

Leicester
City Council

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

26 September 2018

Sir or Madam

I hereby summon you to a meeting of the LEICESTER CITY COUNCIL to be held at the Town Hall, on THURSDAY, 4 OCTOBER 2018 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 14 June 2018 are available to view at:

<http://www.cabinet.leicester.gov.uk:8071/ieListDocuments.aspx?CId=81&MId=8705&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
- Petitions to be debated
- 5.1 - Remove the Evesham Road link road from the Local Plan

6. QUESTIONS

- From Members of the Public
- From Councillors

7. MATTERS RESERVED TO COUNCIL

7.1 Food Safety Service Plan 2018/19

7.2 Youth Justice Plan 2018/19

Note: Black and White copies of the reports are provided. Colour Pages can be viewed online or copies obtained from Democratic Support by phoning 0116 4546358.

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. NOTICES OF MOTION

a) Brexit

Proposed by the City Mayor, seconded by Councillor Myers:

This Council believes that:

“Leicester City Council is deeply concerned that, although two years have passed since the referendum, no agreement has yet been reached with the EU and there remains great uncertainty about the impact of Brexit on the well-being of the city, its economy and its people.

The Council calls on the government to give the British people an opportunity to vote on the acceptability or otherwise of the final terms of leaving the EU. “

b) Universal Credit

Proposed by Councillor Waddington, seconded by Councillor Master:

This Council believes that:

“Leicester City Council wishes to express strong concern about the impact of the roll out of Universal Credit. We are aware of the financial hardship experienced by many people and families who have been moved onto this new system of benefits.

The problems experienced include;-

- Long waits for payments and the requirement to repay advanced UC ‘loans’
- An increase in rent and council tax arrears
- Increased use of sanctions leaving people without adequate resources
- Difficulties with the complex online application and follow up
- Lower rates of financial support impacting particularly on people with disabilities or long term illnesses and upon single parent families.

The Council will within its resources seek to help those adversely affected by the roll out of Universal Credit in Leicester by;-

- Ensuring that there are sufficient welfare rights advisers who are accessible to all claimants who need help in making their on line claims, chasing up late and inaccurate payments, appealing adverse decisions and providing debt management support.
- Providing support to food banks who are helping more people as a result of the roll out of Universal Credit
- Agreeing not to evict Council tenants who are in arrears with their rent as a consequence of late, inaccurate or postponed UC payments and urging other landlords to do the same.
- Ensuring that the LCC hardship grants are sufficient and accessible to help those adversely affected by UC to enable them to meet their basic needs for things like electricity, gas, rent, council tax bills, clothing and food.
- Reviewing the use of bailiffs and debt recovery agents where UC has contributed to the problems faced by those in debt.

Despite all of the above measures Leicester City Council is aware that the implementation of a Full Service Universal Credit system in the City is likely to prove seriously detrimental to the health and well being of thousands of local residents.

We will write to the Secretary of State for Work and Pensions asking for the system to be redesigned so that it removes the risks of increasing poverty and hardship identified in this motion.”

10. ANY OTHER URGENT BUSINESS

Fire & Emergency Evacuation Procedure

- The Council Chamber Fire Exits are the two entrances either side of the top bench or under the balcony in the far left corner of the room.
- In the event of an emergency alarm sounding make your way to Town Hall Square and assemble on the far side of the fountain.
- Anyone who is unable to evacuate using stairs should speak to any of the Town Hall staff at the beginning of the meeting who will offer advice on evacuation arrangements.
- From the public gallery, exit via the way you came in, or via the Chamber as directed by Town Hall staff.

Meeting Arrangements

- Please ensure that all mobile phones are either switched off or put on silent mode for the duration of the Council Meeting.
- Please do not take food into the Council Chamber.
- Please note that Council meetings are web cast live and also recorded for later viewing via the Council's web site. Tweeting in formal Council meetings is fine as long as it does not disrupt the meeting. Will all Members please ensure they use their microphones to assist in the clarity of the web-cast.
- The Council is committed to transparency and supports efforts to record and share reports of proceedings of public meetings through a variety of means, including social media. In accordance with government regulations and the Council's policy, persons and press attending any meeting of the Council open to the public (except Licensing Sub Committees and where the public have been formally excluded) are allowed to record and/or report all or part of that meeting. Details of the Council's policy are available at www.leicester.gov.uk or from Democratic Support. If Members of the public intend to film or make an audio recording of a meeting they are asked to notify the relevant Democratic Support Officer in advance of the meeting to ensure that participants can be notified in advance and consideration given to practicalities such as allocating appropriate space in the public gallery etc.

The aim of the Regulations and of the Council's policy is to encourage public interest and engagement so in recording or reporting on proceedings members of the public are asked:

- ✓ 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.



WARDS AFFECTED
Aylestone
Braunstone Park and Rowley Fields
Saffron

COUNCIL

4th October 2018

PETITIONS FOR DEBATE BY FULL COUNCIL – REQUEST TO REMOVE THE EVESHAM ROAD LINK FROM THE LOCAL PLAN

REPORT OF THE MONITORING OFFICER

1. INTRODUCTION

A paper petition and an electronic petition have been received simultaneously which ask the City Council to remove the Evesham Road link road from the Local Plan, completely.

The Council's Petitions' Scheme (adopted in September 2014) states that if any petition receives 1,500 or more valid signatures, the lead petitioner may ask that it be subject to a debate at Full Council. The lead petitioners have indicated that they wish their petition to be subject to a debate.

The lead petitioner indicated a figure of over 3,000 signatories on a paper and an electronic petition, however, the Council does not verify numbers of signatories once the 1,500 threshold is reached.

2. RECOMMENDATIONS

Council is recommended to consider the petition and make any recommendations in accordance with the Petitions' Scheme.

3. REPORT

The petitions received from the End of the Road Campaign have met the criteria of 1,500 signatures of people who have provided an address in Leicester of where they live, work or study. The petitions are in the following terms and have been taken together as they are requesting similar outcomes:

Paper petition: *"We the undersigned, call upon Leicester City Council to remove the Evesham Road link road from the Local Plan, completely."*

Electronic Petition: *“Stop an East-West link road across Aylestone Meadows from Evesham Road to Aylestone Road.”*

The lead petitioner has been invited to speak on their petition for five minutes to be followed by a Councillor debate for a maximum of 15 minutes.

Following the debate, the Council can decide how to respond to the petitions and may decide to:

- Recommend to the Executive to either take or not take the action the petition requests.
- Recommend to the Executive a different course of action as a result of the debate.
- Commission further investigation into the matter, for example by a relevant committee.

Following the Council meeting the petition organisers will receive written confirmation of this decision.

4. FINANCIAL, LEGAL AND OTHER IMPLICATIONS

4.1. Financial Implications

There are no immediate financial implications arising from the report.

Colin Sharpe, Head of Finance, 374081

4.2 Legal Implications

There are no direct legal implications arising from this report. Any legal implications which may arise out of the substantive issue will be considered as part of any subsequent decision, if any.

Kamal Adatia, City Barrister and Head of Standards, 371401

5. OTHER IMPLICATIONS

OTHER IMPLICATIONS	YES/NO	Paragraph References Within the Report
Equal Opportunities	TBC	
Policy	TBC	
Climate Change and Carbon Reduction	TBC	
Crime and Disorder	TBC	
Human Rights Act	TBC	
Elderly/People on Low Income	TBC	

Corporate Parenting	TBC	
Health Inequalities Impact	TBC	

6. BACKGROUND PAPERS – LOCAL GOVERNMENT ACT 1972

None

7. CONSULTATIONS

None.

8. REPORT AUTHOR

Graham Carey
Senior Democratic Support Officer.

MATTERS RESERVED TO COUNCIL

7.1 SERVICE PLAN FOR FOOD LAW ENFORCEMENT 2018/19

A report is submitted seeking the Council's approval to adopt the Service Plan for Food Law Enforcement 2018/19

The Council is asked to adopt the Leicester City Council Service Plan for Food Law Regulation 2018/2019.

7.2 LEICESTER CITY YOUTH JUSTICE PLAN 2018-19

A report is submitted seeking the Council's approval to adopt the Leicester City Youth Justice Plan for 2018/19.

The Council is asked to:

- a) adopt the Leicester City Youth Justice Plan for 2018/19.
- b) note the review of progress and agree the priorities in the report.

**Sir Peter Soulsby
City Mayor**



Service Plan for Food Law Enforcement 2018/19

For consideration by: Full Council

Date of meeting: 4 October 2018

Lead director: John Leach

Useful information

- Ward(s) affected: all
- Report author: Roman Leszczyszyn, Head of Regulatory Services
- Author contact details: 0116 454 3191, leszr001@leicester.gov.uk

1. Purpose of report

1.1 This report is presented to the Full Council for the purpose of:

- a) Adopting the Leicester City Council Service Plan for Food Law Regulation 2018/2019

2. Summary

2.1 This report presents Leicester City Council's Leicester City Council Service Plan for Food Law Regulation 2018/2019 for approval by Council.

2.2 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 2017-18.

3. Recommendations

Full Council is recommended to:

- 3.1 To adopt the Service Plan for Food Law Regulation 2018/2019.

4. Supporting information including options considered:

4.1 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 delivered by a number of regulatory teams.

4.2 Leicester has a diverse food sector and notably a vibrant Asian cuisine restaurant trade. The number of registered food businesses in Leicester is around 3000 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 84% (the national average is 88%).

4.3 In 2018-19 the Food Safety Team will deliver around 1916 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 2018-19.

4.4 Key compliance projects for 2018-19 include:

- Allergens
- Acrylamide
- Promotion of 5 rated establishments

5. Details of Scrutiny

5.1 The Director of Neighbourhood and Environmental Services submitted a report to the Neighbourhood Services and Community Involvement Scrutiny Commission on 4th July 2018, on public protection and regulation in Leicester's food sector.

The full minute is in Appendix Two.

5.2 The Commission AGREED:

1. That the work undertaken by Leicester City Council's Food Safety Team be noted and the Team congratulated on its work; and
2. That the Director of Neighbourhood and Environmental Services be asked to present a report to this Commission at an appropriate time on the operation of the food hygiene rating system, including ways in which businesses could be encouraged to display their food hygiene rating

6. Financial, legal and other implications

6.1 Financial implications

There are no direct financial implications arising from the report.

Colin Sharpe
Head of Finance
Ext 37 4081

6.2 Legal implications

6.2.1 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.

<http://www.food.gov.uk/enforcement/enforcework/frameagree>

6.2.2 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.

6.2.3 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).

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

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

6.2.6 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 Service Plan for Food Enforcement Service Plan to Full Council as a matter of local choice.

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

6.3 Climate Change and Carbon Reduction implications

No Climate Change or Carbon Reduction Implications

6.4 Equalities Implications

6.4.1 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.

6.4.2 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.

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

6.5 Other Implications

Policy – No implications
Crime and Disorder – No implications
Human Rights Act – No implications
Elderly/People on Low Income – No implications

7. Background information and other papers:

None

8. Summary of appendices:

Appendix One – Service Plan for Food Law Enforcement 2018-19

Appendix Two – Relevant Minutes of Scrutiny 4 July 2018

9. 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)?

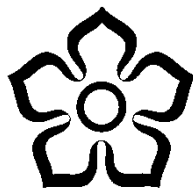
No

10. Is this a “key decision”?

No

11. If a key decision please explain reason

N/A



Leicester City Council
Service Plan for Food Law Regulation
2018/2019

Date: 6 August 2018

Version: v1.3 FOR CITY MAYOR BRIEFING

Owner: Dave Howard, Team Manager Food Safety

David Barclay Rhodes, 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 also 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 Midshires, Samworth Brothers, Fox's Confectionery 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

The total number of food establishments in the city continues to grow, a reflection on the appeal of Leicester being a good place to trade. The table below suggests a 'peak' in 2014, however following a review of our database and after data cleansing the total number was brought back in line with the steady trend of an overall annual increase.

Appendix 1 is a table of performance data from the annual Food Standards Agency return for comparable Cities to Leicester

FSA Reported Food Establishments	2011	2012	2013	2014	2015	2016	2017	2018
Leicester	2871	2964	3086	3112	2828	2942	2996 ¹	2980 ²
Nottingham	2741	2697	2787	2908	2977	3083	3123	3157*
Derby	2017	2129	2169	2143	2014	1996	2024	1989*
Birmingham				7596	7504	8071	8341	*
Haringey				1957	2077	2123	2128	2130*
Hackney				2471	2535	2954	2709	2705*

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

*Interim figures published by the food Standards Agency June 2018; Birmingham not available.

	2013	2014	2015	2016	2017	2018
New Business Registrations	506	456	527	507	540	519

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

The table above shows the volatility of Leicester's food business sector. The take-away sector, in particular, is characterised by a high turnover rate. Within the total number of establishments at any time, there are many which will be in existence for a short time, sometimes not even one year.

Working with new operators takes a significant part of the Food Safety Team resources in supporting/encouraging new businesses, identifying those who do not register and those whose compliance is poor and require enforcement.

2.4 Food & Drink Sector Profile

On 1 April 2018 Leicester City Council has records on 2980 food establishments in the city of which 18 are premises approved under EC Regulation 853 2004 by Leicester City Council to process meat, fish, egg and dairy products.

The table below show the profile of food establishments by type

Establishment Type	2013	2014	2015	2016	2017	2018
manufacturers & distributors	72	73	73	81	90	93

¹ This includes 24 registered food businesses which have not started operating.

² This excludes 48 registered food businesses which have not started operating.

importers/exporters	11	11	6	6	9	7
distributors/transporters	83	80	77	82	87	94
retailers	868	848	730	773	782	795
restaurants & caterers	2052	2100	1942	2000	2028	1991
totals	3086	3112	2828	2942	2996	2980

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 giving 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 2018 of the 3028 registered food establishments 2531 are eligible and have been rated under the scheme.

The table below shows the distribution in ratings.

Food Hygiene Rating	2013	2014	2015	2016	2017	2018
5 very good	674	784	1008	1157	1337	1397
4 good	347	370	472	493	483	462
3 generally satisfactory	414	418	536	575	452	407
2 improvement necessary	119	114	143	141	160	151
1 major improvement necessary	225	225	193	156	127	103
0 urgent improvement necessary	39	24	19	21	8	11
Totals	1818	1935	2371	2543	2567	2531

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 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.

The Food Safety Team has over the previous 2 years focussed on supporting new food business operators and swift enforcement action at non-compliant establishments. Broad Compliance has shown significant improvement. This focus on new business support and prompt enforcement where appropriate will continue.

	2012	2013	2014	2015	2016	2017	2018
percentage “broadly compliant”	71.1	70.4	71.5	79%	82%	84%	84%*

Table: Broad compliance time series (Source: Local Authority Enforcement Management System – hygiene) *national average at end of 2017/18 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	2013	2014	2015	2016	2017	2018
category A [next inspection 6 months]	43	52	33	35	27	26
category B [next inspection 1 year]	273	275	313	258	261	231
category C [next inspection 18 months]	1417	1424 ³	866 ³	868	811	792
category D [next inspection 2 years]	414	423 ³	1004 ³	1116	1121	1225
category E	569	569	536	580	681	643
unrated [yet to be inspected]	370	369	76	85	95	63
Totals	3086	3112	2828	2942	2996	2980

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

3.0 Leicester City Food Enforcement Function

³ In 2014 there was a CoP change to risk scoring. A significant number of C rated establishments changed to the D category and the scheduled next intervention dates put back by 6 months. This changed the intervention programme for 2014/15.

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 food law.

The Team follow these key principles in our enforcement role

- Regulators Code – Ensure Food Safety Team is aware of and operates to the Regulators Code.
- Intelligence led regulatory interventions
- Food Crime – Ensure that members of the Food Safety Team are aware of the key food crime issues and understand the national and regional arrangements in place to respond to issues.

3.2 Food Sector Interventions

A variety of interventions are used in order to monitor and improve compliance with food law by food businesses in the City. 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	Phil Coyne
Director of Neighbourhood & Environmental Services	John Leach
Head of Regulatory Services	Roman Leszczyszyn
Food Safety Team Manager/Lead Officer	David Barclay Rhodes
Food Safety Team Manager/Lead Officer	Dave Howard

David Barclay Rhodes and Dave Howard have, 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

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.

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.

We are well along the line in terms of channel shift and have developed in conjunction with 'My Account' an LCC online reporting facility for service users wishing to report food safety or food standards issues. New for this year is an additional online facility to allow food businesses to apply for and pay for a Food Hygiene Rating Scheme re-rating inspection.

The FST website content is this year being reviewed and revised to ensure it signposts service users appropriately and efficiently and provides useful and helpful content.

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	0.1	Reduced requirement
2a	Inspections of food business establishments for the first time.	0.5	This is also 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	0.1	Reduced requirement
3	food sampling for microbiological examination	0.4	Increased on period 2008/2009 to 2014/2015
4	Food sampling for chemical analysis/composition [e.g. DNA]	0.4	Continuation of response to substitution and contamination threat
5	Complaints about food and food establishments	0.4	Based on period 2008/2009 to 2014/2015
6	Incidents and outbreaks	0.4	Based on period 2008/2009 to 2014/2015
7	Emergency prohibitions [temporary closure due to imminent risk of injury to health]	0.3	Increased
8	Improvement notices	0.1	
9	Prosecutions and simple cautions	0.4	Increase to take into account more robust enforcement stances
10	Specialist advice and support for regulatory projects	1.0	e.g. new business start-ups, food safety procedures, new law such as Food Information Regulation, export certificates, decreasing numbers of 0s, 1s, 2s food hygiene ratings
11	Management	1.5	increased to take into account monitoring requirements and increased regulatory project work
12	Administration	0.5	
	Total Requirement	12.1	
	Total FTE Resource Available	12.1	
	Resource Shortfall	0.0	

3.9 Resourcing Strategy

The resourcing estimate consists of frontline officer resource, administration and management. Sufficient frontline resource is required to undertake and complete the planned annual inspection programme and to ensure a suitable level of response to urgent and developing matters such as food poisoning outbreaks, food alerts, and emergency closure.

Resourcing is based on the FST service plan which both forward plans and reviews team 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.

Using Service Planning data and looking at performance indicators allows resourcing requirements to be set appropriately.

The frontline resource of 10.1 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:

Due to the FSA withdrawing supported Food Training while it reviews its strategy for LA support the FST have had to explore training provision to meet the Food Law Code of Practice Competency and Training requirements for Food Officers:

- 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.

3.11 Financial allocation 2018/19

Food Safety Team (20201) 2018/19		2017/18
Contracted Spinal Local Government Staff	379,000	349,900
National Insurance Local Government Staff	41,500	37,300
Superannuation Local Government Staff	90,000	58,800
Apprentice Levy	1,700	1,700
Employee Related Insurance	9,100	7,000
Employee Training	1,500	600
Employee Costs	522,800	455,300
Car Travel Allowance	3700	400
Equipment Purchase	200	200
Furniture Purchase	0	300
Printed & Electronic Media	500	200
Clothing, Footwear & Laundry	0	200
Stationery & Office Supplies	0	300
Printing & Copying	500	300
Photographic Supplies	700	200
Subsistence Expenses	0	200
Controllable Running Costs	5,600	2,300
Expenditure	528,400	457,600
Legal Income Incl Costs Awarded	(5,000)	(11,800)
Income	(5,000)	(11,800)
	523,400	445,800

4.0 Service delivery for 2018/2019

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.

