natural England. (2009).

- 1.4 The selection, declaration and management of Local Nature Reserves is a function of local authorities. These sites play an important role in maintaining a healthy balance in spatial planning between the built environment and green infrastructure. These green spaces also help to meet local and strategic green infrastructure needs.
- 1.5 There is clear evidence that green spaces are more widely used when they are located in close proximity to local communities. Natural England suggests that there should be a public open space of at least two hectares in size within 0.5km of every resident and that there should be at least one hectare of Local Nature Reserve for every 1000 people in urban areas².
- 1.6 With the current known population of the borough at 167,000 (census 2011) and 334.4ha of currently declared LNR across 8 sites Telford & Wrekin currently exceeds the recommended supply of LNRs with two hectares of LNR for every 1000 people.
- 1.7 Repeated engagement with local people and businesses during the Local Plan process has highlighted that the green and natural environment within Telford and across the whole borough is one of the reasons most often given when people are asked why they live in, visit or locate their business in Telford & Wrekin.
- 1.8 The three proposed sites are all within Council ownership (with the exception of the meadow area of Apley Woods which is pending legal transfer from HCA – see section 5.2 below) and are considered to fulfil the requirements to become a formally declared LNR. The sites:
 - Are all at least partially designated as Local Wildlife Sites;
 - Have up to date management plans; and
 - Have a strong level of local involvement
- 1.9 Subject to approval, the next stage will be to progress the sites further through the formal process with Natural England prior to final legal declaration.

² Accessible natural greenspace in towns and cities: A review of appropriate size and distance criteria, English Nature (1995)

2. RECOMMENDATIONS

It is recommended that cabinet:

2.1 Approve the declaration of the Apley Woods LNR, the Ketley Paddock Mound LNR and the Beeches LNR; and

2.2 Delegate authority to complete the declaration process to the Assistant Director: Business, Development & Employment (and any officer authorised in writing by that Assistant Director) following consultation with the Lead Cabinet Member for Housing, Leisure & Health.

SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-operative Council priorities?	
	Yes	Designation of the LNR contributes to several priorities, including: -ensure that neighbourhoods are safe, clean and well maintained -improve the health and wellbeing of our communities and address health inequalities On each of the three proposed LNRs there is active community involvement
	Will the proposals impact on specific groups of people?	
	Yes	The LNR is a beneficial resource to people who live and visit the area and each site has parts which are accessible to all members of the community, including those with wheelchairs and pushchairs
TARGET COMPLETION/ DELIVERY DATE	August/September 2016 – formal consultation with Natural England December 2016 – formal legal declaration	
FINANCIAL/ VALUE FOR MONEY IMPACT	Yes/No	The designation of the land (as detailed in Appendices 1-3) as a Local Nature Reserve requires the Council to manage and maintain the land in accordance with a management plan. In order to avoid a financial pressure as a result of the designation, the Council will continue to maintain the sites at their current levels. The 'Friends of' groups associated with these sites will provide ongoing support and will be responsible for securing third party funding for any additional works or site improvements, over and above the current maintenance regime. Should additional

		<p>funding not be identified, the requirements under the site management plan will be amended accordingly.</p> <p>A Section 106 contribution is being sought as part of the planning obligations attached to development land adjacent to the Apley Wood site. The sums of the Section 106s are £261k split across two sites (£180k and £81k). These funds will provide improved access and angling facilities within the LNR boundary. If S106 funding is not received there will be no requirement to make these enhancements.</p> <p>The land to be designated is in the ownership of the Council, with the exception of a small parcel of land at Apley Woods, and the designation will offer protection from future development or inappropriate use. This may have an impact on future strategic options for asset use or disposal. The land at Apley Woods is in the process of being transferred to Council ownership from HCA.</p> <p>The Grazing income received from Ketley Mound site will not be affected by this LNR.</p> <p>Ketley Paddock Mound and The Beeches include colliery spoil mounds and a canal tunnel. Under the Mines and Quarries (Tips) Act TWC has responsibility as owner and Local Authority therefore liabilities need to be managed. However these sites currently have historic public access routes and it is not proposed to develop additional routes. Additional footfall is likely once designated as an LNR due to raised profiles.</p> <p>TWC have a number of Spoil mounds and as owner we currently have responsibility for them. Priority should be given to these two sites when TWC completes a Borough wide review under this act. Budgets are not currently available to complete a Borough wide review. ER & AEM 24/6/16</p>
LEGAL ISSUES	Yes	<p>The Council has power under the National Parks and Access to the Countryside Act 1949 establish nature reserves and to declare that certain land is to be managed as a nature reserve. The declaration will stand as conclusive evidence that the land is being</p>

		<p>managed as such. There is a making and publication procedure that needs to be followed regarding the declaration which includes prior consultation with Natural England. Legal Services will assist the Assistant Director: Business, Development & Employment as required regarding the process.</p> <p>(IR – 14.06.16)</p>
<p>OTHER IMPACTS, RISKS & OPPORTUNITIES</p>	<p>Yes</p>	<p>The Council is following the formal process for declaring LNRs as set out in guidance from Natural England, ensuring compliance with the requirements.</p> <p>In liaison with stakeholders, the potential impact of the LNR declarations have also been taken into consideration and any adverse impacts addressed. The management plans provide a framework for ensuring the LNRs are maintained appropriately and continues to meet the requirements of an LNR.</p> <p>Enhances the natural environment of the Borough and contributes to the overall attractiveness of the Borough that will support the local business and visitor economy and support community health and wellbeing</p>
<p>IMPACT ON SPECIFIC WARDS</p>	<p>Yes</p>	<p>Apley Woods proposed LNR is located in Apley Castle Ward. Cllr Karen Blundell sits on the friends of group.</p> <p>Ketley Paddock Mound proposed LNR is located in Ketley & Oakengates Ward. Ketley Paddock Council are involved in the management of the site.</p> <p>The Beeches proposed LNR is located in Ironbridge Gorge Ward. Cllr Nicola Lowrey sits on the Ironbridge Meadows and Pastures (IMAP) group and the Gorge Parish Council and Madeley Parish Council are also stakeholders.</p>

PART B) – ADDITIONAL INFORMATION

3. INFORMATION

- 4.1 This report sets out a proposal to declare three statutory Local Nature Reserves known as ‘Apley Woods Local Nature Reserve,’ ‘Ketley Paddock Mound Local Nature Reserve’ and ‘The Beeches Local Nature Reserve.’ This is in accordance with the provisions of Sections 19 and 21 National Parks and Access to the Countryside Act 1949. Subject to approval, the proposals will then need to receive a formal welcome from Natural England.
- 4.2 Declaration of the land as a LNR requires Telford & Wrekin Council to manage the land shown in Appendix 1, 2 and 3 as a nature reserve and to protect it from inappropriate uses or development. The largest part of each of the proposed sites is already adopted as Local Wildlife Site and so is already managed for conservation purposes.
- 4.3 The Telford & Wrekin Local Plan Submission Version Policies Map shows each of these sites as ‘Proposed Local Nature Reserves’ and the Local Plan commits to completing the declaration of these sites.
- 4.4 Over and above the areas already adopted as Local Wildlife Sites other parts of the sites also have nature conservation value and a high level of community interest and involvement. Each of the sites has an active ‘Friends of’ group. These groups have played a key role in developing the proposal in liaison with the local authority and the local Parish Council. Through active engagement with the community, local people are already getting involved in the management and protection of each of the sites and each has a regular program of volunteer work parties.
- 4.5 Except for the meadow area of the Apley Woods Site, the proposed LNRs are all within the Council’s ownership and meet the necessary criteria for declaration, each has an up to date management plan and has gained support from Shropshire Wildlife Trust and Natural England.

Before it can be declared that land is to be managed as an LNR, the Council must either be able to demonstrate a legal interest in the land or that a Nature Reserve Agreement has been entered into in respect of that land. Unless the Council acquires ownership of the meadow area of the Apley Woods Site, a Nature Reserve Agreement will have to be entered into with the Homes and Communities Agency which is the current owner of that area.

- 4.6 As part of the declaration process, subject to Cabinet approval, a consultation document will be issued to Natural England to seek their formal ‘Welcome’ prior to completion of the declaration and the associated legal seal.

- 4.7 Through the declaration of these Local Nature Reserves the Council recognises the value of local green spaces in providing places to walk and be active. Local Nature Reserves provide opportunities for volunteering in the natural environment which increases physical activity, social interaction, encourages life long learning of new skills and allows individuals to give back to their local community which lead to increases in physical and mental wellbeing³.

5 IMPACT ASSESSMENT – ADDITIONAL INFORMATION

- 5.1 Consultation with relevant stakeholders has taken place and the declaration of the sites as LNRs has received general support.
- 5.2 **Apley Woods** - The proposed boundary has been subject to internal officer consultation and external stakeholder engagement. The following should be noted:
- The meadow area of the site is not formally held under the ownership of TWC, the land is within the CRA 5 land transfer with HCA, but the freehold has not yet been transferred. This land will either need to be formally transferred or a Nature Reserve Agreement will need to be entered into with HCA before the LNR can be declared.
 - The proposed LNR is between two sites which have planning permission for additional residential development: the former Maxell Site which received outline permission for up to 495 dwellings and a local centre in September 2015 and the land at Peregrine Way which has a current reserved matters planning application pending decision (and an outline consent granted) and is awaiting supporting information from the developer. These two developments are likely to generate additional recreational interest in the proposed LNR and a Section 106 contribution was secured on the Maxell site development to support the management of visitors on the site through appropriate footpath and access infrastructure.
 - Appropriate management of the Apley Woods site is vital to ensure that the habitats and species present can be resilient to additional recreational pressure and declaration of the site would help secure appropriate long term management.
 - There is an active 'Friends of' group on the site with a high level of community involvement and a regular schedule of practical management, educational and forest schools activities already occurring on the site.
- 5.3 **Ketley Paddock Mound** - The proposed boundary has been subject to internal officer consultation and external stakeholder engagement. The following should be noted:

³ Living Well for Longer in Telford 2015/2016 – Telford & Wrekin Council

- The Council's Geotechnical Team noted that the site includes Colliery Spoil Mounds which are regulated by the Mines and Quarries (Tips) Act under which TWC has responsibility as owner and Local Authority. There are concerns when public access is allowed over these sites and a need to consider mine shafts and in this instance also a canal tunnel. These matters will have to be considered and addressed as part of the access and management arrangements for the site and it will be necessary for management and access arrangements at the site to be kept under regular review.
- An area of the site is currently leased by TWC for grazing but this is not in conflict with the management or declaration of the site as a LNR. TWC would write to grazing licence holders in advance of the formal declaration being made.
- TWC is working on establishing a Service Level Agreement with the Parish Council for the site and will continue to work in partnership with the Parish Council and the 'Friends of' group to achieve appropriate management. A regular program of work parties already occurs on the site.

5.4 **The Beeches** - The proposed boundary has been subject to internal officer consultation and external stakeholder engagement. The following should be noted:

- The proposed LNR is to the south and east of the Telford & Wrekin Local Plan Submission Version allocated site for housing H6 - the former Beeches Hospital site. The declaration of this site as a LNR will not constrain the development of the H6 allocation and the Planning Policy Team have confirmed that there is no conflict.
- The Council's Geotechnical Team noted that the site includes Colliery Spoil Mounds which are regulated by the Mines and Quarries (Tips) Act under which TWC has responsibility as owner and Local Authority. There are concerns when public access is allowed over these sites and a need to consider mine shafts. These matters will have to be considered and addressed as part of the access and management arrangements for the site and it will be necessary for management and access arrangements at the site to be kept under regular review.
- The Ironbridge Meadows and Pastures Group are active on the site and hold a regular program of site management and educational activities.

6 NEXT STEPS

- 6.1 In the case that cabinet approves the principle of declaration of the three proposed Local Nature Reserves and the recommended delegation, then the required next steps include the following:
- A) a formal consultation process with Natural England will be undertaken in August/September 2016 which includes the submission of a formal consultation document and a site visit following which Natural England will write to formally 'Welcome' the sites
 - B) All necessary property/title enquiries and searches being undertaken regarding land in the Council's ownership.
 - C) The Nature Reserve Agreement being entered into with HCA in respect of the meadow area at Apley unless the Council acquires ownership prior to the declaration
 - C) The Assistant Director: Business, Development & Employment making or authorising the making of the formal declaration (NB the declaration will be made under seal (It is anticipated that the declarations in respect of these sites will have been made, processed and published in early 2017.)

7 PREVIOUS MINUTES

Cabinet report 12th February 2007: 'Declaration of Local Nature Reserves'

8 BACKGROUND PAPERS

- 7.1 Local Nature Reserves in England: A Guide to their selection and declaration Natural England, 2009
- 7.2 Local Nature Reserves: places for people and wildlife (English Nature)
- 7.3 Accessible natural green space in towns and cities: A review of appropriate size and distance criteria (English Nature Research Reports No. 153)

**Report prepared by Fran Lancaster, Planning Ecologist, Telephone:
01952 384221**

Appendix 1: Apley Woods Local Nature Reserve proposed boundary



Business & Development Planning
Telford & Wrekin Council
Wellington Civic Offices
Telford
TF2 2FH



Telford & Wrekin
COUNCIL

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Date 2015.

