

Leicester
City Council

Democratic and Civic
Support
City Hall
115 Charles Street
Leicester
LE1 1FZ

25 September 2019

Sir or Madam

I hereby summon you to a meeting of the LEICESTER CITY COUNCIL to be held at the Town Hall, on THURSDAY, 3 OCTOBER 2019 at FIVE O'CLOCK in the afternoon, for the business hereunder mentioned.

Monitoring Officer

AGENDA

- 1 LORD MAYOR'S ANNOUNCEMENTS**
- 2 DECLARATIONS OF INTEREST**
- 3 MINUTES OF PREVIOUS MEETING**

The minutes of the meeting held on 13 June 2019 are available to view at:

<http://www.cabinet.leicester.gov.uk:8071/ieListDocuments.aspx?CId=81&MId=9384&Ver=4>

Copies are also available from Democratic Support on (0116) 454 6350 or committees@leicester.gov.uk

4 STATEMENTS BY THE CITY MAYOR/EXECUTIVE

5 PETITIONS

- Presented by Members of the Public
- Presented by Councillors

6 QUESTIONS

- From Members of the Public
- From Councillors

7 MATTERS RESERVED TO COUNCIL

7a Youth Justice Plan

7b Food Service Plan

8 EXECUTIVE AND COMMITTEES

- To note any changes to the Executive
- To vary the composition and fill any vacancies of any Committee of the Council

9 REPORT OF REGULATORY COMMITTEE

9a Annual Report of the Audit and Risk Committee to Council covering the municipal year 2018-19

10 ANY OTHER URGENT BUSINESS

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- In the event of an emergency alarm sounding make your way to Town Hall Square and assemble on the far side of the fountain.
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- ✓ to respect the right of others to view and hear debates without interruption;
- ✓ to ensure that the sound on any device is fully muted and intrusive lighting avoided;
- ✓ where filming, to only focus on those people actively participating in the meeting;
- ✓ where filming, to (via the Chair of the meeting) ensure that those present are aware that they may be filmed and respect any requests to not be filmed.



Leicester City Youth Justice Plan 2019-20

For consideration by: Full Council

Date of meeting: 3 October 2019

Lead director: Steven Forbes

Useful information

- Ward(s) affected: All
- Report author: Jackie Difolco: Head of Service – Early Help and Prevention
- Author contact details: 0116 454 6106

1. Purpose of report

1.1 The purpose of the report is to provide the statutory Youth Justice Plan for 2019/20.

2. Summary

- 2.1 It is the duty of each local authority after consultation with partners to formulate and implement an annual youth justice plan setting out:
- a) how youth justice services in their area are to be provided and funded; and
 - b) how the Children and Young Peoples Justice Service (formerly Youth Offending Service) will be composed and funded; how it will operate, and what functions it will carry out.
- 2.2 The youth justice plan is approved by the Leicester Youth Justice Management Board and must be submitted to the Youth Justice Board (YJB) and published annually by 31 August 2019.
- 2.3 The document is the youth justice partnership's main statement of purpose and sets out its proposals to prevent offending by children and young people. The plan shows not only what the Children and Young Peoples Justice Service (CYJS) will deliver as a service, but how strategic links with other supporting initiatives will be developed and maintained.
- 2.4 The youth justice plan should be read in conjunction with other relevant multi- agency plans including the Children and Young People's Plan, Safer Leicester Partnership Plan and the Office of Police and Crime Commissioner (OPCC) Policing Plan. The youth justice plan is supported by a more detailed operational YOS Delivery Plan (YDP) overseen by the Head of Service for Early Help and Prevention, who reports to the Leicester Youth Justice Management Board.
- 2.5 Since the plan has been written, the CYJS service has received an inspection from Her Majesty Inspectorate of Prisons (HMIP) (w/b 12 Aug) and received an indicative overall grading of GOOD . This is a fantastic outcome and indicative of how much progress has been made since the last inspection and the hard work and commitment of all staff and partners. The table below highlights the grading given to each of the twelve standards.

Standard	Rating
Governance and Leadership	Requires Improvement
Staff empowered to deliver high quality, personalised services	Good
Partnership and Services	Outstanding
Information and Facilities	Requires Improvement
Court disposals – Assessment	Outstanding
Court disposals - Planning	Outstanding
Court disposals – Implementation & Review	Good
Court disposals – Reviewing	Requires Improvement
Out of Court disposals – Assessment	Good
Out of Court disposals – Planning	Good
Out of Court disposals – Implementation & Delivery	Good
Out of Court disposals – Joint Working	Good

2.6 The formal report is in the process of being finalised and will be published mid-October. Recommendations from the inspection will be reflected within operational and partnership plans which are monitored by the Youth Justice Board and Young Justice Management Board on a quarterly basis.

2.7 Priorities for the Leicester YOMB Partnership for 2019-20 are as follows:

- a) To embed and monitor the new model of service delivery post reconfiguration.
- b) To further improve the quality of assessments and effectiveness of interventions to reduce re-offending.
- c) To ensure that young people who are known to CYJS as children in need or in need of protection including from child sexual exploitation, criminal exploitation are identified, safeguarded and their cases escalated where appropriate. The CYJS to continue to be a core panel member for the newly designed exploitation meetings and to take the lead of on the development of a robust referral pathway for young people recognised as being exploited.
- d) To develop a prevention offer in partnership to prevent offending and further reduce reoffending by children and young people.
- e) To develop a volunteer, offer for young people receiving Community Resolutions.
- f) To continue to reduce the number of Children Looked After who enter the criminal justice system by developing a local protocol and to further reduce the number of young people subject to remands and custody.
- g) To monitor the impact of the Acute Childhood trauma work within the service and support its further use within criminal exploitation initiatives as well as group work programmes.
- h) To continue to support the partnership knife crime delivery group as it develops over the coming year as well as its close links to criminal exploitation developments.
- i) To embed the new national standards within the service and complete a full self-assessment later in the year.

2.8 The Youth Justice Plan is required to address the areas of performance, structure and governance, resources, value for money, partnership arrangements and risks to future delivery. The plan takes into account local performance issues, lessons from previous full joint and CYJS thematic inspections, together with learning from any serious incidents.

NB. Please note that the formal 2019-20 plan refers to Youth Offending Service which has been replaced by Children and Young People's Justice Service and Young Offenders Management Board which has been replaced by Leicester Youth Justice Management Board.

3. Recommendations

3.1 That full council adopt the Leicester City Youth Justice Plan for 2019/20.

3.2 That full council approve the priorities for 2019-20.

4. Supporting Information

4.1 The Leicester City Youth Justice Plan for 2019/20 follows this covering report.

5. Financial, legal and other implications

5.1 Financial implications

The 2019/20 budgeted and forecast expenditure and financing for the Youth Offending Service is summarised in Appendix Three of the Youth Justice Plan contained within this report.

Martin Judson, Head of Finance, Education & Children's Services, Ext 37 4101

5.2 Legal implications

Following consultation with relevant partner agencies, section 40 of the Crime and Disorder Act 1998 requires Leicester City Council formulate and implement an annual Youth Justice Plan setting out:

- a) How youth justice services in the area will be provided and funded; and
- b) How the youth offending team is to be composed and funded, how it will operate and what functions it will carry out.

The plan must then be submitted to the Youth Justice Board and published.

Katherine Jamieson, Solicitor, For City Barrister and Head of Standards Legal Services, Ext 371452

5.3 Climate Change and Carbon Reduction implications

There are no significant climate change implications resulting from the attached report.

Aidan Davis, Sustainability Officer, Ext 37 2284

5.4 Equalities Implications

Under the Equality Act 2010, public authorities have a Public Sector Equality Duty (PSED) which means that, in carrying out their functions, they have a statutory duty to pay due regard to the need to eliminate unlawful discrimination, harassment and victimisation, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't.

Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

The report sets out the proposed statutory Youth Justice Plan for 2019/20. From the perspective of meeting our Public Sector Equality Duty aims, the Youth Justice Plan sets out priority activities that seek to promote equality of opportunity for young offenders by reducing the adverse impacts they are likely to experience through involvement with the criminal justice system; and by achieving these outcomes and enabling young offenders to take part in city and community life, contribute to improved good relations between different groups of people. In terms of the protected characteristic of disability, the plan recognises the need to continue to invest in earlier interventions to ensure young people with mental health needs continue to receive support to address their needs. However, the report and the appendix do not explore in any detail the protected characteristics of young people in the service, any potential issues in terms of over representation and how this compares to local demographics and the national picture or any work being done locally to address any specific issues related to this. To make further progress in meeting

our public-sector equality duties, in particular that we are advancing equality of opportunity and eliminating discrimination, the service should ensure that the monitoring of disproportionality, trends and issues include the protected characteristics of young offenders not least sex, race, disability, religion and belief.

The proposed Youth Justice Plan 2019/20 offers a high-level overview of the planned work for the coming year, however there are a number of strands of work where equalities, and particularly the PSED, will need to be an on-going consideration, in particular where there are planned changes which will impact the way in which services are delivered operationally or any changes to policy which will have an impact on the young people in the service. It may be the case that an Equality Impact Assessment is required for some strands of work where changes will directly impact on young people in the service, and advice can be sought from the Equalities Team on this as required.

Hannah Watkins, Equalities Manager ext. 37 5811

5.5 Other Implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

None

6. Background information and other papers:

Youth Justice Plans: YJB Practice Note for Youth Offending Partnerships
Modern Youth Offending Partnerships – Guidance on Effective Youth Offending
Team Governance in England, Ministry of Justice, 2014
Crime and Disorder Act, Section 40, 1998

7. Summary of appendices:

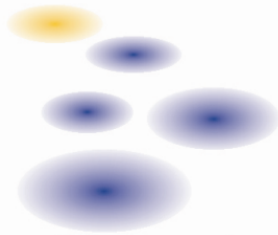
Youth Justice Plan 2019/20 (updated 090919)

8. Is this a private report (If so, please indicated the reasons and state why it is not in the public interest to be dealt with publicly)?

No

9. Is this a “key decision”?

No



Leicester City **youth** Offending Service

Leicester City Youth Justice Plan 2019 - 2020

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1. Introduction

- 1.1 The aims of Leicester Youth Offending Service (YOS) are to prevent youth offending and reduce re-offending and the use of custody for young people. This is achieved through working in partnership to deliver services that ensure young people are safeguarded, the public and victims of crime are protected, and those who enter the criminal justice system are supported with robust risk management arrangements. Our aim is to intervene early to provide help and support to young people and reintegrate them into their local communities without further offending.
- 1.2 This Plan supports a range of associated partnership strategies including the Leicester Early Help Strategy 2016-19, Leicester Children and Young People's Plan, Police and Crime Plan, the Safer Leicester Partnership Plan and delivery plans within Social Care and Education department.
- 1.3 We are working closely with our partners in the criminal justice system to ensure resources are effectively targeted at the minority of young people who are repeat offenders and responsible for the majority of youth crime.
- 1.4 We have a robust Out of Court Disposal Panel to enable the YOS to identify and intervene earlier with young people at risk of crime and anti-social behaviour. The process is closely monitored and a scrutiny panel oversees the decisions. A review of processes was undertaken in April 2018 to ensure the panel was robust in its decision making and to reduce any drift and delay in police referrals to the panel. The findings also highlighted a poor completion of the referrals from Police into OCDP and work was undertaken to improve these.
- 1.5 Arrangements for Integrated Offender Management were reviewed during a number of months in 2018 and the YOS still retain funding support from the Police and Crime Commissioner as part of the successful Deter Young Offender Strategy, which was highly regarded in the last HMIC Inspection.
- 1.6 The YOS are active partners in the delivery of the Troubled Families (TF) Programme holding a caseload of families identified as TF. This has ensured that targeted whole family support continues to be provided to families that are open to the YOS. In addition to the TF programme, where there are young people working with the YOS that require additional support they adopt the Early Help Assessment model and become the lead professional for the family co-ordinating the agencies involved and action plan.
- 1.7 Victim work is a key priority of the service and victims receive support from an officer dedicated to working with those impacted by youth crime and to reassure local communities and young people about the consequences of crime and anti-social behaviour.
- 1.8 The YOS works holistically to support young people to have high aspirations in their lives and for their future. The service works in partnership to address all the complex issues young people display including physical and mental wellbeing, Acute Childhood Trauma and Education attainment for example. The Service recognises the need to ensure earlier intervention has a greater impact and is working closely with the youth service to develop robust prevention packages specifically in relation to serious youth violence and knife crime.
- 1.9 The YOS has continued to prioritise young people's engagement in individually tailored assessment and support programmes. The Service has embedded a robust quality assurance framework to oversee assessments, pathways and planning and interventions through to outcomes. The service continues to ensure evidenced based interventions are utilised whilst working to establish more

research based practice within the service and through the creation of a group work post which will commence in April 2019. The post will ensure appropriate referrals into group work programmes and facilitate the sessions whilst ensuring the impact is monitored and utilising AQA awards to provide young people with certificate of achievements. The service has supported initiatives to prioritise specific offence types including knife awareness programmes and gang related offending with the aim of reducing the numbers of young people entering the criminal justice system for knife related offending. The service will track the outcomes over the coming year. All young people entering our service, regardless of their offending, receive one to one intervention on knife related offending and consequences. These have been well received across the service and partnership and the service is maximising the funding received, for the Office of the Police Crime Commissioner, to create bespoke group work packages in partnership with targeted Youth Support for 2019/20. The packages will concentrate on two distinct groups of young people targeting those at risk in a prevention project as well as those appearing on the habitual Knife Carrier list in a reducing further offending project.

- 1.10 2018 was an exciting year which saw several developments including that of the bespoke Acute Childhood Trauma work at the YOS. The commissioned work provides two practitioners at set times during the working week to train and consult with staff holding cases that have potential evidence of Acute Childhood Trauma (referred to as ACE) and how to provide support for vulnerable young people with evidence of this in their past. The outcomes are being closely monitored by Public Health England. The evidence of impact of such models has been clearly defined and it is hoped it will have far reaching outcomes for improved lives for young people into adulthood. It is hoped that this resource can also be used as part of the development of Childrens services response to support young people who are criminally exploited or at risk of criminal exploitation.
- 1.11 The service designed a local response to serious case reviews within the service with the removal of the Youth Justice Boards procedures. A new local procedure is now in place and overseen by the Young Offenders Management Board. This ensures all critical learning reviews are closely monitored through the board and through the Leicester children's Safeguarding board as appropriate. It aligns local procedures more closely.
- 1.12 The YOS continues to support young people's access to education, training and employment with some excellent results over the past 12 months. Targeted individual advice and guidance continues to be offered to our vulnerable young people who are not in education, training or employment. The Connexions Service is also working with economic regeneration partners to ensure that Education, Training and Employment for young offenders remain a priority as new provision is developed. The work undertaken on Speech, language and Communication has been clearly evidenced within case work having received feedback from the voluntary training inspection visit in 2018 as well as through case file audits.
- 1.13 The service will support ongoing developments with the CSE and criminal exploitation hub that is being developed and has fully contributed to the working protocol on criminal exploitation and gang related offending. The Service is leading on a multi-agency response to criminal exploitation and a referral and pathways process is being designed. This will also ensure the right responses are made at the right time for children and young people vulnerable to exploitation. The service is also working in partnership with key agencies to develop a localised protocol to continue to reduce the over-representation of Children Looked after and care leavers within the Criminal Justice System. Through concerted partnership work there has been a reduction in CLA open to our service but ongoing work must continue to reduce numbers further.
- 1.14 The Local Authority has invested in the evidenced based Signs of Safety approach to support direct work with families and case management. All staff within Childrens services including the YOS have undertaken training over the past year. The service has identified practice leads to help embed the Signs of Safety approach in the work undertaken to continue to improve outcomes for children, young people and their families.

- 1.15 In September 2018 the service launched a full organisational staff review and remodelling of services through staff and partner consultation. The review enabled the service to take the opportunity to redesign the service to respond to key priorities and recommendations from the Taylor Review and Government response, local service demands and budgetary pressures. The redesigned service will commence from 1st April 2019 and will include new pieces of work such as a wider reparation offer, groupwork programme and a court, custody and resettlement team
- 1.16 The service will also embed the new National Standards over the coming months and ensure self-assessments are completed in line with the YJB guidance and actions highlighted in future plans.

2. Performance Overview

- 2.1 The key performance indicators remain top priority for the service; preventing youth offending, reducing re-offending and the use of custody for young people as well as suite of local performance indicators and a monthly dashboard of indicators for the Children's Performance Board. The impact of the YOS performance and its contribution to wider safeguarding and public protection responsibilities are monitored and reported through the local Children's Trust Board, Safeguarding Children's Board and MAPPA Strategic Board.
- 2.2 The YOS has refined its performance management reporting arrangements to better improve understanding of impact and outcomes and to inform the Young Offender Management Board in response to inspection recommendations. In 2019 the service will undertake a review of the tools being used to track reoffending rates to ensure robust measures are in place and maximising resources. The Youth Justice Board has created a rag rating system for all YOS's to track the key performance indicators and these will be represented in the services performance reports. The service has also refined its Quality Assurance framework to align it with performance outcomes such as custody and reoffending rates. It will also track thematic inspection topics and complete audits for an "inspection ready" approach.
- 2.3 The YOS completes regular 'deep dive' analysis reports for the Young Offender Management Board on priority areas. In a recent Board an in-depth presentation was undertaken on custody rates and case examples with a focus on recommendations. A follow up board received a detailed analysis of all young people who had reoffended over a two-year period and themes and trends identified for improvement.
- 2.4 The most recent quarterly performance report is attached as Appendix One: YOS Performance Report (Feb 19) to illustrate the narrative.

2.5 Reducing First Time Entrants (FTE) Performance 2018/19

2.5.1 There has been a sustained year on year reduction in FTEs for the last seven years. Leicester has continued to see a reduction in the number of First Time Entrants (FTE) with the rate of reduction is greater than the national rate, although it continues to be higher than the national picture.

2.6 Reducing First Time Entrants (FTE) Priorities for 2019/20.

- a) To further reduce the numbers of young people entering the criminal justice system, in partnership with other local agencies though more integrated and targeted youth support.
- b) Work with prevention services to develop a prevention offer to target those young people coming to the attention of police on 2 or more occasions in a six-month period in specific high youth crime neighbourhoods. This will be considered by expanding the use of volunteers prior to out of court youth cautions. By doing so children and young people will receive a short-targeted piece of work to reduce the numbers entering the out of court process, including signposting to other prevention and early intervention services.

- c) To develop a groupwork offer that will concentrate on earlier intervention for young people coming to the attention of the service or partnership.
- d) To reduce the frequency and seriousness of re-offending by first time entrants and to improve earlier identification and assessment of first time entrants, including young people subject to court orders.
- e) To continue to monitor the effectiveness of the Out of Court Disposal Panel to ensure swift, timely and appropriate interventions are put in place to reduce further offending. A focused report undertaken by the police on the out of court disposal panel in 2018 will be revisited to see the impact it has had on reducing reoffending rates in this cohort.
- f) To complete a deep dive Quality Assurance focus on Out of Court disposal cases and bench mark against the thematic HMIP inspection and recommendations that are now included within the Full Inspection process.
- g) To develop a robust assessment process that meets the requirements highlighted by the inspectorate in recent inspection reports.
- h) To develop a robust referral pathway with packages of support and engagement for young people identified as of involved in or at risk of criminal exploitation.

2.7 Reducing Reoffending Performance for 2018/19

- a) The YOS with support from partners has significantly reduced the reoffending rates of young people in Leicester over a sustained period of time. However, more recently the performance indicator has begun to show an increase in the frequency of offending by young people in the tracked cohort and within the live reoffending tracker, which has also been seen across the country. Therefore, the service will work hard to address this increase and has completed an audit of all cases that reoffended in the cohort tracked from 2017 and 2018 to identify areas for improvement and a realignment of resources.
- b) The work outlined above within section 2.6 will also contribute to the reduction of the re-offending rate in Leicester.
- c) The organisational review has meant that caseloads for the YOS are now comparable with other YOT and manageable based on an analysis of case load numbers. However, the complexity of cases has increased, and further ongoing upskilling is required to ensure staff are appropriately trained to work with more challenging young people with more complex needs, including those involved in gangs and county lines. By identifying support for young people who meet the Acute Childhood trauma triggers as well as working on initiatives to support young people being criminally exploited a reduction in offending should be realised.

2.8 Reducing Reoffending Priorities for 2019/20

- a) To continue to monitor the impact of the change to measuring reoffending rates over the coming year due to tracking a smaller cohort and the likelihood of bigger swings in the percentage rates of offending.
- b) To better understand effectiveness of programmes and disparity in local re-offending rates by tracking the outcomes of specific intervention packages.
- c) To design a group work offer that is robust and provides an evidence based approach to its delivery. To consider the use of the Acute Trauma team to complete pre-assessments on young people and prepare them for group work to maximise positive engagement.
- d) To reduce the frequency and seriousness of re-offending by young people known to YOS at all levels including pre- court and first tier interventions, where statistically this remains a challenge both locally and nationally. To revisit the police referral process into the Out of Court Disposal Panel.
- e) To recognise that in last year's plan it was stated that "there is likely to be an increase due to the changing in the counting rules for reoffending rates over the coming year" and this has been realised. To ensure this is fully understood by responding to recommendations from deep dive audits on cases

that have reoffended in the tracked cohort on a yearly basis.

- f) To prioritise and address the area of trauma and emotional trauma in the lives of young people. All staff have been upskilled to effectively identify and respond effectively to emotional trauma. A clear model is now being developed and a service level agreement has been drafted. The impact of this intervention work will be closely monitored by the commissioners of the service, NHS England.
- g) Over the next few months. the service will focus on developing a clear policy and upskill staff in the area of social media. Strategic managers need to consider local policy frameworks for monitoring online activity in line with surveillance legislation and guidance. This information can assist assessments being completed by staff within the service. The Safer Leicester Partnership has designed a cyber-crime sub group which now has YOS attendance to develop robust partnership responses to online crime and exploitation. To also consider embedding safety awareness sessions for all young people on social media and gaming sites.

2.9 Reducing the Use of Custody Performance 2018/19

- a) The YOS has higher than average national rate for the use of custody although this is a relatively small cohort receiving custodial sentences in 2018-19. There has been no deterioration in this performance.
- b) There has been a consistent reduction in the use of custodial sentencing in previous years and this continues to be a priority area for the YOS to further reduce number entering the secure estate.

2.10 Reducing the Use of Custody Priorities for 2019/20

- a) To further reduce the use of remands to youth detention accommodation and custodial sentencing for all young people including children looked after.
- b) To develop a protocol to ensure children and young people who are looked after, care leavers and at risk of or involved in criminal exploitation are not unfairly criminalised.
- c) To complete full audits on all remand and custody cases to ensure any lessons are learnt and ongoing scrutiny of these cases is in place. A yearly deep dive into custody cases will be maintained to ensure recommendations are addressed. In December 2018 a deep dive highlighted excellent practice on resettlement cases with very few areas for improvement.
- d) To embed the newly designed Resettlement Policy across the service and monitor its use and impact.
- e) The service redesign has created bespoke court and custody officers that will, in the main hold the “at the cusp” of custody cases, into custody and resettlement. This will provide a consistent offer to those entering the secure establishment and provide a small number of staff that develop close working relationships with the secure estate. This new project will be carefully monitored to evaluate the impact and outcomes. The Service Manager is exploring closer working relationships with the “local” secure estate.
- f) To embed a new strategy for serious organised crime and gang related offending in Leicester in partnership with the Police. This is currently in draft with the view of establishing a new hub to respond to cases that are vulnerable to CSE, criminal exploitation, county lines and missing persons. The multi- agency hub will respond to intelligence in real time to have the biggest impact.
- g) To consider and explore options for targeted recruitment for accommodation (PACE bed) for young people who have been arrested as an alternative to detention prior to appearance in court.

2.11 Engaging in Education, Training & Employment (ETE) Performance 2018/19

- a) The level of ETE engagement is continuing to improve and better than the family group and regional comparators. This places the YOS performance in the top quartile nationally for the third consecutive year.
- b) The high level of ETE engagement with young people known to YOS has been sustained through close partnership working with Educational Psychology, Education Welfare and Connexions Services, as well as working hard to ensure improved communication with key schools in Leicester.

