

# AGENDA

## General Overview & Scrutiny Committee

Date: **Monday 12 May 2014**

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Time: **10.00 am**

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Place: **The Council Chamber, Brockington, 35 Hafod Road,  
Hereford**

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Notes: Please note the time, date and venue of the meeting.

For any further information please contact:

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If you would like help to understand this document, or would like it in another format, please call Ben Baugh, Governance Services on 01432 261882 or e-mail [bbaugh@herefordshire.gov.uk](mailto:bbaugh@herefordshire.gov.uk) in advance of the meeting.

# **Agenda for the Meeting of the General Overview & Scrutiny Committee**

## **Membership**

**Chairman**

**Councillor A Seldon**

**Vice-Chairman**

**Councillor EPJ Harvey**

**Councillor AM Atkinson**

**Councillor AJM Blackshaw**

**Councillor BA Durkin**

**Councillor DW Greenow**

**Councillor TM James**

**Councillor JG Jarvis**

**Councillor RL Mayo**

**Councillor PJ McCaull**

**Councillor AJW Powers**

**Councillor R Preece**

**Councillor GR Swinford**

**Councillor DB Wilcox**

**Co-optees\***

(\*education items)

**Mr P Burbidge**

**Miss E Lowenstein**

**Mr P Sell**

**Roman Catholic Church**

**Secondary School Governor**

**Church of England**

## AGENDA

|     |  | Pages    |
|-----|--|----------|
| 1.  | <p><b>APOLOGIES FOR ABSENCE</b></p> <p>To receive apologies for absence.</p>   |          |
| 2.  | <p><b>NAMED SUBSTITUTES (IF ANY)</b></p> <p>To receive details of Members nominated to attend the meeting in place of a Member of the Committee.</p>   |          |
| 3.  | <p><b>DECLARATIONS OF INTEREST</b></p> <p>To receive any declarations of interest by Members.</p>  |          |
| 4.  | <p><b>MINUTES</b></p> <p>To receive the minutes of the meetings held on 15 January and 10 March 2014.</p>  | 9 - 38   |
| 5.  | <p><b>SUGGESTIONS FROM THE PUBLIC ON ISSUES FOR FUTURE SCRUTINY</b></p> <p>To consider suggestions from members of the public on issues the Committee could scrutinise in the future.</p> <p><i>(There will be no discussion of the issue at the time when the matter is raised. Consideration will be given to whether it should form part of the Committee's work programme when compared with other competing priorities.)</i></p>  |          |
| 6.  | <p><b>QUESTIONS FROM THE PUBLIC</b></p> <p>To note questions received from the public and the items to which they relate.</p> <p><i>(Questions are welcomed for consideration at a Scrutiny Committee meeting so long as the question is directly related to an item listed on the agenda below. If you have a question you would like to ask then please submit it no later than two working days before the meeting to the officer named on the cover of this agenda).</i></p> |          |
| 7.  | <p><b>DRAFT WORK PROGRAMME</b></p> <p>To consider the Committee's work programme.</p>  | 39 - 52  |
| 8.  | <p><b>HOOPLE UPDATE</b></p> <p>The purpose of this report is to provide an update on Hoople from the Managing Director of the company. In addition, it outlines the approach being taken to jointly review the future approach to commissioning services currently delivered by Hoople beyond the current contract term.</p>   | 53 - 66  |
| 9.  | <p><b>COMMUNITY SAFETY UPDATE</b></p> <p>To update the Committee on current community safety issues in Herefordshire, including the new approach to managing offenders, as well as the proposed priorities for the Herefordshire Community Safety Partnership for 2014/17.</p>   | 67 - 102 |
| 10. | <p><b>DATE OF NEXT MEETING</b></p> <p>The next scheduled meeting is Monday 30 June 2014 at 2.00 pm.</p>  |          |



# PUBLIC INFORMATION

## Public Involvement at Scrutiny Committee Meetings

You can contact Councillors and Officers at any time about Scrutiny Committee matters and issues which you would like the Scrutiny Committee to investigate.

There are also two other ways in which you can directly contribute at Herefordshire Council's Scrutiny Committee meetings.

### 1. Identifying Areas for Scrutiny

At the meeting the Chairman will ask the members of the public present if they have any issues which they would like the Scrutiny Committee to investigate, however, there will be no discussion of the issue at the time when the matter is raised. Councillors will research the issue and consider whether it should form part of the Committee's work programme when compared with other competing priorities.

### 2. Questions from Members of the Public for Consideration at Scrutiny Committee Meetings and Participation at Meetings

You can submit a question for consideration at a Scrutiny Committee meeting so long as the question you are asking is directly related to an item listed on the agenda. If you have a question you would like to ask then please submit it **no later than two working days before the meeting** to the Democratic Services Officer. This will help to ensure that an answer can be provided at the meeting. Contact details can be found on the front page of this agenda.

Generally, members of the public will also be able to contribute to the discussion at the meeting. This will be at the Chairman's discretion.

(Please note that the Scrutiny Committee is not able to discuss questions relating to personal or confidential issues.)

# **The Public's Rights to Information and Attendance at Meetings**

## **You have a right to: -**

- Attend all Council, Cabinet, Committee and Sub-Committee meetings unless the business to be transacted would disclose 'confidential' or 'exempt' information.
- Inspect agenda and public reports at least five clear days before the date of the meeting.
- Inspect minutes of the Council and all Committees and Sub-Committees and written statements of decisions taken by the Cabinet or individual Cabinet Members for up to six years following a meeting.
- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
- Access to a public register stating the names, addresses and wards of all Councillors with details of the membership of Cabinet and of all Committees and Sub-Committees.
- Have a reasonable number of copies of agenda and reports (relating to items to be considered in public) made available to the public attending meetings of the Council, Cabinet, Committees and Sub-Committees.
- Have access to a list specifying those powers on which the Council have delegated decision making to their officers identifying the officers concerned by title.
- Copy any of the documents mentioned above to which you have a right of access, subject to a reasonable charge (20p per sheet subject to a maximum of £5.00 per agenda plus a nominal fee of £1.50 for postage).
- Access to this summary of your rights as members of the public to attend meetings of the Council, Cabinet, Committees and Sub-Committees and to inspect and copy documents.

## **Public Transport Links**

- Public transport access can be gained to Brockington via the bus service that runs from the bus station at the Tesco store in Bewell Street (next to the roundabout junction of Blueschool Street / Victoria Street / Edgar Street).
- The nearest bus stop to Brockington is located in Old Eign Hill near to its junction with Hafod Road. The return journey can be made from the same bus stop.

## **FIRE AND EMERGENCY EVACUATION PROCEDURE**

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

You should vacate the building in an orderly manner through the nearest available fire exit.

You should then proceed to Assembly Point A which is located in the circular car park at the front of the building. A check will be undertaken to ensure that those recorded as present have vacated the building following which further instructions will be given.

Please do not allow any items of clothing, etc. to obstruct any of the exits.

Do not delay your vacation of the building by stopping or returning to collect coats or other personal belongings.





HEREFORDSHIRE COUNCIL

**MINUTES of the meeting of General Overview & Scrutiny Committee held at the Council Chamber - Brockington on Wednesday 15 January 2014 at 9.00 am**

**Present:** Councillor A Seldon (Chairman)  
Councillor EPJ Harvey (Vice-Chairman)

Councillors: BA Durkin, JW Hope MBE, JLV Kenyon, R Preece, GR Swinford and DB Wilcox. Statutory Co-optees: Mr P Burbidge.

**In attendance:** Councillors CNH Attwood, WLS Bowen, ACR Chappell, MAF Hubbard, JW Millar (Cabinet Member), PM Morgan (Cabinet Member), FM Norman, AJW Powers and PD Price (Cabinet Member)

**Officers:** S Burgess, J Davidson, G Dean, A Hough and C Marshall

**61. APOLOGIES FOR ABSENCE**

Apologies for absence had been received from Councillors EMK Chave, DW Greenow, RC Hunt, TM James, Brig P Jones CBE and RL Mayo. Apologies had also been received from Miss E Lowenstein.

**62. NAMED SUBSTITUTES (IF ANY)**

PGH Cutter for DW Greenow  
JLV Kenyon for EMK Chave

**63. DECLARATIONS OF INTEREST**

The Chairman stated that if Members had declared a governorship of a school on their Declarations of Interest, it would be taken that Members had already declared an interest in the item.

Councillor EPJ Harvey declared a non-pecuniary interest.

**64. QUESTIONS FROM THE PUBLIC**

The Chairman reported that there had been 86 questions from members of the public and the responses to these questions would form the core of the debate.

The Chairman welcomed members of the public and outlined the remit of Scrutiny. Scrutiny could not overturn Cabinet decisions but could send recommendations back to Cabinet for consideration. Cabinet may or not may alter their decision.

The Chairman formally thanked Gemma Dean and Ben Baugh on behalf of the Committee for the work which they had undertaken in arranging the call in.

**65. CALL-IN OF THE CABINET DECISION ON CHANGES TO HEREFORDSHIRE SCHOOLS AND POST 16 TRANSPORT POLICY**

Councillors Harvey, Swinford and Seldon outlined their grounds for call in which are listed in the agenda.

The Director for Children's Wellbeing and Head of Education Development gave a presentation which is attached to the minutes.

In response to questions from Members in attendance:

- The Director clarified that the council is not forcing parents to change the decision of where they send their children, but parents will need to decide whether they can afford to send their child to the school which they chose. There is work underway to look at all the methods in which the costs to parents can be reduced via a range of different methods as outlined in presentation. It was stressed that the proposals in connection with post 16 SEN travel was not for full cost recovery but for a contribution and that the council understands that each student will have different needs. The Council is looking at all bursaries which are available.
- Head of Transportation and Access confirmed that the transport teams are now integrated and that work is in progress to offer a wider range of services from September 2014. The Council will be talking to headteachers and operators about these.
- Head of Education Development explained that the budget savings assumptions were based on Herefordshire losing 40% of affected children rather than 100% to out of county schools as it was felt unreasonable to assume that all parents would decide to send their children to the nearest school which was outside of Herefordshire. He also explained that Herefordshire did import students from other counties as well.
- Cabinet Member for Young People and Children's Wellbeing explained that partnership working between the Council, schools and parents already happens and cited John Kyrle High School and Sixth Form College as an example. The Director for Children's Wellbeing said that there should be a commitment to working together which strives to achieve a combined transport policy which is beneficial to all.
- The Director for Children's Wellbeing explained that there were two different bursaries which were available to post 16 SEN pupils. One was individual and the other needed to be applied through the relevant school. The budget for this type of funding, which could include assistance with post 16 SEN transport had transferred to school sixth forms and colleges. The awarding of bursaries was based on individual need. A right of appeal would remain in place for those parents who cannot afford the travel costs. The Director also confirmed that work needed to be done to ensure that parents were aware of these bursaries and identifying appropriate support. The Director suggested that the committee look at the range of bursaries available as part of their work programme.
- The Head of Education Development confirmed that the school transport and Post 16 SEN transport policies operated by other local authorities were looked at. He acknowledged that it was unfortunate that inaccurate information was presented in connection with the policies in operation in Worcestershire, however, the proposals were not based on what one local authority did and that Worcestershire was not a fair comparison as they have a different school tier system to Herefordshire.
- The option of nearest in county school only had been looked at but had been dismissed given the risk of legal challenge.
- The Head of Education Development gave assurances that responses to the first phase of post 16 SEN consultation had been taken into account. It was unfortunate that during the first phase of consultation that the council website had experienced problems. However, the website was operational throughout the full consultation.
- The Head of Transportation and Access confirmed that the Local Transport Plan Policy 2012/15 did cover the Sustainable Modes of Transport Strategy for schools

but acknowledged that it was not explicitly stated. The Council's Solicitor confirmed that the Council was probably already compliant with the relevant legislation, however the policy would need to be altered slightly in order to make it clear that it did include schools.

- The Head of Education Development confirmed that whilst the booklet for school admissions did not contain any reference to the consultation, the website and the information which parents had to download did have information in relation to it. Cllr Harvey said that adjacent local authorities would not be giving any special dispensations due to changes in Herefordshire policy.

#### **RECOMMENDATIONS:**

- 1. That the Executive puts in place measures to ensure that all parents are given guidance and support by the council, working with colleges and schools to maximise access to new funding and bursaries to offset the impact of this decision.**
- 2. That General Overview and Scrutiny Committee establishes a task and finish group to look into whether the council, schools and colleges need to review the use of bursaries and the provision of information for applicants to those bursaries.**
- 3. That Cabinet strongly reconsiders amending the policy decision to include the choice of 'nearest school in-county' as per the Durham Council model.**
- 4. That the Cabinet Member reviews and reconsiders the potential full cost impact of this decision.**
- 5. That officers hold urgent meetings with the schools which may be the most impacted, their local transport providers, community transport providers and local ward cluster Members to determine the potential full impact of this decision and, through working together, identify mitigation measures to minimise these effects.**
- 6. In the light of this Administration's prioritisation of vulnerable people, we recommend that paragraph (e) of the Cabinet decision be deleted and replaced by a requirement to introduce a suitable formula to provide free or primarily subsidised transport according to both need and means for post 16-year pupils with special educational needs.**
- 7. That linkage is clearly communicated between the Local Transport Plan and a Sustainable Modes of Transport Strategy for Schools to ensure compliance with the council's statutory duties.**
- 8. In the event that Cabinet decides to proceed with the original decision, that its implementation shall be changed to be September 2015 and not September 2014 to give appropriate notice to parents undertaking high school transfer.**
- 9. The time provided by Recommendation 8 shall be used to demonstrate the improvements that can be made with a more integrated approach to transport commissioning and management.**

The meeting ended at 12.45 pm

**CHAIRMAN**



# Changes to Herefordshire schools and post 16 SEN transport policy

## Overview and Scrutiny

- Context
  - The council situation
  - Action is proportionate
  - Proper consultation
  - Equality, diversity and respect for human rights
- Cost modelling (achievable, realistic and proportionate)
- Response to consultation
- Justification for the approach to nearest school (not Herefordshire )
- Post 16 SEN proposals
- Effect on families and holidays
- Affordability and choices for September 2014
- Sustainability and Sustainable Modes of Transport Strategy for schools

Summary and reason for making the decisions

## Context - The Council Situation

- Savings of £33m over next 3 years
- Policy decisions in the light of this
  - 1) To provide the statutory minimum
  - 2) 2) Where there is a charge it should be at full cost recovery

*Reference the Medium Financial Resource Strategy 2013/16  
agreed full council February 18<sup>th</sup> 2013*

*Charging principles agreed June 2011 ( appendix C)*

## Context - Transport

- Opportunity to model best practice in transport procurement by having integrated team.
- There is a minimum requirement for home to school transport (distance, safe walking and extended rights)
- Post 16 students with SEN could make a contribution
- Other LAs are taking the same approach

## Policy focus -

- To change the school transport entitlement policy from nearest and catchment to nearest only.
- To introduce a charge for post 16 SEN students
- Maximise charging potential
- Make a more integrated team to coordinate all aspects of transport

## Who will be affected?

- 850 pupils and their families ( 580 secondary and 270 primary ) (24% of those transported or 4% of all pupils)

*There are 21,400 mainstream pupils of whom 3600 are currently eligible for free home to school transport. (17%)*

- 110 post 16 SEN students with SEN are currently transported free of charge

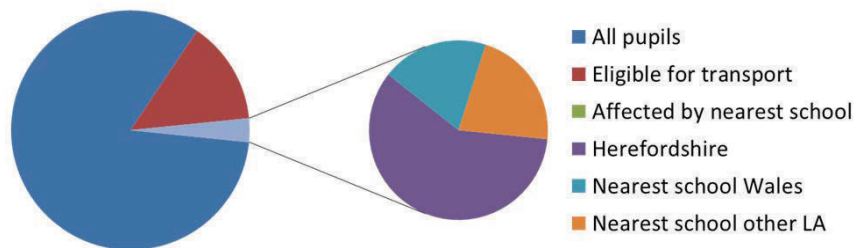
*Currently circa 1200 post 16 riders*

- Schools - particularly those near borders
- Wider residents of Herefordshire

*Travel/mobility, costs and environmental impact*

## Pupils affected

Proportion of pupils affected



## Approach

- Model the implications – sound out ideas
- Formally consult on some specific changes.
- Modify and amend the policy areas in the light of the feedback from consultation
- Undertake an equalities impact assessment
- Reach a considered decision



## The Local Authority budget

- Net annual expenditure on home to school transport is circa £3.5m (£4.6m expenditure and £1.1 income)
- There are approximately 200 contracts across the county and the daily cost is about £25,000
- Average cost of a rider on all school transport is £800
- Current charge for a vacant seat or post 16 rider is £660. ( return daily rate circa £3.50)

## Financial modelling

- Dependent on parents choices
- If all affected went to their nearest school the saving would be circa £680,000 a year. (not considered realistic)
- Assumption - mainstream pupils ( based on existing patterns of parental preference for all other children)  
The £250,000 in the consultation and report assumed over time 60% (500) move to their nearest school – 20% (175) buy a vacant seat and 20% (175) make their own arrangements
- Assumption SEN – continued provision of independent travel training