Apley Woods Proposed Local Nature Reserve

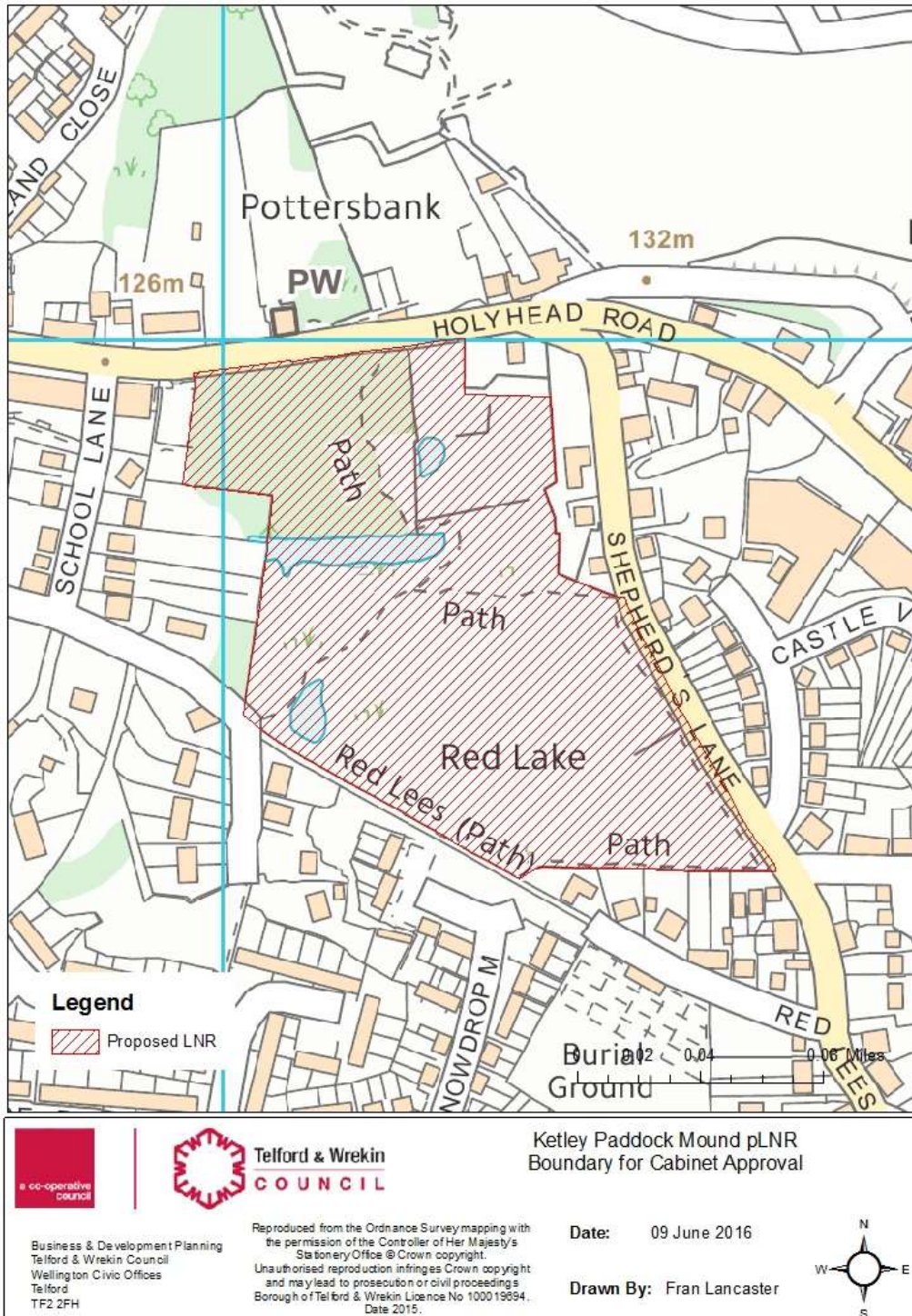
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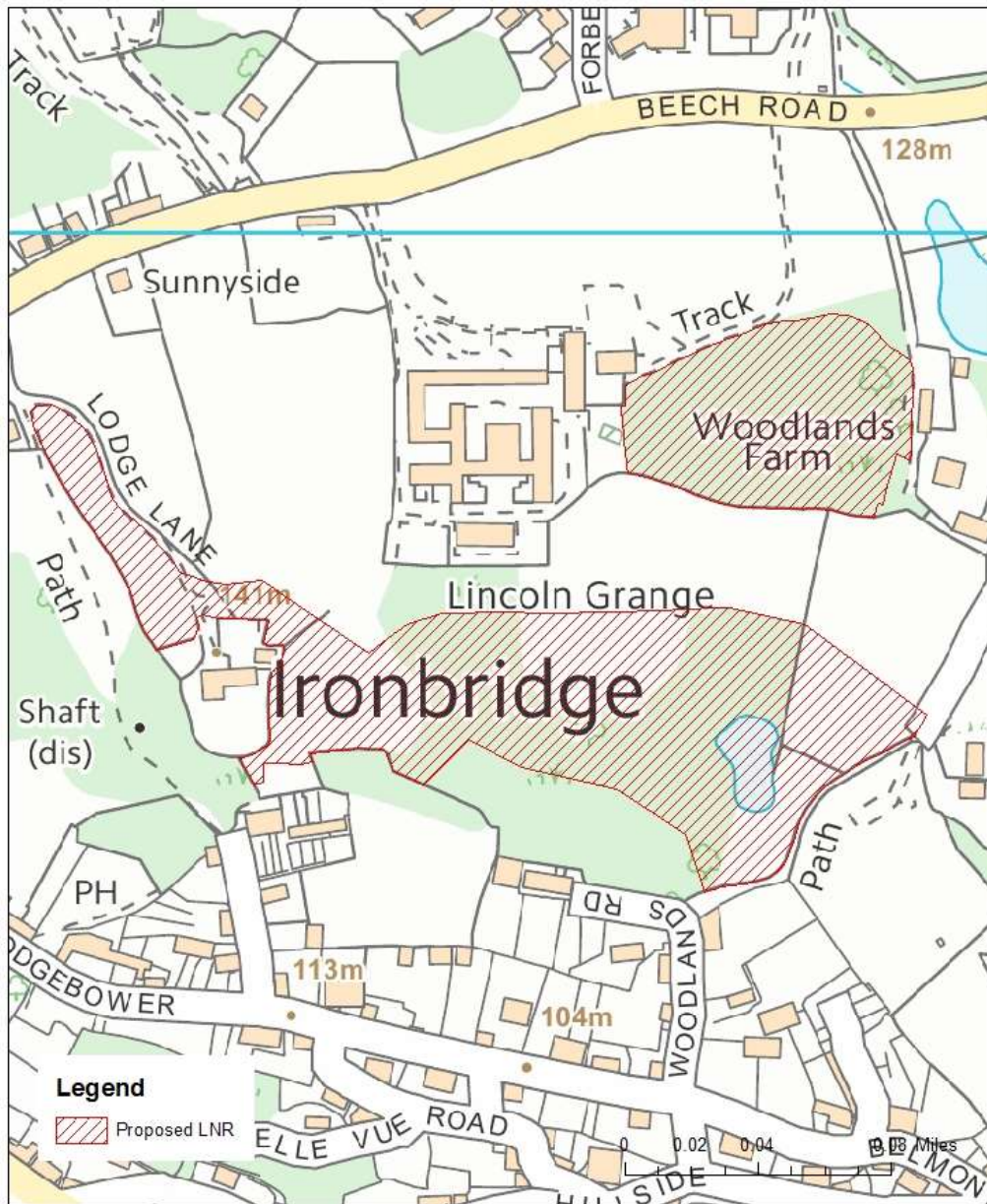
Drawn By: Fran Lancaster



Appendix 2: Ketley Paddock Mound Local Nature Reserve proposed boundary



Appendix 3: The Beeches Local Nature Reserve proposed boundary



		<p>The Beeches pLNR Boundary for Cabinet Approval</p>
<p>Business & Development Planning Telford & Wrekin Council Wellington Civic Offices Telford TF2 2FH</p>	<p>Reproduced from the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Borough of Telford & Wrekin Licence No 100019884. Date 2015.</p>	<p>Date: 09 June 2016 Drawn By: Fran Lancaster</p>

**ARTICLE 4 DIRECTION TO REMOVE PERMITTED DEVELOPMENT RIGHTS FOR
CONVERSION OF LIGHT INDUSTRIAL UNITS TO RESIDENTIAL**

**REPORT OF ASSISTANT DIRECTOR BUSINESS, DEVELOPMENT &
EMPLOYMENT**

LEAD CABINET MEMBER – CLLR RICHARD OVERTON

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

- 1.1 Further to the Cabinets decision to consult on and introduce an Article 4 Direction to remove certain permitted development rights that allow the change of use to residential uses within the named industrial estates, the legislation has been amended to also allow the change of use of light industrial units (Use Class B1 (c)) to residential uses. Therefore the Council has reviewed these impacts prior to public consultation and are now seeking Cabinet approval to add this use class to this direction.
- 1.2 Officers consider that the inclusion of this additional uses class to permitted development rights will add further pressure to the prime employment areas, and the proposed Article 4 Direction as considered by Members is threatened by this amendment as a significant number of units within these areas could come forward as residential uses. This is not considered sustainable and would threaten the strategic long term growth and availability of prime employment land within the Borough. Consequently it is considered that the additional use class should be added to the Article 4 Direction to ensure the integrity of these employment areas, and ensure the residential amenity of any occupant is tested and protected through the requirement for submission of a planning application.
- 1.3 It should be noted that the Article 4 direction does not prevent such changes of use, but ensures a planning application is submitted, allowing the Council to appropriately consider the application through the planning process, rather than the alternative route of a prior notification, whereby the authority can consider only the impacts of the development in respect of a limited number of aspects - contaminated land, highway safety, flooding and noise.
- 1.4 The Council's constitution does not delegate the necessary powers under the the Town and Country Planning (General Permitted Development Order) 2015 at officer level to make and cancel of Article 4 Directions and Cabinet are requested to approve delegated powers to officer level to enable the Planning Department to manage this type of planning control.

2. RECOMMENDATIONS

- 2.1 That Cabinet delegate authority to the Assistant Director Business, Development and Employment to make a Direction without immediate effect under Article 4 (1) of the Town and Country Planning (General Permitted Development Order) 2015 relating to the employment areas of Central Park / Town Centre, Halesfield, Hortonwood, Stafford Park and Tweedale as identified on the attached plan to remove permitted development rights under:
- * Schedule 2 Part 3 Class (O) changes of use from offices to dwellinghouses and
 - * Schedule 2 Part 3 Class (P) changes of use from storage or distribution centre to dwellinghouses and
 - * Schedule 2 Part 3 Class (PA) changes of use from light industrial uses to dwellinghouses and;
 - * any other such Class of permitted development specified in Schedule 2 of the Town and Country Planning (General Permitted Development Order) 2015 as amended as is deemed appropriate to preserve the integrity of the said employment areas (“the Employment area Article 4 Direction”)
- 2.2 That Cabinet authorise the Assistant Director Business Development and Employment (or any other officer authorised in writing by the Assistant Director Business Development and Employment) in consultation with the Lead Cabinet Member to exercise all powers under Article 4 and Schedule 3 of the Town and Country Planning (General Permitted Development Order) 2015 as amended to make or cancel article 4 directions with and without immediate for the removal of permitted development rights as deemed expedient

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-Operative Council priority objective(s)?	
	Yes	<i>'Business Winning, Business Supporting'</i>
	Will the proposals impact on specific groups of people?	
	No	<i>Existing businesses and proposed new residents.</i>
TARGET COMPLETION/DELIVERY DATE	<i>August 2017 for the Article 4 direction to come into force</i>	
FINANCIAL/VALUE FOR MONEY IMPACT	Yes	The recommended non-immediate Article 4 direction has recent legislation changes which removes permitted development rights of offices, storage or distribution units and light industrial uses to dwelling houses. This will require a public consultation exercise. Estimated costs of the consultation are c£2k, and these will be met from existing budgets. Compensation is not payable under a non-immediate Article 4 direction. AEM 24/06/2016
LEGAL ISSUES	Yes	The Town and Country Planning (General Permitted Development) (England) Order 2015 (GPDO 2015) is effectively a national grant of planning permission. Schedule 2 to the GPDO 2015, grants planning permission for certain development described as "permitted development". The planning application process is dispensed with for permitted development and permission is deemed to have been granted.

		<p>The Local Planning Authority (“LPA”) can, in exceptional circumstances, make an Article 4 direction that will restrict permitted development rights within a limited area (Article 4(1), GPDO 2015). The withdrawal of permitted development rights under an Article 4 direction means that deemed planning permission is no longer granted automatically by the GPDO 2015 and that a planning application needs to be made to the LPA. An Article 4 direction does not prohibit development but enables the LPA to have some control over the proposed development. The powers and procedure for making and cancelling an Article 4 Direction is contained within Article 4 and Schedule 3 of GDPO 2015. Article 4 Directions can be made either without immediate effect or with immediate effect if such rights would be "prejudicial to the proper planning of the LPAs area or constitute a threat to the amenities of their area" or in a conservation area. There is a risk of compensation being payable where an Article with immediate effect is made. It will be Telford & Wrekin Council’s decision to make and confirm an Article 4 Direction. However the Secretary of State has residual power to intervene and prevent the proposed Article 4 Direction taking effect. At present Cabinet has the power to authorise the making of the Employment Area Article 4 Direction as described in 2.1. Given the size of some of the developments and the considerable difference between land values for commercial and residential uses, the compensation could be considerable. Therefore a Non-Immediate Article 4 Direction is recommended. A Non-Immediate direction will remove the permitted development rights after a consultation has taken place. Compensation is not payable.</p>
<p>OTHER IMPACTS, RISKS & OPPORTUNITIES</p>	<p>Yes</p>	<p>The risk to the Employment Area Article 4 Direction and any other article 4 Direction which is made is that the Secretary of State would not allow the Council to enact an Article 4 Direction. This risk is being mitigated by proposing to apply the Direction to strategic industrial areas. In the future if an article 4 direction with immediate effect is made compensation may be payable.</p>
<p>IMPACT ON SPECIFIC WARDS</p>	<p>Yes</p>	<p>The Employment Area Article 4 Direction will impact Central Park / Town centre: Ketley and Overdale, Oakengates and Ketley Bank Halesfield: Madeley & Sutton Hill Hortonwood: Wrockwardine Wood & Trench, Hadley & Leegomery, Donnington Stafford Park: The Nedge Tweedale: Madeley & Sutton Hill</p>

PART B) – ADDITIONAL INFORMATION

4. INFORMATION

- 4.1 This report should be read in conjunction with the Report approved by Cabinet on 21 April 2016 titled : Article 4 Direction (non-immediate) to remove permitted development rights for the conversion of offices, storage and distribution centres to residential in the Boroughs primary Employment Areas, namely Central Park / Town Centre, Halesfield, Hortonwood, Stafford Park and Tweedale as identified on the plan and edged red. 4.2 Since this original report was approved by Cabinet legislation has been amended through The Town and Country Planning (General Permitted Development) (England) (amendment) Order 2016, which came into force on the 6 April 2016.
- 4.3 The Order amends a number of points within the legislation, including the change of use criteria for a number of uses. Pertinent to this report are the amendments to Class O and P which now allow the consideration of noise impacts from commercial premises on the intended occupiers of the development, which were previously not considered. Furthermore the addition of Class PA – premises in light industrial use to the list of uses that can be converted to dwelling houses under permitted development rights unless an article 4 direction is established. In line with the objectives set out in the original Cabinet Report – to protect the amenity of residential properties and integrity of the major employment areas – it is recommended that this use class be added to the Article 4 direction proposals. This will be subject to the forthcoming consultation and, if supported, would come into effect in 2017.

5. IMPACT ASSESSMENT – ADDITIONAL INFORMATION

- 5.1 The assessment identifies the impact on specific wards, which would enable the respective Ward Members and Town /Parish Councils to consider the implications of the development, and ensure appropriate contributions and/ infrastructure is sought within the immediate areas to mitigate against any additional pressures.