2.12 Engaging in Education, Training & Employment (ETE) Priorities for 2019/20

- a) To further reduce the numbers of young people who are not in full time Education, Training & Employment (NEET) and known to YOS. This will include expanding the use of accredited programmes through the group work offer providing an exit route into further education, training and employment opportunities.
- b) To improve the targeting of ETE support for high risk entrants and repeat offenders, including engagement with Educational Psychology services.

3 Structure & Governance

- 3.1 The YOS is positioned within the Social Care and Education Department of the Local Authority. The YOS is strategically overseen by the Head of Service for Early Help and Prevention which has a portfolio of services including the Early Childhood services, Family Support, Youth Services, Multi Systemic Therapy and the Youth Offending Service. This approach contributes to a co-ordinated whole family response supporting earlier identification of families with multiple and complex needs together with increased opportunities for more targeted work with children and families at risk of poor outcomes or involved in crime and anti-social behaviour.
- 3.2 The Service Manager oversees the operational delivery of the service and partnership work under the management of the Head of Service. The Head of Service is managed by the Director for Social Care and Early Help who reports directly to the Strategic Director for Social Care and Education. Governance arrangements for YOS reside with the multi-agency Young Offender Management Board (YOMB) chaired by the Strategic Director for Social Care and Education.
- 3.3 The YOMB has senior officer level representation from statutory services including Police, Health and the National Probation Service. (Appendix One) Representation is also in place from the Connexions Service, Safer Leicester Partnership and CRC. The YOMB meets on a quarterly basis where performance and finance reports are presented by the Service Manager, to inform strategic decisions and resource allocation. A strategic action plan is overseen by the YOMB and Terms of Reference have recently been refreshed. HM Courts are kept abreast of the performance and governance through the Service Manager chairing quarterly liaison meetings with the courts.
- 3.4 The Young Offender Management Board reports include quarterly analysis of performance against key national and local youth justice indicators, audit and self-assessment activity, Serious Incident reporting, National Standards audits; and quarterly YJB monitoring reports. The YOMB reviews and revises its performance management framework on a regular basis, to take into account best practice and changing local and national priorities. Ongoing strategic partnership analysis and priorities for 2018 included Child Sexual Exploitation (CSE), Children Missing and Trafficked who are involved in the criminal justice system, knife crime and gang related activity as well as county lines.
- 3.5 In the last Youth Justice Plan, the Service Manager was keen to develop a Shadow Board for young people to assist in with decision making and developments of the service, or alternatively have a section within the Board whereby young people attend to talk about their experience of supervision to aid the Boards understanding of the services they were responsible for. Due to the launch of the staff organisational review, it was not possible to develop this concept. However, the department has

established a participation and engagement service and the Service Manager has been working closely with the team to develop the services participation offer for 2019/20. As part of the staff organisational review, all staff were interviewed by a panel of young people that had designed a bespoke set of questions and were given equal weighting.

- 3.6 The Head of Service is a member of MAPPA Strategic Board and the Local Children's Safeguarding Board for reporting and monitoring lessons from Serious Incidents and Serious Case Reviews. The Director for Social Care and Early Help is the chair of the Early Help Strategic Partnership Board which is a sub group of the Leicester's Children's Trust. The Service manager deputises for the Head of Service and ensures attendance at all operation delivery groups that sit beneath the strategic boards.
- 3.7 The Service Manager also holds quarterly liaison meetings with key partners and stakeholders including the Police, Courts, CAMHS, Turning Point (substance misuse provider) etc. These meetings are to be reviewed in 2019 to ensure their continued effectiveness.

4 Resources and value for money

- 4.1 The YJB Youth Justice Grant allocation focusses on innovation and service improvement and supports the annual partnership delivery plan reviewed by the Young Offender Management Board. This ensures resources continue to be prioritised in areas where there are risks to future delivery and performance.
- 4.2 Service improvement activity in 2018/19 has been supported by the YJB through a local re-offending toolkit to provide a more detailed understanding of local re-offending rates. The Service has continued to fine tune this toolkit, with a refresh in 2019, and its use in weekly management reoffending toolkit meetings. Attendance by the police and the Integrated Offender Manager has increased the sharing of real time intelligence for case managers to respond to reducing drift and delay in refreshing assessments and pathways and planning. A refresh of the toolkit will commence during 2019 to ensure the frequency rates are targeted more effectively by the management team.
- 4.3 Funding contributions from statutory partners in Health and the National Probation Service are yet to be confirmed for 2019/20, at the time of writing this plan. The OPCC has confirmed 2019/20 core funding for YOS and additional funding for a 0.5fte Offender Manager post. A table containing the financial, staffing and in-kind contributions made by local partners is contained in Appendix Two for 2018/19.
- 4.4 The YOS has transitioned to a new Youth Justice Management Information System (Capita ONE) from the autumn of 2017 with ongoing service meetings held to address any concerns with the systems performance. The service is still unable to use the connectivity function which is an area of concern but is a technical problem between the Youth Justice Board and the provider. This means that documents can't be sent through connectivity and require securely sending. This needs to be resolved as soon as possible.
- 4.5 The YOS has a reduced probation resource which is now a one full time equivalent (fte) post (which is a 0.5 reduction in allocation) two fte seconded warranted Police Officers, one fte pre-16 education specialist managed within the Education Welfare Service as well as one fte post 16 education coordinator and mentor.
- 4.6 The YOS are continuing to work closely with the Child and Adolescent Mental Health Service (CAMHS) with direct support from a CAMHS practitioner on a part time basis. This is also a reduction in allocated staffing time from a 1 FTE post. In 2017/18 the YOS worked with the Leicester Clinical Commissioning Group and stakeholders to ensure that the local CAMHS Transformation included the support needs of young people known to YOS. This led to the development of a specific bid and successfully receiving funding to secure two practitioners working across LLR to offer support for the Trauma Induced work. Staff have been trained to identify triggers and how to work with young people that display acute childhood trauma. Additional YOS resources include dedicated Educational Psychologist time and a dedicated Education, Training and Employment Personal Advisor surgery from the Connexions Service.

4.7 The YOS has a diverse workforce that reflects the diversity of the local communities that it serves. The entire YOS workforce is employed on a permanent basis, apart from one agency employee covering reception duties due to a current freeze on recruitment within business support. As part of the service redesign an Equality Impact Assessment was completed highlighting an underrepresentation of female employees in all parts of the service apart from management. This is an under representation in comparison to the demographic of our workforce. This will be closely monitored to ensure no detrimental impact on front line service delivery specifically towards our female service users that may require female practitioners. However, we do not feel this will be problematic as the local demographic of the cohort of young people we are working with are predominantly male which is reflective of our workforce.

4.8 The YOS works with a wide range of volunteers reflecting the diversity of Leicester's communities in relation to race, religion and belief. A structure chart including the full YOS staffing establishment is contained in Appendix Three.

5 Partnership Arrangements

5.1 The YOS is fully integrated into local partnership planning arrangements for both children and young people and criminal justice services. There are regular joint meetings with key partners including the Police, Courts, Health (Public Health and Clinical Commissioning Group) and Probation (NPS) to support the delivery of shared strategic priorities.

5.2 The Head of Service for Early Help and Prevention or YOS Service Manager is represented on/or responsible for the following key strategic partnerships:

6 Leicester Children's Trust Board (LCTB)

7 Local Safeguarding Children's Board (LSCB)

8 Early Help Strategic Partnership Board

9 Safer Leicester Partnership (SLP)

10 Multi Agency Public Protection Arrangements Strategic Board (MAPPA)

11 Children and Adolescent Mental Health Service (CAMHS) Multi Agency Partnership

12 Edge of Care Interventions Board

13 Prevent Steering Group and Channel Panel

14 Operational delivery MAPPA Meetings

15 Substance Misuse Partnership Board

16 Level 2 and 3 Mappa meetings

17 Early Help Assessment Partnership Allocations Hub

18 CSE, Missing and criminal exploitation meeting

5.3 The YOS is working in partnership with the Youth Service to deliver knife awareness programmes for two distinct groups of young people, those whom are known to carry knives and those that are at risk of becoming knife carriers. This work is being funded by the Office of the Police and Crime Commissioner (OPCC) youth crime prevention programmes and it focuses on preventing re-offending by high risk entrants to the youth justice system and repeat high risk offenders.

5.4 This includes jointly commissioned work with local voluntary sector youth service providers that support national indicator performance and outcome measures jointly monitored by the OPCC. The work has focused, more recently, on knife crime and related offending. Specific programmes have been delivered in partnership to reduce the number of knife related offences across the city. It is hoped this work will continue over the coming year.

5.5 Accommodation is included as part of all intervention planning by case managers for any young person made subject to a custodial sentence or remanded to Youth Detention Accommodation. Every young person who is made subject to a custodial sentence or made subject to Youth Detention Accommodation is allocated a Youth Advocate. The focus of the advocate work is to deliver and enable access for support with health, family, education, training and employment and accommodation.

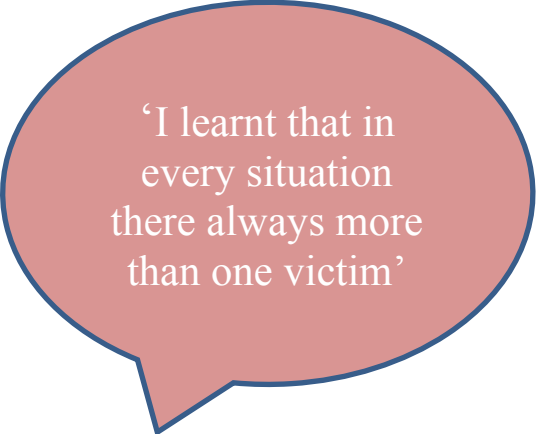
5.6 All young people subject to custodial sentences are reviewed by a multi-agency panel, called the Case Management and Diversity Panel which is chaired by the Service Manager. Agencies represented include Connexions, CAMHS, substance misuse and parenting workers to ensure that young people's safeguarding, risk of harm, welfare and mental health needs are appropriately assessed. Parenting support is provided to all young people in custody and their families throughout the custodial sentence to plan and support reintegration into the community. Other key professionals will be invited depending on the specifics of each case being presented to the panel.

6 Celebrating success


6.1 There are a number of areas to be proud of and celebrate over the previous year's achievements. The following are just some of the examples of success:

- a) The service is developing a robust offer to young people who have experienced Acute Trauma (ACE) in their lives and how to support young people with a history of trauma.
- b) The service delivered its first Summer Arts college in over 10 years with all 10 participants completed the programmes and receiving accredited arts awards. The service was thrilled with this outcome and received an award of excellence. All ten young people have gone on to secure education, training and employment opportunities and have not reoffended to date. The service will be running another arts college this summer and is excited to build on an already successful model. (Refer to Appendix 4 for photos from the summer arts)
- c) The service has worked in partnership to develop some excellent packages for young people carrying knives or as preventative programmes. The service commissioned Street Doctors to complete first aid sessions with young people including those in care.
- d) Continual improvements in a number of our performance indicators including the outstanding performance regarding the number of young people attending full time Education, Training and Employment.
- e) Continuing to offer a good service to our service users and ensuring the voice of our service users is heard throughout assessments and delivery of interventions.

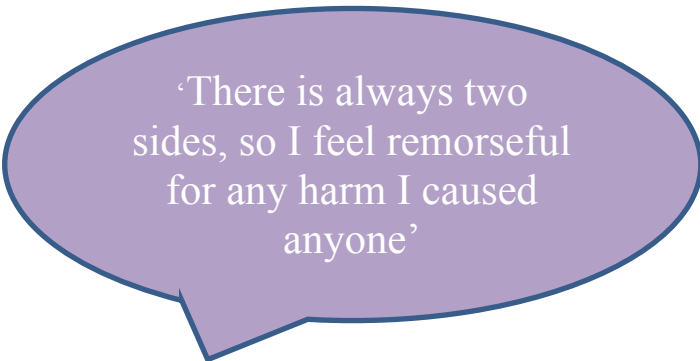
Feedback quotes from young people completing reparation



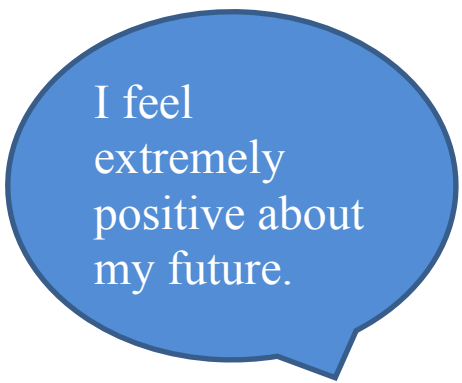
'I learnt that in every situation there always more than one victim'



'I learnt to make up for my mistakes'



‘There is always two sides, so I feel remorseful for any harm I caused anyone’



I feel extremely positive about my future.

7 Risks to future delivery

- 7.1 A challenge for the YOS is to maintain continuous improvement in the context of any proposed national changes to the Youth Justice System arising from the Taylor Review and the Youth Justice Board changes. Additional risks to future service delivery arise from reduced government and partnership funding.
- 7.2 The YOS has undergone a full-service redesign primarily due to funding reductions. This will mean an increase in case load numbers for individual staff and this will have to be closely monitored.
- 7.3 The service has responded to some significant changes/challenges over the past year and there needs to be a period of stability for the service. The national standards require careful compliance monitoring once launched within the service.
- 7.4 The YOS is working with strategic partners through the YOMB to ensure that national changes to the criminal justice system through Police, HM Courts and Probation services are managed appropriately and address risk, public protection and safeguarding priorities for young people.
- 7.5 The YOS will continue to produce a yearly strategic and operational action plan overseen by the partnership Youth Offender Management Board.
- 7.6 The service will be moving to new premises towards the end of June/July which is the first move since its creation. This will be an ideal opportunity to rebrand and relaunch the new service in its new accommodation. It will also require a change of delivery style with staff working more widely and consistently in local communities.

8 Priorities for 2019/20

8.1 Priorities for the Leicester YOMB Partnership for 2019-20 are as follows:

- ❖ To embed and monitor the new YOS model of service delivery post reconfiguration.
- ❖ To further improve the quality of assessments and effectiveness of YOS interventions to reduce re-offending.
- ❖ To ensure that young people who are known to YOS as children in need or in need of protection including from child sexual exploitation, criminal exploitation are identified, safeguarded and their cases escalated where appropriate. The YOS to continue to be a core panel member for the newly designed exploitation meetings and to take the lead of on the development of a robust referral pathway for young people recognised as being exploited.
- ❖ To develop a prevention offer in partnership to prevent offending and further reduce reoffending by children and young people.
- ❖ To develop a volunteer, offer for young people receiving Community Resolutions.

- ❖ To continue to reduce the number of Children Looked After who enter the criminal justice system by developing a local protocol and to further reduce the number of young people subject to remands and custody.
- ❖ To monitor the impact of the Acute Childhood trauma work within the service and support its further use within criminal exploitation initiatives as well as group work programmes.
- ❖ To continue to support the partnership knife crime delivery group as it develops over the coming year as well as its close links to criminal exploitation developments.
- ❖ To embed the new national standards within the service and complete a full self-assessment later in the year.

Appendix One – YOS Performance Report

PAPER F

Leicester Youth Offending Service: Performance Report to Management Board Meeting Feb 2019

The following report is based on the Youth Justice Board (YJB) YOT Data Summary released in Sep 2018 and is therefore the latest data available April - September 2018 (QUARTER 2). The reporting periods for each measure are shown in the table below:

Measure	Reporting period
First Time Entrants	Jul 17 -Jun 2018
Reoffending	Three-month Cohort Oct 2016 – Dec 2016 12 Month Cohort Jan 16 – Dec 16
Use of Custody	Oct 17 -Sep 2018
Education, Training & Employment	July -Sep 2018
Accommodation	July -Sep 2018

Executive Summary Section 1:

Overall the Youth Offending Service has had the following performance updates since the last reporting period:



Draft v 1-2

Leicester City Data Summary April - September 2018

Leicester City East Midlands Leicestershire YOT family* YOT comparison group selected** England & Wales England

*Review family list and data on 'New YOT Family' tab
 **Select the desired YOTs on Comparison YOT tab

Indicators

FTE PNC rate per 100,000 of 10-17 population **Good performance is typified by a negative percentage

	Leicester City	East Midlands	Leicestershire	YOT family*	YOT comparison group selected**	England & Wales	England
Jul 17 - Jun 18	334	239	217	345	325	260	262
Jul 16 - Jun 17	359	306	248	416	381	314	317
percent change from selected baseline	-7.1%	-21.9%	-12.6%	-17.0%	-14.9%	-17.1%	-17.2%

Use of custody rate per 1,000 of 10-17 population **Good performance is typified by a low rate

	Leicester City	East Midlands	Leicestershire	YOT family*	YOT comparison group selected**	England & Wales	England
Oct 17 - Sep 18	0.63	0.26	0.27	0.59	0.53	0.32	0.32
Oct 16 - Sep 17	0.91	0.38	0.36	0.78	0.69	0.41	0.41
change from selected baseline	-0.28	-0.12	-0.09	-0.20	-0.16	-0.09	-0.09

Reoffending rates after 12 months - Three month cohorts

	Leicester City	East Midlands	Leicestershire	YOT family*	YOT comparison group selected**	England & Wales	England
Reoffences per reoffender Oct 16 - Dec 16 cohort (latest period)	3.62	3.75	3.48	3.37	3.52	3.98	3.97
Reoffences per reoffender Oct 15 - Dec 15 cohort	3.00	3.39	2.90	3.73	3.74	3.88	3.87
change from selected baseline	20.7%	10.6%	20.0%	-9.6%	-5.9%	2.4%	2.6%

Binary rate - Oct 16 - Dec 16 cohort (latest period)

	Leicester City	East Midlands	Leicestershire	YOT family*	YOT comparison group selected**	England & Wales	England
Binary rate - Oct 16 - Dec 16 cohort (latest period)	44.6%	40.4%	40.4%	36.8%	37.9%	40.4%	40.0%
Binary rate - Oct 15 - Dec 15 cohort	40.5%	36.2%	37.2%	43.0%	43.0%	41.8%	41.4%
percentage point change from selected baseline	4.1%	4.2%	3.2%	-6.2%	-5.2%	-1.4%	-1.4%

Reoffending rates after 12 months - Aggregated quarterly cohorts

	Leicester City	East Midlands	Leicestershire	YOT family*	YOT comparison group selected**	England & Wales	England
Reoffences per reoffender Jan 16 - Dec 16 cohort (latest period)	3.62	3.70	3.65	3.52	3.63	3.90	3.88
Reoffences per reoffender Jan 15 - Dec 15 cohort	3.31	3.45	3.51	3.60	3.64	3.73	3.72
change from selected baseline	9.3%	7.2%	3.9%	-2.2%	-0.5%	4.6%	4.3%

Binary rate - Jan 16 - Dec 16 cohort (latest period)

	Leicester City	East Midlands	Leicestershire	YOT family*	YOT comparison group selected**	England & Wales	England
Binary rate - Jan 16 - Dec 16 cohort (latest period)	41.9%	39.5%	38.7%	39.2%	39.6%	41.5%	41.2%
Binary rate - Jan 15 - Dec 15 cohort	38.5%	36.8%	36.9%	42.4%	41.6%	42.5%	42.1%
percentage point change from selected baseline	3.5%	2.7%	1.8%			-1.0%	-0.9%

Select FTE baseline
 Jul 16 - Jun 17 ▼

Custody baseline
 Oct 16 - Sep 17 ▼

Reoffending baseline
 Oct 15 - Dec 15 ▼

20

**YOT new family group:*

(Slough, Wolverhampton, Sandwell, Hounslow, Hillingdon, Blackburn with Darwen, Coventry, Southampton, Birmingham, Walsall)

1. First Time Entrants

1.1 First Time Entrants are young people who receive a youth caution/conditional caution or court conviction for the first time within the period. The findings for the period 2014-2018 are as follows:

- a. The FTE for Leicester YOS have been declining consistently over the period from June 14 – June 18.
- b. Year on Year the decline in FTE's has not matched that of national and regional figures which have been declining at a faster rate.
- c. The increase or decline is influenced directly by our police partners.

2. Reoffending

2.1 The data for this indicator comes from the Police National Computer (PNC) and is published by the MoJ. The 12-month reoffending rate for the Oct 16 - Dec 16 cohort is presented and is the latest available data. The cohort consists of all young people who received a pre-court/court disposal or released from custody during that date range.

2.2 There is slight decrease in reoffending rates during the period of Oct 2016 -Dec 2016 cohort (latest period from PNC) in terms of both the binary and frequency reoffending rates. However, the binary rate for Leicester is now the highest amongst the new YOT family group.

3. Custody

3.1 The indicator uses case level data. Latest data is up until Q2 Jul -Sep 2018 and is the number of custodial sentences in the period given to young people (with a local residence aged under 18 years on the date of their first hearing related to the outcome. Successfully appealed sentences are discounted). If a young person was given the same type of custodial sentence on the same day to be served concurrently or consecutively, they will only be counted once. This data is also presented as a rate per 1,000 young people in the 10 to 17 local general population.

3.2 In terms of the use of custody Leicester's rate has reduced considerably over the last two years (2016/17 and 2017/18) although it remains above national and regional averages which also continue to reduce steadily (but noting that Leicester had a higher baseline to reduce from). The local rate for Leicester is still one of the highest when compared to the new YOT family group.

4. Education, Training and Employment.

4.1 Leicester is continuing to perform better than the regional and national averages for both school-age and above school-age young people. This has improved quarter on quarter and something the service is very proud of.

*** (Please note the information that is displayed in the latest YJB (Leicester City Data summary April – September 2018 regarding the Education and Accommodation figures is incorrect. This has been reported to YJB and awaiting a response.)*

5. Accommodation.

5.1 For Accommodation Leicester's performance remains better than the regional and national averages on all three post-court tiers of the youth justice system.

*** (Please note the information that is displayed in the latest YJB (Leicester City Data summary April – September 2018 regarding the Education and accommodation figures is incorrect. This has been reported to YJB and awaiting a response.)*

6. SUMMARY OF KEY PERFORMANCE INDICATORS

FTE PNC rate per 100,000 of 10-17 population
Jul 17 -Jun 18: Rate of 334 per 100,000. (Number = 112 young people)
Jul 16 -Jun 17: Rate of 359 per 100,000. (Number = 119 young people)
Decrease by 7.1% GREEN
Re-offending Rates after 12 months – Three months cohort
Frequency rate: Oct -Dec 16 Cohort (latest period) = 1.62 Reoffences/offender (65 young people in cohort and 105 re-offences)

Frequency rate: Oct -Dec 2015 cohort (previous period) = 1.21 Reoffences/offender (84 young people in cohort and 102 re-offences)
Increase of 0.41 offences per offender RED
Binary rate: Oct -Dec 16 Cohort (Latest period) = 44.6% (65 young people in cohort and 25 reoffenders committing average of 3.62 offences per re-offender)
Binary rate: Oct -Dec 15 Cohort (Previous period) = 40.5% (84 young people in cohort and 34 r reoffenders committing average of 3.00 offences per re-offender)
Increase of 4 % RED
Use of Custody rate per 1,000 of 10-17 population
Oct 17 -Sep 2018: Rate of 0.63 per 1,000. (21 custodial sentences)
Oct 16 -Sep 2017: Rate of 0.91 per 1,000. (30 custodial sentences)
Reduction of 45% (GREEN)

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6.1 Having met the Youth Justice Board regional representative in November the service has been informed that the YJB will now be rag rating YOS's based on their quarterly data as follows;

- a. **RED** – concerns regarding performance which will be discussed with the YOS to look at factors and trends. A letter could be sent to the Chair of the YOMB and YOS and If the issue continues without any exceptional issues this could be escalated to the Ministry of Justice.
- b. **RED/AMBER** – concerns but will be monitored and overseen to consider any actions required.
- c. **AMBER/GREEN** – some concern but generally won't be closely considered unless continues to deteriorate.
- d. **GREEN** – positive and no concerns

6.2 The Service Manager will oversee the rag ratings and include any risks or concerns, in future, into the improvement action plan. The above process is new and the YJB are still looking at how this will work in practice and there may be further changes. At the time of writing the service had not received their indicative rag rating scores for this reporting quarter.