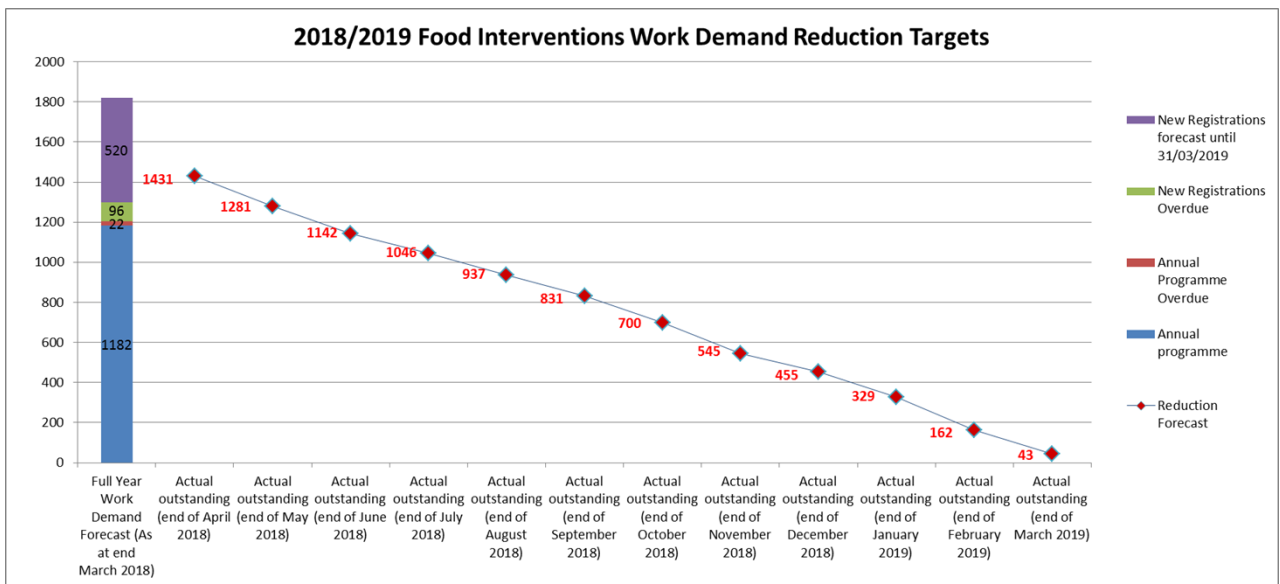
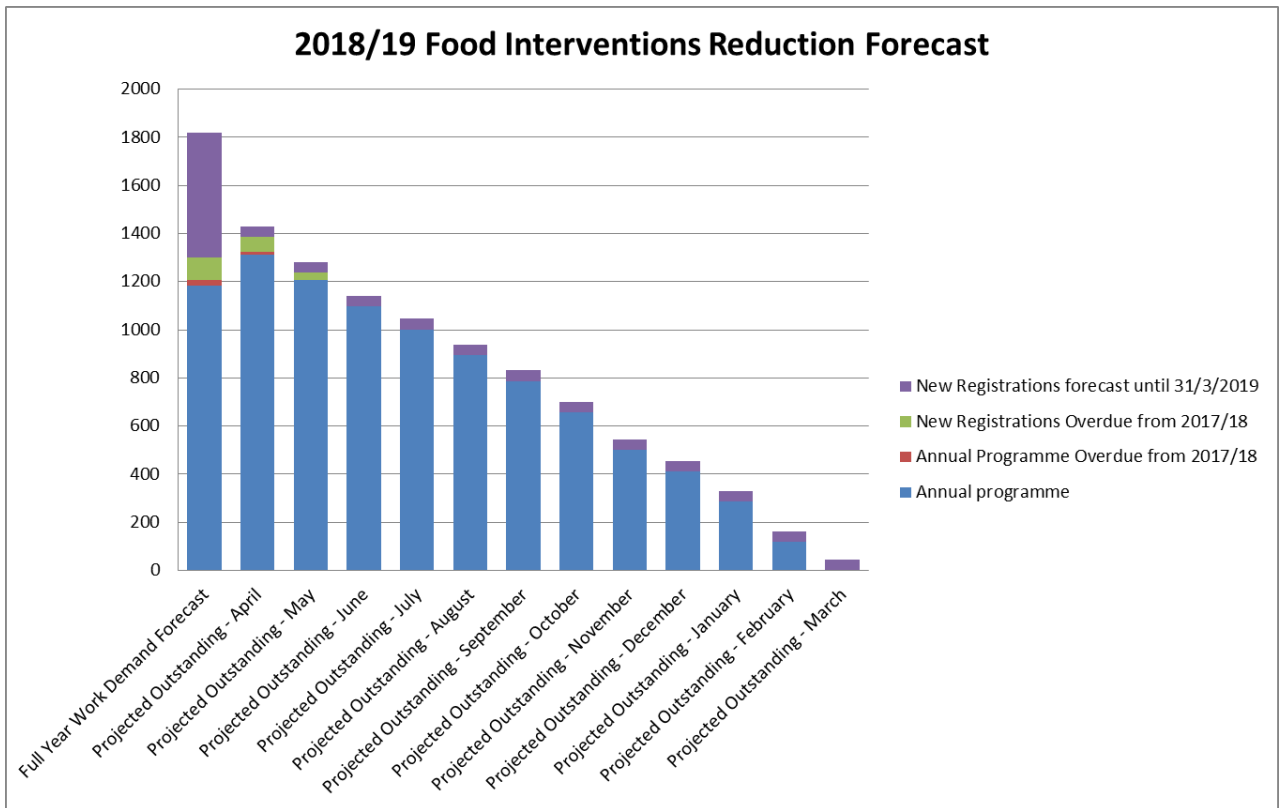
Annual Intervention Programme 2018/2019 (by risk category)	Number forecast in 2018/2019	Total due
A – at least every six months	50	
B – at least every twelve months	227	
C – at least every eighteen months	518	
D – at least every twenty four months	627	
E – a programme of alternative enforcement strategies or interventions every 3 years	96	
Business closures affecting Annual Programme FORECAST	(240)	
Total	1278	
New businesses FORECAST	520	
Total	1798	1798
Interventions overdue from Annual Programmes (by risk category)	Number overdue on 1st April 2018	
A – at least every six months	1	
B – at least every twelve months	4	
C – at least every eighteen months	4	
D – at least every twenty four months	13	
E – a programme of alternative enforcement strategies or interventions every 3 years	0	
Total	22	22
Initial Inspections overdue	Number overdue on 1st April 2018	
New businesses	96 [43] ⁴	96
Total Forecast Interventions		1916

Table: Composite Inspection/Intervention Programme for 2018/19

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

22 businesses are being carried over into the intervention programme for 2018/19. These are in the main businesses which have not been accessible to officers.

96 new business registrations are being carried over. However, 43 of these are businesses which have not yet commenced trading.



4.2 2018/19 Food Establishment Profiling

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

A significant feature of the planning of the previous 2 years' Intervention Schedule was a reset to match expected demand and resources. In previous years that schedule has primarily been determined by the date the individual businesses were registered and the consequent first inspection and risk assessment. The overall result is that the schedule for the year is 'unstructured' on a number of aspects and also does not take into account, for example, availability of 'seasonal' establishments (e.g. schools) or seasonal variations in staff resources.

This gives rise to a number of obvious and less obvious issues:

- Clashes between scheduled work and reactive responses at operational level that have resulted in scheduled inspections being postponed or not undertaken.
- Obscured management sight of performance and difficulty in providing assurance for Executive and Strategic Management that the work programme is in control and will be delivered
- Lost opportunities to enhance regulatory impact of the Service

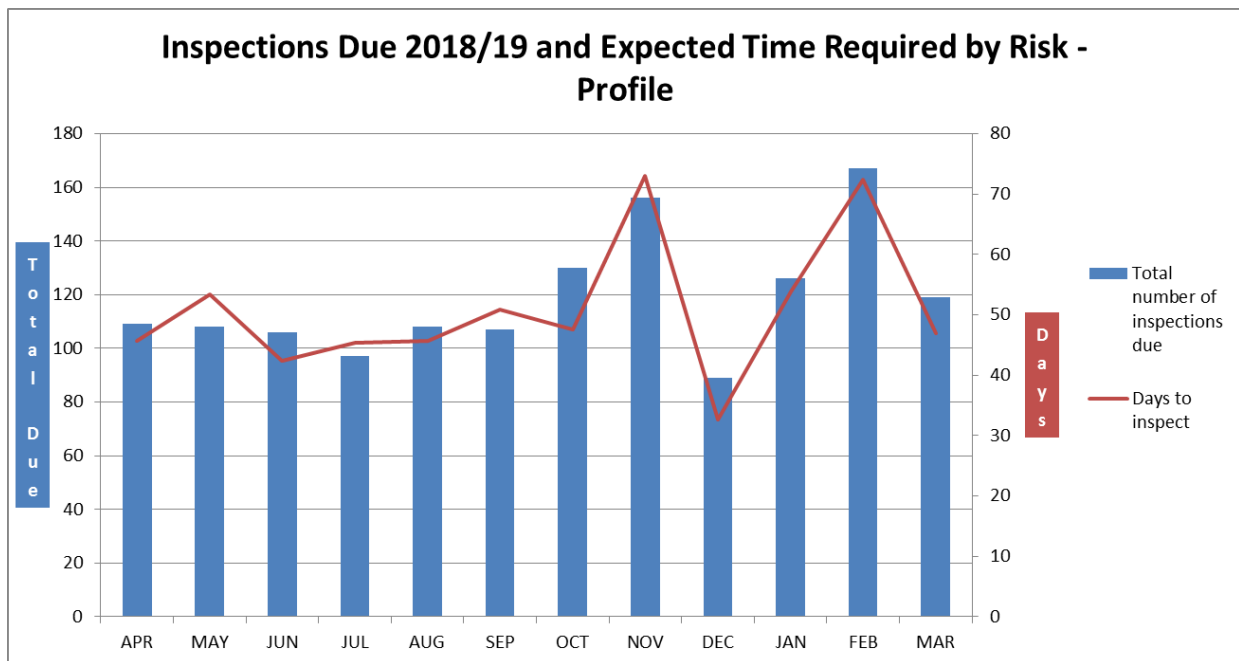
The principle of profiling has been carried on to the 2018/19 intervention schedule. The method of profiling has been refined following the experience gained during 2015/16 and 2016/17.

Rules used in profiling:

- Carried over inspections and new registrations to be completed within three months
- New businesses to be contacted by the inspecting officer and where appropriate/beneficial offered and advisory visit. Full inspection to take place where practicable within 4 weeks of an advisory visit
- New businesses where an advisory visit is not required to be inspected within 28 days of registering.
- Category 'A' risk establishments to remain on existing inspection month schedule
- Category 'B' risk establishments to remain on existing inspection month schedule.
- Approved establishments to remain on existing inspection month schedule
- Restaurants, Takeaways and pubs to remain on existing month schedule
- Adjust inspections by month to accommodate FST Officer who works on a Term Time basis
- Cluster inspections by food business (sub) type
- Target inspection month to reflect sector availability
- Apply an appropriate resource demand weighting to each sub-sector
- Spread evening inspections throughout the year.
- Future proof for subsequent years
- Category E Inspections are not included.

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 taking into account the rules above
- 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 2018/19 will be closely monitored and may be amended in the interests of service delivery.

2017/18 Inspection Profile - Main Food Themes

Month	Establishment Type	Code	Number
April	Grocers	FRET2	17
	Other restaurant or caterer	FRES25	35
May	School	FRES18	43
	College	FRES19	0
June	Wholesaler	FDIST1	6
	Cash and carry	FDIST2	7
	Cold store	FDIST3	2
	Milk distributor	FDIST6	4
	Import/export warehouse, depot etc.	FIMEX	7
	Night club	FRES9	0
	Event caterer	FRES23	21
July	Hotel	FRES5	8
	Guest house	FRES6	0
	Bed and breakfast	FRES7	1
	Village hall, community centre	FRES22	23
	Home caterer	FRES26	17
	Food Bank	FFBANK	4
August	Mobile catering unit	FRES20	20
	Burger van	FRES21	1
	Butcher	FRET4	30
	Fishmonger	FRET5	4
	Mobile retail van	FRET10	3
	Other food retailer	FRET15	0
September	Nursing/care home	FRES16	16
	Asian Sweet Mart	FRES24	25
October	Grocers	FRET2	82
November	Childcare facility/nursery	FRES17	43
	School	FRES18	18

	College Off licence Sport/leisure/gym non-food codes	FRES19 FRET13	3 16 4
December	Sandwich shop/bar	FRES14	48
January	Work place canteen Hospital Supermarket Confectioner Greengrocer/fruiterer Health food shop Bakers shop (retail) Market stall Chemist Pan house	FRES4 FRES15 FRET1 FRET3 FRET6 FRET7 FRET8 FRET11 FRET16 FRET17	17 3 30 1 1 2 6 0 0 4
February	Meat manufacturer Bakery Food packers Garage minimarket Other food retailer	FMP1 FMP6 FRP10 FRET14 FRET15	1 8 3 9 60
March	Nursing/care home Newsagent	FRES16 FRET9	16 38

707 Food Establishments have been subject to profiling

Planning of the 2019/20 intervention programme will commence in the third quarter.

4.3 Approved Establishments

In total there are 15 Approved Establishments due for inspection during 2018/19 comprising 1 category A, 6 category B, 6 category C and 1 category D.

The category of these establishments arises from their compliance with food hygiene law and also whether they manufacture high risk food. If they do then they get a high score which may lead to a higher category. See also paragraph 6.3 below on approved establishments.

Quarter Due	Approved Establishments	Risk Category
April – June 2018	Star Dairies Paynes Dairies Just Egg RQ Open Ltd	A C B D
July – September 2018	Life With Taste AA Foods Aisha Foods Easy Chef Everest Dairies	A C C B B
October – December 2018	Leicester Sausage And Meat M And M Seafood	D D
January – March 2019	Walkers Midshire Foods Kebab King Wholesale Food Attraction Walkers Charnwood Bakery	B C B B

4.4 Food Standards Intervention Programme

Generally inspections on food standards matters such as labelling and composition is included in and part of food hygiene inspections. There is also a food standards inspection programme of food standards establishments. Some category A and B establishments will have separate hygiene and standards inspections due to the size of the establishments and/or their complexity. Category C establishments will be subject to alternative intervention; an intelligence gathering questionnaire.

2018/2019 Food Standards Inspections Due

Category	Number due
Category A	8
Category B	161
Category C	251
Total	420

4.5 Proposed Compliance Projects 2018/19

Allergens

The project will investigate take away food for cross contamination or substitution with peanuts where foods are labelled or presented as containing no peanuts. The initial project focus will be on this particular allergen because of the high risk of fatality should the food establishment not have suitable controls and understanding in place. There have been several high profile cases including fatalities and near misses nationally in relation to peanut contamination and substitution in food that consumers have bought as peanut free.

This project will involve a desktop review of establishment menus looking for correct description of food and declaration of allergens, placing an order for a peanut free meal and then sending that meal to the Public Analyst.

Provision has been set aside for up to 100 samples to be taken. However the programme will be phased to allow assessment and follow up of approximately 20 initial samples. The outcome of these initial results will shape and focus the next phases in terms of particular areas or foods of concern.

The project will also investigate the allergen controls in small Leicester manufacturers in relation to substitution with peanuts for other ingredients such as almonds, and peanut contamination.

Acrylamide

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. This will ensure that acrylamide levels in their food are as low as reasonably achievable.

EC Regulation 2017/2158 establishes best practice, mitigation measures and benchmark levels for the reduction of the presence of acrylamide in food.

This project aims to identify Leicester based manufacturers and caterers likely to be producing foods that will be higher in acrylamide and contact and inform those businesses of the new requirements.

Promotion of 5 Rated Establishments

Introduce an additional level of recognition for Food Establishments that routinely achieve a 5 – recognise consistent high standards.

Illicit Alcohol – Wet Bars/Nightclubs

Joint project with the Licensing Team to visit difficult to access late night bars and clubs with a focus on illicit alcohol

Quarter Planned	Compliance Projects
April – June 2017	Allergens Planning Acrylamide Planning
July – September 2017	Allergens Acrylamide
October – December 2017	Allergens – assessment of initial samples and follow up Allergens – small manufacturers Acrylamide - follow up and review
January – March 2018	Allergens follow up and review 5 Rated Establishments Illicit Alcohol

4.6 Registered feed establishments

There are 43 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, only 1 feed establishment in the city is due to be inspected during 2018/19.

4.7 Product Testing

Planned Local Sampling Exercises

Quarter Planned	Testing/Sampling
April – June 2017	National and Regional Food Surveys
July – September 2017	National and Regional Food Surveys Allergens in food –emphasis on takeaway food
October – December 2017	National and Regional Food Surveys Allergens in food – emphasis on small Leicester based manufacturers
January – March 2018	National and Regional Food Surveys Allergens in food – analysis of results and follow up work

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.

Revision of Local Plan

The Director of Public Health has made representations that the revision of the Local Plan includes an enhanced health perspective and that consideration is given to the concentration of fast food outlets (FFOs) in the City, their management through planning controls in order to tackle obesity levels in the City. The DoPH has indicated that that the Food Safety Team will be requested to assist in a sampling programme to develop nutritional assessment of food sold by local Hot Food Takeaways, in order to determine if the foods sold are of low nutritional value, have high salt levels, have high energy density (sugar and/or fat content) and are provided in larger portion sizes.

4.8 Investigations of complaints relating to food and food premises

Service Requests and complaints have continued to increase in 2017/18. This followed the launch of a Food Standards Agency national complaint portal and the Leicester City Council My Account facility. Both systems have simplified the reporting method for service users to contact the city council.

Whilst the overall numbers of complaints is expected to rise in 2018/19 it is anticipated that the increase will not be as dramatic as 2017/18 and will level off and stabilise.

Service requests received 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.

	2011/2012	2012/2013	2013/2014	2014/15	2015/16	2016/17	2017/18
Complaints	289	273	244	213	237	371	453

(Source: Local Authority Enforcement Management System – hygiene)

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 Organisational Improvement & Development

5.1 Introduction

The Authority will continue to implement the actions set out in the 2014 Improvement Plan.

5.2 Quality assessment

The findings of the FSA Auditors in 2014 were that quality of inspections was good. However, it was the view of the Auditors that enforcement action proportionate to the risk and reflecting the compliance history of the business was not being taken.

To provide assurance that there is a consistency in approach to advice, inspection and enforcement by officers regular formal internal monitoring continues.

A process of pre and post inspections review of officer decisions and actions is in place. Reviews are triggered where inspections reveal poor compliance and ongoing through monthly 1 to 1's with officers.

Approved establishments are dealt with by a small team of officers within the Food Safety Team. This ensures a clear oversight of the Cities Approved Establishments which due to their complexity and technical require closer attention.

5.3 Organisational Development & Improvement

As part of its duties under the Food Standards Act 1999, and in accordance with the requirements of Regulation (EC) No 882/2004 on official feed and food controls, the Food Standards Agency is responsible for ensuring that the national regulatory framework is "fit for purpose".

Regulating Our Future (ROF) was launched in Feb 2016. It is the FSA's strategic aim is to modernise how food businesses in England, Wales and Northern Ireland are regulated and ensure that food is safe and what suppliers says it is. The search is for a new delivery model that is suitable for the changing world in which food businesses and regulators operate. The model needs to be dynamic to keep pace with innovation in the food sector and flexible to allow adaptation to future circumstances including when the UK leaves the EU.

At present the final model is only partially decided and the full implications for Leicester City Council are not yet clear. Significantly, much depends on the UK's future relationship with the Single Market and the nature of the Customs arrangements. The FSA have stated that local authorities will remain at the heart of the regulatory arrangements.

The FSA aim to have the new model in place by 2020.

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The key FSA work streams to be delivered within the next 12 months are:

- **Enhanced Registration** – Proposals are to introduce an online and centrally held register of all food businesses to make it easier for businesses to register and easier for them to access information and guidance that will enable them to get things right from the start. This is planned to go live in March 2019. There are to be incentives for businesses who proactively register and sanctions for those who do not.
- **Business start-up** - Emphasis on support/advice to steer at an early stage towards compliance including a redesigned FSA web site. LCC FST already provide advice and support service to new businesses and support this approach.
- **Primary Authority National Inspection Strategies** – The introduction of bespoke national inspection programmes for food operators with multi-sites that have demonstrated high levels of compliance. The inspection will focus on the controls at the business level rather than at each individual outlet.
- **Oversight of local authorities** – A Balanced Scorecard will be introduced to facilitate FSA’s performance management of local authorities and benchmarking. This being trialled at the moment and expected to be live by the end of 2018.