## Financial Modelling

- The Welsh border consideration

160 pupils max cost saving of £128,000 (160 X £800) assumed cost saving £ 51,000

- The English local authority

180 pupils ( 150 in distance) max cost saving is £120000 (150X £800) assumed £48,000

- KS 4 exemption

£31000 per term per year group

- Phasing of full cost recovery

£50 increase in charge realises approx. £75,000

## Financial impact of decision

- Families –

- Those not eligible to free transport to pay £18.95 week on LA contracted vehicles ( £720 a year) -still not full cost recovery. Other arrangements might be made

- Schools and budgets for pupils

- If pupils move the loss is approx. £4000 per pupil to the school
- Schools could subsidise and/or coordinate transport for those who want it

- The Local Authority overall

- Max effect £680,000 saving – considered unlikely
- Post 16 £74,000 contribution ( 110 x£660 )

- Transport services more widely

- Opportunity to integrate ( budgeted savings of? )

## Consultation

- Initial soundings with web questionnaire and meetings May/ June 2013
- Extensive detailed consultation October November 2013
  - Web
  - Written submissions
  - Petitions
  - Officers attending meetings
  - Head teacher /officer DCS/ lead member meetings
  - School Forum

## Consultation Feedback

- Section 10.3 of the report
  - Nearest school 512 email returns, written submissions, two petitions, 27 children. Parish Councillors, head teachers.
  - SEN 39 responses

## Impact on schools

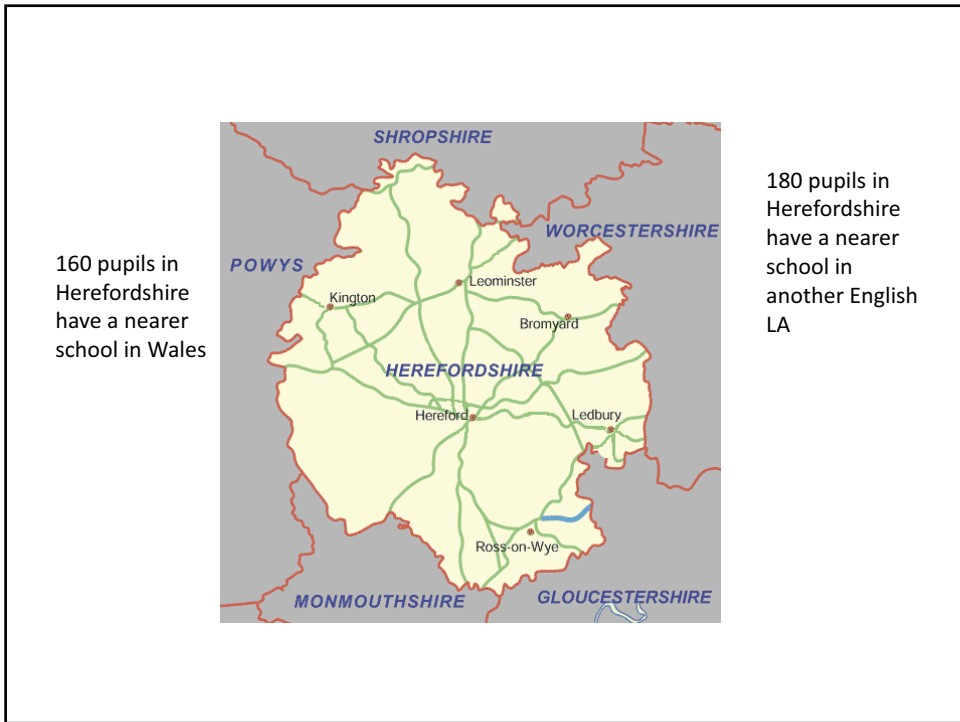
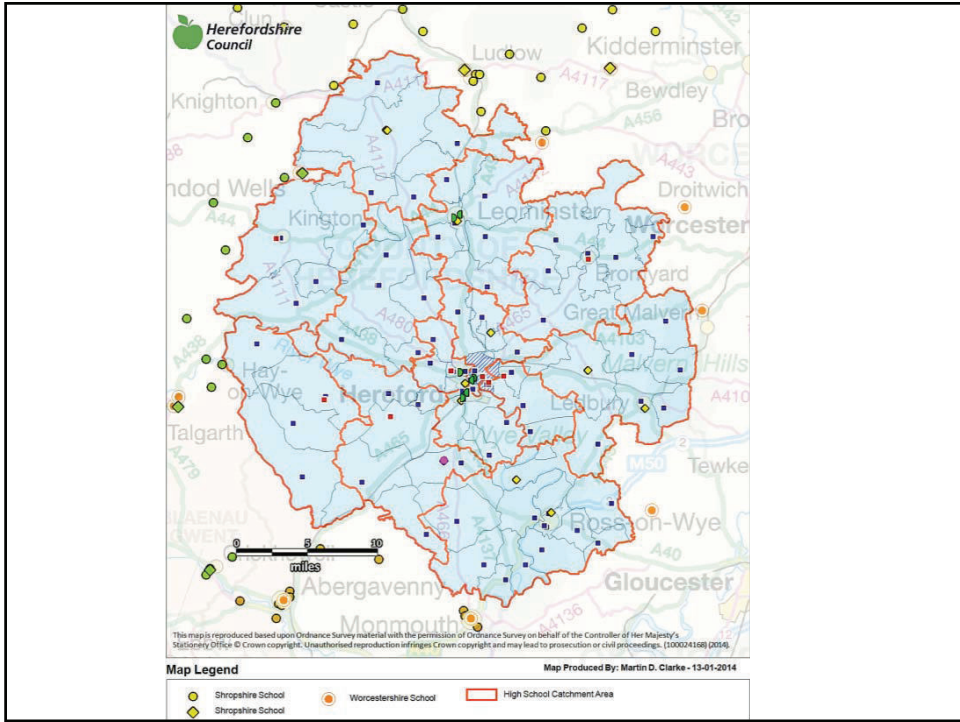
- Loss of pupils(therefore income)

Schools are net importers of pupils from surrounding LAs (and would remain so even if all Herefordshire pupils went to their nearest school which was in another LA ) ( secondary school 300 + Other LA pupils on roll with 180 nearer English LA pupils net import of 120+ )

- Herefordshire has a high number of surplus places so there is a lot of competition for pupils.
- Some schools ( eg. John Kyrle, Wigmore, Weobley, QE, St Marys) are already running and/or coordinating transport

## The Herefordshire borders

- Herefordshire should provide free transport to the nearest school in England. (The Welsh curriculum is very different )
- Offering free transport to nearest Herefordshire school would lead to less savings.
- Would still need to meet the cost of transport where parents/carers express a preference for the nearest school which is out of county.



## Equalities Impact Assessment

( to protect the vulnerable )

- Changes to post 16 SEN may impact on vulnerable and protected group but:
  - Other grants and opportunities are available particularly the bursary scheme that can be applied for individually or through Post 16 provider
- Changes could affect low income families wanting a preferred school.
  - Extended rights are available for secondary (choice of three schools between 2 and 6 miles )

## Holiday issues

- From September 2015 schools can determine their own holiday dates.
- Neighbouring local authorities agree 195 days
  - schools determine 5 of their own professional development days

## Affordability - timing of introduction

- Have easy ways to pay. Eg monthly direct debit
- Cheaper local solutions could be found by communities, schools and the integrated transport unit.
- 6 months gives time to develop these (contracts require 28 days notice)

## School Travel Strategy

- Set out in the Local Transport Plan (part of the Council's policy framework)
  - Current plan adopted March 2013 and covers 2013/14 to 2014/15 (website)
  - Progress reported each year in the LTP Annual Progress Report (website)
  - Focus on supporting schools to develop travel plans and promoting sustainable modes directly to pupils and parents
- Changes in Government (DfE) support
  - withdrew grant funding in 2011 for Travel Advisers and in support of Sustainable Travel General Duty (£47K)
  - Stopped collection of school travel data by removing questions from the Pupil Level Annual School Census (PLASC) July 2011

## School Travel – our support

- LTP/S106 (capital investment):
  - pedestrian/cycle access, sheltered waiting areas for parents, 20mph zones, school warning lights etc.
- Local Sustainable Transport Fund/Bikeability (revenue support):
  - Assistance with travel plan development/review
  - Supporting car sharing and links to wider travel choices programme
  - School travel grants supporting progress on travel plans
  - Bikeability training offered in primary schools and year 7s
  - Annual campaigns (walk to school/be bright be seen etc.)
  - Additional support from February 2014 with Sustrans

## Impact of decision

- Policy and Strategy:
  - Supporting access to the nearest school should, over time reduce transport impacts of school travel and increase economies of scale for provided transport
- Service Planning
  - Close liaison between IPTU and Admissions Team to ensure transport provision is aligned to needs and support parents/schools when entitlement changes
  - Meetings with head teachers to understand local impacts and how schools might respond
  - Opportunities to integrate schools services with public bus services and reduce costs and sustain transport services for wider community benefit



## Council decisions

- Should be providing the statutory minimum and money will be saved.
- Mitigation
  - Herefordshire children should have an education in England if they want one
  - Give fair notice of changes ( September 2014 ) and phase it for those doing GCSE's and level 2 qualifications.
  - Phase move to full cost recovery of vacant seats.
  - Promote alternatives with integrated transport team
  - Keep things under detailed review to judge impact on vulnerable pupils and individual schools.



**MINUTES of the meeting of General Overview & Scrutiny Committee held at The Council Chamber, Brockington, 35 Hafod Road, Hereford on Monday 10 March 2014 at 10.20 am**

**Present:** Councillor A Seldon (Chairman)  
Councillor EPJ Harvey (Vice-Chairman)

**Councillors:** AM Atkinson, AJM Blackshaw, BA Durkin, JG Jarvis, RL Mayo, PJ McCaull, AJW Powers, R Preece, GR Swinford and DB Wilcox

**In attendance:** Councillors WLS Bowen, AW Johnson (Cabinet Member), MD Lloyd-Hayes, PM Morgan (Cabinet Member), NP Nenadich and C Nicholls

**Officers:** G Dean (Scrutiny Officer), G Hughes (Director for Economy, Communities and Corporate) and B Norman (Solicitor to the Council)

**66. APOLOGIES FOR ABSENCE**

Apologies for absence had been received from Councillor TM James.

**67. NAMED SUBSTITUTES (IF ANY)**

No substitutes were present.

**68. DECLARATIONS OF INTEREST**

8. An Update from the Office of the Police and Crime Commissioner.

Councillor AJM Blackshaw, Non-Pecuniary, Vice-Chairman of the Joint Audit Committee for Warwickshire and West Mercia Police.

Councillor DB Wilcox, Non-Pecuniary, Vice-Chairman of the Police and Crime Panel.

Councillor WLS Bowen, Non-Pecuniary, Member of the Police and Crime Panel.

9. Hereford Futures Limited.

Councillor JG Jarvis, Non-Pecuniary, Former director of Hereford Futures Limited.

**69. MINUTES**

The minutes of the meetings held on 6 January and 13 January 2014 were received. The minutes of the meeting held on 15 January 2014 would be included in the next agenda.

**RESOLVED: That the minutes of the meetings held on 6 January and 13 January 2014 be approved as correct records and be signed by the Chairman.**

**70. SUGGESTIONS FROM THE PUBLIC ON ISSUES FOR FUTURE SCRUTINY**

The Chairman invited suggestions from members of the public.

Mrs. Morawiecka suggested that, in view of the issues arising from Hereford Futures Limited, consideration should be given to how the Marches Local Enterprise Partnership (LEP) and the Marches Local Transport Board reported into the Council. The Chairman advised that a Cabinet Member decision in relation to the Marches LEP Economic Plan Submission was

imminent and it was the intention of the Committee to establish a Task and Finish Group to look at the governance of the LEP.

Mrs. Wegg-Prosser asked for clarification about the re-prioritising of transport packages. The Chairman said that, as this was a question, this would be referred to the relevant officer for a response.

## **71. QUESTIONS FROM THE PUBLIC**

Attention was drawn to a supplement to the agenda which included responses to questions about Hereford Futures Limited to the 11 November 2013 and 6 January 2014 meetings. Further questions had been received from Mrs. Morawieka and responses were provided under the Hereford Futures Limited item below.

## **72. DRAFT WORK PROGRAMME**

The Chairman reported that:

- i. The Digital Strategy Task and Finish Group had commenced its work on 5 March and a further meeting was due to be held on 20 March 2014. The Vice-Chairman outlined the work to be undertaken and said that nominations were awaited from the Conservatives and Independents. The Herefordshire Independents Group Leader advised that Councillor JF Knipe was interested in attending the group.
- ii. A visit was to be arranged to Planning Services for Members, with the intention of establishing a short Task and Finish Group to consider how, following changes to structure of the department, statutory duties were being fulfilled and timescales were being complied with.
- iii. A number of issues were outstanding with the Amey / Balfour Beatty transition and, therefore, any scrutiny work would not be progressed until these issues had been resolved. The Chairman added that he was due to meet with a Balfour Beatty director and would report back in due course.

A Committee Member advised that work was progressing well on the Task and Finish Group on Household Recycling Centres; this would feed into Worcestershire County Council's own review.

## **73. AN UPDATE FROM THE OFFICE OF THE POLICE AND CRIME COMMISSIONER (Verbal Report)**

The Chairman welcomed Barrie Sheldon, Deputy Police and Crime Commissioner to the meeting; the Police and Crime Commissioner (PCC) was recovering from illness and the Committee wished him a speedy recovering. The Chairman commented on the role of the Committee in relation to scrutinising crime and disorder functions and invited Mr. Sheldon to provide an overview of the work of the Office of the PCC.

Mr. Sheldon gave a verbal report, the principal points included:

1. There had been focus on the strategic alliance between Warwickshire and West Mercia Police Authorities during the year.
2. Of the £21 million savings target by the end of 2015/16, £9 million still needed to be saved but the PPC had been assured that the savings would be achieved.
3. Further savings of £22 million would need to be made after 2015/16.
4. The police council tax precept had been frozen for the last three years but would be increased by 1.99 per cent from April 2014.

5. A restructure, in the form of the 'People Movement Plan', had been progressed to maintain a strong front line of policing.
6. West Mercia Police had reserves of £49 million, this would be used to offset the savings required through to 2018/19 and to support an 'Invest to Save Scheme', including the digitisation of records through the 'Athena' IT system.
7. Consideration was being given to control room issues; there were three control rooms currently and some had out-dated technology.
8. The number of brigade police stations had been reduced from 20 to 11, enabling savings to be made from sergeant and inspector posts.
9. Patrol officers had been issued with Tetratabs, a mobile tablet device that would help to reduce the time spent at desks, thereby enabling officers to be more visible in communities.
10. The Policing Plan contained eleven objectives; reference was made to those aimed at reducing crime associated with alcohol, drugs and anti-social behaviour.
11. Road safety was a particular issue for Herefordshire and the community speed watch initiative was about to be reintroduced.
12. Attention was being given to business crime and rural crime, with workshops held for key stakeholders in order to shape the strategies.
13. The DPP would become responsible for commissioning victim services from 1 October 2014, supported by additional money from central Government. The DPP had invested in victim services from the outset, including funding for independent domestic violence and sexual violence advisors.
14. There was a multi-agency hub strategy to achieve the best outcomes for vulnerable people in Herefordshire, this approach was to be expanded across the alliance area.
15. Reference was made to the 'Plebgate' incident involving Andrew Mitchell MP and to the Stephen Lawrence Independent Review. The Committee was advised about the role of the professional standards department within West Mercia Police and about the extent of record-keeping and disclosure now required. It was reported that an Ethics and Integrity Committee was to be established and the College of Policing was to publish a new Code of Ethics.
16. The PCC had guaranteed expenditure of £2 million on the Community Safety Fund. Funding in Herefordshire included: the Community Safety Partnership; CCTV provision; and work by Herefordshire Voluntary Organisations Support Service (HVOSS) in relation to ex-offenders.

In response to a question from the Chairman, Mr. Sheldon confirmed that Equality Impact Assessments would be completed for any police stations due to be closed in Herefordshire and these could be made available to the Committee in due course.

The Chairman suggested that West Mercia Police and the Council should jointly identify costs savings arising from CCTV, especially in terms of the police time saved and the number of convictions secured, in order to obtain additional funding from the Home Office to maintain, perhaps enhance, provision. Mr. Sheldon advised that the Community Safety Partnerships had been tasked with reviewing CCTV provision in their areas and West Mercia Police was contributing towards a number of schemes.