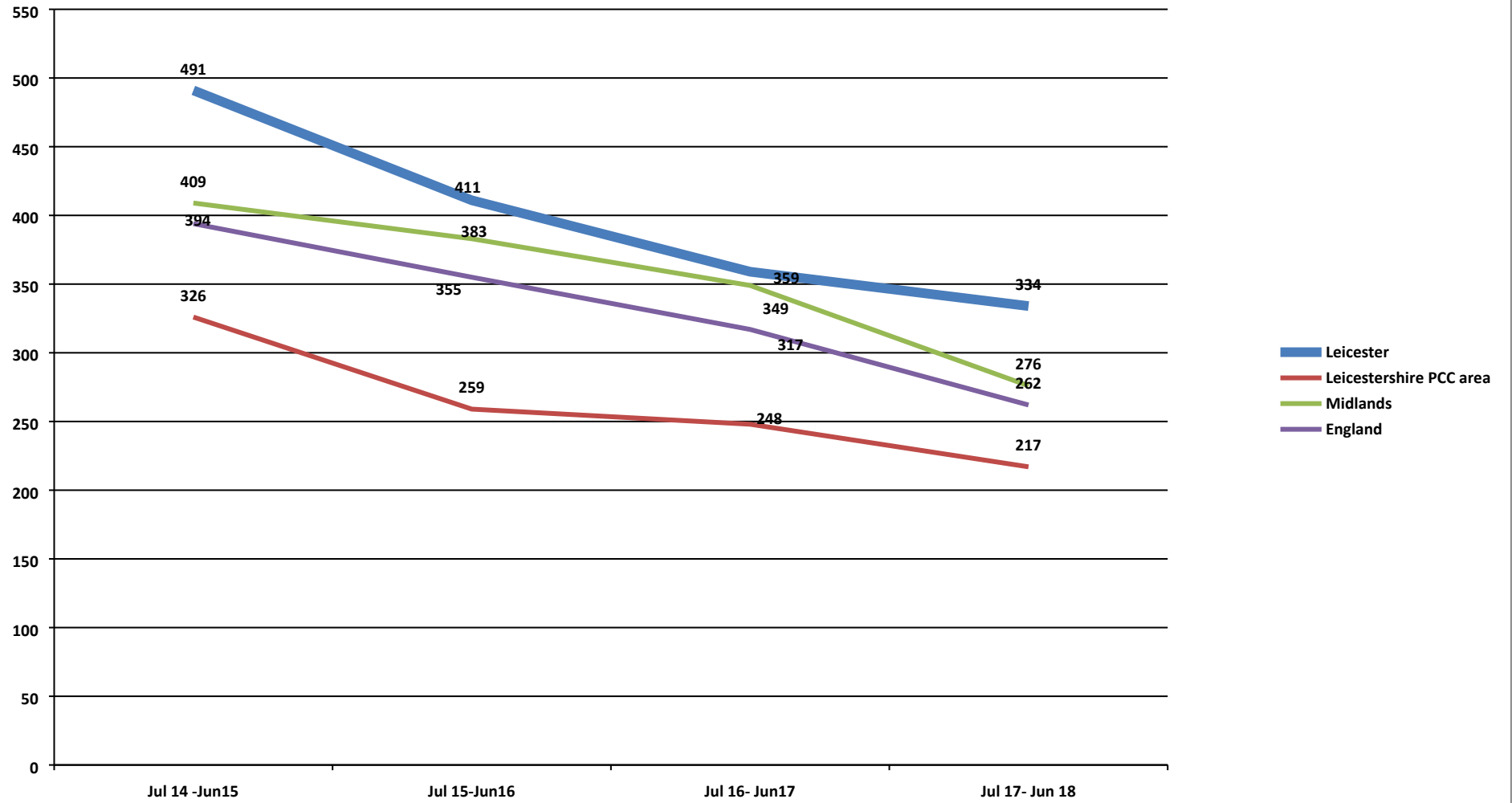
Detailed analysis Section 2

1. Preventing young people entering the youth justice system

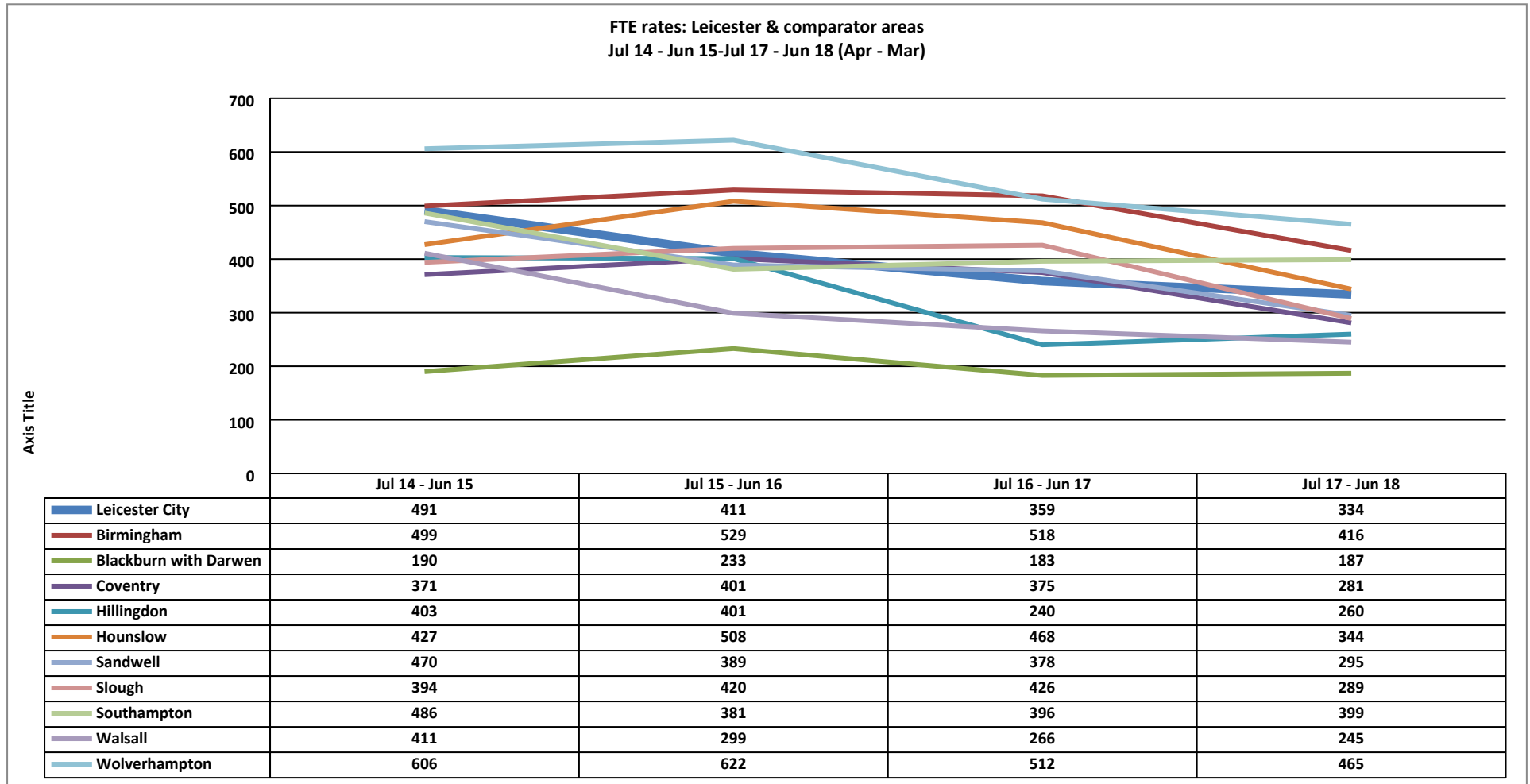
Indicator	Direction of travel	Peer comparison	Overall performance
First-time entrants to the youth justice system	Increase	Still above national and regional	RED/AMBER

- 1.1 The measure is the rate per 100,000 local youth population who enter the youth justice system by receiving a caution or a sentence. There were 112 first-time entrants (FTEs) to the youth justice system in Leicester in year ending Jul 17- June 18, equivalent to a rate per 100,000 youth population of 334. This compares to 119 young people in the year ending Jul 16 -June 17. This is a 7.1% decrease in numbers. The local rate remains above the average for the Leicestershire PCC area, Midlands region and England. This is illustrated in the chart below.

FTE rates: Leicester & comparator areas
2014-2017 (Apr - Mar)



The chart below shows how Leicester's FTE rate over the last 4 years compares with the new YOT Family Group.



- These are some of the most similar areas to Leicester.

This shows that the rate for Leicester has reduced from 491 per 100,000 in 2014 to 334 in 2018.

- 1.2 The following can be highlighted from the above graphs;
- a. The FTE for the Leicester YOS have been declining on a consistent basis over the period from June 14 – June 18 – Leicester YOS has continued to sustain a decline.
 - b. Year on Year the decline in FTE's has not matched the same consistent rate of fall in other areas. Leicester YOS needs to work closely with partners, specifically the police, to address this.
 - c. The service needs to contact the new Family YOS's that have reduced their FTE at a quicker rate to share best practice examples. The Data Officer will make contact prior to the next quarterly report and consider options available to the service.
 - d. A key part of the strategy for reducing first time entrants is the triage panel which is a meeting between the Leicester City and Leicestershire YOTs with the Leicestershire Police to share information and agree which young people can safely be diverted from the formal youth justice system. The Leicester YOS can offer voluntary interventions with young people who might otherwise have to be brought into the formal youth justice system and be given a criminal record. The panel is frequently observed to ensure its effectiveness with a recent visit by the Head of Service.
 - e. A scrutiny board checks the decision-making process of the panel and continues to positively endorse the decisions. However, a close look at prevention offers prior to entering the out of court disposal process is needed to reduce the flow of young people coming into the First Time Entrants route. There are several initiatives around the country that are reducing numbers coming into the out of court disposal system which need to be explored but requires resourcing.

2. Reducing reoffending

Indicators	Direction of travel	Peer comparison	Overall performance
Reoffending. The indicators are the proportion of cohort members reoffending within 12 months (binary rate) and the average number of further offences committed (frequency rate).	Decreased compare to last quarter	Slight decrease in reoffending during the period of Oct 16 -Dec 2016.	Remains high and still RED

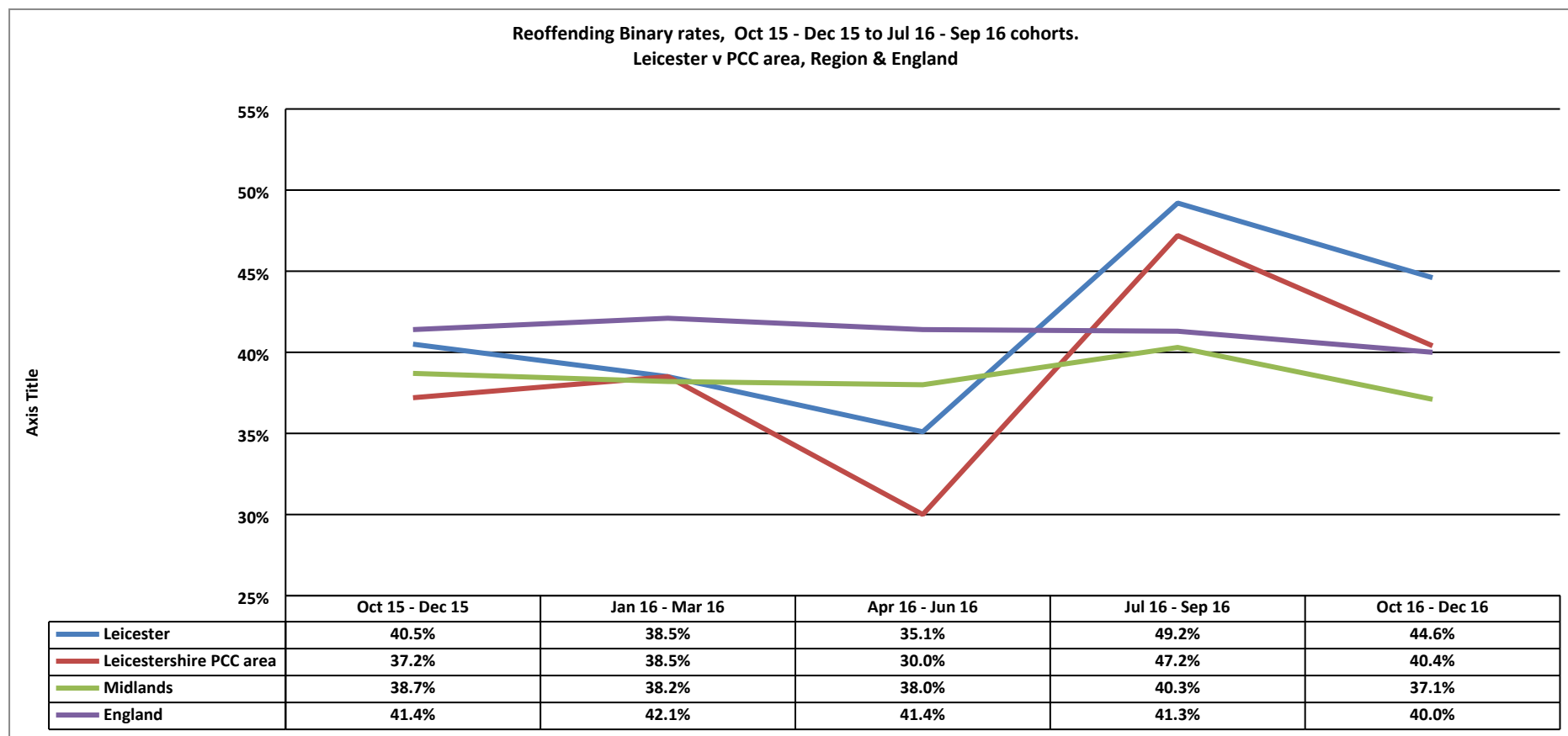
- 2.1 Young people receiving a youth justice disposal in a 3-month period are tracked via PNC for the subsequent 12 months to see if they reoffend. There is an additional 6-month time-lag to allow for criminal proceedings to go through. The performance data is therefore only available 2 years after the activity which is being measured occurred.

*** (The binary rate is the percentage of young people in the 12-month cohort who have reoffended within 12 months of entering the cohort. The frequency rate is the number of further offences divided by the number of cohort members (or the average number of offences committed by each cohort member)).*

2.2 The measure has changed and is now based on a 3-month cohort (i.e. membership is all young people receiving a disposal during a 3-month window) rather than a 12-month cohort as previously. It is still based on reoffending over the following 12 months.

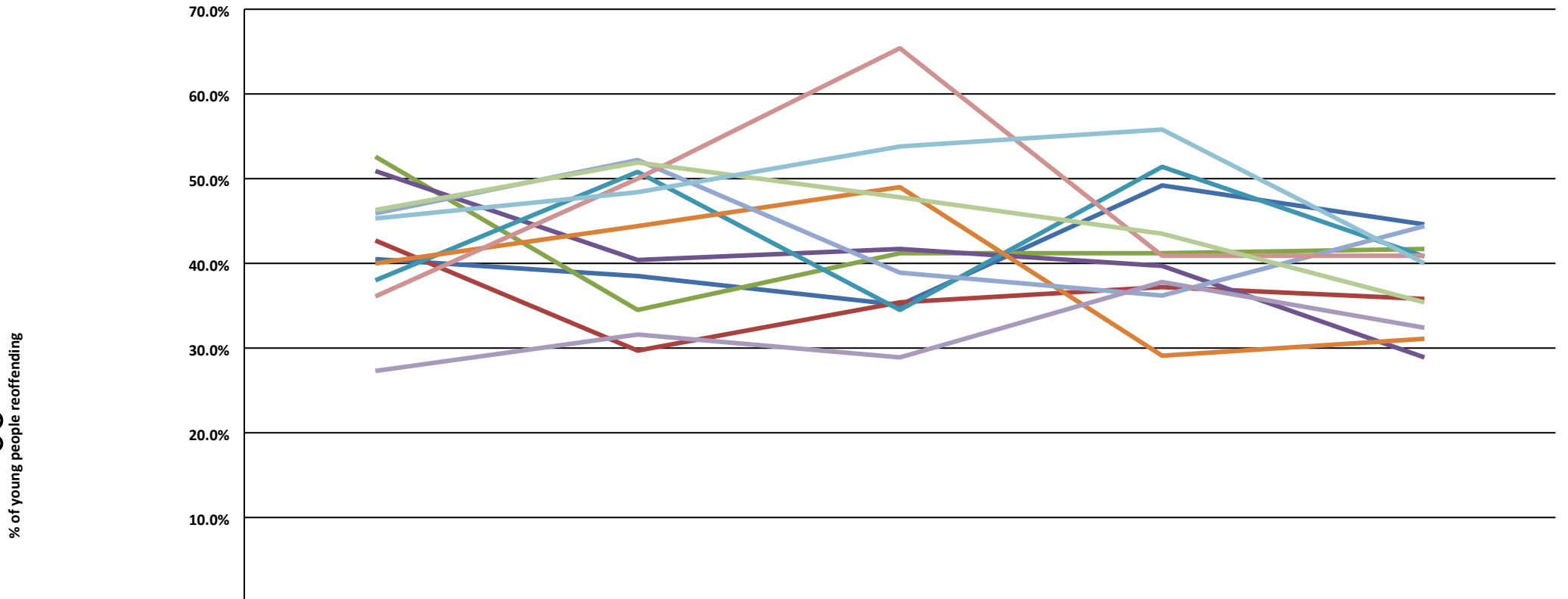
(NOTE: The effect of the change is that there is likely to be more fluctuation from quarter to quarter because cohorts are much smaller, and a fewer persistent offenders dropping into or out of the cohort can make a bigger difference).

2.3 The chart below compares Leicester’s binary reoffending rate with the averages for the Leicestershire PCC area, the Midland region and England over the last 5 cohort periods.



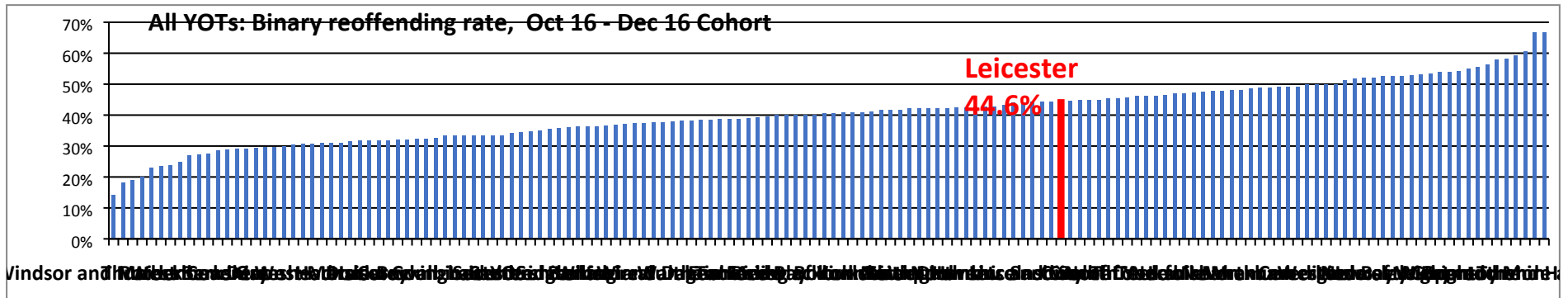
- 2.4 The latest binary rate for cohort (Oct 2016 – Dec 2016) for Leicester is 44.6% is decreased by 4.6 % on the previous cohort (Jul 16 – Sep 16), and 4.1% higher than for the same period the previous year (Oct 2015 -Dec 15).
- 2.5 There is a slight decrease with the Oct – Dec 2016 cohort. However, as pointed out earlier, there are likely to be greater fluctuations from cohort to cohort when the cohorts are smaller.
- 2.6 The chart below shows how Leicester’s binary reoffending rate over the last 5 cohorts compares with the new YOT family Group.

Leicester & comparator YOTs:
Binary reoffending rates, Oct 15 - Dec 15 to Oct 16 - Dec 16 cohorts.



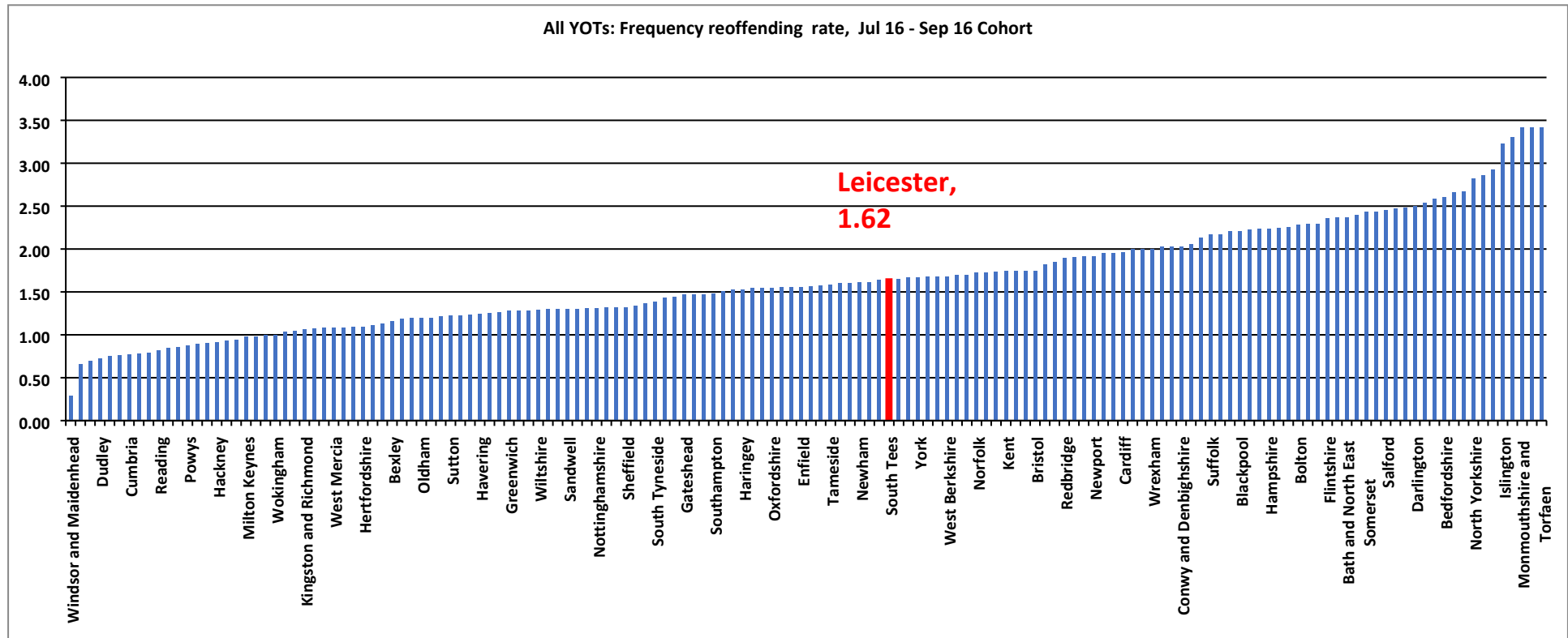
	Oct 15 - Dec 15	Jan 16 - Mar 16	Apr 16 - Jun 16	Jul 16 - Sep 16	Oct 16 - Dec 16
Leicester City	40.5%	38.5%	35.1%	49.2%	44.6%
Birmingham	42.7%	29.7%	35.4%	37.2%	35.8%
Blackburn with Darwen	52.6%	34.5%	41.2%	41.2%	41.7%
Coventry	50.9%	40.4%	41.7%	39.7%	28.9%
Hillingdon	38.0%	50.8%	34.5%	51.4%	40.8%
Hounslow	40.0%	44.4%	49.0%	29.1%	31.1%
Sandwell	45.9%	52.2%	38.9%	36.2%	44.4%
Slough	36.1%	50.0%	65.4%	40.9%	40.9%
Southampton	46.3%	51.9%	47.8%	43.5%	35.4%
Walsall	27.3%	31.6%	28.9%	37.8%	32.4%
Wolverhampton	45.3%	48.4%	53.8%	55.8%	40.0%

- 2.7 The Leicester re-offending has increased after three consecutive reductions in reoffending rates and has now increased in the last two quarters (Jul 16-Sep 16 and Oct 16 -Dec 16) amongst the comparator areas.
- Re-offending rate for Leicester has gone up in Oct -Dec 2016 by 4.1%.
 - The re-offending rate for Oct – Dec 16 was 44.6% (65 young people) when compared to same period Oct -Dec 2015 which was 40.5% (84 young people)
 - The cohort size has reduced by 19 young people.
 - On average young people are committing 3 offences per re-offender in Oct -Dec 2015 and 3.62 offences per re-offender in Oct -Dec 2016.
 - The binary rate has decreased but the re-offending rate remains high
- 2.8 Although the overall trend in our family group has seen a fall in re-offending it is important to understand that the actual small size of the cohorts leads to dramatic changes. Given the volatility of the smaller cohorts the changes in rates between cohorts vary considerably depending on which base-line cohort is used.
- 2.9 The following measures are being considered or developed to ensure re-offending rates are monitored and effectively reduced;
- The service has been completing a deep dive audit report on two different cohorts (July 2017 – Sep 2017) and (Jan 2018 – March 2018) cohort.
 - This has been shared with clear recommendations for improvements to positively impact on reoffending rates going forward. (Appendix E)



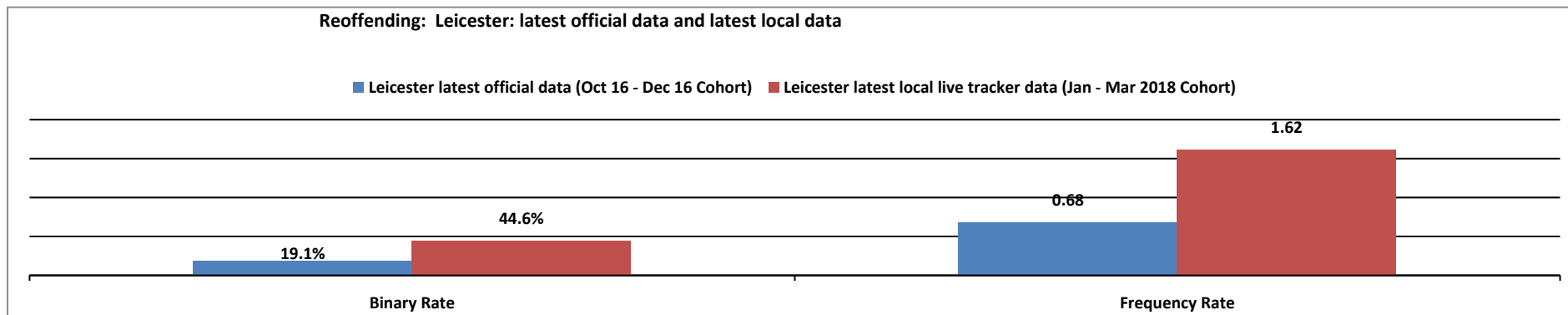
*** (Leicester is now towards the middle of the top quartile nationally for binary reoffending -39st out of 137 YOTs)*

2.10 The chart below shows Leicester's position nationally for the frequency reoffending rate (*the average number of further offences per cohort member*):



*** (This puts Leicester in 39th place).*

- 2.11 Over the past 2 years the YOS has been taking actions to improve reoffending performance by using the live tracking tool (YJB design) to take a strategic overview of the whole cohort and ensure the right actions are taken for the right young people at the right time.
- 2.12 By conducting local tracking of those young people entering the local cohort we can get a more up-to-date indication of local performance. The chart below uses locally collected data for the January – March 2018 cohort (2 cohorts later) which is still not complete, and compares it with the latest official PNC data.