Consultation on a revised Food Law Code of Practice (England) to accommodate the above developments commenced in July 2018.

The Organisational Development & Improvement work programme for 2018/19 includes:

- 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 enhance our intelligence and data sharing arrangements, in particular:
 - Establishing effective working arrangements with the newly established Service Support & Intelligence Team (Regulatory Services Review: Phase 2)
 - Establishing effective intelligence production and sharing arrangements with the FSA’s Food Crime Unit, National and East Midlands Trading Standards Intelligence network
- 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 the Food Safety/Trading Standards investigation into meat substitution and implement the lessons learned
 - 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 2017/18

6.1 Introduction

The Food Law Enforcement Plan for 2017/18 saw the findings of the May 2014 Food Standards Agency Audit further underpinned. The earlier work on implementing the audit action Plan has been built on and continues to be taken forward in the Food Law Enforcement Plans.

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.

Since the Food Standards Agency Audit and following the implementation of the recommendations including resourcing commitments we have seen the level of broad compliance rise across food businesses in the city from 71.5% to 84%

The food team remain committed to those key objectives.

Appendix 2 is a summary of the commentary from the FST monthly reports providing service 'highlights'.

6.2 Resourcing

The Authority needs to ensure that future reviews of resources should include a considered and realistic assessment on the challenges specific to the Service, namely the large number of food businesses with poor levels of compliance and the numerous approved establishments in the Authority's area. These challenges can significantly impact on the ability of the food safety team to deliver service priorities, particularly in the areas of work and businesses that carry the biggest public health and food safety risks. [FSA Audit 2014]

The additional resources committed to the service In 2015/16 have been maintained in 2016/17 and 2017/18 and continues to provide the required management advisory and regulatory activity. The 2017/18 intervention plan was completed with only a small number of inspections being carried over to 2018/19.

At the end of the 2016-2017 the FTE permanent establishment of the Team was:

Management	Frontline	Administrative Support
1.5	10.2	0.5

At the end of the 2017-2018 the FTE permanent establishment of the Team is:

Management	Frontline	Administrative Support
1.5	10.1	0.5

6.3 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. At the end of 2017/18 there were 18 approved establishments.

Approved Establishments are a complex and high risk food environment which demand a great deal of close attention to ensure compliance. Examples include:

In November 2017 an existing approved establishment was found to be manufacturing egg products from raw eggs. They did not have the necessary approval to permit this production. A Remedial Action notice was served stopping the production of egg products.

Approval is required when using raw eggs to manufacture egg based products.

The Food Business Operator has, following officer advice, since revised their recipe and are now using ready cooked eggs from a suitably approved supplier.

In November an establishment that had been subject to previous action to formerly 'Withdraw' their approval status was prosecuted. The matter was put before the court due to the poor compliance history which led to the FST decision to withdraw the approval.

The business was fined £320 and ordered to pay the council costs of £4802.50.

6.4 Monitoring Interventions

In 2017/18 the following monitoring activity was undertaken by the Authority. Comparative data for 2017/18 on Leicester is presented in the Appendix.

	Actual 2012/2013	Actual 2013/2014	Actual 2014/15	Actual 2015/16	Actual 2016/17	Actual 2017/18
inspections & audits	1297	1388	2062 [+117 desktop assessments of E's]	1477 [+11 desktop assessments of E's]	1822 [+28 desktop assessments of E's]	1663 [+51 desktop assessments of E's]
verification & surveillance	768	702	1013	1365	1273	1290
sampling visits	137	56	62	153	95	151

Annual Intervention Programme Review	Undertaken in 2014/15	Undertaken in 2015/16	Undertaken in 2016/17	Undertaken in 2017/18
A – at least every six months	96	50	44	40
B – at least every twelve months	238	251	227	224
C – at least every eighteen months	645	387	524	447
D – at least every twenty four months	280	301	511	368
E – alternative enforcement strategies or interventions every 3 years	249	40	30	195

Total	1508	1001	1336	1274
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Initial Inspections	Annual New Registration Forecast	2014/15 Undertaken	2015/16 Undertaken	2016/17 Undertaken	2017/18 Undertaken
New Businesses registered in year	480	483	425	476	418

6.5 Monitoring Interventions and New Registrations

Interventions overdue from previous Annual Programmes (by risk category)	Number overdue on 1st April 2014	Number overdue on 1st April 2015	Number overdue on 1st April 2016	Number overdue on 1st April 2017	Number overdue on 1st April 2018
A – at least every six months	1	1	0	0	1
B – at least every twelve months	5	0	1	3	4
C – at least every eighteen months	220	6	5	6	4
D – at least every twenty four months	216	10	1	12	13
E – a programme of alternative enforcement strategies or interventions every 3 years	364	40	0	0	0
Total	806	57	7	21	22

Initial Inspection overdue	Number overdue on 1st April 2014	Number overdue on 1st April 2015	Number overdue on 1st April 2016	Number overdue on 1st April 2017	Number overdue on 1st April 2018
New Businesses registered but not inspected	369	73 [33] ⁵	86 [36] ⁶	75 [24] ⁷	96 [43] ⁸

6.6 Product Testing

Microbiological examination

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

During 2017/18 Leicester City Council's Food Safety Team participated in the following Public Health England (PHE) surveys:

Study 60: Paan (betel), curry, banana, vine leaves - sampling from retailers between April and December 2017 and examination of samples for numbers of *Escherichia coli* per gram and the presence/absence of *Salmonella* in 25g.

Cross-regional hygiene study of re-usable bottles for antibacterial/sanitiser sprays between June and November 2017 and examination of samples and swabs for total viable count, Enterobacteriaceae, *E.coli*, Coagulase positive staphylococci, *Pseudomonas aeruginosa* [all per mL liquid or per cm² or per swab]

Study 62: Chilled ready to eat foods from Eastern European and other retail premises between November 2017 and March 2018 and examination of samples for numbers of Enterobacteriaceae, *Escherichia coli*, Coagulase positive staphylococci and *Listeria* per gram and the presence/absence of *Listeria* in 25g.

Additionally, samples of foods imported from third countries were taken from establishments across the city and sent for examination. These can include fresh fruit and vegetables, tins, jars and dry ambient stable foods.

Chemical and compositional analysis

Samples of food suspected of failing to comply with compositional requirements were sent for analysis during 2017/18. However, following the suspension of its coordinated food sampling programme and funding for this by the Food Standards Agency, there were no national or regional chemical or compositional sampling studies.

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.

	2011/2012	2012/2013	2013/2014	2014/15	2015/16	2016/17	2017/18
Complaints	289	273	244	213	237	371	453

(Source: Local Authority Enforcement Management System – hygiene)

Case study: Investigating a Food Poisoning Outbreak

To celebrate the end of Diwali 2017, employees at three Leicester offices of a central government department were invited to order culturally relevant food from a city establishment and have this delivered to their offices for consumption while at work. A set menu of food items was supplied in containers within 'Tiffin Bags' and were left on employees desks. Food was consumed either immediately or some hours later. The organiser of this celebration contacted the Council after staff became ill. Forty two out of up to 180 people who ate the food reported illness. Some of the food left over was submitted for microbiological examination, as was a faecal sample from someone who was ill. Some of the food items yielded high levels of *Clostridium perfringens* toxin; the faecal specimen was positive for enterotoxin producing *Clostridium perfringens*. Insufficient evidence was available to give a realistic prospect of conviction of the supplier of the food. In these circumstances no prosecution was initiated.

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.

	Actual 2012/2013	Actual 2013/2014	Actual 2014/15	Actual 2015/16	Actual 2016/17	Actual 2012/2013
Voluntary closure	7	5	9	5	9	4
Seizure, detention & surrender of food	3	1	11	19	8	2
Suspension/revocation of approval or licence	0	0	0	0	1	0
Emergency prohibition notice	13	11	8	9	2	4
Simple caution	6	1	2	12	6	10
Improvement notices [X] ⁹	30	15	76 [25]	58 [33]	60 [29]	46 [22]
Remedial action & detention notices	1	3	1	3	0	0
Written warnings	1246	1210	1814	1273	1661	1538
Prosecutions concluded	1	5	1	3	2	3

(Source: Local Authority Enforcement Management System – hygiene)

Case study: Poor Hygienic Conditions

In March 2018 a city centre restaurant and takeaway was prosecuted for 6 food hygiene offences. This followed a history of fluctuating compliance with food law. Improvements were not made by the food business operator and the matter was put forward for prosecution. The business was fined £3009 including costs. Standards have since improved and the business has now achieved a Food Hygiene Rating of 4 'Good'.

⁹ [x] denotes the number of establishments subject to enforcement action.

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 2017/18 Food Safety Team Officers carried out 238 advice visits offering bespoke guidance to new businesses on compliance and how to achieve the best Food Hygiene Rating possible

Case study: Unsafe Food

During the fourth quarter of 2017/2018, an officer in the FST discovered and spent a significant amount of time investigating and dealing with two types of food which failed to meet food safety requirements: a pan masala mouth freshener with an illegal dye, and mini jelly cups - sweets which were a choking hazard to children. The officer collected sufficient evidence for the Food Standards Agency to issue national product recall notices.

6.10 2017/18 Compliance Projects

Engage food businesses and service users through social/digital media - completed

The FST participated in the digital promotion for 'Our Day' 21 November 2017. Images of one of the FST officers on district were published on the LCC Twitter feed highlighting the varied aspects of Local Authority work.

Introduction of cost recovery for FHRs re-rating visits - completed

The groundwork was set in place to introduce a cost recovery scheme for FHRs Re-rating inspections. This has been launched as from 1 April 2018. All food establishments, following a statutory food hygiene inspection are eligible to apply for a re-rating inspection once the works have been addressed. This is a non-statutory inspection for the benefit of the business. As such the Local Authority is permitted to charge on a cost recovery basis. The charge has been set for 2018/19 at £110 (plus VAT)

Introduction of cost recovery based advice and support services – on hold

This has been put on hold pending the success of cost recovery based charging for re-rating inspections

Promotion of 5 Rated Establishments – carried forward to 2018/19

This has been carried forward to and included in the 2018/19 Service Plan.

Allergens – planning and scoped for implementation 2018/19

On embarking on the project for 2017/18 it became apparent to the FST that there was an opportunity for joint working with colleagues in Public Health. The project was therefore scoped and set up in 2017/18 and planned for implementation in 2018/19

This sampling exercise is focussed on potential allergen issues in relation to take away foods. The public should be confident that they can order food with allergen content clearly indicated on menus (online or leaflet) and where appropriate the food ordered is allergen free.

Public Health are carrying out a study into healthy eating looking at the incidence of obesity (particularly childhood) and diabetes in the city. The focus being the lack of healthy options available to consumers who order from take away establishments. PH would like data regarding the nutritional content of food offerings in the city particularly in areas of concern to help design a strategy to help tackle obesity and diabetes.

The latter part of 2017/18 saw FST meeting with PH to discuss a combined sampling exercise. PH have mapped areas of the city of concern against density of takeaway establishments. This has provided a basis for selection to select takeaway establishments for sampling for both allergens and nutritional values..

The scope of the project is now understood and sampling planned. The FST have the sampling expertise and will take one sample for allergen testing and another for nutritional testing. This joint exercise provides efficiencies in collecting and sending sample for testing and cost savings.

Sampling will start from June onwards in a phased manner to allow for subsequent analysis and follow up.

Sweet Marts – completed

This project involved 20 sweet mart establishments which were profiled for routine inspection during September 2017. Foods which are typically produced by this type of establishment were selected for sampling and microbiological examination: chutneys, samosas, savoury snacks to which spices had been added after cooking such as gathai, Bombay mix, etc., rasmali and shrikhand.

Information was also gathered on ingredients used, shelf life, and temperature control during production. In total 85 samples were collected and the majority of results were satisfactory. For the few which were unsatisfactory, officers visited establishments and advised food business operators to improve their food handling procedures. Follow up samples were collected to check that improvements had been made.

Illicit Alcohol –wet bars/nightclubs – carried forward to 2018/19

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.

Launch new web content – part completed

Not yet launched.

New FST content has been drafted which will provide more information for businesses on compliance with food law and signpost to self-help guides and other sources of information. The

information also guides Leicester residents and visitors on the work of the FST, food law and if necessary how to make a complaint.

The information will link to the My Account facility where food business operators can register their new businesses and request and pay for re-rating inspections and Leicester residents can raise any concerns about food establishments or food they have purchased /eaten

Halal Certification - completed

Food described as halal is permitted for consumption by those who follow the Muslim faith. Like so many others, it is a claim open to opportunities for food business operators to 'mislead' customers.

There is no definition of or standards for "halal food" in food law.

There is however a general requirement for food business operators not to mislead or to act fraudulently. It is clear for example, that food which contains pork is not halal.

Operators must be able to demonstrate traceability of their food. Foodstuffs/ingredients should be traceable back to their original source to prove where necessary that that source is a legitimate producer/supplier.

In March 2018 the FST as part of routine inspections carried out a traceability exercise in food establishments that advertised or marketed meat or meat products as being halal. In total 27 Food establishments were checked.

The traceability exercise did not reveal any significant compliance issues with regard to claims that food (meat/meat products) were halal. Consequently no follow up work is proposed. Some other minor labelling and declaration issues were raised with food business operators at the time of the inspection.

Concerns regarding halal/halal content of food are not a common complaint. Any questions regarding the integrity of halal food will continue to be investigated by the FST on an intelligence led basis.

GM Foods - completed

The FST have this year reviewed the supply and availability of Genetically Modified Foods in the UK.

The safety assessments of GM foods are carried out by the European Food Safety Authority (EFSA). Assessments include a detailed study of:

- whether the foods could be toxic
- their nutritional value
- whether they could cause allergic reactions

GM foods are only authorised for sale if they are judged:

- not to present a risk to health
- not to mislead consumers

- not to have less nutritional value than their non-GM counterpart

In the UK, foods must say on their label if they contain or consist of genetically modified organisms (GMOs) and/or contain ingredients produced from GMOs

This means that all GM foods have to be labelled as GM.

Foods produced with the help of GM technology do not have to be labelled. An example of this is cheese produced with the help of GM enzymes which are used to clot the milk in the production process. These are not ingredients in the cheese.

Products such as meat, milk and eggs from animals that are fed on GM animal feed also do not need to be labelled.

At present the supply of food in the EU is largely GM free. The exception being cooking oil which can contain genetically modified soya. As part of routine inspection, officers look for GM oils and advise/take action to ensure Food businesses either have a method of informing their customers or change to a GM free equivalent.

6.11 Conclusion of Service Plan Review

The increase of staffing resources and other measures taken enables the Food Safety Team to achieve the intervention programme and avoid a backlog of inspections. The closer management oversight of the programme provides greater assurance that non-compliance is addressed in an appropriate, proportionate and timely fashion. Whilst the continued support offered to new and existing food business operators is not a statutory this support coupled with swift enforcement for those less willing has seen a significant rise in 'broad compliance' with food hygiene law.

APPENDIX 1 : INTERIM COMPARATIVE DATA FOR 2017/2018 [FINAL FOR 2016/2017 IN BRACKETS]

Authority	Total establishments	Unrated establishments	Total of Broadly Compliant A-E (%)	Total of Interventions Achieved, exc unrated (%)
Hackney	2,705 [2,709]	40 [54]	87.91 [87.75]	97.57 [54.98]
Haringey	2,130 [2,128]	85 [100]	94.71 [94.09]	64.50 [71.29]
Birmingham	Not available [8,341]	Not available [1,314]	Not available [83.18]	Not available [96.42]
Derby City	1,989 [2,024]	27 [21]	97.20 [96.66]	100 [93.43]
Leicester City	2,980 [2,996]	63 [95]	87.59 [86.69]	100 [97.24]
Nottingham	3,157 [3,123]	79 [66]	96.32 [99.13]	85.52 [67.26]

Authority	Voluntary Closures	Hygiene Emergency Prohibition Notices	Hygiene Improvement Notices	Seizures and detentions of food
Hackney	12 [4]	0 [4]	61	11 [1]
Haringey	0	2	6	8
Birmingham	Not available [4]	Not available [81]	Not available []	Not available [0]
Derby City	4 [3]	0 [1]	2	0 [0]
Leicester City	4 [9]	4 [2]	22	2 [8]
Nottingham	5 [3]	1 [0]	11	1 [0]

Authority	Written warnings	Remedial Action & Detention Notices	Cautions	Prosecutions
Hackney	869 [612]	0 [0]	0 [0]	0 [0]
Haringey	547	0	6	0
Birmingham	Not available [2,043]	Not available [6]	Not available [0]	Not available [37]
Derby City	794 [839]	0 [0]	0 [0]	0 [1]
Leicester City	1,538 [1,661]	0 [3]	10 [6]	3 [2]
Nottingham	954 [1,113]	0 [0]	0 [3]	0 [1]

(Source: Local Authority Enforcement Management System – hygiene)

APPENDIX 2

Commentary from FST Monthly Performance Reports Apr 2017 to Mar 2018

Apr 2017

- Dutch Bangla sentencing in the Crown Court: Mahmudur Rahman and Kamal Rahman each sentenced to 5 years imprisonment for conspiracy to defraud and other convictions including some under the Food Safety Act 1990. Prosecution application for costs to be adjourned to be dealt with alongside an application for the confiscation of the proceeds of crime.
- Voluntary Closure of Oriental Buffet City High Street – no hot water
- 1 FST Manager working flexibly to accommodate impairment until operated on (Operation Planned 15th May)

May 2017

- 2016/2017 Local Authority Enforcement Management System [Laems] return submitted to the FSA [statistics on 2016/2017 intervention and enforcement activity]
- Draft Service Plan for 2017/18 prepared
- FST Manager had operation on 15th May
- Pressurised fryers – Joint year-long PST/FST Project.
- Review of 379 Category E establishments due intervention during 2017/18 to identify those to be inspected and those to be sent self-assessment questionnaire.

Jun 2017

- Preparation for Customer Service Line application of “hard stop” of phone enquiries by mid August
- Attendance of officers at training on obtaining entry warrants, and at an East Midlands event on food safety matters
- Attendance of 2 FST managers at FSA update on strategic project “Regulating our Future”
- Smoking shelters – Joint year-long PST/FST Project.

Jul 2017

- FST Manager Dave Howard appointed to National Food Focus Group and attended first meeting in London
- Emergency closure of Subway 37 Granby Street due to cockroaches. Hygiene Emergency Prohibition Order granted by the Magistrates’ Court
- Participation in FSA Food Hygiene Rating Scheme consistency exercise
- Service plan considered by Scrutiny Commission and Executive
- Three officers attended 2 days’ Police & Criminal Evidence Act [PACE] training on interviewing suspects

Aug 2017

- The percentage of establishments in the city which are broadly compliant with food hygiene law increased in August to 84%, from 83% in July.
- The excess of inspections remaining in the programme in June, July and August over that forecast is due to increased officer annual leave and will be caught up later.

- Overall a high standard of compliance with food law was found during checks at this year's Caribbean Carnival.
- Sanitisers found in use in food establishments were submitted for examination to assess their efficacy [part of national survey]
- Food production at Action Homeless was inspected and there was collaboration with LCC's Food Plan officers in relation to Leicester's Summer Food Scheme

Sep 2017

- An event caterer called Ganis Catering of Lunsford Road was closed using emergency powers, due to evidence of rodents and poor cleaning and poor temperature control.
- The operators of a central Leicester retailer took voluntary action to remove stock [mostly non-food] contaminated with rat droppings.
- Leicester Royal Infirmary and Glenfield Hospitals were inspected and both found to be "good" or "very good" Earlier this year the ratings of hospitals throughout the country which were lower than "good" ["generally satisfactory", for example] had been the subject of newspaper reporting.
- FST EHO Alison Lea was appointed to the vacant post of Private Sector Housing Team Manager. She will leave the FST at the end of October. Approval has been given to recruit a replacement member of staff.