In response to questions from Committee Members, Mr. Sheldon commented on number of issues, including:

- a. In view of recent national reports into undercover policing, the PCC would be putting appropriate challenge to the Chief Constable, who had operational responsibility, about policing methodology and practices.
- b. The potential for victims to track cases on the website was being explored as part of the Athena project but no timeframe could be provided at present.
- c. With reference to a concern about lack of interaction with officers in Ross-on-Wye, Mr. Sheldon recognised that contact with community leaders was essential and the DPP encouraged police officers / community support officers to attend town and parish council meetings where possible. A public engagement strategy was being developed in North Worcestershire.
- d. A suggestion that police officers could utilise community buildings was welcomed; this could help with remote working and provide opportunities for contact with local councils and local residents. Mr. Sheldon requested that further details be forwarded to him by email.
- e. From the end of May 2014, Probation Trusts would be restructured to form Community Rehabilitation Companies and a National Probation Service. The Office of the PCC was actively working with the Ministry of Justice, including the hosting of a 'Transforming Rehabilitation' networking event for potential bidders at West Mercia Police Headquarters. Mr. Sheldon emphasised the need to move forward with integrated offender management and for support to be maintained to the network of 'care farms'. The Chairman reported that the Probation Service would feature on the agenda for the Committee's next meeting.
- f. An overview was provided of the PCC Community Ambassador Scheme, Community Ambassadors would act as the PCC's 'eyes and ears' on the ground in each policing area. The scheme was coordinated by Paul Deneen and Gwyneth Gill was the Community Ambassador for Herefordshire. It was reported that West Mercia had been shortlisted for the 'PCCs and Public Engagement' Awards.
- g. In response to a request for assurance that the level of reserves had not been built up at the expense of front line operations or service, Mr. Sheldon reported that a proportion of the reserves had resulted from savings delivered in respect of the strategic alliance. A vacancy gap had arisen, with officers retiring before new recruits were trained and operational, but recruiting was now being brought forward. He also reported that the 2011 riots and the 2012 Olympics had brought in extra funding from Government. It was reported that West Mercia Police needed a reserve of £13 million to provide for contingencies; the level of reserves was expected to reach this level by 2018/19.
- h. In terms of how local authorities and the police could work more effectively in partnership, the Committee was advised that West Mercia Police had recently recruited a Commissioning Manager and there was an opportunity for dialogue on the joint commissioning of certain types of service. Mr. Sheldon commented on asset-based community development in Shropshire, where public sector and voluntary bodies were working together to tackle local crime and disorder issues.
- i. In terms of joint 'blue light' working, there were discussions underway with the Fire and Rescue Service about the potential to combine control rooms. There was also a 'joint property vehicle' being explored with Worcestershire County and District Councils and the emergency services but the outcome was not certain.
- j. In response to a Committee Member's concern about the lack of support from the police to introduce and enforce speed limits, especially on the A40 between Ross-on-Wye and Monmouth, Mr. Sheldon commented on the work of the Safer Roads Partnership and requested that further details be forwarded to him by email.
- k. An overview was provided of the Criminal Justice Board which involved various agencies and was chaired by the Chief Constable; the Board had undertaken

significant work around victim services and offender rehabilitation in the last twelve months. Mr. Sheldon said that there were concerns about the delays and backlog of cases within the criminal justice system and PCCs were in the process of putting together a regional Criminal Justice Board.

- l. In response to further comments about the reserves and the increase in precept, it was emphasised that the PCC had inherited the position, the budget to 2018/19 would be supported by reserves, and there was a need to invest to save given the significant further savings that would be required in future years. Mr. Sheldon added that the increase in precept had been discussed by the Police and Crime Panel and there had been a public consultation.
- m. The value of CCTV was acknowledged, particularly to identify and apprehend individuals and to support investigations. The Committee was advised that a quarterly newsletter was produced about CCTV activity.
- n. Although he was not personally aware of the funding arrangement for MYLO (Mobile Youth Led Opportunities) which was managed by HVOSS, Mr. Sheldon said that the Community Safety Fund supported various activities which linked to the Police and Crime Plan, especially where they helped to divert people away from crime and disorder.

In response to comments from a Member in attendance, Mr. Sheldon said that:

- A merger between Warwickshire and West Mercia was not proposed at this time; this would need to be in the best interests of both organisations and the PCCs would need to agree. It was recognised that it was important to retain identity and connections with local communities.
- Future presentations could be provided in any format requested, potentially with advanced circulation to enable the submission of questions by Councillors.
- Tackling drug-related crime was a priority across West Mercia and there had been a number of high profile operations, such as Operation Wingspan in Herefordshire and Operation Sift in Telford. Evidence was essential to the success of such operations and people were urged to report suspicious activities to the police.

In response to questions from the Vice-Chairman, Mr. Sheldon commented that:

- i. The areas of greatest need in Herefordshire included tackling domestic abuse, sexual abuse and alcohol misuse. The Police and Crime Plan next year would move away from targets and would focus on the most vulnerable people and on dangerous offenders.
- ii. Mental health had been identified as a major issue nationally and the police were working closely with health professionals to reduce instances of people with mental health issues being detained in police cells.
- iii. Work with partners and businesses was on-going to reduce the effects of alcohol, it was noted that the 'Herefordshire Against Night-time Disorder' initiative had undertaken a lot of pro-active work to reduce problems in Hereford.
- iv. He was not aware whether the PCC was invited to Health and Wellbeing Boards but joint working with health providers was essential; for example, sports partnerships were being developed in Shropshire and Telford & Wrekin to divert people away from crime and disorder and to improve health and reduce obesity.
- v. In terms of identifying issues specific to Herefordshire, Mr. Sheldon had met with the Leader of the Council a few weeks ago and planned to do so again. It was noted that local representatives also raised issues through the Police and Crime Panel.

- vi. Cyber crime was a priority across the alliance. The national Action Fraud service was overwhelmed with enquiries, with a proportion forwarded to the police for investigation. However, there was a concern that not all enquiries were forwarded quickly enough. Another element of cyber crime was the need to protect infrastructures such as electricity and gas supplies. It was reported that: a Regional Organised Crime Unit had been set up; a Warwickshire and West Mercia cyber crime board had been established and was developing a strategy; and a hub in Malvern was providing cyber security accreditation to businesses.

Referring to point v. above, the Leader of the Council said that he would notify Members about future meetings with the PCC, so that Members could forward points for consideration.

The Chairman made recommendations in respect of the priorities defined and CCTV provision.

A Member made a recommendation in respect of the need to examine carefully any future increases in precepts given the level of reserves. The Chairman commented that this was a matter for the Police and Crime Panel.

Another Member commented on: the role of the Police and Crime Panel; the need to increase the base level of funding; and the route for taking the concerns of the Committee into discussions on the 2015/16 budget. Comments by other Members included: a healthy set of reserves should be seen as a position of strength from fiduciary and management points of view; West Mercia Police covered a large area and population; and the Police and Crime Panel had discussed the financial position at length and had concluded that the budget represented a proper use of funds.

A Member made a recommendation in respect of consultation prior to any closure of police stations.

The Scrutiny Officer emphasised the need for the Committee to make recommendations that could be monitored and suggested that the latter two recommendations be actioned through the Council's representatives on the Police and Crime Panel.

**RESOLVED: That**

1. **The Committee welcomes the priorities defined by the Deputy Police and Crime Commissioner, especially in terms of the protection of community policing;**
2. **The Committee recommends that work on a cost / benefit analysis of CCTV provision be undertaken jointly by West Mercia Police and the Council for the purposes of submitting a report to the Home Office to support future funding bids; and**
3. **The Council's representatives on the Police and Crime Panel be requested to forward the views of the Committee to the Panel in respect of:**
  - i. **the need to examine carefully any future increases in precepts given the level of reserves; and**
  - ii. **the need for West Mercia Police, following the example of Hereford and Worcester Fire and Rescue Service, to consult widely with local communities prior to any decisions being made about the closure of stations.**



## 74. HEREFORD FUTURES LIMITED

The Vice-Chairman introduced this item by noting the length of time it had taken for the Committee to receive a definitive report on Hereford Futures Limited (HFL) and thanked the Solicitor to the Council for preparing it.

The Solicitor to the Council provided an overview of the different sections of the report, the principal points included:

### Company ownership

1. HFL was a company limited by guarantee.
2. The HFL Chief Executive had confirmed that all directors of HFL were also members of HCL. Therefore, the directors of HFL owned the company.
3. The company was not a 'regulated company' for the purposes of the Local Authorities (Companies) Order 1995. This meant that HFL was neither a 'council controlled company' nor a 'council influenced company'. It was noted that the company had been a vehicle through which the Council had taken forward its economic regeneration of Hereford City.

### Funding of HFL

4. Appendix 1 set out the funding of HFL by the Council and Advantage West Midlands (AWM).
5. Although it appeared that the Council had provided just under £2.9 million of funding to HFL, £845,000 of this figure had been 'passported' through the Council; £165,000 from Sanctuary Group and £680,000 from Stanhope PLC. Therefore, the net funding from the Council was just over £2 million.
6. AWM had provided over £14.5 million of direct funding and rental income contributions. In addition, some £88 million of private sector funding was being invested in the retail quarter development. It was commented that there was, therefore, a high rate of return on Council investment, alongside other benefits such as job creation and increased income.

### Council's future liabilities in relation to HFL

7. Reference was made to a letter dated 30 May 2013 from the Council's former Chief Finance Officer to the directors of HFL to confirm the Council's funding commitment and to record that the Council has requested HFL to continue to trade and then wind down the business and affairs of the company.
8. It was identified in the letter that the Council would '*provide funding of a maximum value of £695,000 ... during the financial years 2013-14 and 2014-15*'. The HFL Chief Executive had advised that the maximum liabilities of the company were unlikely to exceed £525,000.
9. Assurance had been sought from Worcestershire County Council Pension Fund as to whether there were any residual liabilities arising in respect of the HFL Chief Executive's pension. A definitive answer was awaited but this would be circulated by email to Committee Members and to Mrs. Morawiecka once it was received.

### HFL's achievements

10. The report identified some of the key achievements.

Matters of general applicability to companies established by the Council

11. The Committee had discussed matters relating to the Freedom of Information Act and the Local Government (Access to Information) Act at previous meetings.

Further to minute 71 above, the Solicitor to the Council drew attention to the supplement to the agenda and commented as follows:

Page 4, response to question 6 from 11 November 2013: It was corrected that the previous Chief Executive and Leader of the Council had been directors of HFL but no serving officers of the Council were currently directors.

Page 7/8, responses to questions received for this meeting (full, written responses would be provided to Mrs. Morawiecka):

- a. Response to Question 1: The Council's aim was to ensure that there was an orderly conclusion to HFL activities and that the debts incurred by the company in undertaking projects on the Council's behalf were met. The Solicitor to the Council added that this seemed entirely appropriate and there would be a further report to Cabinet setting out any other liabilities if they were to be taken on by the Council.
- b. Response to Question 2: The remuneration of the HFL Chief Executive was a matter for the HFL's Remuneration Committee and was signed off by its Board. It was noted that there were experienced people on the Board and they would need to be satisfied that package was appropriate for the work undertaken by the Chief Executive.
- c. Response to Questions 3 and 4: Directors had a fiduciary duty to act in the best interests of the company. Directors remained under this obligation at all times.
- d. Response to Question 5: The position regarding conflicts of interest within the Articles of Association was not considered unlawful.

A Committee Member welcomed the report, noted that delays in responding to public concerns could generate a culture of suspicion, and said there were substantial lessons to be learned from the experience gained in relation to HFL, especially in terms of governance and the accountability in the use of public money. Reference was also made to the work of the Parliamentary Public Accounts Committee on the use of public money by arm's length companies.

In response to questions, the Solicitor to the Council advised:

- The company was in effect the vehicle with which the Council had delivered the Old Market project and other projects around the city. The company was doing the things that the Council had asked it to do and it was appropriate that those activities were brought to a conclusion in an orderly manner to enable HFL to be wound up as a solvent company.
- Whilst acknowledging the achievements of HFL, there were lessons to be learned from all projects. A different consideration could have been given in the setting up of such companies to give emphasis to ensuring that the expenditure of public money could be examined in an open and transparent way, perhaps requiring procurement procedures to be more analogous with the Council's own procedures. In accordance with company law, HFL had an audit and accounting process, albeit this was different to that of local government.

A Committee Member commented that the reported achievements of the company and issues of governance and accountability should be separated out. He added that, given

issues regarding the valuation of the land, some considered that the level of total subsidy for the Old Market development was greater than the direct investments identified.

A Committee Member noted the obligations of directors but, given that there were currently no Council nominated directors, questioned how public money was being safeguarded. In response, the Solicitor to the Council advised that: the Articles required interests to be disclosed; majority decisions were made by the Board, so there was 'safety in numbers'; directors would not want to breach their fiduciary duties by doing anything improper; there were project milestones, so there was accountability to the Council; it seemed appropriate for the Chief Executive and the Leader of the Council not to take positions on the Board given that it was being wound up; it was understood that the company was a necessary vehicle to secure funding from AWM and it was a common form of structure; and the authority no longer needed such a delivery vehicle and its activities were being brought to an end in a managed way.

The Vice-Chairman questioned how, with an organisation set up to create additional economic development capacity on behalf of the Council and the people of Herefordshire, Council nominated directors should find themselves with any conflicts of interest. The Vice-Chairman also felt that, as identified in the purpose of the report, 'matters of general applicability to companies established by the Council' could have been covered in more depth in the report.

In response to a question, the Director for Economy, Communities and Corporate said that some of the costs during the wind down period would relate to the letting of some contracts but most would be associated with staff and redundancy costs.

The Director advised that, at the time the company was set up (as Edgar Street Grid (ESG) Herefordshire Limited), equivalent urban regeneration companies had been set up around the country to drive different schemes. The formation of the company was subject to a Joint Venture Agreement between the Council, AWM and ESG Herefordshire Limited. The agreements and subsequent major decisions had been dealt with through Cabinet and had been subject to scrutiny by this Committee and its predecessors; Appendix 2 to the report identified the HFL related reports to Cabinet.

In response to questions from the Vice-Chairman about the intentions behind the company and expectations about funding, the Director advised that:

- i. The Joint Venture Agreement had anticipated a longer redevelopment period but the economic downturn and other changes meant that it was not viable to proceed with a separate company.
- ii. The company had helped deliver a retail development quarter and a flood alleviation scheme, had secured planning permission for the link road and would prepare for the compulsory purchase order inquiry process, and had undertaken soft market testing with housing developers.
- iii. It was anticipated that there would be further private sector investment, particularly as the Urban Village came forward, and further Government support, potentially for the link road scheme. Other developments in the area included the conversion of the Blackfriars offices into a free school and negotiations to deliver private sector investment into the redevelopment of the two ends of the football ground.

The Vice-Chairman questioned why HFL was not considered a suitable vehicle to continue to take an active part in the economic development of Herefordshire, particularly given the aspirations of the Marches LEP. In response, the Director said that a Cross Party Member Working Group had assessed the future of the company, in the context of the economic downturn and the availability of public funds, and it was concluded that it was not affordable to continue. Further to minute 72 above, the

Solicitor to the Council noted that a Task and Finish Group was to be convened on the governance of the LEP and expressed the view that HFL was a Hereford-centric company, whereas the LEP involved a much wider area and other local authorities.

The Vice-Chairman commented on the need for a handover during the final stages of HFL to provide understanding of the systems, networks and relationships. The Director confirmed that a handover meeting was to be held at the end of March 2014. A Committee Member added that the HFL Chairman was also undertaking research with people involved in the company.

The Solicitor to the Council left the meeting due to another commitment.

A Committee Member made a number of points, including: the need to retain corporate memory within public bodies; some of the issues with HFL flowed from the commercial sensitivity of the work undertaken with developers and retailers; apart from the need to form the joint venture to access funding, HFL had involved senior business people and had been well-regarded; the original mandate had expanded but there was a strict interface between HFL and the Council in the form of a 'gateway committee'; it was emphasised the economic impact of the investment secured by HFL would not just benefit Hereford but also the county and the region; the Marches LEP involved Herefordshire, Shropshire and Telford & Wrekin and there was a need for clarity about Herefordshire's own regeneration plans going forward; and, although there would be lessons to learn, the achievements of the company were considerable, especially delivering the Old Market development despite the recession.

Another Committee Member commented that: the directors had links to Herefordshire and had been involved in high profile companies, they would not wish to do anything that might damage their reputations; the people involved could be asked to help and advise the Council and the LEP on similar projects; and being a director of the company and Leader of the Council put the office holder in very difficult positions at times, especially given the nature of some of the opposition to the Old Market development.

The Chairman commented that the LEP would be a different organisation but there still needed to be transparency and accountability in relation to public money.

The Leader of the Council commented that, whilst the authority would seek to make improvements, the balance being sought in terms of the disclosure of information could compromise the ability to get the best deals for Herefordshire. The Chairman added that people could understand the need for commercial confidentiality in certain circumstances but he did not consider that the authority communicated the reasons effectively.

A Committee Member said that transparency would have been enhanced in relation to HFL if the minutes of all Board meetings, suitably redacted, had been published and clarity was sought about the role of the gateway committee.

The Director advised that the gateway committee: had been set up when the remit of the company had been broadened to include the whole of the City; involved representatives from the Council, AWM (latterly the Homes & Communities Agency) and the company; had the primary purpose of admitting new projects into the work programme of HFL; had stopped meeting due to the company being wound down and there were no additional pieces of work being added to the work programme; and had been attended by the Leader, relevant Cabinet Member and the Director. Further to this: briefings had been held for Cabinet Members with the HFL Chief Executive and the Director; meetings had been held where the Local Ward Member and the City Council were briefed, alongside the Cabinet Members; the Director held one-to-one meetings with the HFL Chief Executive, so the work programme continued to be managed; the Director held meetings with officers involved in delivering a range of projects, as a number of projects had been

developed jointly by the Council and HFL; and the Council's Chief Financial Officer or his representative attended the Audit Committee of HFL. The Director, using the Old Market and the Butter Market projects as examples, emphasised that important decisions had been reserved to the Council.

