

Agenda

Connected Communities Scrutiny Committee

Date: **Monday 13 February 2023**

Time: **9.15 am**

Place: **Herefordshire Council Offices, Plough Lane, Hereford,
HR4 0LE**

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

For any further information please contact:

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Agenda for the meeting of the Connected Communities Scrutiny Committee

Membership

Chairperson **Councillor Jonathan Lester**
Vice-chairperson **Councillor Tracy Bowes**

Councillor Paul Andrews
Councillor Barry Durkin
Councillor Toni Fagan
Councillor Kath Hey
Councillor Jim Kenyon

Agenda

		Pages
1.	<p>APOLOGIES FOR ABSENCE</p> <p>To receive apologies for absence.</p>	
2.	<p>NAMED SUBSTITUTES</p> <p>To receive details of councillors nominated to attend the meeting in place of a member of the committee.</p>	
3.	<p>DECLARATIONS OF INTEREST</p> <p>To receive declarations of interest in respect of items on the agenda.</p>	
4.	<p>MINUTES</p> <p>To approve and sign the minutes of the meeting held on 18 November 2022.</p> <p>HOW TO SUBMIT QUESTIONS</p> <p>The deadline for the submission of questions for this meeting is 9.30 am on Wednesday 8 February 2023.</p> <p>Questions must be submitted to councillorservices@herefordshire.gov.uk. Questions sent to any other address may not be accepted.</p> <p>Accepted questions and the responses will be published as a supplement to the agenda papers prior to the meeting. Further information and guidance is available at www.herefordshire.gov.uk/getinvolved</p>	9 - 16
5.	<p>QUESTIONS FROM MEMBERS OF THE PUBLIC</p> <p>To receive any written questions from members of the public.</p>	
6.	<p>QUESTIONS FROM MEMBERS OF THE COUNCIL</p> <p>To receive any written questions from members of the council.</p>	
7.	<p>HEREFORDSHIRE COMMUNITY SAFETY PARTNERSHIP</p> <p>In accordance with the Crime and Disorder Act 1998, the Herefordshire Council Connected Communities Scrutiny Committee delivers the crime and disorder scrutiny function for Herefordshire Community Safety Partnership.</p>	17 - 60
8.	<p>THE PUBLIC REALM SERVICES FUTURE OPERATING MODEL</p> <p>To provide committee the outcome of a midpoint review of the council's public realm services delivered in partnership between the council and the Public Realm Service Contractor, and seek comments and constructive challenge regarding the proposals to select and develop a Future Operating Model to ensure the public realm services are aligned to the council's medium and long term objectives.</p>	61 - 118
9.	<p>WORK PROGRAMME</p> <p>To consider the work programme for the committee.</p>	119 - 124

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www.herefordshire.gov.uk/downloads/file/1597/hereford-city-bus-map-local-services-

The seven principles of public life

(Nolan Principles)

1. Selflessness

Holders of public office should act solely in terms of the public interest.

2. Integrity

Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

3. Objectivity

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

4. Accountability

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

5. Openness

Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.

6. Honesty

Holders of public office should be truthful.

7. Leadership

Holders of public office should exhibit these principles in their own behaviour and treat others with respect. They should actively promote and robustly support the principles and challenge poor behaviour wherever it occurs.

Minutes of the meeting of the Connected Communities Scrutiny Committee held in The Conference Room, Herefordshire Council Offices, Plough Lane, Hereford, HR4 0LE on Friday 18 November 2022 at 9.15 am

Committee members present in person and voting: Councillors: Tracy Bowes (Vice-Chairperson), Jim Kenyon, Jonathan Lester (Chairperson) and David Summers

Committee members participating via remote attendance: Councillor: Jeremy Milln

Note: Committee members participating via remote attendance, e.g. through video conferencing facilities, may not vote on any decisions taken.

Others in attendance: S Banks (Neighbourhood Planning Service Manager), B Baugh (Democratic Services Officer), K Bishop (Lead Development Manager), M Carr (Interim Statutory Scrutiny Officer), T Coleman (Interim Service Director Planning and Regulatory Services), Liz Harvey (Cabinet Member - Finance, Corporate Services and Planning), A Rees-Glinos (Democratic Services Support Officer) and S Withers (Development Manager Hereford and South Team)

10. APOLOGIES FOR ABSENCE

Apologies for absence had been received from Councillors Paul Andrews, Toni Fagan and Kath Hey.

11. NAMED SUBSTITUTES

Councillor David Summers was present in the meeting room as the substitute for Councillor Paul Andrews. Councillor Jeremy Milln participated via remote attendance on behalf of Councillor Toni Fagan.

12. DECLARATIONS OF INTEREST

No declarations of interest were made.

13. MINUTES

The minutes of the previous meeting were received.

RESOLVED:

That the minutes of the meeting held on 14 October 2022 be confirmed as a correct record and be signed by the Chairperson.

14. QUESTIONS FROM MEMBERS OF THE PUBLIC

No questions had been received from members of the public.

15. QUESTIONS FROM MEMBERS OF THE COUNCIL

No questions had been received from councillors.

16. GENERAL SCRUTINY COMMITTEE RECOMMENDATIONS AND THE EXECUTIVE RESPONSES - UPDATE ON THE PLANNING SERVICE

The committee received executive responses to recommendations in relation to the planning service made by the former General Scrutiny Committee on 21 March 2022 ([minute 62 of 2021/22](#) refers).

The Cabinet Member - Finance, Corporate Services and Planning welcomed the continued interest of scrutiny on planning matters and any further constructive suggestions.

The Interim Service Director Planning and Regulatory Services acknowledged that commitments made by previous interim post holders had not been delivered and due process had to be followed in terms of the transformation of the service, including consultation with staff members. The Lead Development Manager added that, with the support of the current Interim Service Director, the service was moving forward.

The principal points of the discussion included:

1. In response to questions about the executive response to recommendation b) [on the topic of the costs of additional resources brought in to address the planning backlog], the Lead Development Manager advised that no planning consultants were engaged currently, the planning backlog had been cleared by planning consultants and existing staff members, and there were delays but not a backlog at the present time.
2. In response to a question about references to delays on the [Planning Search](#) webpage, the Lead Development Manager commented on current staffing issues which had an impact on registering and processing applications, and considered that the webpage text articulated the situation.
3. The Interim Service Director confirmed that the service was looking to improve processes, procedures and ways of working, including the use of IT systems.
4. In response to a question about opportunities to enhance relationships, the Interim Service Director outlined the scope of the planning improvement plan; this included a review of the expectations, roles, and cultural behaviours of Planning Committee members, ward members, and officers in order to build trust and confidence. The need to review the way that the service communicated with all parties was recognised, and interviews would be undertaken with stakeholders to understand the issues to prioritise.
5. A committee member commented that the executive response to recommendation d) [on the topic of the measures to ensure consistency in the production of planning reports and decisions] should reference paragraph 56 (rather than paragraph 55) of the National Planning Policy Framework.
6. The Chairperson noted the statement that the 'Framework makes it clear that planning conditions should be kept to a minimum...' and said that some parish councils questioned the inclusion of certain planning conditions if these were not monitored subsequently. The Interim Service Director advised that planning

conditions should be reasonable, necessary and enforceable but there were issues with the quality and content of some of the planning applications being received. The Interim Service Director said that the appointment of a Development Monitoring Officer was one of their recommendations.

The Cabinet Member commented that conditions informed applicants of what was expected in the course of undertaking development and, making a comparison with speeding offences, the enforcement policy should ensure that applicants were alert to the potential for enforcement if conditions were circumvented.

The Lead Development Manager advised that the service issued around 3,500 decisions each year, most included only a small number of conditions, and major developments could involve a higher number of conditions, especially where information was awaited.

The Chairperson questioned how the service could ensure that information was front-loaded by applicants in order to reduce the need for conditions and to minimise any compliance issues. The Interim Service Director advised that the government required that development proposals should not be held up, some conditions had to be agreed with developers, and matters often arose through discussions with consultees which were not apparent at the time of submission.

7. In response to a question about the final paragraph in the executive response to recommendation d), the Lead Development Manager clarified that 'a set of practice notes / guidance notes on specific subject matters for officers to further improve the consistency of decision making' would be produced for internal use and related information would be published on the council's website to provide applicants with an awareness of the matters that officers would look at.
8. In response to questions about the executive response to recommendation e) [on the topic of staffing and recruitment], the Interim Service Director confirmed that the recommendations of the [Planning Advisory Service – Planning Peer Review 2020](#) formed part of the planning improvement plan. It was reported that a transformation specialist had been appointed to commence work in January 2023, with a report due to be completed by the end of March 2023. A committee member said that a timetable would be welcomed, particularly as targets had passed or been omitted from some executive responses.
9. Attention was drawn to the executive response to recommendation e) [on the topic of options to deliver enforcement action more effectively and efficiently] and a member in attendance commented on the need to offer challenge to conditions that were inherently unenforceable.

A committee member considered that comparisons between road traffic regulations and planning conditions were unhelpful, and motorists should not be unfairly targeted for criticism.

The Interim Service Director said that the majority of planning conditions were standard conditions arising from case law. It was confirmed that the existing [Planning Enforcement Policy](#) had been updated but had been held back pending further review and engagement with stakeholders.

10. A committee member commented on the need to simplify the planning process for smaller development proposals and to provide an 'excellent planning experience' for service users. The Interim Service Director said that the service was not a planning consultancy, although the review would examine the pre-application advice offer. The need to make the process easier in relation to applications for

smaller development proposals, for both applicants and planning officers, was acknowledged. An overview of Planning Performance Agreements (PPA) for major development proposals was also provided.

The Interim Service Director explained that, as a statutory service, there were limitations to the potential business model.

The Chairperson suggested that a customer satisfaction survey could be undertaken in relation to the pre-application advice service, particularly to provide a baseline prior to the implementation of the planning improvement plan. The Interim Service Director said that a sample would be undertaken.

A committee member suggested that consideration could be given to incentives for applicants to use the pre-application advice service, perhaps with a discount applied to the application fee. The Interim Service Director advised that the service could not charge more than its costs, applicants did not necessarily progress proposals in the form discussed during pre-application, and this could be difficult to arbitrate.

11. A committee member commented on the challenges experienced by ward members in relation to some major development proposals, and on the need to improve communications. The Lead Development Manager said that applications could become dormant but case officers would provide appropriate updates to ward members as matters progressed.
12. The Vice-Chairperson made a number of points, including: the review should cover gaps in the executive responses, such as omitted action owners and dates; the public needed visibility and confidence in the enforcement process; flowcharts and other visual aids could help with public understanding; the pre-application advice service should involve meaningful dialogue with service users; and frustration was expressed about the frequency of updates on major planning applications.

The Interim Service Director commented that a significant number of complaints received by the enforcement team were about civil matters, such as boundary disputes, and some related to matters dealt with by other legislation, such as environmental health. Consequently, people could be disappointed that their concerns could not be addressed through the planning process. In addition, consideration had to be given to the public interest, including the costs of enforcement balanced with the likelihood of achieving successful outcomes. Nevertheless, it was recognised that decisions made on the basis of expediency could be communicated and explained better. The Vice-Chairperson suggested that such communications could include the ward member.

In terms of major applications, the Lead Development Manager re-iterated that case officers would communicate with ward members when there were aspects on which to update them but there would be quieter periods. The Interim Service Director commented on the need for balance given the finite resources available.

13. Attention was drawn to recommendation g) which supported the 'development of a local protocol / charter for communications between members and officers...' and the executive response identified the organisation of a workshop 'to help members understand the role of the ward member in their community'. The Chairperson considered that a document ought to be developed in order to recalibrate and define expectations around communications, particularly to ensure that ward members did not feel that they were outside the planning process when discussing issues in their communities.

The Lead Development Manager observed that the Covid-19 pandemic had reduced face-to-face interactions between members and officers, and workshops provided opportunities to reconnect. The Interim Service Director commented on the importance of proportionality in terms of communications.

14. In response to a comment from a member in attendance about improving the pre-application process, the Lead Development Officer reported that the [Statement of Community Involvement](#) strongly encouraged applicants to involve the community and officers actively promoted such engagement. The Interim Service Director added that PPAs would provide opportunities to obtain commitments about consultation at the pre-application stage.
15. A committee member welcomed recent changes which had improved awareness and transparency in relation to Section 106 but questioned whether monies could be more transferable, with reference being made to recreational sports and leisure. The Interim Service Director explained that the purpose of Section 106 contributions was to mitigate the impacts of developments and there was a need to demonstrate a robust case for seeking planning obligations for particular projects.
16. The Cabinet Member commented that executive responses had been provided to the previous scrutiny committee recommendations, additional training was being delivered to councillors, the council's constitution included provisions relating to councillors and the planning process, and the committee was invited to identify any necessary improvements to the constitution.

The Chairperson said that the objectives of the agenda item were both to consider the executive responses and to offer any further constructive challenge to the improvement process.

The Chairperson noted that redirections, where a ward member could request an application to be considered by the Planning and Regulatory Committee rather than be determined by officers under delegation, should 'normally be made within three weeks of the application being notified to the relevant ward members...' but a longer time period was often needed for officers to reach a recommendation. The Lead Development Manager advised that it had been requested that this requirement be removed during the 're-thinking governance' process.

A committee member noted that the new Planning Rules and Code allocated a ward member 'a maximum of 10 minutes to speak at the beginning of the debate' but considered that this could be insufficient, especially for major applications. The Lead Development Manager suggested that the chairperson of the committee, with suitable notice, may consider using their discretion to extend the time when necessary. The Interim Service Director commented on the need for the business at meetings to be transacted as efficiently as possible. The Chairperson suggested that a discussion was needed with councillors about the reasons for the time limits and on how to make the best use of the time available to them.

17. In response to a question, the Lead Development Manager advised that three training events for councillors had been held recently; on Code of conduct, enforcement, and Section 106. The workshop on communications, referenced in paragraph 13 above, was likely to be held before the end of March 2023.
18. A committee member welcomed increased dialogue between the public health team and the planning service. The Lead Development Manager confirmed that the health agenda would feature more prominently in the new Local Plan.

19. Noting that other authorities had Supplementary Planning Documents on various ecological and environmental matters, a committee member questioned whether the council had the correct SPDs in place, with specific reference made to design. The Interim Service Director advised the new Local Plan was needed to set out the primary policies. The Neighbourhood Planning Service Manager reported that, as part of the National Model Design Code Pilot Programme Phase 1, the council had worked with local councils to consider how design coding could be integrated into reviews of Neighbourhood Development Plans (NPDs), and the Local Plan would include an overarching design code for the county.
20. The Chairperson noted the challenges for planning officers in managing high caseloads and covering large areas, and in other areas of the service such as policy development and enforcement, and thanked the officers for their hard work.
21. The Chairperson questioned whether the council had the resources to deliver the planning improvement plan. The Cabinet Member commented on the budgeting process that was underway and on the funds that had been set aside to support the development of the Local Plan.
22. The Neighbourhood Planning Service Manager confirmed that NPDs would remain part of the development plan until replaced. Therefore, unless an update was required under the current Core Strategy, NPDs did not need to be reviewed by local councils currently, as it was not certain at this stage which settlements would be included in the settlement hierarchy; as that work emerged, engagement would be undertaken with individual local councils.
23. The Lead Development Officer confirmed that the authority did not get many requests for Article 4 Directions (restrictions on permitted development) but provided a couple of examples. The Interim Service Director emphasised the need for sufficient justification. There was a brief discussion about the use of Article 4 Directions in relation to Conservation Areas.
24. The Chairperson questioned whether Section 106 monies could contribute towards the costs of a Development Monitoring Officer.
25. In response to a question about the executive response to recommendation m) [on the topic of untidy / derelict sites], the Interim Service Director said that officers were aware of the powers available to deal with problematic sites and to recoup costs, untidiness was subjective, each case had to be considered on its own merits, action had to be justified as being in the public interest, and it would be difficult to allocate a specific budget for such action given the unknown costs that could be incurred where action was deemed necessary.
26. A number of participants complimented officers in the planning service. The Chairperson noted that the improvement plan must improve the situation for staff.
27. The Interim Service Director confirmed that IT solutions for the planning service would be considered alongside the wider review of systems being undertaken by the Interim Head of IT.
28. In response to a question, the Interim Service Director clarified that the natural environment team managed applications to carry out work on trees.

In conclusion, the Chairperson suggested that the issues raised during the discussion should be reflected upon in the continuing improvement process.

Resolved:

That:

- a) The executive responses to the predecessor General Scrutiny Committee recommendations made in March 2022 be noted; and**
- b) The minutes of this meeting be used to inform the planning improvement plan process, particularly in terms of the points raised about communications and relationships.**

The meeting ended at 12.05 pm

Chairperson



Title of report: Herefordshire Community Safety Partnership

Meeting: Connected Communities Scrutiny Committee

Meeting date: Monday 13 February 2023

Report by: Adrian Turton, Partnership Officer on behalf of the Herefordshire Community Safety Partnership

Classification

Open

Decision type

This is not an executive decision.

Wards affected

(All Wards)

Purpose

In accordance with the Crime and Disorder Act 1998, the Herefordshire Council Connected Communities Scrutiny Committee delivers the crime and disorder scrutiny function for Herefordshire Community Safety Partnership.

Recommendation(s)

The scrutiny committee is asked to note the reports and to make comment and offer any recommendations to the Herefordshire Community Safety Partnership regarding the Partnership's direction of travel in 2023/24.

Alternative options

1. No alternative is required for this scrutiny process

Key considerations

2. That on 13 February 2023, the committee consider the effectiveness of the Community Safety Partnership (CSP) in improving community safety in Herefordshire, the latest statistics and trends in local crime; how each of the responsible authorities engages with and contributes resources to the work of the CSP; the effectiveness of leadership and partnership arrangements; how the responsible authorities produce and share key data; how the local community is involved in the work of the CSP; and how the CSP compares to other CSPs in region and similar areas.

Further information on the subject of this report is available from
Adrian Turton, Partnership Officer, email: adrian.turton@herefordshire.gov.uk

3. That the Connected Communities Scrutiny Committee appraises the CSP documents provided accompanying this report to inform discussion on the 13 February 2023.
4. This scrutiny exercise appraises the effectiveness of the CSP. Herefordshire Council is one of 5 equal responsible authorities that sit on the CSP Board.

Community impact

5. In accordance with the adopted code of corporate governance, Herefordshire Council is committed to promoting a positive working culture that accepts, and encourages constructive challenge, and recognises that a culture and structure for scrutiny are key elements for accountable decision making, policy development and review. Topics selected for scrutiny should have regard to what matters to residents.
6. The Herefordshire Community Safety Partnership has remit to collectively tackle crime and disorder in Herefordshire, including anti-social behaviour and illicit substance misuse. The CSP also has a requirement to reduce re-offending in Herefordshire and to commission domestic homicide reviews.

Environmental impact

7. Whilst this is a standard meeting and will have minimal environmental impacts, consideration has been made to minimise waste and resource use in line with the council's Environmental Policy.
8. Whilst carrying out their function and statutory duties all member agencies of the Herefordshire Community Safety Partnership will have due regard to reducing their environmental impact.

Equality duty

9. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to –
 - a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
10. The public sector equality duty (specific duty) requires consideration as to how we can positively contribute to the advancement of equality and good relations, and demonstrate that public authorities are paying 'due regard' in decision making in the design of policies and in the delivery of services.

Resource implications

11. The costs of the work of the committee will have to be met within existing resources.

Legal implications

12. The Council is required to deliver a community safety scrutiny function in line with the Crime and Disorder Act 1998.

Risk management

13.

Risk / opportunity	Mitigation
There is a reputational risk to the council if the scrutiny function does not operate effectively.	The arrangements for this committee mitigate this risk.

Consultees

14. Not applicable - although Mr John Campion, West Mercia Police and Crime Commissioner, and his representative has been invited to attend this scrutiny committee as a guest of the HCSP Board.

Appendices

15. The following papers have been submitted in support of the Scrutiny presentation:
- Appendix A Scrutiny report for the Connected Communities Scrutiny Committee
 - Appendix B Summary presentation
 - Appendix C Herefordshire Community Safety Partnership Strategy 2021/2024
 - Appendix D Herefordshire Community Safety Partnership Structure Diagram

Background papers

None identified.

Scrutiny Report for the Connected Communities Scrutiny Committee to be held on Monday 13 February 2023

Outline/ Brief:

To consider the effectiveness of the Community Safety Partnership (CSP) in improving community safety in Herefordshire, including matters relating to: the latest statistics and trends in local crime; how each of the responsible authorities engages with and contributes resources to the work of the CSP; the effectiveness of leadership and partnership arrangements; how the responsible authorities produce and share key data; how the local community is involved in the work of the CSP; and how the CSP compares to other CSPs in the region and similar areas.

1. Introduction

This is a briefing paper for the Connected Communities Scrutiny Committee to be held on Monday 13 February 2023. The paper summarises the strategy and objectives of the Herefordshire Community Safety Partnership (hereafter referred to as HCSP), Herefordshire crime and offence statistics, and will provide information to address the questions posed by the scrutiny committee.

2. Briefing on Scrutiny Process

The Crime and Disorder Act 1998 determines the overarching statutory legislation to Community Safety Partnerships (CSP). Provision for the scrutiny of Community Safety Partnerships sits with the local authority, in Herefordshire that is the Unitary Council.

Crime and Disorder Act 1998

[Chapter 37, Part 1, Chapter 1, Section 5 — Crime & Disorder Act 1998](#)

(a) may require the councils for the local government areas to appoint a“joint crime and disorder committee” and to arrange for crime and disorder scrutiny functions
.....

For the purposes of the Herefordshire Council and HCSP the Connected Communities Scrutiny Committee delivers the crime and disorder scrutiny function.

NB The CSP scrutiny requirement should not be confused with the Police & Crime Panel which is the Police & Crime Commissioner scrutiny panel, facilitated in West Mercia by Worcestershire County Council. Herefordshire has two Councillor representatives on that Panel.

3. Background to Scrutiny

The General Overview and Scrutiny Committee met in January 2017 to carry out the scrutiny function for Herefordshire. There has not been a crime and disorder scrutiny meeting since; albeit an update from the Police and Crime Commissioner was considered in November 2021 ([link](#)). This is undoubtedly too long since a scrutiny

function was carried out however mitigating factors including a busy scrutiny programme, prior to and post covid 19 pandemic have contributed to the delay. There does not appear to be a mandatory time scale for scrutiny but a requirement to effectively facilitate that requirement. The recommendation is that the next council (May 2023 onwards), the committee, as part of its work programming, allocate scrutiny resources to overview the performance of the HCSP.