Oct 2017

- Cllr Piara Singh Clair took over executive lead on food law enforcement
- Food Law Enforcement Service Plan approved at full Council
- Outbreak of gastro-intestinal illness following supply of end of Diwali food to three government department offices by a Leicester food outlet [update in Nov report]
- Recruitment exercise for EHO - to fill vacancy created by Alison Lea's appointment in another team
- Planning next year's Inspection programme started
- Simple Caution Accepted by FBO of a takeaway in the city.

Nov 2017

- LCC v Ilyas Rauf t/a Eastern Catering – pleaded guilty in mags. court to 6 food hygiene charges: fined £320, ordered to pay all Council's costs of £4802.50
- Hygiene Emergency Prohibition Notice served on operator of Shere Punjab 21 Melton Road – evidence of mice and poor standards of cleaning. Court order also granted.
- Remedial Action Notice served on Leicester food manufacturer which started producing egg products without approval
- Voluntary Closure of Leicester restaurant.
- Food Fraud Training – 7 authorised officers attended and FST manager Dave Howard assisted National Food Crime Unit investigator and trainer Nick Smith
- October government department outbreak investigation update: same Clostridium perfringens toxin found in one food item and faecal specimen of person ill with symptoms of food related illness
- Revised version of FSA Food Law Code Practice Guidance published

Dec 2017

- Current Public Safety Team EHO Mina Jotangia was interviewed for and offered a vacant post of Food Safety Team EHO [start date to be Mar 2018]

- A meeting with Public Health England was held on the management of and investigation into infectious disease related incidents and outbreaks

Jan 2018

- The kitchen and basement of The Sports Corner 32 Belgrave Road was shut temporarily using emergency powers. A court granted a Hygiene Emergency Prohibition Order.
- Packing and moving to a temporary home at 16 New Walk took place. Managers exhorted field officers to work flexibly during the move.
- A test upload of all hygiene data in the FSA's electronic monitoring of local authorities returned **zero** data errors. This covered thousands of data entries and is testimony to the skill and expertise of Rob Lowe and diligence of field officers, admin staff [and FST managers]. There have been fewer errors each year. When electronic uploading started, there were thousands of them.
- EHO Laura Cowlshaw returned to the FST after one year's maternity leave and now works 18.5 hours a week [previously full time].
- Monitoring of and appropriate corrective steps increased in relation to the remaining 2017/2018 planned work programme.
- Formulation of the 2018/2019 service plan began.

Feb 2018

- During February the priority was on a) assessing the establishments due inspection in the 2017/2018 inspection programme so that any residue is of lower risk establishments, and newly registered establishments, and b) deploying resources to achieve as much of the 2017/2018 inspection programme as feasible before the end of March,

Mar 2018

- These are the whole year Divisional performance levels for food law enforcement for 2017/2018:
- % of broadly compliant food establishments (inc unrated & outside programme), target: 82%, achieved: 84%
- % of satisfactorily rated food businesses supplying public in Leicester (rated three and above in FHRS), target: 85%, achieved: 89.56%
- % of food law compliance checks due and undertaken (cumulative), target: 95%, achieved: 98.26%
- After a transition period from her previous post in Public Safety Team, EHO Mina Jotangia became full time in the FST.
- Prosecuted in the Magistrates' Court, the food business operator of Spicy Style 39 Newark St was fined £3009 for 6 food hygiene offences [inc costs]

Appendix Two

13. REGULATION OF LEICESTER'S FOOD BUSINESS SECTOR - THE SERVICE PLAN 2018/19

The Director of Neighbourhood and Environmental Services submitted a report introducing the draft Food Service Plan 2018/19 and providing information including the food sector from a food law regulatory perspective, proposed food law regulatory interventions for 2018/19 and key issues in the development of the national framework in response to the growth and diversity of the food industry and reduced local authority budgets.

The Deputy City Mayor with responsibility for Culture, Leisure, Sport and Regulatory Services reminded the Commission that the food sector in the city had changed over recent years, reflecting the changes in the city's population. The challenges this raised for the Council included how these businesses would be monitored, due to the variety of businesses that ranged from international brands to very small businesses, and the number of businesses opening, closing and changing ownership each year. As there were approximately 3,000 food businesses requiring inspection and monitoring, this created a heavy workload for the officers involved.

The Team Manager – Regulatory Services Management gave a presentation on present and future challenges in the regulation of Leicester's food business sector, a copy of which is attached at the end of these minutes for information. During this, Members noted the following points:

- The 21 “Approved Establishments” produced food with animal-based ingredients and were required to obtain formal approval from the Council before they could start trading. Imports from outside the European Union had to be from an “Approved Establishment” and enhanced checks were carried out at the port of entry in to this country;
- Although the number of registered food businesses remained fairly constant at approximately 3,000, each year approximately 1 in every 6 were new establishments. These were balanced by an equivalent number ceasing to operate;
- There had been a 15% increase in compliant food businesses since 2013, so 84% now were compliant;
- The sweet mart sampling exercise undertaken in 2017/18 had not been initiated due to concerns. In general, very good results had been obtained. Visits to establishments had been undertaken and advice issued where appropriate;
- It was usual for some inspections to be overdue. This could be for a variety of reasons, such as seasonal activities by the business, or closure for refurbishment;

- It was hoped that the potential nationally-set bespoke inspection programmes for big businesses would include provision for visits to establishments when food alerts were made, rather than setting a programme of routine inspections;
- It was anticipated that the proposed compliance project for 2018/19 on allergens would be done in conjunction with an investigation in to the nutritional content of food; and
- Acrylamide was a geno-toxic (cancer-causing) compound that was released when certain food was fried. It was accepted that there would be some in food, but it was intended that a compliance project for 2018/19 would encourage food producers to minimise its use and use safer cooking methods, (such as cooking at lower temperatures where possible). This was covered by regulations produced under new legislation.

The Commission congratulated the team on its work and noted the following points:

- Making food at home for sale meant that home was a food establishment. Those registered with the Council were visited and given food hygiene ratings. However, many people were not aware of the law relating to this. Units where food was prepared for events also needed to be regulated;
- Venues where catering was provided in-house were food establishments. When food was supplied by external caterers to a venue, the caterers were the food establishment. However, the venue had an important role in storing the food, (for example, ensuring that it was kept at the right temperature);
- The Food Safety Team was aware that some shops allowed sellers of food such as fresh fruit to use parts of their premises, (for example, using the pavement area outside a shop). Work was being undertaken with the Licensing Team to establish a co-ordinated approach to this;
- Food sold on the street for immediate consumption was a licensable activity and was subject to inspection by the Food Safety Team. The Team's close working relationship with other Council services, (for example, the Festivals and Events team), facilitated this. Work was ongoing to establish the best way that the Food Safety Team could work with the City Warden service;
- Organisers of events at which food for immediate consumption was to be available were advised to ensure that the providers of such food had a food hygiene rating of 3 or above;
- The percentage of "broadly compliant" businesses was increasing;
- No progress had been made in England with making the display of food hygiene rating compulsory. The Council had put pressure on the Food

Standards Agency (FSA) a few times about this. The ratings were published on the Council's website and businesses were encouraged to display their ratings. One of the problems created by the current situation was that the industry wanted to work towards establishing central registration, and possibly some form of permit to trade, but this was not feasible when businesses were not required to display their ratings;

- The FSA was responsible for ensuring that the national regulatory framework was "fit for purpose". It wanted this framework to be proportionate to the size of the establishment, allowing local authorities the flexibility to react to food incidents on the basis of the scale of the business in question and the type of activity it undertook. These incidents included food crime, (such as food fraud);
- A recent product recall on a mouth freshener had been due to a colouring being used that was a prohibited product. In such cases, a check would be made on how much of the recalled item a business had and where it had been distributed to. If the recalled item had gone to a point of retail, it could have been purchased and taken to people's homes. In these cases, point of sale recall notices had to be relied on to let purchasers know of the recall;
- After incidents such as food poisoning, an officer from the Food Safety Team would work with the business(es) concerned, for example to establish permanent and temporary controls; and
- The Food Safety Team was confident it would be able to implement the Service Plan submitted with the report. Investment had been made in the Team, leading to an increase in the number of staff, and it was assisted in its regulation of the food sector by the work of bodies such as the Leicester and Leicestershire Enterprise Partnership, which was able to provide advice to new businesses.

AGREED:

- 1) That the work undertaken by Leicester City Council's Food Safety Team be noted and the Team congratulated on its work; and
- 2) That the Director of Neighbourhood and Environmental Services be asked to present a report to this Commission at an appropriate time on the operation of the food hygiene rating system, including ways in which businesses could be encouraged to display their food hygiene rating.



Leicester City Youth Justice Plan 2018-19

For consideration by: Full Council

Date of meeting: 4 October 2018

Lead director: Steven Forbes

Useful information

- Ward(s) affected: All
- Report author: Karen Manville Service Manger Youth Offending Service
- Author contact details: 0116 454 4614

1. Purpose of report

1.1 This report is presented to the Full Council for the purpose of:

- a) Providing the statutory Youth Justice Plan for 2018/19
- b) Noting and commenting on the contents of the report.

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:

- how youth justice services in their area are to be provided and funded; and
- how the Youth Offending Team (YOT) will be composed and funded; how it will operate, and what functions it will carry out.

2.2 The statutory youth justice plan must be submitted to the Youth Justice Board (YJB) and published annually by 31 August 2018. The youth justice plan (YJP) is approved by the local Young Offender Management Board and submitted to the Youth Justice Board. The Youth Justice Board are aware that the YJP has been through formal decision making processes prior to submission to full Council for adoption due to the timescale for publication.

2.3 The document is the youth offending 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 YOT 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 Improvement Action Plan (IAP) overseen by the Head of Service, who reports to the Young Offender Management Board.

2.5 The Youth Justice Plan should also be read in conjunction with the Full Joint Inspection report that was published in May 2016, by HMIP. The key recommendations from the inspection are identified within the Youth Justice Plan and an Improvement Action Plan (IAP) was submitted to the Youth Justice

Board (YJB) and was approved by the Young Offender Management Board. The IAP is monitored by the Youth Justice Board and Young Offenders Management Board on a quarterly basis.

2.6 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 YOS thematic inspections, together with learning from any Serious Incidents.

2.7 A draft version of the annual Youth Justice Plan was presented to Children's Scrutiny on the 3 July 2018. This was noted with thanks given to officers and support for the plan.

3. Recommendations

3.1 Full Council are asked to;

- a) To adopt the Leicester City Youth Justice Plan for 2018/19.
- b) To note the review of progress and agree the priorities in the report.

4. Supporting Information

4.1 The Leicester City Youth Justice Plan for 2018/19 is attached as Appendix One.

4. Financial, legal and other implications

4.1 Financial implications

The 2018/19 budgeted and forecast expenditure and financing for the Youth Offending Service is summarised in Appendix Two 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.

Mark Jeffcote, Senior Environmental Consultant 0116 454 2251

5.4 Equalities Implications

The report provides equalities information in relation the profile of employees of the service and volunteer mentors specifically the protected characteristics of Sex (Gender) and Race (Ethnicity), there is no reference to whether this is representative of the youth offending population that they support which would have been useful.

From the perspective of meeting our Public Sector Equality Duty aims, the Youth Justice Plan sets out priority activities (in the Performance Overview section) 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. It specifically refers to the protected characteristic of Disability recognising 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.

The report including paper D Performance report (11th January 2018) does not include analysis of the protected characteristics of young people served by the Youth Offending Team. However, the service makes reference to monitoring disproportionality closely, raising trends or issues with key partners.

To ensure that we meet 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.

Sonya King, Equalities Officer, Ext. 37 4132

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:

Appendix A: Youth Justice Plan

2018/19

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)?

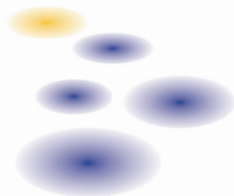
No

9. Is this a “key decision”?

No

10. If a key decision please explain reason

N/A



Leicester City **youth** Offending Service

Leicester City Youth Justice Plan 2018 - 2019

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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.

This Plan supports a range of associated partnership strategies including the Leicester Children and Young People's Plan, Police and Crime Plan, the Safer Leicester Partnership Plan, Children's Services Improvement Plan.

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.

We have reviewed and continue to monitor the 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. Arrangements for Integrated Offender Management are being reviewed in 2018 and retain funding support from the Police and Crime Commissioner as part of our successful Deter Young Offender Strategy.

The YOS are active partners in the Troubled Families Programme. This has ensured that support continues to be provided to families involved in offending through integrated early help family support, as part of the local early help offer, as well as a dedicated parenting coordinator within the Youth Offending Service.

The YOS continues to work in partnership to support victims of youth crime and to reassure local communities and young people about the consequences of crime and anti-social behaviour through local Joint Action Groups and the Safer Leicester Partnership. The service holds a part time dedicated Victim Officer to support victims and offer mediation and restorative approaches which are evidenced based.

The YOS is making an important contribution to realising our ambition for all our children and young people of raising aspiration and attainment, reducing health inequalities and improving wellbeing. We also recognise the need to continue to invest in earlier interventions to ensure our most vulnerable young people continue to receive support to address their substance misuse, generic and mental health needs.

The YOS has improved levels of young people's engagement in individually tailored assessment and support programmes. The service continues to ensure evidenced based interventions are utilised. The service has supported initiatives to prioritise specific offence types including knife awareness programmes and gang related offending. These have been well received across the service and partnership.

We have continued to deliver programmes for repeat high risk young offenders jointly supported by the Office of the Police and Crime Commissioner (OPCC) and in partnership with local voluntary youth sector providers.

The YOS continues to progress 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.

Performance Overview

We continue to prioritise preventing youth offending, reducing re-offending and the use of custody for young people as local performance indicators. 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.

The YOS has continued to refine 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. The YOS worked with the YJB to refine its diagnostic tools to provide a sharper focus on understanding of performance in respect of reoffending. The YOS also ensures it monitors disproportionality closely and raises any trends or issues with key partners.

The YOS completes regular 'deep dive' analysis reports for the Young Offender Management Board on priority areas including reducing reoffending, Looked After Children, generic health needs of young people known to YOS, custodial sentencing and young offenders Speech, Language and Communication Needs. In a recent Board an in-depth presentation on knife crime was delivered and associated work and interventions.

YOS performance is reported through The Safer Leicester Partnership and Reducing Re-Offending Board where shared priorities exist to reduce overall crime and anti-social behaviour. Reducing First Time Entrants and re-offending by young people is a priority of the Children and Young People's Plan, overseen by the Leicester Children's Trust Board.

The YOS continues to contribute towards regional and national improvement agendas and the latest YJB Quarterly Performance Monitoring report is attached as Appendix 5.

Reducing First Time Entrants (FTE) Performance 2017/18

There have now been sustained reductions in FTEs in the last seven years. Leicester has continued to see a reduction in the number of First Time Entrants (FTE) and the rate of reduction is greater than the national rate.

Reducing First Time Entrants (FTE) Priorities for 2018/19.

- To further reduce the numbers of young people entering the criminal justice system, in partnership with other local agencies through more integrated and targeted youth support.
- 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.
- 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.
- To ensure cases are audited in line with the new Inspection regime that now includes auditing out of court disposal cases.

Reducing Reoffending Performance for 2017/18

- The YOS has significantly reduced the reoffending rates of young people in Leicester. A significant amount of work has been dedicated to this area including closer scrutiny of

reoffending rates, deep dive reports, investing in evidence based intervention and tracking young people more closely through the reoffending toolkit meetings.

- Whilst the number of young people supervised by the YOT has decreased, 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. This includes ensuring staff are receiving the right level of resources and support.
- **Reducing Reoffending Priorities for 2018/19**
- To continue to monitor the impact of the change to measuring reoffending rates over the coming year.
- To continue to reduce overall levels of re-offending and better understand effectiveness of programmes and disparity in local re-offending rates.
- 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 further improve reductions in reoffending by repeat young offenders, including young people at risk of custody and young people leaving custody.
- To recognise that there is likely to be an increase due to the changing in the counting rules for reoffending rates over the coming year.
- To continue to prioritise and address the area of trauma and emotional trauma in the lives of young people. This includes upskilling staff to effectively identify and respond effectively to emotional trauma. A clear model and policy needs to be developed and embedded within the service.
- To develop a full understanding of young people's use of social media which continues to grow as a catalyst for some of the most serious offences committed. The service needs to develop 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.

Reducing the Use of Custody Performance 2017/18

- The YOS has higher than average national rate for the use of custody although this is a relatively small cohort receiving custodial sentences in 2017-18.
- 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.

Reducing the Use of Custody Priorities for 2018/19

- To further reduce the use of remands to youth detention accommodation and custodial sentencing for all young people including children looked after.
- To continue to work with partners to further develop robust processes for the identification remand cases and the full cost of remand placements, together with suitable community based alternatives to remand.
- To ensure young people who are subject to custodial remands or sentencing are appropriately safeguarded and their risk of harm to themselves and others is managed appropriately.
- 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.

- To complete a monthly custody and remand tracker for the most serious offending by young people to track progress and partnership working.
- To embed a new strategy for serious organised crime and gang related offending in Leicester in partnership with the Police.

Engaging in Education, Training & Employment (ETE) Performance 2017/18

- 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.
- The high level of ETE engagement with young people known to YOS has been sustained through close partnership working with Education Welfare and Connexions Services, as well as working hard to ensure improved communication with key schools in Leicester.

Engaging in Education, Training & Employment (ETE) Priorities for 2018/19

- To further reduce the numbers of young people who are not in full time Education, Training & Employment (NEET) and known to YOS.
- To improve the targeting of ETE support for high risk entrants and repeat offenders.
- To increase the use of trained volunteer mentors, YOS advocates, and Connexions Personal Advisors, to support young people to successfully engage and remain in Education, Training & Employment.

Structure & Governance

The YOS is positioned within the Education and Children's Department of the Local Authority. The YOS Manager is Head of Service for Early Help and Specialist Services, which includes a portfolio of services including the Youth Offending Service, Youth Service, Connexions, Education Welfare Service and Multi Systemic Therapy. This approach supports 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. The Head of Service for the YOS is managed by the Director for Children, Young People and Families, who reports directly to the Director for Children's Services (DCS).

Governance arrangements for YOS reside with a multi-agency Young Offender Management Board (YOMB) chaired by the Strategic Director for Education and Children (DCS). 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 Public Health and the Connexions Service. 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. HM Courts are invited to attend meetings for focussed spotlight sessions as required, but the Service Manager holds quarterly liaison meetings with the courts to ensure priorities and strategic discussions take place. .

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 continues to revise its performance management framework to take into account best practice and changing local and national priorities. Ongoing strategic partnership analysis and priorities for 2017 included Child Sexual Exploitation (CSE), Children Missing and Trafficked who are involved in the criminal justice system, knife crime and gang related activity. More recently the Service Manager has introduced deep dive case studies whereby a case manager presents a case to the Board for discussion and strategic consideration. This will enable partners to further develop their understanding of frontline practice as well as ensuring frontline

staff understand the Board, its functions and membership.

The Service Manager is 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.

The YOS Head of Service and Service Manager are members of the MAPPA Strategic Board and the Local Children's Safeguarding Board for reporting and monitoring lessons from Serious Incidents and Serious Case Reviews. The YOS Manager is a member of the Early Help Partnership Board which is a sub group of the Local Children's Safeguarding Board.