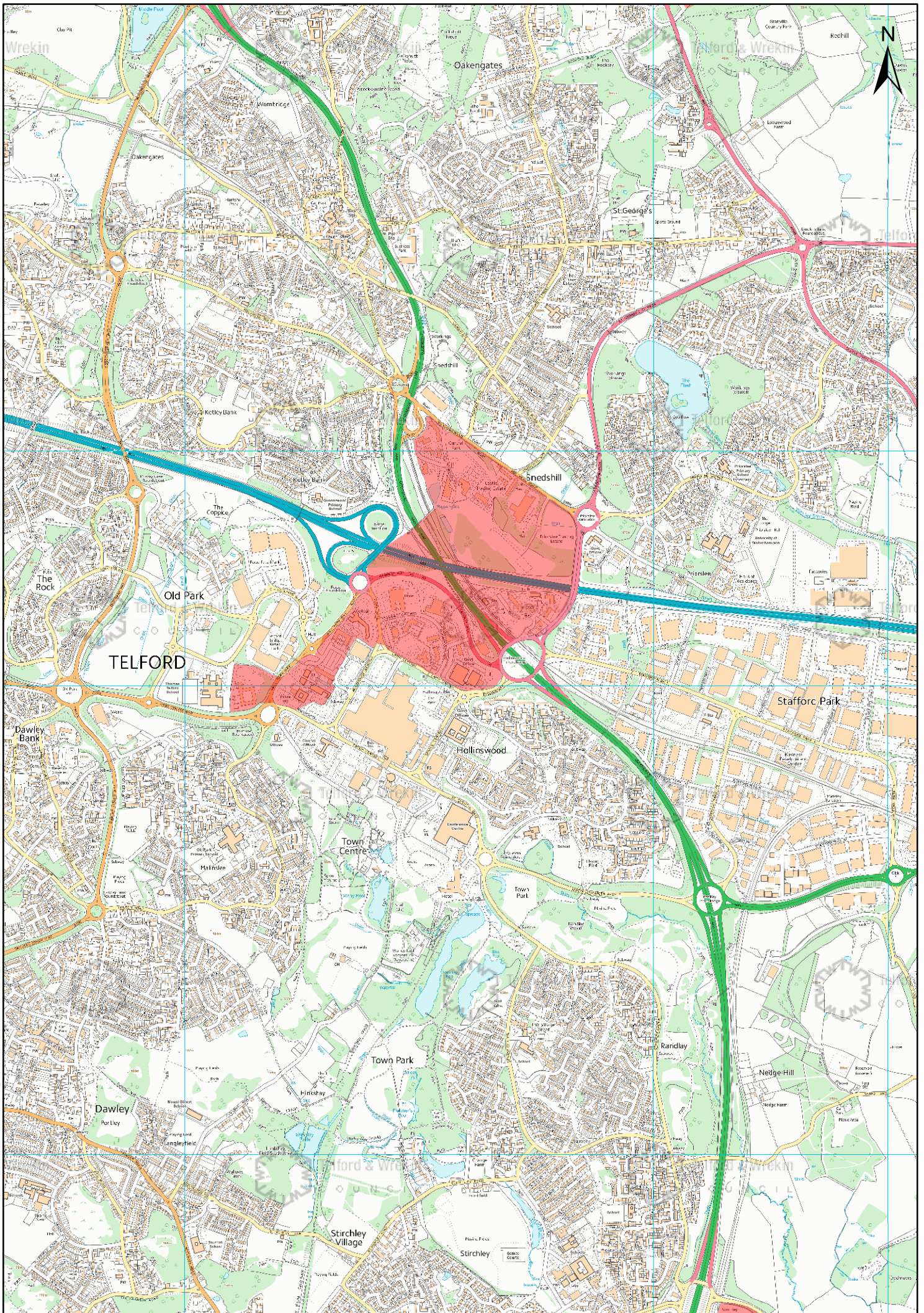
6. PREVIOUS MINUTES

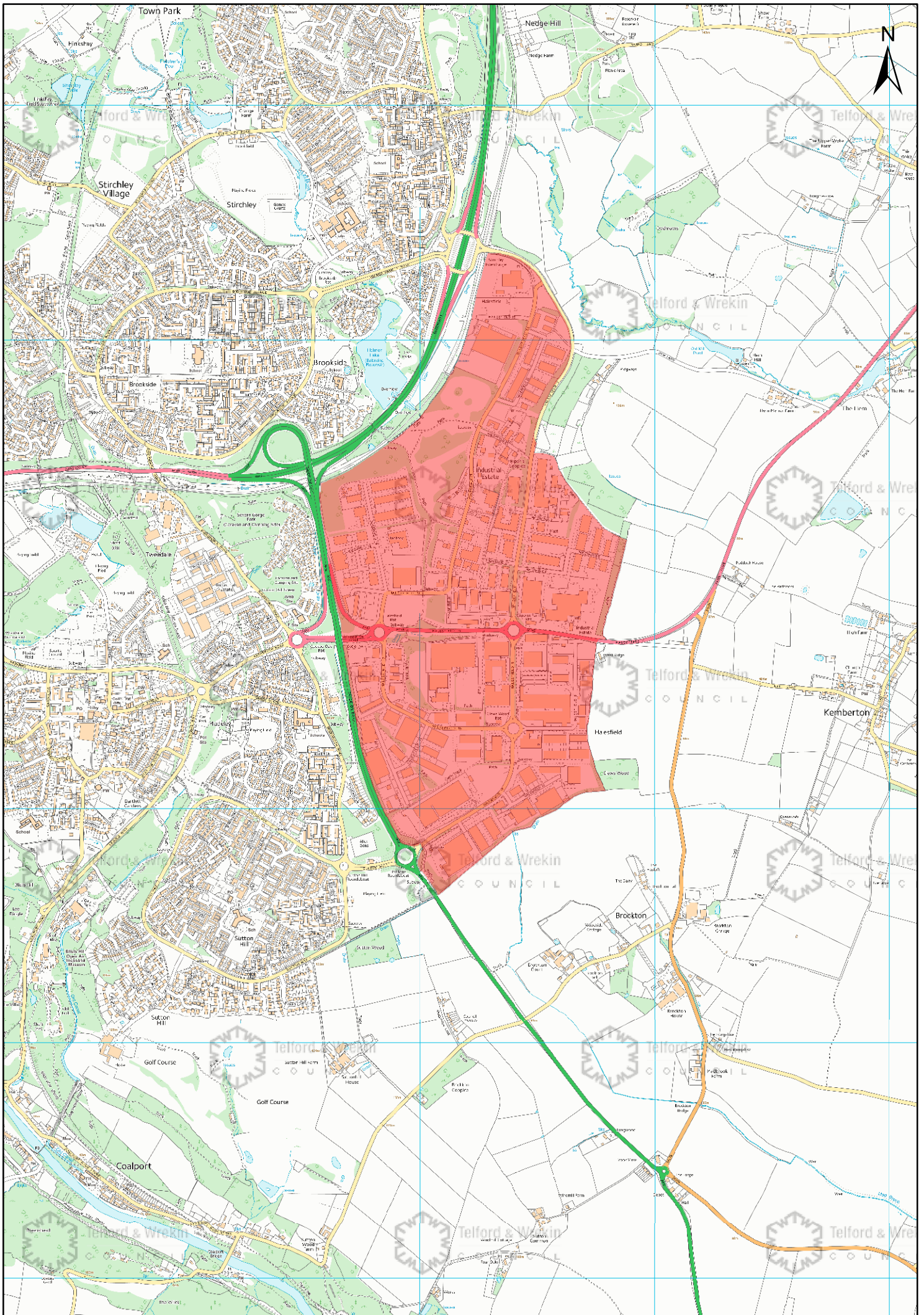
Cabinet - 21 April 2016 – CB99

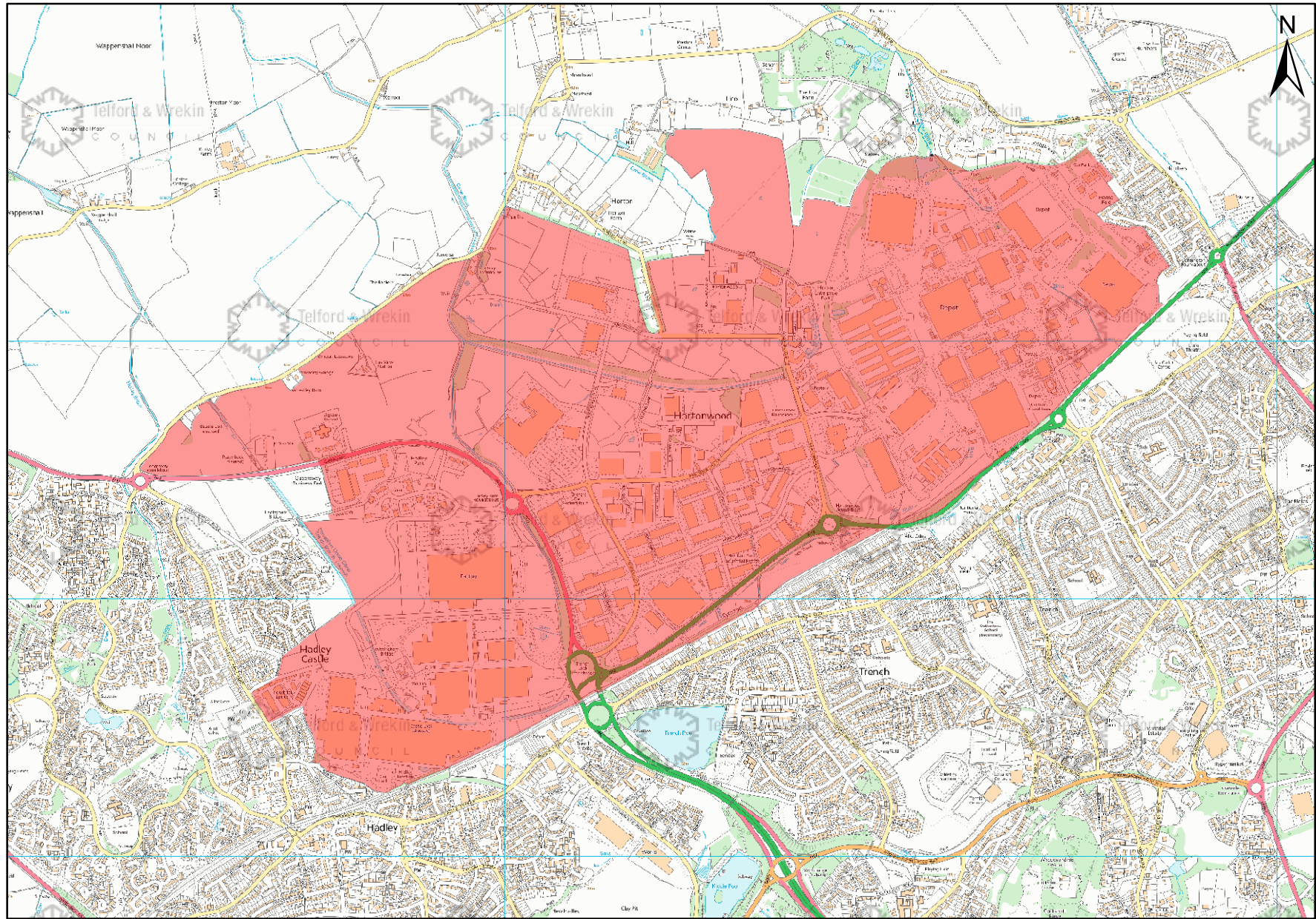
7. BACKGROUND PAPERS

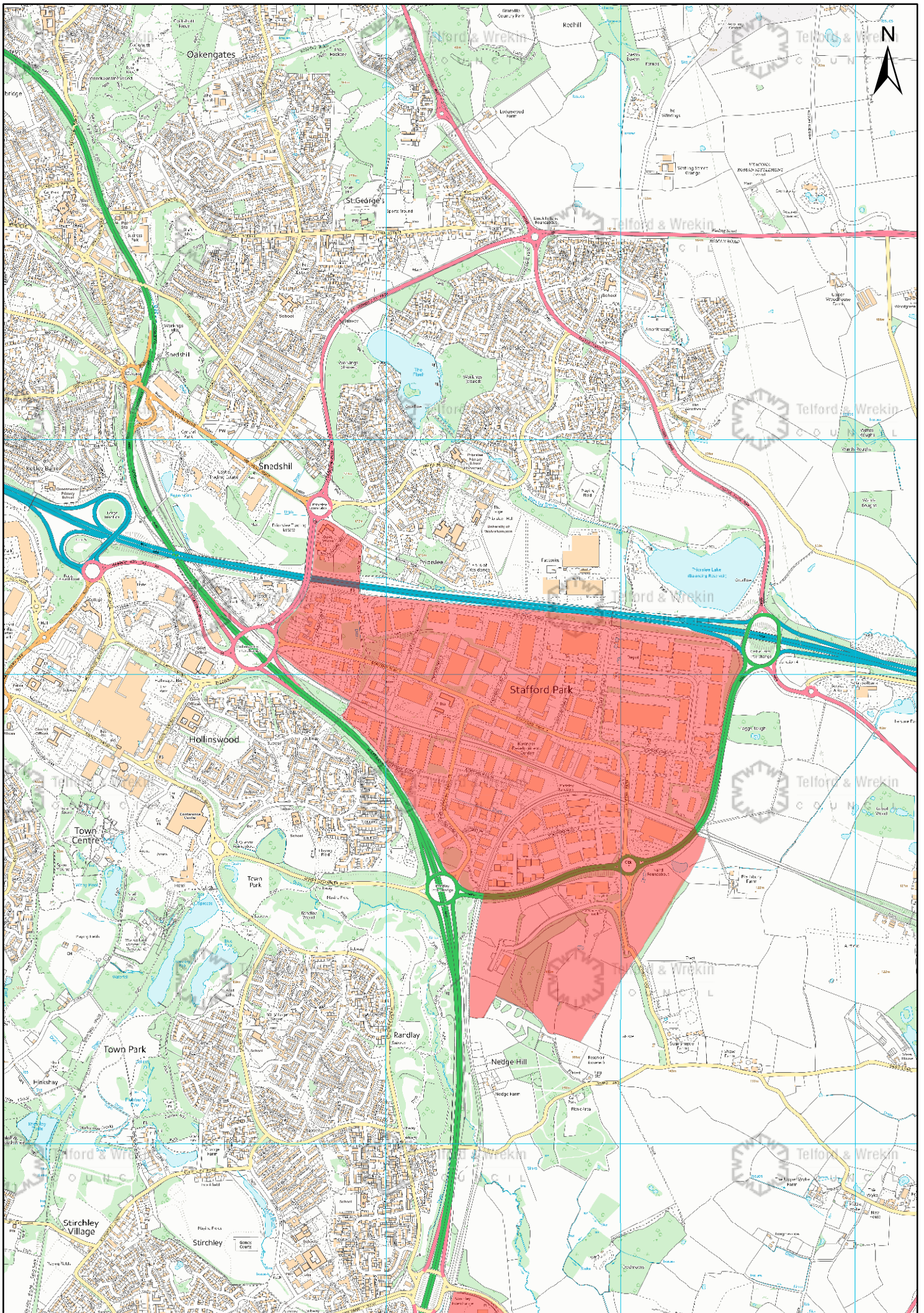
None

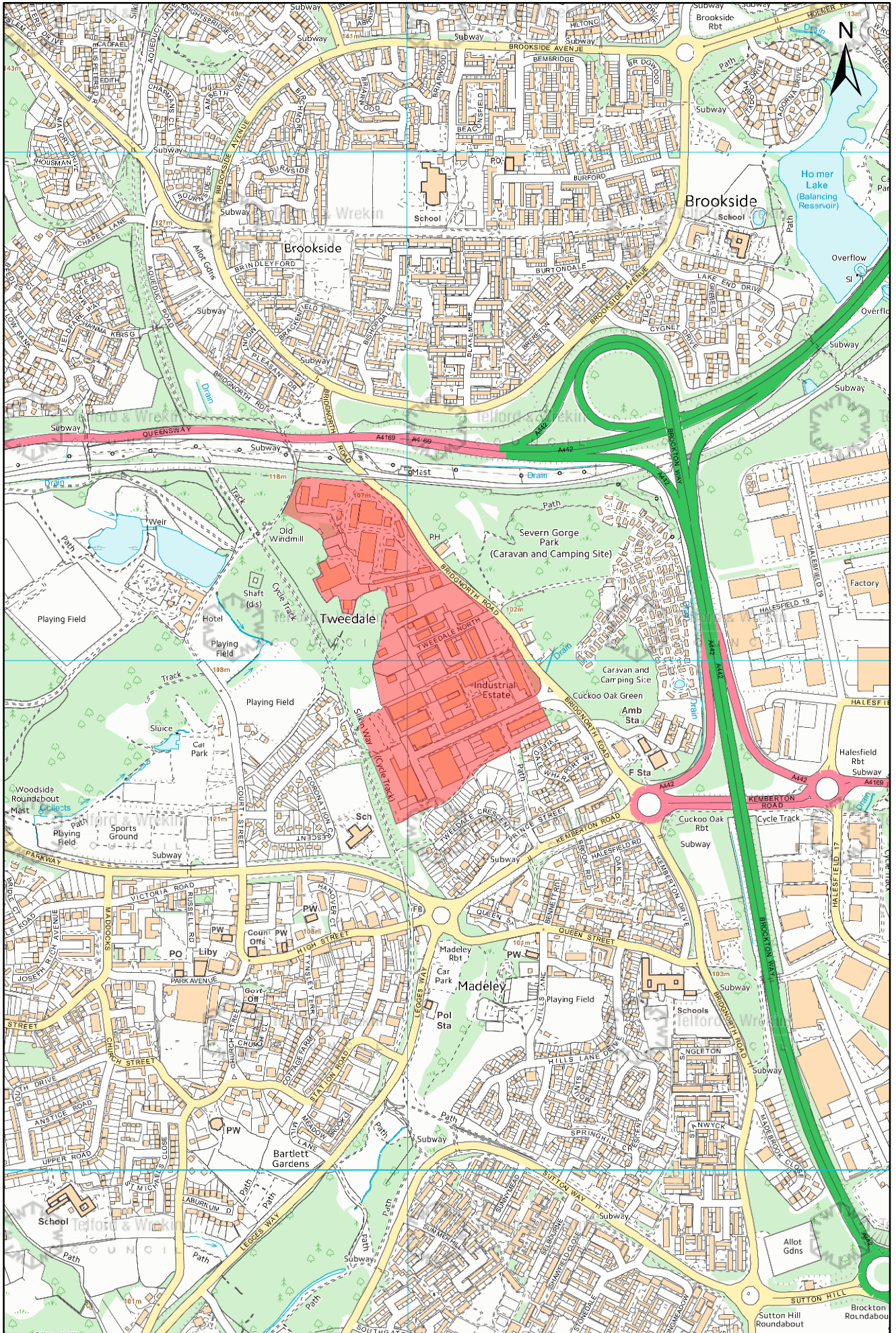
**Report prepared by Valerie Hulme Planning Delivery Group Manager,
Development Management Telephone: 01952 384130**











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TELFORD & WREKIN COUNCIL

CABINET – 21 JULY 2016

WEST MIDLANDS RAIL COLLABORATION AGREEMENT

REPORT OF ASSISTANT DIRECTOR, CUSTOMER & NEIGHBOURHOOD SERVICES

LEAD CABINET MEMBER – CLLR ANGELA MCCLEMENTS

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

1.1 The purpose of this report is to seek authorisation for Telford & Wrekin Council to cast its vote in favour of the special resolution that is necessary under Article 8.3 of West Midlands Rail Limited (WMR Ltd) Articles of Association to authorise the signing of the Collaboration Agreement, whether that resolution is passed in writing or at a general meeting of the Company. The Collaboration Agreement sets out the relationship between WMR Ltd and the Department for Transport (DfT) in relation to the management of the West Midlands Rail franchise and further rail devolution in West Midlands.

2. RECOMMENDATIONS

- 2.1 That Cabinet:
- 2.2 Notes the progress being made by WMR Ltd towards meeting the objectives of the company;
- 2.3 Approves that Telford & Wrekin Council casts its vote favour of the special resolution that is necessary under Article 8.3 of West Midlands Rail Limited (WMR Ltd) Articles of Association to authorise the signing of the Collaboration Agreement (included with this report as appendix A), whether that resolution is passed in writing or at a general meeting of the Company;
- 2.4 Approves the appointment of Councillor Angela McClements as a Director of WMR Ltd and notes that Councillor Shaun Davies will attend as her substitute and Councillor Kuldip Sahota will resign as Director.

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Co-Operative Council priority objective(s)?	
	Yes	Contributes to all by improving access within the Borough and to external destinations but specifically:

		Protect and create jobs as a 'Business Supporting, Business Winning Council'
	Will the proposals impact on specific groups of people?	
	No	-
TARGET COMPLETION/DELIVERY DATE	Issue OJEU/PQQ - December 2015 Public Consultation - Winter 2015/Spring 2016 Publish ITT - July 2016 Contract Award - June 2017 Commence Service - October 2017	
FINANCIAL/VALUE FOR MONEY IMPACT	Yes	The operating costs of West Midlands Rail (WMR) Ltd for the period 2015/16 to 2017/18, and the Authority's contribution to these costs were agreed by Cabinet on 15 th October 2015. The signing of the Collaboration Agreement provides an update on the on-going costs in relation to WMR. The authorities contribution on an annual basis will be £5k which will be met from existing transport budgets. MLB 22.06.16
LEGAL ISSUES	Yes	As detailed in the previous Cabinet and Council reports the Council's maximum liability is very limited and is detailed in the section entitled "Management of Risk" below. Legal advice has been given regarding the terms of the Collaboration Agreement and the Council has the power to approve the recommendations contained in this report.
OTHER IMPACTS, RISKS & OPPORTUNITIES	No	-
IMPACT ON SPECIFIC WARDS	No	-

PART B) – ADDITIONAL INFORMATION

4. Background

- 4.1 West Midlands Rail (WMR) Partner Authorities have been developing a proposal for increasing local involvement and influence over local rail services for over three years, in line with government policy on devolution and evidenced by the benefits experienced elsewhere from local control of rail services.
- 4.2 In December 2015, West Midlands Rail Limited, owned by Partner Authorities was formally established with the following objects:
- a) *To promote the devolution of responsibility for rail passenger services and (where appropriate) associated facilities in the West Midlands and Northamptonshire to local transport authorities or other appropriate local authorities or other bodies within that area (acting through WMR Ltd (the Company));*

- b) *To manage or to assist in managing the performance of rail passenger services operating within the West Midlands and Northamptonshire pursuant to rail franchise agreements or other similar agreements;*
- c) *To improve rail passenger services and associated facilities within the West Midlands and Northamptonshire; and*
- d) *To develop and oversee the implementation of a long-term strategy for rail passenger services in the West Midlands and Northamptonshire as approved by the Members.*

Progress Update

4.3 Demonstrable progress towards achieving WMR Ltd objectives has been made in recent months including:

- A joint DfT/WMR Public and Stakeholder Consultation exercise. A substantial number of public and stakeholder events were held across the region, and all WMR Partner Authorities responded to the consultation;
- Agreement with DfT that two separable business units will be created in the West Midlands franchise enabling local control and management of services in the West Midlands;
- DfT approval for WMR to specify the name, identity and brand guidelines for the West Midlands Separable Business Unit. The identity, which was approved by the WMR Board of Directors (WMR Board) at their meeting in March 2016, will provide a locally relevant brand identity, specified locally, that will transcend the life of individual franchises, avoiding costly rebranding exercises in the future;
- Direct input to the creation of the franchise specification, seeking significant enhancements to services across the region, especially in relation to capacity, and the frequency of services during the evening and on Sundays;
- The inclusion of a Service Quality Regime for West Midlands local services, ensuring that stations are presented to a consistently high standard;
- The drafting of a Collaboration Agreement (the subject of this report), setting out how the DfT will work with WMR to further rail devolution for the region, and provide an influential and meaningful role for WMR in the active management of the West Midlands Separable Business Unit.

4.4 At the time that approval was sought from each Partner Authority to establish WMR Ltd, it was anticipated that a formal agreement outlining the collaboration with DfT would be required. The Collaboration Agreement, which has been drafted by WMR and DfT, is intended to govern the relationship between the two organisations, and will set out the rights and obligations of both parties.