4. Briefing Herefordshire Community Safety Partnership

The Crime and Disorder Act 1998 and subsequent related legislation and amendments provides the overarching statutory legalisation for the Herefordshire Community Safety Partnership.

The HCSP has five responsible authorities; Herefordshire Council (local authority), West Mercia Police, National Probation Service, Hereford and Worcester Fire and Rescue Service and the Herefordshire and Worcestershire Integrated Care Board* (ICB) (*health representative).

The legislation places a duty on the five responsible authorities to form a strategic group and invite other agencies to that group including the Police and Crime Commissioner.

There is a requirement for the HCSP to:

- Undertake and be responsible for preparing and implementing a strategic assessment and Community Safety Partnership plan for Herefordshire.
- Ensure all five of the responsible authorities are represented on the HCSP Board and hold a senior position within their home organisation.
- Invite the elected member responsible for community safety on Herefordshire Council to be a member of the HCSP Board. The Herefordshire Cabinet member responsible for Community Safety is the Chair of the HCSP with the police lead (the Superintendent) for Herefordshire the Vice Chair.
- Have an information-sharing protocol in place, The Herefordshire Overarching Information Sharing Protocol, signed by all responsible authorities.
- The HCSP Board is responsible for the implementation of the partnership plan.
- Take due regard to the policies and strategy of the elected Police and Crime Commissioner for West Mercia.
- The HCSP will commission domestic homicide reviews according to the statutory guidance issued by the Home Office; to review the circumstances in which the death of a person aged 16 or over has, or appears to have, resulted from violence, abuse or neglect.
- Tackle anti-social behaviour (ASB) and protect victims and communities from ASB and in Herefordshire manage and oversee the Community Trigger process.
- Deliver other statutory obligations including having a plan to combat the misuse of drugs, alcohol and other substances in the Herefordshire, and to have a reducing re-offending strategy for Herefordshire.

HCSP seeks to ensure strategic commitment and joint working to achieve reductions in crime and in the fear of crime. The purpose of the Partnership is to promote and exercise a collective responsibility and to evidence a strategic approach towards identified priorities with an emphasis on reducing crime, disorder, antisocial behaviour and its

associated impact on those within the geographical area of the Herefordshire Community Safety Partnership.

5. Other Relevant and Important Legislation

Over the past few years legislation has been put in place that supports and complements the purpose of the HCSP.

Domestic Abuse Act 2021 – including the requirement for a Domestic Abuse Local Partnership Board

The publication of the government's **10-year plan to cut drug crime and save lives, 'From harm to hope'** in December 2021 to combating illicit drugs including a requirement to establish a Combatting Drugs Partnership. Which for Herefordshire is a combined collaborative partnership between Herefordshire and Worcestershire.

Serious Violence Duty - The 2021 Police Crime Sentencing and Courts Bill has laid out the Serious Violence Duty requiring specified authorities to work together to reduce and prevent serious violence. The Serious Violence Duty will commence in January 2023. There will be a requirement to carry out a serious violence needs assessment, agree a serious violence strategy and in order to comply with the Duty create a new partnership, or use an existing partnership with appropriate modifications, which is the Herefordshire preferred option.

It would be fair to say that with these newly created strategic partnerships, one can see an increasingly complex partnership working environment, especially when one also considers the community safety links with the Police and Crime Commissioner's Office, the Herefordshire Safeguarding Children Partnership, the Herefordshire Safeguarding Adults Board, and the Health and Wellbeing Board.

6. Current HCSP Delegate Listing

Responsible Authorities:

Herefordshire Council – Councillor Ange Tyler, Cabinet Member responsible for Community Safety,

Darryl Freeman Corporate Director, Children and Young People

West Mercia Police – T/ Superintendent Helen Wain, Local Policing Commander, Herefordshire

National Probation Service – George Branch, Head of Probation, Hereford, Shropshire and Telford PDU

Hereford and Worcester Fire and Rescue Service - Anna Davidson, Assistant Director: Prevention

Herefordshire and Worcestershire Integrated Care Board (ICB) – Jon Barnes, Chief Transformation and Delivery Officer

Other representatives on the HCSP Board:

West Mercia PCC - Deputy PCC

West Mercia Youth Justice Service – Head of Service

Herefordshire Council CEO

Herefordshire Council Director of Public Health (or deputy)

Herefordshire Council Corporate Director Community Wellbeing (or deputy)

Herefordshire Council – Head of Public Protection

West Mercia PCC – Higher Partnership Analyst

Voluntary and Community Sector Representative - Vennture

Herefordshire Safeguarding Adults Board - Independent Chair

HCSP Board Meeting Attendance by Key Agency:

CSP Board Meeting Dates	02 March 2022	04 July 2022	07 Sept 2022	02 Dec 2022
Agency Attendance/ Representation				
Herefordshire Council	✓	✓	✓	✓
West Mercia Police	✓	✓	✓	✓
National Probation Service	✓	-	✓	✓
H&W Fire and Rescue	✓	✓	✓	✓
Health (ICB)	-	✓	-	✓
Youth Justice Service	✓	✓	✓	✓
PCC	✓	✓	-	✓

Individual HCSP sub group agency meeting attendance is also good, demonstrating enthusiasm and motivation for sub group activity.

7. Current HCSP Strategy and Priorities

The current Herefordshire Community Safety Partnership Strategy is from April 2021 to March 2024. The Strategy accompanies this report see Appendix C.

HCSP has two main strategic priorities to address; Violence Against Women and Girls (VAWG) and to tackle Domestic Abuse in Herefordshire.

8. Violence Against Women and Girls:

This priority was chosen due to concerns over the number of sexual assaults and rapes in Herefordshire as indicated in the 2020 HCSP needs assessment. VAWG was agreed as a HCSP priority, prior to the sad murders of Sarah Everard, Julia James and Sabina Nessa, and the subsequent national focus on misogyny and VAWG. Herefordshire is the first CSP in West Mercia to have VAWG as a strategic priority.

The table below shows the number of VAWG offences across West Mercia

West Mercia VAWG Offences

Offences	2019/20	2020/21	2021/22	Offences per 1,000 population
Telford & Wrekin	3,053	2,817	3,685	48 offences per 1,000 population
North Worcestershire	3,494	3,602	4,289	40 offences per 1,000 population
South Worcestershire	3,608	3,450	4,504	32 offences per 1,000 population
Shropshire	3,204	3,037	3,733	30 offences per 1,000 population
Herefordshire	1,830	2,013	2,678	27 offences per 1,000 population

Source: Violence Against Women and Girls West Mercia Problem Profile (Published 01 Sept 2022)

The number of recorded West Mercia police VAWG offences has increased over a three year period in Herefordshire. This replicates increases in all other West Mercia CSP areas. Note, without detailed analysis it is difficult to interpret the data as in some cases the increase in offences may indicate an increase in confidence in reporting VAWG offences.

Across West Mercia half of the offences recorded between April 2021 and March 2022 were reported on the same day of the offence. Just over 25% of the offences were reported no earlier than 28 days after the offence took place. Seventeen percent of the total recorded offences in 2021/22 were reported 6 months or later after the offence took place.

The HCSP Strategy outlined three main actions to complete in the VAWG work stream. See Priority 1 table below.

Safer Streets Funding

The Safer Streets initiative pulling in over £500,000 of external funding has been a success in Herefordshire. The initiative has been driven by West Mercia Police, the voluntary and community sector, VAWG support service providers and Herefordshire Council CCTV. The programme includes the [Time for Change](#) campaign, increased and

improved CCTV coverage and provision, education initiatives in schools, working with the night time economy and clearance of undergrowth and vegetation along footpaths that caused concern for pedestrians especially at night.

The Safer Streets grant application was evidenced by a survey carried out by West Mercia Police and Vennture interviewing women and girls about their concerns for their safety on Hereford streets especially at night time. The survey identified areas in Hereford city where women and girls felt most unsafe, and those results informed the CCTV improvements and improvement to vegetation and sight lines along footpaths. This survey is a strong form of community involvement carried out by the CSP Partners.

Multi-agency partners pulled together to submit a strong evidenced based funding bid to apply for the Home Office funding. It must be acknowledged that the momentum and initiative to apply for the funding was driven by West Mercia Police and the Office of the Police & Crime Commissioner and cannot be directly accredited to the HCSP Board, although the Board strongly supported and continues to support the Safer Streets initiative.

The HCSP Board thanks those agency representatives and volunteers for their time to meet on a fortnightly basis to drive the Safer Streets initiative forward.

Herefordshire Sexual Violence Strategy

The Herefordshire Community Safety Partnership Sexual Violence Strategy 2023-2028 is currently in draft in its final consultation stage. The document will be considered at the HCSP Board meeting in March 2023 and once agreed will be published. The strategy was driven by the HCSP Tackling Sexual Violence Sub-group, with the main contributors being West Mercia Rape and Sexual Assault Support Centre, Herefordshire and Worcestershire Integrated Commissioning Board, and the Herefordshire Council Public Health Team. The sub group includes many representatives from various agencies and sectors including volunteers.

Working with Herefordshire Women's Equality Group (HWEG)

The HCSP Board saw the benefit of working with Herefordshire Women's Equality Group (HWEG) as a critical friend, consulting with them and responding to feedback around Herefordshire's response to VAWG. A number of HWEG individuals have worked with the Tackling Sexual Violence sub-group, volunteered to sit on the Safer Streets steering group, commented and input into the draft Sexual Violence Strategy and provided challenges to the Partnership and single agencies. The HCSP Board is grateful for the time volunteered by these individuals.

Priority 1. Violence against women and girls

Where we want to be	How we will do it	By when	Lead Agency
Continued spend of Safer Street funding	By completing agreed activity included in the bid	April 2022 Completed for Safer Streets 3	West Mercia Police
Tackling violence against women and girls and sexual violence in the county by following a Violence Against Women and Girls Strategy for Herefordshire	The Tackling Sexual Violence Delivery Group will develop a Sexual Violence Strategy and, follow an agreed workplan.	September 2022 Strategy due to be agreed March 2023	Herefordshire Council Public Health
Provide a platform for women and girls to be heard	Working with Herefordshire Women's Equality Group (HWEG) as a critical friend, consulting with them and responding to feedback.	April 2023 Completed and on-going	Herefordshire Council

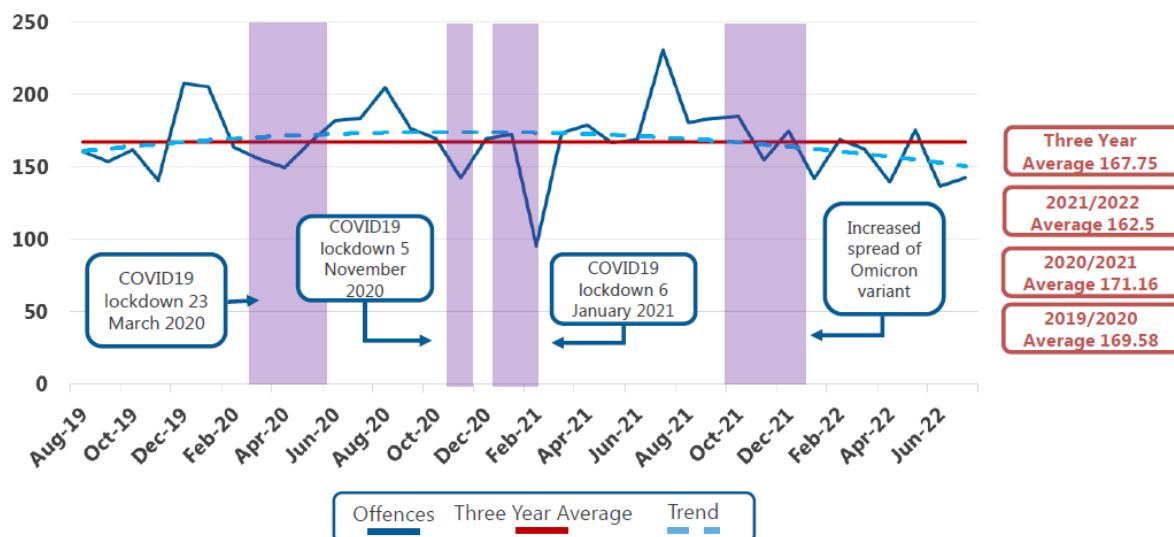
9. Tackling Domestic Abuse in Herefordshire

Domestic Abuse (DA) has been a longstanding priority for the HCSP. Domestic abuse is a national concern and no worse in Herefordshire than elsewhere.

The Herefordshire Community Safety Domestic Abuse Thematic Overview published in September 2022 by the OPCC analysts for the Herefordshire CSP provides police data on domestic abuse in the county. Domestic abuse is recorded by the police by recording the offence. For example, the offence may be; violence with injury, violence without injury, and stalking and harassment. Each offence for domestic abuse will have a domestic abuse marker which enables West Mercia Police to chart DA offences.

The table below outlines the recorded offences for Herefordshire with domestic abuse markers over a three year period. The analysts has helpfully indicated the periods of covid lockdown and the impact.

Recorded offences with domestic abuse markers between 1 August 2019 and 31 July 2022



The impact of domestic abuse on children is significant. The Herefordshire Community Safety Domestic Abuse Thematic Overview (September 2022) states,

“597 children recorded with a role of witness, involved party or victim of domestic abuse (crimes and incidents) were linked to 360 domestic abuse offences and crimed incidents between 1 May and 31 July 2022”.

A Change in Structure from 2021 to Tackle Domestic Abuse

Following the DA Act 2021 there is now a requirement for a Domestic Abuse Local Partnership Board in Herefordshire, which is separate from the HCSP, and managed by the Herefordshire Council Community Wellbeing Directorate. The DA Strategic Partnership is a joint commissioning body commissioning support for victims and their family, providing housing support, and interventions for perpetrators of domestic abuse. Funding for interventions is provided by Herefordshire Council, central Government, and the West Mercia Police and Crime Commissioner.

Whilst the Domestic Abuse Local Partnership Board is the multi-agency strategic driver to tackle domestic abuse; tackling domestic abuse also remains a strategic priority for the Herefordshire Community Safety Partnership and the CSP sub group, (now called DA Operations group) has provided a number of interventions.

The HCSP with safeguarding partners have provided multi-agency domestic abuse awareness and training courses (offering 19 courses in this financial year), run a very successful White Ribbon domestic abuse campaign including a conference attended by 186 delegates, and has continued to monitor the effectiveness of MARAC. MARAC is a multi-agency risk assessment case conference meeting held twice a month to review high risk cases of domestic abuse to keep safe the victim(s).

The Priority 2 Domestic abuse table below identifies the main strategic objectives for the CSP as outlined in the Herefordshire Community Safety Partnership Strategy from April 2021 to March 2024.

Priority 2. Domestic Abuse

Where we want to be	How we will do it	By when	Lead Agency
Herefordshire must implement and align to the new Domestic Abuse Act 2021	Establish the Domestic Abuse Local Strategic Partnership	Dec 2021 Completed	Herefordshire Council & West Mercia Police
	Produce a needs analysis	Dec 2021 Completed	
	Refresh the Domestic Abuse Strategy	March 22 On track	
	Ensure that the workplan is delivered	March 24 Revised workplan on going	
We must ensure that we are strategically aligned across other Partnership Boards, including the Domestic Abuse Local Strategic Partnership, Herefordshire Safeguarding Adults Board, the Herefordshire Safeguarding Children Partnership and the Herefordshire Health and Wellbeing Board	Robust reporting to strategic boards on the progress of Domestic Abuse, strategy, interventions and initiatives.	March 2024 On track	West Mercia Police

10. Further Strategic Objectives

In addition to the two main CSP priorities the statutory responsibilities for the Herefordshire Community Safety Partnership remain in place.

For each statutory responsibility the HCSP identified specific objectives.

a) Work towards reducing crime and disorder in the area, including anti-social behaviour (ASB). This is being delivered across multiple sub-groups of the HCSP. Objectives are to:

- Promote Community Cohesion to address anti-social behaviour, hate crime and to prevent people from being drawn into terrorism
- Tackle Serious Organised Crime and the harm that it causes

b) Combat the misuse of drugs, alcohol and other substances in the area. This is being primarily delivered through the Substance Misuse work stream. Objectives are to:

- Bring to justice those that supply illegal drugs and counterfeit goods and support them to change their behaviour
- Raise awareness of the harm caused by substance misuse and provide support for those that need help

c) Reduce re-offending in the area, primarily delivered by the Reducing Re-offending work stream. Objectives are to:

- Support partners to effectively work together to reduce offending
- Deliver a local response to local problems and
- Remain publicly accountable to reduce re-offending

In addition, the HCSP has overall responsibility for commissioning Domestic Homicide Reviews (DHRs) in Herefordshire. There are 9 DHRs that have either been completed or are in the process of being completed since the DHR legislation was introduced in 2013.

The HCSP facilitates the processing of Community Triggers, sometimes referred to as ASB case reviews. In the financial years 2020/21 nine Triggers were submitted, 2021/22 five Triggers submitted, and during this current year 22/23 nine Triggers have been submitted up to the end of December 2022. Working alongside Herefordshire Council, the Community Trigger process is currently being reviewed and demand placed on resources highlighted as more triggers are being submitted.

The HCSP meeting structure outlines all the meeting groups and work streams, some of which are supported by individual agencies, for example the Probation Service supports the reducing re-offending work stream, and Herefordshire Council, Children and Young People Directorate, facilitates the Prevent agenda and Chanel Panel.

11. A New Strategy for 2024 to 2027

Work will commence this calendar year to draft a new HCSP Strategy for 2024 – 2027. It is anticipated the new draft HCSP strategy will be agreed at the 22 December 2023 Board Meeting and published in March 2024.

12. HCSP Meeting Structure

See Appendix D

13. HCSP Statistics and Comparative Data

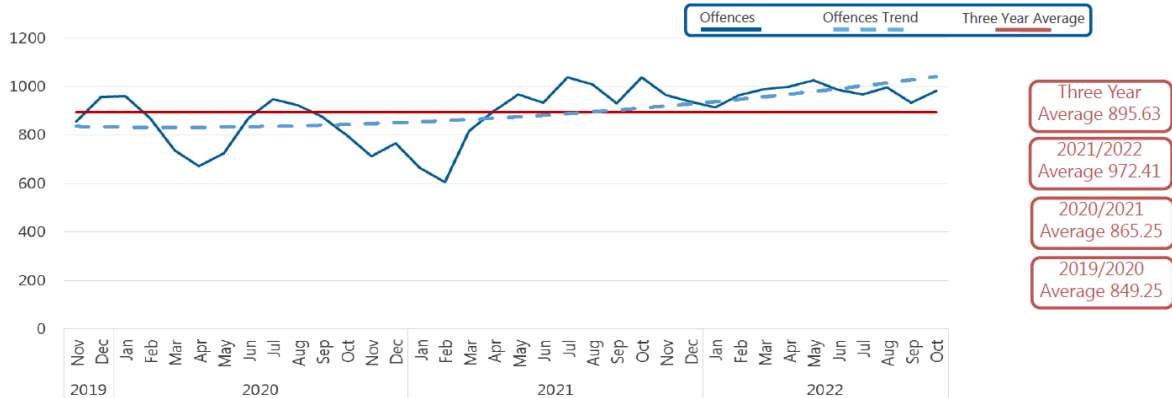
Data is provided earlier in this document during the discussion concerning the two HCSP Strategic Priorities – VAWG and DA.

All Crime

The Chart below lists all crime trends in Herefordshire. Offences have been increasing since the lifting of COVID-19 lockdown measures, however, offences are starting to exceed pre-COVID levels and are continuing to increase. From March 2021, offences have remained above the three year average.

All Crime Trends

Offences committed in Herefordshire between 1 August 2019 and 31 July 2022



Data source Herefordshire Community Safety Partnership All Crime Overview - 01 November 2019 to 31 October 2022 published December 2022.

Comparative Data

The table below depicts West Mercia Police data, indicating the Local Policing Area offence levels for 2022 from April to December 2022.

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The table below shows data taken from the Office of National Statistics (ONS) website providing some comparative CSP data. The data can be found at the following link: [Recorded crime data by Community Safety Partnership area - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/recorded-crime-data-by-community-safety-partnership-area)

The table below depicts:

- 1) Community Safety Partnerships: the number of recorded crimes for headline offences, year ending September 2022 (Column B)

and the

2) Community Safety Partnerships: Recorded crime rate per 1,000 population for headline offences, year ending September 2022 (Column C)

The table includes data for comparison from Herefordshire, the other West Mercia CSPs, the author has chosen four other community safety partnerships for comparison that may be regarded as ‘similar’ to Herefordshire* (*no methodology was used to select those ‘similar’ community safety partnerships).

Readers can view the whole table and select similar comparators using the link [Recorded crime data by Community Safety Partnership area - Office for National Statistics \(ons.gov.uk\)](#) the website also provides data on crimes by category for each CSP.

Recorded crime rate for headline offences by Community Safety Partnership area, year ending September 2022

Police Force Area Name	Community Safety Partnership Name	Population figures (mid-2020) - rounded to 100	Total Recorded Crime (excluding Fraud)	Total Recorded Crime (excluding Fraud) per 1,000 population
Column		A	B	C
West Mercia	Herefordshire	193,600	12,382	64
Wiltshire	Wiltshire	504,100	25,751	51
Suffolk	West Suffolk	177,300	12,375	70
Norfolk	King's Lynn and West Norfolk	151,200	10,570	70
Devon and Cornwall	S. Devon and Dartmoor	279,100	11,162	40
West Mercia	Telford & Wrekin	181,300	17,568	97
West Mercia	North Worcestershire	287,300	21,358	74
West Mercia	South Worcestershire	310,800	23,240	75
West Mercia	Shropshire	325,400	18,518	57

Source: ONS Dataset - Recorded crime data by Community Safety Partnership area

14. Funding

The Herefordshire Community Safety Partnership does not have a dedicated operational budget. An annual Community Safety Partnership grant is allocated to Herefordshire by the West Mercia Police and Crime Commissioner. The allocation for 2022/23 is £100,666, with £37,700 ‘top sliced’ for partnership activity; partnership analyst resource, funding for the integrated offender management programme, hate crime initiatives, and the CrimeStoppers programme. The balance £62,966 is allocated by the HCSP to projects to achieve strategic objectives including; domestic abuse training and support for victims, child exploitation awareness interventions, funding for the homelessness winter shelter provision, and the DISC night time economy initiative.