The YOS are members of both the Reducing Re-Offending Board which supports Integrated Offender Management arrangements for young people and adults. The Service Manager also holds quarterly liaison meetings with key partners and stakeholders including the Police, courts, CAMHS, Turning Point (substance misuse provider) etc.

Resources and value for money

The YJB Youth Justice Grant allocation focusses on innovation and service improvement and supports the YOS yearly action 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. Service improvement activity in 2017/18 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 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.

Funding contributions from statutory partners in Health and the National Probation Service are confirmed for 2018/19. The OPCC has confirmed 2018/19 core funding for YOS and the additional 0.5 offender manager post. A table containing the financial, staffing and in kind contributions made by local partners is contained in Appendix Two.

YOS business planning for 2018/19 will take into account any options for future remodelling of the service which will be overseen by the YOMB Chair.

The YOS successfully launched ASSET Plus in late 2015 and has transitioned to a new Youth Justice Management Information System (Capita ONE) from the autumn of 2017.

The YOS is appropriately resourced by seconded warranted Police Officers, a 1.5 Probation Officer employed by the National Probation Service, a pre-16 education specialist managed within the Education Welfare Service as well as a post 16 education coordinator and mentor.

The YOS are continuing to work closely with the Child and Adolescent Mental Health Service (CAMHS) to better understand the emotional health and wellbeing needs of young people known to YOS. The YOS are currently undertaking a data exercise to support this piece of work. The YOS are working with the Leicester Clinical Commissioning Group and stakeholders to ensure that the local CAMHS Transformation includes the support needs of young people known to YOS. Additional YOS resources include dedicated Educational Psychologist time and a dedicated Education, Training and Employment Personal Advisor surgery from the Connexions Service.

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, there are no agency employees.

The YOS works with a wide range of volunteers reflecting the diversity of Leicester's communities. Volunteers and permanent staff are trained in restorative justice and are offered a range of activities within the YOS and across the division. A structure chart including the full YOS staffing establishment is contained in Appendix Three.

Partnership Arrangements

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.

The YOS Manager or YOS Service Manager is represented on the following key strategic partnerships:

- Leicester Children's Trust Board (LCTB)
- Local Safeguarding Children's Board (LSCB)
- Early Help Strategy Group
- Safer Leicester Partnership (SLP)
- Multi Agency Public Protection Arrangements Strategic Board (MAPPA)
- Reducing Re-offending Board (RRB)
- Children and Adolescent Mental Health Service (CAMHS) Multi Agency Partnership
- Young Adult Transitions Board (Tbc)
- Multi Systemic Therapy Strategic Board (MST)
- Prevent Steering Group and Channel Panel

The YOS has previously co-commissioned youth crime prevention programmes with the Office of the Police and Crime Commissioner (OPCC) that focus on preventing re-offending by high risk entrants to the youth justice system and repeat high risk offenders. 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.

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.

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.

Celebrating success

There are a number of areas to be proud of and celebrate over the previous year's achievements. The service can cite the following as just some of the examples of success;

- The service commissioned the Educational Psychology Service to work in partnership with the YOS to develop a clear Speech Language and Communication (SLCN) pathway for young people and train all staff in SLCN as well as further training for a group of YOS SLCN champions. The service also developed a SLCN weekly consultation session to ensure it remains a priority area and the service amended all paperwork to ensure it is young person friendly and accessible. The project was put forward and shortlisted for an award "shining light" for organisations meeting the needs of young people with communication needs.
- The service worked in partnership to deliver a Restorative Justice (RJ) conference specifically targeted at residential homes to launch a new RJ protocol as part of the continual drive to reduce the number of Children Looked After entering the criminal justice system.
- 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. In addition, we are also very proud of our further reductions in our reoffending rates over the past year.
- 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.
- Partnership approach within the Knife Crime Delivery group and the delivery of some key initiatives to support the ongoing work regarding this key priority area.

Risks to future delivery

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.

Local pressures on council funding are mirrored across the strategic partnership and the YOS is working with partners to develop a sustainable delivery model moving forward, that reflects shared strategic priorities and reduced income. A significant saving has been made in 2017/18 but ongoing YOS savings will be sought in 2018/19 onwards, through a full review.

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.

The YOMB has overseen an Improvement Action Plan following the Full Joint Inspection undertaken in 2016 and this has informed service priorities for 2017/18. The YOS continues to focus on areas of performance improvement related to management of risk of harm, safeguarding and better understanding health needs and improving health outcomes for young people. The YOS will continue to produce a yearly action plan overseen by the Management Board.

The YOS has invested in knife crime awareness work, including visits to other YOS's and working in close collaboration with the charity, Street Doctor. Leicester Youth Offending Service has offered further weapon awareness programmes within the residential settings for children/young people who are looked after. The programme has been funded by the OPCC

and is as part of a wider multi-agency strategy to reduce the prevalence of knife carrying and use by young people in Leicester. It is hoped this work can continue over the next 12 months.

Priorities for 2018/19

- To review the existing model of service delivery.
- To further improve the quality of assessments and effectiveness of YOS interventions to reduce re-offending, including an evaluation of the work undertaken in relation to speech, language and communication needs of young people known to YOS.
- To ensure that young people who are known to YOS as children in need or in need of protection including from Child Sexual Exploitation, are identified, safeguarded and their cases escalated where appropriate. The YOS to continue to be a core panel member for CSE meetings.
- To continue to ensure a partnership approach is maintained to prevent offending and further reduce reoffending by children and young people.
- To reduce the number of Children Looked After who enter the criminal justice system and to further reduce the number of young people subject to remands and custody, by working in partnership and monitoring the restorative justice work and protocol developed in the latter half of 2017.
- To better understand and develop performance outcome measures for the emotional health and wellbeing needs of young people known to YOS to their mental health.
- To monitor the health assessment pathway developed in 2017 to ensure its effectiveness and provide performance updates to the Management Board.
- To improve earlier identification and support for young people at risk of involvement in gangs and organised crime. To develop a clear strategy early 2018.
- To monitor the monthly habitual knife crime lists and continue to support the partnership knife crime delivery group as it develops over the coming year.
- The successful delivery of the Unitas summer arts college programme

Appendix One

Leicester City YOS – Young Offender Management Board (YOMB) 2018/19

Name	Organisation
Caroline Tote	Divisional Director, Children's Services, Social Care and Early Help, Leicester City Council (Chair YOMB)
Sian Walls	Chief Inspector, Leicestershire Police
Charlotte Dunkley	Deputy Head, Leicester, Leicestershire and Rutland (Midlands), National Probation Service
Mel Thwaites	Associate Director of Children and Families, Clinical Commissioning Group
Clare Mills	Lead Commissioner, Public Health, Leicester City Council
Julia Conlon	Interim Head of Service Early Help Specialist Services, Leicester Council
Abigail Kearley	Interim Service Manager Targeted Youth Support and Connexions IAG.
Karen Manville	Service Manager, Youth Offending Service
Martin Judson	Head of Finance, Education and Children's Services

Appendix 2

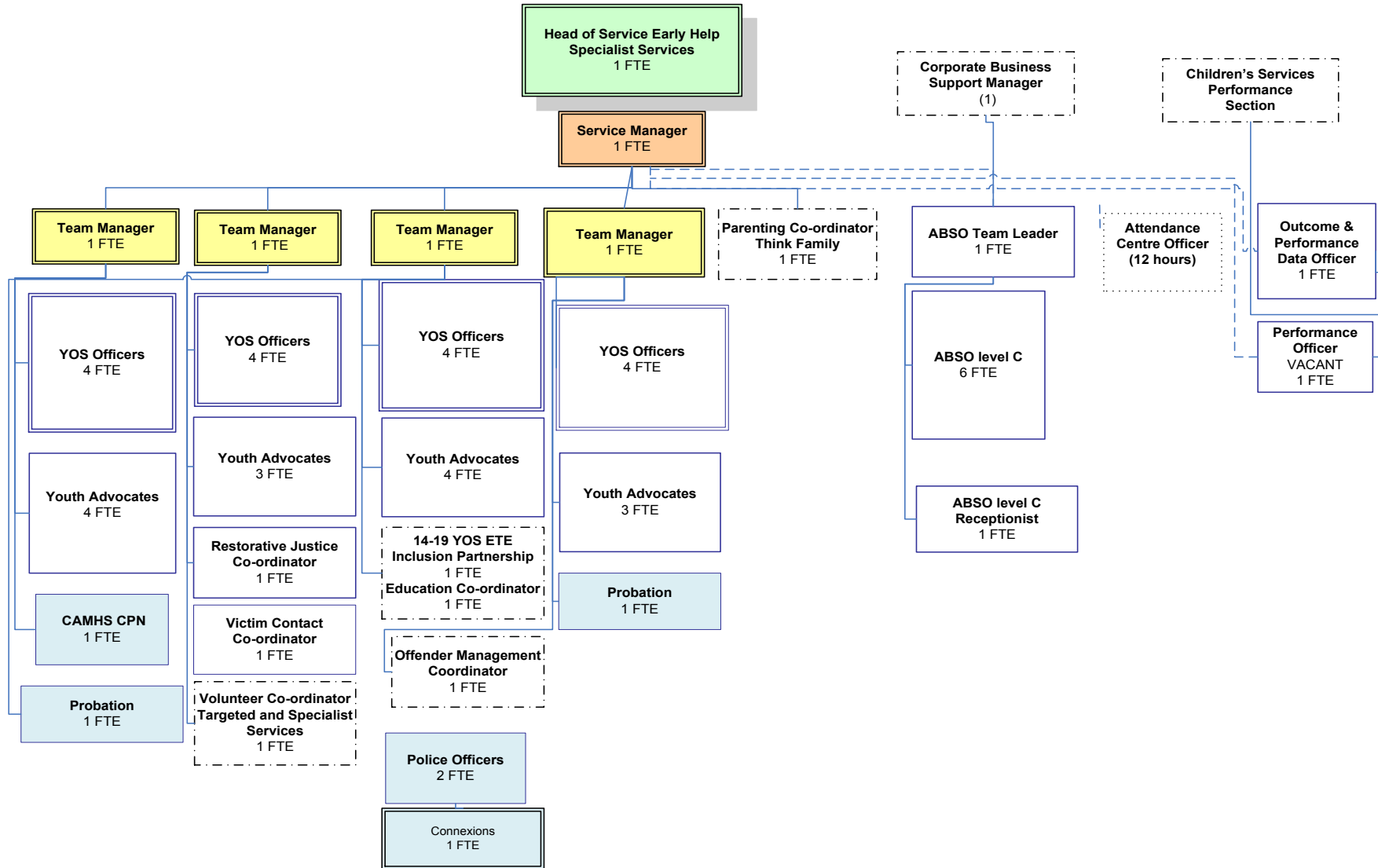
YOS BUDGET 2018/19 - DRAFT

Agency	Staffing Costs (£)	Payments in Kind (£)	Other Delegated Funds (£)	Total (£)
Local Authority (LCC)	495,000	197,895	0	692,895
Police Service	103,010	0	104,400	207,410
National Probation Service	98,500	0	10,000	108,500
Health Service	51,000	0	57,100	108,100
YJB Good Practice Grant	611,399	0	43,114	654,513
Total	1,358,909	197,895	214,614	1,771,418

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Appendix 3

Leicester City Youth Offending Service (31 March 2017)

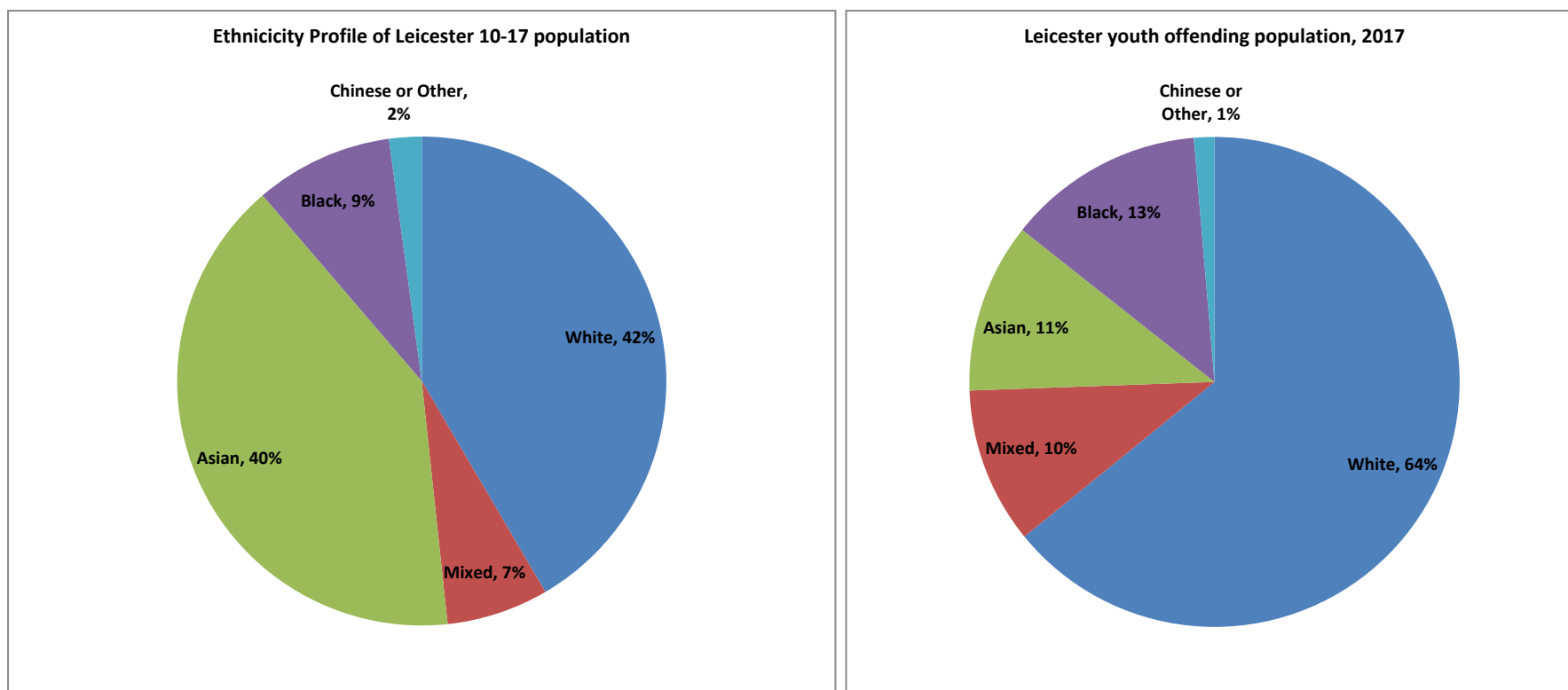


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Appendix 4: Equalities.

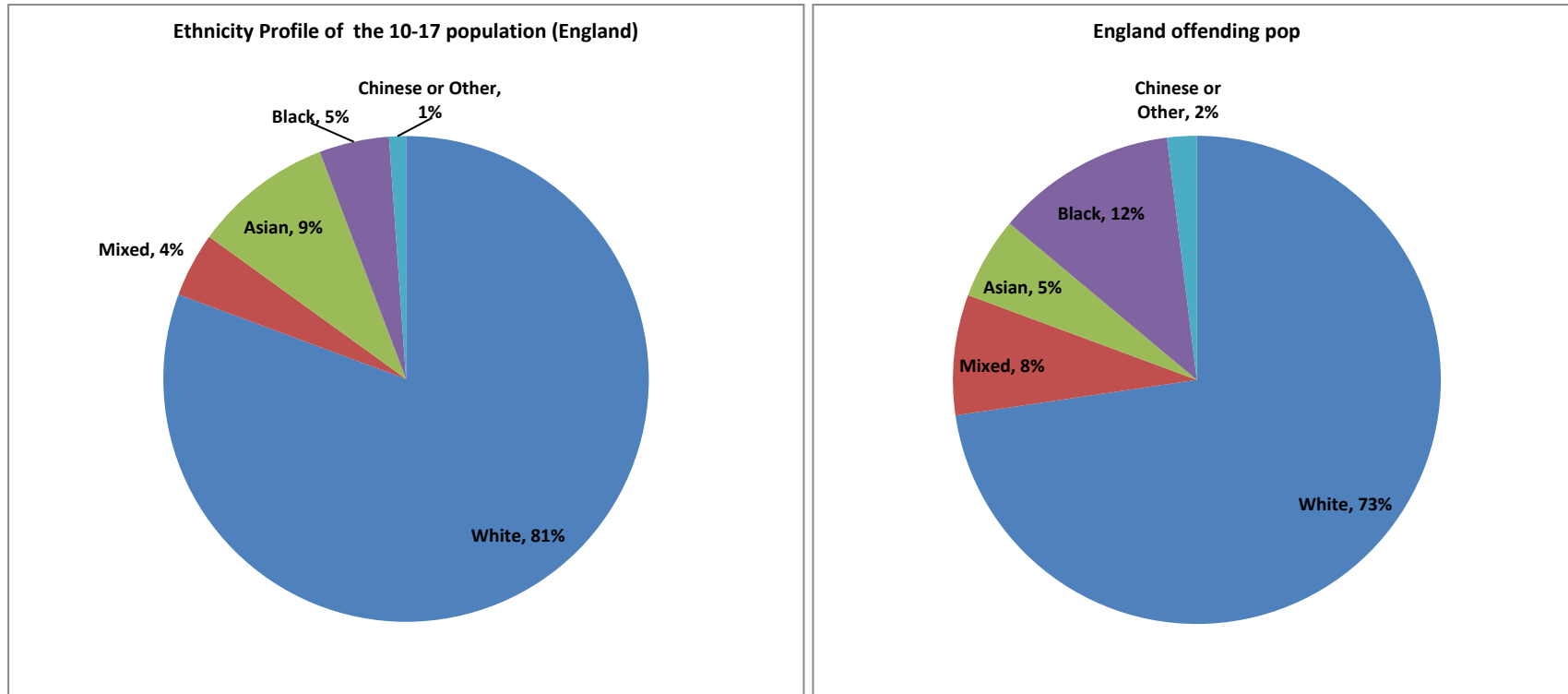
The Lammy Review (David Lammy MP, 2017) highlighted the continuing issue of over-representation of particular ethnic groups in the criminal justice system. It is important that youth offending services monitor the level of disproportionality in their local youth justice system and take measures, along with partners, to reduce any unjustified over-representation of particular ethnic groups. It is also important that the ethnic profile of those working with youth offenders broadly reflects the ethnic profile of the local population and the youth offending population in order that young people can be engaged most effectively. This is particularly important in a city such as Leicester with a highly ethnically diverse population. The gender of offenders and those working with them is another important consideration.

The charts below therefore illustrate the ethnicity and gender profiles of the youth offending population in Leicester along with the profiles of those working with them and of the wider youth population. The data is taken from the YOT Data Summary published by the Youth Justice Board, which is based on quarterly returns provided by all YOTs in England, and from the YOS records..