A Committee Member commented that: many of the decisions had been taken some time ago and the background and operation of arm's length companies had not formed part of the induction of new Members; it should be recognised that companies followed different rules and standards to public bodies; the Local Ward Member had been invited to regular meetings about the Old Market development but subsequently decided not to attend; some directors might not have participated as fully if board papers were released as a matter of course; whilst it was important to ensure that public money was being spent correctly, the Committee needed to be mindful of the extent to which it could scrutinise other bodies; and communications should be improved but without compromising negotiations with third parties.

The Vice-Chairman summarised key points, including the need to: capture organisational memory; learn lessons in terms of minimising personal positions of discomfort for Councillors involved in arm's length companies; consider potential improvements to communications going forward; consider the potential utility of the recommendations from the Parliamentary Public Accounts Committee; consider how there could be a presumption of openness, with clear caveats relating to commercial confidentiality issues; and review issues relating to the Marches LEP through a Task and Finish Group. The Vice-Chairman emphasised the need to learn lessons from HFL whilst there was still plenty of organisational memory and an appetite to make improvements in advance of any future joint venture arrangements; it was suggested that a further Task and Finish Group could help to facilitate this.

A Committee Member commented that there had been a cultural collision in recent years in terms of how public money was used by public services and by private companies. He felt that public concern in terms of HFL had arisen because it was structured as a private company but was mostly funded by public bodies. It was recommended 'That work is urgently undertaken, jointly with Audit and Governance Committee, to review the governance and accountability, financial probity, and liabilities to this Council in the wind up of HFL to ensure that lessons learned from the Council's experience in the formation and operation of HFL can be applied to other current and future partnerships with arm's length companies, and to other entities including the Marches LEP'.

The Cabinet Member Corporate Services felt that some comments inferred inappropriate practice but there was no evidence that anything untoward had happened and the company had delivered substantial benefits to the county. Some Committee Members commented on the need to explore all aspects of the Council's experience.

The Leader of the Council said that the authority should record its thanks to the company for its achievements and to those involved for their hard work.

A Committee Member suggested amendments to the recommendation to recognise that Audit and Governance Committee was the appropriate body to consider the issues identified and to broaden the scope to include all arm's length or joint venture companies. This was supported by other Committee Members. The Chairman reiterated that matters relating to the Marches LEP would be taken up by a Task and Finish Group.

**RESOLVED: That the Audit and Governance Committee be requested to review the governance and accountability, financial probity, and liabilities in the Council's involvement in any arm's length or joint venture companies both now or in the future.**

**75. DATE OF NEXT MEETING**

Monday 12 May 2014 at 10.00 am

The meeting ended at 1.45 pm

**CHAIRMAN**

|                         |  |
|-------------------------|--|
| <b>MEETING:</b>         | <b>GENERAL OVERVIEW AND SCRUTINY COMMITTEE</b> |
| <b>DATE:</b>            | <b>12 MAY 2014</b>                             |
| <b>TITLE OF REPORT:</b> | <b>DRAFT WORK PROGRAMME</b>                    |
| <b>REPORT BY:</b>       | <b>SCRUTINY OFFICER</b>                        |

## 1. Classification

Open.

## 2. Key Decision

This is not a key decision.

## 3. Wards Affected

County-wide.

## 4. Purpose

To consider the Committee's work programme.

## 5. Recommendation

**THAT the work programme be noted, subject to any comments the Committee wishes to make.**

## 6. Alternative Options

- 6.1 It is for the Committee to determine its work programme as it sees fit to reflect the priorities facing Herefordshire. The Committee needs to be selective and ensure that the work programme is focused, realistic and deliverable within the existing resources available.

## 7. Reasons for Recommendations

- 7.1 The Committee needs to develop a manageable work programme to ensure that scrutiny is focused, effective and produces clear outcomes.

## 8. Key Considerations

- 8.1 An outline work programme is appended for this meeting. This is because the programme is under continuous review.
- 8.2 The work programme needs to focus on the key issues of concern and be manageable allowing for urgent items or matters that have been called-in.

8.3 Should Committee Members become aware of issues please discuss the matter with the Chairman, Vice-Chairman and the Scrutiny Officer.

## **9. Community Impact**

9.1 The topics selected for scrutiny should have regard to what matters to residents.

## **10. Equality and Human Rights**

10.1 The topics selected need to have regard for equality and human rights issues.

## **11. Financial Implications**

11.1 The cost of the work of the Scrutiny Committee will have to be met within existing resources. It should be noted the costs of running scrutiny will be subject to an assessment to support appropriate processes.

## **12. Legal Implications**

12.1 The Council is required to deliver an Overview and Scrutiny function.

## **13. Risk Management**

13.1 There is a reputational risk to the Council if the Overview and Scrutiny function does not operate effectively. The arrangements for the development of the work programme should help mitigate this risk.

## **14. Consultees**

14.1 The Chairman and Vice-Chairman meet on a regular basis to consider the programme.

## **15. Appendices**

15.1 Appendix A Draft Work Programme  
Appendix B Executive Rolling Programme (as at the time of going to print)

## **16. Background Papers**

16.1 None identified.



## General Overview and Scrutiny Committee

### Items identified for inclusion in the work programme

### Draft Work Programme

| <b>Monday 12 May 2014 at 10.00 am</b>                          |   |
|--|---|
| Hoople Update  | The purpose of this report is to provide an update on Hoople from the Managing Director of the company. In addition, it outlines the approach being taken to jointly review the future approach to commissioning services currently delivered by Hoople beyond the current contract term. |
| Community Safety Update  | To update the Committee on current community safety issues in Herefordshire, including the new approach to managing offenders, as well as the proposed priorities for the Herefordshire Community Safety Partnership for 2014/17.   |
| <b>Monday 30 June 2014 at 2.00 pm</b>                          |   |
| Budget Update  |   |
| Task and Finish Group Report - Household Recycling Centres     | To receive and comment on the Executive response to the Task and Finish report.   |
| <b>Monday 1 September 2014 at 10.00 am</b>                     |   |
| Home to School Commissioning Approach                          | To receive a report on the progress if the home to school commissioning report as per the Scrutiny call-in on school transport.   |
| <b>Tuesday 4 November 2014 at 10.00 am</b>                     |   |
| Task and Finish Group - 'The real cost of a child's education' | To receive and endorse the Task and Finish Group report ready for submission to the Executive.  |
| <b>Wednesday 7 January 2015 at 10:00am</b>                     |   |
| Budget 2015-16   | To receive and comment on the budget proposals for 2015-16. This shall include any recommendations  |
| <b>February tbc</b>  |   |
| School Attainment Figures                                      | To receive and comment on the school attainment figures for Herefordshire schools.  |
| Task and Finish Group - Pupil                                  | To receive and endorse the Task and Finish Group's report on  |

|         |  |
|---------|--|
| Premium | pupil premiums and effectiveness in Herefordshire Council. |
|---------|--|

The following topics shall be dealt with via briefing notes:

|   |
|---|
| Performance Report on Waste Management                                  |
| Performance Report on Amey  |
| Planning Services Review  |
| Education and Sustainability Strategy                                   |
| Free Schools, Academies and the Relationship with Herefordshire Council |

Executive Rolling Programme: May 2014

Appendix B

Executive Decisions to be taken - May 2014

| DECISION MAKER CABINET                |            |  |                  |  |
|---------------------------------------|------------|--|------------------|--|
| Meeting / Decision Date (on or after) | Issue Type | Purpose & Report Title   | Portfolio Holder | Directorate, Lead Officer & Contact information for documents/report to be submitted to Decision Maker |
| 15/5/14                               | Non key    | Herefordshire Safeguarding Children Board Business Plan<br><i>To note, consider and comment on Herefordshire Safeguarding Children Board's assessment of safeguarding in Herefordshire, and its own effectiveness to enable it to undertake its governance role with regard to the Board</i> |                  | Children's Wellbeing / Herefordshire Safeguarding Children and Adult Board Business Unit               |
| 15/5/14                               | Non Key    | Herefordshire Safeguarding Adult Board Business Plan<br><i>To note, consider and comment on Herefordshire Safeguarding Adult Board's assessment of safeguarding in Herefordshire, and its own effectiveness to enable it to undertake its governance role with regard to the Board</i>       |                  | Adults Wellbeing / Herefordshire Safeguarding Children and Adult Board Business Unit                   |
| 15/5/14                               | Non Key    | Regulation of Investigatory Powers Act (RIPA) Policy<br><i>To agree a refreshed RIPA Policy</i>  |                  | Economy, Communities & Corporate / Erica Hermon  |

| DECISION MAKER CABINET MEMBER CONTRACTS & ASSETS COUNCILLOR H BRAMER |            |   |                  |   |
|--|------------|---|------------------|---|
| Decision Date (on or after)  | Issue Type | Purpose & Report Title  | Portfolio Holder | Directorate, Lead Officer & Contact information for documents/report to be submitted to Decision Maker  |
| 22 May 14  | <b>KEY</b> | Council support for a new university for Herefordshire<br><i>To determine the response to the Council Motion regarding support for a new university</i> |                  | Economy, Communities and Corporate / Head of Corporate Asset Management Regeneration Programmes Manager |

| <b>DECISION MAKER</b>                                   |                   |   |   |
|---|-------------------|---|---|
| <b>CABINET MEMBER CORPORATE SERVICES</b>                |                   |   |   |
| <b>COUNCILLOR PM MORGAN</b>                             |                   |   |   |
| <b>Decision Date</b><br>(on or after)                   | <b>Issue Type</b> | <b>Purpose &amp; Report Title</b>   | <b>Directorate, Lead Officer &amp; Contact information for documents/report to be submitted to Decision Maker</b> |
| 1 May 2014  | Non Key           | Payment of Funding for the Ross-on-Wye Market House Refurbishment Project   | Economy, Communities and Corporate / Mick Ligema  |
| <b>DECISION MAKER</b>                                   |                   |   |   |
| <b>CABINET MEMBER CORPORATE STRATEGY &amp; FINANCE:</b> |                   |   |   |
| <b>COUNCILLOR AW JOHNSON, LEADER OF THE COUNCIL</b>     |                   |   |   |
| <b>Decision Date</b><br>(on or after)                   | <b>Issue Type</b> | <b>Purpose &amp; Report Title</b>   | <b>Directorate, Lead Officer &amp; Contact information for documents/report to be submitted to Decision Maker</b> |
| May TBC   | Non Key           | Buchanan Trust Draft Scheme<br><br><i>To approve the draft 'scheme' for the Buchanan Trust</i>  | Economy, Communities & Corporate / Penny Jones  |
| <b>DECISION MAKER</b>                                   |                   |   |   |
| <b>CABINET MEMBER HEALTH &amp; WELLBEING</b>            |                   |   |   |
| <b>COUNCILLOR GJ POWELL</b>                             |                   |   |   |
| <b>Decision Date</b><br>(on or after)                   | <b>Issue Type</b> | <b>Purpose &amp; Report Title</b>   | <b>Directorate, Lead Officer &amp; Contact information for documents/report to be submitted to Decision Maker</b> |
| TBC   | <b>KEY</b>        | Day Opportunities - LEARNING DISABILITIES contract award<br><br><i>To award the contracts for the provision of Day Opportunities for people with learning disabilities within Adult Social Care</i> | Adults Wellbeing / Jacky Edwards  |
| 23/5/14   | <b>KEY</b>        | Passenger Transport Framework<br><br><i>To approve the refreshed contractor framework for passenger transport</i>   | Economy, Communities & Corporate / Steve Burgess  |
| 15 May TBC  | Non Key           | Herefordshire Local Housing Market Assessment – 2012 Update<br><br><i>To update Members on the updated strategic housing needs assessment across Herefordshire</i>                                  | Adults Wellbeing / Jane Thomas  |

|                                       |                   |   |   |
|---------------------------------------|-------------------|---|---|
| 15 May TBC                            | Non Key           | Local Investment Delivery Plan Update<br><i>To update Members on the delivery plan required to inform the Homes and Communities Agency (HCA) to support bids for housing development.</i>   | Adults Wellbeing / Jane Thomas  |
| 15 May TBC                            | Non Key           | Affordable housing Programme 2014-2016<br><i>To outline the programme of delivery of affordable housing</i>   | Adults Wellbeing / Jane Thomas  |
| 15 May TBC                            | Non Key           | Homelessness Prevention Strategy<br><i>To set out the Local Authority's plans for the prevention of homelessness</i>  | Adults Wellbeing / Jane Thomas  |
| 15 May TBC                            | Non Key           | SPD Technical Data – Update April 2014<br><i>To provide the affordable levels for negotiating with private developments</i>   | Adults Wellbeing / Jane Thomas  |
| <b>DECISION MAKER</b>                 |                   |   |   |
| <b>CABINET MEMBER INFRASTRUCTURE</b>  |                   |   |   |
| <b>COUNCILLOR PD PRICE</b>            |                   |   |   |
| <b>Decision Date</b><br>(on or after) | <b>Issue Type</b> | <b>Purpose &amp; Report Title</b>   | <b>Directorate, Lead Officer &amp; Contact information for documents/report to be submitted to Decision Maker</b> |
| 12/5/14                               | <b>KEY</b>        | Balfour Beatty Living Places Public Realm Annual Plan<br><i>To delegate the approval of the Annual Plan for the Public Realm Services Contract with Balfour Beatty Living Place to the Council's representatives on the Strategic Partnering Board (SPB)</i>  | Economy Communities & Corporate / Clive Hall, Head of Highways & Community Services                               |
| 8/5/14                                | Non Key           | Infrastructure Delivery Plan<br><i>To approve technical updates to the Infrastructure Delivery Plan</i>   | Economy, Communities & Corporate / Andrew Ashcroft  |
| 23/5/14                               | <b>KEY</b>        | LED Street Lighting<br><i>To seek authorisation for the LED street lighting project which includes the direct replacement of 8944 street lights to LED and the replacement of 2926 old street lighting columns that are considered a risk.</i><br><i>This is an invest to save project within the BBLP 2014/15 annual plan.</i> | Economy, Communities & Corporate / Ben Boswell  |

|  |                   |   |   |
|--|-------------------|---|---|
| 23/5/14  | <b>KEY</b>        | Solar PV Procurement<br><br><i>To seek authorisation to award the completed OJEU procurement framework for Solar PV panels and to commence this invest to save project.</i>               | Economy, Communities & Corporate / Ben Boswell  |
| <b>DECISION MAKER</b>  |                   |   |   |
| <b>CABINET MEMBER YOUNG PEOPLE &amp; CHILDREN'S WELLBEING:</b> |                   |   |   |
| <b>COUNCILLOR JW MILLAR</b>                                    |                   |   |   |
| <b>Decision Date</b><br>(on or after)                          | <b>Issue Type</b> | <b>Purpose &amp; Report Title</b>   | <b>Directorate, Lead Officer &amp; Contact information for documents/report to be submitted to Decision Maker</b> |
| 23/5/14  | <b>KEY</b>        | Hereford Intensive Placement Support  | Children's Wellbeing  |
| 29/5/14  | Non Key           | <i>To approve the business case for Herefordshire Intensive Placement Support</i><br>Nursery Education Funding Policy<br><i>To approve the policy for Nursery Education Funding (NEF)</i> | Children's Wellbeing / Andy Hough   |

Other Meetings - May 2014

|   |                   |   |   |
|---|-------------------|---|---|
| <b>DECISION MAKER</b>                           |                   |   |   |
| <b>COUNCIL</b>                                  |                   |   |   |
| <b>Meeting / Decision Date</b><br>(on or after) | <b>Issue Type</b> | <b>Purpose &amp; Report Title</b>                     | <b>Directorate, Lead Officer &amp; Contact information for documents/report to be submitted to Decision Maker</b> |
| 23/5/14   |                   | Appointments to Council Committees and Outside Bodies |   |
| 23/5/14   |                   | Appointments to the Independent Remuneration Panel    |   |

|   |  |
|---|--|
| <b>AUDIT &amp; GOVERNANCE COMMITTEE</b> |  |
| <b>Meeting Date</b>                     | <b>Purpose &amp; Report Title</b>                          |
| 9/5/14                                  | Progress Report on 2013/14 Internal Audit Plan             |
|   | <b>Directorate, Lead Officer &amp; Contact information</b> |

| GENERAL OVERVIEW AND SCRUTINY COMMITTEE ITEMS – MAY 2014 |                         |   |
|--|-------------------------|---|
| MEETING/<br>BRIEFNG<br>DATE                              | ITEM                    | PURPOSE   |
| 12 May 2014  | Hoople Update           | The purpose of this report is to provide an update on Hoople from the Managing Director of the company. In addition, it outlines the approach being taken to jointly review the future approach to commissioning services currently delivered by Hoople beyond the current contract term. |
| 12 May 2014  | Community Safety Update | To update the Committee on current community safety issues in Herefordshire, including the new approach to managing offenders, as well as the proposed priorities for the Herefordshire Community Safety Partnership for 2014/17.   |