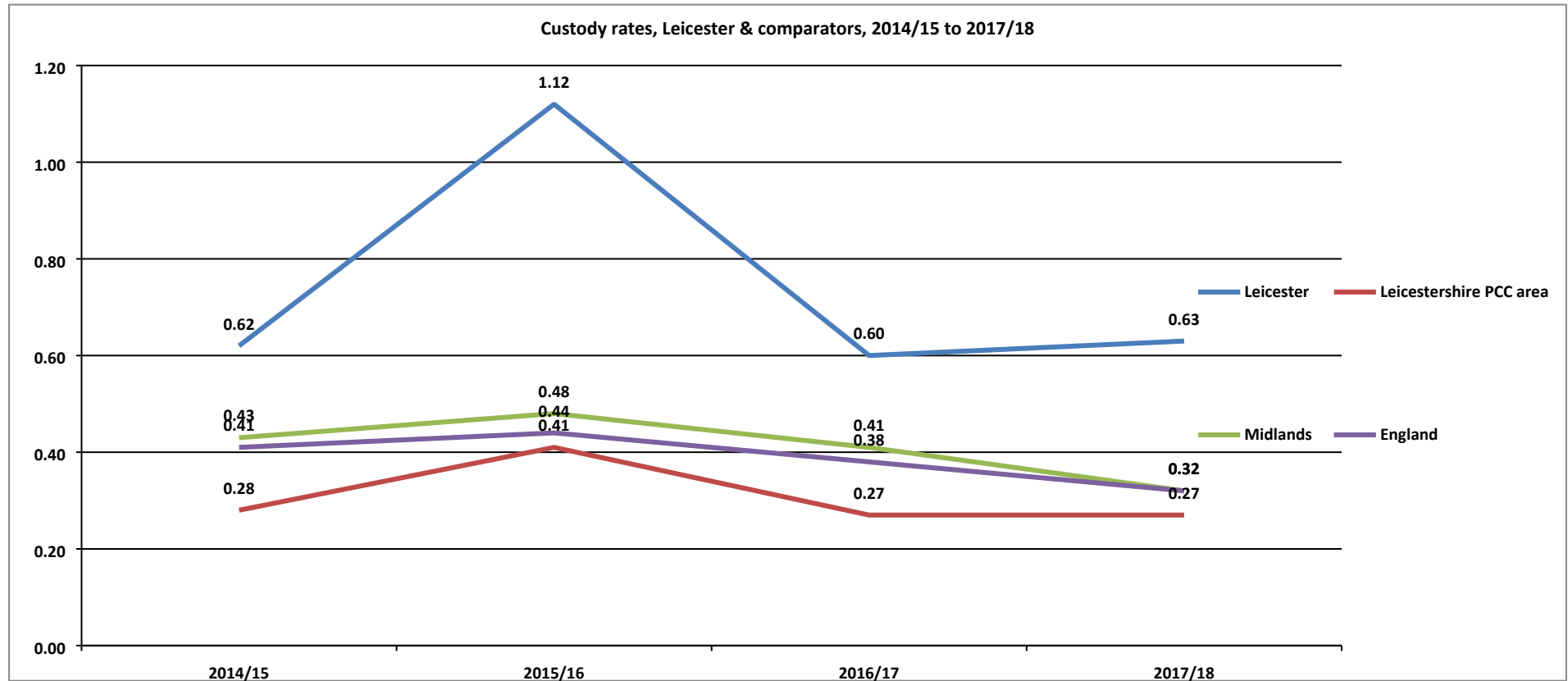
2.13 This shows that both the binary and frequency rates have reduced. It should be emphasised, however, that the blue bars reflect locally collected data, not official data. The actual numbers are: 68 young people, 13 of whom reoffended, committing a total of 49 further offences between them. These young people still haven't completed the 12 months of re-offending tracking cohort. Therefore, the binary rate and frequency rate will change as these young people complete 12 months tracking period. The emphasis needs to be on the number of offences being committed by a small cohort of young people. This will have examined through the re-offending live tracker.

3.Reducing the use of custody

Indicator	Direction of travel	Peer comparison	Overall performance
Custodial sentences. The indicator is the rate per thousand local youth population sentenced to custody	Reducing	Still higher than regional & national averages but now close to the average amongst the most similar YOT areas	GREEN/AMBER

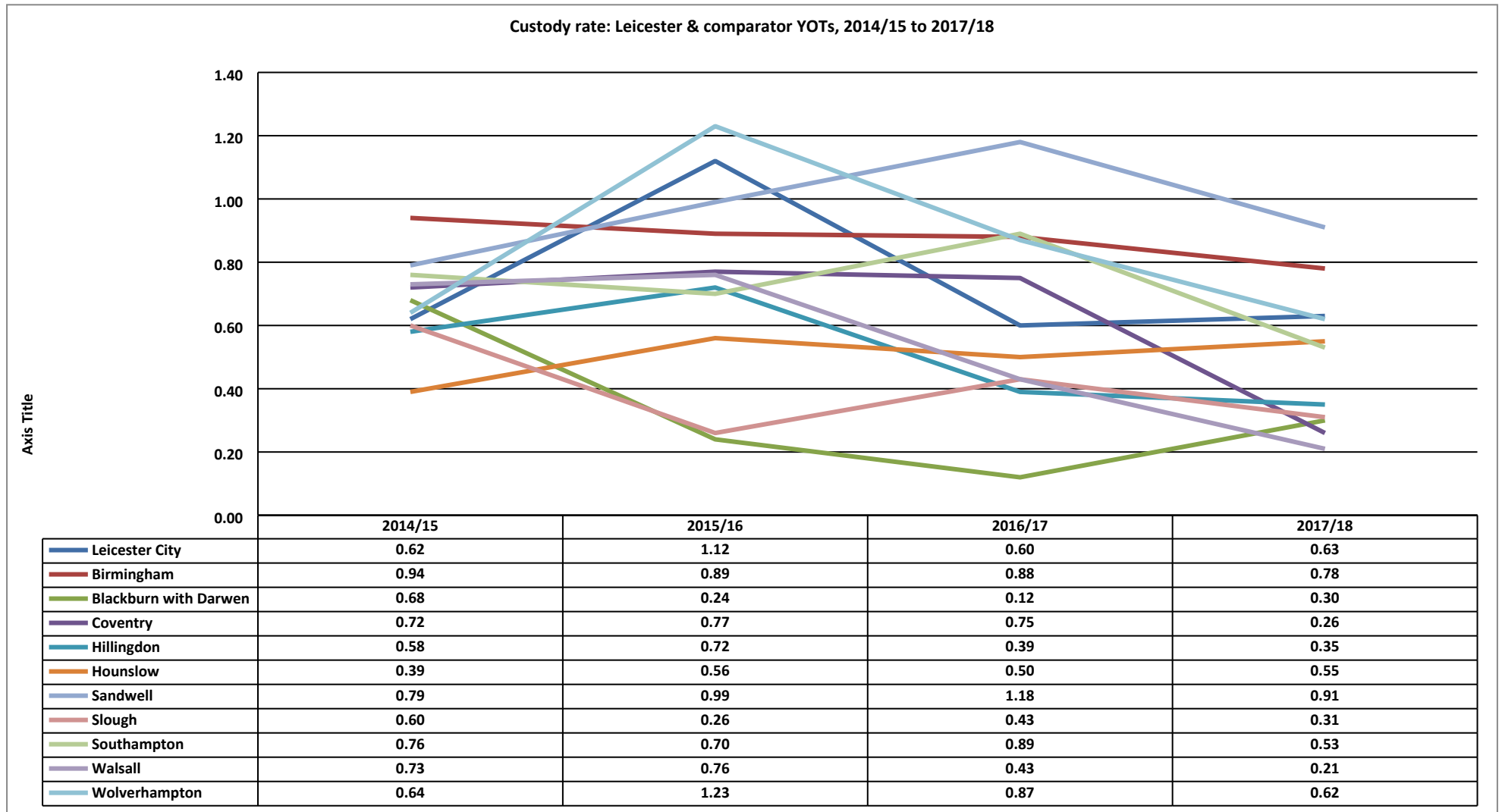
3.1 The custody rate is measured by the number of custodial sentences per 1,000 local 10-17 youth population.

3.2 Custody rates for the last 4 years for Leicester, Leicestershire PCC area, the Midland region and for England are shown in the chart below.



3.3 It can be seen that in 2015/16 Leicester had a rate well above those for the Leicestershire PCC area, the Midland region and England, but in 2017/18 the gap has narrowed considerably. The national, regional and Leicestershire PCC area rates have all reduced over the last year. Leicester's rate is now only marginally higher than the regional and national rates. Although Leicester has taken measures to reduce custody rates, some offences have a high severity rate that means the court has no alternative than to sentence to custody.

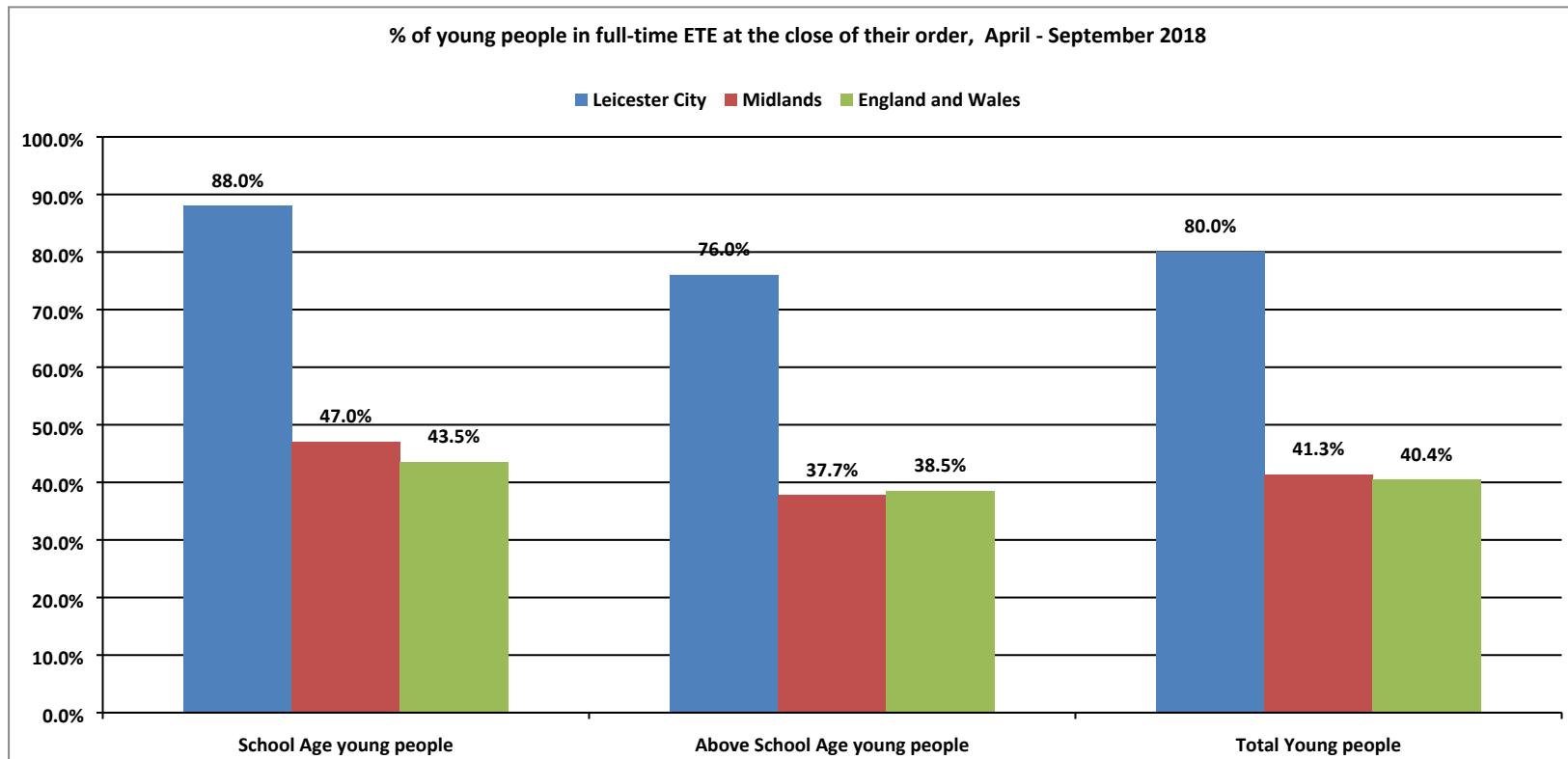
3.4 The chart below shows how Leicester compares with the new YOT family group areas in use of custody.



- 3.5 This shows that Leicester has returned to the middle of the group in terms of the use of custody, and the rate is now lower than the group average. The rate for Leicester has more than halved over the past five years which is encouraging.
- 3.6 In terms of actual numbers there were 21 young people sentenced to custody in from Oct 2017 – Sep 2018 as against 31 young people for Oct 2016 – Sep 2017.
- 3.7 A new Resettlement Policy was written and launched this year and an audit of all custody cases over a three year period was undertaken and findings reported in the Decembers Quality Assurance report (Appendix D) the results were encouraging.

4.Young people in Education, Training and Employment (at the end of their order)

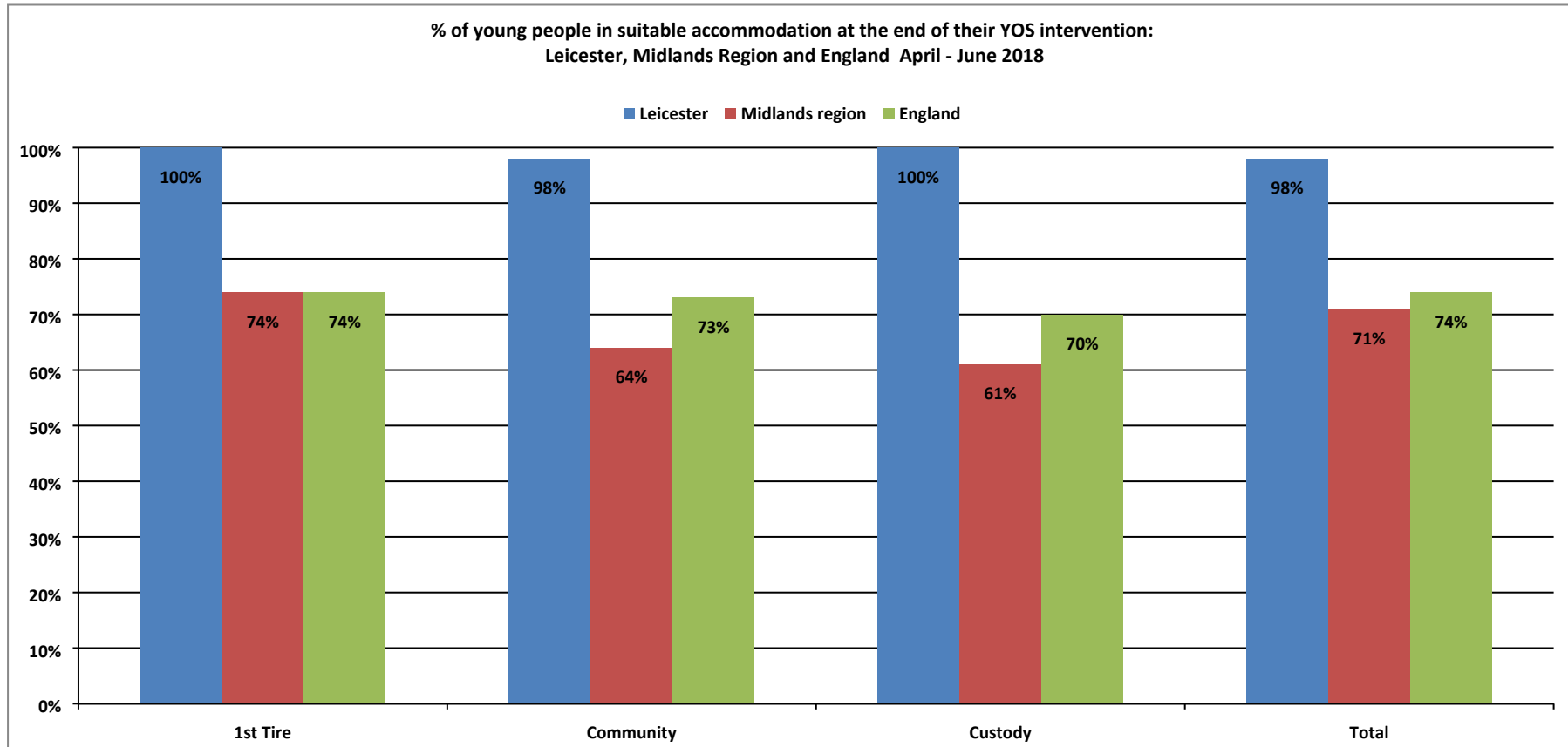
- 4.1 The measure is the proportion of young people who are in receipt of full-time education, training or employment (ETE) at the end of their YOT disposal.
- 4.2 The chart below shows how Leicester performed compared to the region and England in the period April 2017 to September 2018. It illustrates that in terms of both school-age and above school-age young people Leicester performed far better than the average for the Midlands and England



- 4.3 In terms of Special Educational Needs and Disabilities (SEND) a total 6 out of 47 young people in this cohort had an Education, Health & Care Plan (EHCP). 5 out of the 6 were attending full-time provision (1 was NEET)

5.Young people in suitable accommodation at the end of their YOS intervention

5.1The chart below shows the proportion of young people who were in suitable accommodation at the end of their YOT intervention in Leicester in the period April 2017 to September 2018 compared with the average for the Midlands region and England:



- 5.2 This illustrates that in Leicester all those completing 1st tier disposals and all those leaving custody were in suitable accommodation. One young person completing a community disposal was not in suitable accommodation due to sofa surfing. This is far above the regional and national averages for young people being in suitable accommodation at the close of their order, whether that is a 1st tier, community or custodial disposal. This is particularly encouraging for young people being resettled from custodial establishments. Not having suitable accommodation is a key risk factor for young people especially when leaving custody.
- 5.3 Although the statistics are encouraging we do have presenting issues around suitable placements for our young people including when young people are being resettled into the community. This will continue to be an area for development with our partners, including SCS.

6. Disproportionality

- 6.1 The YJB will be completing a piece of research looking at what has occurred since the publication of the Laming report. In Leicester a significant piece of work has been undertaken with residential homes and police on the criminalisation of children looked after and this continues to be a priority area for Leicester City council and key partners (see report appendix C)
- 6.2 Locally, Leicester and Leicester YOS and the courts have joined up as part of the joint court liaison meetings to develop a panel that scrutinises the decision-making processes of the YOS and courts paying specific attention to disproportionality. The panel is hoped to be trialled in April 2019 with the terms of reference being worked up in partnership currently.
- 6.3 The service currently has 19 Children Looked After open to the service which continues to be a reduction on previous years, averaging approximately 28-30). This is encouraging after a significant amount of partnership work has been dedicated to this with an ongoing scrutiny of the Top 10 most risky LAC cases being presented in partnership with Social Care.

7. Live cases

- 7.1 Appendix B highlights data for the City Youth Offending Service with cases as of 1st Jan 2019. The graphs highlight the following;
- Cases open to the YOS = 109 – (93 Males – 15 -Females)
 - 13 – CIN
 - 16 – LAC
 - 6 – EH
 - 7 – CSE

- 6- MAPPAs – (Cat 2 -level 1) this remains consistent year on year.
- 29 – NEET
- 53 - Young people in the cohort are on a Referral Order which continues to be the largest disposal
- 71 – young people are between the age of 15-17 which is reflected nationally.
- 65 -Young people with average gravity score of 3
- 38 – young people with Knife crime outcome which is an increase and will be closely monitored with new initiatives being developed utilising PCC funding in partnership with the Youth Service.
- Appendix F Turning Point report - highlights the increase in referrals to Turning Point and young people into treatment.

8. In summary, the following recommendations are proposed

8.2 First time entrants

- To monitor the Out of Court Disposal Panel process and ensure cases are being audited through QA mechanisms and a locally devised assessment tool is implemented by April 2019.
- Police Community Resolutions to be examined and new approaches considered, to reduce the numbers of First Time Entrants. For example, in other authority's local arrangements with the police for young people that encounter them on 2 or more occasions, in a 6/12-month period, get referred to the YOS for assessments and sign posting. The youth crime bid, if successful, would work with these criteria to address those on the cusp of offending.
- Data Officer to contact YOT family groups to consider looking at areas of best practice specifically in relation to FTE and reoffending initiatives.

8.2 Re-offending

To make the following changes to the Live tracker tool:

- Better use of QA processes in line with the live tracker – to review the ASSET PLUS and the pathways and planning specifically to consider why volume of offending continuing
- To analyse the trends and themes of offending – by outcome type, age, gender and report through the Performance Board dashboard.