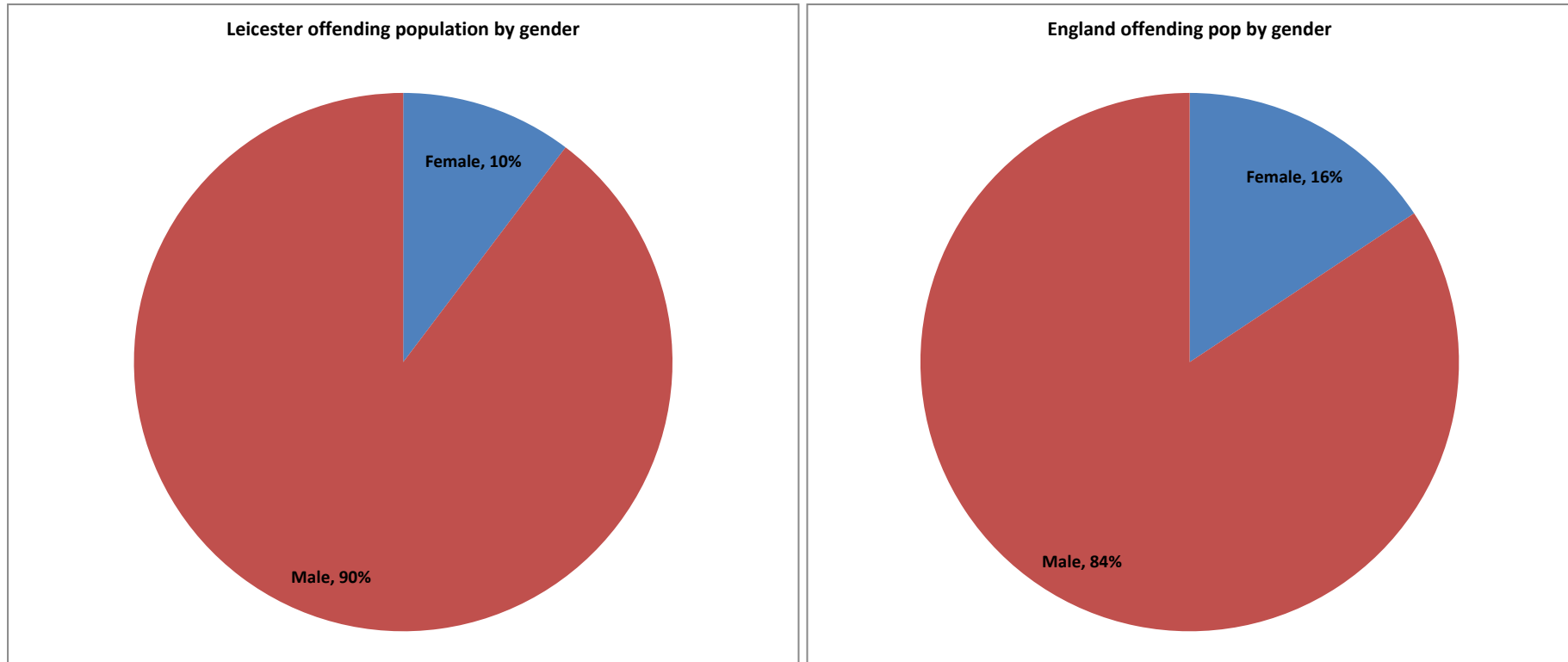
The pie charts above show very starkly that the Asian population in Leicester is very much under-represented in the youth justice system, and the white population is very much over-represented. The black and mixed ethnicity groups are slightly over-represented in the local youth justice system. The under-representation of the Asian population in the youth justice system is a national phenomenon. The over-representation of the white, black and mixed heritage groups in Leicester is a function of the large Asian population being under-represented, as these groups “take up the space” vacated by Asian young people being under-represented. It should not necessarily be taken to mean that these groups are more likely to offend in Leicester than they are elsewhere.

The ethnicity profiles for England of the 10-17 population and the youth offending population are shown below:



This illustrates how the under-representation of Asian young people and the over-representation of black and mixed heritage young people in the youth justice system are national phenomena. However, the over-representation of white young people in Leicester is not reflected nationally.

We can also see how the gender profile of youth offenders in Leicester compares with the national picture:

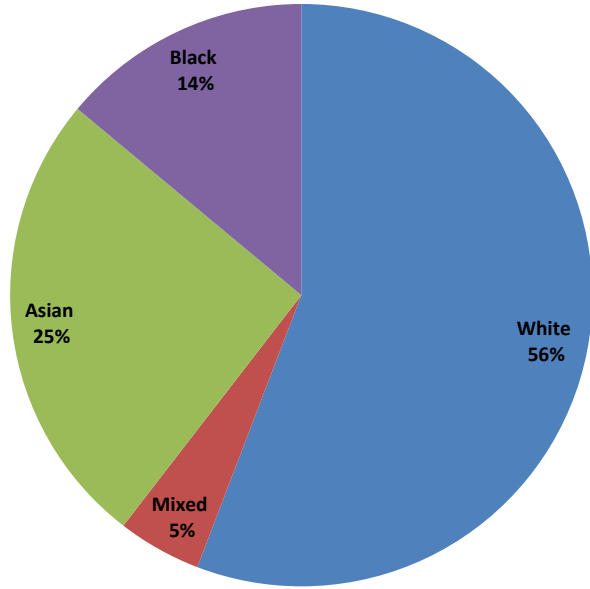


This shows that girls in Leicester make up a smaller proportion of the total offending population than they do nationally; just 10% locally as against 16% nationally.

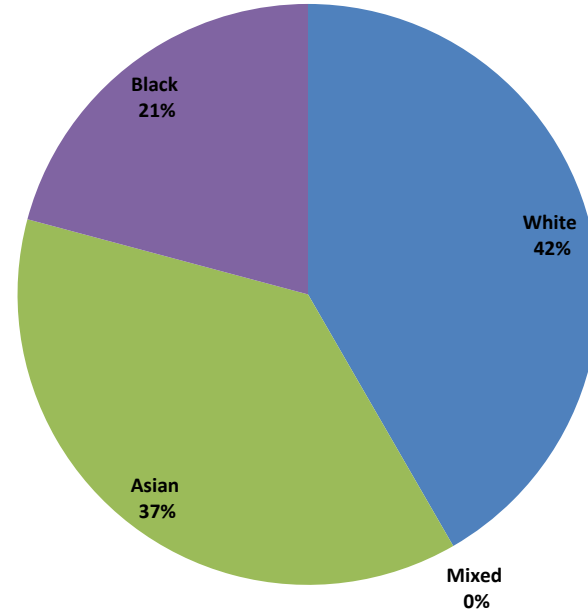
On the whole, white males are the most over-represented group in the Leicester youth justice system.

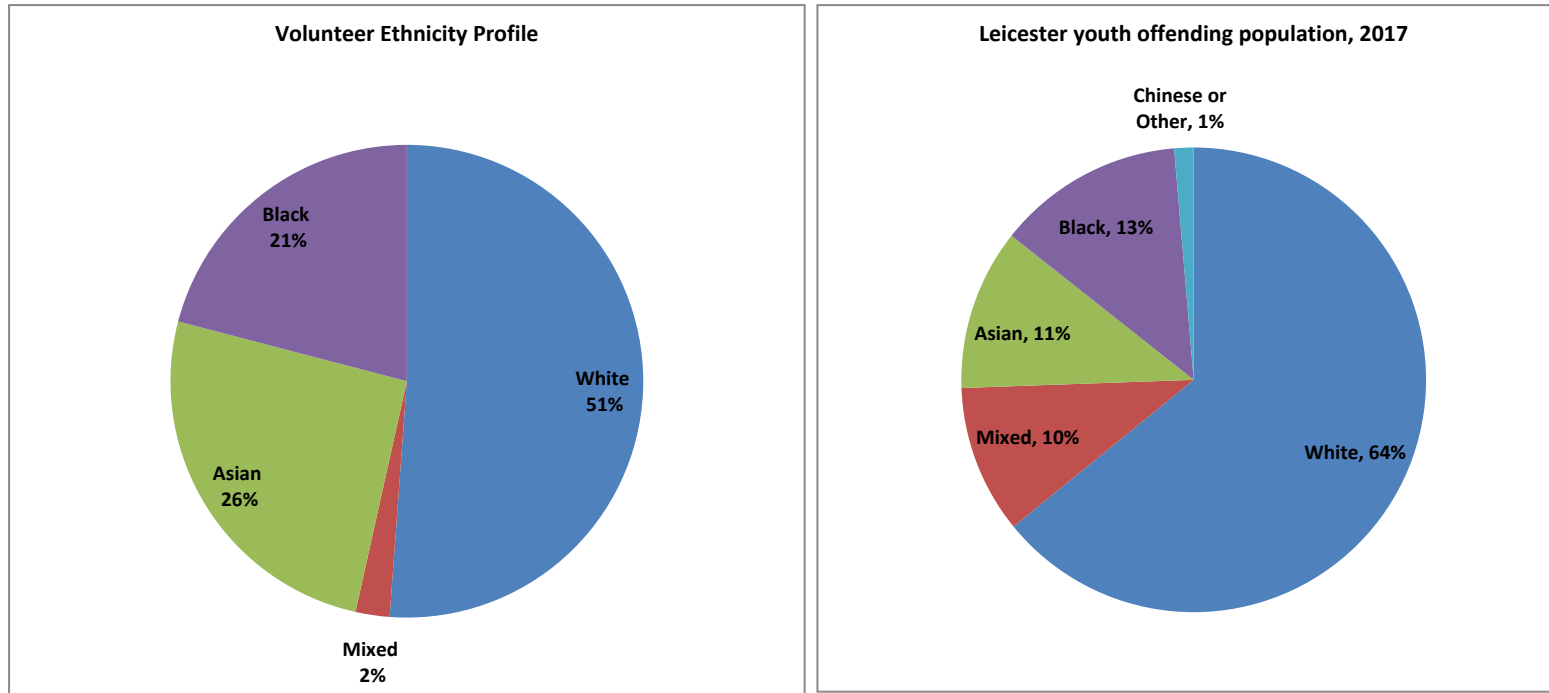
The following charts illustrate how the ethnicity and gender profiles of staff and volunteers in Leicester YOS compare with those for the young people they work with.

Leicester YOS Staffing ethnicity profile



Leicester Community Panel Member Ethnicity Profile

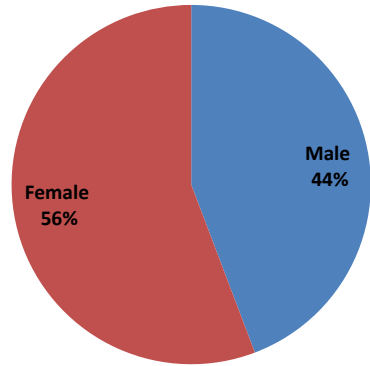




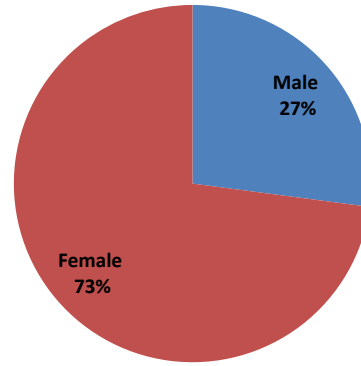
The ethnicity profiles of the paid staff (top left), the Community Panel Members (top right, who oversee the interventions for young people subject to Referral Orders) and of the volunteer mentors (bottom left) broadly reflect that of the general local 10-17 population, rather than that of the youth offending population. However, this is to be expected as all the groups are drawn from the local community. It is the youth offending ethnicity profile which is out of kilter, and this is due to the under representation of Asian young people within it.

The charts below illustrate the gender profiles of those working with youth offenders in Leicester compared with the gender profile of the youth offender population:

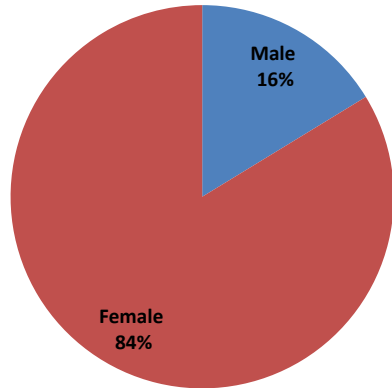
YOS Staffing Gender Profile



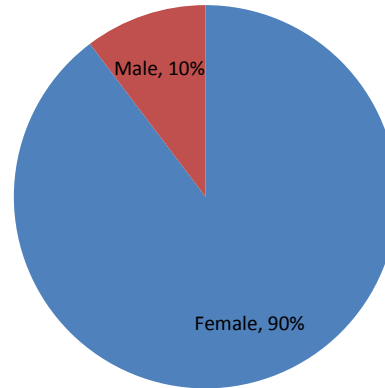
Community Panel Member Gender Profile



Volunteer Mentors Gender Profile



Leicester offending population by gender



This shows that the majority of those working with youth offenders in Leicester are female, particularly amongst the panel members and the mentors, whereas the youth offenders are predominantly male. It is important for boys to have positive male role models, therefore it would be beneficial if more male community panel members and mentors could be recruited.

The Youth Justice Board does not collect data on the other protected characteristics (disability and religion) amongst youth offenders nor those working with them. However, it is well known that young people with special educational needs, speech, language and communication needs and with emotional and mental health difficulties are over-represented in the youth offending population. Again, it would be beneficial for youth offenders to have positive role models of adults who have overcome such difficulties and the service is committed to ensuring youth offenders have access to appropriate support for their assessed educational and mental health needs.

An analysis of ethnic disproportionality in the youth justice system in Leicester was undertaken in 2017, and the findings and recommendations were presented to the management board and recommendations are embedded within the service improvement plan.

Appendix 5

YJB Quarterly Performance Monitoring report



LYOS Performance
report.docx

PAPER D

Leicester Youth Offending Service: Performance Report to Management Board Meeting, 11 January 2018

The following report is based on the Youth Justice Board (YJB) YOT Data Summary released in December 2017 and is therefore the latest data available. The reporting periods for each measure are shown in the table below:

Measure	Reporting period
First Time Entrants	July 2016 – June 2017
Reoffending	October - December 2015 cohort
Use of Custody	October 2016 – September 2017
Education, Training & Employment	April 2017 – September 2017
Accommodation	April 2017 – September 2017

Executive Summary:

There is some very encouraging performance to report but also some areas in need of further improvement. 3 of the key youth justice indicators (first time entrants, frequency of reoffending and use of custody) are improving. However the binary reoffending rate has increased.

First Time Entrants

In terms of first time entrants to the youth justice system Leicester has continued the improving downward trajectory. The local rate is reducing faster than those for the most similar YOT areas and is now lowest in that comparator group. However it remains above the national, regional and Leicestershire PCC area rates which have also been reducing.

Reoffending rates

The way reoffending is measured has now changed and cohorts are smaller. There is improvement in terms of frequency of reoffending but the binary rate has increased. The binary rate for Leicester is near the average for the most similar comparator YOT areas. In terms of frequency reoffending performance Leicester is just outside the top quartile nationally, and for binary reoffending rate Leicester is well inside the top half of the national table.

Custody

In terms of the use of custody Leicester's rate has continued to reduce although it remains above national and regional averages as these have also reduced. The local rate is now 2nd lowest amongst the most similar YOT areas.

Education, Training and Employment.

For Education, Training and Employment Leicester is performing better than the regional and national averages for both school-age and above school-age young people.

Accommodation

For Accommodation Leicester is performing better than the regional and national averages at all 3 post-court tiers of the youth justice system.

SUMMARY OF KEY PERFORMANCE INDICATORS

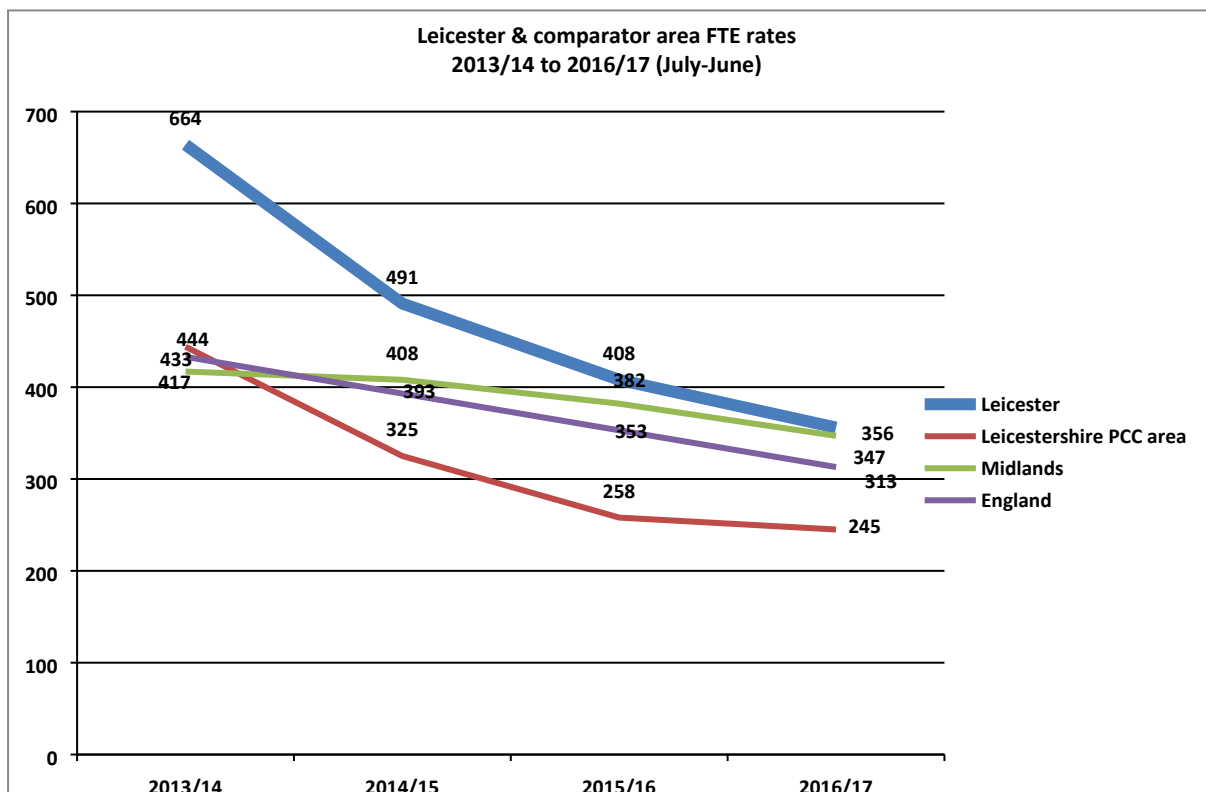
FTE PNC rate per 100,000 of 10-17 population
July 2016 – June 2017: Rate of 356 per 100,000. (Number = 118 young people)
July 2015 – June 2016: Rate of 408 per 100,000. (Number = 132 young people)
Reduction of 12.7%
Re-offending Rates after 12 months
Frequency rate: Oct - Dec 2015 cohort (latest period) =1.21 (84 young people in cohort and 102 re-offences)
Frequency rate: Oct - Dec 2014 cohort = 1.31 (109 young people in cohort and 143 re-offences)
Reduction of 7.6%
Binary rate: Oct – Dec 2015 Cohort (Latest period) = 40.5% (84 young people in cohort and 34 reoffenders)
Binary rate: Oct – Dec 2014 Cohort = 36.7% (109 young people in cohort and 40 reoffenders)
Increase of 3.8 percentage points
Use of Custody rate per 1,000 of 10-17 population
Oct 2016 – Sep 2017: Rate of 0.51 per 1,000. (17 custodial sentences)
Oct 2015 – Sep 2016: Rate of 0.66 per 1,000. (22 custodial sentences)
Reduction of 22.7%

All the key performance indicators show performance going the right way with the exception of the reoffending binary rate.