#### Executive Rolling Programme: June 2014

Executive Decisions to be taken - June 2014

| DECISION MAKER<br>CABINET                      |               |  |   |
|--|---------------|--|---|
| Meeting /<br>Decision<br>Date<br>(on or after) | Issue<br>Type | Purpose & Report Title   | Directorate, Lead Officer & Contact information for<br>documents/report to be submitted to Decision Maker |
| 12 June 2014                                   | Non<br>Key    | Understanding Herefordshire Report   | Public Health / Arif Mahmood  |
| 12 June 2014                                   | <b>KEY</b>    | NNDR Discretionary Relief<br><br><i>To consider changes to the policy.</i> | Chief Finance Officer, Peter Robinson   |
| 12 June 2014                                   | <b>KEY</b>    | Better Care Fund   | Adults Wellbeing / Jacky Edwards  |

|     |            |  |                                    |  |
|-----|------------|--|------------------------------------|--|
| TBC | <b>KEY</b> | Open Book Review of Residential and Nursing Home Fees for Older People | Health & Wellbeing – Cllr G Powell | Adults Wellbeing / Helen Coombes / Alison Clay<br><a href="mailto:helen.coombes@herefordshire.gov.uk">helen.coombes@herefordshire.gov.uk</a> |
|-----|------------|--|------------------------------------|--|

| DECISION MAKER                 |                 |   |  |  |
|--------------------------------|-----------------|---|--|--|
| CABINET MEMBER INFRASTRUCTURE  |                 |   |  |  |
| COUNCILLOR PD PRICE            |                 |   |  |  |
| Decision Date<br>(on or after) | Issue Type      | Purpose & Report Title  |  | Directorate, Lead Officer & Contact information for documents/report to be submitted to Decision Maker |
| 12 June 2014                   | <b>B&amp;PF</b> | Local Transport Plan 4<br><i>To approve the draft Local Transport Plan for consultation</i> |  | Economy, Communities & Corporate / Steve Burgess   |

Other Meetings:

| AUDIT & GOVERNANCE COMMITTEE |  |  |  |  |
|------------------------------|--|--|--|--|
| Meeting Date                 |  | Purpose & Report Title   |  | Directorate, Lead Officer & Contact information  |
| 23/6/14                      |  | Internal Audit Report for 2013/14  |  |  |
| 23/6/14                      |  | External Audit Fee   |  |  |
| 23/6/14                      |  | Annual governance Statement 2013/14  |  |  |
| 23/6/14                      |  | Ross-on-Wye Community Governance Review<br><i>To make recommendations regarding the governance of the Ross-on-Wye Town Council and Ross-on-Wye Rural Council areas</i> |  | Economy, Communities and Corporate / Bill Norman |

| HEALTH AND SOCIAL CARE OVERVIEW AND SCRUTINY COMMITTEE ITEMS - 11 JUNE 2014 |                        |   |
|---|------------------------|---|
| Meeting/ Briefing Date  | ITEM                   | PURPOSE   |
| 11 June 2014  | Accountability Session | To hold a public accountability session for organisations within the health sector. 2Gether NHS Trust and West Midlands Ambulance Service |



| GENERAL OVERVIEW AND SCRUTINY COMMITTEE ITEMS - 30 JUNE 2014 |                 |
|--|-----------------|
| Meeting/<br>Briefing<br>Date                                 | ITEM<br>PURPOSE |
| 30 June 2014   | Budget Update   |

Executive Rolling Programme: July 2014

Executive Decisions to be taken - July 2014

| DECISION MAKER<br>CABINET                      |                 |   |  |
|--|-----------------|---|--|
| Meeting /<br>Decision<br>Date<br>(on or after) | Issue<br>Type   | Purpose & Report Title  | Portfolio<br>Holder  |
| 3 July 2014                                    | <b>B&amp;PF</b> | Community Safety Strategy 2014-17   | Economy, Communities & Corporate / Nina Bridges  |
| 3 <b>or 31</b><br>July<br>2014                 | <b>KEY</b>      | Better Care Fund  | Health &<br>Wellbeing –<br>Councillor<br>GJ Powell   |
| 3 July 2014                                    | <b>KEY</b>      | Hoople  | Economy, Communities & Corporate   |
| 3 July 2014                                    | <b>KEY</b>      | <i>To consider the future approach to the commissioning of services provided by Hoople.</i><br>Revenues and Benefits Service<br><i>To consider options for the service delivery model for Revenues and Benefits</i> | Corporate<br>Strategy &<br>Finance /<br>Councillor<br>AW<br>Johnson,<br>Leader of the<br>Council |

| DECISION MAKER CABINET                |                 |   |   |  |
|---------------------------------------|-----------------|---|---|--|
| Meeting / Decision Date (on or after) | Issue Type      | Purpose & Report Title  | Portfolio Holder  | Directorate, Lead Officer & Contact information for documents/report to be submitted to Decision Maker |
| Cabinet<br>31 July 2014               | <b>B&amp;PF</b> | West Mercia Youth Justice Plan  |   | Children's Wellbeing / Director for Children's Wellbeing   |
| 31 July 2014                          | Non Key         | Budget Monitoring Report<br><br><i>To report the financial position of the Council for both Revenue and Capital</i> | Corporate Strategy & Finance – Councillor AW Johnson, Leader of the Council | Economy, Communities & Corporate / Peter Robinson  |

| DECISION MAKER CABINET MEMBER YOUNG PEOPLE & CHILDREN'S WELLBEING: COUNCILLOR JW MILLAR |            |   |  |  |
|---|------------|---|--|--|
| Decision Date (on or after)   | Issue Type | Purpose & Report Title  |  | Directorate, Lead Officer & Contact information for documents/report to be submitted to Decision Maker |
| 3 July 2014   | Non Key    | The use of Pupil Premium for LAC<br><br><i>Decision on top slice of Pupil Premium for LAC to allow targeted intervention controlled by the Virtual Head for LAC</i> |  | Children's Wellbeing / Steve Laycock   |

Other Meetings - July 2014

| DECISION MAKER COUNCIL                |            |  |
|---------------------------------------|------------|--|
| Meeting / Decision Date (on or after) | Issue Type | Purpose & Report Title   |
|                                       |            | Directorate, Lead Officer & Contact information for documents/report to be submitted to Decision Maker |

|              |                 |   |  |
|--------------|-----------------|---|--|
| 18 July 2014 | <b>B&amp;PF</b> | Community Safety Strategy   | Environment, Communities & Corporate / Sustainable Communities Manager               |
| 18 July 2014 | N/A             | Ross-on-Wye Community Governance  | Economy, Communities & Corporate / Bill Norman                                       |
| 18 July 2014 | <b>B&amp;PF</b> | <i>To make recommendations regarding the governance of the Ross-on-Wye Town Council and Ross-on-Wye Rural Council areas</i> |  |
| 18 July 2014 | N/A             | Review of Gambling Act Policy   | Economy, Communities & Corporate / Claire Corfield                                   |
| 18 July 2014 | N/A             | To consider implementing new policy   | <a href="mailto:clcorfield@herefordshire.gov.uk">clcorfield@herefordshire.gov.uk</a> |
| 18 July 2014 | N/A             | Review of Licensing Act Policy  | Economy, Communities & Corporate / Claire Corfield                                   |
| 18 July 2014 | N/A             | To consider implementing new policy   | <a href="mailto:clcorfield@herefordshire.gov.uk">clcorfield@herefordshire.gov.uk</a> |
| 18 July 2014 | N/A             | Introduction of a Sex Establishment Policy  | Economy, Communities & Corporate / Claire Corfield                                   |
| 18 July 2014 | N/A             | To consider implementing new policy   | <a href="mailto:clcorfield@herefordshire.gov.uk">clcorfield@herefordshire.gov.uk</a> |
| 18 July 2014 | N/A             | Review of Gypsy and Traveller Policy  | Economy, Communities & Corporate / Claire Corfield                                   |
| 18 July 2014 | Non Key         | To consider implementing new policy   | <a href="mailto:clcorfield@herefordshire.gov.uk">clcorfield@herefordshire.gov.uk</a> |
| 18 July 2014 | Non Key         | Annual Reports to Council:  | Economy, Communities & Corporate / Annie Brookes                                     |
| 18 July 2014 | Non Key         | Report of Executive Decisions taken under the Urgency Provisions  | <a href="mailto:ab1@herefordshire.gov.uk">ab1@herefordshire.gov.uk</a>               |
| 18 July 2014 | Non Key         | Report of the Audit and Governance Committee  | Economy, Communities & Corporate / Heather Donaldson                                 |
| 18 July 2014 | Non Key         | Report of General Overview and Scrutiny Committee   | <a href="mailto:hdonaldson@herefordshire.gov.uk">hdonaldson@herefordshire.gov.uk</a> |
| 18 July 2014 | Non Key         | Report of Health and Social Care Overview and Scrutiny Committee  | Economy, Communities & Corporate / Gemma Dean  |
| 18 July 2014 | Non Key         | Report of the Planning Committee  | <a href="mailto:gdean@herefordshire.gov.uk">gdean@herefordshire.gov.uk</a>           |
| 18 July 2014 | Non Key         | Report of the Regulatory Committee  | <a href="mailto:gdean@herefordshire.gov.uk">gdean@herefordshire.gov.uk</a>           |
| 18 July 2014 | Non Key         | Report of the Regulatory Committee  | Economy, Communities & Corporate / Tim Brown   |
| 18 July 2014 | Non Key         | Report of the Regulatory Committee  | <a href="mailto:tbrown@herefordshire.gov.uk">tbrown@herefordshire.gov.uk</a>         |
| 18 July 2014 | Non Key         | Report of the Regulatory Committee  | Economy, Communities & Corporate / Tim Brown   |
| 18 July 2014 | Non Key         | Report of the Regulatory Committee  | <a href="mailto:tbrown@herefordshire.gov.uk">tbrown@herefordshire.gov.uk</a>         |

|              |         |   |  |
|--------------|---------|---|--|
| 18 July 2014 | Non Key | Chief Executive Scheme of Delegation                    | Economy, Communities & Corporate / Annie Brookes |
| 18 July 2014 | Non Key | Hereford and Worcester Fire and Rescue Authority Report |  |

|                         |   |
|-------------------------|---|
| <b>MEETING:</b>         | <b>GENERAL OVERVIEW AND SCRUTINY COMMITTEE</b>      |
| <b>DATE:</b>            | <b>12 MAY 2014</b>                                  |
| <b>TITLE OF REPORT:</b> | <b>HOOPLE UPDATE</b>                                |
| <b>REPORT BY:</b>       | <b>ASSISTANT DIRECTOR PLACE BASED COMMISSIONING</b> |

## 1 Classification

Open

## 2 Key Decision

This is not an executive decision.

## 3 Wards Affected

County-wide

## 4 Purpose

The purpose of this report is to provide an update on Hoople from the Managing Director of the company. In addition, it outlines the approach being taken to jointly review the future approach to commissioning services currently delivered by Hoople beyond the current contract term.

## 5 Recommendation(s)

THAT:

- a) The Committee comments on and notes the update provided by the Managing Director of Hoople; and
- b) The approach to the joint review of the future approach to commissioning services currently being delivered by Hoople is noted and that any comments regarding the proposed criteria are provided for consideration as part of the review.

## 6 Alternative Options

6.1 None

## 7 Reasons for Recommendations

7.1 The project team is looking to the General Overview and Scrutiny Committee to provide advice on the criteria that should be used to assess the options for the future of Hoople and

the Council services that it delivers. The team would also welcome advice from the Committee on the options that should be considered as part of the assessment.

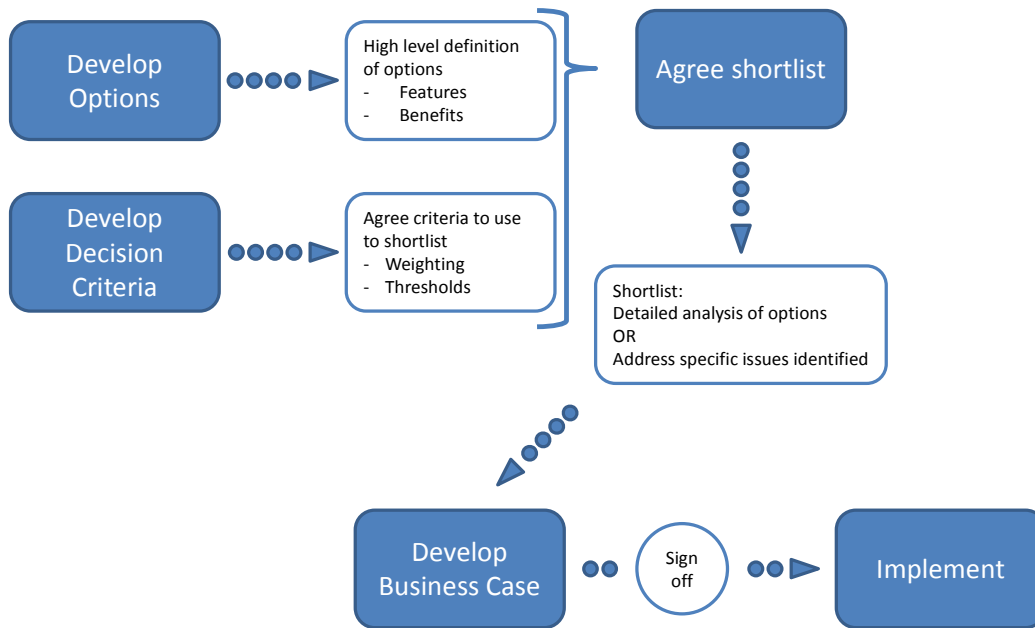
## **8 Key Considerations**

### **Introduction**

- 8.1 Hoople Ltd was established as a Joint Venture Company in April 2011 as a result of the shared services project undertaken in partnership with the NHS in Herefordshire to provide “back office” services. The Council’s contract with Hoople takes the form of a shared services agreement supported by annually agreed service level agreements. The scope of services provided to the Council currently covers human resources, recruitment and training; finance, revenues and benefits and Information Technology (IT).
- 8.2 The Council owns 74.7% of Hoople, with the remaining 25.3% owned by the Wye Valley Trust.
- 8.3 After it was established in 2011, Hoople delivered substantial savings in the cost of services delivered to the Council. The recently renegotiated service level agreement for 2014/15 has achieved a contract variation to deliver further savings in excess of £1.2 million. A report on the progress of the company will be presented to the meeting by the Managing Director of Hoople and a copy is attached as appendix A.

### **Joint review**

- 8.4 The Council’s current contract with Hoople will come to an end on 31 March 2016. The Council, therefore, needs to agree its approach to commissioning the services from April 2016.
- 8.5 When it was first established Hoople delivered significant savings to the Council and the contract variation agreed for 2014/15 has successfully driven further savings. Given the length of time left on the contract, it is appropriate for the Council to consider its long term plan for the delivery of the services.
- 8.6 As a shareholder, the Council has a special relationship with Hoople. Therefore a joint review has been commissioned by the cabinet member to examine the options available to the Council for future service delivery arrangements. This review is due to report to Cabinet in on 3 July 2014.
- 8.7 The diagram below shows the process that will be used to arrive at a preferred option. The project team aim to examine the full range of strategic options to enable Cabinet to consider the best way forward. The Committee is invited to provide comments as to whether there are particular models of service delivery that it thinks should be explored as part of the process.



8.8 The first stage in the process is to define a set of criteria that will be used to ensure a consistent approach to assessing the options. The proposed criteria are listed below. The criteria have been developed jointly with Hoople and are based on the Council’s Commissioning and Commercial Strategy and previous major commissioning exercises such as the procurement of public realm services. They are divided into primary and secondary criteria with the primary criteria being more heavily weighted. Comments are invited from the Committee on the criteria.

**PROPOSED PRIMARY CRITERIA**

Value for money

- Delivery of further savings and demonstration of value for money

Improved service delivery

- Improved service delivery and efficiency
- Future flexibility in service delivery
- More resilient service delivery

Legal and deliverable

**PROPOSED SECONDARY CRITERIA**

Economic impact

- Support for local economy, jobs , training and income generation
- Value of Council shareholding

## **Conclusion**

- 8.9 The report from the Managing Director of Hoople sets out the development of the company and the way it has worked with the Council to deliver services and substantial savings. Given that the current contract with Hoople comes to an end on 31 March 2016, it is the right time to consider the best approach to the future. The approach to a joint review is outlined above and Cabinet are due to consider the outcome of this review in July this year. Comments and suggestions from the Committee are welcomed to ensure that this review takes into account the important issues so that Cabinet can take a considered decision when it meets in July.

## **9 Community Impact**

- 9.1 The services delivered by Hoople underpin the delivery of the range of services provided by the Council. It is also responsible for the revenues and benefits service which includes direct contact with Council customers.
- 9.2 In addition, Hoople has become a provider to a range of community focussed organisations, offering the back office support that enables them to continue to provide services.

## **10 Equality and Human Rights**

- 10.1 Equalities and diversity requirements will be considered as part of the joint review and an equality impact assessment will be carried out, if necessary, before any new arrangements are put in place.

## **11 Financial Implications**

- 11.1 None as a result of this report.