- c) Look at the patterns of re-offending by young people and any specific issues in relation to case management – to target support in supervisions and deep dive QA reports.
- d) Re-fresher training for case managers on emerging themes from QA's and live-tracker intelligence.
- e) Revisit the types of Interventions available and used against the type of offences. To ensure evidence-based practice is identified and delivered on.

8.3 Custody

- a) Targeting training with the courts and continue to track PSR proposals and outcomes in court to check courts confidence of the YOS. Congruence rates continue to be high and no issues found.
- b) Oversee bail packages put forward and the number of ISS recommendations by case managers. To review and grow the ISS offer.
- c) To develop the court and resettlement project to improve court and custody outcomes.

8.4 Other areas to include

- a) Track progress of court/YOS panel meetings next year and its impact.
- b) Highlight case studies that have had good outcomes and where improvements were required and how the partnership can support.
- c) To examine the low engagement rate for young people referred to Turning Point. To put in measures to improve engagement rates.

Leicester City Data Summary April -June 2018



Draft v 1-2

Leicester City Data Summary April - September 2018

	Leicester City	East Midlands	Leicestershire	YOT family*	YOT comparison group selected**	England & Wales	England	*Review family list and data on 'New YOT Family' tab	**Select the desired YOTs on Comparison YOT tab
Indicators									
FTE PNC rate per 100,000 of 10-17 population **Good performance is typified by a negative percentage									
Jul 17 - Jun 18	334	239	217	345	325	260	262		
Jul 16 - Jun 17	359	306	248	416	381	314	317		
percent change from selected baseline	-7.1%	-21.9%	-12.6%	-17.0%	-14.9%	-17.1%	-17.2%		
Use of custody rate per 1,000 of 10-17 population **Good performance is typified by a low rate									
Oct 17 - Sep 18	0.63	0.26	0.27	0.59	0.53	0.32	0.32		
Oct 16 - Sep 17	0.91	0.38	0.36	0.78	0.69	0.41	0.41		
change from selected baseline	-0.28	-0.12	-0.09	-0.20	-0.16	-0.09	-0.09		
Reoffending rates after 12 months - Three month cohorts									
Reoffences per reoffender Oct 16 - Dec 16 cohort (latest period)									
Reoffences per reoffender Oct 15 - Dec 15 cohort	3.00	3.39	2.90	3.73	3.74	3.88	3.87		
change from selected baseline	20.7%	10.6%	20.0%	-9.6%	-5.9%	2.4%	2.6%		
Binary rate - Oct 16 - Dec 16 cohort (latest period)									
Binary rate - Oct 15 - Dec 15 cohort	40.5%	36.2%	37.2%	43.0%	43.0%	41.8%	41.4%		
percentage point change from selected baseline	4.1%	4.2%	3.2%	-6.2%	-5.2%	-1.4%	-1.4%		
Reoffending rates after 12 months - Aggregated quarterly cohorts									
Reoffences per reoffender Jan 16 - Dec 16 cohort (latest period)									
Reoffences per reoffender Jan 15 - Dec 15 cohort	3.31	3.45	3.51	3.60	3.64	3.73	3.72		
change from selected baseline	9.3%	7.2%	3.9%	-2.2%	-0.5%	4.6%	4.3%		
Binary rate - Jan 16 - Dec 16 cohort (latest period)									
Binary rate - Jan 15 - Dec 15 cohort	38.5%	36.8%	36.9%	42.4%	41.6%	42.5%	42.1%		
percentage point change from selected baseline	3.5%	2.7%	1.8%			-1.0%	-0.9%		

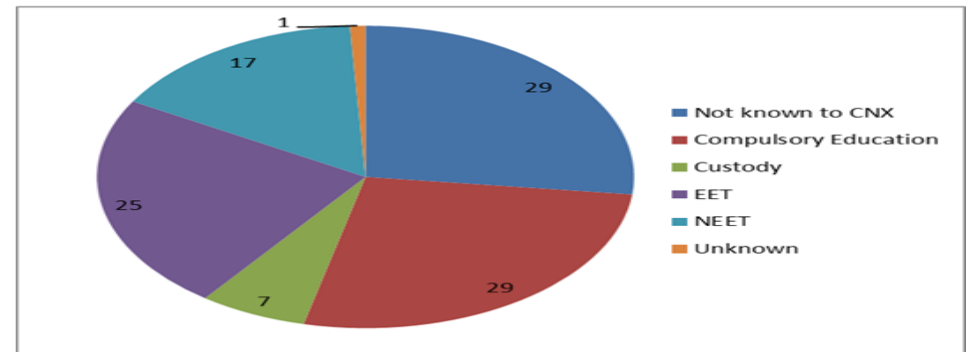
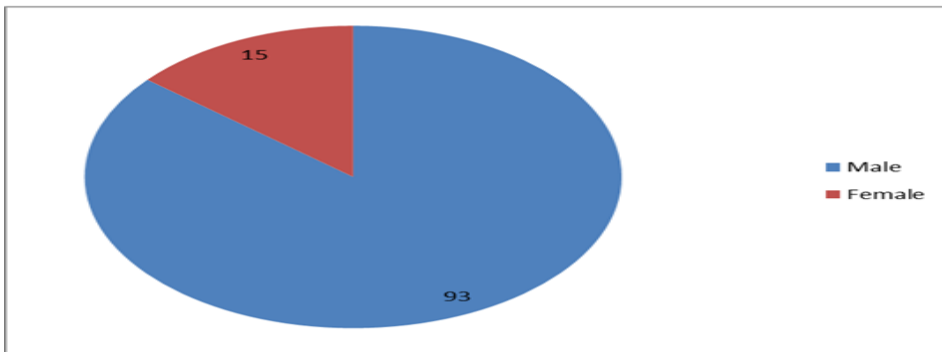
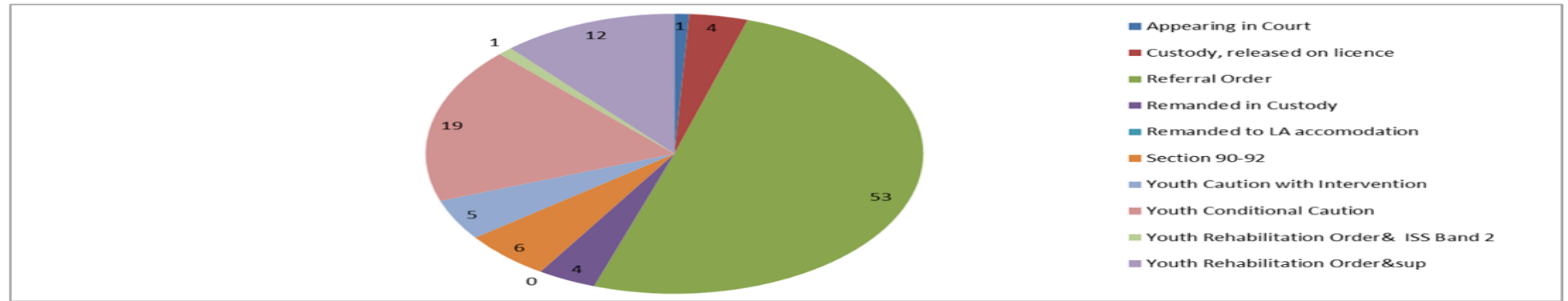
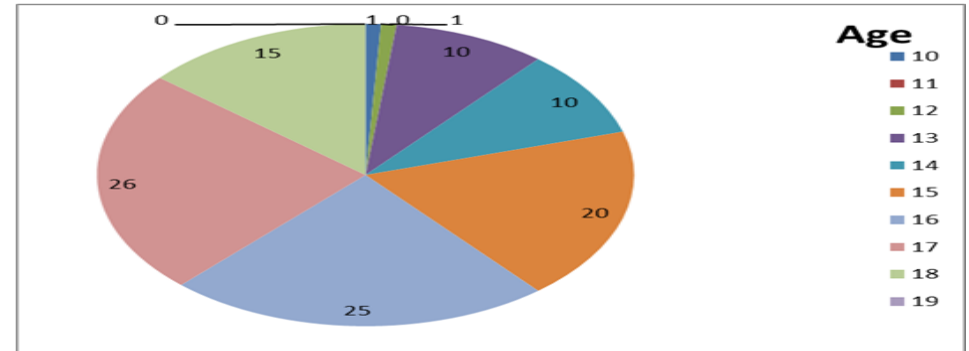
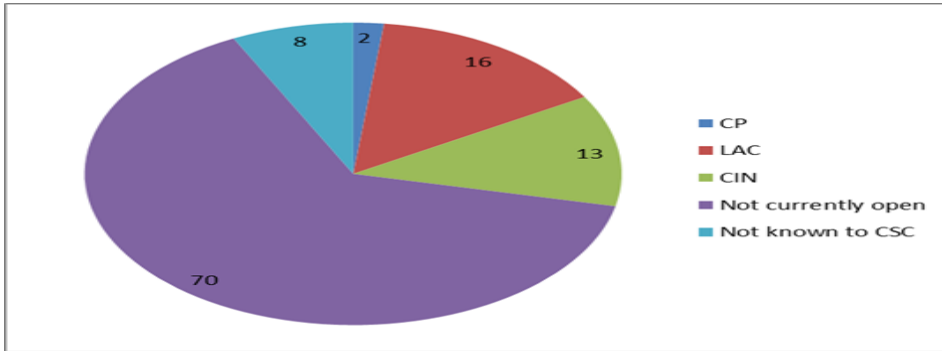
Select FTE baseline
Jul 16 - Jun 17 ▼

Custody baseline
Oct 16 - Sep 17 ▼

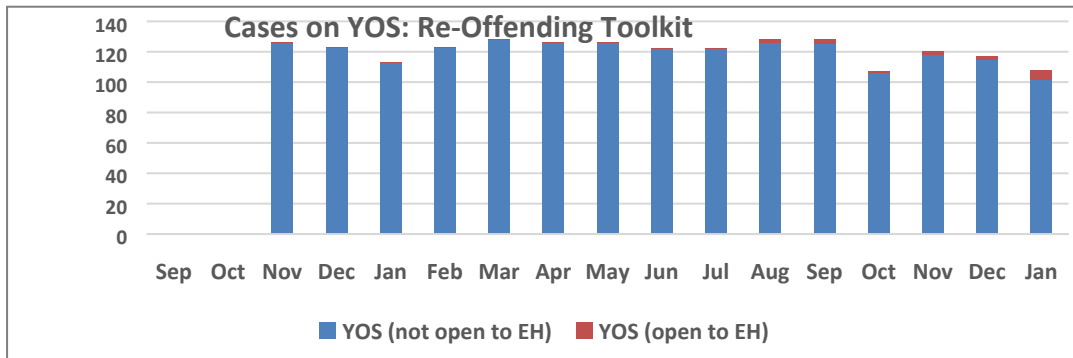
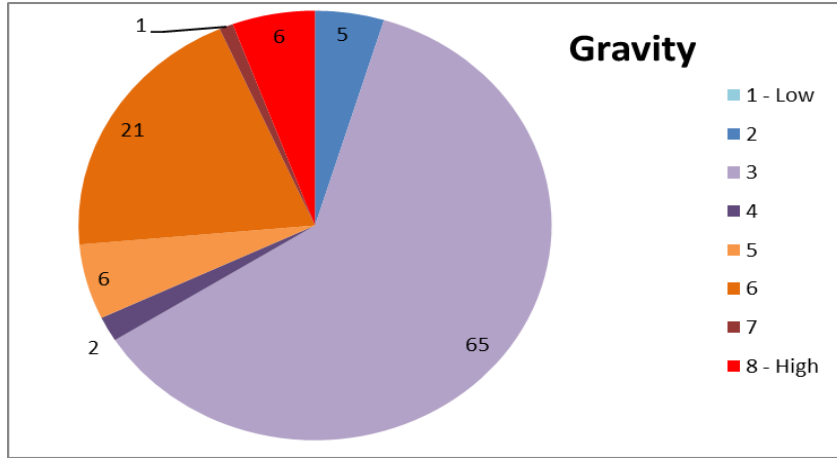
Reoffending baseline
Oct 15 - Dec 15 ▼

42

(Cases open as of 1st January 2019)



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Cases on YOS: Re-Offending Toolkit

	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan
Cases on YOS Toolkit			126	123	113	123	128	126	126	122	122	128	128	107	120	117	108
of w hich open to EH												2	3	1	2	2	6

Appendix Two

Leicester City YOS – Young Offender Management Board (YOMB) 2019/20 Membership (terms of reference included as appendix Six)

Group Members	Role
Steven Forbes (Chair)	Strategic Director: Social Care and Education Leicester City Council
Caroline Tote	Divisional Director: Social Care and Early Help Leicester City Council
Jackie Difolco	Head of Early Help: CCYFS Leicester City Council
Karen Manville	Service Manager – Youth offending service. Leicester City Council
Julia Conlon	Head of Service: Early Help Specialist (Connexions & EWS), Leicester City Council
Andrea Knowles	Operations Manager Turning Point, Leicester
Sian Walls	Chief Inspector Local Policing / Crime and Intelligence Directorate Leicestershire Police
Carolyn Maclean or Michael Hopkinson as deputy	Head/ Deputy Head of Leicester, Leicestershire & Rutland Probation Service
Bob Bearne	Regional Manager, Nottinghamshire & Leicester City Community Rehabilitation Company
Mel Thwaites	Associate Director of Children and Families, Clinical Commissioning Group
Susan Walker	Head of I & E Midlands Youth Justice Board
Manjora Bisla	Accountant, Leicester City Council
Clare Mills	Public Health Commissioner, Leicester City Council
Daxa Pancholi	Head of Service: Community Safety, Leicester City Council
Jasbir Sanghera	Performance and Administration Team Leader, Leicester City Council

Appendix Three

YOS BUDGET 2019/20

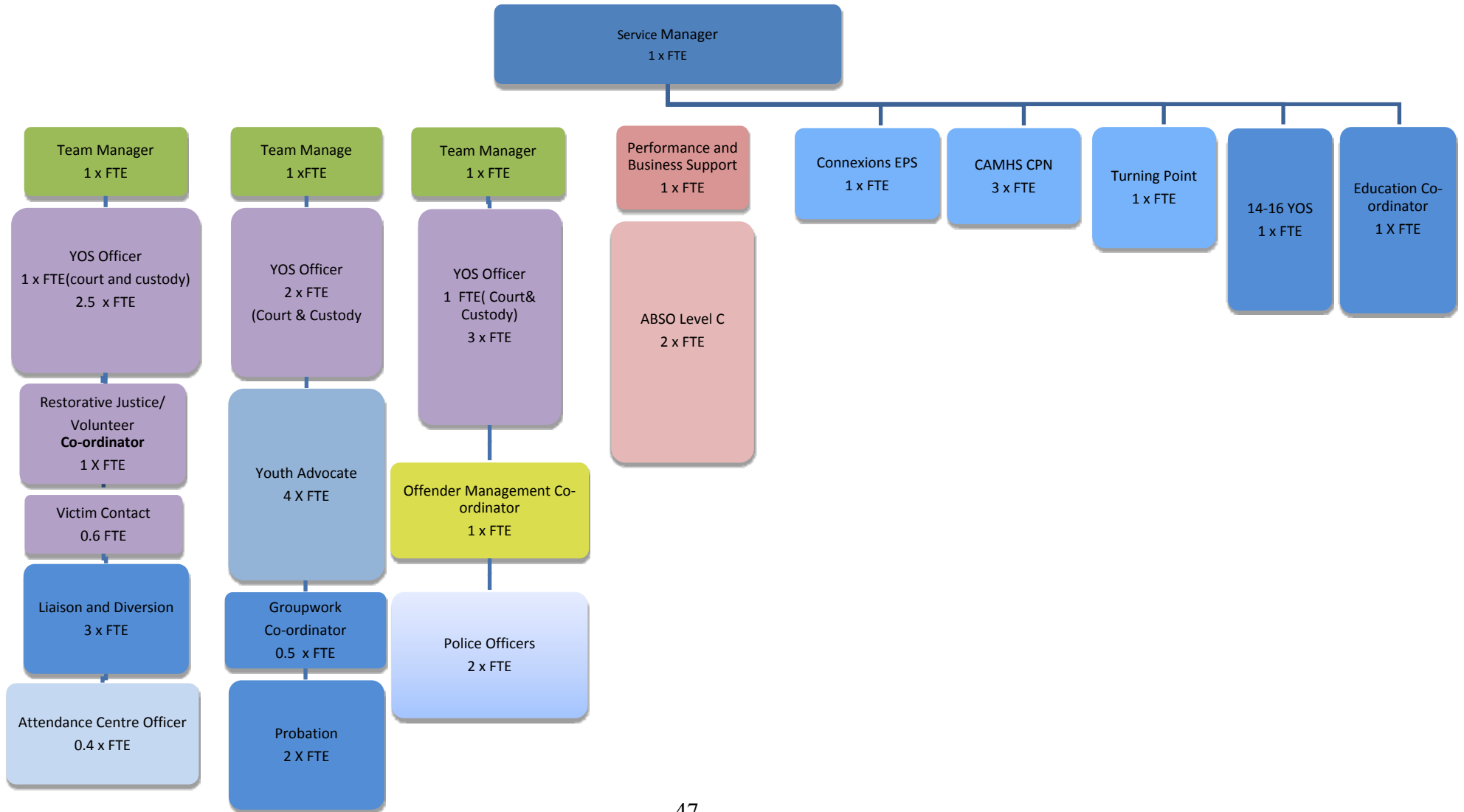
46

YJ Plan 2019-20 Appendix 2	
YOS Budget 2019/20	
Agency	Staffing Costs (£)
Local Authority (LCC)	1,294,500
Police Service	111,000
National Probation Service	98,500
Health Service	51,000
Total Employee Costs	1,555,000
Running Costs	161,895
Total Costs	1,716,895
External Funding /Contributions	
Local Authority (LCC)	(630,595)
Police Service - Direct Costs	(111,000)
Police Service - Contribution	(104,400)
National Probation Service - Direct Costs	(98,500)
National Probation Service - Contribution	(10,000)
Health Service - Direct Costs	(51,000)
Health Service - Contribution	(57,100)
YJB Good Practice Grant	(654,300)
Total Income	(1,716,895)
Notes	
Direct Costs - Employee Costs incurred by Agency	
Contribution - Income received by LCC from Agency	

N.b This is based on the assumption of same levels of funding being provided.

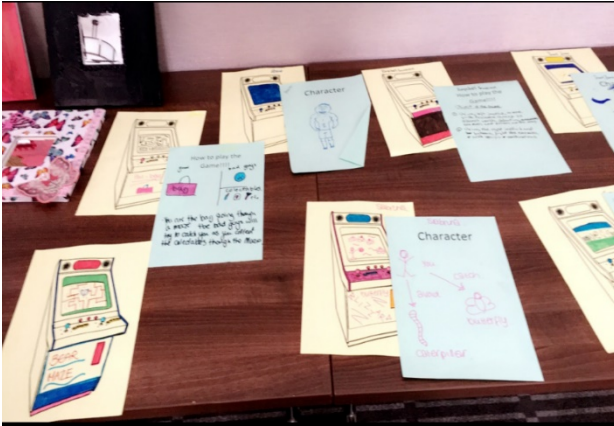
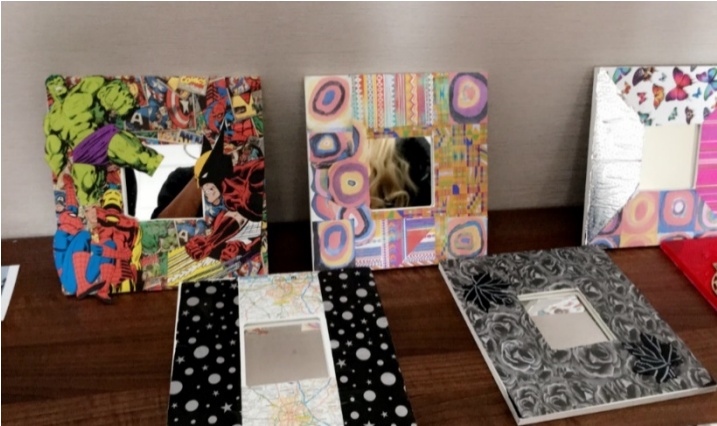
Appendix Four

YOS service Structure Chart



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Appendix Five - Photographs from the Summer Arts Project



Appendix Six - YOMB terms of reference

1. Background
<p>1.1 Youth Offending Services were established nationally in 2000. Performance and standards of YOS's nationally are overseen by the Youth Justice Board (YJB). The YJB stipulates that each YOS must be overseen by a management board. The YJB provide guidance in relation to effective governance by Boards, and the key points can be summarised as follows:</p> <ul style="list-style-type: none">a) the management board should provide strategic direction with the aim of preventing offending by children and young people.b) all statutory funding partners, the local authority, police, national probation service, and health, must be represented on the board.c) members of the YOS management board should be empowered with the capacity to make strategic decisions.d) the Board should determine how appropriate youth justice services are provided and funded.e) the Board should oversee the formulation of a draft youth justice plan. <p>1.2 The guidance also suggests that in discharging functions relating to youth offending the Board may benefit from considering broader membership. The guidance suggests additional optional partners which could be on an ad hoc basis when required as follows;</p> <ul style="list-style-type: none">a) youth courtsb) court legal advisorsc) community safety managersd) housing providerse) voluntary sector representativesf) local secure establishmentg) elected members
2. Purpose of the board
<p>2.1 To provide an inter-agency management forum to oversee and monitor the work of the Leicester Youth Offending Service to meet the statutory principal aim of preventing offending and reoffending by children and young people.</p>
3. The objectives and responsibilities of the Board
<p>3.1 The objectives of the board are as follows:</p> <ul style="list-style-type: none">a) to take overall management responsibility for the establishment and development of the Leicester Youth Offending Service.

- b) to provide the formal reporting line and receive regular reports on the progress and work of the Service
- c) to take all delegated management decisions not within the authority of the Head of Service for Early Help: Children Centres, Youth and Family Support.
- d) to provide the necessary budget overview, including the review of agency contributions.
- e) to provide a forum for resolution of inter-agency issues.
- f) to receive and approve the draft Youth Justice Plan prior to final approval by elected members and members of the partnership authorities.
- g) to monitor and review the progress made in achieving the objectives and performance targets set out in the annual Youth Justice Plan
- h) through the Head of Service for Early Help and Service Manager for YOS, ensure that the service is prepared for inspection by the HMIP (HM Inspectorate of Probation) and that all requests for information by the Board are met promptly.
- i) to ensure that the work of the YOS makes the necessary links with the Leicester, Leicestershire and Rutland Criminal Justice Board, as well as the key strategic links required by the Crime and Disorder Act 1998, particularly those in relation to the wider crime and disorder reduction strategies and specific youth crime reduction strategies.

4. The Method of Operation

4.1 The board will meet on a quarterly basis, holding four meetings a year. The agenda will consist of the following regular items:

- a) Performance (quantitative and qualitative) and Finance
- b) Partnership updates
- c) Exception reporting for Critical Learning Reviews.

4.2 One week prior to each Management Board, the relevant documents will be circulated to all members. The reporting schedules are attached as appendix A. As appropriate, reports will progress through other relevant governance arrangements.

4.3 Meetings are scheduled to last up to 2 hours with minutes taken. Minutes will be circulated to members within 10 working days of the meeting. Administration support will be provided by Head of Service.

4.4 Management Board members are responsible for attending the meeting or sending a nominated representative on their behalf.

4.5 Management Board members are responsible for ensuring key information is shared with their agencies.



Service Plan for Food Law Enforcement 2019/20

For consideration by: Full Council

Date of meeting: 3 October 2019

Lead director: John Leach

Useful information

- Ward(s) affected: all
- Report author: Nicola Preston, Head of Regulatory Services
- Author contact details: 0116 454 2510, nicola.preston@leicester.gov.uk
- Report version number: FINAL

1. Summary

This report presents Leicester City Council's Food Enforcement Plan 2019-20 for consideration by the Executive. The Plan sets out the demands on the City Council and the resources required to deliver an effective regulatory regime. The Plan also reviews the achievements for 2018-19.

2. Recommendations

Full Council is recommended to:

- 2.1** To adopt the Service Plan for Food Law Enforcement 2019-20.