The Collaboration Agreement

- 4.5 The Collaboration Agreement has been drafted in stages by the DfT and WMR. In March 2016, the WMR Board approved the Heads of Terms to the Collaboration Agreement, which led to the drafting of the full agreement. The full Collaboration Agreement, as included in appendix A of this report for approval, was approved in principle by the WMR Board in May 2016.
- 4.6 In summary, the Collaboration Agreement sets out:
- a) The role for WMR during the period until the creation of the West Midlands Separable Business Unit;
 - b) The role for WMR following the creation of the West Midlands Separable Business Unit and how the franchise will be jointly managed;
 - c) The creation of a joint Strategic Board by 31 October 2016 as the primary mechanism for collaboration between the two parties, with an independent chair, appointed by members of the board. The Strategic Board will consist of four members in addition to the independent chair, two each for the DfT and WMR Ltd. The role of the Strategic Board will be to oversee the management of the West Midlands franchise, and to consider WMR proposals for further devolution.;
 - d) The creation of a joint Management Team to oversee the management of the West Midlands Separable Business Unit, which will include for the primary management of the West Midlands Separable Business Unit.
 - e) The ability for WMR to propose and require cost-reducing, self-funding or WMR funded changes to passenger services and fares, subject to there being no adverse financial consequences for the Secretary of State. Where savings or income is generated, WMR will be able to use these to improve passenger rail services in the region;
 - f) Arrangements for the funding of WMR Ltd after the commencement of the 2017 West Midlands Franchise, which include for the majority of funding to be provided by DfT (see paragraph 16);
 - g) How further devolution will be taken forward, including the option for WMR Ltd to seek full devolution of the West Midlands Separable Business Unit at the end of the 2017 franchise;
 - h) The provision of an annual meeting between the Secretary of State or Minister and the Chair and Vice Chair of WMR Ltd to discuss the progress in achieving the objectives and purpose set out in the Collaboration Agreement;
 - i) Rights for the Secretary of State to override Strategic Board and other management decisions where their decisions would conflict with Secretary of State duties and that the Secretary of State will make all decisions in relation to the defined "Reserved Matters". Such Reserved Matters include:
 - decisions increasing net costs or net future costs to the Secretary of State;

- determination of events of franchisee default;
 - the content of the Rail Investment Strategy and Statement of Funds Available;
 - any other specific actions that may be required under the Railways Act 2005
- j) The Collaboration Agreement is expected to remain in force until superseded or terminated. The Secretary of State may terminate the agreement where WMR Ltd ceases to be substantially representative of the local transport authorities within the WMR area or in advance of the award of the 2017 West Midlands Franchise should Government policy change.

4.7 The Heads of Terms have been seen and commented on by Pannone Corporate, the external legal advisor engaged by WMCA to advise WMR Ltd.

Financial Implications

4.8 Currently, WMR Ltd is funded entirely by contributions from Partner Authorities. As previously agreed by the WMR Board, and as applied for 2016/17, funding for WMR is divided between Metropolitan districts (75%) and Shire/Unitary authorities (25%). For Metropolitan districts this funding is provided through the WMCA transport levy. For Shire/Unitary authorities, the 25% balance is divided equally amongst the seven authorities. It is recognised WMR Ltd members are not funded to undertake rail franchise management, although similarly it should be noted that the economy of the region is expected to benefit from the improvement in rail services that are expected to result from local involvement in specification and management. Discussions with DfT to agree funding have resulted in the majority of funding to be provided by DfT (up to £500K¹), with a minimum £140K contribution from WMR Ltd member authorities. This will equate to a contribution of £5k per year from Telford & Wrekin which will be met from existing budgets.

4.9 WMR Ltd may seek to receive funding over and above the £140K from Member authorities where this would enable additional outputs to be achieved. This will be determined by the WMR Board in due course and approval sought from the Member authorities if the funding is required.

5.0 It is expected that the split of funding will continue to be determined as described above.

Management of Risk

6.0 As noted, financial and contractual risk is initially with DfT. It is possible that risk could pass to WMR Ltd (but WMR Members would only share in that risk in accordance with such arrangements as they agree at the time, given WMR's limited liability status) in either of the following ways:

- a) Where WMR Ltd enters into arrangements where it has funded a service enhancement as referred to in 14(e), in which case it would be liable to continue to pay for this;

¹ 2016 prices, no indexation permitted

- b) Where there is a transfer of powers/funding to WMR Ltd, as referred to in paragraph 8. However, any such transfer would constitute a “substantial amendment” to the Collaboration Agreement and would therefore require a special resolution of WMR Ltd to approve under Article 8.3.
- 7.0 It remains the case that should any WMR Member not be content with any amendments to the Collaboration Agreement, they can at any time resign from membership of WMR Ltd under Article 30.1, although it should be noted that DfT have a right to terminate the Collaboration Agreement in the event that WMR ceases to be “substantially representative of the local transport authorities within the WM Area”.
- 8.0 In relation to project programme risk, a workshop involving Partner Authorities was held in July 2015 resulting in the compilation of a comprehensive risk register. WMR project risk is reviewed every eight weeks, and monitored and managed monthly through the WMR Officers’ Rail Devolution Group and the WMR Board.