The Office of the Police and Crime Commissioner also commissions numerous interventions for Herefordshire that are commissioned centrally from the Office of the Police and Crime Commissioner. A breakdown of the commissioned activity can be found at [Herefordshire - West Mercia Police Crime Commissioner \(westmercia-pcc.gov.uk\)](#)

No specific dedicated external funding supports Community Safety Partnership posts or support function. Single part time officer support is allocated from the Herefordshire Council Partnership Team to support the HCSP activity. The Partnership Team also supports the Herefordshire Safeguarding Adults Board and the Herefordshire Safeguarding Children Partnership which is a jointly funded team financed by contributions from Herefordshire Council, West Mercia Police and the Integrated Care Board (health sector).

Partner agencies fund their own activity from their core budget that contributes to the objectives of the HCSP. For example, Anna Davidson, Assistant Director for Prevention, Hereford & Worcester Fire and Rescue Service (HWFRS) highlights the work of HWRRS to Herefordshire residents.

Hereford & Worcester Fire and Rescue Service is one of the five Statutory Members of the Herefordshire Community Safety Partnership, engaging and working collaboratively to address crime and disorder in a local area from a multi-agency perspective.

The Fire Authority publishes a Community Risk Management Plan (CRMP) every five years and this is our overall strategy for helping to keep the community and the environment safe from fire and other emergencies. The Prevention Strategy drives everything we do, and underpins our mission of delivering high quality and sustainable services to our communities.

Our prevention work aims to support our communities to stay safe and well in their homes, on the roads and in the wider environment. Attendance at CSP meetings is therefore vital to inform local activity and preventative work. Members of the HWFRS Prevention Team specifically focus on juvenile fire setter interventions. This scheme aims to change the behaviour of young people who engage in anti-social activities and fire setting.

HWFRS also focuses on signposting and referring people to partner agencies as required and supporting valued partners in delivering community safety messages. HWFRS are part of the Signposting service which brings support to thousands of people, helping them to lead a safer and more independent life. The scheme works by providing a referral network so that staff working for participating organisations can alert other partners in the scheme about concerns or issues they have identified when visiting people as part of their work.

We use our prevention activities to help to reduce risk in our communities and to increase safety awareness and education to ensure a greater understanding of risks. All priorities identified in the HWFRS Prevention Strategy aim to involve and support the local community.

15. Leadership, Effectiveness and Partnership Arrangements

The Herefordshire Community Safety Partnership is traditionally chaired by the Herefordshire Council Cabinet Member for Community Safety. The Vice Chair is the Superintendent responsible for Policing in Herefordshire. Chairs of sub groups can be

Board members or delegated officers from various organisations with a specialism in the subject content.

The Board meets quarterly and sub groups generally meet on alternate months of the year. Each sub group has a work plan. The two CSP priority work streams (Domestic abuse and violence against women and girls) report to the Board quarterly and other sub groups by exception/ highlight reports.

This paper highlights the good work of the partnership, but it is appropriate to reflect that the Board often considers the impact it is having on keeping the Herefordshire community safe and free from crime. What added value are the Board and sub groups bringing to the work of the CSP? This is a challenge which is very difficult to measure. The Board and sub groups may consider moving away from strategic oversight and address specific challenges from a multi-agency perspective for example to tackle specific issues or local area problems highlighted in the Board's quarterly analytical report. But at the same time there are specific strategic requirements that need high level attention.

The Serious Violence Duty placed on Herefordshire, being phased in during 2023, requires the CSP (as the nominated lead) to carry out a needs analysis, produce a serious violence strategy, an annual workplan and to actively measure the impact interventions are having to tackle serious violence. This will focus the work of the Board as the intention in Herefordshire is to use existing structures and groups to deliver the serious violence duty.

The HCSP is aware that the Home Office intends to carry out a review of community safety partnerships with the aim of improving their transparency, accountability, and effectiveness, and assessing their position within the wider landscape of local partnerships across England and Wales. It is reported that the LGA's National Community Safety Partnerships Event on the 14 December 2022 focused on promoting evidence-based practice and in particular implementing the Serious Violence Duty.

As conveyed from the meeting, there were key messages provided by the Crime Strategy Lead at the Home Office, who is leading on the CSP review:

The Home Office acknowledges that strong local partnerships are key to reducing crime and disorder but that the CSP landscape has been largely untouched for some time. The Home Office has not yet been able to progress the CSP review but they have identified the key themes for the review.

These are:

- Roles and responsibilities
- Accountability
- Data sharing
- The role of CSPs in tackling anti-social behaviour (identified as a particular area of interest)

16. Board Member Reflections

Board members have been invited to submit for this report their own reflections on the Herefordshire Community Safety Partnership.

“As a member of the Community Safety Partnership it is extremely useful to understand how we can support and promote community safety and togetherness. The Partnership strive to regularly self-reflect and review our effectiveness to ensure we continue to help improve the safety and well-being of residents and visitors to the county.”

Anna Davidson, Assistant Director – Prevention, Hereford & Worcester Fire and Rescue Service

Over the last 3.5 years, the HCSP has met quarterly. For the majority of this time meetings have been via MS Teams due to Covid restrictions. As we know there are 5 partners to protect communities against Crime & Disorder and as Cabinet Member for Housing, Regulatory Services & Community Safety, I Chair the Partnership.

It goes without saying, partnership working has been difficult due to limitations of resource and sharing analytical data to provide an overview of what is happening within our communities. At present, the quarterly review is predominately Police data and is written by the data analysts provided by the Police and Crime Commissioner. The Partnership Team has struggled, due to stretched resources within the unit, to provide support to the HCSP alongside providing services to cover the two Herefordshire Safeguarding Boards.

There are two priorities for the HCSP, firstly tackling Domestic Abuse and secondly to address Violence Against Women & Girls. The Safer Streets initiative has been instrumental to help move forward the VAWG agenda, due to the resources and drive of West Mercia Police. This Safer Streets campaign has been hugely effective in highlighting how women & girls feel safe within their environment as well as helping the partnership deliver against this priority.

I believe the Partnership is growing with the renewed commitment of engagement, however, the limited resource within the Partnership Team and difficulties of collecting data will affect the Partnership. The HCSP can only be effective with greater collaboration and resource to help reduce Crime & Disorder for Herefordshire.

Cllr Tyler, Chair of HCSP Assessment of Effectiveness of HCSP

17. Data Sharing

The Overarching Information Sharing Protocol for Herefordshire and safeguarding and crime and disorder legislation enables information sharing to take place between agencies to protect individuals and prevent crime and disorder.

The numerous products and reports provided by the Police and Crime Commissioner Partnership Analysts based at West Mercia Police Headquarters are good and delivered

in a timely manner. However, most of the data provided in the reports is police data only. This is a challenge the CSP has to overcome and undermines the potential value of the strategic analytical reports.

Specific case information is shared between individual agencies across the CSP and safeguarding partnerships.

18. Working with the Community

There are some excellent pieces of work where the Herefordshire Community Safety Partnership has engaged with the community. Of note, is the excellent consultation exercise to gain information to support Herefordshire's bid for Safer Streets funding. West Mercia Police colleagues and volunteers from Vennture (charity) carried out interviews with women and girls asking where they least felt safe? Identifying both the locations and the times they felt unsafe. This information has been used to inform changes to vegetation in the city to improve sight lines, upgrades to the CCTV coverage, and to inform police officer and volunteer (Street Pastor and similar) patrols in the city.

The Chief Executive of Vennture sits on the Herefordshire Community Safety Partnership Board as the community and voluntary sector representative.

Herefordshire Womens Equality Group (HWEG) have also been a key organisation to champion and move forward Safer Streets, this group also sits on the Sexual Violence sub group and both supports and scrutinises the VAWG priority work stream. HWEG positively contributed to the draft Herefordshire Sexual Violence Strategy.

Nevertheless, the HCSP recognises that during the evidence gathering approach to produce the CSP Strategic Assessment and Strategy, the views of the community have not been gathered. Resources are not available to complete Partnership surveys and information gathering to gain the views of Herefordshire people on how safe they feel and what concerns them the most?

19. Moving Forward

HCSP will work to improve Board member knowledge and understanding, and improve accountability through attendance, actions and tasking. It is recognised that there is a positive appetite for partnership working, however, the pressures on resources are significant and we must understand the gaps and how these impact on timescales and outcomes. It should also be noted that the CSP is a partnership and not a resource.

Further engagement of non-statutory partners will be actively encouraged to further inform and strengthen the partnership work to reduce crime and disorder.

We will continue to work with the Office of the Police and Crime Commissioner (OPCC) to ensure projects initiated locally and centrally work well together and that the local needs, delivery considerations and priorities are considered to ensure an understanding of the unique issues facing the CSP.

Work has begun through attendance at ASB taskforce meetings and feedback to the PCC grants process. We will seek to engage with the projects that have secured funding to ensure the work compliments our priorities.

We will contribute to the government CSP review with our experiences of challenges and successes.

The Partnership has recently established a new webpage and there is much scope to use digital communications technology to spread awareness of community safety issues and key CSP messages.

The HCSP will continue to monitor crime levels in Herefordshire, especially the apparent trend that crime is exceeding pre covid levels. Covid has provided such a skew on crime data, the long term trend may have to be followed closely. The cost-of-living crisis may lead to an increase in deprivation and possibly crime. The Partnership will look to consider the impact of this on our communities and ensure that work continues to provide reassurance and increase feelings of safety to those who reside, work and visit our areas.

20. Conclusion

This is a lengthy report outlining the structure of the Herefordshire Community Safety Partnership, the rationale for the scrutiny process, the strategic objectives of the Partnership, and the effectiveness of the CSP. The document has followed the brief given to the CSP by the Scrutiny Committee.

HCSP has achieved a great deal over the past 12 months and is ahead of others in delivering the Serious Violence Duty and identifying that tackling violence against women and girls is a key strategic priority. Tackling domestic abuse is everyone's responsibility in particular educating Herefordshire residents, including children and young people, that abusive and controlling behaviour is not acceptable.

There are challenges facing the Partnership, most notably evidencing the impact of the HCSP and putting in place effective working with stretched and reduced resources. The Partnership welcomes the Home Office review of CSPs in particular an appreciation of how the Partnership fits within an increasingly complex Partnership structure.

The Chair of Herefordshire Community Safety Partnership, Councillor Ange Tyler, would like to thank members of the HCSP Board, colleagues from all agencies and volunteers for their efforts over the past year to deliver the Herefordshire Community Safety Partnership strategy and interventions.

Herefordshire
Community Safety Partnership

Briefing Connected Communities Scrutiny Committee
13 February 2023

Herefordshire Community Safety Partnership

⌘ Chair - Councillor Ange Tyler

Briefing Connected Communities Scrutiny Committee 13 February 2023

- ▶ Community Safety Partnerships were set up under the Crime and Disorder Act 1998.
- ▶ The responsible authorities for the Herefordshire Community Safety Partnership are:
 - ▶ Herefordshire Council
 - ▶ West Mercia Police
 - ▶ Hereford and Worcester Fire and Rescue Service
 - ▶ Herefordshire & Worcestershire Integrated Care Board - (Health)
 - ▶ The Probation Service
- ▶ Herefordshire Council provides the statutory scrutiny function for the CSP

Briefing Connected Communities Scrutiny Committee 13 February 2023

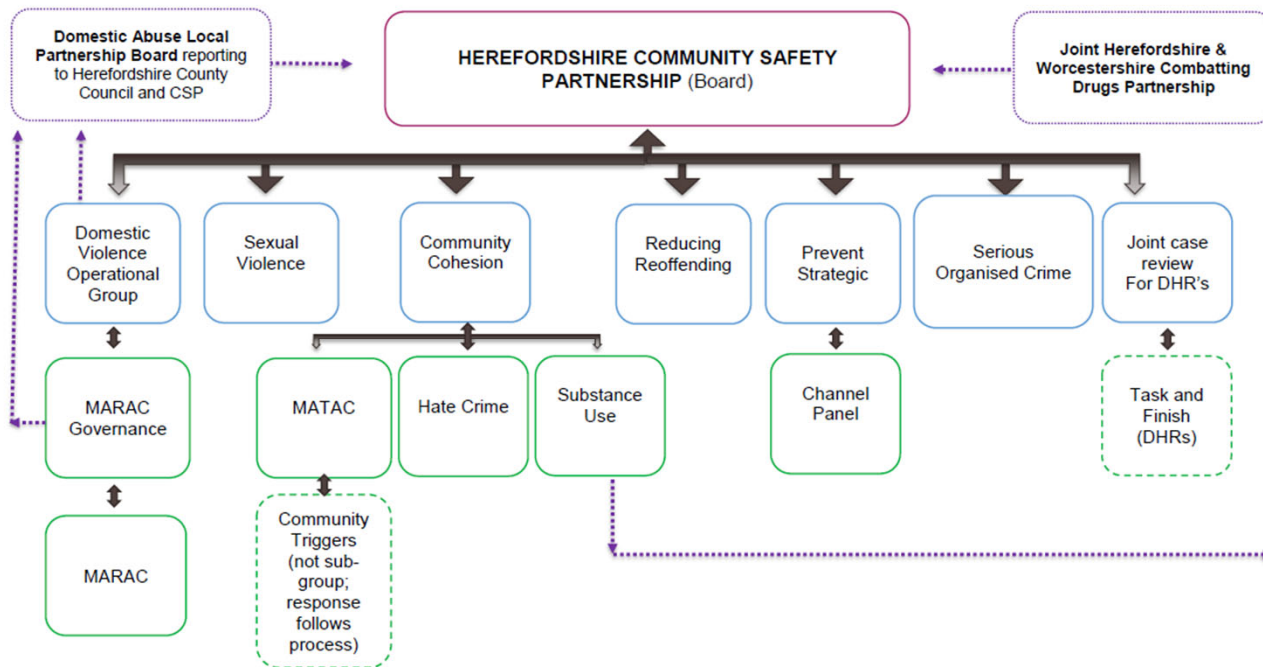
- ▶ HCSP required to have 3 year CSP strategy informed by a Strategic Assessment and on-going data and thematic reports
- ▶ The current Herefordshire Community Safety Partnership Strategy is from April 2021 to March 2024 'Our Plan to Keep You Safer'
 - ▶ Plan outlines the priorities and approaches to tackle crime and disorder in Herefordshire
- ▶ HCSP has two strategic priorities
 - ▶ **To prevent Violence Against Women and Girls (VAWG)**
 - ▶ **To reduce the harm from Domestic Abuse (DA)**
- ▶ Also
 - ▶ Work towards reducing crime and disorder in the area, including anti-social behaviour (ASB).
 - ▶ Combat the misuse of drugs, alcohol and other substances in the area
 - ▶ Reduce re-offending in Herefordshire
 - ▶ Commission domestic homicide reviews (DHR)
 - ▶ Process Community Triggers
 - ▶ Work with the Herefordshire and Worcestershire Combatting Drugs Partnership - 10 year plan to cut drug crime and save lives
 - ▶ Implement the Serious Violence Duty - 2021 Police Crime Sentencing and Courts Bill

Briefing Connected Communities Scrutiny Committee 13 February 2023

- ▶ Delivery of the Strategy
 - ▶ Various Priority Groups and sub groups - *see following slide depicting the organisational structure*
 - ▶ Groups report into the HCSP Board providing quarterly reports and reports by exception
 - ▶ Data provided by Quarterly All Crime Summaries and Thematic Reviews provided by the OPCC/ CSP Analytical Team based at Police HQ
 - ▶ PCC grant to the HCSP. The allocation for 2022/23 is £100,666.
 - ▶ Funding: Partnership analyst resource; funding for the Integrated Offender Management programme; Hate Crime initiatives; the CrimeStoppers programme; domestic abuse training and support for victims; child exploitation awareness interventions; homelessness winter shelter provision; DISC night time economy initiative

Briefing Connected Communities Scrutiny Committee 13 February 2023

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Briefing Connected Communities Scrutiny Committee 13 February 2023

- ▶ Data
- ▶ Priority 1. Violence against women and girls

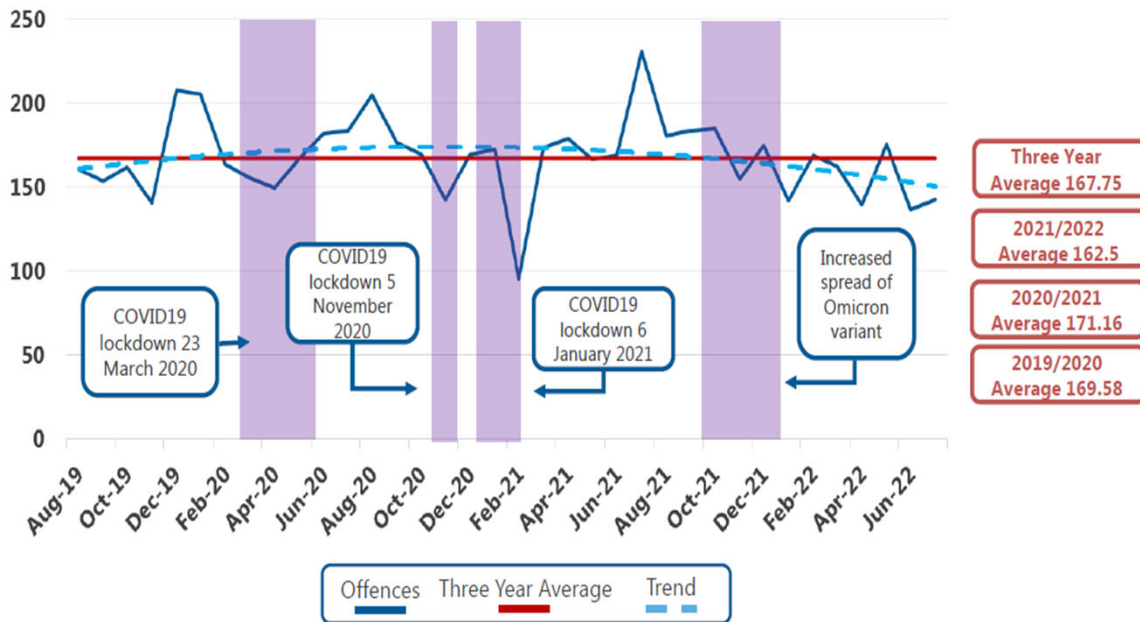
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Briefing Connected Communities Scrutiny Committee 13 February 2023

► Priority 2. Domestic Abuse

Recorded offences with domestic abuse markers between 1 August 2019 and 31 July 2022

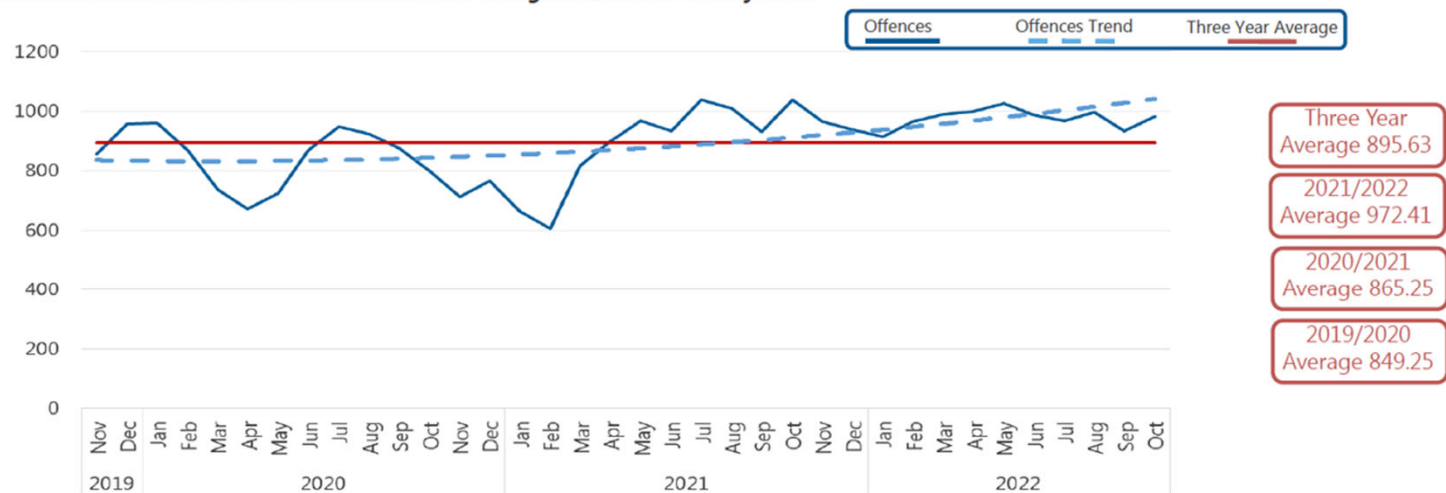
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Briefing Connected Communities Scrutiny Committee 13 February 2023

All Crime Trends

Offences committed in Herefordshire between 1 August 2019 and 31 July 2022



Data source Herefordshire Community Safety Partnership All Crime Overview - 01 November 2019 to 31 October 2022 published December 2022.

Briefing Connected Communities Scrutiny Committee 13 February 2023

- ▶ Comparative Data
 - ▶ Recorded crime rate for headline offences by Community Safety Partnership area, year ending September 2022 (ONS)

Police Force Area Name	Community Safety Partnership Name	Population figures (mid-2020) - rounded to 100	Total Recorded Crime (excluding Fraud)	Total Recorded Crime (excluding Fraud) per 1,000 population
Column		A	B	C
West Mercia	Herefordshire	193,600	12,382	64
Wiltshire	Wiltshire	504,100	25,751	51
Suffolk	West Suffolk	177,300	12,375	70
Norfolk	King's Lynn and West Norfolk	151,200	10,570	70
Devon and Cornwall	S. Devon and Dartmoor	279,100	11,162	40
West Mercia	Telford & Wrekin	181,300	17,568	97
West Mercia	North Worcestershire	287,300	21,358	74
West Mercia	South Worcestershire	310,800	23,240	75
West Mercia	Shropshire	325,400	18,518	57

Briefing Connected Communities Scrutiny Committee 13 February 2023

► Positives:

- Publication of the Herefordshire Community Safety Partnership Sexual Violence Strategy 2023-2028 in spring 2023
- Successful Safer Streets Programme for Herefordshire including; pulling in over £500,000 of external funding; Time for Change campaign and website, increased and improved CCTV coverage and provision, education initiatives in schools, working with the night time economy; clearance of undergrowth and vegetation along footpaths to improve sight lines
- Date: Quarterly All Crime Summaries and Thematic Reviews provided by the OPCC/ CSP Analytical Team
- Work with the Domestic Abuse Local Partnership Board
- Programmed 19 DA training and awareness courses - White Ribbon Campaign November 2022
- Good attendance at HCSP Board and Sub groups
- Allocation of PCC grant for 2022/23 - £100,666
- Working with the community - Safer Streets consultation; voluntary and community representation on CSP Board; engagement with HWEG
- Serious Violence Duty on track

Briefing Connected Communities Scrutiny Committee 13 February 2023

► Challenges

- Evidencing the impact of the HCSP on the Herefordshire community
- Impact of interventions may be seen in future
- Further community engagement ‘do people feel safe?’
- Data required from Partner agencies to provide a fuller picture -not just police statistics
- Making an impact in specific areas to address specific issues
- Refresh the Community Trigger process
- Reduced capacity for partners to engage fully - complex partnership environment across West Mercia
- Crime rates back to pre-covid levels and in some cases exceeding pre-covid rates
- Understanding increased crime levels - increase in disclosures of abuse may be a positive
- Maintaining effective Partnership working with stretched and reduced resources

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► Finally

The Chair of Herefordshire Community Safety Partnership, Councillor Ange Tyler, would like to thank members of the HCSP Board, colleagues from all agencies and volunteers for their efforts over the past year to deliver the Herefordshire Community Safety Partnership strategy and interventions.