3. Supporting information including options considered:

3.1 Leicester City Council's regulatory responsibilities relate to the safety and fitness of food made and sold in the City; the accuracy of any labels and descriptions. The City Council delivers a significant programme of food hygiene inspections, advice and training for food businesses and operatives, and investigates complaints and food poisoning incidents. The City Council response is principally delivered by the Food Safety Team.

3.2 Leicester has a diverse food sector and notably a vibrant Asian cuisine restaurant trade. The number of registered food businesses in Leicester is around 3113 with significant turnover of business. This makes achieving and maintaining good compliance challenging. The number of food businesses that are 'broadly compliant' with food law in Leicester is 85% (the national average is 90.3%).

3.3 In 2019-20 the Food Safety Team will deliver around 2124 food hygiene interventions. These are programmed at frequencies dependent on risk as required by the statutory Code of Practice.

Appendix One provides the Service Plan for Food Law Enforcement 2019-20.

3.4 Key Areas of Focus for 2019/2020 include:

- Allergens – presence of undeclared peanuts in food
- Street Trading – developing a closer working relationship with Licensing/Licensing Enforcement to identify, advise, check unlicensed street traders providing food.
- Leicester Food Plan and Public Health – Developing initiatives for healthy eating and supporting projects such as the Holiday Food Provision.

- Primary Authority Partnership with Navitas/ESB Limited - In the first of its kind for Leicester City Council the FST and Public Safety Team have successfully set up and agreed a Primary Authority Agreement with Navitas/ESB Limited, a Leicestershire based Food Safety and Health & Safety Consultancy.
- Wet Bars/Nightclubs - joint project with Licensing to ensure wet bars & night clubs receive an appropriate food intervention.

3.5 Significant issues on the horizon for 2019/20 include:

3.5.1 EU Exit

The extent of impacts from the UK exiting the EU remain unclear. However, whilst fundamental food hygiene requirements/controls will not change there will be issues for food establishments in relation to sourcing ingredients, sourcing food handlers, importing and exporting food.

3.5.2 The Food Standards Agency Regulating our Future

A fundamental review of Food Law Enforcement in the UK. The aim to ensure that Food Law Enforcement not only proportionate and focussed resources by risk but is agile and flexible to match the challenges that Food manufacturing, food fraud, food traceability etc pose on a worldwide platform. This review is due to be implemented by 2020.

3.5.3 Food Standards Review

The FSA are also reviewing the current regime for Food Standards. There is significant and increasing crossover between Food Standards and Food Hygiene issues, for example allergens require correct labelling (Standards) and effective management (Hygiene). The regime for Food Standards regulation is currently under review.

As yet, impacts arising from the above are unclear however the FST propose:

- To closely monitor developments with Regulating Our Future and the Review of Food Standards Regulation with a view to:
 - Keeping the LLEP and local food businesses informed of and changes in regulatory standards and procedures; and significant regulatory compliance risks
 - Keeping the City Mayor, Executive and senior management informed of impacts on Leicester and the City Council
 - Identifying the need for changes in policy, procedure, practice, organisation and resourcing
- To closely monitor developments with Single Market and Customs Union with a view to:
 - Keeping the LLEP and local food businesses informed of and changes in regulatory standards and procedures; and significant regulatory compliance risks
 - Keeping the City Mayor, Executive and senior management informed

- of impacts on Leicester and the City Council
- Identifying the need for changes in policy, procedure, practice, organisation and resourcing
- To adapt internal arrangements in anticipation of changed regulatory regime, in particular;
 - To work with Idox, the supplier of LCC's Uniform system, to ensure it is ready to link up with the FSA's 'enhanced registration' online functionality and that arrangements are in place to keep the 'national register' populated with accurate information our local data sources.
 - To work with the Service Support & Intelligence Team to ensure that the current performance reports are brought into line with FSA 'balanced scorecard' reporting requirements.
- To enhance our regulatory response capability, in particular;
 - To review and re-document arrangements and protocols between the Food Safety Team, Trading Standards Team and the Licensing Service

4. Details of Scrutiny

4.1 The Director of Neighbourhood and Environmental Services submitted a report to the Neighbourhood Services Scrutiny Commission on 3rd July 2019, on public protection and regulation in Leicester's food sector.

The full minute is in Appendix Two.

4.2 The Commission AGREED:

- 1) That the Food Safety Team be commended for the great work they carry out and;
- 2) That the Food Safety team consider reaching out to young people in the city to raise awareness of food safety issues and the impact this can have. these minutes for information.

5. Financial, legal and other implications

5.1 Financial implications

5.1.1 There are no direct financial implications arising from the report.

Colin Sharpe
Head of Finance
Ext 37 4081

5.2 Legal implications

5.2.1 The Multi-Annual National Control Plan (MANCP) for the UK details the roles and responsibilities of the different authorities and organisations involved in the monitoring compliance with, and enforcement of, feed and food law, animal health and welfare rules and plant health requirements. The plan has been updated and extended to March 2023.

There will be a further in-year review during 2019 to take account of the new Official Controls Regulation (EU) 2017/625, which will replace Regulation (EC) 882/2004 on 14 December 2019.

<https://www.food.gov.uk/business-guidance/multi-annual-national-control-plan>

5.2.2 The Food Standards Agency supervises local authority regulatory activity and the requirements from local authorities are set out in the Framework Agreement on Official Feed and Food Controls by Local Authorities.

<https://www.food.gov.uk/about-us/local-authorities>

5.2.3 Under the Framework Agreement the local authority is required to produce a service plan that sets out how and at what level official feed and food controls will be provided in accordance with Codes of Practice.

5.2.4 Local authorities should take account of the Government's better regulation agenda when planning and delivering their services. Key to this agenda are the five principles of good regulation:

- targeting (to take a risk-based approach);
- proportionality (such as only intervening where necessary);
- accountability (to explain and justify service levels and decisions to the public and to stakeholders);
- consistency (to apply regulations consistently to all parties); and
- transparency (being open and user-friendly).

5.2.5 The Service Plan has been produced in accordance with the guidance in the Framework Agreement.

5.2.6 Local Authorities have the flexibility to decide locally whether or not service plans should be approved at Member level.

5.2.7 The Food Law Enforcement Service Plan is an element of the City Council's Policy Framework and the Council's Constitution reserves approval of the Food Law Enforcement Service Plan to Full Council as a matter of local choice.

Kamal Adatia
City Barrister & Head of Standards
Monitoring Officer
Ext 37 1401

5.3 Climate Change and Carbon Reduction implications

No Climate Change or Carbon Reduction Implications

5.4 Equalities Implications

5.4.1 Food regulatory activities are delivered in accordance with the Food Law: Code of Practice (England), March 2017. The Code of Practice is issued pursuant to section 40(1) of the Food Safety Act 1990, regulation 24(1) of the Food Safety and Hygiene (England) Regulations 2013 and regulation 6(1) of the Official Feed and Food Controls (England) Regulations 2009.

5.4.2 The risk assessment scheme in the Code of Practice takes account of vulnerable risk groups. In this context, vulnerable risk groups are those that include people likely to be more susceptible to the effects of illness that arise from poor food hygiene such as those who are under 5 or over 65 years of age, people who are sick or immuno-compromised.

5.4.3 The Service Plan does not propose changes or departures from the Code of Practice with equalities implications.

5.5 Other Implications

Policy – No implications

Crime and Disorder – No implications

Human Rights Act – No implications

Elderly/People on Low Income – No implications

Corporate Parenting – No implications

6. Background information and other papers:

None

7. Summary of appendices:

Appendix One – Service Plan for Food Law Enforcement 2019-20

Appendix Two – Relevant Minutes of Scrutiny 3 July 2018

8. Is this a private report (If so, please indicated the reasons and state why it is not in the public interest to be dealt with publicly)?

No

9. Is this a “key decision”?

No

10. If a key decision please explain reason

N/A

10. REGULATION OF LEICESTER'S FOOD BUSINESS SECTOR - THE SERVICE PLAN 2019/20

The Director of Neighbourhoods and Environmental Services submitted a report introducing the draft Food Services Plan 2019/20.

Deputy City Mayor Clair introduced the report and Members were asked to note the report.

The Food Safety Manager delivered a presentation supporting the report.

Members of the Commission discussed various areas, which included the following points:

Members shared their concerns with pan masala packets that are imported and sold. Members enquired whether there were any licensing policies to monitor the sale of this product. It was noted that the Food Standards Agency were responsible for testing significant quantities of food imports and if poor products were identified authorities were then notified. Imported products that were sold under the counter were products that were problematic as they are not declared correctly. It was noted that inspections took place periodically dependent on the establishment.

Members suggested that a forum, similar to the Food and Drink Forum launched recently, where information could be shared by regulators would be a means of keeping both people and businesses informed.

Members shared their concerns about private catering businesses and those that were advertised online via social media. Officers advised that all food businesses should be registered with the service although some did go undetected. It was noted that festivals with stalls selling food cooked by them did not need to be registered however they did have to meet hygiene standards.

Members of the commission welcomed the report and praised the Food Safety Team for the work they do in ensuring the public felt reassured with the standard of food businesses in the city. Displaying the hygiene rating and information was helpful however it was noted that it was the view of the committee that, the display of the hygiene rating that is displayed in many of the Food outlets should be made mandatory. Officers informed the Commission that the Food Standards Agency were keen to do this but there had been delays due to Brexit.

Members of the Commission were informed on the plans the Food Safety Service had with the Public Health Team to launch Health Food takeaways.

Members noted the Service were also looking into apprenticeship options to give young people the opportunity to be introduced to and work within the food

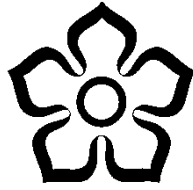
industry.

Agreed:

1) That the Food Safety Team be commended for the great work they carry out and;

2) That the Food Safety team consider reaching out to young people in the city to raise awareness of food safety issues and the impact this can have.

these minutes for information.



Leicester City Council
Service Plan for Food Law Regulation
2019/2020

Date: May 2019

Version: v0.4 FINAL

Owner: Dave Howard, Team Manager Food Safety

1.0 Introduction

The plan is based on the Food Standards Agency's Framework Agreement on Official Feed and Food Controls of April 2010.

1.1 Purpose of this plan

This Service Plan outlines how Leicester City Council intends to fulfill its obligations as a food and feed authority. It also demonstrates how the work of the Food Safety Team links into the council's overall vision and aims for Leicester City

1.2 Aims and objectives

Leicester City Council aims to:

- Prevent ill-health and death arising from food related illness
- Ensure that Leicester's food businesses supply good quality food
- Prevent and detect fraud in the production and description of food
- Assist Leicester's food businesses to comply with food law.

2.0 Leicester City's Food & Drink Sector

2.1 Profile of Leicester City

Leicester is the largest city in the East Midlands region and the tenth largest in England. The city is a major regional commercial, manufacturing and retail centre located close to the M1 and M69. Although it is known for diversity of its trades rather than for the dominance of any single industry, it has a sizeable food manufacturing sector which includes a number of specialist ethnic food producers and importers.

The population of the city is 329,900 (2011 Census) - a rise of 47,000 since 2001. According to the ONS Leicester has the smallest proportion of people aged 65 and over in the East Midlands with almost 36,300 - 11%. It has the largest proportion of people aged 19 and under, with about 89,000 (27%), and under-fives about 23,000, (7%) of Leicester's total population. 45% of residents identify themselves as white British, 28.3% identify themselves as British Indians.

There are two universities and the city has a large student population.

2.2 Food & Drink in Leicester Economy

The Leicester Leicestershire Economic Partnership (LLEP) 2014-2020 Strategic Economic Plan views 'food & drink manufacturing' as sector in which the area has "higher than average concentrations of employment and competitive advantage where the aim is to accelerate existing enterprise growth". 'Food & drink manufacturing' is identified as a Priority Sector for Intervention in the form of business development and support.

In November 2014 Leicester Food Park opened its gates. The park was funded by Leicester City Council and the European Regional Development Fund (ERDF) 2007 - 2013 programme. The Food Park is managed by East Midlands Chamber icon working in partnership with The Food & Drink Forum. It provides high quality food manufacturing space with purpose-built units, enabling new and innovative food businesses to start up and grow as well as providing established food businesses with grow on space for their expanding businesses. At the heart of the food park community is a Business

Support Centre and Management Hub. The Chamber and the Forum maintain an onsite presence and manages the park support services.

A feature of Leicester's food industry is its high number of Asian and restaurants. Leicester’s food businesses are generally small (less than 50 workers) and micro (less than 10 worker) enterprises. Some are run by people for whom English is not their first language. Establishments in existence for a short time are also characterized by poor compliance with food law and higher levels of enforcement actions. Several languages are spoken by proprietors and staff including Bengali, Gujarati, Urdu, Chinese and Turkish.

A number of Leicester’s food businesses are of national significance such as Walkers Snack Foods (Pepsico), Walkers Midlands, Samworth Brothers and Cofresh Snack Foods. The city is also home to a number of smaller specialist food producers.

The leisure sector has increased substantially over the last ten years with more restaurants, fast food outlets, pubs and clubs opening up. This is likely to continue given Leicester’s increased attraction as a visitor destination for King Richard III heritage.

A small number of food businesses import and distribute foods from third countries outside the EU.

2.3 The Register of Food Businesses

As of the 1 April 2019 the total number of food establishments in the city was 3113. This total number of food establishments in the city continues to grow, a reflection on the appeal of Leicester being a good place to trade. 2018/19 saw an increase of 133 new food establishments over the previous year.

FSA Reported Food Establishments	2015	2016	2017	2018	2019
Leicester Total	2828	2942	2996 ¹	2980 ²	3113 ³

Table: Registered Food Establishments in Leicester (Source: Local Authority Enforcement Management System – hygiene)

	2015	2016	2017	2018	2019
New Business Registrations	527	507	540	519	559

Table: New Food Business Registrations in the City (Source: Uniform Database)

The table above shows the volatility of Leicester’s food business sector. The high level of ‘churn’ in the city is a particular challenge. Working with new food business operators takes a significant part of the Food Safety Team resources in supporting/encouraging new businesses, identifying those who do not proactively register and those whose compliance is poor and require enforcement.

2.4 Food & Drink Sector Profile

¹ This includes 24 registered food businesses which have not started operating.
² This excludes 48 registered food businesses which have not started operating.
³ This excludes 26 registered food businesses which have not started operating.

The table below shows the profile of food establishments by type. All sectors have shown growth during the last financial year.

Establishment Type	2015	2016	2017	2018	2019
Primary producers	0	0	0	0	1
manufacturers & distributors	73	81	90	93	100
importers/exporters	6	6	9	7	17
distributors/transporters	77	82	87	94	95
retailers	730	773	782	795	821
restaurants & caterers	1942	2000	2028	1991	2079
totals	2828	2942	2996	2980	3113

Table: Food sector profile by type of establishment (Source: Local Authority Enforcement Management System – hygiene)

2.5 Food Hygiene Ratings in Leicester

The Food Hygiene Rating Scheme helps the public choose where to eat out or shop for food by providing information about the hygiene standards in restaurants, pubs, cafés, takeaways, hotels and other places serving food, as well as supermarkets and other food shops. The rating is not awarded to all food establishments in the city. For example, manufacturers and distributors and some very low risk establishments are not within the scheme. Following inspection all eligible food establishments are awarded a Food Hygiene Rating of 0 to 5. The ratings are published online and establishments are encouraged to display the rating in a prominent position.

As of 1 April 2019 of the 3113 registered food establishments 2651 are eligible and have been rated under the scheme. The table below shows the distribution of those ratings.

Food Hygiene Rating	2015	2016	2017	2018	2019
5 very good	1008	1157	1337	1397	1518
4 good	472	493	483	462	464
3 generally satisfactory	536	575	452	407	427
2 improvement necessary	143	141	160	151	123
1 major improvement necessary	193	156	127	103	105
0 urgent improvement necessary	19	21	8	11	14
Totals	2371	2543	2567	2531	2651

Table: Food sector profile by food hygiene ratings (Source: FHRS Local Authority Portal)

2.6 Broad compliance in Leicester

This is an indicator of the proportion of all food business establishments in the city which are broadly compliant (satisfactory or better) with food hygiene law. Food establishments that do not require any enforcement related follow up to a food hygiene inspection are Broadly Compliant. Broad compliance is measured from the food hygiene risk score awarded to a food establishment following inspection.

	2015	2016	2017	2018	2019
percentage "broadly compliant"	79%	82%	84%	84%	85%

Table: Broad compliance time series (Source: Local Authority Enforcement Management System – hygiene) **national average at end of 2016/17 was 88%**

2.7 Food Hygiene Risk Profile of Leicester’s Food Sector

Following inspection food establishments are ‘risk’ scored to reflect the types of food activity carried out, scale, scope and current standards of hygiene. This risk score is used to prioritise the annual inspection programme. Category A are the highest risk and Category E the lowest risk.

The table below shows the profile of food establishments by risk category.

Category	2015	2016	2017	2018	2019
category A [next inspection 6 months]	33	35	27	26	30
category B [next inspection 1 year]	313	258	261	231	253
category C [next inspection 18 months]	866	868	811	792	750
category D [next inspection 2 years]	1004	1116	1121	1225	1263
category E	536	580	681	643	716
unrated [yet to be inspected]	76	85	95	63	101
Totals	2828	2942	2996	2980	3113

Table: Food sector profile by category of establishment (Source: Local Authority Enforcement Management System –hygiene)

3.0 Leicester City Food Enforcement Function

3.1 Scope of Leicester City Council’s enforcement responsibilities

Leicester City Council is a unitary authority and has responsibility for enforcement of food hygiene, food standards and feed law.

The Team follow these key principles in our enforcement role

- The LCC General Enforcement Policy
- The Regulators Code
- Intelligence led regulatory interventions
- Nation Food Crime Unit National and regional update on current and emerging issues.

3.2 Food Sector Interventions

A variety of interventions are used to monitor food establishments in the City and improve compliance with food law. This range includes inspections, partial inspections, self-assessment questionnaires, sampling for analysis and examination, education and advice and the investigation of complaints. The Intervention programmes take due regard of the Food Law Code of Practice, March 2017.

With few exceptions, virtually all food establishments require inspection for both Food Hygiene and Food Standards legal requirements. The inspection frequency is determined by the levels of risk and compliance found at the previous inspection. There are separate risk schemes for Food Hygiene and for Food Standards.

Low risk compliant food establishments are inspected for both hygiene and standards at the same intervention.

A separate Food Standards inspection regime is in place for establishments that are high risk/complex and require a focussed standards inspection separate and independent to the hygiene intervention.

3.3 Regulatory and Enforcement Policy

The Council's regulatory services have a published General Regulatory Policy. This policy reflects the statutory regulatory principles set out in section 21 of the Legislative and Regulatory Reform Act 2006, the Regulators Code 2014.

The General Regulatory Policy was revised and published in February 2015.

Leicester City Council has a published Prosecution Policy.

The Food Safety Team has set out for service users 'What you can expect' From the Food Safety Team in line with the principle and requirements of the Regulators Code 2014.

3.4 Organisational scope and management structure

Leicester City Council has a City Mayor, Sir Peter Soulsby. Executive oversight of the food enforcement function is undertaken by Deputy City Mayor Councillor Piara Singh Clair.

The officer hierarchy within which food and feed law enforcement sits is:

Chief Operating Officer	Andy Keeling
Strategic Director City Development & Neighbourhoods	Vacant
Director of Neighbourhood & Environmental Services	John Leach
Head of Regulatory Services	Nicola Preston
Food Safety Team Manager	Dave Howard

Dave Howard has, in line with the Food Law Code of Practice March 2017, Lead Officer responsibility for food hygiene, food standards and feedstuffs.

3.5 Provision of specialist services

Analytical Services

Specialist analytical services are required to support routine national sampling exercises and ad hoc investigations of food hygiene and food standards matters. Eight public analysts and one agricultural analyst all working for Public Analyst Scientific Services are appointed.

The services of six food examiners at Public Health England's food, water and environmental laboratory in London are used.

Feed Law Inspections

The modest amount of feed law enforcement in the City is undertaken by officers from Leicestershire County Council's Trading Standards Service.

The County based Trading Standards Services in the East Midlands have demonstrated their commitment to working flexibly and delivering an effective regulatory function in this area across the region. Our reliance on availability of external specialist resource is noted as a risk. The commitment may be weakened by spending reviews. The national Feed Governance Group has announced plans to increase central funding for 'regional feed leads' and 'coordination' and introducing a competency review of feed officers.

3.6 Public and business access to support

The FST is implementing the Leicester City Council 'digital by default' programme for public and business access to its services.

Service users can access the Food Safety Team through the 'My Account' facility. Through MyAccount service user can report issues with food and food establishments, report alleged food poisoning, register a new food business and request (and pay for) a re-rating inspection.

Food business operators are provided direct email addresses and phone numbers for and encouraged to contact their inspecting officers for queries and advice. To facilitate this all FST officers are provided with smart phones.

At present the traditional contact methods remain and LCC has a point of single contact for all enquiries from members of the public. The telephone service lines, 0116 454 1000, are open 08.00 to 18.00 Monday to Friday, or by email at customer.services@leicester.gov.uk.

Members of the public can report issues in person to main Customer Service Centre in the city centre or one of the satellite offices.

Members of the public can also report complaints and obtain advice on all consumer issues including food standards and food safety matters to Citizens Advice (formerly Consumer Direct) on 0345 404 0506.

3.7 Liaison with other organisations

Leicester City Council is represented on the following groups:

National Food Liaison Focus Group (NFLFG) which meets 3 times a year. FST Manager Dave Howard is the Vice-Chair and the East Midland Representative for the group. The remit of the group is to consider current food safety issues and establish guidelines for Local Authorities to provide a consistent approach. The group provides an initial level of consultation for new Food Standards Agency Policy before wider National consultation. Regional representatives report to the group on current regional matters of interest and trends.

Leicestershire Food Liaison Group (LFLG), which meets 4 times a year. FST Manager Dave Howard is Chair of the LFLG. This is a local coordination and best practice group with representatives from Trading Standards and Environmental Health at Leicester City Council, Rutland Council, Leicestershire County Council, the six district councils within the county, the Leicestershire Pathology Service of the University Hospitals of Leicester NHS Trust, the Birmingham HPA Food, Water and Environmental laboratory and the FSA regional coordinator.

Trading Standards East Midlands (TSEM) Food and Agriculture Group made up of the eight regional trading standards authorities, the FSA regional coordinator and the public analysts serving those authorities.

CIEH Best Practice Food Group meets quarterly. This is a Leicestershire and Rutland group comprising of the unitary and district councils.

3.8 Estimated Core Team Resource Requirement in 2018/19 (FTE) and Staff Allocation

Ref	Work Area/Initiative	FTE Req't	Business case
1a	Food hygiene and food standards inspections of food business establishments scheduled for year	6.0	This is a statutory obligation on the council. Inspection categories are in accordance with the Food Law Code of Practice and are risk-based; priority is given to inspecting the higher risk categories establishments.
1b	Food hygiene and food standards inspections of food business establishments overdue from previous programmes	0.5	This is a statutory obligation on the council. Inspection categories are in accordance with the Food Law Code of Practice and are risk-based; priority is given to inspecting the higher risk categories establishments.
2a	Inspections of food business establishments for the first time.	1.0	This is a statutory obligation on the council. The Food Law Code of practice requires inspection within 28 days after registration.
2b	Inspections of food business establishments for the first time overdue from previous years	0.2	Oversight of inspection program minimises numbers overdue
3	food sampling for microbiological examination	0.5	Based on period 2014/15 to 2018/19
4	Food sampling for chemical analysis/composition [e.g. DNA]	0.2	Continuation of response to substitution and contamination threat
5	Complaints about food and food establishments	0.5	Based on period 2014/15 to 2018/19
6	Incidents and outbreaks	0.3	Based on period 2014/15 to 2018/19
7	Emergency prohibitions [temporary closure due to imminent risk of injury to health]	0.2	Maintained
8	Improvement notices	0.2	Maintained
9	Prosecutions and simple cautions	0.5	Maintained
10	Specialist advice and support for regulatory projects	0.5	e.g. food business advice, food safety procedures, new law/guidance, FSA Strategy Review, export certificates, EU Exit.
11	Management	1.5	Maintained to ensure clear oversight of team performance.
12	Administration	0.5	
	Total Requirement	12.6	
	Total FTE Resource Available	12.6	
	Resource Shortfall	0.0	

3.9 Resourcing Strategy

Resourcing the Foods Safety Team is based on the annual service plan which both forward plans the next inspection program and reviews the previous year capacity and performance. In addition the Divisional performance indicator for % of food law compliance checks due and undertaken shows that for the inspection years 2015/16, 2016/17 and 2017/18 the FST achieved 99.41%, 98.67% and 98.26% respectively.