5. PREVIOUS MINUTES

Cabinet - 15th October 2015 – WMR Governance
Full Council – 26th November 2015 – WMR Governance

6. BACKGROUND PAPERS

Appendix A – Collaboration Agreement

Report prepared by Dominic Proud, Service Delivery Manager – Transport & Highways Development, Telephone: 01952 384697



Dated

2016

SECRETARY OF STATE FOR TRANSPORT

WEST MIDLANDS RAIL LIMITED

COLLABORATION AGREEMENT
relating to devolution of rail
responsibilities in the West
Midlands

Contents

	Clause	Page
1	Definitions	1
2	Commencement and Term	5
3	Collaboration Objectives	6
4	Purpose of the Agreement	6
5	Secretary of State Duties and Reserved Matters	6
6	Phase 1	6
7	Strategic Board	7
8	Franchise Management	8
9	Funding	9
10	Changes Proposed by WMR	9
11	Further Devolution of the WMSBU.....	11
12	Assignment, Transfer and Novation.....	12
13	Termination	12
14	Consequences of Termination	12
15	Confidentiality.....	13
16	Freedom of Information.....	14
17	Dispute Resolution Procedure	15
18	Notices	16
19	Waiver	17
20	Partial Invalidity	17
21	Further Assurance.....	17
22	Rights of Third Parties.....	17
23	Variation	17
24	Cumulative rights	17
25	No Partnership	18
26	Entire Agreement	18
27	Counterparts	18
28	Good Faith	18
29	Governing Law	18
Schedule		
1	The Objectives	20
2	Strategic Board Responsibilities	21
3	Management Team Responsibilities.....	22
4	Part 1 - Separable Business Units Map	25
	Part 2 - WMR Area MPa	26
5	Funding Outputs.....	27

Agreement is made on

2016

Between

- (1) **The Secretary Of State For Transport** whose principal place of business is at Great Minster House, 33 Horseferry Road, London, SW1P 4DR (**Secretary of State**); and
- (2) **West Midlands Rail Limited** (No. 08991160) whose registered office is at 16 Summer Lane, Birmingham B19 3SD (**WMR**).

Whereas

- (A) In a letter dated 25th March 2015 the Secretary of State confirmed his support for working together with WMR to develop proposals for how, by adopting a collaborative approach, local decision making could play a central role in defining future rail services in the West Midlands (**Agreed Position**).
- (B) The Parties intend West Midlands devolution to be a process which can progress (proposed by WMR and accepted by the Secretary of State) to allow WMR to develop its capability and capacity and to de-risk the possible transition to full devolution of local rail services after the expiry of the 2017 WM Franchise.
- (C) The Parties have been working together in furtherance of the Agreed Position and are now working together to determine further arrangements which will govern their relationship going forward. The Parties entered into heads of terms on [*insert date*] (**Heads of Terms**) in order to set out the key terms which the Parties envisaged would be further developed and documented within a formal collaboration agreement between them.
- (D) This Agreement formalises and further develops the principles agreed under the Heads of Terms and sets out the terms under which the Parties agree to collaborate in order to achieve the Purpose and the Objectives set out in this Agreement.

It is agreed

1 Definitions

- 1.1 In this Agreement, unless the context otherwise requires, the following expressions have the following meanings:

2017 WM Franchise means the franchise which is currently being re-let by the Secretary of State in relation to the West Midlands franchise services, being the services designated by the Secretary of State pursuant to Section 23 of the Act as franchise services and currently operated by the Franchisee under the Franchise Agreement

Act means Railways Act 1993 (as amended from time to time)

Commencement Date means the date of this Agreement

Control Period means a railway investment period (currently a five year period from 2014 to 2019 for Control Period 5)

CEDR means the Centre for Effective Dispute Resolution

Confidential Information has the meaning given in clause 15.1

Coventry Corridor and Stafford Corridor means the route coloured green and titled West Coast Separable Business Unit (WMR area) on the plan set out in part 1 of Schedule 4

DfT or **Department for Transport** means the Department for Transport which is the organisation that discharges the duties of the Secretary of State

DfT Annual Funding Amount means:

- (a) in respect of each Franchisee Year containing 13 Reporting Periods, an aggregate amount of not less than [£500,000] (five hundred thousand pounds sterling) and
- (b) in respect of any Franchisee Year containing less than 13 Reporting Periods (which for the avoidance of doubt, shall apply to the first Franchisee Year being the period from the Start Date until the end of the last Reporting Period in the first Franchisee Year) an aggregate amount of not less than:

A x (B/13) where:

A means [£500,000] (five hundred thousand pounds sterling) and

B means the number of Reporting Periods in the relevant Franchisee Year

Dispute has the meaning given in clause 17.1

Dispute Resolution Procedure means the procedure set out in clause 17

Environmental Information Regulations means the Environmental Information Regulations 2004 and any subordinate legislation made under them together with any guidance and/or codes of practice issued by relevant Government Department in relation to such legislation

Franchise Agreement means the West Midlands franchise agreement dated 2 December 2015 between (1) the Secretary of State and (2) London and Birmingham Railway Limited or any subsequent franchise agreement entered into by the Secretary of State in relation to the 2017 WM Franchise

Franchisee means London and Birmingham Railway Limited or any successor operator of the 2017 WM Franchise

Franchisee Year means any period of twelve (12) months, beginning on 1 April and ending on 31 March, except that the first and last Franchisee Years under a Franchise Agreement may be for a period of less than twelve (12) months

Freedom of Information Act means the Freedom of Information Act 2000 and any subordinate legislation made under this Act together with any guidance and/or codes of practice issued by the Information Commissioner or relevant Government Department in relation to such legislation

Funding Outputs means the outputs set out in schedule 5 of this Agreement

Initial Dispute Board has the meaning given in clause 17.3

Insolvency Event means one of the following events:

- (a) a court makes an order that WMR be wound up or a resolution for a voluntary winding-up of WMR is passed

- (b) a receiver or manager in respect of WMR is appointed
- (c) any voluntary arrangement is made for a composition of debts or a scheme of arrangement is approved under the Insolvency Act 1986 or the Companies Act 2006 in respect of WMR or
- (d) an administration order is made or an administrator is appointed in respect of WMR

Law includes any enactment, subordinate legislation, rule, regulation, order, directive or other provision, including those of the European Community, and any judicial or administrative interpretation or application thereof, which has, in each case, the force of law in the United Kingdom or any part of it (including the Act, the Transport Act 2000, the Transport Safety Act 2003 and the Railways Act 2005)

Management Team means the management team to be established as described in clause 8.1

Notice of Mediation has the meaning given in clause 17.6

Objectives means the joint objectives of the Parties as defined in clause 3

ORR means the Office of Rail and Road established by Section 15 of the Railways and Transport Safety Act 2003 and having duties and obligations as set out in the Act

Network Rail means Network Rail Infrastructure Limited, a company registered in England with registered number 02904587 whose registered office is at 1 Eversholt Street, London, NW1 2DN and any successor in title to the network or any relevant railway facility

Parties means WMR and the Secretary of State

Phase 1 means the period from commencement of this Agreement and expiring on the first anniversary of the Start Date, or earlier if agreed between the Parties

Phase 2 means the period commencing from the first anniversary of the start date of the 2017 WM Franchise, (or earlier if agreed between the Parties) and expiring at the end of the 2017 WM Franchise or on earlier termination of this Agreement

Purpose means the purpose defined in clause 4.1

Rail Investment Strategy or **HLOS** means the railway investment strategy or high level output specification produced by the Department for Transport which defines the strategy for railway investment for each Control Period

Reporting Period has the meaning given in the Franchise Agreement;

Reserved Matters means the following matters reserved to the Secretary of State:

- (a) decisions increasing net costs or net future costs to the Secretary of State
- (b) determination of events of default under the 2017 WM Franchise
- (c) the content of the Rail Investment Strategy and Statement of Funds Available
- (d) any action required to comply with the Secretary of State's duty under Section 30 of the Act and

- (e) enforcement against the franchisee under the 2017 WM Franchise pursuant to Section 55 of the Act.

Secretary of State Duties has the meaning given in clause 5.1(a)

Separable Business Units or **SBU** means:

- (a) the West Midlands Separable Business Unit (WMSBU) and
- (b) the West Coast Separable Business Unit (WCSBU)

and **Separable** in this context means that the SBUs are to be designed and set up with distinct passenger facing offers and separately identifiable revenues, costs (to the extent possible and appropriately allocated where costs cannot be separately identified), customer and performance metrics and on the basis that they can be re-let separately after the expiry of the 2017 WM Franchise. The WMSBU will have its own brand identity (which shall include a name, logo and colour palette) that reflects the market that it serves as specified by WMR and will have longevity beyond the term of the 2017 WM Franchise

Statement of Funds Available means the statement issued by the Department for Transport in relation to the public funds that are or are likely to be available for delivery of the Rail Investment Strategy

Start Date means the start date to be specified in the Franchise Agreement to be entered into following the current Franchise Agreement

Strategic Board means the joint board to be established as provided for in clause 7

WCSBU means the passenger services and station services in the remainder of the 2017 WM Franchise excluding the WMSBU, as identified in part 1 of schedule 4

WMR Annual Funding Amount means:

- (a) in respect of each Franchisee Year containing 13 Reporting Periods, an aggregate amount of not less than [£140,000] (one hundred and forty thousand pounds sterling) and
- (b) in respect of any Franchisee Year containing less than 13 Reporting Periods (which for the avoidance of doubt, applies to the first Franchisee Year being the period from the Start Date until the end of the last Reporting Period in the first Franchisee Year) an aggregate amount of not less than:

A x (B/13) where:

A means [£140,000] (one hundred and forty thousand pounds sterling)

B means the number of Reporting Periods in the relevant Franchisee Year

WMR Area means the West Midlands Rail area shown on the map set out in part 2 of schedule 4

WMR Change has the meaning given in clause 10.1

WMR Fare Change has the meaning given in clause 10.2

WMSBU means the passenger services and station services in the West Midlands Separable Business Unit (including station services at 2017 WM Franchise stations to the west of the West Coast Main Line), as identified in part 1 of schedule 4

Working Day means a day (other than a Saturday or Sunday) on which banks are open for domestic business in the City of London

1.2 Interpretation

Unless the context otherwise requires:

- (a) references to clauses and schedules are to clauses of, and schedules to, this Agreement;
- (b) use of any gender includes the other genders;
- (c) references to a "**company**" shall be construed so as to include any corporation or other body corporate, wherever and however incorporated or established;
- (d) references to a "**person**" shall be construed so as to include any individual, firm, company, government, state or agency of a state, local or municipal authority or government body or any joint venture, association or partnership (whether or not having separate legal personality);
- (e) "**body corporate**" shall have the meaning given in section 1173 Companies Act 2006 and "**wholly-owned subsidiary**" shall have the meaning given in section 1159 Companies Act 2006;
- (f) a person is deemed associated with another person or an associated person if the person is an associate of the other person within the meaning of section 435 Insolvency Act 1986
- (g) a reference to any statute or statutory provision shall be construed as a reference to the same as it may have been, or may from time to time be, amended, modified or re-enacted;
- (h) a reference to any other document referred to in this Agreement is a reference to that other document as amended, varied, novated at any time;
- (i) headings and titles are for convenience only and do not affect the interpretation of this Agreement;
- (j) the rule known as the ejusdem generis rule shall not apply and accordingly general words introduced by the word "**other**" shall not be given a restrictive meaning by reason of the fact that they are preceded by words indicating a particular class of acts, matters or things; and
- (k) general words shall not be given a restrictive meaning by reason of the fact that they are followed by particular examples intended to be embraced by the general words.

2 Commencement and Term

- 2.1 This Agreement shall come into full force and effect on the Commencement Date, save that the terms set out in clauses 10.2 and 11 of this Agreement shall only become effective on and from commencement of Phase 2.

- 2.2 This Agreement shall remain in full force and effect unless terminated by either Party in accordance with clause 13 of this Agreement.

3 Collaboration Objectives

The Parties shall collaborate with a view to increasing rail devolution within the WMR Area and to seek to achieve the joint objectives for the 2017 WM Franchise as set out in the public consultation document for the "West Midlands Rail Franchise" published by the Parties in December 2015 (**Objectives**) and which are set out in schedule 1.

4 Purpose of the Agreement

- 4.1 The Parties intend to facilitate rail devolution in the West Midlands (**Purpose**) and the Parties shall each use their respective reasonable endeavours to give effect to the Purpose through the operation of this Agreement.
- 4.2 The Parties shall carry out their obligations, and exercise their rights, under this Agreement with a view to achieving the Objectives and the Purpose.

5 Secretary of State Duties and Reserved Matters

- 5.1 The Parties acknowledge and agree that:
- (a) the Secretary of State has responsibilities and duties deriving by reason of statutory or regulatory requirements under Law including without limitation pursuant to the Act and in relation to the proper expenditure of public monies (**Secretary of State Duties**);
 - (b) such Secretary of State Duties must be discharged by the Secretary of State and cannot be delegated to any other persons.
 - (c) the role of WMR in respect of such Secretary of State Duties can only be advisory.
- 5.2 Nothing in this Agreement shall fetter the discretion of the Secretary of State when carrying out the Secretary of State Duties and / or the Reserved Matters.
- 5.3 The Reserved Matters are a definitive list of matters in respect of which decisions are reserved to the Secretary of State. The Secretary of State shall be entitled to update the Reserved Matters by notifying WMR in writing of the amendments required.

6 Phase 1

During Phase 1, WMR shall:

- (a) collaborate with the Secretary of State to develop the franchise specification and Invitation to Tender for the 2017 WM Franchise;
- (b) arrange for the secondment of appropriate staff to the West Midlands Franchise Competition Team within the Department for Transport to assist with public consultation, specification and evaluation of the 2017 WM Franchise;
- (c) work with the Franchisee and the Department for Transport on mobilisation for the 2017 WM Franchise;
- (d) establish the Strategic Board with the Department for Transport;

- (e) develop the structure of the Management Team;
- (f) arrange for the provision of all reasonably required support to the Management Team in respect of its management of the WMSBU;
- (g) work with the Department for Transport and the Franchisee during the first year of the 2017 WM Franchise to establish the Separable Business Units; and
- (h) do anything else which the Parties jointly decide they require.

7 Strategic Board

- 7.1 The Parties shall endeavour to establish a joint board (**Strategic Board**) by no later than 31 October 2016.
- 7.2 The Strategic Board shall be the primary formal mechanism for the collaboration between the Parties in relation to rail matters in the WMR Area and in so doing shall:
- (a) aim to further the Objectives and the Purpose;
 - (b) oversee the creation and operation of the WMSBU and the WCSBU; and
 - (c) be responsible for the matters set out in schedule 2.
- 7.3 The Strategic Board shall comprise two (2) senior representatives from each of the Parties and may include an independent chairperson appointed by the Strategic Board in accordance with clause 7.4. Upon establishment of the Strategic Board, both the Secretary of State and WMR shall appoint such representatives as board members of the Strategic Board. Either Party shall be entitled to replace its own board members on giving the other Party notice of the replacement board member, provided that any replacement shall be at least a deputy director or equivalent within the relevant organisation.

Meetings of the Strategic Board

- 7.4 The Parties shall arrange a meeting of the Strategic Board as soon as practicable after the Commencement Date. At the first meeting of the Strategic Board, the Strategic Board shall appoint a chairperson for the Strategic Board. The appointment of the chairperson shall be by mutual agreement by the board members of the Secretary of State and WMR and shall either be (i) a board member of the Secretary of State or WMR or (ii) an independent chairperson to be considered at the discretion of the Strategic Board as deemed to be necessary or desirable. In circumstances where an independent chairperson is appointed, the board member shall also decide by majority decision whether or not the independent chairperson shall have a vote in matters of the Strategic Board. The Strategic Board shall be entitled to replace the chairperson on the basis of a majority decision (and for the avoidance of doubt, on such decisions the chairperson shall not have a casting vote).
- 7.5 The Strategic Board shall meet at least [quarterly] commencing after the first meeting convened in compliance with clause 7.4 or more frequently:
- (a) as may be determined by the chairperson of the Strategic Board; or
 - (b) at the request of either Party.
- 7.6 Subject to clauses 7.7 and 7.9, the Parties agree that the Strategic Board is required to reach decisions by majority having regard to the Purpose and Objectives which shall be subject to:

- (a) the Secretary of State Duties; and
- (b) the Reserved Matters.