Herefordshire Community Safety Partnership

COMMUNITY SAFETY STRATEGY 2021- 2024

Our plan to keep you safer



Foreword

Councillor Ange Tyler and Superintendent Edd Williams present the Herefordshire Community Safety Partnership (HCSP) Strategy 2021 – 2024. The Partnership consists of a number of organisations that work together to tackle crime and disorder.

The Strategy focusses on priorities by committing resources to deliver valuable outcomes to make a difference to those affected by crime and disorder. There is no better time to make a difference, and to help Herefordshire residents, children, families, men, women and the elderly population to feel and be safe within their communities.



Councillor Ange Tyler - Chair of the Herefordshire Community Safety Partnership



Superintendent Edd Williams - Vice Chair of the Herefordshire Community Safety Partnership

1.Introduction

The Community Safety Partnership consists of a number of organisations that work together to tackle crime and disorder (including anti-social and other behaviour adversely affecting the local environment), combat the misuse of drugs, alcohol and other substances, and to reduce re-offending. The Partnership also undertakes Domestic Homicide Reviews and anti-social behaviour case reviews. We assess local crime priorities and consult partners and the local community about how to deal with them.

We want all citizens in Herefordshire to be safe and to feel safe, and we are committed to make a difference to improve outcomes and life chances for all, irrespective of their characteristics, locality, needs, or circumstances.

This strategy sets out:

- The partnership's ongoing areas of focus and objectives
- Current priorities based on the evidence we have, and how we will achieve them
- How we work together to guide and inform our work.

The Herefordshire Community Safety Partnership approach works on the premise that no single agency can deal with these issues on their own, and we can work more effectively and efficiently by working together. Every agency recognises the part and value they have to play in helping to deliver this Strategy and keep people safe.

Community Safety Partnerships were set up under Sections 5-7 of the *Crime and Disorder Act 1998*. The statutory agencies that comprise the Herefordshire Community Safety Partnership are; Herefordshire Council, West Mercia Police, Hereford and Worcester Fire and Rescue Service, Integrated Care Board, and the Probation Service. All agencies are committed to making a difference over the next three years and to work with the community and partner agencies to tackle crime in Herefordshire.

The Five Statutory Members of the Herefordshire Community Safety Partnership are:

Councillor Ange Tyler -

Chair of the Herefordshire Community Safety Partnership
Herefordshire Council
Cabinet Member - Housing, Regulatory Services, and
Community Safety

Superintendent Edd Williams -

Vice Chair of the Herefordshire Community Safety
Partnership
West Mercia Police

Jon Barnes -

Chief Transformation Officer
One Herefordshire Partnership/ Integrated Care Board

Anna Davidson –

Assistant Director: Prevention
Hereford & Worcester Fire and Rescue Service

George Branch –

Head of Probation
Hereford, Shropshire and Telford PDU
HM Prison & Probation Service

2. Context

Herefordshire is a predominantly rural county, with the fourth lowest population density in England. As of mid-2018, Herefordshire’s resident population was estimated to be 192,100. Over half of the population live in areas defined as “rural,” with the majority of these in the most rural “village and dispersed” areas. The county has a relatively older age structure compared with nationally with almost a quarter (24%) of the population aged 65 years or over.

Between November 2019 and October 2021, Herefordshire recorded an upward trend in all crime.¹ This was due to increases in rape and other sexual offences, “modern slavery non-crime incidents,” violence without injury, and “other crimes against society.” Other offence groups saw decreases or no change between 2019/20 and 2020/21, including theft, burglary, personal robbery and shoplifting. These trends are highly likely to have been impacted by the effects of Covid-19 lockdowns and restrictions, which limited contact with people and places. There were also three homicides during the 2-year period.

The Herefordshire Community Safety Partnership is committed to identifying priorities and objectives that meet the local needs of our community, based on the evidence and knowing where the Partnership can make a difference.

3. Areas of statutory responsibility and objectives

There are statutory responsibilities for the Herefordshire Community Safety Partnership that remain constant and in place. Our strategy also recognises that new challenges can emerge quickly, that can impact on the safety and wellbeing of our citizens. We need to be ready to respond in the short term and prioritise our focus when we have identified that interventions are required.

¹ Herefordshire Community Safety Partnership Overview – 1 November, 2019 to 31 October, 2021. Authored by West Mercia Police for the Herefordshire Community Safety Partnership. Published November 2021.

In accordance with the 1998 Crime and Disorder Act and subsequent legislation; the statutory agencies that comprise the Community Safety Partnership should fulfill the following responsibilities (listed below in bold text).

For each statutory responsibility the HCSP has identified specific objectives. These objectives were agreed and informed by evidence from the HSCP Strategic Assessment 2017-20 and Herefordshire Community Safety Partnership Overview data (November 2019 – October 2021). These objectives are listed as bullets under each statutory responsibility.

- a) Work towards reducing crime and disorder in the area, including anti-social behaviour (ASB).** This will be delivered across multiple sub-groups of the HCSP. Our objectives are to:
- Reduce the harm from Domestic Abuse and Sexual Violence
 - Promote Community Cohesion to address anti-social behaviour, hate crime and to prevent people from being drawn into terrorism
 - Tackle Serious Organised Crime and the harm that it causes
- b) Combat the misuse of drugs, alcohol and other substances in the area.** This will primarily be delivered through the Substance Misuse work stream. Our objectives are to:
- Bring to justice those that supply illegal drugs and counterfeit goods and support them to change their behaviour
 - Raise awareness of the harm caused by substance misuse and provide support for those that need help
- c) Reduce re-offending in the area.** This will primarily be delivered by the Reducing Re-offending work stream. Our objectives are to:
- Support partners to effectively work together to reduce offending
 - Deliver a local response to local problems and
 - Remain publicly accountable to reduce re-offending

In addition, the HCSP has overall responsibility for undertaking Domestic Homicide Reviews in Herefordshire.

4. Current Priorities 2022-2024

In addition to the statutory responsibilities, in section 3 above, the Herefordshire Community Safety Partnership has identified two priorities for 2021-24 where evidence tells us there is a need, and where we feel that we can make a difference to lives of residents in Herefordshire.

Based on the most recent data, and to achieve our statutory responsibilities and partnership objectives, the priority areas of work that we have identified for the next two years (2021-24) are:

Priority 1. Violence against women and girls

This is important because:

Violence against women and girls has rightly received scrutiny recently due to high-profile cases where women were tragically murdered. In Herefordshire, we have seen an increase in sexual violence and sexually harmful incidents where women and girls were targeted. We want women and girls across Herefordshire to feel safe in our communities. The continued Safer Streets initiative will involve multi-agency work improving our infrastructure, landscape and support services that include the voluntary sector.

We will:

Where we want to be	How we will do it	By when	Lead Agency
Continued spend of Safer Street funding	By completing agreed activity included in the bid	April 2022	West Mercia Police
Tackling violence against women and girls and sexual violence in the county by following a Violence Against Women and Girls Strategy for Herefordshire	The Tackling Sexual Violence Delivery Group will develop a Sexual Violence Strategy and, follow an agreed workplan.	September 2022	Herefordshire Council Public Health
Provide a platform for women and girls to be heard	Working with Herefordshire Women's Equality Group (HWEG) as a critical friend, consulting with them and responding to feedback.	April 2023	Herefordshire Council

Priority 2. Domestic Abuse

This is important because:

Women's Aid define domestic abuse as an incident or pattern of incidents of controlling, coercive, threatening, degrading and violent behaviour, including sexual violence, in the majority of cases by a partner or ex-partner, but also by a family member or carer. It is very common and can include, but is not limited to, coercive control, physical or sexual abuse, psychological or emotional abuse, financial or

economic abuse, harassment and stalking, or digital and online abuse. In Herefordshire, domestic abuse offences increased between November 2019 and October 2021, while domestic abuse crimed incidents remained stable. The new Domestic Abuse Act became law on April 30, 2021, which will introduce a number of reforms to address domestic abuse.

We will:

Where we want to be	How we will do it	By when	Lead Agency
Herefordshire must implement and align to the new Domestic Abuse Act 2021	Establish the Domestic Abuse Local Strategic Partnership	Dec 2021	West Mercia Police
	Produce a needs analysis	Dec 2021	
	Refresh the Domestic Abuse Strategy	March 22	
	Ensure that the workplan is delivered	March 24	
We must ensure that we are strategically aligned across other Partnership Boards, including the Domestic Abuse Local Strategic Partnership, Herefordshire Safeguarding Adults Board, the Herefordshire Safeguarding Children Partnership and the Herefordshire Health and Wellbeing Board	Robust reporting to strategic boards on the progress of Domestic Abuse, strategy, interventions and initiatives.	March 2024	West Mercia Police

5.Accountability and working together

The Herefordshire Community Safety Partnership is accountable for this strategy and plan. We will monitor progress on a quarterly basis via priority leads and sub-groups. Each Community Safety Partnership Sub-group has its own work plan and objectives outlining how success will be measured. The Sub-group Lead will report quarterly to the Herefordshire Community Partnership Board using a Highlights Report.

A Strategic Assessment will be undertaken every three years, while the HCSP Strategy will be reviewed annually by the HCSP Board to evaluate progress and ensure that the strategy adapts to changing needs.

In addition, the HCSP will have regard to the Police and Crime Commissioner Police and Crime Plan objectives. The HCSP will share the crime and disorder strategy and community safety plans and seek agreement of those with the Police and Crime Commissioner.

The partnership aims to promote high standards and to foster a culture of continuous improvement and challenge, whilst each organisation retains its own existing line of accountability and delivery.

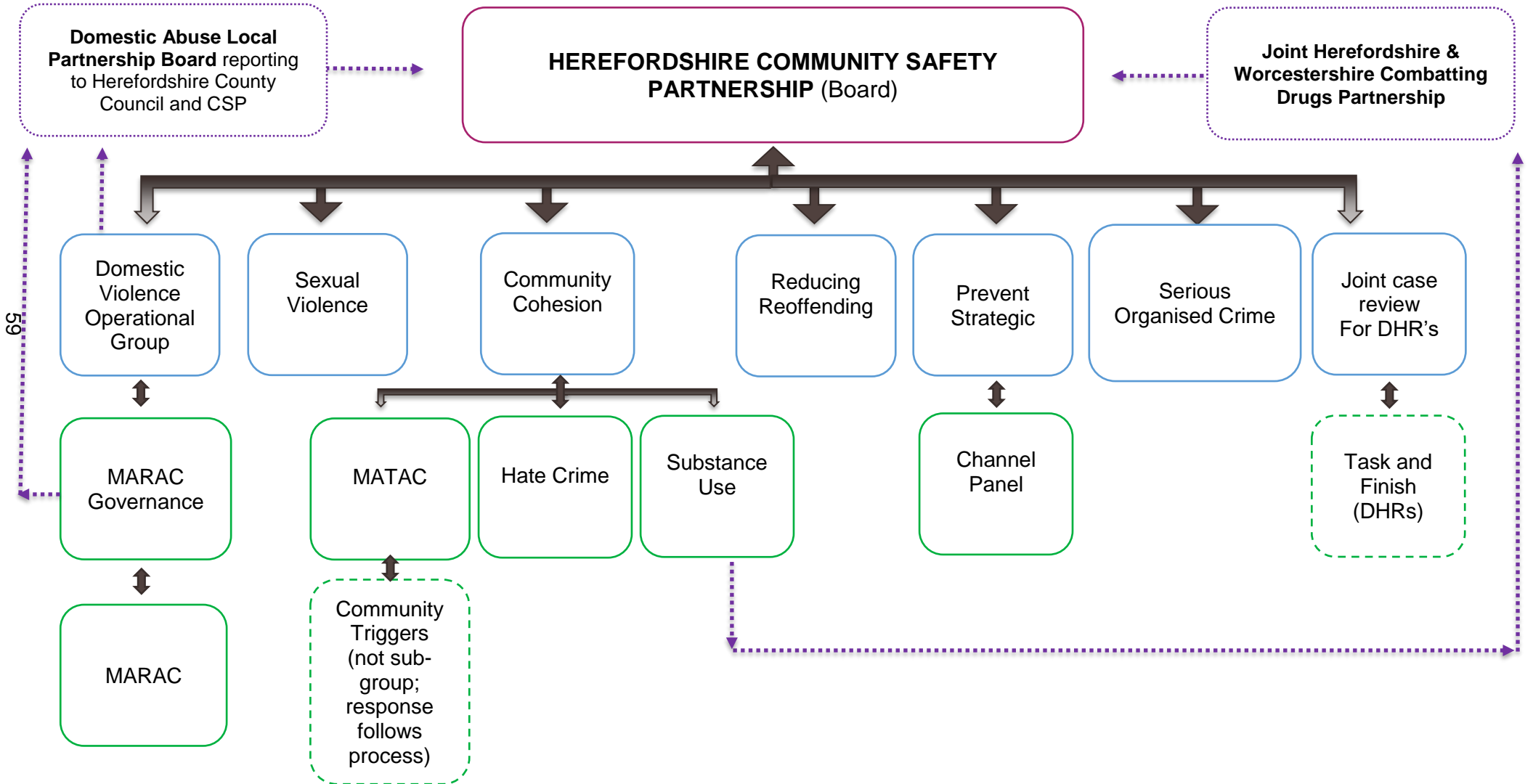
We will work closely with other:

- citizens
- services, including the voluntary sector
- employees

To find out more about the Herefordshire Community Safety Partnership, email communitysafety@herefordshire.gov.uk, call us on 01432 260100, or visit <https://herefordshiresafeguardingboards.org.uk/>

Herefordshire Community Safety Partnership

Herefordshire Community Safety Partnership Structure January 2023





The Public Realm Services Future Operating Model

Meeting: Connected Communities Scrutiny Committee

Meeting date: Monday 13 February 2023

Report by: Interim Service Director Transport and Highways

Classification

Open

Decision type

This is not an executive decision

Wards affected

(All Wards)

Purpose

To provide committee the outcome of a midpoint review of the council's public realm services delivered in partnership between the council and the Public Realm Service Contractor, and seek comments and constructive challenge regarding the proposals to select and develop a Future Operating Model to ensure the public realm services are aligned to the council's medium and long term objectives.

Recommendation(s)

That committee:

- a) **note and comment on the draft Public Realm Services Future Operating Model Cabinet Report scheduled for the 2 March 2023; and**
- b) **offer any constructive challenge, define any further action or recommendations to inform and support the ongoing considerations of the public realm future operating model.**

Alternative options

1. To support the council's selection of the public realm services Future Operating Model (FOM), engagement took place during 2022 with officers, Group Leaders, cross party Members and the three Cabinet Members for Infrastructure and Transport, Commissioning, Procurement and Assets and Finance, Corporate Services and Planning to understand what was important to the council regarding these services, and what had been learnt from the current operating model that had commenced in 2013.

Further information on the subject of this report is available from
Alex Deans, email: Alex.Deans@herefordshire.gov.uk

2. From this engagement eight Key Objectives were derived.

Key Objective	Description of what the Council would like to achieve
Assurance	The council seeks a level of assurance regarding the operation of the service, where technical staff are directed by council employed staff who commission the services, manage the network, develop the annual plans, provide technical expertise and provide adequate levels of scrutiny, challenge and assurance to services being delivered by the contractors.
Flexibility	The new arrangements need to be able to flex to deliver seasonal workload fluctuations, changes to budgets (up and down) and resilience to deliver the council's annual works programme, infrastructure projects and support with civil emergencies.
Environment	The future arrangements must be aligned with the council's commitments to carbon net zero and wider environmental requirements.
Customer	The services must be focussed on delivering excellent customer services where the quality of service, digital reporting and access to information (CRM) and speed of response are key factors.
Expertise	To deliver the broad range of public realm services, the council will require access to industry expertise, best practice (what is working well in other areas) and innovation to develop and improve services continually.
VFM	Any contracted services resulting from the model selected must be attractive to the market to ensure interest and competition. The model selected must promote continual improvement, innovation and efficiencies and evolve during its term.
Risk	The future arrangements and any supporting contracts must place an appropriate balance of risk between the council and any providers, in the knowledge the council will ultimately pay for risk held by the provider.
Social Value	Social Value refers to the wider financial and nonfinancial value created by an organisation through its day to day activities in terms of the wellbeing of individuals and communities, social capital created and the environment.

3. In 2013 the government promoted "Highways Maintenance Efficiency Programme" developed a procurement toolkit which aimed to deliver efficiency savings through the delivery of highway maintenance services procured by local highway authorities. The toolkit recommended the models provided in figure 1, below, should be considered by local authorities while considering service provision.

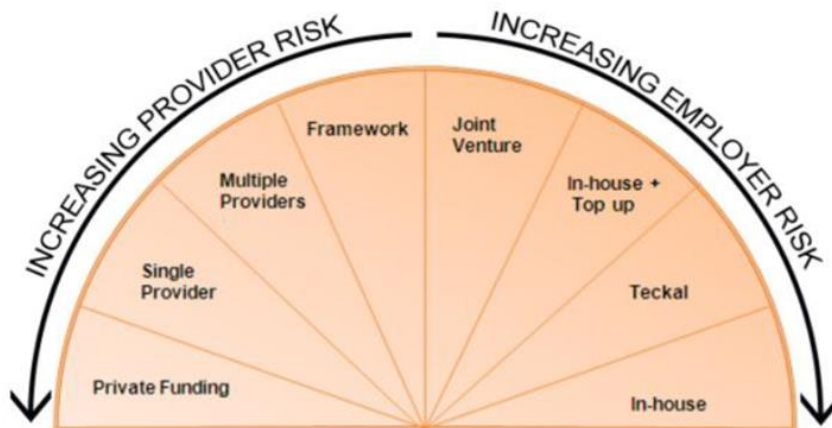


Figure 1 - Extract from the HMEP Toolkit and a link to the HMEP procurement toolkit providing more detailed information is provided in the supporting documents section of this report.

4. Aligned with national best practice the council used this HMEP model as a starting position for development of the FOM. From this six operating models well known and understood in the industry were shortlisted, that could potentially deliver the council's objectives were selected. These six models were then assessed and scored against the council's Key Objectives.

Model No.	Model Type
1	Council deliver all services in house
2	Council core services and works delivered in house, with contracts for specialist top up services and major works
3	In house client and technical staff with framework for top up professional services and <u>multiple</u> contracts for works
4	In house client and technical staff with framework for top up professional services and <u>single</u> contract for works
5	In house client and technical staff with existing provider (single contract) for top up professional services and works
6	Thin client with sole integrated contract for professional services and all works

5. Model Six being *Thin client with sole integrated contract for professional services and all works* is the model of the current contract with BBLP, that has been in operation since 2013. Thin clients with high levels of outsourcing as per this model, can be effective and provide VFM where both Members and officers are comfortable with the high level of delivery sitting with the contractor. Although the council retain ownership of the policy, for this model to be successful the contractor is required to deal directly with customers including resident and Members, without cross referral to council officers to efficiently manage operational matters. Where this form of relationship is successful and efficient, a high level of trust and collaboration is established and maintained between the client and the contractor.
6. The output of the options appraisal with reasoning for the scoring is provided in Appendix A, which demonstrates Model Five was the FOM that would best meet the council's Key Objectives being *In house client and technical staff with existing provider (single contract) for top up professional services and works*. This model is explained later in the report.

Key considerations

Background

7. The council's public realm term service contract with Balfour Beatty Living Places (BBLP) was awarded in 2013, and was scoped to deliver services including highways, asset management, traffic management, network management, public rights of way, parks and open spaces, street cleaning and street lighting.
8. Procurement for the contract set out to achieve the following objectives:
- Ensuring our roads, public open spaces and streets are accessible, safe, clean and well-maintained*
 - Maintaining the delivery of essential services*
 - Achieving value for money, facilitated by process improvement and transparency through open book accounting*
 - Achieving service delivery which is efficient and responsive to local needs and priorities*
 - Contributing to the regeneration of the economy and social capital in Herefordshire*

9. The contract commenced on 31 August 2013, with an initial term of 10 years. Single year contract extensions are subject to satisfactory performance under the contract. A one year extension was granted by the council, which means the current end date for the contract is the 31 August 2024. Subsequent provisional evaluation of performance information has shown thresholds have been achieved in accordance with the contract terms. Upon completion of the evaluation that is currently underway, the council will issue a contract extension to 31 August 2026, something that legal advice states the council should not unreasonably withhold, irrespective of the council's development of the FOM.
10. The maximum allowance for contract extensions was 10 years in total meaning the contract could be extended to 31 August 2033.
11. The contract has a two-year no-fault termination clause which can be enacted either by the council or BBLP should either party choose to terminate the contract.
12. The 2013 contract was heavily out-sourced with the council only retaining a small client and contract management function delivered by council staff.
13. The council negotiated with BBLP and brought the public rights of way and traffic management services back in house in April 2022, including the TUPE transfer of a small number of staff from BBLP to the council, as it was concluded by the council these services, which included some statutory duties, would be better delivered by the council.
14. The contract is managed by council held roles as detailed in the organogram provided in Appendix B.
15. Performance of the contract is measured via performance indicators and the November 2022 output summary is provided in Appendix C. The appendix demonstrates BBLP are meeting their performance requirements as set out under the contract.
16. Audits of the public realm contract undertaken by PWC and subsequently by Grant Thornton in Summer 2021 resulted in concerns being raised regarding performance, contract management, compliance and value for money (VFM). In response to the audits a Major Contract Improvement Plan was developed by the service, and continues to be progressed to improve the current arrangements, and seeks to develop processes and procedures that can also be adopted in a FOM. The Major Contract Improvement Plan was closed out in 2022, and is provided as a background paper to this report. The remaining issues identified for completion will be concluded during 2023/24.
17. In addition to the insourcing of the public rights of way and traffic management services mentioned in paragraph 13, a bolstered Contract Management Team has been established during the last 18 months that is responsible for issuing service orders, early warnings, checking of the works and providing increased assurance for the contract performance of BBLP. Further a Highways and Traffic team has been established that is responsible for commissioning, the setting of the service standards and budgets. The two teams work closely together to ensure that works are effectively commissioned and managed on the network. Previously the distinct split between commissioning and managing had been blurred by the functions being dealt with by a single team.
18. Additional interim resources have also been employed, the focus of their work being to provide the council with the assurance it seeks regarding the contract. This has seen the introduction of a more robust approach being applied to the council's relationship with the contractor. The additional cost to deliver this new function has been found from existing resources, but is not sustainable in the long term. These teams and interim resources will ensure that revised processes including those from the Major Contract Improvement Plan are applied to the existing contract, with these same processes also being incorporated into any new relationship and FOM.