## **12 Legal Implications**

- 12.1 None as a result of this report.

## **13 Risk Management**

- 13.1 The current contract arrangements with Hoople are based on an agreed service level which is managed in accordance with contract procedures with risks identified and escalated where appropriate. Given that the current contract with Hoople comes to an end on 31 March 2016 and the core nature of the services provided, it is important to consider the Council's future approach to commissioning such services well in advance. This is important to mitigate any risks associated with service continuity and value for money and enable effective planning and delivery of any changes that might be necessary in advance of the end of the current contract.

## **14 Consultees**

- 14.1 None



## **15 Appendices**

15.1 Appendix 1: Update Report from the Managing Director of Hoople

## **16 Background Papers**

16.1 None





**Hoople**  
innovation in business

# **Hoople Ltd**

## **Three year update**

**12 May 2014**

## Background

Hoople Ltd (formerly The Shared Service Partnership Ltd) was one of the original Shared Services Programme initiatives which collectively were developed to save £30m over ten years.

Different delivery options for corporate services were considered (including outsourcing), but Members signed up to a Joint Venture Company with the vision of stimulating Local Employment (keeping jobs local), keeping the financial benefits of service changes within the Public Sector, partnership working - sharing skills and capacity to reduce costs.<sup>i</sup>

Herefordshire Council invested £1.2m in its Shared Service Programme in addition to a substantial investment in the Agresso IT system as part of Herefordshire Connects Programme. The original options case was developed by PA Consulting which was followed by a soft market testing exercise – the Cabinet decision to then develop a Joint Venture Company was taken in March 2010 and the associated business case was validated by Capita in October 2010.<sup>ii</sup>

The business case for Hoople was based on achieving £11m cumulative savings over ten years (Herefordshire Council element only). The company achieved national press coverage via the MJ and Shared Service Architecture and were invited to speak at a Westminster Briefing in November 2012.

In April 2011 Herefordshire Council contracted with Hoople Ltd for: Human Resources, IT, Finance Services, Training and Revenues and Benefits. Subsequently a small number of other services have been contracted for at the Council's request, namely: Internal Audit resource (ex. HC staff working for KPMG), Corporate Transformation (Project Management) and Children's Workforce Development. Hoople works flexibly with Herefordshire Council to provide services, or turn services off, at true cost. Reductions can be made by agreement, where the level of change is high the Council is contractually obliged to cover the associated costs.

The services provided to the Council have recently been further reduced as part of an ongoing programme of renegotiation of service levels. These have been consistently greater than those specified in the original contract and are seeing services change, stop and in some cases retrench back into the Council. Nonetheless since its creation the cost of core SLA services to the Council have reduced by around 50%.

Three years into a five year service contract with Herefordshire Council £4m savings (cumulative until 31/03/2013) have been achieved. These contractual reductions have had a direct impact on the Council's revenue budget.

Further savings have been made in areas outside the formal SLA contract savings, for example: £350k by creating Hoople Resourcing and offering a low cost agency service, £160k per annum for the next six years in New Homes Bonus due to reducing the empty property register, £250k via Technology efficiencies and £850k of reclaimed social care direct payments. These are additional benefits which are delivered in the main alongside the core contract. A total cumulative savings of £12m is forecast for the end of the five-year service contract.

Figure A: Business case Herefordshire Council - cumulative savings



## Growing services in Herefordshire

Hoople has done much more than just provide services to the shareholders, it has established its self as a provider of services to a range of other customers including: schools and academies, Herefordshire CCG and GPs, Taurus Healthcare and GPs, Staffordshire and Lancashire Commissioning Support Unit, River Lugg Drainage Board, the Skills Funding Agency, Local Enterprise Partnership, Halo Leisure, Job Centre Plus and many more. We work with many other organisations who receive our apprentices and recruitment services. Whereas the Council is reducing its service range and offer, Hoople is actively pursuing new opportunities. These are good for Hoople, good for the our staff, good for the value of our business and good for Herefordshire.

Our annual turnover over the past three years has been circa £16m. We have managed to maintain this level even in the face of major contract reductions from the shareholders. Whilst we make no profit from the SLA services provided to our shareholders the business continues to be profitable. However, given the continual changes imposed by the Council the Board have not had the confidence to recommend a dividend to date and instead have invested the modest profits in service development. We are currently forecasting 5-10% growth per annum, on this basis we would anticipate the potential for dividends in future years.

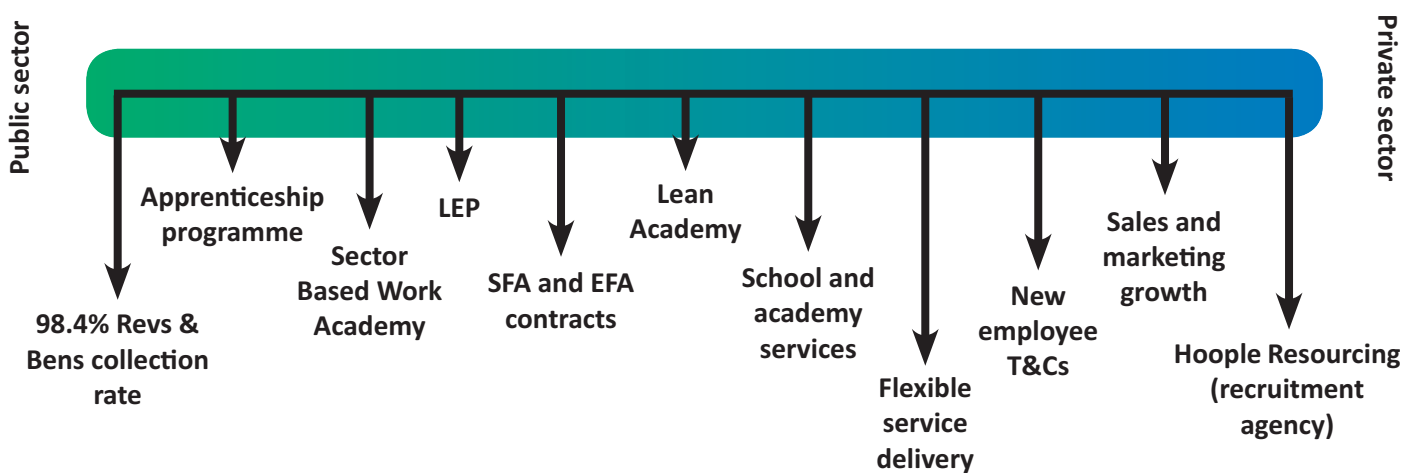
Over the past three years we have:

- Established a new high street recruitment agency providing temporary labour to the public sector and recently launched to the private market. We are also now a major supplier of supply teachers with our new actively managed service. As well as the revenue generation this service also promotes and provides jobs and work opportunities for people in Herefordshire.
- Rolled out new terms and conditions across the company (95% voluntary sign-up) which help to control cost and drive performance. For example pay progression has been linked to performance and sickness allowances have been reduced.
- Developed our own Lean Academy and trained all Hoople staff in basic techniques. We did do some work for Herefordshire Council, but this was stopped so are now providing support to private companies and other local authorities outside Herefordshire.
- Our staff attitude and culture has changed which results in better and flexible service delivery at lower costs. It is a journey and one which many of our staff have embraced by supporting brand and value development. The organisation feels very different and this is noticed by both staff, customers and other organisations.
- Marketing and promotional growth is starting to show benefits - significant effort in networking with SME and care sector (we work with around 140 care homes) with a big push on “ready-to-go” offers so as not to reduce capacity of other services on which the Council is dependant. We actively qualify work with other organisations and where appropriate resource up to manage the tendering process. We have also started to build alliances with other partners who can work alongside and support our success in securing new business.
- We have a number of significant funding contracts from the Skills Funding Agency and Education Funding Agency and they continue to support us with additional opportunities. Hoople is seen as a key independent training provider in Herefordshire and has a good reputation for vocationally competent trainers who they have been there and done it.
- We have grown our apprenticeship programme and have over 400 apprentices working towards a qualification.
- We have an Ofsted Excellence rating and have had sector based work academies running with Job Centre Plus/ private companies getting long term unemployed into work. We secured part of collaborative bid for £2.3m of European Social Fund monies via the Marches LEP, to increase skills across the county.

- Our Revenues and Benefits services are some of the best in the sector with collection rates at over 98.4% where many traditional outsourcers offer collection rates which are on average 1% lower (value to Herefordshire is c.£1.4m!).<sup>iii</sup>
- Growing market share in the Schools sector - building on capabilities and fighting off competition.
- Flexible to take on new services as required to support the Council agenda and equally able to lead in joint initiatives which reduces overall cost (e.g PSN).

Importantly we are an attractive market proposition which is generating interest from other Authorities. Many in the sector are looking at ways to “create a Hoople” and we need to capitalise on this and the opportunities it may bring for additional investment. Hoople is the perfect blend of public sector values and services and private sector culture and ambition.

Figure B: A perfect blend



## Contract for services

The contract with Herefordshire Council is underpinned by defined service level agreements (SLA) which articulate the services, performance standards and associated costs.

There are three layers of governance which are used to monitor contractual service performance with the Council, these are outlined below:

- Strategic Partnership Board (1/2 yearly) – This board focuses on the future of the partnership and strategic developments
- Contract Review Meeting (Bi-monthly) – These meetings are focused on risks, developments, escalated performance issues, change requests and contract variations
- Workstream Review Meetings (Monthly) – These meetings are between the respective commissioner and provider professional leads. They are used to review and manage performance, monitor service development specific work programmes

A common experience of support service providers is that the perceptions surrounding performance or the cause of under-performance does not always match the reality.

The service experience of Council officers and members is directly affected by: the service specification and funding which is agreed by commissioners; the responsibilities of service users to engage with the process and any associated changes; and Hoople’s capacity and capability to deliver the service.

At the monthly workstream meetings the agreed performance indicators and service volumes are reviewed. If there are performance concerns the reasons are reviewed and corrective action agreed. These actions may be for Hoople, the Council or both. If the parties cannot agree on any specific matters these can be escalated to the contract review.

Within the contract there is a provision to formally address under-performance. If the Council has performance concerns the Council can write to Hoople to set out its concerns and request a response, rectification plan and timelines – to date there have been no formal performance escalations of this type.

---

## Changes in the Herefordshire Council contract

The agreed changes for 2014/15 will see Hoople's turnover reduce to c.£13M and headcount drop to around 330. The changes will reduce the level of expertise Hoople have to support the Council, but we have managed to protect areas required to support business growth activities with wider customers.

Reductions are being experienced in a range of areas and Hoople is having to manage the impact on service delivery. In some cases Hoople is having to take greater risk to ensure capability is retained for known requirements, for example project work for IT developments which are now being delivered on a call off basis using an agreed rate card.

In some areas reinstatement of internal services has been adopted by the Council which limits Hoople's ability to influence performance and share fixed costs. In others there is an expectation that the Council will manage with a lower service level. These changes are impacting the economy of scale which was originally envisaged when Hoople was created and presents some challenges for service resilience but also the ability to generate profitable revenue.

Negotiating these changes took place over a period of nearly six months. This absorbed an estimated 1000 hours of management effort. This not only has a considerable direct cost, but also a significant potential opportunity cost and so in future it is hoped reductions can be managed more pragmatically.

Over the past three years Hoople has proven to be a flexible, commercial and growing business which has retained employment in Herefordshire. If the Company is supported in its aspiration for growth then this success will continue and provide potential revenue stream for Herefordshire Council in the coming years.

**Mike Dearing**  
**Managing Director, Hoople Ltd**

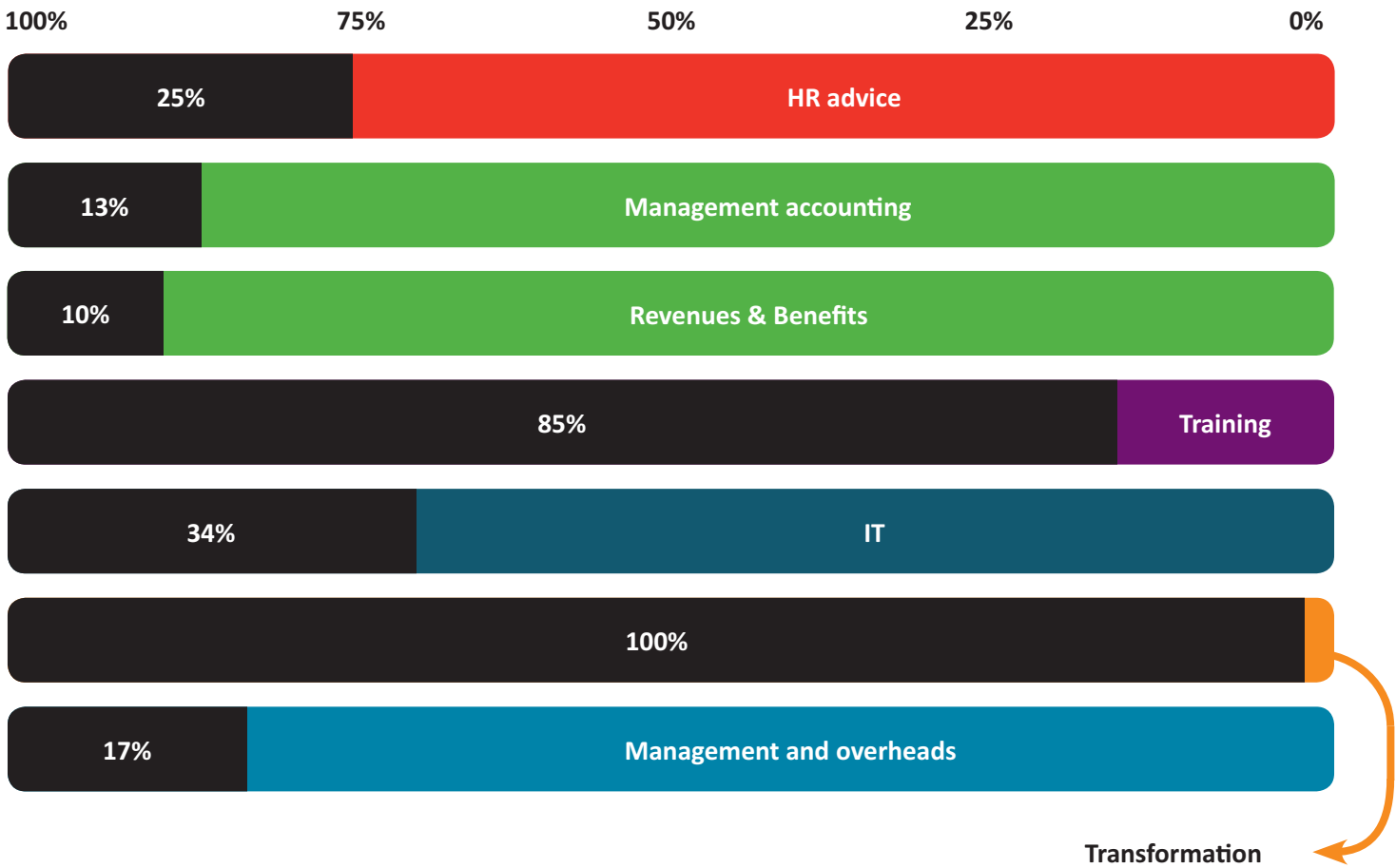
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The table and visual below highlight the principle areas of change and the impact being seen in Hoople:

| Service line             | Council change   | Hoople impact  |
|--------------------------|--|--|
| HR advice                | TBC (25% reduction)  | TBC  |
| Management accounting    | <b>Reduction in service level</b><br>Less direct support and more self-service, better use of systems<br>Full cost recovery on behalf of client<br>(13% reduction) | <b>Med risk:</b> Ability to manage peaks and troughs in demand will be reduced – this impacts work scheduling and ability to quickly take on new business<br><b>Low risk:</b> Co-location and management of Hoople staff by Council officers will impact commercialisation of culture and remove flexibility in teams<br><b>Low risk:</b> Loss of economies of scale/capacity to help Hoople deliver its own changes<br><b>Service capacity reduction</b>  |
| Revenues & Benefits      | <b>Reduction in service level</b><br>Additional automation and changes to structures to reduce headcount and increase flexibility<br>(10% reduction)               | <b>Low risk:</b> Service quality, expertise and collection statistics may be impacted – reputation and brand damage<br><b>Service capacity reduction</b>   |
| Training                 | <b>Terminate contract with Hoople</b><br>Council will not buy any face to face training<br>(85% reduction)   | <b>Med risk:</b> Loss of economies of scale in professional training will require significant income growth to maintain full range of capabilities<br><b>Med risk:</b> Loss of private and voluntary groups as Hoople customers for training as subsidy is removed<br><b>Low risk:</b> If the Council does require services in future the capacity may not be available<br><b>Service capacity reduction</b>   |
| IT                       | <b>Reduction in service level</b><br>Contract for break/fix only<br>All development or change work to be funded on a project business case basis<br>(34%)          | <b>Med risk:</b> Change from shared service to bespoke service offer to provide differential service levels to the Council.<br><b>High risk:</b> Loss of key skills and single point of failure around specialists.<br><b>Med risk:</b> Hoople could be exposed if the Council do not buy development services.<br><b>Low risk:</b> Loss of economies of scale/capacity to help Hoople deliver its own changes<br><b>Low risk:</b> Additional administrative pressure to accurately cost and invoice for change requirements<br><b>Service capacity reduction / Service capability reduced – this will impact on Hoople’s ability to cover all areas of IT development and require greater partnering which will increase cost of offer to customers</b> |
| Transformation           | <b>Terminate contract with Hoople</b><br>(100%)  | <b>Low risk:</b> Demotivation for staff who were TUPE transferred from the Council for greater strategic fit and are now being told are not required (most staff have left for other jobs outside the Council).<br><b>Service capacity reduction – business model to be reviewed to ensure viability</b>   |
| Management and overheads | Reduction in range of services affects scale economies and management economies<br>(17%)   | <b>Med risk:</b> Service performance and expectations may not be effectively communicated to service users which will lead to reputational impact and inability to gain references<br><b>Low risk:</b> Lower levels of management support will adversely impact business growth strategy   |



Figure C: Council savings - % reduction in Hoople contract



<sup>i</sup> Herefordshire Council Cabinet, March 2010

<sup>ii</sup> Local Government Association Shared Service Research Project Report, April 2012

<sup>iii</sup> Annual Collection Rate Statistics, Department for Communities and Local Government, June 2013



# **Community Safety Update**

## **GOSC – 12<sup>th</sup> May 2014**

**Cabinet Member:** Cllr Patricia Morgan

**Officers present:**

George Branch - Assistant Chief Officer - Warwickshire and West Mercia Community Rehabilitation Company (CRC)

Supt Sue Thomas – West Mercia Police

Nina Bridges – Sustainable Communities Manager,  
Herefordshire Council

Adrian Turton – Community Safety Manager, Herefordshire Council

# Changing Landscape for Community Safety

- Five responsible authorities for CS Partnership: Herefordshire Council, West Mercia Police, H & W Fire and Rescue, CCG, Community Rehabilitation Company / National Probation Service (see Appendix 1 for responsibilities of the CS Partnership);
- Organisational change e.g. Transforming Rehabilitation, Police and Crime Commissioner;
- Challenge of reduced budget and resources;
- New legislation e.g. Anti-social behaviour Act 2014; Care Bill 2013;
- Need to co-ordinate multi-agency interventions to meet the needs of individuals and families.