Priority: Preventing young people entering the youth justice system

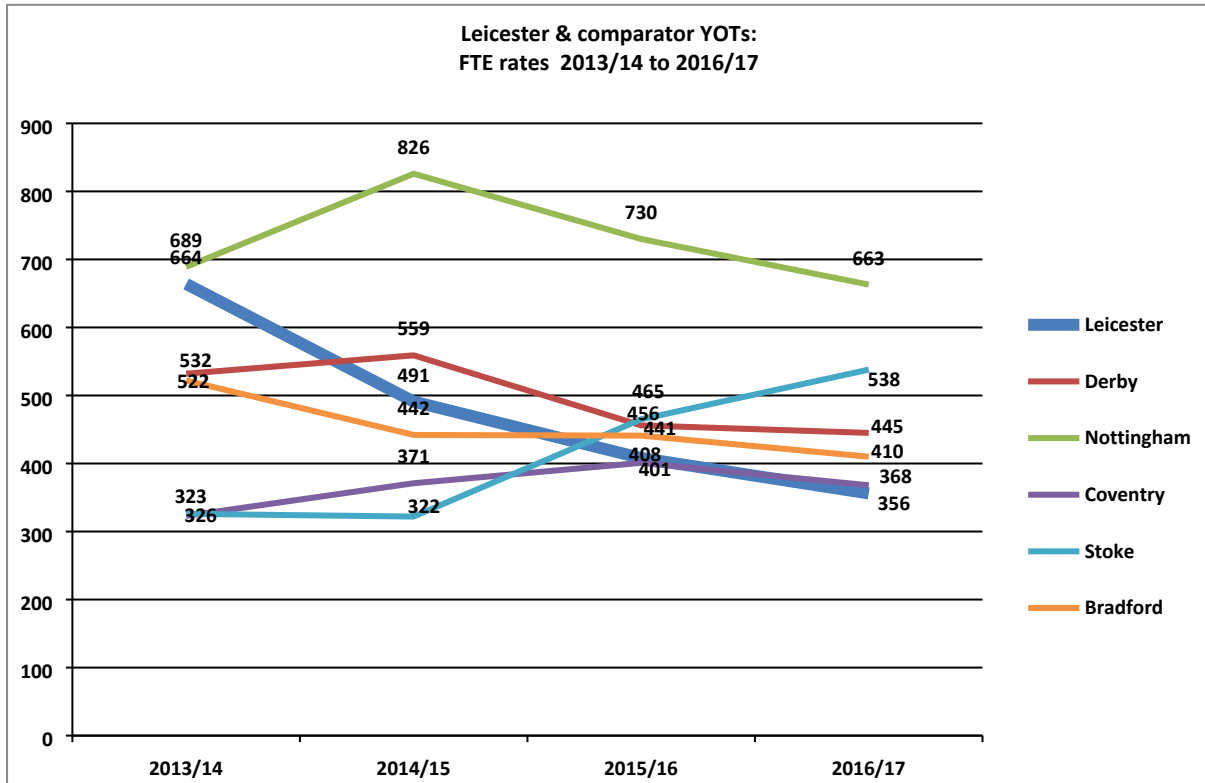
Indicator	Direction of travel	Peer comparison	Overall performance	
First-time entrants to the youth justice system	Reducing	Still above national and regional averages but lower than all the most similar areas	GREEN /	AMBER

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 118 first-time entrants (FTEs) to the youth justice system in Leicester in 2016/17, equivalent to a rate per 100,000 youth population of 356. This compares to 132 young people in 2015/16. This is a 12.7% reduction on the previous 12-month period, and is a slightly more rapid reduction than those for the Midland region and England. The local rate is now lower than both the regional and national, but remains higher than the Leicestershire PCC area rate. This is illustrated in the chart below:



The chart above shows that the Leicester and Leicestershire PCC area rates have reduced more steeply than the national and regional rates over the last 4 years, and this may be linked to the effective operation of the single Leicester and Leicestershire Triage and Diversion Panel.

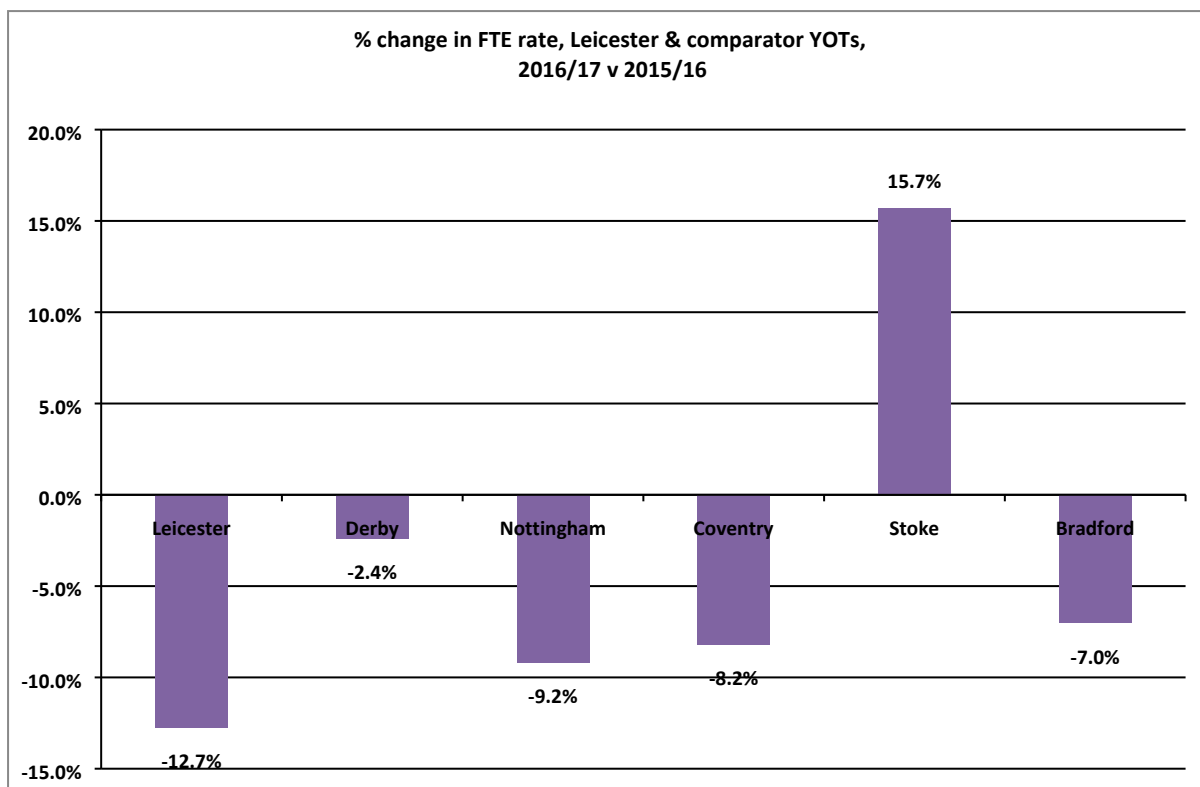
The chart below shows how Leicester's FTE rate over the last 4 years compares with those for the 5 most similar comparator areas:



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

This shows that the rate for Leicester has reduced from 664 per 100,000 in 2013/14 to 365 in 2016/17 and, having had the 2nd highest rate 3 years ago, Leicester now has the lowest rate amongst the group of most similar YOT areas.

The chart below shows the percentage change in numbers of FTEs in the last year amongst the most similar YOTs:



Leicester has the fastest reduction in FTE rate amongst comparator areas.

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 is able to 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.

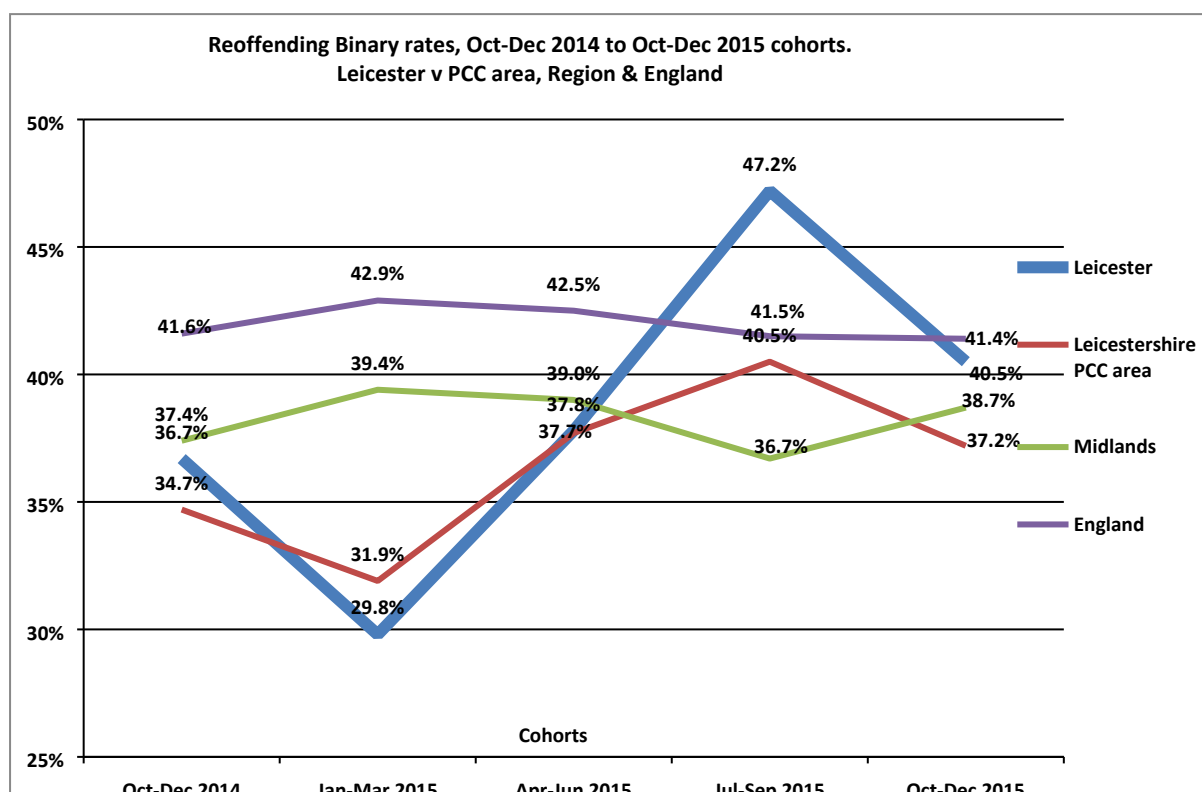
Priority: Reducing reoffending

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).	Frequency reducing but binary increasing.	Better than national average, 3rd best binary rate amongst YOT comparator areas	AMBER

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 actually 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).

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. 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 few persistent offenders dropping into or out of the cohort can make a bigger difference.

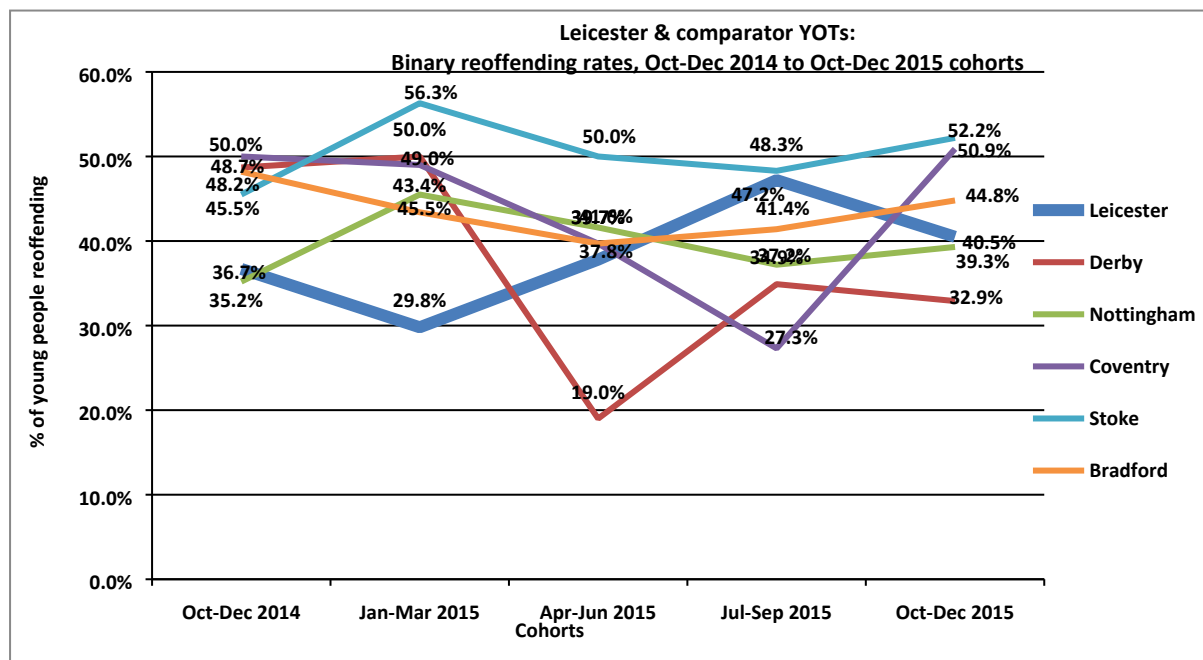
The chart below compares Leicester's binary reoffending rate with the averages for the Leicestershire PCC area, the Midland region and England over the last 5 cohort periods.



The latest binary rate for Leicester of 40.5% is down substantially (6.7 percentage points) on the previous 3-month cohort. There were 84 young people in the cohort, of which 34 reoffended, committing 102 further offences between them. This gives a frequency rate of 1.21 offences per cohort member.

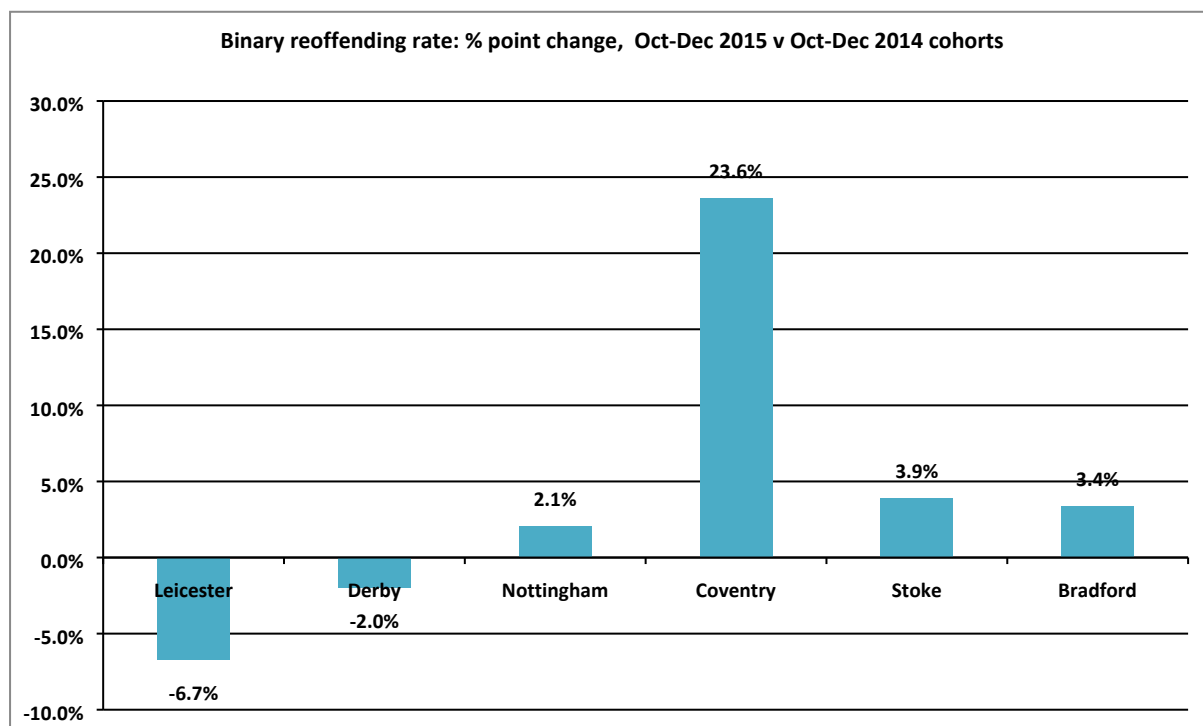
Having gone well above the national average for the previous cohort, the local binary rate is now back below the national. However the local rate remains marginally higher than the rates for the Midland region and the Leicestershire PCC area. The fact that the frequency rate is improving but the binary rate is not is due to there being fewer persistent offenders in the most recent cohort but a higher proportion of young people committing just one offence.

The chart below shows how Leicester's binary reoffending rate over the last 5 cohorts compares with those for the *most similar comparator areas*:



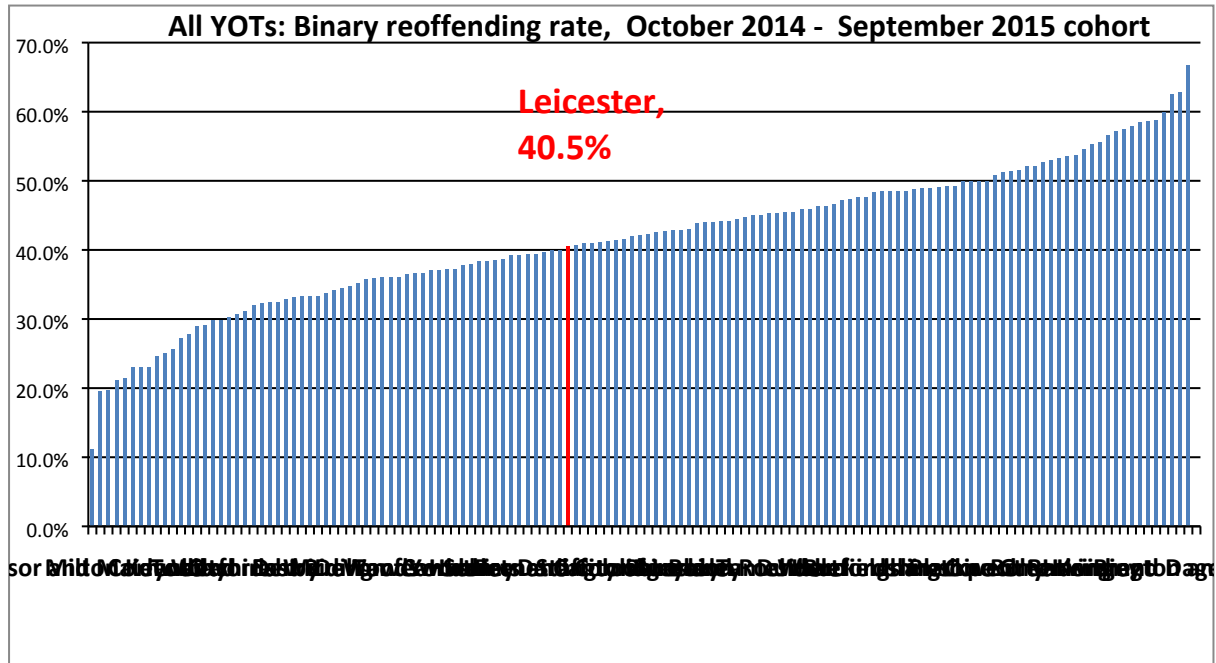
This chart shows the greater volatility in rates now that the cohorts measured are so much smaller. It shows that Leicester, having had the 2nd highest rate amongst the 6 comparator areas for the previous cohort, now has the 3rd best rate amongst the comparator areas.