19. The annual budget for the public realm services contract with BBLP is currently the region of £6M revenue and £15-20M capital. It should be noted that the service delivery budgets excluding capital projects are considerably reduced from the budget that was intended for the contract when it was awarded in 2013, which has led to some challenges relating to service delivery for both the council and BBLP.
20. Further revenue savings are required from the public realm services, and discussions have been ongoing with BBLP and Members for some time regarding how best this requirement can be realised, minimising any impact on service delivery ahead of the new financial year from April 2023. Further revenue savings are likely in future years which will need to be considered as part of the development of the FOM and reducing contract value.
21. Despite these improvements the current operating model and contracting arrangements are not considered by Members to be delivering the council's service expectations for the residents of Herefordshire. Concerns have generally been fed back anecdotally, and often relate to individual service orders rather than the broader service itself. The contractor is also sometimes criticised for non-delivery of issues that are outside of the scope of the current service orders. However concerns have been raised, and continue to be raised relating to:
 - a) Client control
 - b) Commissioning of works
 - c) Planning of works
 - d) Assurance
 - e) Quality of work
 - f) Responsiveness
 - g) Flexibility
 - h) Value for money
 - i) Customer service
 - j) Reputation
22. In terms of customer feedback the council participates in the annual National Highways and Transport Network (NHT) Customer Satisfaction survey. The NHT Network is a service improvement organisation providing a range of benchmarking services for the Highways and Transport sector, available on a subscription basis to Local Authorities and their delivery partners in England. The 2021 annual survey return places customer satisfaction with the Highway Service firmly in the bottom quartile, however this data does need to be considered in the context of the council's spend per km, also being in the bottom quartile of comparable local authorities in England.
23. To better understand the views of Members, and concerns with the current model, engagement took place with the Group Leaders, resulting in the establishment of a cross party Member Group in October 2022. The group met frequently until December 2022 capturing Members' views of the current services, and agreeing what Members would like to see and consider important in any FOM. A summary of these views is provided in Appendix D, which was used to derive the Key Objectives detailed earlier in the report, which in turn were used to score the various models as part of the options appraisal.

The Future Operating Model

24. As detailed in the Alternative Options section at the top of the report, the options appraisal selected Model Five being *In house client and technical staff with existing provider (single contract) for top up professional services and works* was determined as the preferred model that would best meet the council's Key Objectives.
25. Model Six being *Thin client with sole integrated contract for professional services and all works* is the model of the current contract with BBLP, that has been in operation since 2013. This model scored in fourth place from the six models that were subject to the options appraisal. This ranking concludes that this model will not deliver the council's Key Objectives over the medium to long term.
26. Model five, being the preferred model to be developed, requires the transfer of technical and professional staff from the contractor BBLP into the council, which is best delivered under TUPE. This transfer will increase the council's clienting ability including a higher level of contract management, commissioning of works, owning and delivering asset management and the annual plan. This model will also provide the council an increased ability to own, check and challenge the works and projects delivered by the council. The various works packages including public open space, litter, street cleansing, highway maintenance, drainage, street lighting and minor capital schemes will be retained by the contractor, where they benefit from the 2013 contract tender pricing, economies of scale being from a single Tier One provider, established works practices and established supply chains for labour, plant and materials.
27. Model Five, as selected, is proposed to be developed closely aligned to the council's eight Key Objectives that were derived from engagement, then utilised in the options appraisal to select this model.
28. Following agreement from Members, council officers engaged with BBLP from December 2022 to seek assurances that BBLP would be willing to work in partnership with the council to deliver the FOM and its Key Objectives. Initial engagement has been positive and has resulted in the following assurances in response to each of the eight objectives a-h.

- a. *Assurance- The council seeks a level of assurance regarding the operation of the service, where technical staff are directed by council employed staff who commission the services, manage the network, develop the annual plans, provide technical expertise and provide adequate levels of scrutiny, challenge and assurance to services being delivered by the contractors.*

The council and BBLP have committed to work together to review the technical and professional services workforce currently provided through the contract, and agree which of those services and staff would be better delivered by the council directly, to deliver the assurance and model the council are seeking.

- b. *Flexibility- The new arrangements need to be able to flex to deliver seasonal workload fluctuations, changes to budgets (up and down) and resilience to deliver the council's annual works programme, infrastructure projects and support with civil emergencies.*

Retaining the works delivery with a single Tier One contractor, BBLP will ensure through the established workforce and supply chain arrangements, the service is well placed to deliver flexibility and respond to civil emergencies.

- c. *Environment - The future arrangements must be aligned with the council's commitments to carbon net zero and wider environmental requirements.*

BBLP as an organisation are aligned to the council's Net Zero Carbon 2030 target, and further information is provided in Appendix E.

- d. *Customer - The services must be focussed on delivering excellent customer services where the quality of service, digital reporting and access to information (CRM) and speed of response are key factors.*

BBLP have committed to supporting the council's emerging Digital and Customer Strategy, and examples where BBLP have been successfully developing and implementing similar systems with other councils are provided in Appendix F.

- e. *Expertise - To deliver the broad range of public realm services, the council will require access to industry expertise, best practice (what is working well in other areas) and innovation to develop and improve services continually.*

The Tier One contractor BBLP with multiple local authority contracts, partnerships and established supply chains including with professional services providers will ensure the council has access to industry expertise. This will be a focus of the new arrangements and partnership working between the council and BBLP.

- f. *VFM - Any contracted services resulting from the model selected must be attractive to the market to ensure interest and competition. The model selected must promote continual improvement, innovation and efficiencies and evolve during its term.*

Retaining and extending the contract that was tendered in 2013 reduces inflationary risks to the council in this period of uncertainty and high inflation. The review and adaption of the contract with BBLP will seek out efficiencies and with a greater degree of assurance and scrutiny, ensuring VFM for the services delivered.

- g. *Risk - The future arrangements and any supporting contracts must place an appropriate balance of risk between the council and any providers, in the knowledge the council will ultimately pay for risk held by the provider.*

The apportionment of risk will be reviewed and re-priced to support the variations to the existing contract.

- h. *Social Value - Social Value refers to the wider financial and nonfinancial value created by an organisation through its day to day activities in terms of the wellbeing of individuals and communities, social capital created and the environment.*

BBLP are committed to delivering the council's requirements to social value over the remaining term of the contract, and further information of how BBLP have been delivering Social Value elsewhere is provided in Appendix G.

29. Development of the FOM is proposed during 2023. This early design phase will enable both the council and BBLP to develop the model, and to understand the benefits, opportunities, costs and risks arising from the proposed move to the FOM. This will be worked up into a business case, to support a further Cabinet Recommendation proposed in November 2023, which will seek permission to complete the detailed design of the FOM in 2024, and delegate the implementation of the new model to go live from 1 April 2025.
30. The FOM requires significant investment including but not limited to:
- a) Modernisation of IT to facilitate new ways of working and efficiencies
 - b) Digital enhancements including for customer service
 - c) Review, rationalisation and modernisation of accommodation and depots including EV charging points
 - d) Deliver Carbon Net Zero by 2030 commitments including electric plant and vehicles

- e) Enhanced commitments to Social Value, including setting up training programmes
31. A contract extension to 2030 is being considered to support the move to the FOM, as it will facilitate a reasonable return period on the investment required.
 32. A contract extension to 2030 also retains the incentive of the further three year contract extension to 2033, which the council would need to make during 2028.
 33. To implement the FOM, adaption of the contract will need to be agreed between both parties unilaterally during 2024 in the form of a contract Deed of Variation. This would be the time when both the council and BBLP contractually commit to the FOM, and the contract extension could be granted to facilitate the investment.
 34. The contract has a two year no fault termination clause which both parties can enact at any time, which is proposed to be retained.
 35. In terms of measuring performance in the FOM, the council and BBLP have committed to review and implement a new performance management framework, that will ensure that along with the operational Key Performance Indicators currently reported under the contract as detailed in Appendix C, new performance measures will be implemented to ensure the contract delivers the objectives and requirements of the new model that will be subject to periodic review and enhancement over the life of the contract extension.

Key Considerations

36. FOM Five as selected requires a transfer of technical and professional services staff from BBLP to the council. There are currently in the region of 80 technical staff provided within the contract delivering the following services.
 - a) Asset Management
 - b) Structures
 - c) Locality stewards and highway inspectors
 - d) Streetworks and Network Management
 - e) Customer service
 - f) Design and project management
 - g) Commercial and finance
 - h) CDM Co-ordination
 - i) Programme management

The BBLP structure charts to show the current formation of these teams is provided in Appendix H.

37. The proposed transfer of staff will be determined in discussion with BBLP. The council is unable to act unilaterally in this regard under the contract, and will benefit from the expertise of BBLP who have experience of delivering multiple contracts in various forms with other local authorities.
38. Staff identified to be transferred into the council from BBLP, will be granted rights under TUPE transfer which ensure those transferred remain on the terms and conditions and benefits that they are currently provided.

39. Staff and their costs transferred directly to the council will be exempt from the Contract Fee, however primarily due to the council's more generous Local Government Pensions Scheme employer contributions that would be offered to any staff transferring to the council, the net additional cost for staff of transferring into the council is estimated up to an additional three percent with the exact figure being determined on a person by person basis determined by their current terms and conditions, pension contributions and wider benefits such as works vehicles.
40. Transitional arrangements, if required, could be delivered under a "Partnership Agreement" between the council and BBLP.
41. As the services and staff identified for transfer are identified, both organisations will review and agree new structures, including a review of the management structures to ensure they are proportionate for the services being delivered, and aim to improve how the parties work together, aligned to the new model, delivering efficiencies and ensuring VFM.
42. Any additional costs borne by the council from the TUPE transfer of staff from BBLP, will be offset by the design and implementation of new structures, development and implementation of more efficient working practices including improvements in IT and digital technology, to ensure the overall public realm service costs to the council are cost neutral.
43. Both BBLP and the council are willing to invest in the design and delivery of the FOM. This investment, and which party is best placed to undertake the investment is still to be determined. However investment will be considered for improvements in IT and digital transformation, the customer journey, accommodation and depots, a move the electric plant and fleet plus any mobilisation costs associated with implementing the new model. These investment costs will be designed into a business case to support the FOM, and include whether the costs are most economically provided by the council, BBLP or recovered during the contract term.
44. External legal advice obtained by the council during 2022 has advised that if adaption of the contract is considered to be "substantial" or in excess of 10% change in value from the original OJEU notice that set out the original contract framework in 2013, then the council will be required to post a Notice on the procurement portal to satisfy the Public Contracts Regulations 2015, setting out the changes. If required, this will be undertaken once the council and BBLP have clarity on the scale and value of changes required to deliver the FOM.
45. Once changes have been agreed between both parties, any changes to the contract will be secured by a Contract Deed of Variation, which would commit both organisations contractually, after which the council could issue the contract extension.
46. The contract has a two year no fault termination clause which both parties can enact at any time, which is proposed to be retained.
47. Early engagement has been undertaken with the council and BBLP's respective HR and communications teams regarding the move to the FOM, and this has confirmed that any changes will be subject to consultation(s) and engagement with BBLPs staff liaison parties and trade unions, as the proposals are being developed.

Implementation and Timescales

48. The council has set up a Public Realm Project Implementation Group since Summer 2022 comprising of the public realm service leads, project and programme management, support services including assets, estates, IT, procurement, legal, finance, HR and comms. The group has been meeting regularly to ensure the council is fully informed in terms of a realistic delivery timescale and how best to manage and mitigate any associated risks.
49. From BBLP engagement, both parties are confident that the following high level timeline is realistic for design and implementation of the FOM.

Activity	Start Date	Finish Date
Preliminary FOM Design and assess impacts	April 2023	October 2023
Approval of FOM Business Case	November 2023	
Cabinet Approval of FOM	November 2023	
Secured Council funding for implementation of FOM	November 2023	February 2024
Project planning with Project Implementation Group	January 2024	June 2024
Consult (over any staffing changes / TUPE)	June 2024	September 2024
Agree Heads of Terms for Contract (Deed of Variation)	September 2024	
Complete Contract Deed of Variation	October 2024	
Grant Contract Extension to 2030	October 2024	
Procure/secure IT/fleet/accommodation/depot improvements	October 2024	December 2024
Implement FOM	January 2025	March 2025
Future Operating Model Operational	1 April 2025	
Monitoring new services, refinement & change management	April 2025	September 2025
Consult over any refinement & changes (if required)	October 2025	
Implementation of changes (if required)	November 2025	
Future Operating Model- FINAL	1 December 2025	
Refine, embed FOM & provide Change Management support	1 December 2025	31 March 2026

Community impact

50. Public realm services are vital to communities as they include maintaining and developing infrastructure, maintaining green areas, providing effective drainage, lighting the highway and enabling safe and reliable travel by all modes of transport, and access for business and leisure. The council priorities for this service area are:
51. County Plan 2020-2024
- a) *Environment - Protect and enhance our environment and keep Herefordshire a great place to live*
 - b) *Community - Strengthen communities to ensure that everyone lives well and safely together*
 - c) *Economy - Support an economy which builds on the county's strengths and resources*
52. Local Transport Plan 2016-2031
- a) *Enable economic growth - by building new roads linking new developments to the transport network and by reducing short distance car journeys*
 - b) *Provide a good quality transport network for all users – by being proactive in our asset management and by working closely with the public, Highways England and rail and bus companies*
 - c) *Promote healthy lifestyles – by making sure new developments maximise healthier and less polluting forms of transport by delivering and promoting active travel schemes and by reducing short distance single occupant car journeys on our roads*

- d) *Make journeys easier and safer – by making bus and rail tickets compatible and easier to buy and use, by providing ‘real time’ information at well-equipped transport hubs, by improving signage to walking and cycling routes and by helping people feel safe during their journeys*
- e) *Ensure access to services for those living in rural areas – by improving the resilience of our road network and by working closely with all transport operators to deliver a range of transport options particularly for those without a car*
- f) The Department for Transport has asked all local transport authorities to refresh their Local Transport Plans, this piece of work will be ready for implementation in April 2024. The council awaits the delivery of the notes for guidance for producing the new Local Transport Plan, and is expecting a renewed emphasis to be placed on active and sustainable traffic measures.

53. Herefordshire Transport Asset Management Strategy 2016

- a) *Major investment targeted to fix roads that are in the greatest need of repair and have the greatest value to our local communities.*
- b) *Sustained investment over the whole life of the highway asset - an on-going programme of works that is targeted at treating roads as they are showing signs of deterioration, fixing roads before they need larger, more costly repairs, a “just in time” approach*
- c) *Reduce the need for reactive ‘temporary’ pothole repairs as a response to safety defects. We will aim to deliver a high proportion of our routine pothole repairs using permanent fixes that not only make the road safe, but improve the condition of the road and extends its useful life*
- d) *Shift our routine resources further towards preventative activities, such as the clearance of drainage. Well-drained roads decline at a slower rate and are more resilient to damage from severe weather*
- e) *Provide the support that enables routine maintenance work to be delivered locally*

54. Herefordshire Delivery Plan 2022-2023

- a) *Improve the sustainability, connectivity and wellbeing of our county by strengthening our communities, by creating a thriving local economy and by protecting and enhancing our environment*
- b) *Connectivity*
- c) *We will boost different travel choices through new walking and cycling routes and widen other transport options whilst creating a long term travel plan for the county.*
- d) *We will continue to extend digital connection for households and businesses, and make the most of digital technology to improve service delivery options.*
- e) *We will support businesses and skills development to aid economic growth, along with investing in our town and city centres and promoting the county as a vibrant place to live, work and visit*

55. The FOM will include wider engagement with community groups and parish councils to seek out efficiencies, and where local communities would like the service enhanced, the FOM will allow for top up voluntary and paid services to be provided.

56. The FOM and supporting contracting arrangements will ensure a commitment to social value as outlined in Appendix G that will be refined to meet the council's expectations in relation to social value including meeting obligations of the "corporate parent" with a collective responsibility of the council, elected members, employees, and partner agencies such as BBLP, for providing the best possible care and safeguarding for children who are looked after by the council.

Environmental impact

57. The Public realm services FOM will be fully aligned to meet the council's environmental objectives that will support the council meeting its net zero ambitions including:
- a) *Improve drainage and increase flood resilience*
 - b) *Reduce the council's carbon emissions*
 - c) *Work in partnership with others to reduce carbon emissions*
 - d) *Improve the air quality*
 - e) *Improve residents' access to green space*
 - f) *Increase the number of short distance trips being done by sustainable modes of travel including walking, cycling and use public transport*
58. As detailed in Appendix E, BBLP's corporate Net Zero ambition is set to be achieved by 2030, aligned with the council's 2030 target. Following engagement both organisations are committed to work in partnership to meet these requirements.

Equality duty

59. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:
- A public authority must, in the exercise of its functions, have due regard to the need to –
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
60. The public sector equality duty (specific duty) requires the council to consider how it can positively contribute to the advancement of equality and good relations, and demonstrate that the council are paying 'due regard' in its decision making in the design of policies and in the delivery of services.
61. The Equality Act 2010 established a positive obligation on local authorities to promote equality and to reduce discrimination in relation to any of the nine 'protected characteristics' (age; disability; gender reassignment; pregnancy and maternity; marriage and civil partnership; race; religion or belief; sex; and sexual orientation). In particular, the council must have 'due regard' to the public sector equality duty when taking any decisions on service changes.
62. Although the new model represents adaption of an existing contract, the new service and any impacts on the workforce of both the council and BBLP have been subject to Equality Impact

Assessments that are provided in Appendix I for the impacts of the services and Appendix J for impacts on the workforce.

63. Both Equality Impact Assessments demonstrate that this decision and implementation of the FOM will not result in detrimental impact on any group with a protected characteristic.

Resource implications

64. Initial development of the FOM has resulted in the formation of the Public Realm Project Implementation Group since Summer 2022 comprising of the public realm service leads, project and programme management, support services including estates, IT, procurement, legal, finance, HR and comms.
65. The group has been meeting regularly to ensure the council are fully informed in terms of a realistic delivery timescale and how best to manage and mitigate any associated risks.
66. To design and implement the FOM the council will need to work closely and in partnership with BBLP, and set up the following sub-groups/workstreams to manage and oversee the development and implementation of the various components that combined will deliver the FOM.
- a) People/structures/HR
 - b) Partnership and collaboration
 - c) Review of services/Annexes
 - d) Review of performance framework
 - e) Contract and Deed of Variation (legal support required)
 - f) Procurement (eg supporting IT/vehicles/EV charge points)
 - g) IT/Digital and Customer Service
 - h) Accommodation
 - i) Fleet
 - j) Depots (Dilapidation Surveys?)
 - k) Environmental and Carbon Net Zero
 - l) Social Value
 - m) Re-branding and comms
67. Development of this model, and the supporting business case will be undertaken by October 2023. After which a further report will be brought back to Cabinet to approve the model in detail, including detailed project costings and identifying investment.
68. There may be a high level of support required from the council and BBLP HR services, depending on the number of staff identified to be transferred from BBLP to the Council. This will also require staff engagement, comms and engagement with staff liaison and trade unions, although the impact on council staff will be lower than the BBLP workforce.
69. As detailed earlier in the report any additional costs borne in the FOM from the TUPE of staff from BBLP to the Council will be mitigated by review and management structures and staff

restructures within both the council and BBLP, and recover from efficiency measures, in part realised by the initial investment proposed, one example being the improvements in IT aligned to the council's Customer and Digital Strategy.

70. At this early stage the FOM is proposed to be delivered on a cost neutral service basis, with exception of the design and implementation costs of the model which have been estimated at £185,000 in the year 2023/24 and to be determined and secured for 2024/25.

Revenue or Capital cost of project (indicate R or C)	2022/23	2023/24	2024/25	Future Years	Total
	£000	£000	£000	£000	£000
<i>Project Implementation</i>	0	185	0	0	185
TOTAL	0	185	0	0	185

Funding streams (indicate whether base budget / external / grant / capital borrowing)	2022/23	2023/24	2024/25	Future Years	Total
	£000	£000	£000	£000	£000
<i>Revenue funding allocated from H&T services</i>	0	185	0	0	185
TOTAL	0	185	0	0	185

Revenue budget implications	2022/23	2023/24	2024/25	Future Years	Total
	£000	£000	£000	£000	£000
<i>None</i>	0	0	0	0	0
TOTAL	0	0	0	0	0

Legal implications

71. External legal advice has been obtained by the council during 2022 relating to contract and employment law associated with the FOM proposed.
72. Provided that BBLP meets the performance requirements, the Council is allowed to extend the contract under clause 31 of the Public Realm Services Contract.
73. The Council should be aware that if the contract value is increased by 10% or more of the original OJEU notice that set out the original contract framework in 2013, it will trigger the Public Contracts Regulations 2015 and the Council will have to comply with said regulations.
74. Legal should be updated on the extent of the scope and increase in value of the contract to provide comprehensive advice and outline the procedure to be followed.

75. The Legal team will deal with the preparation and completion of all necessary legal documentation.

Risk management

76. The key risks and opportunities associated with the move to the public realm services FOM and contract adaption are provided in Appendix K. Managing the risks and securing the opportunities are proposed to be undertaken within the Project Implementation Group, which benefits from a broad level of expertise, along with PMO support.