- 7.7 The Strategic Board shall be quorate for the purposes of making any decision by majority only when at least one Secretary of State board member and at least one WMR board member is present at the Strategic Board meeting. For the avoidance of doubt, a Strategic Board meeting shall be quorate whether attendance is in person or via telephone or video conferencing. Where a quorum is not present, the meeting shall be adjourned until such other time as a quorum can be present.
- 7.8 Either Party shall be entitled to appoint an alternate board member to attend meetings of the Strategic Board where a board member is unable to attend provided that the alternate is at least a deputy director or equivalent within the relevant organisation and the other Party is given notice in writing of the alternate.
- 7.9 Where the Strategic Board reaches a decision in accordance with clauses 7.6 and 7.7, such decision shall not be valid unless it was reached with the agreement of both a Secretary of State board member and a WMR board member. In the event that not all Secretary of State board members or WMR board members are present at a meeting where a decision is taken, the Secretary of State board members who are present shall be entitled to act on behalf of absent Secretary of State board members and the WMR board members who are present shall be entitled to act on behalf of absent WMR board members (including, in each case, by casting votes on behalf of such absent board members).
- 7.10 Any decision of the Strategic Board pursuant to this Agreement in respect of the exercise of the Secretary of State Duties or decisions to be taken by the Secretary of State on Reserved Matters shall be treated by the Secretary of State only as an informed recommendation to the Secretary of State in relation to the exercise of the Secretary of State Duties and those decisions and the Secretary of State shall have due regard to such recommendation but without fettering the Secretary of State's discretion in exercising such Secretary of State Duties and making those decisions.
- 7.11 The Strategic Board shall develop a policy regarding the use of Confidential Information by the Parties as soon as possible following the date of this Agreement (**Confidentiality Policy**). Until the agreement of the Confidentiality Policy, the Parties shall comply with clause 15 and the business and decisions of the Strategic Board shall be kept confidential and not disclosed to third parties except to the extent the Strategic Board by agreement discloses such information by release of a press announcement or other such means.

8 Franchise Management

- 8.1 The Parties shall endeavour to establish a management team (**Management Team**) [by no later than []] for the 2017 WM Franchise which shall perform on behalf of the Secretary of State (in respect of the WCSBU) and the Strategic Board and the Secretary of State (in respect of the WMSBU) the Management Team Responsibilities set out in schedule 3.
- 8.2 The initial composition and reporting structure of the Management Team shall be as set out in the diagram in the Appendix to schedule 3

- 8.3 Each Party shall contribute available and relevant expertise (legal, finance, media/press/communications etc) to support the Management Team.¹

9 Funding

- 9.1 The Secretary of State shall pay the DfT Annual Funding Amount and WMR shall pay the WMR Annual Funding Amount [into the Joint Account²][*drafting note: until when?*]:
- (a) in respect of the first Franchise Year, on the [Start Date]³; and
 - (b) in respect of each subsequent Franchisee Year, on or before the first day of the relevant Franchise Year.
- 9.2 The DfT Annual Funding Amount and the WMR Funding Amount shall be used solely in relation to the Funding Outputs and WMR shall use all reasonable endeavours to achieve such Funding Outputs. As soon as becoming aware that the DfT Annual Funding Amount has not been paid, or is not reasonably likely to be paid, in accordance with clause 9.1 of this Agreement, the Secretary of State shall notify WMR.
- 9.3 As soon as becoming aware that the WMR Annual Funding Amount has not been paid, or is not reasonably likely to be paid, in accordance with clause 9.1 of this Agreement, WMR shall notify the Secretary of State.
- 9.4 Where notification is served under either clause 9.2 or 9.3, the Secretary of State and WMR shall meet as soon as reasonably practicable to discuss how the deficit in funding can be best resolved between the Parties.
- 9.5 The Secretary of State and WMR shall monitor and review the funding requirements under this Agreement and may reasonably amend the funding requirements under this Agreement by mutual agreement in writing. Neither Party shall be liable to the other Party to provide any funding under this Agreement beyond its respective funding commitments under clause 9.1. except where amended pursuant to this clause 9.5.

10 Changes Proposed by WMR

- 10.1 WMR may propose and require the implementation of cost reducing, WMR-funded or third party funded changes to the passenger services and station services provided by the WMSBU (**WMR Change**) provided always that:
- (a) where the agreement of the Franchisee is required under the relevant Franchise Agreement, the WMR Change shall be subject to such agreement of the Franchisee;
 - (b) subject to clause 10.1(c), the Secretary of State has a right to object to any WMR Change that he reasonably considers is likely to have an adverse financial consequence to the Secretary of State;

¹ Roles and responsibilities within the Management Team are currently not defined in any detail. Parties to consider whether more detail is required in the CA in relation to how the structure will operate.

² TBC

³ Start Date meaning Start Date of the competed Franchise Agreement or the commencement of the Collaboration Agreement?

- (c) the Strategic Board shall decide if WMR Change is likely to have an adverse financial consequence to the Secretary of State provided that it shall take into account any information or evidence provided by the Secretary of State in relation to such financial consequences of the WMR Change; and
- (d) either Party may refer such decision of the Strategic Board to the Dispute Resolution Procedure if it does not agree with the decision.

10.2 WMR may propose and require the implementation of changes to fares applicable to WMSBU passenger services (including without limitation by requesting the use of the "flex" or changing the value of "k" in the 2017 WM Franchise in relation to the fare controls applicable to those passenger services) (**WMR Fare Change**) where such WMR Fare Change does not:

- (a) have adverse consequences for the Secretary of State (including without limitation by increasing costs under the 2017 WM Franchise or any other franchise, causing significant adverse changes to the Secretary of State's risk profile and by exposing the Secretary of State to the risk of successful legal challenges relating to breach of applicable public procurement legislation); or
- (b) conflict with any Secretary of State Duties.

provided always that:

- (i) where the agreement of the Franchisee is required under the relevant Franchise Agreement, the WMR Change shall be subject to such agreement of the Franchisee;
- (ii) subject to clause 10.2(b)(iii) the Secretary of State has a right to object to any WMR Fare Change that he reasonably considers is likely to have an adverse financial consequence to the Secretary of State; and
- (iii) the Strategic Board shall decide if WMR Fare Change is likely to have an adverse financial consequence to the Secretary of State or conflict with any Secretary of State Duties provided that it shall take into account any information or evidence provided by the Secretary of State in relation to such financial consequences of the WMR Change or conflict with his Statutory Duty (as the case may be); and
- (iv) either Party may refer such decision of the Strategic Board to the Dispute Resolution Procedure if it does not agree with the decision.

10.3 WMR shall set up and at all times maintain an account in the joint names of the WMR and the Secretary of State (the **Joint Account**). All net savings generated by either WMR Changes or WMR Fares Changes proposed by WMR as referred to in clause 10.1 and 10.2 (after any required payments have been made to the Franchisee by the Secretary of State pursuant to the relevant Franchise Agreement) shall be paid by the Secretary of State into the Joint Account.

10.4 WMR may use the monies held in the Joint Account to fund WMR Changes or WMR Fare Changes as referred to in clauses 10.1 and 10.2 respectively and may also, with the prior written consent of the Secretary of State, transfer approved amounts out of the Joint Account to the West Midlands Combined Authority (**WMCA**) or another local authority member of WMR designated by WMR on the basis that those monies shall be used to improve rail passenger services and/or associated rail facilities in the WMR Area.

- 10.5 Where the Strategic Board have not decided that the WMR Change or WMR Fare Change is likely to have an adverse financial consequence to the Secretary of State, the Secretary of State shall consent to the transfer of approved amounts out of the Joint Account to the WMCA or another local authority member of WMR designated by WMR as set out in clause 10.4.
- 10.6 WMR shall be solely responsible for, and keep a full and accurate record of, any monies paid into and out of the Joint Account and shall be liable for any deficiencies identified in the Joint Account (save where such deficiencies are as a consequence of the Secretary of State failing to pay net savings generated pursuant to clause 10.3 into the Joint Account).

11 Further Devolution of the WMSBU

- 11.1 The Parties shall work together during Phase 2 and WMR may at its discretion present a business case for further devolution of responsibility for the WMSBU passenger services and station services to the Secretary of State by no later than 1 January 2022, such further devolution potentially to involve taking those services out of the franchising regime by:
- (a) exempting the WMSBU passenger services from designation under section 23 of the Act or other such viable legal means of devolving rail services; and
 - (b) providing for such services to be contracted for directly by WMR following the expiry of the 2017 WM Franchise.
- 11.2 Any business case presented to the Secretary of State by WMR in accordance with clause 11.1 shall so far as reasonably practicable contain sufficient information to enable the Secretary of State to make an informed decision as to such further devolution and shall, as a minimum:
- (a) be supported by a robust strategic case for change that fits with the wider public policy objectives of the Department for Transport;
 - (b) demonstrate value for money;
 - (c) be commercially viable;
 - (d) be financially affordable; and
 - (e) be achievable from a practical perspective.
- 11.3 The Parties intend that during Phase 2:
- (a) WMR shall gain experience, build its team and demonstrate that it will be able to competitively procure, contract and manage a devolved agreement for the provision of the rail services provided by the WMSBU in the future and to inform the business case for further devolution;
 - (b) WMR shall monitor the reporting information relating to the WMSBU and shall demonstrate the added value that local devolved management has brought to the running of the WMSBU;
 - (c) the Parties shall undertake an annual review of the progress made under this Agreement with a view to determining if there are further intermediate steps that could and should be taken prior to the expiry of the 2017 WM Franchise to facilitate the Purpose;

- (d) the Secretary of State (or Minister) shall meet with the WMR Board Chair and Vice Chair on an annual basis to discuss the progress in achieving the Objectives and the Purpose;
- (e) the Secretary of State shall review any proposed intermediate steps to facilitate the Purpose and the envisaged business case for further devolution of responsibility for the WMSBU passenger services and station services and decide whether to implement those steps and/or to approve that business case; and
- (f) if the Secretary of State so decides, the Parties shall work together as necessary to secure the statutory processes, approvals and agreements required to give full effect to the relevant decision and this shall include consideration of the best approach to the future provision of passenger rail services in the WMR Area.

12 Assignment, Transfer and Novation

- 12.1 Neither party shall be entitled to assign or transfer its rights and/or obligations under this Agreement without the written consent of the other Party except that the Secretary of State shall be entitled to transfer his rights and/or obligations under this Agreement to any person having the same legal capacity, power and authority of the Secretary of State.
- 12.2 WMR may with the Secretary of State's consent assign, transfer or novate all of its rights and obligations under this Agreement to another suitable body assuming the responsibility of WMR in respect of the delivery of rail services in the WMR Area.

13 Termination

- 13.1 Either Party shall be entitled to terminate this Agreement with immediate effect in the event of material breach of the Agreement or fraud or gross negligence by the other Party.
- 13.2 The Secretary of State shall be entitled to terminate this Agreement with immediate effect:
 - (a) where WMR suffers an Insolvency Event;
 - (b) in the event that WMR ceases to be substantially representative of the local transport authorities within the WM Area; or
 - (c) before the award of the 2017 WM Franchise if he decides, acting reasonably, that the arrangements set out therein are no longer consistent with current Government policy.
- 13.3 The Parties shall be entitled to agree to terminate this Agreement where the Parties intend to enter into a new collaboration agreement which shall supersede this Agreement.
- 13.4 Notwithstanding termination of this Agreement, the provisions of this clause and clauses 14 (Confidentiality), 16 (Freedom of Information), 29 (Governing Law), 17 (Dispute Resolution Procedure), 22 (Rights of Third Parties) and 25 (No Partnership) shall expressly survive such termination and continue in full force and effect along with any other clauses of and any schedules to this Agreement necessary to give full and proper effect to those clauses.

14 Consequences of Termination

- 14.1 If this Agreement is terminated pursuant to clause 13, the Joint Account shall be closed and all monies standing to the credit of the Joint Account shall be transferred to an account of the Secretary of State or such other account as the Secretary of State shall direct, provided that

such monies shall only be used to improve rail passenger services and/or associated rail facilities in the WMR Area.

15 Confidentiality

- 15.1 The provisions of this clause 15 shall apply until the Parties agree the Confidentiality Policy pursuant to clause 7.10. Thereafter, the Parties shall comply with the provisions of the Confidentiality Policy.
- 15.2 Subject to the provisions of the Act, the Transport Act 2000, the Railways Act 2005, the Environmental Information Regulations, the Freedom of Information Act (and any code of practice or other guidance related to the same) and clauses 15.3 to 15.9 inclusive, each Party shall hold in confidence all documents, materials and other information, whether technical or commercial, supplied by or on behalf of the other Party (all together the **Confidential Information**) and shall not, except with the other party's prior written authority, publish or otherwise disclose any Confidential Information otherwise than as expressly provided for in this Agreement unless or until the recipient Party can demonstrate that any such document, material or information is in the public domain through no fault of its own and through no contravention of the Agreement, whereupon to the extent that it is in the public domain this obligation shall cease.
- 15.3 Each Party may disclose any data or information acquired by it under or pursuant to the Agreement without the prior written consent of the other Party if such disclosure is made in good faith:
- (a) to any outside consultants or advisers engaged by or on behalf of such Party and acting in that capacity, upon obtaining from such consultants or advisers an undertaking of confidentiality equivalent to that contained in clause 15.1;
 - (b) to the extent required by Law or pursuant to an order of any court of competent jurisdiction or the rules of any dispute resolution procedures to which a Dispute is referred in accordance with the Agreement; or
 - (c) to any director, employee or officer of such Party, to the extent necessary to enable such Party to perform its obligations under the Agreement or to protect or enforce its rights under the Agreement;
- 15.4 The Secretary of State may disclose the Confidential Information of WMR:
- (a) on a confidential basis to any Central Government Body for any proper purpose of the Secretary of State or of the relevant Central Government Body;
 - (b) to Parliament and Parliamentary Committees or if required by any Parliamentary reporting requirement;
 - (c) to the extent that the Secretary of State (acting reasonably) deems disclosure necessary or appropriate in the course of carrying out its public functions;
 - (d) on a confidential basis for the purpose of the exercise of its rights under this Franchise Agreement;
 - (e) on a confidential basis to a proposed successor, transferee or assignee of the Secretary of State in connection with any assignment, novation or disposal of any of its rights, obligations or liabilities under this Agreement,

and for the purposes of the foregoing, references to disclosure on a confidential basis shall mean disclosure subject to a confidentiality agreement or arrangement containing terms no less stringent than those placed on the Secretary of State under this clause 15.4.