Resourcing consists mainly of frontline officers, administration and management. Sufficient frontline officers are required to undertake and complete the planned annual inspection programme. Frontline officers also provide advice and support visits targeted to those new independent food establishments. Adequate resource is required to meet demands for service requests and to ensure a suitable level of flexibility to respond to urgent and developing matters such as food poisoning outbreaks, food incidents/alerts, and emergency closure situations.

Using Service Planning data and looking at performance indicators allows resourcing requirements to be set appropriately. The frontline resource of 10.6 FTE food officers is adequate to address the Foods Safety needs of the city.

The Management and oversight resource for the Food Safety Team is 1.5 FTE Managers. This is sufficient to provide the oversight and planning needed to ensure the frontline resource is on target and where necessary directed towards emerging issues.

Where possible, student food officers and EHOs are used to undertake planned 'low risk' projects not requiring professional qualification/authorisation.

3.10 Staff Competency and Training for 2018/19

In line with the Food Law Code of Practice March 2017, all Food Officers must be suitably qualified and competent to undertake food law work. All officers have completed a baseline competency assessment and are subject to a rolling annual assessment:

Food Safety Team Competency Assessment:

- FST Officers must maintain and provide at the end of each year a record of key experiences and actions that provide evidence of their competency. This is assessed by the FST Manager
- FST Officers are subject to at least 1 FST Manager accompanied inspection where their interaction with food establishments can be assessed first hand.
- FST officer have monthly 1 2 1 meetings with the FST manger to discuss work allocation, ongoing cases and review actions taken.

Food Safety Team Training:

Frontline officers are required to complete at least 20hrs 'Continuing Professional Development' training per year to maintain competency. The FSA only provide limited support for training. In order to meet the Food Law Code of Practice requirements for Competency and Training:

- All officers have for this year been subscribed to an online training provider and have access to a wide range of food related learning opportunities covering both Food Hygiene and Food Standards.
- Ad hoc training as courses become available to meet needs of individual officers identified through the competency assessments.
- The Team makes full use of free training and conferences where appropriate.

3.11 Financial allocation 2019/20

Food Safety Team (20201) 2019/20	
Contracted Spinal Local Government Staff	386,600.00
National Insurance Local Government Staff	42,300
Superannuation Local Government Staff	91,800
Apprentice Levy	1,700
Employee Related Insurance	9,300
Employee Training	1,500
Employee Costs	533,200
Mileage	0
Public Transport Expenses	0
Car Travel Allowance	3,600
Car Parking Allowance	100
Equipment Purchase	200
Furniture Purchase	0
Repairs & Maintenance Furniture	0
Printed & Electronic Media	500
Clothing, Footwear & Laundry	0
Stationery & Office Supplies	0
Printing & Copying	500
Photographic Supplies	700
Environment Related Services	300
Management & Business & Admin Services	400
Engineering/Research/Tech/Science Services	0
Legal Fees & Charges	0
Couriers and Special Delivery	0
Subsistence Expenses	0
Controllable Running Costs	5,600
Expenditure	538,800.00
Legal Income Incl Costs Awarded	5,000
Fees & Charges	0
Income	5,000
	533,800.00

4.0 Service delivery for 2019/2020

4.1 Food safety intervention programme

The annual intervention programme is governed by the Food Standards Agency intervention rating scheme. Inspectional activity takes up the substantial proportion of the Food Safety Team resource.

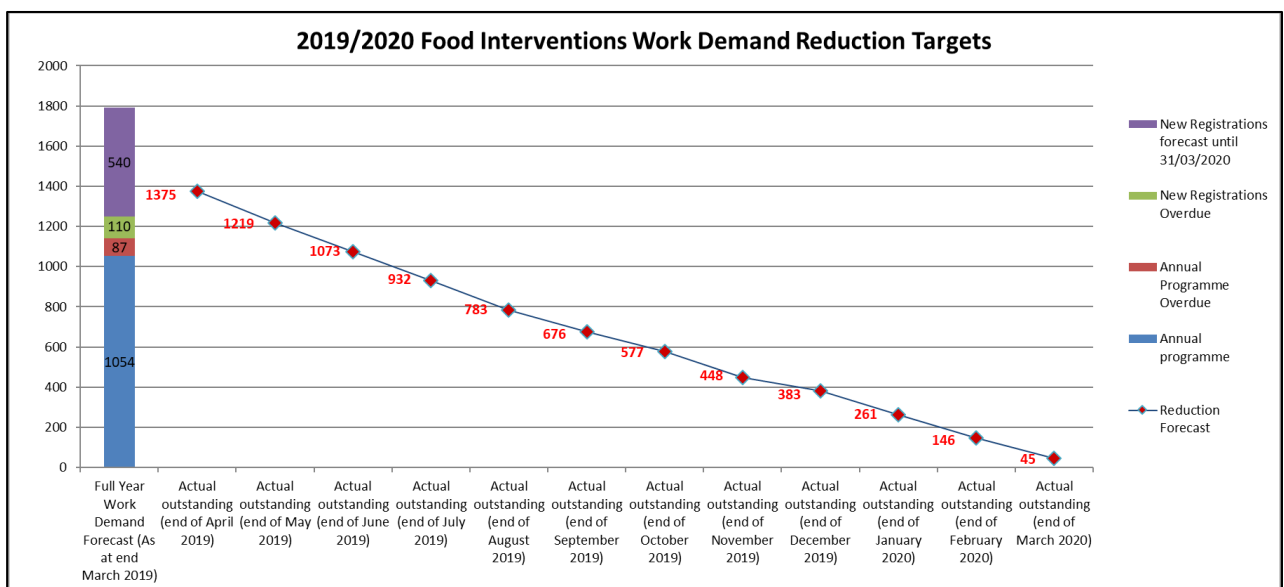
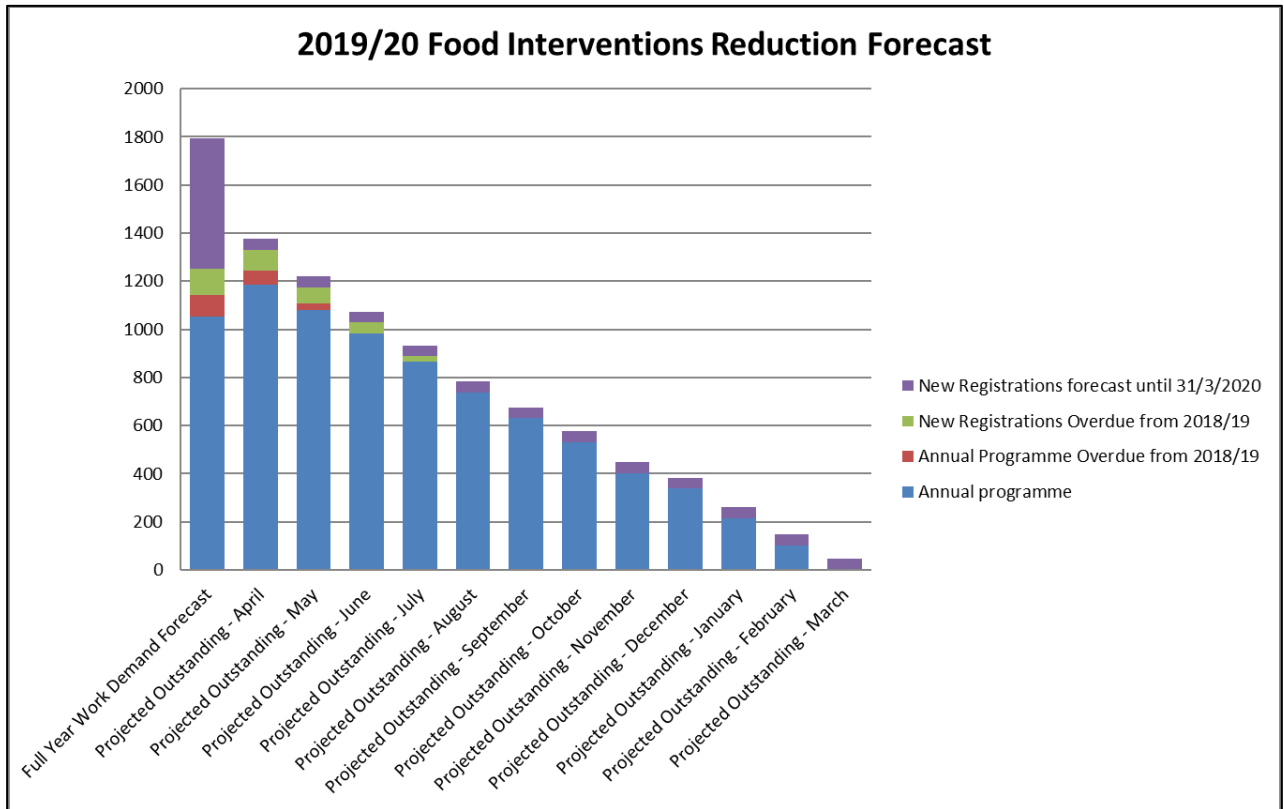
Annual Intervention Programme 2019/2020 (by risk category)	Number forecast in 2019/2020	Total due
A – at least every six months	58	
B – at least every twelve months	247	
C – at least every eighteen months	457	
D – at least every twenty four months	532	
E – a programme of alternative enforcement strategies or interventions every 3 years	155	
Business closures affecting Annual Programme FORECAST	(240)	
Total	1209	
New businesses FORECAST	540	
Total	1749	1749
Interventions overdue from Annual Programmes (by risk category)	Number overdue on 1st April 2019	
A – at least every six months	1	
B – at least every twelve months	5	
C – at least every eighteen months	15	
D – at least every twenty four months	66	
E – a programme of alternative enforcement strategies or interventions every 3 years	178	
Total	265	265
Initial Inspections overdue	Number overdue on 1st April 2019	
New businesses	110 [26] ⁴	110
Total Forecast Interventions		2124

Table: Composite Inspection/Intervention Programme for 2019/20

⁴ [26] denotes a food business that has been registered but not started operating

87 businesses are being carried over into the intervention programme for 2019/20. These are in the main businesses which have not been accessible to officers. There are a further 178 low risk E category establishments carried over to 2019/20 some will be subject to inspection but most will be eligible for self-assessment via a questionnaire.

110 new business registrations are being carried over. However, 26 of these are businesses which have not yet commenced trading and 32 have received an advice visit.



4.2 2019/20 Food Establishment Profiling

The Intervention Programme sets out when food business inspections are to take place.

The date of the next intervention is determined by the score based on the conditions found at the previous inspection. Establishment are risk rated:

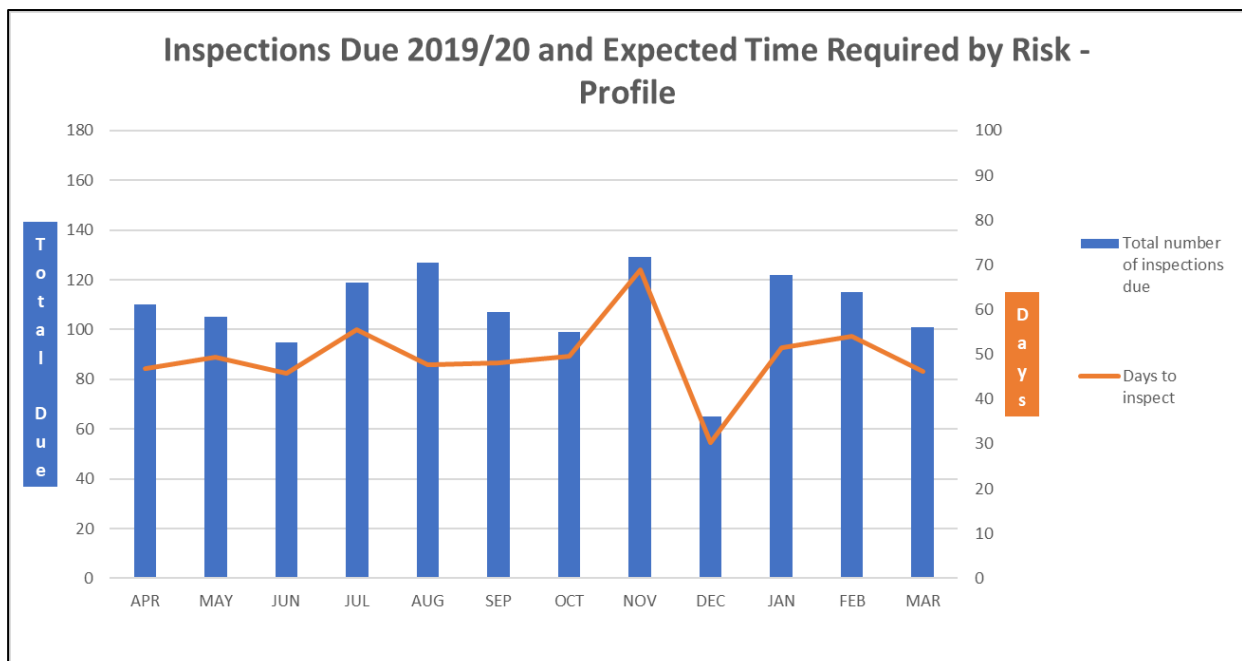
- A – Inspection at least every 6 Months
- B - Inspection at least every 12 Months
- C - Inspection at least every 18 Months
- D - Inspection at least every 2 Years
- E - Inspection at least every 3 Years

Next intervention dates are automatically generated through the Uniform Commercial Premises Database.

Some low risk food establishments (approximately 1/3rd of the annual due interventions) are 'profiled', the due intervention date is artificially altered to group like establishments. In this way profiled groups of food establishments can be scheduled through the program to reflect and best manage capacity.

How the inspection Profile is determined:

- Food Establishments that are not profiled will be inspected in the month determined by their risk score.
- Groups of profiled inspections are spread across the year where there is best fit to even out the distribution of inspections.
- Category E inspections are subject to an Alternate Enforcement Strategy which means that each 3 years an inspection can alternate with alternate enforcement, typically a self-assessment questionnaire.



The re-profiled Intervention Programme for 2019/20 will be closely monitored and may be amended in the interests of service delivery.

507 Food Establishments have been subject to profiling

The method of profiling has been refined following the experience gained during 2016/17, 2017/18 and 2018/19. The principle of profiling has been carried on to the 2019/20 intervention schedule. However, while profiling allows some control of capacity and resources it is a deviation from the Food Standards Agency Code of Practice. It has created some conflict with the Food Hygiene Rating Scheme with some profiled establishments being made to wait longer for a re-rating than would otherwise be the case. Profiling as a management tool is under review during 2019/20

Planning of the 2020/21 intervention programme will commence in the third quarter.

4.3 Approved Establishments

These are food establishments which process meat, fish, dairy or egg and market to other businesses. They are subject to some additional food hygiene requirements and to prior approval by the local authority before they operate.

In total there are 13 Approved Establishments due for inspection during 2019/20.

Quarter Due	Approved Establishments
April – June 2019	Universal Flexible Packaging Just Egg
July – September 2019	Bradgate Ashton Green BAR BQ BASE
October – December 2019	Paynes Daries Alisha Foods Star Dairies M & M Seafood RJC Trade
January – March 2020	Walkers Midshires Walkers Charnwood Bakery Food Attraction AA Foods

4.4 Food Standards Intervention Programme

In general food standards interventions are incorporated with and part of food hygiene inspections. This works well for Category B and C Food Standards Interventions. However, there is also an inspection programme for food standards. Due to complexity and risk category A establishments will typically have separate hygiene and standards inspections. Category C establishments can be subject to alternative intervention for example an intelligence gathering questionnaire.

2019/2020 Food Standards Interventions Due

Category	Number due
Category A	17
Category B	152
Category C	423
Total	592

4.5 Areas of Focus 2019/20

Allergens

Allergens continues to be a high-profile food issue that affects all food establishments. In recent years several food allergen fatalities have been reported in the national press. Legislation requires food establishments to be able to state categorically and provide information on which, if any, of the 14 legally required allergens are in the food they serve or sell.

Food officers review allergen controls on inspection however Food business operator knowledge is often poor. The team are developing inspections strategies to ensure allergen risks are identified and information is available.

The Leicestershire Food Group have allergens as part of their 2019/20 work Plan and are looking to provide a consistent approach to advice, inspection and enforcement. The Leicester, Leicestershire Enterprise Partnership are supporting this in conjunction with the Leicestershire Food and Drink Forum

The FST will continue the allergen sampling project started last year. The initial focus has been on peanut in take away meals as this has been the allergen of concern in some fatalities. First results have been reassuring in terms of any widespread issues as only 2 of 22 samples failed. However, the potential for serious harm that can be caused by poor allergen management means that both 'fails' have been followed up, investigated and improvements secured. This sampling exercise is under review to determine next steps.

Street Trading

The FST are this year developing a strategy in conjunction with the Licencing Team to tackle the growth in unregistered/unlicensed traders that on a seasonal basis start selling food in the street. FST will work with Licensing to identify such traders, advise on correct and safe/hygienic trading and have an agreed approach to enforcement where appropriate.

Leicester Food Plan and Public Health

The FST are working with the Food Plan and Public Health to formulate strategies to tackle food poverty and healthy eating. Whilst this is non-statutory work for the FST there are links to hygiene and standards. Furthermore, its recognised that the FST are already engaged with the Food Sector in the city and have an understanding of challenges that food establishments face.

- The FST is currently directly involved with Food Poverty Project. FST Officers are working with Public Health on the Holiday Food Provision project to ensuring that the provision of food is done so safely.
- The FST have been put forward as a possible resource to support healthy eating/nutritional campaigns. This work is in early stages and work has been done to understand the challenge, map and identify possible problems and consider solutions, further consideration will need to be given to resource implications. Whilst non-statutory, this is valuable complementary work that supports the wider health and wellbeing agenda for the city.

Primary Authority Partnership with Navitas/ESB Limited

In the first of its kind for Leicester City Council the FST and Public Safety Team have successfully set up and agreed a Primary Authority Agreement with Navitas/ESB Limited, a Leicestershire based Food Safety and Health & Safety Consultancy. This is a formal agreement whereby we act as a central point of assured advice for the partner. The partnership will involve a period for review of all the food safety/Health & safety documentation used by the company for its clients to assure they meet legal requirements. Ongoing there will be a relationship for support and review where there are changes to legislation or guidance.

This first year will be particularly intensive in setting up and review. However, this work is carried out on a cost recovery basis.

Wet Bars/Nightclubs

A Joint project with the Licensing Team is proposed. The focus is on late night bars and clubs. These are establishments that due to their opening hours are difficult to access and low risk from a food hygiene perspective as they do not serve food. The project will consider the best use of resources to achieve both Food Hygiene/Standards and Licencing inspection requirements and ensure compliance.

4.6 Registered feed establishments

There are 44 registered feed establishments in the City. With the exception of 2 farms, all are food establishments which either transfer surplus foodstuffs into the feed chain or sell co-products of food production.

Leicestershire County Council continues to perform feed interventions for Leicester City Council. Funding has been reduced and in accordance with national and regional planning.

6 feed establishments in the city are due to be inspected during 2019/20.

4.7 Product Testing

National and Regional Food Surveys

Where the subject is of interest locally and or will support national/regional intelligence into food safety, The FST will participate in nationally and regionally planned sampling surveys for microbiological examination. If any such surveys for chemical and compositional analysis are announced, the FST will take the same approach to participation.

Other Samples

These will include samples from approved establishments and from establishment that are the subject of compliance issues or associated with food poisoning, and samples of imported food from non-EU countries.

The number of routine samples taken will be determined by capacity during the course of the year, and any incidents/outbreaks which occur.

4.8 Investigations of complaints relating to food and food premises

Service Requests and complaints have continued to increase in 2018/19. The overall numbers of complaints is further expected to rise in 2019/20.

Service requests cover a wide range of issues from requests for advice (setting up a new food establishment) to matters that require an urgent response (food poisoning outbreaks).

Service Requests are assessed for detriment and risk and responded to appropriately. Where the Food Safety Team cannot help directly, service users are signposted to other agencies.

	2013/2014	2014/15	2015/16	2016/17	2017/18	2019/19
Service Requests	549	517	500	728	871	1000

(Source: Uniform Database)

4.9 Business and Consumer advice and support

The Food Team through the course of their interaction with new and existing food establishments identify potential support needs.

The Food Team will continue to support new food business operators with appropriate advice and support to guide towards a high level of compliance with food law. Currently advisory visits are offered on a no charge basis. Such visits are beneficial in our drive to reduce the number of new food establishments with poor Food hygiene ratings, particularly 0s and 1s.

The Food Team work with organisations such as the Leicestershire Food & Drink Forum and Leicester & Leicestershire Enterprise Partnership (LLEP) to signpost new and growing food businesses towards advice and support.

Requests from businesses for Primary Authority agreements will be considered and determined with senior management.

The Food Safety Team will respond appropriately where consumers are seeking advice. Referrals for civil advice will be made to Citizens Advice Consumer Advice.

5.0 Significant Issues on the Horizon

The Food Standards Agency Regulating our Future

The regulatory landscape for food law enforcement is changing. In 2016 the FSA launched 'Regulating Our Future', a strategic review of Food Law enforcement. The aim to ensure that Food Law Enforcement not only proportionate and focussed resources by risk but is agile and flexible to match the challenges that Food manufacturing, food fraud, food traceability etc pose on a worldwide platform. This review is due to be implemented by 2020.

Food Standards Review

The FSA are also reviewing the current regime for Food Standards. There is significant and increasing crossover between Food Standards and Food Hygiene issues, for example allergens require correct labelling (Standards) and effective management (Hygiene). The regime for Food Standards regulation is currently under review.

EU Exit.

The extent of impacts from the UK exiting the EU remain unclear. However, whilst fundamental food hygiene requirements/controls will not change there will be issues for food establishments in relation to sourcing ingredients, sourcing food handlers, importing and exporting food.

Whilst there is some uncertainty on the horizon the FST propose:

- To closely monitor developments with Regulating Our Future and the Review of Food Standards Regulation with a view to:
 - Keeping the LLEP and local food businesses informed of and changes in regulatory standards and procedures; and significant regulatory compliance risks
 - Keeping the City Mayor, Executive and senior management informed of impacts on Leicester and the City Council
 - Identifying the need for changes in policy, procedure, practice, organisation and resourcing

- To closely monitor developments with Single Market and Customs Union with a view to:
 - Keeping the LLEP and local food businesses informed of and changes in regulatory standards and procedures; and significant regulatory compliance risks
 - Keeping the City Mayor, Executive and senior management informed of impacts on Leicester and the City Council
 - Identifying the need for changes in policy, procedure, practice, organisation and resourcing

- To adapt internal arrangements in anticipation of changed regulatory regime, in particular;
 - To work with Idox, the supplier of LCC's Uniform system, to ensure it is ready to link up with the FSA's 'enhanced registration' online functionality and that arrangements are in place to keep the 'national register' populated with accurate information our local data sources.
 - To work with the Service Support & Intelligence Team to ensure that the current performance reports are brought into line with FSA 'balanced scorecard' reporting requirements.

- To enhance our regulatory response capability, in particular;
 - To review and re-document arrangements and protocols between the Food Safety Team, Trading Standards Team and the Licensing Service

6.0 Review of the Food Law Enforcement Plan 2018/19

6.1 Introduction

Whilst the key objectives of the Food Safety Team remain (1.2 above) there has been a strong focus on support for new businesses and swift enforcement actions where compliance is poor.

This 'balanced approach', support for new business and appropriate prompt enforcement where required has seen the level of broad compliance rise across all food businesses in the city from 71.5% to 85%.

The food team remain committed to those key objectives.

Appendix 1 is a summary of the commentary from the FST monthly reports providing service 'highlights'.

6.2 Resourcing

The resources committed to the food safety service have been maintained and continues to provide the required management, advisory and regulatory activity. The 2018/19 intervention plan was completed however due to a current vacancy a larger number of inspections were carried over to 2019/20.