Consultees

Officer Project Implementation Group
Cabinet Member for Finance, Corporate Services and Planning
Cabinet Member for Commissioning, Procurement and Assets
Cabinet Member for Infrastructure and Transport
Group Leaders
Public Realm Services Future Operating Model Member Working Group (established October 2022)
Political Groups Consultation 24 January 2023
Connected Communities Scrutiny Report and Minutes dated 13 February 2023

Appendices

Appendix A: Options Appraisal for selection of Future Operating Model
Appendix B: Council's Contract Management organogram
Appendix C: Contractor performance report for November 2022
Appendix D: Member Working Group Summary Views
Appendix E: Net Zero Carbon 2030
Appendix F: Development of Customer and Digital IT systems
Appendix G: Commitments to Social Value
Appendix H: BBLP Technical Services organogram
Appendix I: Equality Impact Assessment for Future Operating Model for impact on the services
Appendix J: Equality Impact Assessment for Future Operating Model for impact on the workforce
Appendix K: Risk and Opportunities Register

Background papers

Connected Communities Scrutiny Committee Report and Minutes dated 14 October 2022
<https://councillors.herefordshire.gov.uk/ieListDocuments.aspx?CId=1157&MIId=8824&Ver=4>

County Plan 2020-2024
<https://www.herefordshire.gov.uk/council/herefordshire-council/3>

Herefordshire Transport Asset Management Strategy
<https://www.herefordshire.gov.uk/roads-1/highway-asset-management-maintenance>

HMEP Procurement Toolkit
<https://www.theihe.org/wp-content/uploads/2020/07/Procurement-Route-Choices-Toolkit-PDF-90pages-147MB.pdf>

Local Transport Plan 2016-2031
<https://www.herefordshire.gov.uk/directory-record/5547/local-transport-plan>

Major Contract Improvement Plan
<https://www.herefordshire.gov.uk/downloads/file/23747/major-contract-performance-improvement-plan>

Glossary of terms, abbreviations and acronyms used in this report

Balfour Beatty Living Places (BBLP)
National Highways and Transport Network (NHT)
Price Waterhouse Coopers (PWC)
Public Realm Future Operating Model (FOM)
Small and medium-sized enterprises (SME)
Value for Money (VFM)

To support the council's selection of the public realm services Future Operating Model (FOM), engagement took place with officers, Group Leaders and cross party Members, to understand what was important to the council regarding these services, and what had been learnt from the current operating model.

The consensus from this engagement was that the any new arrangements should provide the council with greater assurance, be flexible and agile, be aligned to the council's new environmental and net zero carbon requirements, provide the council with expertise when required, ensure VFM and service quality services focussed upon providing excellent service to the customer.

From this engagement the following eight "Key Objectives" were derived:

Key Objective	Description of what the Council would like to achieve
Assurance	The council seeks a level of assurance regarding the operation of the service, where technical staff are directed by council employed staff who commission the services, manage the network, develop the annual plans, provide technical expertise and provide adequate levels of scrutiny, challenge and assurance to services being delivered by the contractors.
Flexibility	The new arrangements need to be able to flex to deliver seasonal workload fluctuations, changes to budgets (up and down) and resilience to deliver the council's annual works programme, infrastructure projects and support with civil emergencies.
Environment	The future arrangements must be aligned with the council's commitments to carbon net zero and wider environmental requirements.
Customer	The services must be focussed on delivering excellent customer services where the quality of service, digital reporting and access to information (CRM) and speed of response are key factors.
Expertise	To deliver the broad range of public realm services, the council will require access to industry expertise, best practice (what is working

	well in other areas) and innovation to develop and improve services continually.
VFM	Any contracted services resulting from the model selected must be attractive to the market to ensure interest and competition. The model selected must promote continual improvement, innovation and efficiencies and evolve during its term.
Risk	The future arrangements and any supporting contracts must place an appropriate balance of risk between the council and any providers, in the knowledge the council will ultimately pay for risk held by the provider.
Social Value	Social Value refers to the wider financial and nonfinancial value created by an organisation through its day to day activities in terms of the wellbeing of individuals and communities, social capital created and the environment.

Following investigation in the market and trends in public sector public realm service redesign and procurement, six models were selected.

Model No.	Model Type
1	Council deliver all services in house
2	Council core services and works delivered in house, with contracts for specialist top up services and major works
3	In house client and technical staff with framework for top up professional services and <u>multiple</u> contracts for works
4	In house client and technical staff with framework for top up professional services and <u>single</u> contract for works
5	In house client and technical staff with existing provider (single contract) for top up professional services and works
6	Thin client with sole integrated contract for professional services and all works

Scoring was undertaken as follows with equal weighting applied:

Score	Description
0	Does not meet the objective
1	Meets only minor aspects of the objective
2	Meets some aspects of the objective
3	Meets most aspects of the objective
4	Meets fully the requirements of the objective

Outcome of the options appraisal:

Ranking	Model	Score
1	Model 5- In house client and technical staff with existing provider (single contract) for top up professional services and works	24
2	Model 4- In house client and technical staff with framework for top up professional services and <u>single</u> contract for works	22
3	Model 2- Council core services and works delivered in house, with contracts for specialist top up services and major works	21
4	Model 6- Thin client with sole integrated contract for professional services and all works	20
5	Model 1- Council deliver all services in house	17
6	Model 3- In house client and technical staff with framework for top up professional services and <u>multiple</u> contracts for works	16

The options appraisal of the six models is provided below, with scores applied for each Key Objective, with a description to support the scoring applied.

Note- Model 6 is the current model that has been operating since 2013.

Delivery Models		Assurance	Flexibility	Environment	Customer	Expertise	VFM	Risk	Social Value	Total
1	Council deliver all services in house	4	1	3	3	1	1	1	3	17
		<p>In house services provide the high level of assurance that the council seek, which could be designed to meet environmental, social and customer requirements and adapt over the term.</p> <p>The council would invest and provide the IT/CRM and fleet.</p> <p>The model scores poorly due to a lack of market expertise, lack of flexibility in the absence of a large contractor and their supply chains, places a high level of risk on the council and is expected to cost significantly more than the current service arrangements.</p>								
2	Council core services and works delivered in house, with contracts for specialist top up services and major works	4	2	3	3	2	2	2	3	21
		<p>Core in house services provide the high level of assurance that the council seek, which could be designed to meet environmental, social and customer requirements.</p> <p>The council would invest and provide the IT/CRM and core fleet.</p> <p>This model places a high degree of risk onto the council.</p> <p>The contracts for delivery of the specialist services and the major works with limited scope, committed value (pipeline), may struggle to attract market competition (VFM) and will be unlikely to provide the industry expertise of a large provider working in partnership with the council.</p>								

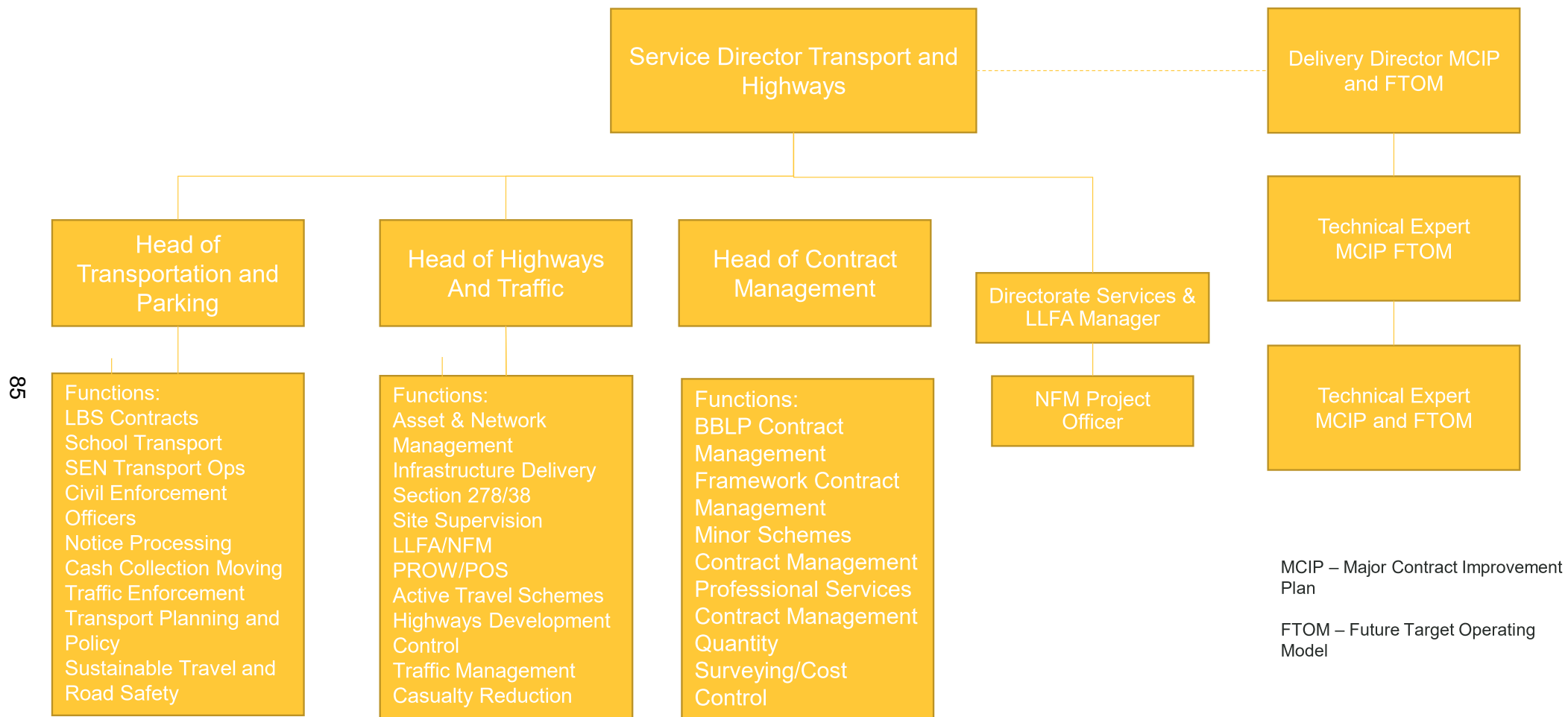
Delivery Models		Assurance	Flexibility	Environment	Customer	Expertise	VFM	Risk	Social Value	Total
3	In house client and technical staff with framework for top up professional services and <u>multiple</u> contracts for works	3	2	2	1	2	3	1	2	16
<p>In house client and core technical staff will provide the level of assurance that the council seek.</p> <p>The contracts for delivery of specialist professional services (top up) could be procured from a framework of contract, delivering some wider expertise and supporting flexibility.</p> <p>Multiple works package would be most likely provided by Tier Two and Tier Three providers.</p> <p>Multiple smaller providers may struggle to invest up front in fleet and the IT/CRM system would need to be provided and hosted by the council, used by multiple providers which would create some challenges relating to co-ordination of works and customer services.</p> <p>Multiple smaller providers score poorly for delivering market expertise and social value. The council contracting directly with smaller providers may improve the cost base over a Tier One provider (VFM), but this would be offset by the council holding more risk, and the additional client and contract management costs for the council running multiple contracts.</p>										

Delivery Models		Assurance	Flexibility	Environment	Customer	Expertise	VFM	Risk	Social Value	Total
4	In house client and technical staff with framework for top up professional services and <u>single contract for works</u>	3	3	3	3	3	2	2	3	22
		<p>In house client and core technical staff will provide the level of assurance that the council seek.</p> <p>The contracts for delivery of specialist professional services (top up) could be procured from a framework of contract, delivering some wider expertise and supporting flexibility.</p> <p>Works in a single package would be most likely provided by a Tier One or large Tier Two provider, securing market interest and competition due to the scope and scale of the opportunity.</p> <p>A single works provider could reasonably be expected to invest up front in fleet and the IT/CRM system, to ensure a good level of customer service aligned to the council's digital strategy.</p> <p>The single provider also scored well on delivering market expertise and social value, and would be expected to form a partnership arrangement with the council.</p> <p>This model delivers a good balance of risk between the council, professional services provider and single works contractor.</p> <p>Re-tendering for the works in this current climate of high inflation and material/supply chain challenges, could impact adversely on service costs and VFM, although this could be reviewed and evolve over the term.</p>								

Delivery Models		Assurance	Flexibility	Environment	Customer	Expertise	VFM	Risk	Social Value	Total
5	In house client and technical staff with existing provider (single contract) for top up professional services and works	3	3	3	3	3	3	3	3	24
<p>In house client and core technical staff will provide the level of assurance that the council seek. The staff in-sourced will cost slightly more due to the council's more generous terms and conditions and pension scheme, although this cost could be recovered by direct control with more efficient working practices. The in-sourcing involves a risk that some of the staff identified to be in-sourced do not take up the offer, leaving the council with a short term resource void, and the cost and time of recruiting in a challenging market place.</p> <p>The current contract with a significant extension of around 7 years (initial period) with a further 3 years subject to satisfactory performance to 2033, will enable the council to work in partnership with the contractor.</p> <p>This partnership would be used to review and improve the current operations, develop and implement new ways of working, invest in new fleet (environment), enhance the IT/CRM and customer services aligned to the council's emerging digital strategy and launch a re-branded new look service.</p> <p>The Tier One provider scores well in terms of flexibility (established access to supply chains), market expertise, and striking a good balance of risk with the council and delivering social value.</p> <p>This model negates a high proportion of the council's costs and risks associated with procuring new contracts, and the funds that the existing provider would need to re-tender could potentially be directed into investing in the Key Objectives.</p>										

Delivery Models		Assurance	Flexibility	Environment	Customer	Expertise	VFM	Risk	Social Value	Total
6	Thin client with sole integrated contract for professional services and all works	1	3	3	2	3	2	3	3	20
		<p>This model represents re-procurement of the current model with the council providing only a thin client delivering contract management plus the commissioning of services and developing the annual plan.</p> <p>This model fails to produce the level of assurance and control that the council are seeking.</p> <p>This model would be attractive to Tier One suppliers, and scores well for flexibility (supply chains), environment (fleet), expertise and social value.</p> <p>For service delivery and customer service, this model does not provide the council the level of assurance being sought, and places too much ownership onto the sole provider where changes requested by the council are subject to contract change control and re-pricing with a delay (and risk) in the ability of the council to change the services over the medium to long term.</p> <p>Procurement of a similar model in the current market raises concerns over VFM where the council are likely to see a significant cost increase.</p>								

Transport and Highways Structure



85

Appendix C- Balfour Beatty Living Places

Contract Performance Data November 2022

Extract from Public Realm Service Contract Operational Board Meeting –
December 2022

Operational Performance Indicators

	Indicator	Thre shold %	Nov 21	Dec 21	Jan 22	Feb 22	Mar 22	Apr 22	Ma y 22	Jun e 22	July 22	Aug 22	Sep t 22	Oct 22	Nov 22
1	Category 1 Defects	100	100	100	100	100	100	100	100	100	100	100	100	100	100
2	Category 2 Defects	80	89	84	84	89	94	96	98	96	98	93	96	87	89
3	Street Lighting Faults	98	100	100	100	100	100	100	100	100	100	100	100	100	100
4	Winter Maintenance	99	99.3	100	100	100	100	100	N/A	N/A	N/A	N/A	N/A	N/A	100
5	Highway Inspection	99	100	100	100	100	100	100	100	100	100	100	100	100	100
6	Bridge Inspection	100	100	100	100	100	100	100	100	100	100	100	100	100	100
7	Grass Cutting	90	-	-	-	-	-	100	100	99	100	100	100	100	-
8	Street Cleansing	90	94	97	96	N/A	94	N/A	N/A	100	98	97	98	94	94
9	Gully Cleansing	90	95	95	N/A	N/A	N/A	N/A	100	100	100	100	100	100	100
10	Programme Management	80	100	100	100	100	100	100	100	100	100	100	100	100	100
11	Stakeholder Liaison	95	97	99	99	100	97	99	96	97	99	99	99	100	96
12	Risk	100	100	100	100	100	100	100	100	100	100	100	100	100	100
14	Special Projects Communications	100	100	100	100	100	100	100	100	100	100	100	100	100	100
15	Supervisory Checks	85	100	100	100	100	100	100	100	100	100	100	94	100	93

Note: OPI 13 was due to be a measure of special projects but was never agreed, hence why it's not included in the table.

Background

A cross party Member Working Group was established in September 2022 meeting on a fortnightly basis until December 2022. The role of the group was for officers to better understand the issues and concerns relating to the public realm services delivered by the contractor since 2013, and to ensure the form of any new arrangements improved and enhanced the public realm services where possible.

Requirements for Future Arrangements:

For the future arrangements for delivery of the Public Realm services the Member Working Group considers the following requirements are important:

- 1.1 A clear distinguishment of council staff and the contractor, delivering a more traditional client and contractor relationship.
- 1.2 The council to deliver its core technical services with a greater degree of assurance and control where the council commission all works and own the development on the annual plan and work programmes, with expertise being provided from the contractor.
- 1.3 The council provide robust challenge and scrutiny of services delivered by the contractor, including commercial assurance ensuring value for money and ensuring a high quality of works completed on the ground.
- 1.4 Locality Stewards services are enhanced and delivered by the council, where they deliver some front line services such as responding to an urgent situation.
- 1.5 Introduction of fleet, plant and materials aligned with best practice in environmental standards, and aligned with the council's net zero carbon ambition.
- 1.6 Improvements in customer service and resident satisfaction, where the key drivers are responsiveness, speed and quality of works.
- 1.7 Greater engagement and involvement with ward Members, parish councils & community groups relating to the delivery of services, where engagement provides awareness and support from other groups.
- 1.8 Opportunities for delivering services shared with other council's should be investigated where it can lead to learning and efficiencies.
- 1.9 The council should work with the contractor to reduce management costs across the contract, and prioritise works on the ground to support efficient service delivery and value for money.
- 1.10 The council and contractor should work together to review and revise performance measures aligned to new priorities, as well as the business as usual operational standards.
- 1.11 The service should be rebranded and launched as a new service for the residents of Herefordshire where the council are seen to be taking a more leading role.

Key Objectives

From this and wider engagement, the following eight council “Key Objectives” were derived which would be given high priority for the selection of any future operating model.

Assurance- The council seeks a level of assurance regarding the operation of the service, where technical staff are directed by council employed staff who commission the services, manage the network, develop the annual plans, provide technical expertise and provide adequate levels of scrutiny, challenge and assurance to services being delivered by the contractors.

Flexibility- The new arrangements need to be able to flex to deliver seasonal workload fluctuations, changes to budgets (up and down) and resilience to deliver the council’s annual works programme, infrastructure projects and support with civil emergencies.

Environment- The future arrangements must be aligned with the council’s commitments to carbon net zero and wider environmental requirements.

Customer The services must be focussed on delivering excellent customer services where the quality of service, digital reporting and access to information (CRM) and speed of response are key factors.

Expertise- To deliver the broad range of public realm services, the council will require access to industry expertise, best practice (what is working well in other areas) and innovation to develop and improve services continually.

VFM- Any contracted services resulting from the model selected must be attractive to the market to ensure interest and competition. The model selected must promote continual improvement, innovation and efficiencies and evolve during its term.

Risk- The future arrangements and any supporting contracts must place an appropriate balance of risk between the council and any providers, in the knowledge the council will ultimately pay for risk held by the provider.

Social Value- Social Value refers to the wider financial and nonfinancial value created by an organisation through its day to day activities in terms of the wellbeing of individuals and communities, social capital created and the environment.

Note: Members were informed of the opportunities and risks of bringing some services back in-house for self delivery, procuring new services elsewhere and the constraints regarding adaption and retention of the current contractor.

Members Views

Member initial views and perception on the current arrangements were sought, and summarised below.

- 1.1 The historic arrangement formed over time between the council and contractor appears too friendly with lack of contractual control.
- 1.2 The current arrangements do not provide the council with adequate levels of assurance and control for the services that are delivered on the ground.
- 1.3 Members would like to see more of the works checked by the council to ensure appropriate response times, and to ensure the works delivered are of suitable quality.
- 1.4 Concerns were raised over the quantum of management and support services, in relation to the quantum of works being delivered on the ground.
- 1.5 Project work and design matters appear over engineered and overly complicated in some instances, with a lack of council direction and input through the design stages. This leads to concern over the cost of some project work and concerns regarding value for money.
- 1.6 The contractor is considered to deliver project work well, however on more complex projects there are instances where the project is considered overly complicated and takes too long to complete.
- 1.7 There are some service areas, for example litter bin emptying, where the services should be reviewed and re-designed.
- 1.8 Concerns widely raised regarding value for money of some services.
- 1.9 The current customer reporting system has some limitations.
- 1.10 There is a lack of engagement with parish councils and other partners who could potentially contribute to the delivery of services by topping up services delivered by the council.
- 1.11 Concerns regarding contractor led communications, which in some cases are unaware of local issues and sensitivities wider than the public realm services.
- 1.12 The current public realm services and contractor are generally not well thought of within Herefordshire.



Annex E Net Zero Carbon

Supporting Herefordshire Council to achieve carbon neutrality by 2030

Introduction

Herefordshire Council have declared a climate emergency and have set themselves a target of carbon neutrality by 2030. They are looking for opportunities for carbon reduction in all aspects of operation.

BBLP are committed to a 2030 carbon reduction target through the rigorous measurement of Scope 1, 2 and 3 emissions. Further to this we have developed a programme of being Beyond Net Zero by 2040 using the Eliminate, Reduce, Substitute, Compensate hierarchy as described in the Balfour Beatty Living Places (BBLP) 2022 Net Zero Carbon Action Plan, attached to this document.

We will support Herefordshire Council to reduce carbon within the highways service through agreement of measures applicable to the service and bring our internal expertise to collaborate in business case development for funding and investment opportunities. Potential measures are detailed below:

- Create and agree a PAS certified Carbon Reduction Plan for the contract to support an average percentage for joint year on year reduction including:
 - Continued investment in technology and innovation to reduce the carbon footprint, of the whole service, both contractor and client activities, including materials and consistent, accurate data collection
- Establish quick wins to impact Scope 1&2 emissions such as investment in decarbonising plant and fleet, switching from diesel to electric, hybrid or hydrogen powered solutions, including:
 - Installation of EV charging points at all depots
 - All small plant to be fully electric
 - Contribute to the residential charge point pilot with BB expertise and investment experience
- Reach back into Balfour Beatty expertise to understand and deliver reductions in Scope 3 emissions in line with BBLP's Net Zero Carbon Action Plan
- Embed a carbon conscious culture as part of a joint contract culture refresh programme to underpin the new expanded client team including:
 - Reach back into BBLP and the wider Balfour Beatty Group and supply chain partners for expertise, industry innovations and training
 - Agree a trialling programme for latest innovations and products/materials
- Shared expertise across Balfour Beatty group for circular waste economy and innovative materials

We collect and publish data via our online sustainability portal, which is independently assessed and audited. This supports peer reviews and allows contracts to benchmark carbon reduction targets and cascade best practice.