**= change, increasing complexity and diminishing resources**

# Herefordshire is a Safe County

- Herefordshire has a lower rate of crime per head of population than the rest of England & Wales
- Recorded crime in 2013/14 was 9% lower than 2012-13 (West Mercia Police)
- In 2012-13, 93% of Herefordshire residents reported feeling safe with 61% feeling very safe or completely safe (West Mercia Crime and Safety Survey)

# Achievements in 2013/14

- Domestic Violence and Abuse – multi-agency approach (based on needs assessment / action plan, case studies)
- DVA – awareness raising in schools and through White Ribbon Campaign
- Safer nights out – co-ordinated approach – street pastors, taxi-marshalling, close working between police / licensing and night clubs / pubs
- Partnership working with the PCC
- MATAC – agencies coming together to address persistent and harmful ASB incidents

# Headline Statistics 2013/14

| Indicator   | 2012/13 | 2013/14 | Performance                     |
|---|---------|---------|---------------------------------|
| Number of recorded crimes   | 9,140   | 8294    | ↓ 9 % reduction                 |
| Number of alcohol related incidents recorded at A&E                                 | 281     | 196     | ↓ 30 % reduction                |
| Number of violence against the person crimes  | 993     | 939     | ↓ 5 % reduction                 |
| % of repeat MARAC cases (high risk domestic violence victims)                       | 40%     | 30%     | ↓ 10 percentage point reduction |
| Number of people killed or seriously injured on Herefordshire roads (calendar year) | 80      | 61      | ↓ 24 % reduction                |

# Draft Priorities for Strategic Plan 2014/17

**Annual Strategic Assessment has led to proposal for following to be priorities for Strategic Plan 2014/17 (see Appendix 2 for executive summary)**

- Reduce re-offending / bring offenders to account (adults and youths)
- Address the harm caused by alcohol and drugs
- Address domestic violence and abuse
- Promote community cohesion and reduce anti-social behaviour

**See also summary of Draft Strategic Plan 2014/17 (Appendix 3)**

- Also being asked to support PCC priorities of Reducing Rural Crime and Business Crime



# Reduce re-offending - rationale

- Levels of re-offending above Ministry of Justice predicted rate. (actual rate 11.4% v predicted rate 10.5% - 2012/13)
- Rates of first time youth offenders higher than nationally (Herefordshire 671\* v 518\* Eng. & Wales \*per 100,000 population)
- Duty to develop and implement Integrated Offender Management strategy
- Transforming Rehabilitation – changing landscape

# Address the harm caused by alcohol and drugs - rationale

## Alcohol

- Linked to violent crime and night time economy
- 40% all violent crimes - alcohol marker
- 30% of DVA crimes and incidents – alcohol marker
- Impact on health – higher rates of under 18's alcohol related hospital admissions compared to rest of UK; significantly higher rates of admission of those from most deprived areas (someone living in the most deprived quartile in the county is 4 x more likely to be admitted to hospital due to alcohol consumption than the least deprived quartile).

(Data sources – West Mercia Police / Public Health)

# Address the harm caused by alcohol and drugs - rationale

## Drugs

- Number of drug offences committed in the county increasing (increased police activity)

(up 68% between 2010 & 2013. Source: West Mercia Police)

- Problematic Drug Users similar to other areas
- Impact on health - increased drug related hospital admissions; drug related mortality is increasing  
(Drug related hospital admissions 197 in 2012/13 v 127 2008/09. Source: Public Health)
- Gap in intelligence relating to abuse of 'legal highs' and those substances that are new to regulation

# Address domestic violence and abuse - rationale

- Increase in DVA Incidents & Crimes – 9% increase 2013/14 (2151) compared to 2012/13 (1975)
- Increase in DVA Crimes – 19% increase 2013/14 (819) compared to 2012/13 (690)
- Increase in unique callers to West Mercia Women's Aid helpline - 33% increase 2013 (897) compared to 2012 (674)
- Demand on services: Safeguarding, Children's Services, Health Provision, Housing, Police, Probation, Social Services, Education
- Joint commissioning opportunities with PCC

(Data sources: West Mercia Police / West Mercia Women's Aid)

# Promote community cohesion and reduce anti-social behaviour - rationale

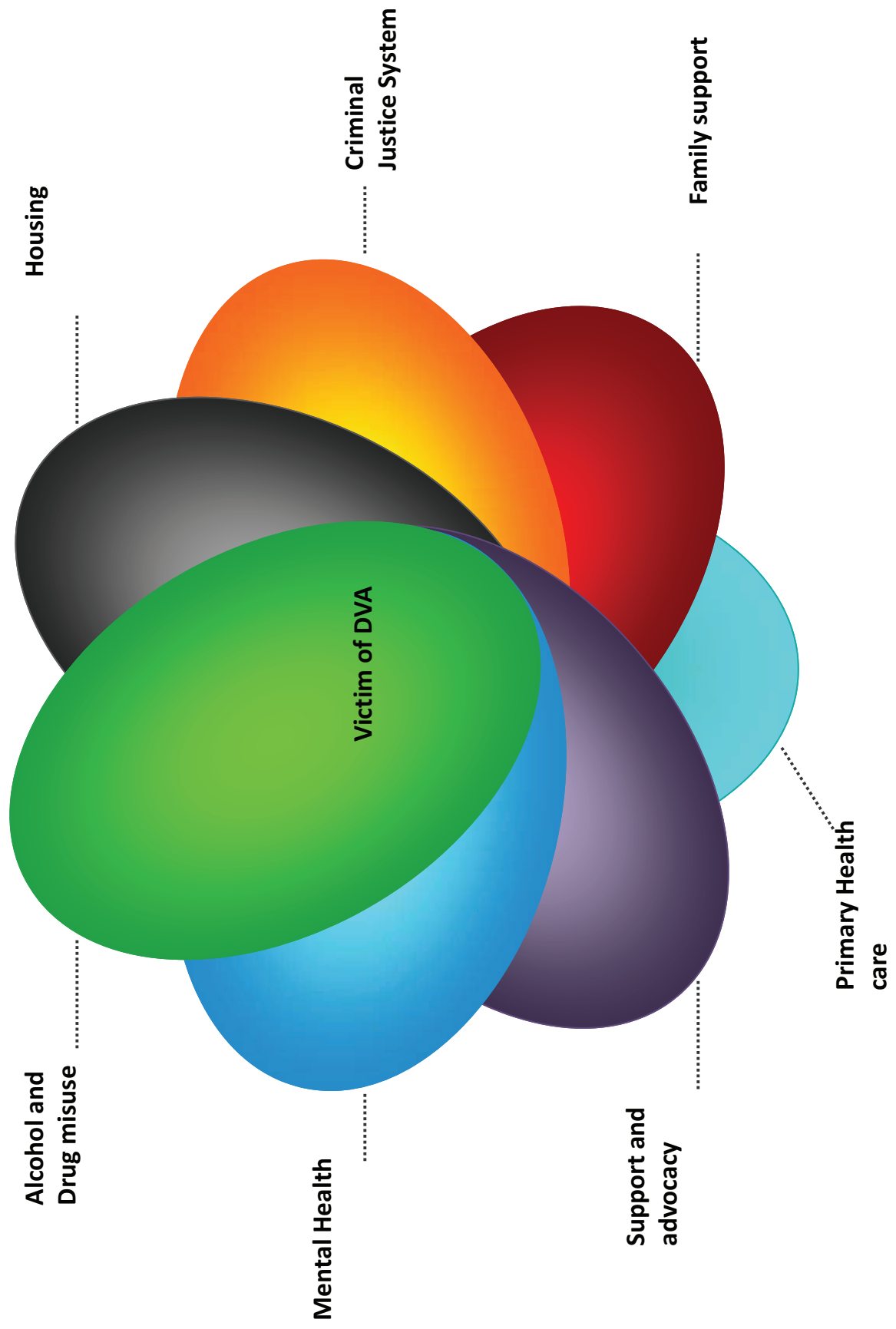
- ASB decreased over 3 years but still 15% of all reported incidents to police (greater than any other category);
- Hate Crime fairly small but considerable increase (Oct 2013 three times more than Oct 2011);
- 14% of county residents reported being fearful of antisocial behaviour occurring in their local area;
- ASB and Police and Crime Act 2014 focus on ASB including requirement for relevant bodies to carry out ASB reviews if requested;
- Need to correlate ASB incidents across partners

(Data sources – West Mercia Police / Public Health)

# Moving Forward

- Sign off of the Strategic Plan 2014/17 by partners;
- Adopted onto the Council's Budget and Policy Framework
  - 18<sup>th</sup> July 2014
- Development / review of action plans for priorities;
- Emphasis on engagement and joint working with partners.

**One individual – multiple interventions**







## **Appendix 1 - Overview of role and responsibilities of Herefordshire Community Safety Partnership (HCSP)**

### **INTRODUCTION**

Community safety partnerships (previously called crime and disorder reduction partnerships (CDRPs) are defined in the Crime and Disorder Act 1998 as: “An alliance of organisations which generate strategies and policies, implement actions and interventions concerning crime and disorder within their partnership area”. They are statutorily responsible for reducing crime and disorder, substance misuse and re-offending in each single and lower-tier local authority area.

### **ROLE OF HCSP**

- (a) To identify ways in which the responsible authorities in the county area might more effectively implement the priorities identified in the Herefordshire Community Safety Partnership’s Strategic Assessment and three year Strategy through coordinated and joint working; and
- (b) To identify how the responsible authorities in the county might otherwise reduce crime and disorder or combat substance misuse through coordinated and joint working.

### **RESPONSIBILITIES**

1. Oversee strategic analysis of current activity appropriate at county level, including strategic assessments and ensure an evidence-based approach to priority-setting.
2. Agree key priorities at county level and ensure that there is a three year Community Safety Strategy and Plan to deliver actions against those priorities.
3. Keep a strategic overview of progress against delivery of objectives and provide constructive challenge in areas of underperformance at a county level as appropriate.
4. Contribute to the development and implementation of other local strategies and plans, such as health and wellbeing, which are aligned to the community safety agenda, particularly to reduce duplication of effort and identify and implement possible efficiencies and increase effectiveness.
5. Raise the awareness of key issues and facilitate the exchange of information between all organisations involved that are appropriate at a countywide level.
6. To ensure compliance with the statutory duties and responsibilities stated in the Crime and Disorder Act 1998, the Police and Justice Act 2006, and in subsequent Home Office regulations.
7. Consult and engage with stakeholders and communities on the priority issues to be addressed.

8. Establish Domestic Homicide Reviews as appropriate (DHR) (as set out in the Domestic Violence and Crimes Act 2004).
9. Ensure that all authorities consider section 17 of the Crime and Disorder Act 1998 (review 2005) showing that crime and disorder, anti social behaviour; behaviour that adversely affects the environment and substance misuse issues are considered in policy and delivery.
10. Formulate and implement a strategy to reduce reoffending by adult and young offenders.
11. Ensure effective mechanisms for scrutiny of crime and disorder (sec 19-21 Police and Justice Act 2006) in connection to the discharge of the responsible authorities functions around crime and disorder.
12. To co-operate with the West Mercia Police and Crime Commissioner assisting where appropriate to achieve the priorities identified in the West Mercia Police and Crime Plan and exploring opportunities for joint working.
13. To facilitate effective information sharing on behalf of all Responsible Authorities.
14. To approve the allocation of funding received as a community safety partnership and to explore coordinated use of other resources to achieve increased outcomes.
15. Review and explore developing relationships with other relevant bodies at regional and local level, such as the Local Criminal Justice Board, the Police and Crime Panel and the Health and Well Being Board.
16. Review the Terms of Reference and membership on an annual basis.

# Appendix 2 - Herefordshire Community Safety Partnership: Strategic Assessment to inform 2014-17 Community Safety Strategy

## *Herefordshire Council Strategic Intelligence Team*

February 2014

### *Executive summary*

The strategic assessment is an annual exercise to identify key crime, disorder, anti-social behaviour and substance misuse issues that affect Herefordshire. This assessment considers what needs to be achieved to improve or maintain community safety and how communities can feel reassured and have confidence that their concerns and fears are being addressed.

This involves scanning partner data, identifying where further analysis is required and identifying emerging issues, vulnerable locations and people. This exercise will inform a decision by the Herefordshire Community Safety Partnership on the priorities for the next Three Year Strategy and Plan (2014-17). The current priorities are: Integrated Offender Management, Alcohol Harm Reduction, Domestic Violence and Abuse, and Empowered Localities.

This analysis has looked at issues in terms of trends, size of the problem, the harm caused and how this compares to elsewhere in the region and nationally. Draft findings were circulated to Community Safety Partnership organisations at the end of 2013 for comment and further changes and additions made as a result.

#### **Highlighted below are the main issues identified:**

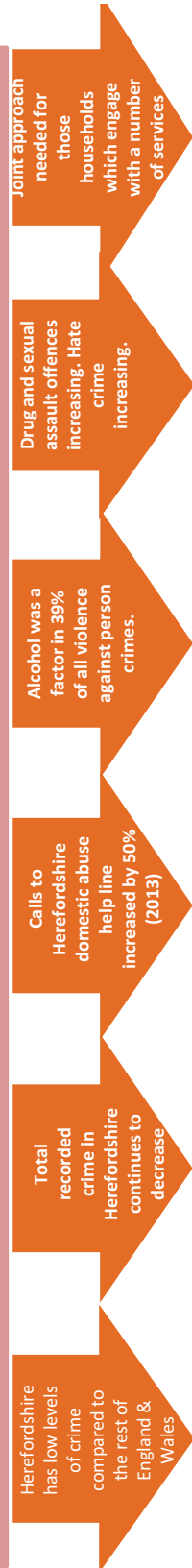
- Herefordshire generally has a **lower rate of crime** per head of population than across England and Wales (49 per 1,000 compared to 64 per 1,000). This is reflected in the individual crime types with only 3 crime types out of 17 ('sexual offences', 'miscellaneous crimes against society' and 'non-domestic burglary') having more offences committed per head of population than across England and Wales. The last three years have seen some convergence, with crime rates in Herefordshire decreasing more slowly than across England and Wales.
- **Total recorded crime** continues to decrease with all but 'non-domestic burglary', 'miscellaneous crimes against society', 'shoplifting', 'violence without injury', 'domestic burglary' and 'drug offences' decreasing between 2010 and 2013. The scale of decrease has not been as great as across England and Wales, but this may reflect a lower starting position.