15.5 For the purposes of clause 15.4, the following defined term shall have the following meaning:

Central Government Body means a body listed in one of the following sub-categories of the Central Government classification of the Public Sector Classification Guide, as published and amended from time to time by the Office for National Statistics:

- (a) Government Department
- (b) Non-Departmental Public Body or Assembly Sponsored Public Body (advisory, executive, or tribunal)
- (c) Non-Ministerial Department or
- (d) Executive Agency.

15.6 Nothing in this clause 14 shall be deemed to prohibit, prevent or hinder, or render the Secretary of State liable for, the disclosure of any information by the Secretary of State to the ORR, Network Rail, the Parliamentary Commissioner for Administration, a Minister of the Crown, any department of the government of the United Kingdom, the Scottish Parliament, the National Assembly of Wales, the Mayor of London, the Greater London Authority or any department or officer of any of them or of information which is otherwise disclosed for the purpose of facilitating the carrying out of his functions.

15.7 WMR hereby authorises the Secretary of State to provide to the ORR, to the extent so requested by the ORR, such information as may be provided to the Secretary of State in relation to this Agreement.

15.8 The Parties recognise that the Comptroller and Auditor General may, in pursuance of his functions under the Exchequer and Audit Department Act 1921, the National Audit Act 1983 and the Government Resources and Accounts Act 2000, disclose information which he has obtained pursuant to those Acts and which a party to this Agreement would not be able to disclose otherwise than under this clause 15.

15.9 This clause 15 (and any other provisions necessary to give effect hereto) shall survive the termination of the Agreement, irrespective of the reason for termination.

16 Freedom of Information

16.1 The Parties acknowledge and shall procure that their agents and subcontractors acknowledge that the Parties are each subject to the requirements of the Freedom of Information Act and the Environmental Information Regulations and accordingly the parties shall and shall procure that their agents and subcontractors shall assist and co-operate with the other Party to enable that Party to comply with his information disclosure obligations under the Freedom of Information Act and/or the Environmental Information Regulations.

16.2 Where a Party receives a Request for Information (**Requested Party**) and the Requested Party is unable to respond to such Request for Information without the assistance of the other party (**Assisting Party**), the Requested Party shall notify the Assisting Party that assistance is required and the Assisting Party shall and shall procure that its agents and subcontractors shall:

- (a) provide the Requested Party with a copy of all information in its (or their) possession or power in the form that the Requested Party requires within five Working Days of the Requested Party's request (or within such other period as he may specify); and
 - (b) provide all necessary assistance as reasonably requested by the Requested Party to enable him to respond to any Request for Information within the time for compliance set out in section 10 of the Freedom of Information Act or regulation 5 of the Environmental Information Regulations as applicable.
- 16.3 The Requested Party shall be responsible for determining in his absolute discretion, and notwithstanding any other provision in this Agreement or any other agreement, whether Confidential Information and/or any other information is exempt from disclosure in accordance with the provisions of the Freedom of Information Act and/or the Environmental Information Regulations.
- 16.4 Each Party acknowledges and shall procure that its agents and subcontractors acknowledge that notwithstanding any provision to the contrary in this Agreement each Party may be obliged under the Freedom of Information Act and/or the Environmental Information Regulations and any related Code of Practice or other guidance to disclose information concerning each Party and/or their respective agents and subcontractors:
- (a) in certain circumstances without consulting the other Party (or its agents and/or subcontractors where applicable); or
 - (b) following consultation with the other and having taken its views into account (and the views of its agents and/or subcontractors where applicable),

provided always that where applicable the Requested Party shall in accordance with the provisions of the Freedom of Information Act and/or the Environmental Information Regulations take reasonable steps where appropriate to give the other Party advance notice or failing that to draw the disclosure to the other Party's attention after any such disclosure.

17 **Dispute Resolution Procedure**

- 17.1 The Parties shall use all reasonable endeavours to negotiate in good faith and settle amicably any dispute or difference of whatever nature between them arising under, out of, or in connection with this Agreement (each such dispute or difference a **Dispute**).
- 17.2 Following any referral of a Dispute to the Dispute Resolution Procedure in accordance with the terms of this Agreement, the provisions set out in this clause 17 shall apply.
- 17.3 The Dispute shall initially be referred for resolution to [the Director General, DfT Rail Executive] and the Chief Executive (or equivalent until appointed) of, WMR (**Initial Dispute Board**) who shall seek to resolve the matter as soon as reasonably possible and in any event within twenty (20) Working Days of escalation, or such other period as may be reasonable given the nature of the Dispute, and the urgency of resolution. The Initial Dispute Board shall be entitled to request such additional information as may be reasonably requested from either WMR or the Secretary of State in respect of the Dispute, including, but not limited to, any information to be provided pursuant to the relevant provisions of this Agreement.
- 17.4 Both Parties shall be entitled to make oral and/or written representations to the Initial Dispute Board prior to the Initial Dispute Board making its final determination.

- 17.5 Where the Initial Dispute Board are not able to resolve the Dispute within twenty (20) Working Days of escalation pursuant to clause 17.3, the Initial Dispute Board shall refer the Dispute for determination by [a Minister and the chairperson of WMR] who shall seek to determine the Dispute within twenty (20) Working Days of escalation, or such other period as may be reasonable given the nature of the Dispute
- 17.6 If the Parties cannot resolve a Dispute in accordance with the above escalation procedure, either Party may at any time refer the Dispute for mediation by serving a written notice on the other Party to that effect (**Notice of Mediation**).
- 17.7 If a Notice of Mediation is given, then the Dispute shall be referred to the CEDR for mediation in accordance with the CEDR's model mediation procedure. If the Parties are unable to agree on the appointment of a mediator, or any other matter relating to the referral or conduct of the mediation, it shall be referred to the then president of CEDR who shall decide such matters.
- 17.8 Except where this Agreement has terminated, the parties shall continue to perform their obligations under the Agreement, regardless of the nature of the Dispute and notwithstanding the referral of the Dispute for resolution pursuant to this clause 17.
- 17.9 WMR acknowledges and accepts that the decision of the Secretary of State in relation to this exercise of any of the Secretary of State Duties is final and binding.

18 Notices

18.1

- (a) Any notice, notification or other communication under or in connection with clause 13 (Termination) or clause 17 (Disputes) of this Agreement shall be in writing and shall be delivered by hand or recorded delivery or sent by pre-paid first class post to the relevant party at the address for service set out below, or to such other address in the United Kingdom as each party may specify by notice in writing to the other party:

Name: The Department for Transport
 Address: 33 Horseferry Road, London SW1P 4DR
 E-mail: []
 Attention: []

Name: West Midlands Rail Limited
 Address: 16 Summer Lane, Birmingham B19 3SD
 E-mail: []
 Attention: []

- (b) Any other notice, notification or other communication under or in connection with this Agreement shall be in writing and shall be delivered:

- (i) in accordance with clause 18.1(a); or
 (ii) by electronic data transfer,

except that it shall be marked for the attention of the Contract Manager or the Franchise Manager of the West Midlands franchise (as the case may be).

18.2 Deemed Receipt

Any notice or other communication issued pursuant to clause 18.1 shall be deemed to have been received by the party to whom it is addressed as follows:

- (a) if sent by hand or recorded delivery, when delivered;
- (b) if sent by pre-paid first class post, from and to any place within the United Kingdom, three Working Days after posting unless otherwise proven; and
- (c) if sent by electronic data transfer, upon sending, subject to receipt by the sender of a “delivered” confirmation (provided that the sender shall not be required to produce a “read” confirmation).

19 Waiver

19.1 Either Party may at any time waive any obligation of the other Party under this Agreement and the obligations of the parties hereunder shall be construed accordingly.

19.2 No waiver by either Party of any default by the other Party in the performance of such Party's obligations under this Agreement shall operate or be construed as a waiver of any other or further such default, whether of a like or different character. A failure to exercise or delay in exercising a right or remedy under this Agreement shall not constitute a waiver of any right or remedy or a waiver of any other rights or remedies and no single or partial exercise of any right or remedy under this Agreement shall prevent any further exercise of such right or remedy or the exercise of any other right or remedy.

20 Partial Invalidity

If any provision in this Agreement is held to be void, illegal, invalid or unenforceable, in whole or in part, under any enactment or rule of Law, such provision or part shall to that extent be deemed not to form part of this Agreement but the legality, validity and enforceability of the remainder of the Agreement shall not be affected.

21 Further Assurance

Each Party agrees to execute and deliver all such further instruments and do and perform all such further acts and things as shall be necessary or expedient for the carrying out of the provisions of this Agreement.

22 Rights of Third Parties

A person who is not a party to this Agreement shall have no right under the Contracts (Rights of Third Parties) Act 1999 to enforce any term of the Agreement.

23 Variation

This Agreement may only be varied in writing signed by each of the Parties.

24 Cumulative rights

The rights, powers and remedies provided in this Agreement are cumulative and not exclusive of any rights, powers and remedies provided by Law.

25 No Partnership

Nothing in this Agreement and no action taken by the Parties under this Agreement shall constitute a partnership, association or other cooperative entity between any of the Parties or constitute any Party the agent of any other Party for any purpose.

26 Entire Agreement

26.1 This Agreement constitutes the entire agreement between the parties and supersedes and extinguishes all previous agreements, promises, assurances, warranties, representations and understandings between them, whether written or oral, relating to its subject matter.

26.2 Each Party agrees that it shall have no remedies in respect of any statement, representation, assurance or warranty (whether made innocently or negligently) that is not set out in this Agreement. Each party agrees that it shall have no claim for innocent or negligent misrepresentation based on any statement in this Agreement.

27 Counterparts

This Agreement may be executed in any number of counterparts, and by the Parties on separate counterparts, but shall not be effective until each Party has executed at least one counterpart. Each counterpart shall constitute an original of this Agreement, but all the counterparts shall together constitute but one and the same instrument.

28 Good Faith

The Parties hereby acknowledge a duty of good faith to each other in relation to all matters arising under this Agreement.

29 Governing Law

This Agreement (and any non-contractual obligations arising out of or in connection with it) shall be governed by and construed in accordance with the laws of England and Wales and the parties irrevocably agree that the courts of England and Wales are to have exclusive jurisdiction to settle any disputes which may arise out of or in connection with the Agreement.

Executed [as a deed][as an agreement] by the Parties or their duly authorised representatives [but not delivered until][on] the date of this Agreement.

THE CORPORATE SEAL OF)
THE SECRETARY OF STATE FOR TRANSPORT)
is hereunto affixed:)

Authenticated by authority of the Secretary
of State for Transport

Executed [as a deed] by)
West Midlands Rail Limited)
acting by a director in the presence of) Director

.....
Signature of witness

Name

Address

.....

Schedule 1

The Objectives

- 1 Better for the economy – Support the current and predicted growth in jobs, housing, industry, leisure and tourism and retail with a distinct focus on each of the following markets:
 - West Midlands’ local and regional services;
 - long-distance services along the West Coast Mainline from Liverpool to Birmingham and from Crewe to London; and
 - Services to/from London including branch lines.

Ensure there are the right services and capacity to cater for current users and future growth throughout the day and week.
- 2 Better for the passenger – Deliver high quality services and stations, reduce delays and cancellations, and achieve significant improvements in customer satisfaction. Provide affordable, easy to use services at the times and to the places that people want to travel both now and in the future supported by the provision of accurate and timely information.
- 3 Better for communities – Increase engagement between the operator of the new franchise and the communities it serves.
- 4 Better for staff – Deliver a franchise which demonstrates a genuine pride in developing staff over the long term, aiming to improve staff satisfaction, motivation and retention, and deliver best in class customer service.
- 5 Better for taxpayers – Make the most of the significant investment being made to make improvements to the rail network (summarised in Appendix D). Making sure the right level of service is provided to reflect travel patterns and demand, ensuring resources (funding, staff and trains) are used in the areas that need it most. Make improvements efficiently, providing value for money.
- 6 Maximising the benefits from investment in infrastructure – Supporting the development of a safe and accessible network to modernise and meet the requirements of a modern railway.
- 7 Supporting devolution – Develop a plan for the future specification and management of local services to pass to West Midlands Rail in a future franchise, providing a structure for the delivery of those rail services that is focused on the needs of the West Midlands.
- 8 Supporting HS2 – Work with HS2 and Network Rail as a partner on relevant works to enable the delivery of the new high speed rail line between London, the Midlands and Crewe. Ensure that the foundations are in place for the West Midlands to be ready for the opening of HS2, supporting the HS2 Connectivity Programme being delivered through the recently announced West Midlands £8bn growth deal.
- 9 Both the DfT and WMR are also committed to ensuring that rail fully plays its part in supporting low carbon, environmental and wider sustainability objectives.

Schedule 2

Strategic Board Responsibilities

Subject to the Reserved Matters, the Strategic Board shall be responsible for:

- 1 overseeing franchise management activity in respect of the WMSBU and providing appropriate input into the WCSBU insofar as that input concerns rail services in the WMR Area;
- 2 preparing and approving the WMSBU annual business plans;
- 3 discussing proposals for further devolution of responsibility for rail services within the WMR Area;
- 4 undertaking an annual (or more frequent if agreed by both parties) review and agreeing on franchise management responsibilities to be delegated by the Secretary of State to WMR in order to facilitate the Purpose;
- 5 developing and keeping under review investment options in respect of the WMSBU and providing appropriate input into the investment options for the WCSBU insofar as that input concerns rail services in the WMR Area;
- 6 keeping WMSBU performance under review and making recommendations to the Secretary of State as to the taking of enforcement action and providing appropriate input in relation to the performance of the WCSBU insofar as that input concerns rail services in the WMR Area;
- 7 making recommendations and providing guidance to the Secretary of State on the carrying out of other Secretary of State Duties and decisions on other Reserved Matters, to the extent relevant to WMSBU services;
- 8 discussing WMR's proposals and representations relating to passenger services and station services in the WMR Area that do not fall within the WMSBU (including any such services in the WCSBU and in franchises other than the 2017 WM Franchise) and where appropriate making recommendations or providing guidance thereon to the Secretary of State (on the basis that the Secretary of State supports the aspirations of WMR to move towards a position of greater influence in relation to rail services generally within the WMR Area); and
- 9 consider proposals put forward by WMR pursuant to the matters referred to in clauses 10.1 and 10.2 of the Agreement.