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Contract Director | Balfour Beatty Living Places

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Annex F: Development of Customer and Digital IT Systems

Introduction

Balfour Beatty's in-house expert capabilities encompass a variety of digital services and are applied across the whole lifecycle of projects and contract delivery. Technology deployed includes augmented and virtual reality; Building Information Modelling (BIM); drones; 3D printing; cloud data storage; telematics and data analytics. By developing systems and tools to enable delivery teams to share information and communicate electronically, we enhance the flow of information and interaction with the public and other stakeholders.

To support the successful delivery of the whole highways service, we will leverage our extensive experience in the delivery of complex highways maintenance contracts to support Herefordshire Council to effectively manage engagement, communications and collaboration with communities and stakeholders. We are very aware of the role of highways contractor as an ambassador for Herefordshire Council and propose integrating our systems and processes for a Right First Time approach to delivery and stakeholder management, reducing enquiries and improving perception.

Key elements include:

- Continue to work with the existing Herefordshire Council systems and collaborate with the overarching digital pathway for Herefordshire to ensure effective digital integration and communication across departments
- We will develop our solution led technology to enable real time visibility of works information for customers and Members, including the status of works and the progress of enquiries. Continuation of existing systems and implementation of industry standard systems for reporting issues and understanding network activity linked directly to works management activity
 - one.network – live traffic information, roadworks, utilities and diversions
 - FixMyStreet – a map-based platform enabling efficient reporting of network defects
 - News Feed – providing up-to-date information on operations e.g. live route-based gritting schedules during severe weather
- Shared training opportunities, including expectations of behaviours, with remote access to information giving delivery teams confidence in engaging with customers on-site
- Establishment of a physical/digital communications strategy such as supporting letter drops with QR codes on advanced notices that link to detailed information
- Providing animations for the HC website to push information to the public explaining why the highways service delivers the service the way it does for example Asset Management or Winter Maintenance.

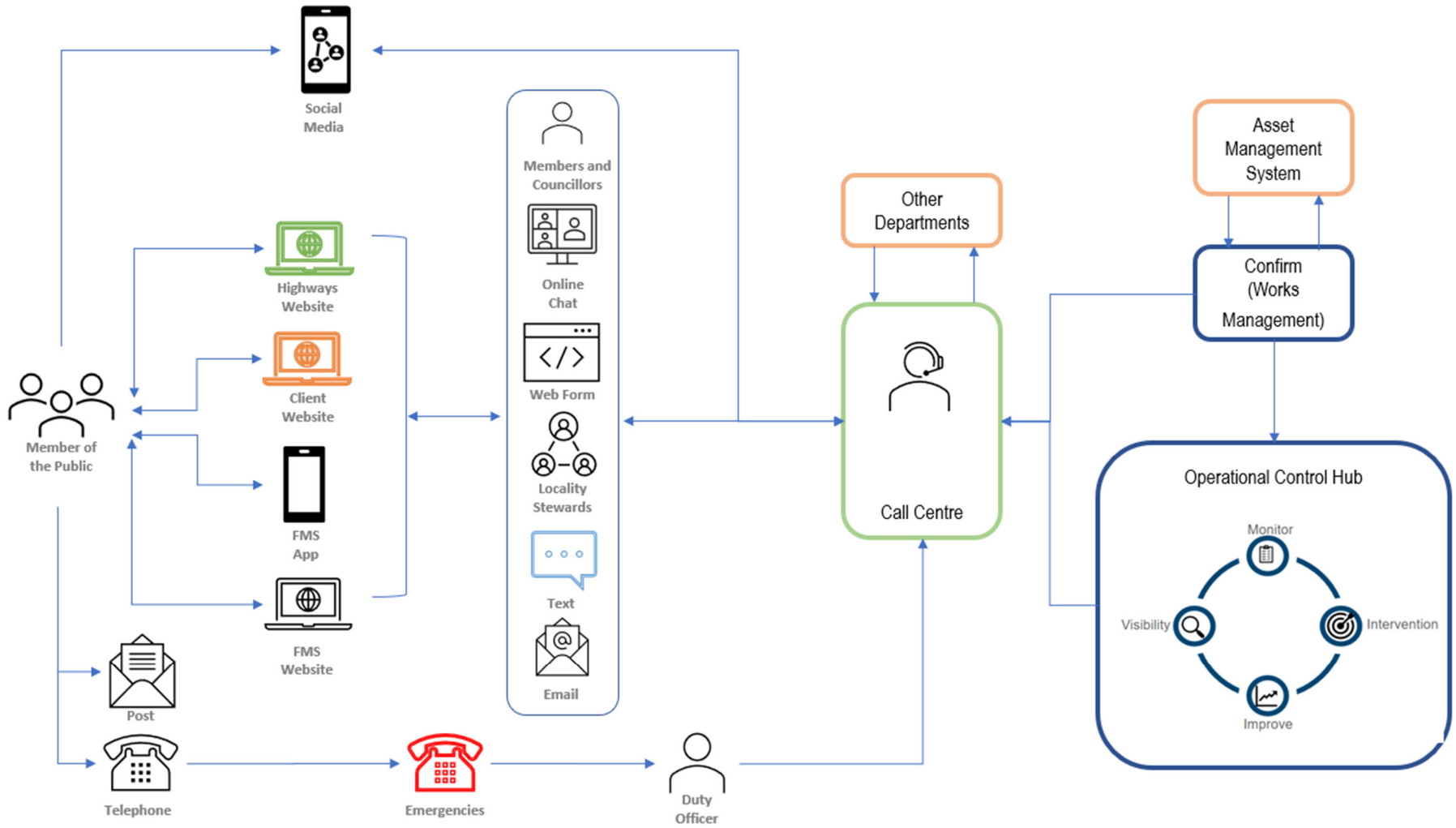
An example of the customer journey and the integration of all systems via the Confirm Works management system with real time data monitored via the Operational Control Hub is illustrated in the following diagrams.

Mark Darlow-Joy
Contract Director | Balfour Beatty Living Places

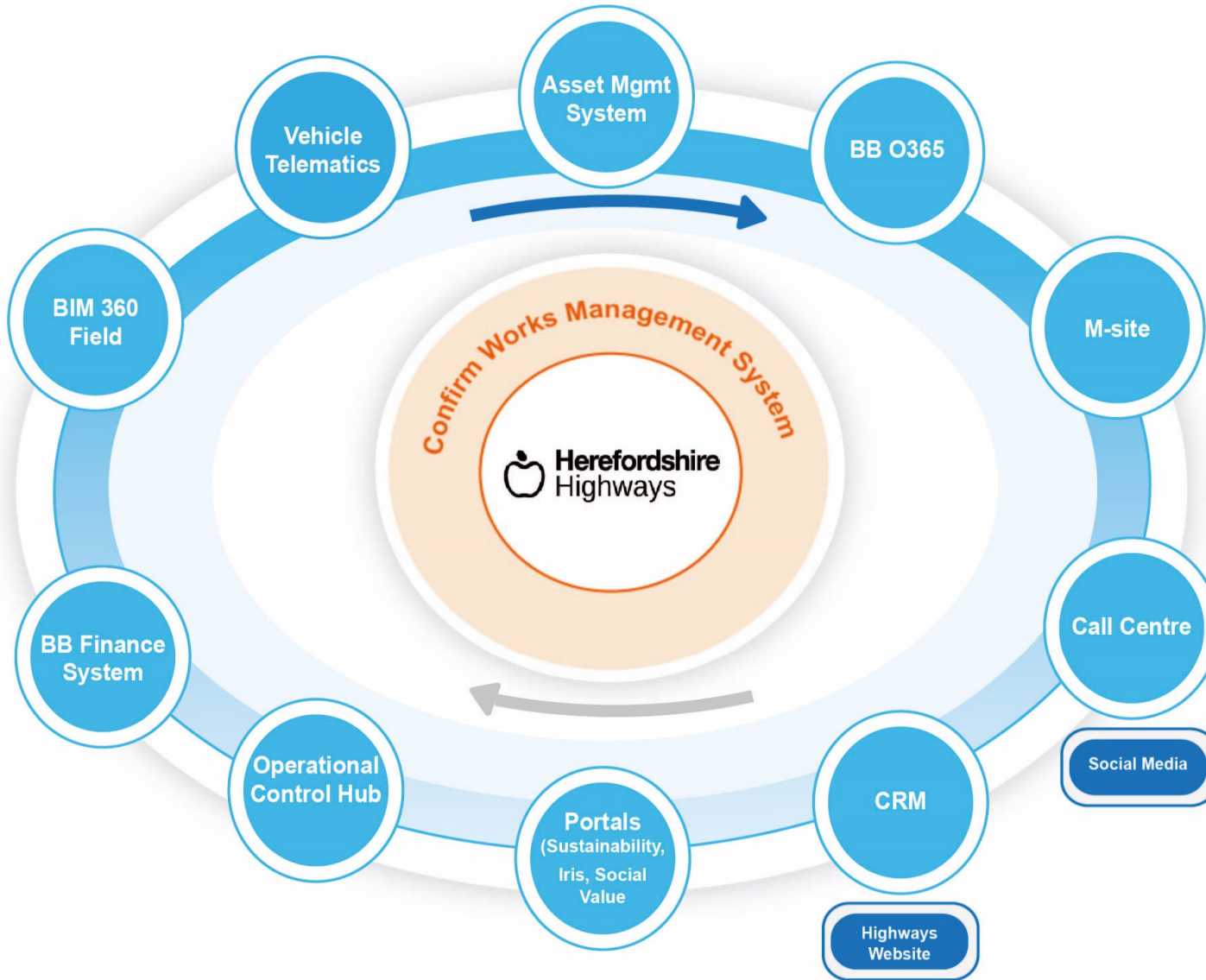
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Customer Journey Example

97



Integrated systems updating in real time example





Annex G: Commitments to Social Value

Introduction

Balfour Beatty's ambition to positively impact more than 1 million people between now and 2040 seeks to build upon our existing social value measures to capture the broader positive and lasting impact we have on people's lives. This means, for example, that we look more holistically at the wider impact of the volunteering our workforce undertake, and the number of people positively impacted, rather than simply counting the number of days spent volunteering. It's about a greater focus on, and increased quality of the outcomes we deliver. Our overarching commitments are detailed in our Building New Futures document

To bring this ambition to Herefordshire we will undertake relevant activities and projects that support the local social value objectives, leveraging the capability of Balfour Beatty to provide a positive legacy for Herefordshire communities. Engagement of a Social Value and Sustainability Coordinator will bring expertise and consistency to implement initiatives and apply measurement across the partnership. This will support Herefordshire Council in their aspiration of working with all sectors of the business community to implement a community wealth building initiative.

Consistent and demonstrable social value will be achieved through a joint review and assessment of the nationally recognised Themes and Measures for Social Value to select and apply those that reflect Herefordshire Councils four key principles. This will provide the opportunity to align activity with local commitments. In particular we will support Herefordshire Council by spending locally and skilling up, through working closely with supply chain partners to develop their opportunities within the contract and creating employment skills and opportunities for under-represented groups.

Examples of measures that will be considered are detailed below:

- Creating a pool of apprentices shared across the council,, BBLP and supply chain
- Engagement with local colleges for commitment to training programmes
- Shared training opportunities
- Deliver 5% of earn and learn positions from outset of new arrangements, and increase annually over life of contract
- Targeted opportunities for work experience, career mentoring and support to care leavers and veterans
- Coordination of Herefordshire Highways volunteer activities to align 50% of time to local Councillor priorities, and joint community days
- Use of local facilities for local voluntary and community groups
- Business support advice offered to local micro businesses/SMEs/social enterprise.

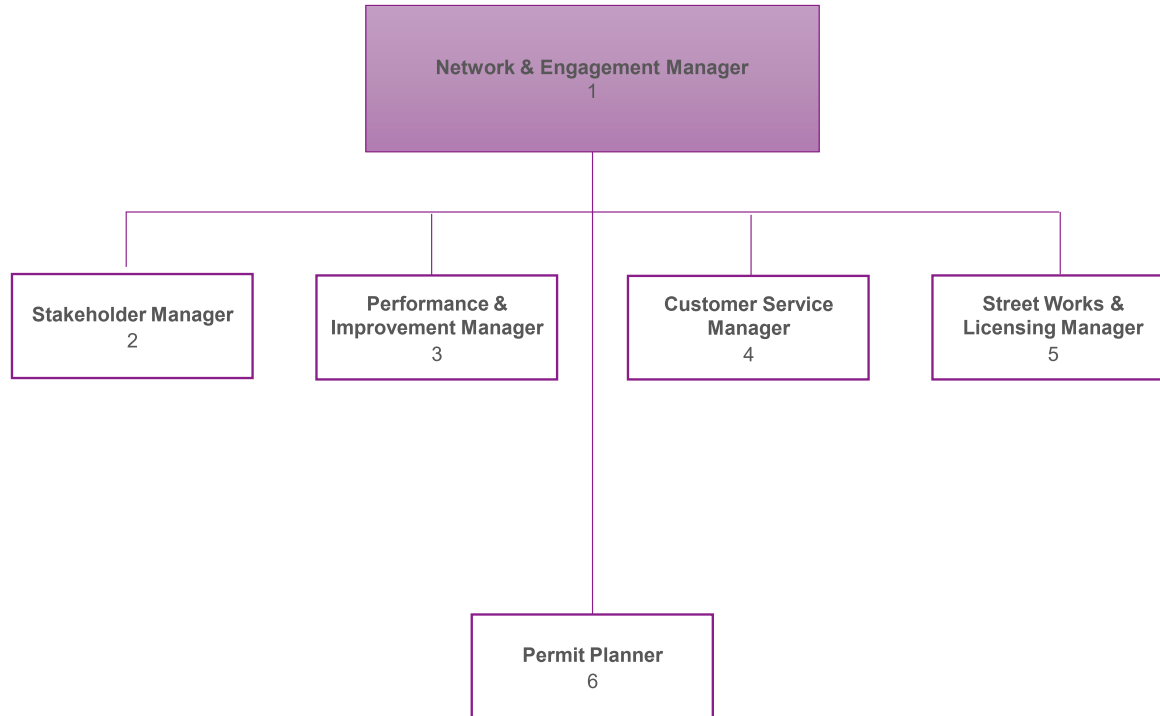
We collect and publish data via our online sustainability portal which is independently assessed and audited. This supports peer reviews and allows contracts to benchmark social value targets and cascade best practise.

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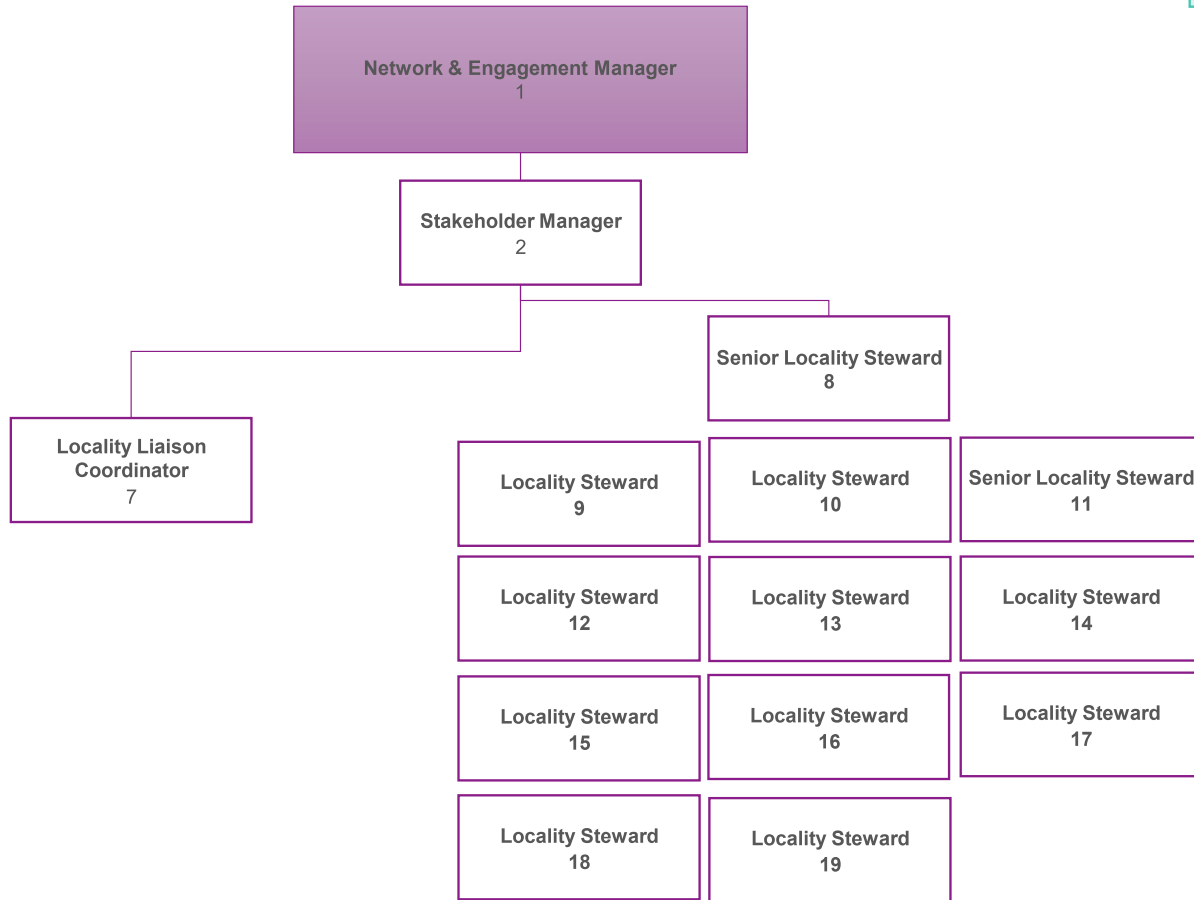
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Network & Engagement Team



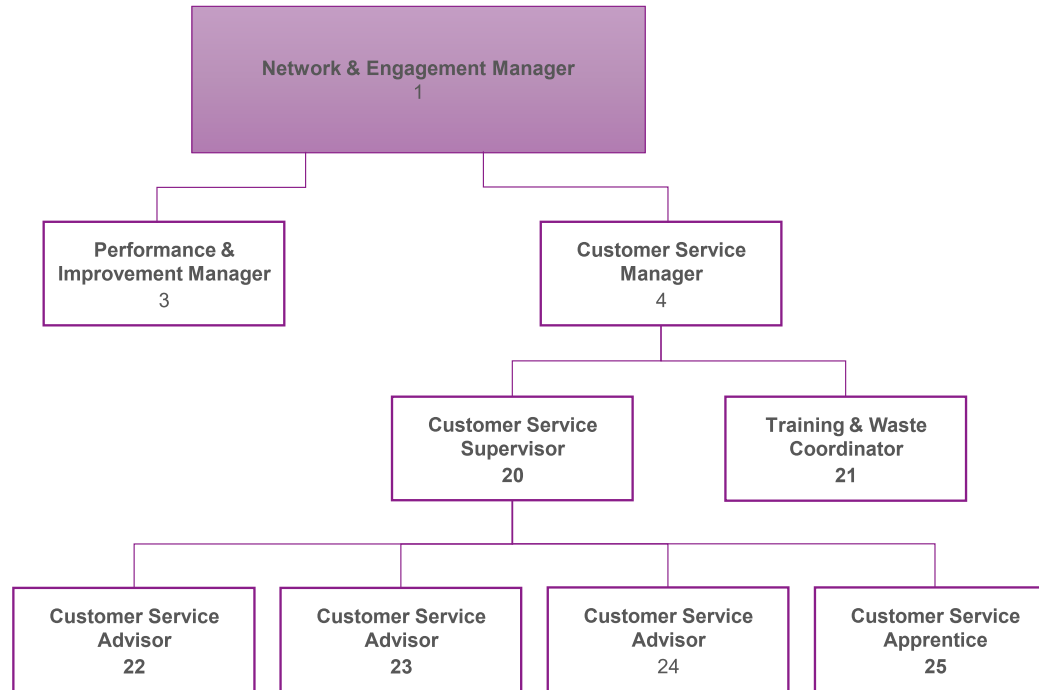
Locality Steward Team

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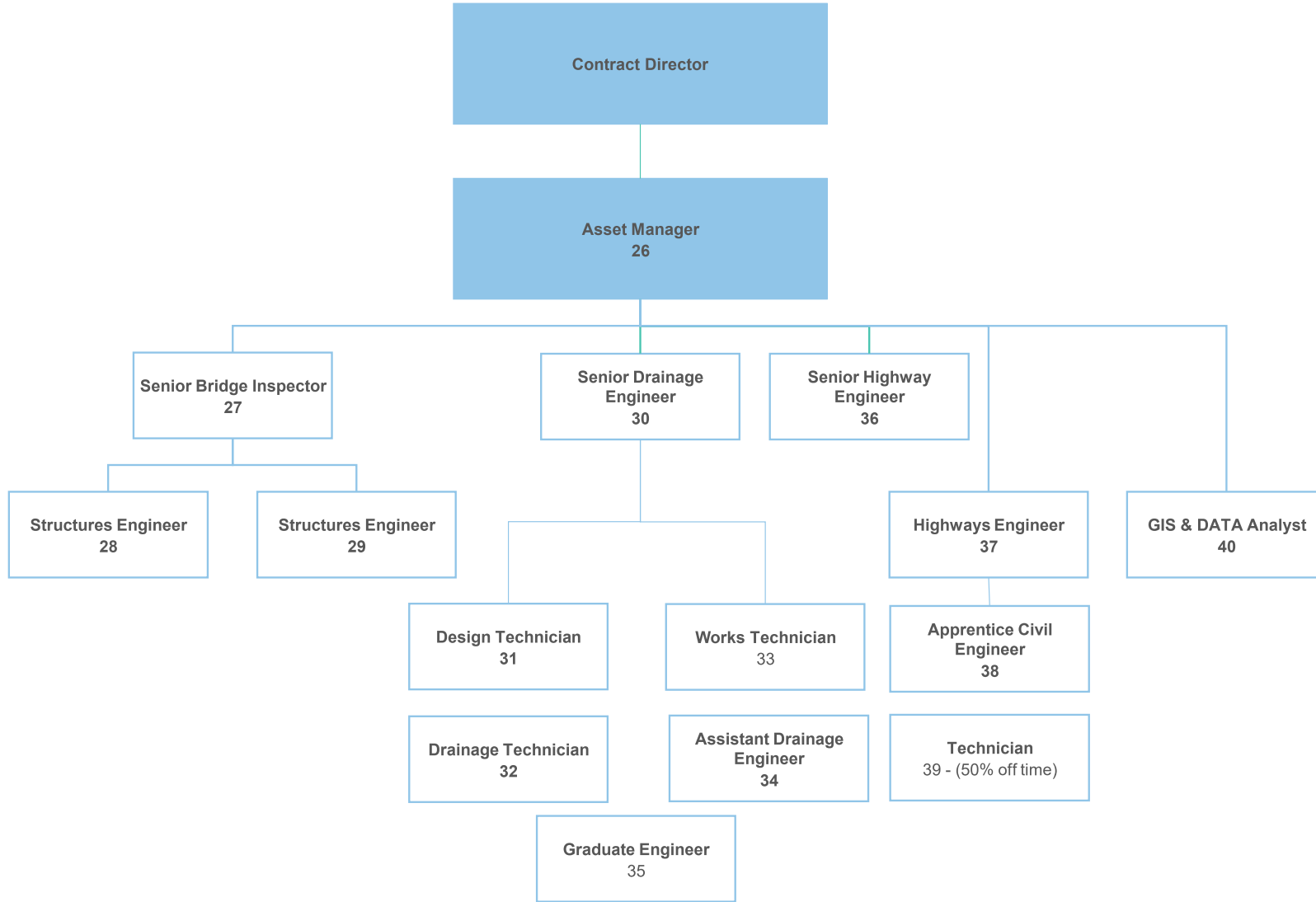
Customer Service & Performance