The chart below shows the change in performance for the 6 comparator areas over the last year:



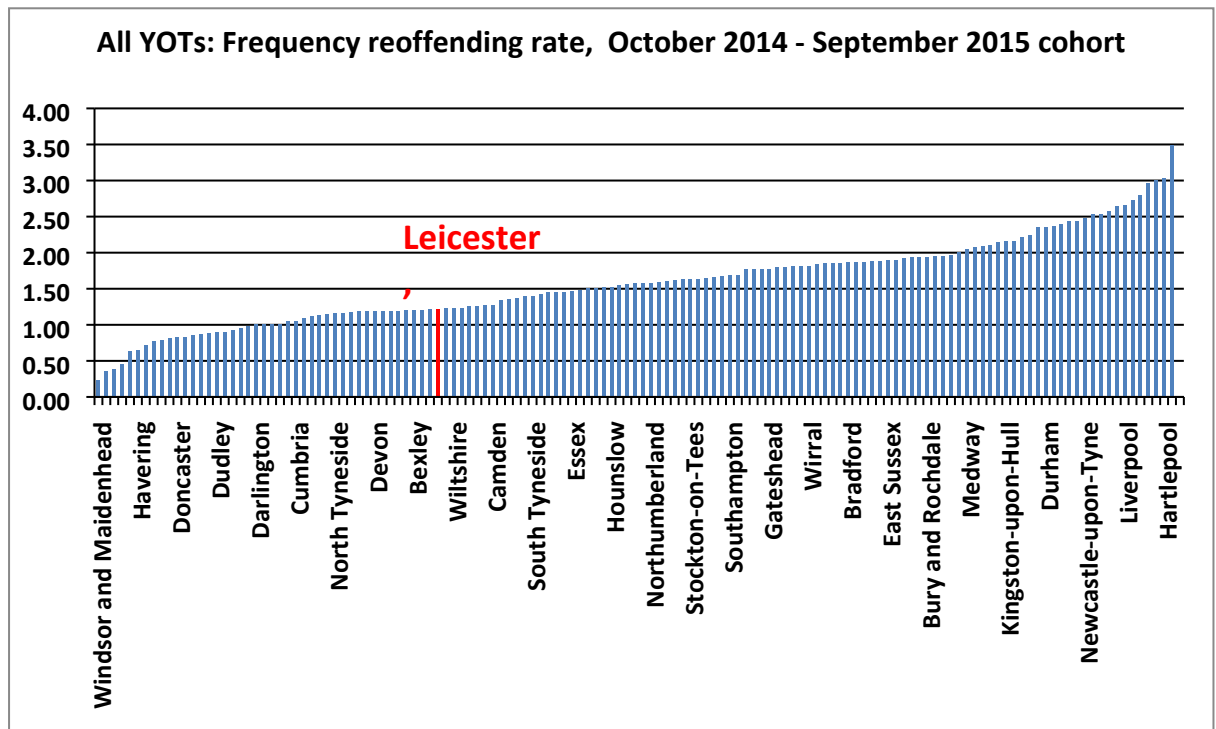
Whilst Leicester had a 6.7% reduction in binary rate over the period, most of the other areas had increases.

The chart below shows how Leicester compares with all English YOTs in terms of binary reoffending performance:



Leicester is within the top quartile nationally for binary reoffending (60th out of 137 YOTs).

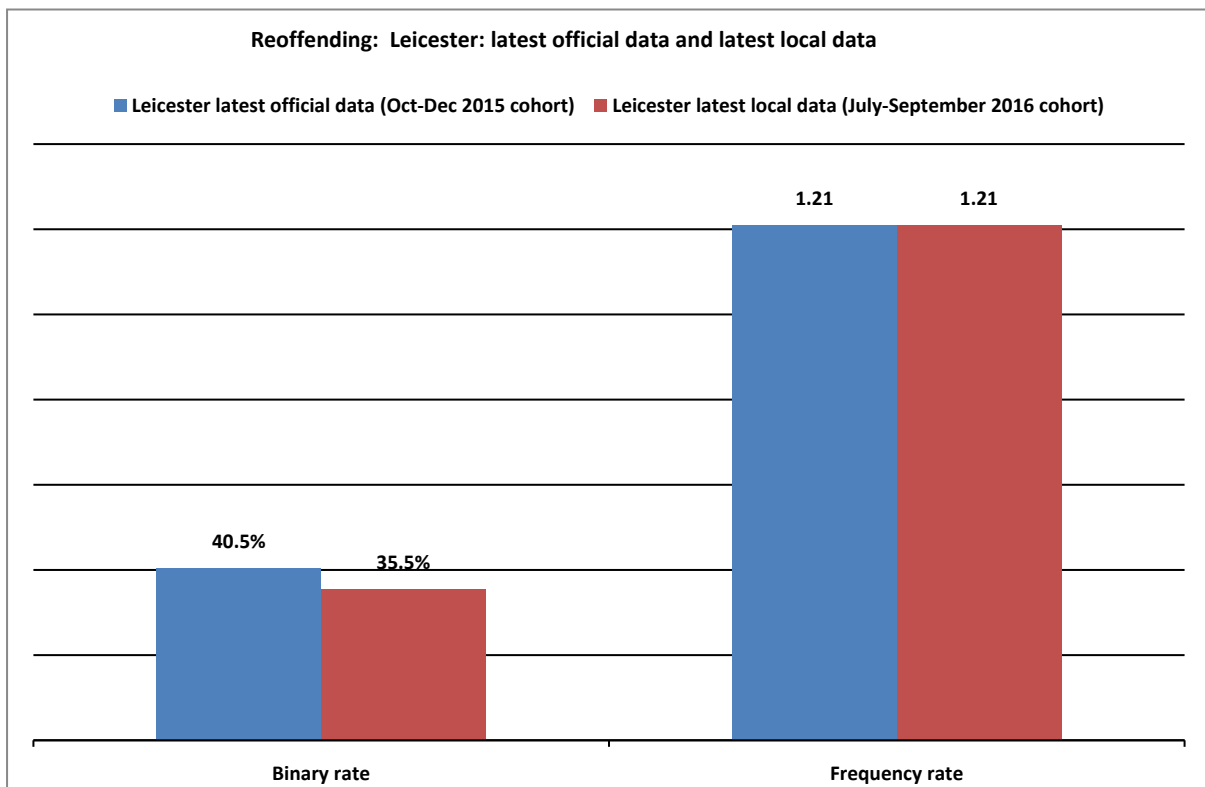
The chart below shows Leicester's position nationally for the *frequency* reoffending rate (i.e. the average number of further offences per cohort member):



This puts Leicester in 44th place, at the top of the mid-range.

Over the last 2 years the YOS has been taking actions to improve reoffending performance by using the live tracking tool 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.

The live tracker also enables us to get more up-to-date (albeit unofficial) local reoffending data than is available through PNC. The latest official data is for those young people in the October 2015 to December 2015 cohort. But 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 July 2016 to September 2016 cohort which has now completed, and compares it with the latest official PNC data:



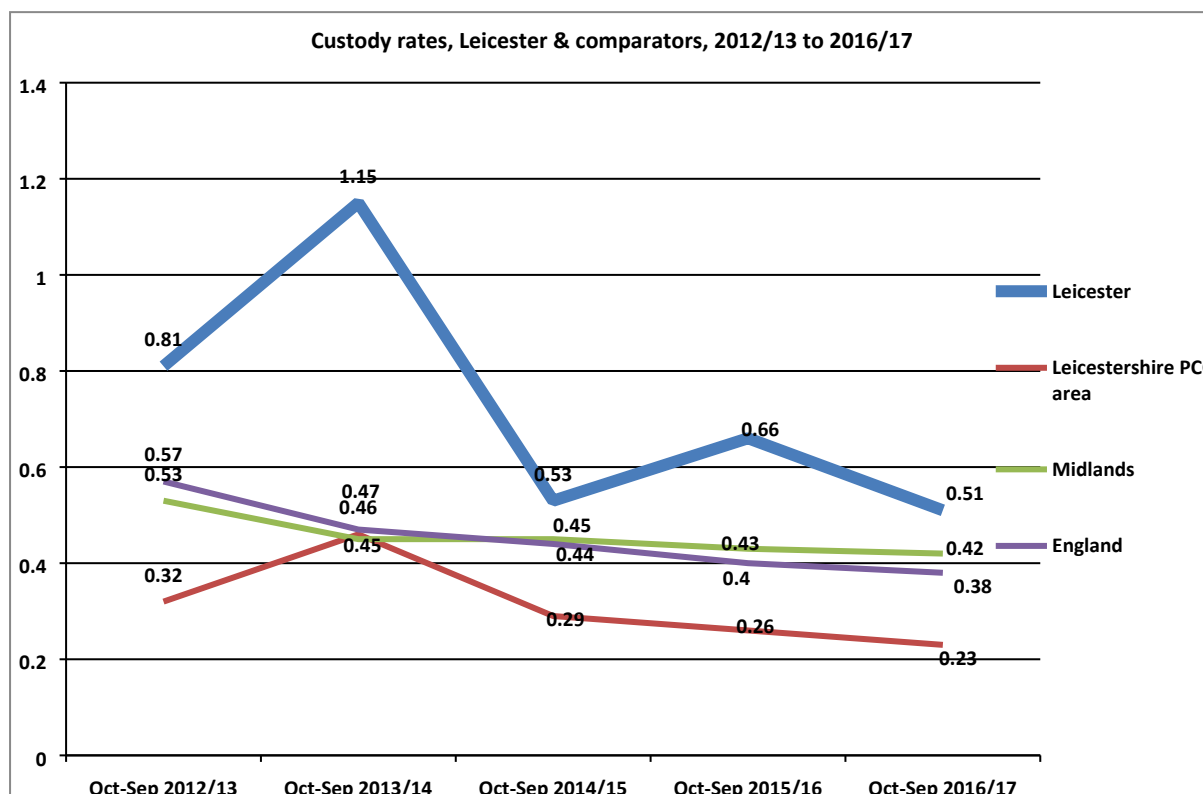
This shows that for the most recent period that data is available Leicester's binary reoffending performance has improved while the frequency remains exactly the same as for the earlier cohort. It should be emphasised, however, that the data shown here is locally collected data, not official data.

Priority: 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 2nd best amongst the most similar YOT areas	AMBER

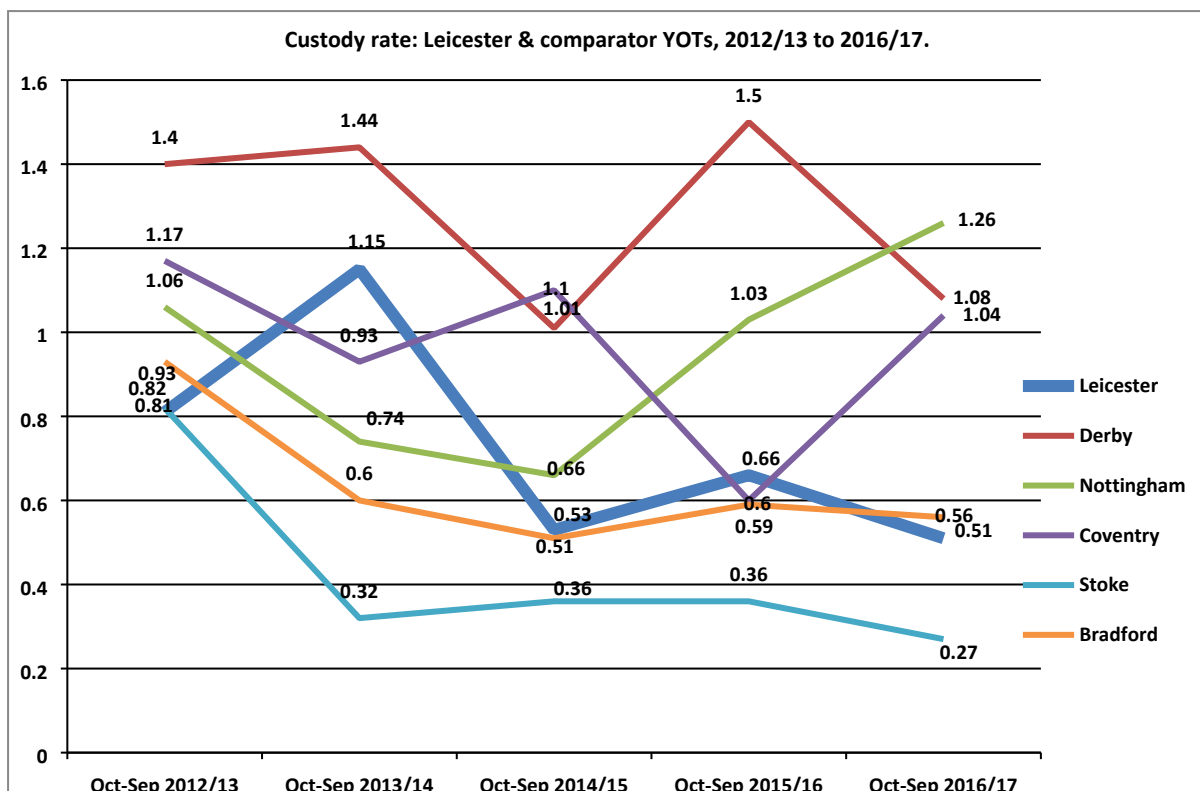
The custody rate is measured by the number of custodial sentences per 1,000 local 10-17 youth population.

Custody rates for the last 5 years for Leicester, the Midland region and for England are shown in the chart below.



It can be seen that in 2013/14 Leicester was an outlier with rates well above those for the Leicestershire PCC area, the Midland region and England, but since then the gap has narrowed considerably. Whilst the local rate continues to reduce, so too do the regional and national rates.

The chart below shows how Leicester compares with the most similar YOT areas in use of custody:

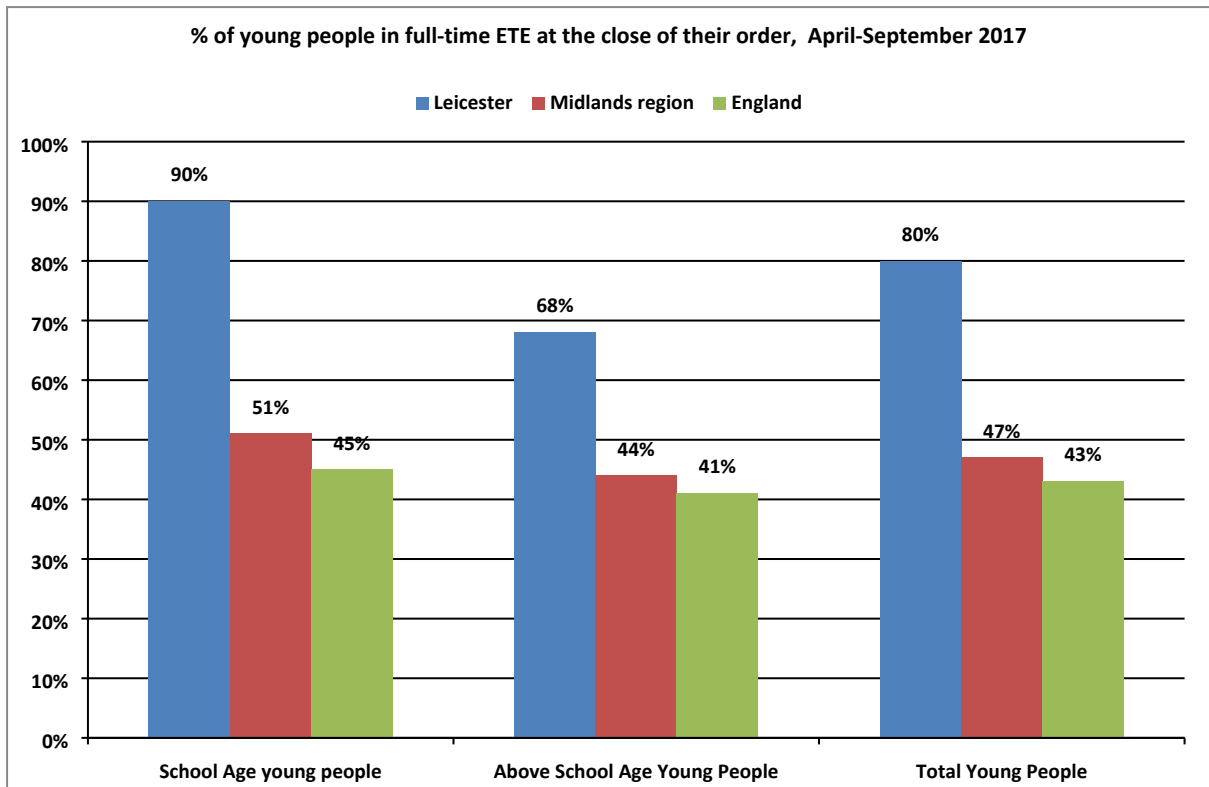


This shows that Leicester now has the 2nd best custody rate amongst the most similar group of YOTs. The rate for Leicester has more than halved since 2013/14.

In terms of actual numbers there were 17 young people sentenced to custody in the year to September 2017 as against 22 in the year to September 2016.

Priority: Young people in Education, Training and Employment at the close of their order

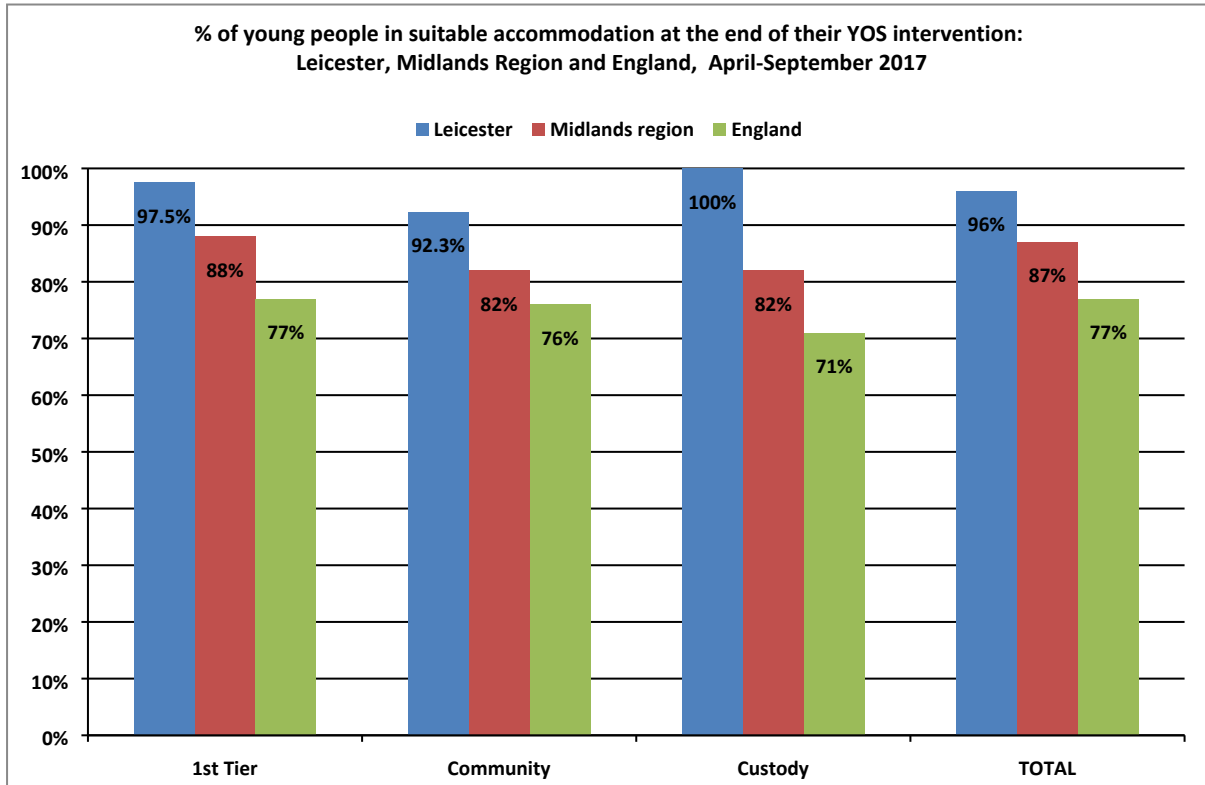
The measure is the proportion of young people who are in receipt of full-time education, training or employment (ETE) at the end of their YOT disposal. The chart below shows how Leicester performed compared to the region and England in the period April to September 2017:



This shows 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. In terms of actual numbers for Leicester there were 42 young people of school age, 38 of whom were in full-time ETE at the close of their order, and there were 37 above school age, 25 of whom were in full time ETE at the end of their order.

Priority: Young people in suitable accommodation at the end of their YOS intervention

The 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 to September 2017 compared with the average for the Midlands region and England:



This shows that Leicester performs better than regional and national averages at all 3 post-court tiers of the youth justice system. In terms of actual numbers, 39 out of 40 young people completing 1st tier disposals were in suitable accommodation, 24 out of 26 completing community disposals and all 9 of those completing post-custodial licences.