At the end of the 2018-2019 the FTE permanent establishment of the Team was:

	Management	Frontline	Administrative Support
Required	1.5	10.6	0.5
Actual	1.5	9.6	0.5

This required level of resourcing is currently adequate to complete the yearly planned work, predicted new registrations and service requests and accommodate food related incidents that require an urgent response.

6.3 Approved Establishments

All inspections for Approved Establishments due in 2018/19 were completed

At the end of 2018/19 there were 22 approved establishments.

6.4 Monitoring Interventions

In 2018/19 the following monitoring activity was undertaken by the Authority.

Activity	Actual 2014/15	Actual 2015/16	Actual 2016/17	Actual 2017/18	Actual 2018/19
inspections & audits	2062	1477	1822	1663	1675
verification & surveillance	1013	1365	1273	1290	1561
sampling visits	62	153	95	151	140
desktop assessment of Es	117	11	28	51	7

6.5 Monitoring Interventions and New Registrations

Interventions overdue from previous Annual Programmes	Number overdue on 1 st April 2015	Number overdue on 1 st April 2016	Number overdue on 1 st April 2017	Number overdue on 1 st April 2018	Number overdue on 1 st April 2019
Category A	1	0	0	1	1
Category B	0	16.	3	4	5
Category C	6	5	6	4	15
Category D	10	1	12	13	66
Category E	40	0	0	0	155
New Businesses registered but not inspected	73 [33] ⁵	86 [36] ⁶	75 [24] ⁷	96 [43] ⁸	110 [26] ⁹
Total	113	93	96	118	352

Note: The figures for Category E for 2016, 2017 and 2018 were reported incorrectly. Although reported as 0 the actual figure was not 0, they were missed from that year report and not counted them towards the overall annual programme figures. This has been corrected.

6.6 Food Sampling

During 2018/19 Leicester City Council's Food Safety Team participated in the following Food Sampling surveys:

Study 64 – Ready to Eat pastry Products (April – October 2018)

Samples were collected from retail and catering premises to provide data on microbiological quality of these foods. Samples were taken from hot hold and chilled cabinets as well as ambient stable foods and tested for the presence/absence of Listeria species and routine enumeration of Enterobacteriaceae, Ecoli, Staphylococcus and Bacillus. Clostridium perfringens was looked for in meat based products

Study 65 – Swabbing in Catering Premises (Sept 18 – Mar 19)

Samples were obtained to provide microbiological data on surfaces and equipment within catering premises. Swabs were taken from various random areas within the food business kitchen which were clean and ready to use and included plastic containers, tongs and other serving utensils, taps (in rte

⁵ [33] denotes an establishment that has been registered but not started operating

⁶ [36] denotes an establishment that has been registered but not started operating

⁷ [24] denotes an establishment that has been registered but not started operating

⁸ [43] denotes an establishment that has been registered but not started operating

⁹ [26] denotes an establishment that has been registered but not started operating

areas), till keys/buttons, door handles (fridges, freezers, microwave and dishwasher, etc.), sanitiser bottles, chopping boards and cloths.

Swabs and cloths obtained from catering premises were tested for Hygiene – Enterobacteriaceae, Ecoli, Staphylococcus, Bacillus and Pathogens – Listeria.

Study 66 – Frozen Fruit and Vegetables (Jan – Mar 2019)

This survey was set up in response to a food incident during 2018 which caused Listeriosis a food borne illness caused by the pathogen Listeria. The incident was found to of been caused by frozen sweetcorn and other vegetables.

Samples collected were tested for the presence or absence of Listeria and Ecoli.

Imported Foods (April 2018 – Mar 2019)

Ready to Eat Foods from outside the EU are collected throughout the year and tested for microbiological quality. A wide range of foods can be found on sale in Leicester which have come from outside the EU including Fruit and Vegetables, Confectionery, tins and jars of pickles, sauces, etc. and frozen foods.

6.7 Investigations

The Team responds to a diverse range of service request and complaints.

The recent trend has been a significant increase in the numbers of complaints received. This is due in part to improved service user access via digital/online reporting and an increased awareness of food safety issues.

The significant increase is a challenge but managed by ‘triaging’ requests based on priority and where possible signposting Service Users towards information and solutions where they can self help.

	2013/2014	2014/15	2015/16	2016/17	2017/18	2019/19
Service Requests	549	517	500	728	871	1000

(Source: Uniform Database)

2018/19 Service Request Breakdown

Request Type	Total 2018/19
Food Hygiene Complaints	529
Food Standards Complaints	104
Requests for Advice	162
Requests for Information	50
Re-rating Requests	75
Other	80
Total	1000

6.8 Enforcement Actions

All food law enforcement action taken by the Council's authorised officers is required to be proportionate to the harm and risk, consistent with statutory requirements and good practice.

Action	Actual 2014/15	Actual 2015/16	Actual 2016/17	Actual 2017/18	Actual 2018/19
Voluntary closure	9	5	9	4	10
Seizure, detention & surrender of food	11	19	8	2	3
Suspension/revocation of approval or licence	0	0	1	0	0
Emergency prohibition notice	8	9	2	4	5
Simple caution	2	12	6	10	10
Improvement notices [X] ¹⁰	76 [25]	58 [33]	60 [29]	46 [22]	36 [16]
Remedial action & detention notices	1	3	0	0	0
Written warnings	1814	1273	1661	1538	1558
Prosecutions concluded	1	3	2	3	2

(Source: Local Authority Enforcement Management System – hygiene)

6.9 Business Advice & Support

As part of an initiative to improve compliance in new food businesses the Food Safety Team continue to offer email and telephone support to new businesses and where appropriate carry out advisory visits to new registrations ahead of formal inspections.

In 2018/19 Food Safety Team Officers carried out 246 advice visits offering bespoke guidance to new businesses on compliance and how to achieve the best Food Hygiene Rating possible

6.10 2018/19 Compliance Projects

Allergens - Ongoing and included in Service Plan for 2019/20

A total of 21 samples were collected from 16 catering businesses across the city. Officers made orders for food indicating the food was for a person with a peanut allergy and needed to be peanut free. When collected the food was sent to the laboratory and tested for any peanut content.

Two samples failed and were found to contain peanut.

These businesses have been visited, given advice, and interviewed about the results. The businesses were then asked to sign a Stop Order. By signing the order, they have agreed not to serve any person/customer who advises them they have an allergy.

Further phases of allergen sampling are planned to look for other allergen foods. There are 14 allergen foods which are – Cereals containing Gluten, Soya, Crustaceans, Molluscs, Milk, Eggs, Fish, Mustard, Celery, Lupin, Nuts, Peanuts, Sesame Seeds and Sulphur Dioxide.

¹⁰ [x] denotes the number of establishments subject to enforcement action.

Acrylamide – Complete

Acrylamide is a chemical substance formed when starchy foods, such as potatoes and bread, are cooked at high temperatures. Acrylamide levels found in food have the potential to increase the risk of cancer for people of all ages. New legislation which came into force in May 2018 requires all food businesses operators to put in place simple practical steps to manage acrylamide within their food safety management systems.

The Food Safety Team have developed an information leaflet to advise food businesses that make products likely to be high in acrylamide of the requirements.

Inspection aid memoir has been updated to ensure officers on inspection consider acrylamide and record business awareness and steps taken. businesses of the new requirements.

Promotion of 5 Rated Establishments - Complete

Through liaison with the LCC Press Team and the Leicester Mercury 5 Rated establishments are now routinely profiled on the Leicester Mercury Website. The FST raise a weekly report on the food establishments that have achieved a 5 Rating the previous week. This is sent to the Leicester Mercury who publicise a 'positive' article identifying those 5 Rated establishments.

Illicit Alcohol – Bars/nightclubs - carried forward to 2019/20

This has been carried forward to and included in the 2018/19 Service Plan. The proposal was to undertake a joint project with colleagues in Licensing to provide assurance as the nature and quality of alcohol being supplied. Recent resourcing issues in Licensing have set aside this project to the 2018/19 Service Plan.

Illicit alcohol has continued to be investigated on an intelligence basis.

6.11 Conclusion of Service Plan

The level of resourcing and support committed to the Food Safety Team enables the Leicester City Council to achieve its Statutory Duty in respect of Food Law. Priorities remain to complete the intervention programme, manage new registrations and ensure compliance with food law.

The team are structured to ensure close management and oversight of work demands and resourcing. This provides assurance that non-compliance is addressed in an appropriate, proportionate and timely fashion.

The service is 'business friendly' and support offered to new and existing food business operators will continue. Whilst this is not a statutory function this support coupled with swift enforcement for those less willing has been significant in the rise in the overall 'broad compliance' with food hygiene law.

APPENDIX 1

Commentary from FST Monthly Performance Reports Apr 2018 to Mar 2019

Apr 2018

- During March and April Leicester importer AKM Foods Ltd was involved in national product withdrawals of Pan Masala which contained an illegal colour, and Jelly mini cups which were of a consistency which constituted a choking hazard. This entailed substantial investigation work for FST EHO [REDACTED].
- A charge of £110 + VAT = £132 was introduced for the re-rating, when requested, of food business establishments with ratings lower than five.
- The food business operator of Grill House 144 Belgrave Gate was prosecuted for food hygiene offences and fined £300 with £2378.50 costs.
- The food business operator of [REDACTED] Highcross Street accepted a simple caution for food hygiene contraventions.
- Eight officers from the FST attended a Public Health England one day course about Listeria [a low temperature food pathogen].

May 2018

- During May two Leicester food business operators were subject to two more national product withdrawals of Jelly mini cups which were of a consistency which constituted a choking hazard. This entailed substantial investigation work for FST EHOs [REDACTED].
- At a visit during which officers found widespread rat activity, very poor standards of cleanliness and poor food handling practices, a Food Hygiene Emergency Prohibition Notice was served on the food business operator of Hong Kong Takeaway 219A Uppingham Road. In court three days later magistrates continued this prohibition by granting an Order of the court, and awarded the council 1243.72 pounds costs against the operator.
- FST Manager Dave Howard attended and acted as critical friend at the Licensing Team's review and planning away day.

Jun 2018

- DMU Health Studies graduate [REDACTED] joined the FST for 6 weeks as part of the DMU Graduate Champions scheme. She worked on a Acrylamide information project and gained insight into the work of the FST and public health.
- Review of the meat substitution sampling programme and subsequent investigations which, in turn led to "Dutch Bangla" prosecutions in the Crown Court.
- Preliminary discussion between a Director and senior manager from the European Safety Bureau and Dave Howard and Govind Mandora, to explore the possibility of a Primary Authority co-ordinated Partnership between the ESB and Leicester City Council.

Jul 2018

- HEPN served on FBO of the Sudanese Dafar Association Brunswick Street to prohibit its use as any food business establishment due to evidence of rats and cockroaches and poor standard of cleaning. HEPO applied for and granted by a magistrates' court.
- Undertaking by FBO of [REDACTED] East Park Road to temporarily cease the use of the main kitchen used for langar due to evidence of cockroaches and poor standard of cleaning (smaller kitchen in the building used temporarily; langar not interrupted).

- Samples of Kombucha Tea taken for microbiological examination [tea made with a live culture called a scoby).
- Training days largely mandatory LCC GDPR training.

Aug 2018

- Caribbean Carnival – Compliance with food law generally very good. Some improvements and recommendations for pre event planning to be fed back to debrief
- Food business operator of Khana Kazan in the Crown Court - £3000 costs and 100 community service. 6mth reduced to 4mth suspended sentence
- Food Incident – Top Spirits Unregistered Drinks supplier in the city supplying spirits with no English labelling – product recall
- Dave Howard has been voted in as Vice Chair of the National Food Hygiene Focus Group

Sep 2018

- Food business operator's undertaking to cease temporarily the use of [REDACTED] as food business establishment
- Food business operator's undertaking to cease temporarily the use of [REDACTED] as food business establishment
- Withdrawal of Approval for Life With Taste to place animal ingredient based foods on the market due to serious deficiencies
- Food Law Code Of Practice Consultation – responses to the Food Standards Agency from Leicester City Council, Leicestershire Food Group and National Food Focus Group
- Three food business operators signed and issued with simple cautions
- Four officers attended conflict management training; three officers attended East Midlands Councils' event on food law enforcement.

Oct 2018

- Emergency prohibition imposed on FBO of Toro's Express 114 East Park Road due to mouse activity, gnawed food and poor cleaning. Oder to uphold and continue the prohibition granted in the Magistrates' Court.
- Prosecution in the Magistrates' Court of FBO of Big Wang Welford Road, who entered a late plea of guilty to 11 charges. FBO fined £1333.00 on charge 8 – risks of contamination, £1000 on charge 10 – illegal chilies, £130 victim surcharge and full Council costs of £3140.40. Total: £6306.40.
- Voluntary undertaking to cease operations due to evidence of mice signed by FBO of [REDACTED] St Stephens Road.
- Sampling Survey of Peanut in food ordered as 'Peanut Free' takeaway food started.

Nov 2018

- FBO of Subway 16 Melton Road prohibited from using premises as food establishment due extensive rate and mouse activity, poor cleaning and maintenance. HEPN served and HEPO granted by the magistrates' court.
- 1000 Tweaks – Council Health Promotion initiative to encourage healthy eating and activity by small increments supported by FST by adding information to our reports
- EHO [REDACTED] left the Council to take an EHO post at [REDACTED]. Reviewing capacity to manage situation until recruitment possible [FTE now 9.6 from 10.1]
- Sampling Survey of Peanut in food ordered as 'Peanut Free' takeaway food – 22 samples taken and sent for analysis.

Dec 2018

- The operator of a retail shop on St Peters Road signed an undertaking to cease its use as a food business establishment temporarily due to rodents.
- Forecasting of the 2019/2010 inspection programme began.
- Some FST officers attended a conflict management course.

Jan 2019

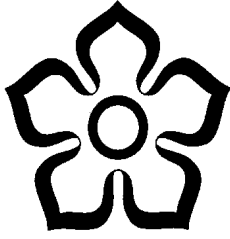
- Joint initiative with National Food Crime Unit on illegal imports of Chinese POAO – quantities seized from 4 of 6 shops visited.
- Voluntary Closure of [REDACTED] due to presence of pests
- Promotion of 5 rated establishments – started an initiative to report weekly to Leicester Mercury for their publication online. Mercury feedback very positive.
- Public Health Training course on food shelf life determination and use of modelling to determine food durability

Feb 2019

- Voluntary closure of [REDACTED] due to evidence of mice
- Public Health England training course on STEC [shiga toxin producing E. coli]
- Team Managers attended the Service Strategy Development Day

Mar 2019

- Low numbers of high risk establishments overdue for inspection at end of financial year: 1 category A, 5 category B and 15 category C. [1800 inspections at outset]
- Daar Dheere Café 152 Wharf Street North closed using emergency powers – mouse activity throughout and poor cleaning. Hygiene Emergency Prohibition Order granted in the magistrates' court.
- Leicester based incident referred to and issued as a national Food Alert by the Food Standards Agency: undeclared milk, soya and barley [gluten] found in several products from Macadams Bakery 27 Copdale Road.



Leicester
City Council

WARDS AFFECTED:
ALL

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Audit and Risk Committee
Council

18th September 2019
3rd October 2019

Annual Report of the Audit and Risk Committee to Council
covering the municipal year 2018-19

Report of the Director of Finance

1 PURPOSE OF REPORT

- 1.1 To present to the Council the annual report of the Audit and Risk Committee setting out the Committee's achievements over the municipal year 2018-19.
- 1.2 This report was presented to the Committee for approval at its meeting on 18th September 2019.

2 RECOMMENDATIONS

- 2.1 Audit and Risk Committee is recommended to approve this report for submission to the Council.
- 2.2 Council is recommended to receive this report.

3 SUMMARY

- 3.1 The Committee's terms of reference approved by Council require the submission of an annual report on its activities, conduct, business and effectiveness. Moreover, the CIPFA* guidance on Audit Committees states that the audit committee should be held to account on a regular basis by Council, and that the preparation of an annual report can be helpful in this regard. (* CIPFA – the Chartered Institute of Public Finance and Accountancy)
- 3.2 The Audit and Risk Committee considered a wide range of business in fulfilment of its central role as part of the Council's system of corporate governance, risk management, fraud and internal control. It conducted its business in an appropriate manner through a programme of meetings and fulfilled the expectations placed upon it.

4 REPORT

- 4.1 The Committee's terms of reference are regularly reviewed. They formally confer upon it the role of 'the board' for the purposes of the *Public Sector Internal Audit Standards*, (the mandatory elements of the Institute of Internal Auditors' International Professional Practices Framework, interpreted and adopted for local government by CIPFA) as the recognised professional standards for local authority internal audit.
- 4.2 During the municipal year 2018/19, the Committee met on five occasions. All meetings were properly constituted and quorate. The Committee's terms of reference require it to meet at least three times a year. The Head of Finance and Leicestershire County Council's Head of Internal Audit and Assurance Service attended meetings of the Committee. In addition, and in the interests of providing the full range of legal, constitutional and financial advice and expertise, the Committee was supported by the Director of Finance and the City Barrister & Head of Standards or their representatives.
- 4.3 CIPFA has a publication *Audit Committees – Practical Guidance for Local Authorities*, providing guidance on function and operation of audit committees. The position statement within the guidance, notes "*audit committees are a key component of an authority's governance framework. Their function is to provide an independent and high-level resource to support good governance and strong public financial management.*"
- 4.4 Further to this it notes the purpose of the governance committee is to provide those charged with governance independent assurance of the adequacy of the risk management framework, the internal control environment and the integrity of the financial reporting and governance processes.
- 4.5 It is considered that Audit and Risk Committee met the requirements for an effective Audit Committee. In summary the reasons for this are:
- The Committee meets regularly, and its chair and membership are sufficiently independent of other functions in the Council. Meetings are conducted constructively and are free and open and are not subject to political influences;
 - The Committee's terms of reference provide a sufficient spread of responsibilities covering internal and external audit, risk management and governance;
 - The Committee plays a sufficient role in the management of Internal Audit, including approval of the audit plan, review of Internal Audit's performance and the outcomes of audit work and management's response to that; and
 - The Committee received reports from KPMG as the Council's external auditor and maintains an overview of the external audit process including the fees charged.
- 4.6 However, it is acknowledged that Committee members need suitable training. Arrangements continue to be made to provide training on a relevant topic immediately before meetings of the Committee. The Committee is subject, of

course, to some turnover of membership each municipal year, an inevitable consequence of the political environment in a local authority. Should this happen, training for new members is offered.

4.7 The Committee has continued to make an important contribution to the effectiveness of the City Council's internal control and corporate governance frameworks. It is a central component of the Council's system of internal control. The key outcomes from the Committee's work included:

4.8.1. Internal Audit

- The Committee considered the Internal Audit annual plan and monitored its delivery and outcomes during the year. The Committee also received the Internal Audit annual report and opinion on the adequacy and effectiveness of the Council's framework of governance, risk management and control.
- The Committee reserves the right to summon relevant officers to attend its meetings to discuss in more depth specific issues raised by Internal Audit reports. This has helped to maintain the profile of the Committee and its role in promoting adherence to procedures and improved internal control.
- The Committee received a report informing them of an independent peer review completed on the internal audit function provided by Leicestershire County Council. This noted the service 'Generally conforms' to standards being the top rating.

4.8.2 Counter-Fraud

- The Committee maintained an effective overview of the Council's measures to combat fraud and financial irregularity. Specifically, the Committee:
 - Reviewed and approved the Council's updated Anti-Fraud, Bribery and Corruption Policy and Strategy.
 - Considered counter-fraud reports, which brought together the various strands of counter-fraud work with data on the various types of work carried out by the teams involved.
 - Reviewed and supported the Council's participation in the National Fraud Initiative.

4.8.3 External Audit

- The Committee considered the external auditor's plans and progress and the outcomes of this work, with particular reference to the annual audit of the Council's statutory financial statements.
- The external auditor uses internal audit work to inform the external audit of the Council's accounts and the certification of certain grant claims and returns. The Committee has received reports on the outcomes of such work and to this extent is fulfilling its responsibility to promote an effective working relationship between the two audit functions.

- There was a delay in the completion of the 2017/18 external audit work. The External Auditor attended the December 2018 meeting and explained the reasons for the delay and apologised. We have new external auditors from 2018/19, as the external auditor changes every 5 years.

4.8.4 Risk Management

- The Committee confirmed the Risk Management Strategy and Policy and Corporate Business Continuity Management Strategy. The Committee maintained a regular overview of the risk management arrangements including the Council's strategic and operational risk registers and 'horizon-scanning' for potential emerging risks to the Council and its services.

4.8.5 Corporate Governance

- The Committee fulfilled the responsibilities of 'the board' for the purposes of the City Council's conformance to the *Public Sector Internal Audit Standards* in terms of overseeing the Council's arrangements for audit, the management of risk and the corporate governance assurance framework.
- The Committee maintained its oversight of the Council's corporate governance arrangements. The Council's updated assurance framework, which maps out the process for collating the various sources of assurance and preparing the Council's statutory Annual Governance Statement, was reviewed and approved by the Committee.
- The Committee approved the Annual Governance Statement for 2017/18.
- This annual report to Council is part of the governance arrangements, through giving a summary of the Committee's work and contribution to the good governance of the City Council and demonstrating the associated accountability.

4.8.6 Financial reporting

- The Committee received and approved the Council's statutory Statement of Accounts for 2017/18 and associated external audit reports. It approved the Council's letter of representation, by means of which the City Council gives assurance to the external auditor; there were no significant items that were not reflected in the Council's accounting statements.
- The external auditor's Annual Governance Report was issued to the Committee as 'those charged with governance' and considered accordingly. In this report, the auditor confirmed that his audit opinion on the Council's financial statements would be 'unqualified'.

4.8.7 Other Work

- During the year the Committee also received updates and reports on the following areas:
 - The preparations and potential impacts of an EU Exit.

- Housing Benefits Subsidy arrangements
- Corporate complaints
- Social Value
- The DFE and LGA Test of Assurance (regards the leadership of adult and children's social care).

5. Conclusions

- 5.1 The Committee fulfilled all of the requirements of its terms of reference and the good practice guidance issued by CIPFA.
- 5.2 It is the view of the Director of Finance that the Audit & Risk Committee made a significant contribution to the good governance of the City Council. Through its work, it has reinforced the Council's systems of internal control and internal audit and has given valuable support to the arrangements for corporate governance, legal compliance and the management of risk.
- 5.3 Each year, following any changes in membership, there is a need to support members with relevant training and briefings on technically complex subjects, particularly in the context of the governance of a large local authority and especially during a period of continued financial stringency and change. The effectiveness of the Committee is enhanced by having members who have sufficient expertise and experience, attributes which benefit from some continuity of membership.

6. FINANCIAL, LEGAL AND OTHER IMPLICATIONS

6.1 Financial Implications

An adequate and effective Audit & Risk Committee is a central component in the governance and assurance processes intended to help ensure that the Council operates efficiently, cost effectively and with integrity. Its support for the processes of audit and internal control will help the Council as it continues to face the financially challenging times.

Colin Sharpe, Head of Finance, ext. 37 4081

6.2 Legal Implications

The Audit & Risk Committee aids the fulfilment by the Council of its statutory responsibilities under the Accounts and Audit Regulations 2015 by considering the findings of a review of the effectiveness of the Council's system of internal control. It is an important part of the way the duties of the Director of Finance are met as the responsible financial officer under s151 of the Local Government Act 1972.

Kamal Adatia, City Barrister & Head of Standards, x37 1401

7. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph references within supporting information
Equal Opportunities	No	
Policy	No	
Sustainable and Environmental	No	
Climate Change	No	
Crime and Disorder	Yes	4.6.2 – references to fraud and corruption
Human Rights Act	No	
Elderly/People on Low Income	No	
Corporate Parenting	No	
Health Inequalities	No	
Risk Management	Yes	The whole report concerns the audit, risk management and governance process, a main purpose of which is to give assurance to Directors and this Committee that risks are being properly identified and managed appropriately by the business.

8. BACKGROUND PAPERS – LOCAL GOVERNMENT ACT 1972

Agendas and Minutes of the Audit & Risk Committee meetings

REPORT AUTHOR

Amy Oliver, Chief Accountant