- Crime is **concentrated in Hereford City and the market towns**, particularly Hereford City Centre. This is true for all crime types except ‘burglary other’ where the highest rate was in rural areas, particularly the Golden Valley.
- Based on the volume and **cost per crime** ‘violent crimes with injury’ and ‘sexual offences’ appear to cost the county the most in terms of preventing crime, the impact on victims and in response to the crime.
- The number of **sexual offences** in the county has increased considerably in the last two years, although this may be due to reporting of ‘non-recent offences’. The number of offences compared to other crime types is low, but the cost of these crimes to society (particularly the physical and emotional costs for victims) means that the number is not insignificant. The rate of sexual offences per head of population in the county is slightly above that nationally - one of only three offence types above the national rate. Some services have reported an increase in referrals for victims with complex mental health needs, but it is not clear whether this is due mostly to changes in the way agencies refer cases or whether it reflects a change in need.
- The **‘misuse’ of alcohol** in the county has impacts in a number of areas particularly for the police and health services. Alcohol is linked to a large proportion of violent crime and is particularly related to the night time economy. It is also implicated in domestic abuse. The health impacts of alcohol disproportionately affect deprived areas of the county. The number of violent crimes with injury and alcohol related assaults reporting to A&E have decreased over the last few years.
- The number of **domestic violence** and abuse offences and incidents is fairly comparable to other areas of the West Mercia force. However, there has been some increase in both DVA offences and incidents in the last two years, a fact which is reflected in violence against the person offenses.
- The number of **antisocial behavior** crimes and incidents in the county has seen a continual decrease in the last three years. The number of ASB incidents recorded by the police however, is still quite large (7,900 in 2012-13 - 15% of all incidents). In 2012-13 14% of people were fearful of antisocial behaviour in their area. Residents of the most deprived areas were most likely to think ASB was an issue. There is a need to further understand whether ASB is decreasing universally across the county or whether certain hot spots are bucking this trend.
- The number of **drug offences** committed in the county has increased at a far greater rate than any other type of crime, although rates remain below those nationally. Drug related admissions to hospital saw a considerable increase in 2012-13 and evidence suggests that drug related mortality is increasing. The number of problematic drugs users (per head of population) is similar to that nationally.
- The number of people **re-offending** over the last three years has been consistently higher than would be expected given the characteristics of the cohort, although not statistically significant.
- Herefordshire continues to have a significantly higher rate of first time entrants to the **youth justice system**. It is thought that this may be explained by the sustained significantly higher detection rate, coupled with a lower use of community resolutions.

- **Hate crime** has seen a considerable increase in the last two years. The total volume of crimes is still fairly small, but there is a need to understand the reasons for the increase and monitor the trend.
- Evidence indicates there are **certain groups of people and families** that make a disproportionate call upon a number of services from different providers. Further work to understand how individuals (single people and those within families) interact with these services, could bring advantages in terms of effectiveness of intervention, especially if adopting a “whole family approach”.



## APPENDIX 3 - DRAFT HEREFORDSHIRE COMMUNITY SAFETY STRATEGY 2014-17



|                                       |  |   |  |
|---------------------------------------|--|---|--|
| <b>Context</b>                        | <b>Vision</b>  | <b>Agencies and practitioners will work together to make Herefordshire an even safer place to live, work and visit.</b>   |  |
| <b>Our Approach</b>                   | <p><i>Collaborative working with</i></p> <ul style="list-style-type: none"> <li>✓ Joint commissioning and decommissioning</li> <li>✓ Joint approach to operational working practice</li> <li>✓ Joint information sharing protocols</li> <li>✓ Agreed mechanisms for understanding needs, the effectiveness of services and measuring performance</li> </ul>  |   |  |
| <b>Priorities</b>                     | <p>Reduce the volume of crime with an emphasis on addressing the harm caused by alcohol and drugs.<br/>                 Reduce re-offending and bring offenders to account.<br/>                 Address the harm caused by domestic violence and abuse (DVA).<br/>                 Promote community cohesion and reduce the volume of anti-social behaviour (ASB).</p>   |   |  |
| <b>Work Programmes</b>                | <p><b>Reduce Re-offending/ Bring Offenders to Account (adult and young offenders.)</b><br/>                 Integrate Transforming Rehabilitation.<br/>                 Work alongside the Nat. Probation Service (NPS) and the Community Rehabilitation Company (CRC);<br/>                 Continue Integrated Offender Management (IOM) initiative. Develop community resolution/ restorative justice initiatives.</p>  | <p><b>Address the Harm caused by Alcohol and Drugs.</b><br/>                 Raise awareness of sensible drinking;<br/>                 Co-ordinated action to reduce crime linked to alcohol consumption and drug use;<br/>                 Develop with community safety partners commissioned services to address alcohol and drug misuse.</p> | <p><b>Domestic Violence and Abuse (DVA).</b><br/>                 Continue to deliver the DVA Action Plan and refresh in 2014.<br/>                 Educate and raise awareness that DVA in Herefordshire is unacceptable.<br/>                 In partnership - commission specialist DVA services for Herefordshire.</p> |
| <b>Outcomes 2013/14</b>               | <p><b>Effective management of offenders to include a full range of available interventions, including "catch and convict" and planned care pathways.</b></p>   | <p><b>Increase in responsible drinking and reduction in alcohol related crimes and incidents;</b><br/><br/> <b>Co-ordinated action to address drug related crime .</b></p>  | <p><b>Improved services on basis of more effective commissioning and joint working.</b><br/><br/> <b>Increased adult and young people awareness that DVA is not acceptable.</b></p>  |
| <b>Horizon scanning</b>               | <ul style="list-style-type: none"> <li>• Central Government policy and legislative changes, such as the ASB Police &amp; Crime Act 2014, Care Bill, Transforming Rehabilitation,                             <ul style="list-style-type: none"> <li>• * Emerging trends – increase in rural crime, hate crime, ASB, sexual assault, vulnerable victims, especially children</li> <li>• Continued budgetary pressures faced by all partners</li> <li>• Develop a relationship with the new Community Rehabilitation Company.</li> <li>• Jointly commission victim support services with the Police and Crime Commissioner</li> <li>• Education - to equip young people to allow them to make informed life choices.</li> </ul> </li> <li>• Equality and Diversity - to make certain that those who are most vulnerable and in need of help and support, are taken into account</li> <li>• Certain groups of people and families with multiple issues and problems make a disproportionate call upon a number of services from different providers.</li> </ul> |   |  |
| <b>Cross Cutting Themes</b>           | <p>Performance will be measured through overall rates of crime, reoffending levels, violent crime linked to alcohol and domestic abuse, alcohol related hospital admissions, levels of people feeling safe in their local area</p>   |   |  |
| <b>Strategic Performance Measures</b> | <p>Performance will be measured through overall rates of crime, reoffending levels, violent crime linked to alcohol and domestic abuse, alcohol related hospital admissions, levels of people feeling safe in their local area</p>   |   |  |







# Transforming Rehabilitation: A revolution in the way we manage offenders

creating a safe, just and democratic society

## Summary of key drivers for reforms

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- A sustained reduction in re-offending. Overall re-offending rates have barely changed over the last decade; the same faces come back through the system time and time again. Almost half of all offenders released from prison offend again within 12 months.
- By drawing on the best services that can be offered by practitioners across the public, private and voluntary sectors we can deliver better rehabilitation support to more offenders.

### NAO research into impact of reoffending

- The 2010 National Audit Office report, *Managing Offenders on Short Custodial Sentences*, estimated that in 2007/8:
  - The total cost to the economy of crime committed by recent ex-prisoners was between **£9.5bn - £13bn**
  - Of this, the cost of crime committed by offenders released from short prison sentences was around **£7bn -10 bn a year**

## Summary of key reforms

We will transform service delivery by introducing a diverse range of providers to drive innovation and achieve efficiencies

### *Role of the public sector probation service and public protection*

- The Probation Service will retain an important role focused on protecting the public and delivering other core functions
- The public sector will retain ultimate responsibility for public protection. Working in partnership with the police and others, the National Probation Service (NPS):
  - o will manage directly those offenders who pose the highest risk of serious harm to the public – including Multi-Agency Public Protection Arrangements (MAPPA) cases;
  - o will continue to carry out assessments of the risk of serious harm posed by each offender;
  - o advise the courts and Parole Board; and
  - o handle most breach cases.
- The majority of low and medium risk offenders will be managed by independent providers from the voluntary/private sectors or mutuals.

## Summary of key proposals (cont)

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### ***Competing services in the community***

- To put in place a national, centrally led commissioning function that:
  - o supports a strong supply chain;
  - o avoids undue complexity and duplication; and
  - o is responsive to local needs.
- There will be contract delivery of 'bundled' services nationally within a smaller number of contract package areas
- Providers will be contracted to deliver community order and licence requirements, and will be incentivised to reduce reoffending
- Payment by Results - a part of payment for providers will be based on success of reducing reoffending

### ***Extending rehabilitative provision***

- We will be able to extend rehabilitative provision to offenders released from short custodial sentences (under 12 months)

short  
Ministry of  
**JUSTICE**

# Legislation to drive change

**Much of the current sentencing framework for adult offenders is governed by the Criminal Justice Act 2003 (the 2003 Act). The Offender Rehabilitation Bill makes a number of changes to the release arrangements set out in the 2003 Act for offenders serving custodial sentences of less than 12 months, and for those serving sentences of between 12 months and 2 years. In particular the Bill:**

- Extends release on licence for the second half of sentence to offenders serving custodial sentences of more than 1 day but less than 12 months.
- Create a new supervision period for all offenders released from custodial sentences of less than 2 years. The purpose of the supervision period is the rehabilitation of offender, and allows for a range of requirements to be imposed on the offender to support them moving away from crime. The supervision period tops up the licence period so that overall, every eligible offender will receive 12 months of supervision in the community after release.
- Creates a new process for magistrates' courts to deal with breaches of the supervision period. This is an important new role for magistrates, and the Bill gives them a wide range of sanctions – including up to 14 days in custody but also fines, unpaid work and curfews – that can be applied where a breach is proved.
- Creates a new drug appointment requirement for offenders who are supervised in the community after release.

**Ministry of  
JUSTICE**

## Legislation to drive change (cont)

- Expands the existing drug testing requirement after release to include Class B as well as Class A drugs.
- Applies the new supervision period to offenders who are sentenced as juveniles but who are 18 or over at the ordinary point of release from their sentence.

### **The Bill also makes changes to the arrangements for community and suspended sentence orders set out in the 2003 Act. In particular it:**

- Creates a new rehabilitation activity requirement for community orders and suspended sentence orders. It abolishes the “supervision” and “activity” requirements.
- Introduces new arrangements for the designation of “responsible officers” (who manage offenders serving community orders and suspended sentence orders), and makes clear that the responsibility for bringing breach action for these sentences should be reserved to the public sector.
- Introduces new arrangements for offenders serving community orders or suspended sentence orders to obtain permission before changing their place of residence.

**Ministry of  
JUSTICE**

# Through the Gate Services

- New ways of partners working together to deliver rehabilitative services.

**First night and induction** – responsibility remains with the prison and the public sector probation, with further assessment and support for prisoners via competed provider:

## Prison / public sector probation

- Initial Safe, Decent and Secure assessments
- Information and support to facilitate their transition to custody
- Support for higher risk groups

## Competed provider

- Resettlement assessment in addition to prison / public sector probation responsibilities, including: accommodation / mentoring / children and families / finance, benefit and debt advice

**Competed resettlement services** – what we are expecting the competed provider to deliver:

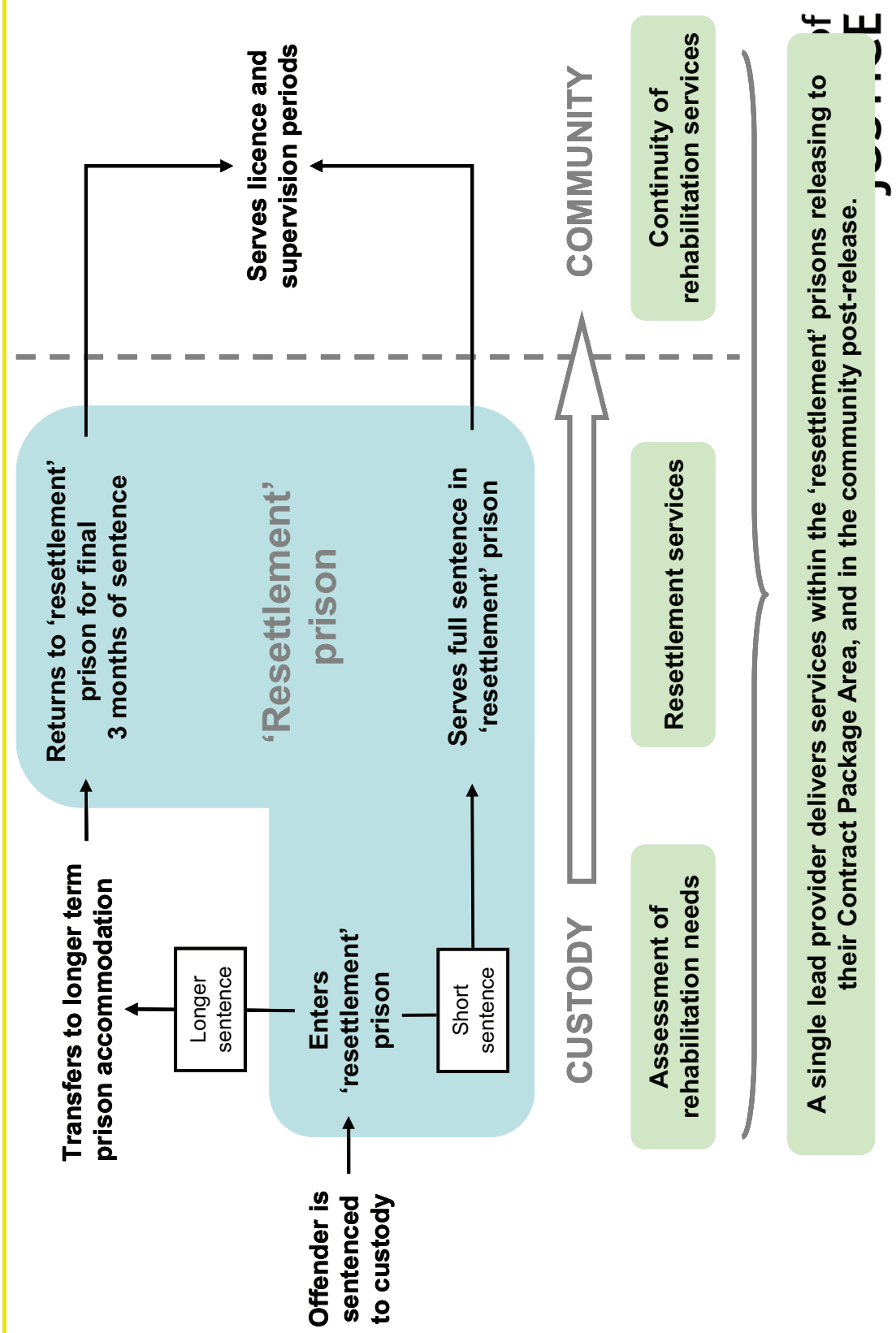
## Including:

- Assessments and resulting actions as mandated
- Rehabilitation support to **all** low and medium risk offenders

## Not including:

- Initial risk assessment
- High risk offenders
- Personal Officer levels of support

# Resettlement Prison – Prisoner journey





## Partnership working

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- **We are committed to ensuring that new providers integrate with effective existing structures, networks and partnerships;**
- We are firmly of the view that to reform offenders and contribute to public protection, providers will need to engage with statutory and non-statutory local strategy and delivery partnerships;
- Police and crime commissioners have a role in tackling crime and supporting victims and will be a key partner for our new providers;
- We need to preserve and build upon the good work already done by agencies who work together to manage offenders in the most effective way e.g. Integrated offender Management (IOM).
- **To succeed we need to work together.**

## Mobilisation of new organisations

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**On Friday 17 January, National Offender Management Service (NOMS) formally notified trusts of the contract termination.**

**New interim account management arrangements will start from 1 April, to allow the account management team to start to work closely with emerging Community Rehabilitation Companies (CRC) and NPS teams right away and prepare for contract mobilisation from 31 May.**

**Current governance arrangements will be wound up on 31 May. We will also ensure that we retain back-up arrangements during this initial start-up period, until we are confident that the new systems are operating effectively.**

**Full commercial contract management will follow at the conclusion of the competition process.**

**Ministry of  
JUSTICE**

## Probation representation

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**The Probation Trust Board will retain ultimate accountability until the end of May.**

**During this period all statutory and non-statutory probation representation will be maintained.**

**The people attending statutory and non-statutory meetings may change over this time in order to prepare for the transition to new organisations.**

**After May the NPS and CRC will both be represented at these meetings.**

## Contracts

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Thirty bidders have passed the first stage of the competition to win the regional rehabilitation contracts. The list includes a diverse mix of private and voluntary sector partnerships.

A further 800 organisations have expressed an interest in playing a role as part of the wider supply chain – with more than 550 voluntary sector organisations among that number.

We are holding events locally, where potential providers have been invited to a session with local strategic partners, to hear about priorities for the area. This is a good opportunity to engage with bidders to ensure they take in to account local issues when formulating their bids.

Existing contracts with Probation Trusts will be novated to either the NPS or CRC.

Where existing contracts are due to be renewed/re-tendered before the Transforming Rehabilitation contracts have been awarded, Trusts are able to enter into short term contacts.

## Next steps

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- **By Autumn 2014 – New PSPS and going concerns taken on.**
- **Final stages of competitions. Contracts signed by Autumn 2014.**
- **From Autumn 2014 – delivery commences.**