Schedule 3

Management Team Responsibilities

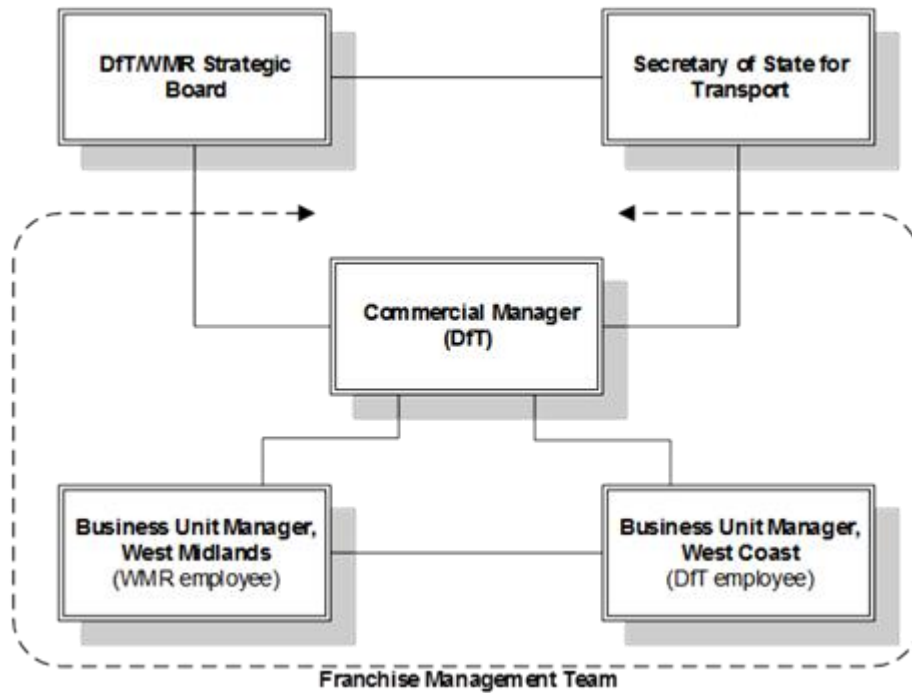
- 1 Subject to the Reserved Matters, the Management Team shall be responsible for:
- (a) subject to the Reserved Matters, implementation of the Strategic Board business plans for the WMSBU;
 - (b) implementation of cost neutral or cost reducing changes in respect of the WMSBU in accordance with the delegated authority of the Strategic Board and the terms of the Agreement;
 - (c) save in respect of Reserved Matters, day-to-day contact and commercial management of the WMSBU (on behalf of the Strategic Board and the Secretary of State) including:
 - (i) appropriate contract administration;
 - (ii) performance monitoring (including any service quality regime); and
 - (iii) risk management and reporting.
 - (d) developing change proposals for consideration by the Strategic Board in conjunction with the Franchisee, WMR and other stakeholders including the changes referred to in clauses 10.1 and 10.2 of the Agreement;
 - (e) providing general briefing and support for ministers and the WMR partner authorities relating to the WMSBU and the operation of the Strategic Board and Management Team and in preparing for the annual reviews;
 - (f) in relation to rail investment in the WMR Area:
 - (i) developing proposals for the Government's HLOS for each Control Period, identifying related or necessary change proposals;
 - (ii) developing WMR funded investment proposals, identifying related or necessary changes pursuant to clauses 10.1 and 10.2 of the Agreement;
 - (iii) overseeing the development of output statements and metrics for Network Rail setting out in more detail what is sought from HLOS requirements and proposed changes having regard to the total HLOS funding available;
 - (iv) where the Strategic Board has been delegated HLOS Scheme Management by the Secretary of State, to act as Network Rail's 'Client' for such HLOS schemes, as agreed between Secretary of State and WMR, including finalising the detailed scheme output specifications and agreeing these with Network Rail and Secretary of State including budget provision and affordability;
- 2 Notwithstanding that the Strategic Board shall have primary responsibility for the WMSBU and the Secretary of State shall have primary responsibility for the WCSBU, the Parties shall work together in respect of the two business units. In particular the Secretary of State recognises that WMR has an interest in the Coventry Corridor and Stafford Corridor and the Secretary of State shall have due regard to comments made by WMR in respect of the Coventry Corridor

and the Stafford Corridor.

Appendix to Schedule 3

Franchise Management Structure

- 1 Designed to be dynamic and to facilitate the development of local leadership of the WMSBU, with responsibilities transferring to WMR incrementally over time
- 2 One full-time Business Unit Manager to be provided by each of DfT and WMR
- 3 [DfT Commercial Manager on West Midlands franchise]



- 4 The WMSBU Manager shall be based predominantly in the West Midlands, with co-location at Great Minster House as required and as workload dictates
- 5 WCSBU Manager shall be based predominantly in Great Minster House but with regular travel to and time spent in the West Midlands as required and as workload dictates
- 6 Accommodation in the West Midlands to be provided by WMR – likely to be 16 Summer Lane, Birmingham

Reporting

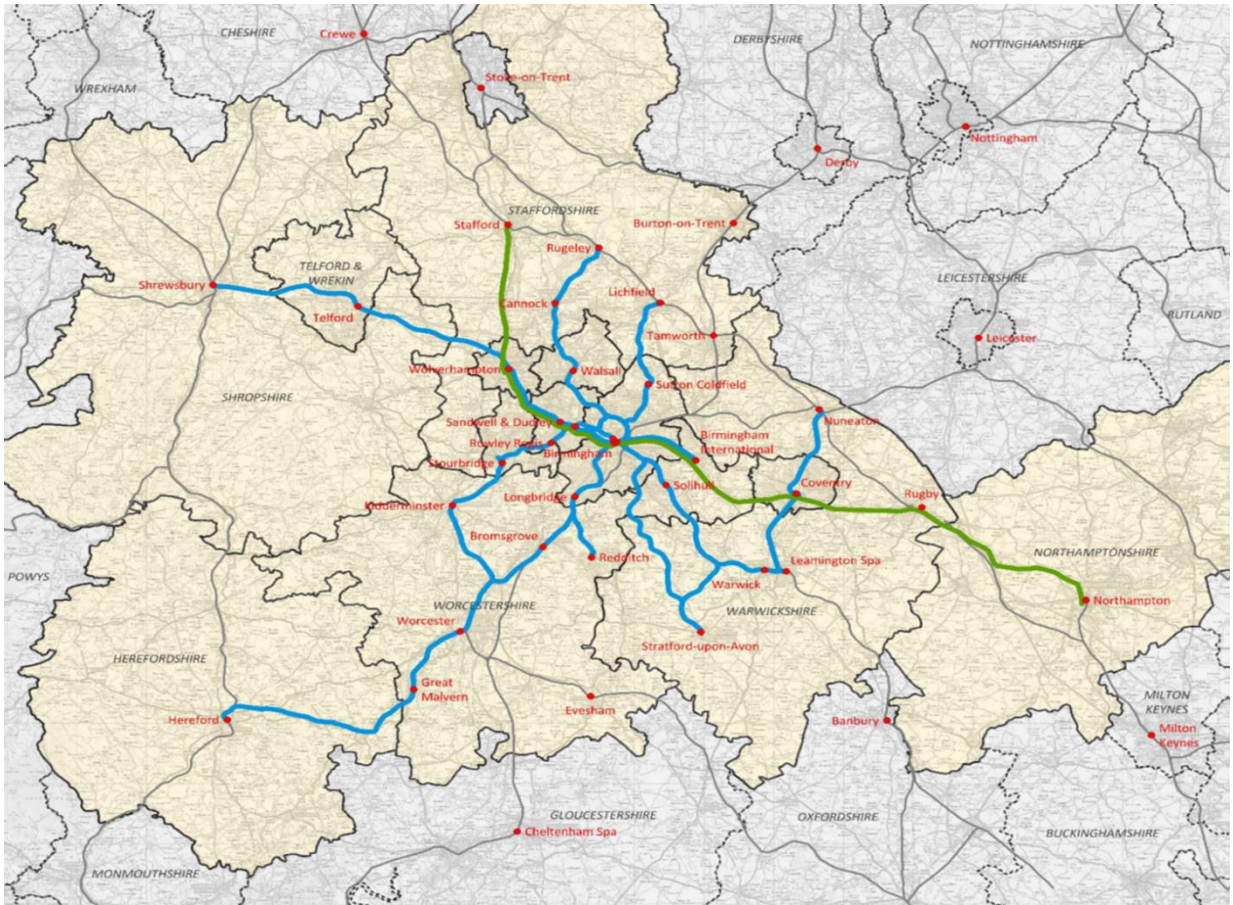
- 7 Quarterly franchise-wide report/meetings shall be held between the Commercial Manager, the WMR Director and both SBU Managers
- 8 Business unit reporting/meetings shall be held during each reporting period between both SBU Managers (each to lead for their SBU)

Schedule 4

Part 1 - Separable Business Units Map



Part 2 - WMR Area MPa



Schedule 5

Funding Outputs

1 Year 1 Outputs

- 1.1 Recruit WMR Director, WMR Business Unit Manager and WMR Contract/Admin Support;
- 1.2 Establish WMR company structure, office space and support services;
- 1.3 By Q1 2018/19 prepare first version of the Business Plan and within this define the targets for marketing;
- 1.4 Establish relationship with the Franchisee including regular attendance in shadow form at Franchise Agreement review meetings;
- 1.5 Support the set-up of the Separable Business Units and establish structures for formal West Midlands Separable Business Unit reporting by the date required in the Franchise Agreement; and
- 1.6 Attendance at the Strategic Board.

2 Year 2 and Future Years

- 2.1 Confirm staff (WMR Director, WMR Business Unit Manager and WMR Contract/Admin) are in-post;
- 2.2 Report progress against the Business Plan;
- 2.3 Update the Business Plan on an annual basis; and
- 2.4 Attendance at the Strategic Board.

3 General

- 3.1 Establish clear roles and responsibilities regarding the Franchise and the Separable Business Unit monitoring and management;
- 3.2 Establish meeting structure to monitor the outputs of the Separable Business Units; and
- 3.3 Ensure that obligations are understood and processes in place to manage outputs and outcomes to be consistent with the Purpose and Objectives of this Agreement.

TELFORD & WREKIN COUNCIL

CABINET - 21 JULY 2016

£20m GROWTH FUND – INVESTING IN TELFORD’S GROWTH

REPORT OF THE ASSISTANT DIRECTOR: DEVELOPMENT, BUSINESS & EMPLOYMENT

LEAD CABINET MEMBERS – CLLR LEE CARTER and CLLR SHAUN DAVIES

PART A – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

1.0 In November 2015 Council approved borrowing to establish a £20m Growth Fund to attract inward investment and deliver economic growth and revenue income. Under the terms of that Report investment is focussed on the development of the Council’s Property Investment Portfolio (PIP). This report seeks an amendment to the delegation to allow for the £20m Growth Fund to be used to fund strategic infrastructure, including electricity and utility supplies, where through a business case this is shown to support and enable inward investment, business growth and revenue generation.

2. RECOMMENDATIONS

- 2.1 That Cabinet delegate authority to the Assistant Director: Development, Business & Employment in consultation with the Assistant Director: Finance, Audit & Information, and the Cabinet Member: Council Finance & Service Delivery to consider the business case and determine the acquisition and disposal of PIP assets and/or investment in strategic infrastructure.
- 2.2 That Cabinet delegate authority to the Assistant Director: Development, Business & Employment to undertake the acquisition and disposal of PIP assets and/or investment in strategic infrastructure following approval to the business case as set out in 2.1 and to enter into arrangements, agreements, deeds and transfers as required to secure any such acquisition, disposal and/or investment.
- 2.3 That Cabinet acknowledges use of the approved Growth Fund to be used in this financial year to facilitate the ongoing rationalisation and expansion of the PIP and/or investment in strategic infrastructure as outlined in this report.
- 2.4 That Cabinet delegate authority to the Assistant Director: Law, Democracy & People Services to seal or sign any documents required to give effect to the recommendations contained in this report.

3. SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Priority Plan objective(s)?	
	Yes	The proposals within this report will support the priority of protecting and creating jobs as part of a 'Business Supporting, Business Winning Council'
	Will the proposals impact on specific groups of people?	
	No	
TARGET COMPLETION/ DELIVERY DATE	The programme of PIP investment and disposals is a continual process.	
FINANCIAL/ VALUE FOR MONEY IMPACT	Yes	The Property Investment Portfolio (PIP) generates revenue income of in excess of £5m for the Council which supports a range of Council services. This report seeks approval to extend the use of the existing capital approval for the Telford Growth Fund to also allow investment in strategic infrastructure to support economic growth. To ensure the sites are capable of being brought forward for the use and sectors required. Where possible contributions will be obtained through Growth Deal bids (via the LEP) and where applicable the Telford Land Deal. In assessing these opportunities an invest to save approach including assessment of anticipated Business Rates income will be undertaken. The

		<p>recommendations in this report do not increase total prudential borrowing commitments but will allow a wider range of opportunities and potential benefits to be obtained from the funding already allocated to the Telford Growth Fund.</p> <p>The individual investments, including revenue borrowing costs, will be subject to approval by the Assistant Director: Development, Business and Employment and the Assistant Director for Finance, Audit & Information after consultation with the Cabinet Member for Council Finance & Service Delivery. KC 15/07/16</p>
LEGAL ISSUES	Yes	The Council has the power to carry out the recommendations contained within this report but has a statutory duty to obtain best consideration when disposing of property/land. In addition, the Council is also under an obligation to comply with EU procurement requirements when it awards any contracts described in this report.
OTHER IMPACTS, RISKS & OPPORTUNITIES	Yes	The opportunities and risks will be continually monitored as part of the rationalisation programme. The investment will enable inward investment and business expansions providing opportunities for job creation, regeneration and generate additional business rates
IMPACT ON SPECIFIC WARDS	No	Borough wide

PART B – ADDITIONAL INFORMATION

4. INFORMATION

4.1 Telford Growth Fund – Supporting Investment Opportunities

The Council's 'Business Winning' approach, coupled with the implementation of the HCA Land Deal has resulted in significant investment into the Borough and a continuing level of interest in premises. The Enterprise Telford pledge to business is driving a significant pipeline of inward investment inquiries.

4.2 The creation of the “**Telford Growth Fund**” has allowed borrowing up to £20million to fund further investment to deliver business growth, enable rationalisation of the PIP and increase the revenue return through rent and business rates. A full report on the investment outcomes from the Deal one year in will come to Cabinet in October. However recent inquiries particularly from within the automotive sector have shown the need for investment to also be considered into strategic infrastructure which will directly support investors 'landing' in the borough. This includes investment into electricity upgrade at T54, the Borough's flagship employment site for automotive and advanced manufacturing. The ability to provide 'shovel ready' sites and to be able to move quickly to commit to a scheme remains a priority and something that is setting Telford aside from other investment destinations competing for the same investors.

4.3 This report seeks approval to widen the scope of the £20m Growth Fund to allow investment into strategic infrastructure. This would remain subject to a business case being approved for each investment in line with the recommendations.

4.4 The investment into strategic infrastructure such as utility supplies and enhanced highways improvements enables sites to come forward both to the market as a whole and sectors that the Authority want to promote such as advanced engineering and automotive. Such infrastructure will unlock sites and accelerate the rate of site delivery resulting in greater income from business rates, to the authority.

5 PREVIOUS MINUTES

CB-64 – 8 November 2012

CB-53 – 12 November 2015

6 BACKGROUND PAPERS

None