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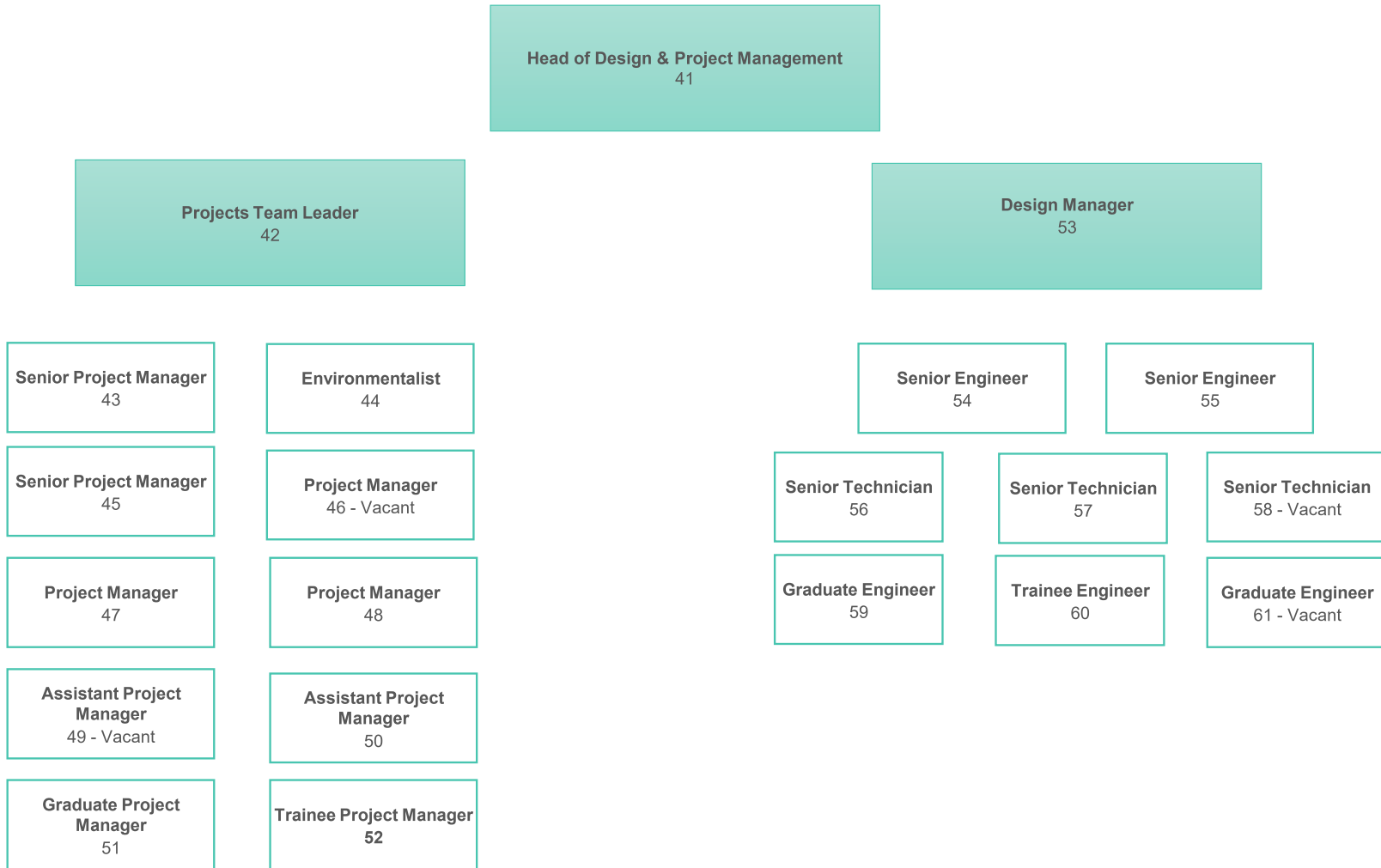
Asset Management Team

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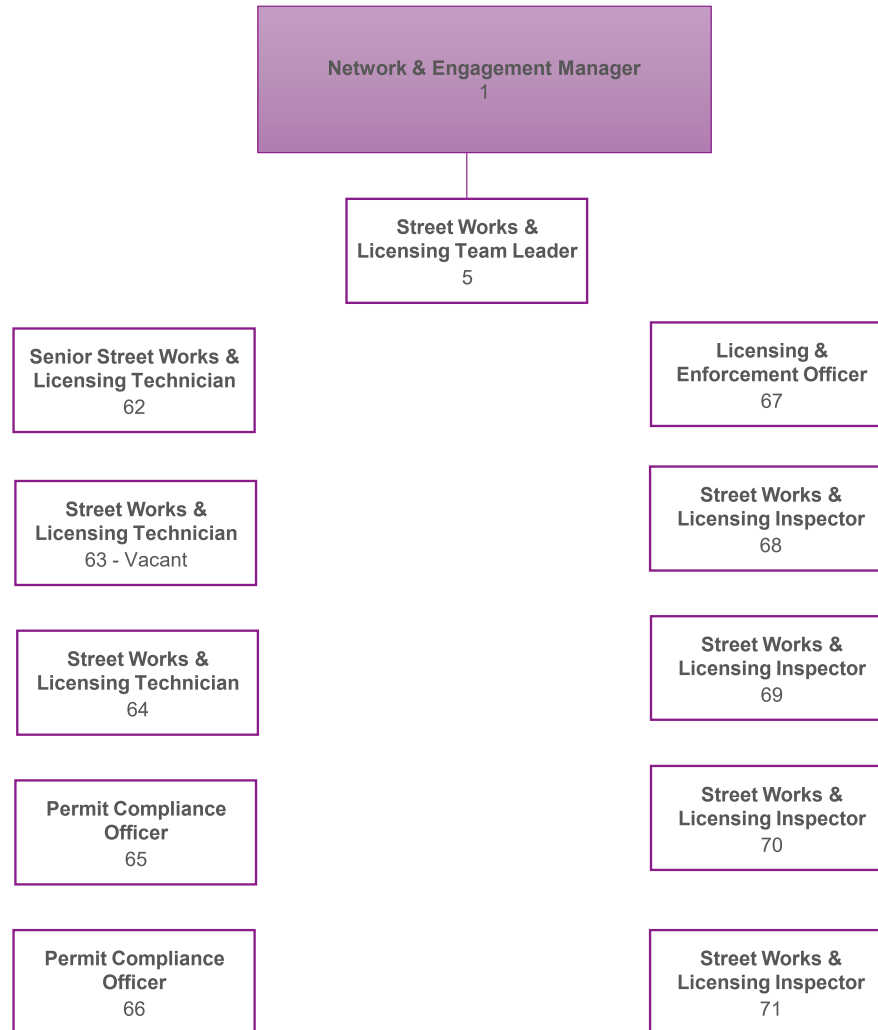
Design and Project Team

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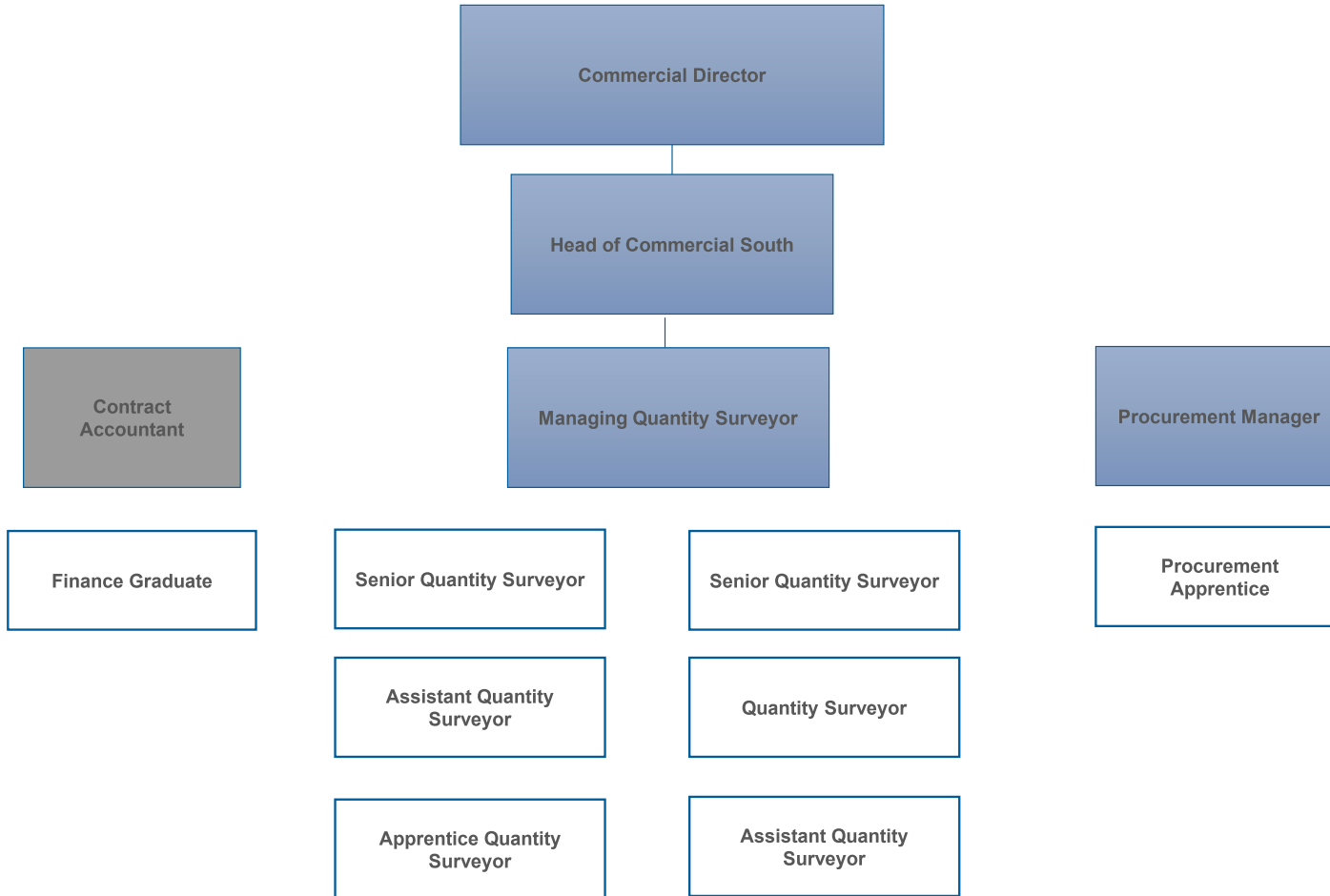
Network Regulation Team

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Commercial & Finance Team

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Equality Impact Assessment (EIA) Form

Please read EIA guidelines when completing this form

1. Name of Service Area/Directorate

Name of Head of Service for area being assessed:

Mark Averill- Interim Service Director Transport & Highways

Directorate: Economy & Environment

Individual(s) completing this assessment:

- Alex Deans- Interim Major Contract Improvement Specialist
- Bruce Evans- Engineering Manager
- Spencer Grogan- Parks & Leisure Centre Commissioning Manager
- Mark Darlow-Joy- Contract Director
- Anthony Agate- BBLP Network and Engagement Manager
- Paul Raynor- BBLP Contracts Operations Manager

Date assessment completed: 12/12/22

2. What is being assessed

Activity being assessed (eg. policy, procedure, document, service redesign, strategy etc.)

Midpoint review of the delivery of the Public Realm Services in partnership between the council and its Term Service Contractor Balfour Beatty Living Places, that commenced under a contract between the two parties in 2013, that could be extended to 2033.
The public realm contract deliver services including public open space, litter and bins, street cleansing, highway maintenance, drainage, street lighting and minor schemes.

What is the aim, purpose and/or intended outcomes of this activity?

To deliver effective and efficient public realms services for the residents of Herefordshire.

Name of lead for activity

Alex Deans- Interim Major Contract Improvement Specialist

Who will be affected by the development and implementation of this activity?

- Service users
- Patients
- Carers
- Visitors
- Staff
- Communities
- Other:

Is this:

- Review of an existing activity
- New activity/policy
- Planning to withdraw or reduce a service, activity or presence?

What information and evidence have you reviewed to help inform this assessment? (name your sources, eg. demographic information for services/staff groups affected, complaints etc.)

Audits of the Public Realm Services and the resulting Major Contract Improvement Plan 2020-2022
 Contract performance indicators
 Connected Communities Scrutiny Committee Report and Minutes dated 14 October 2022

Summary of engagement or consultation undertaken (eg. who and how have you engaged with, or why do you believe this is not required)

Member groups
 Council Service Managers
 Balfour Beatty Living Places

Summary of relevant findings

The midpoint review of the Public Realm Services has identified that although the Council desires to deliver more of the services in-house, this will not impact adversely on the delivery of services for any of the equality groups listed below.

Should the Council and Balfour Beatty Living Places propose to change an aspect of service delivery that could potentially impact the residents of Herefordshire, including any of the equality groups listed below, then this specific service change including a change in policy, then this will be subject to an independent EIA for assess the proposed change.

Likewise should a capital project propose to change or improve part of the highway network, then this proposal is subject to an independent EIA, which looks at the impact during construction and the end product of the projects and considered business as usual for the Public Realm services.

3. The impact of this activity

Please consider the potential impact of this activity (during development and implementation) on each of the equality groups outlined below. **Please tick one or more impact box below for each Equality Group and explain your rationale.** Please note it is possible for the potential impact to be both positive and negative within the same equality group and this should be recorded. Remember to consider the impact on staff, public, patients, carers, partner organisations, etc. in these equality groups.

Equality Group	Potential positive impact	Potential neutral impact	Potential negative impact	Please explain your reasons for any potential positive, neutral or negative impact identified
Age		✓		Part of the services being transferred from Balfour Beatty Living Places into the Council, delivering services in the same form will not have a negative impact on this equality group.
Disability		✓		As above
Gender Reassignment		✓		As above
Marriage & Civil Partnerships		✓		As above
Pregnancy & Maternity		✓		As above

Equality Group	Potential positive impact	Potential neutral impact	Potential negative impact	Please explain your reasons for any potential positive, neutral or negative impact identified
Race (including Travelling Communities and people of other nationalities)		✓		As above
Religion & Belief		✓		As above
Sex (including issues of safety and sexual violence)		✓		As above
Sexual Orientation		✓		As above
Other Vulnerable and Disadvantaged Groups (eg. carers, care leavers, homeless, social/ economic deprivation, etc)		✓		As above
Health Inequalities (any preventable, unfair & unjust differences in health status between groups, populations or individuals that arise from the unequal distribution of social, environmental & economic conditions within societies)		✓		As above

What actions will you take to mitigate any potential negative impacts?

Potential negative impact	Actions required to reduce/ eliminate negative impact	Who will lead on action?	Timeframe
No negative impacts identified			

Where an impact on any of the Equality Groups is realised after the implementation of the project/service/policy, the commissioners and/or providers of the project/service/policy will seek to minimise the impact and carry out a full review of this EIA.

4. Monitoring and review

How will you monitor these actions?

None to review

When will you review this EIA? (eg in a service redesign, this EIA should be revisited regularly throughout the design & implementation)

Should there be any proposed service/policy changes during the re-design of the Public Realm Services working in partnership with BBLP, then these changes would be subject to further EIAs specific to any changes being proposed and designed, prior to their implementation.

5. Equality Statement

- All public bodies have a statutory duty under the Equality Act 2010 to set out arrangements to assess and consult on how their policies and functions impact on the 9 protected characteristics.
- Herefordshire Council will challenge discrimination, promote equality, respect human rights, and design and implement services, policies and measures that meet the diverse needs of our service, and population, ensuring that none are placed at a disadvantage over others.
- All staff are expected to deliver services and provide services and care in a manner which respects the individuality of service users, patients, carers etc, and as such treat them and members of the workforce respectfully, paying due regard to the 9 protected characteristics.

Signature of person completing EIA

Date signed

20/12/2022



Equality Impact Assessment (EIA) form for activities affecting the workforce

1. Name of Service Area/Directorate

Name of Head of Service for area being assessed:
Mark Averill- Interim Service Director Transport & Highways
Directorate: Economy & Environment

Individual(s) completing this assessment:

- Alex Deans- Interim Major Contract Improvement Specialist
- Bruce Evans- Engineering Manager
- Spencer Grogan- Parks & Leisure Centre Commissioning Manager
- Mark Darlow-Joy- Contract Director
- Anthony Agate- BBLP Network and Engagement Manager
- Paul Raynor- BBLP Contracts Operations Manager

Date assessment completed: 12/12/22

2. What is being assessed

Activity being assessed (eg. policy, procedure, document, service redesign, strategy etc.)

Midpoint review of the delivery of the Public Realm Services in partnership between the council and its Term Service Contractor Balfour Beatty Living Places, that commenced under a contract between the two parties in 2013, that could be extended to 2033.
The public realm contract deliver services including public open space, litter and bins, street cleansing, highway maintenance, drainage, street lighting and minor schemes.

What is the aim, purpose and/or intended outcomes of this activity?

To deliver effective and efficient public realms services for the residents of Herefordshire.

Name of lead for activity

Alex Deans- Interim Major Contract Improvement Specialist

Who will be affected by the development and implementation of this activity?

- Full time staff
- Part time staff
- All staff
- Professional, technical and administration staff of both the council and the contractor Balfour Beatty Living Places who are involved in delivery of the Public Realm services.

Is this:

- Review of an existing activity
- New activity/policy
- Planning to withdraw or reduce a service, activity or presence?

What information and evidence have you reviewed to help inform this assessment?

Performance of current workforce
 Individuals T&Cs
 Wider employee benefits including discounted private healthcare and share purchase options
 On call / out of hours including Winter Service Decision Making
 Training and development
 Vehicles (provision of)
 Travel benefits and staff car parking
 Place of work
 Business continuity plans
 CDM & H&S requirements
 Systems, IT and data that supports the workforce

Summary of engagement or consultation undertaken (eg. who and how have you engaged with, or why do you believe this is not required)

Member groups
 Council Service Manager
 Balfour Beatty Living Places
 Council HR services
 Balfour Beatty Living Places HR services

Summary of relevant findings

The part of the BBLP workforce identified to be transferred into the council (TBC) will deliver very similar services under similar working arrangements and office locations as currently provided, therefore subject to the council's employment terms and conditions and HR policies not disadvantaging any of the equality groups listed below (as expected), there will be no negative impact of any of the groups listed.

3. The impact of this activity

Please consider the potential impact of this activity (during development and implementation) on each of the equality groups outlined below. **Please tick one or more impact box below for each Equality Group and explain your rationale.** Please note it is possible for the potential impact to be both positive and negative within the same equality group and this should be recorded. **Note that you may not be aware of a staff member's protected characteristics.**

Equality Group	Potential positive impact	Potential neutral impact	Potential negative impact	Rationale/reasons
Age		✓		Council HR policies and T&Cs will not disadvantage this group over current employment with Balfour Beatty Living Places
Disability		✓		As above
Gender Reassignment		✓		As above
Marriage & Civil Partnerships		✓		As above
Pregnancy & Maternity		✓		As above
Race (including Travelling Communities and people of other nationalities)		✓		As above
Religion & Belief		✓		As above

Equality Group	Potential positive impact	Potential neutral impact	Potential negative impact	Rationale/reasons
Sex (including issues of safety and sexual violence)		✓		As above
Sexual Orientation		✓		As above
Other (eg. carers, social/economic deprivation, etc)		✓		As above

What actions will you take to mitigate any potential negative impacts?

Potential negative impact	Actions required to reduce/eliminate negative impact	Who will lead on action?	Timeframe
No negative impacts identified			

Where an impact on any of the Equality Groups is realised after the implementation of the project/service/policy, the commissioners and/or providers of the project/service/policy will seek to minimise the impact and carry out a full review of this EIA.

4. Monitoring and review

How will you monitor these actions?

None to review

When will you review this EIA?

Any changes proposed to council workforce structures, to accommodate and integrate the current BBLP workforce identified to move into the council will be subject to restructures and consultation, aligned with respective HR policies and procedures. This would involve notification and/or engagement with respective staff liaison officers and/or trade unions as appropriate.

5. Equality Statement

- All public bodies have a statutory duty under the Equality Act 2010 to set out arrangements to assess and consult on how their policies and functions impact on the 9 protected characteristics.
- Herefordshire Council will challenge discrimination, promote equality, respect human rights, and design and implement services, policies and measures that meet the diverse needs of our service, and workforce, ensuring that none are placed at a disadvantage over others.
- All staff are expected to behave in a manner which respects the individuality of service users and colleagues, and upholds our values.

Signature of person completing EIA

[Empty signature box]

Date signed

20/12/22

Risks associated with the Future Operating Model 5			
Ref	Risk	Potential Impact	Mitigation
1	The council do not have the appropriate internal nor external/consultant resources to support the move to a FOM.	The council are unable to progress a complaint and timely move to the FOM from 1 April 2025.	Secure support from the various aspects of Public Realm services (service/asset leads) plus support services including finance, commercial, legal, procurement, HR/pensions PMO, property, fleet, ICT and secure external expertise forming the Project Implementation Group.
2	Funding to deliver the FOM.	The council are unable to deliver the FOM and the services remain as current.	Identify total funding and cost profile to support move to FOM and secure budget within the council as part of approval and Decision.
3	BBLP terminate the contract with a 24 months Notice.	No public realm services provided by the contractor 24 months after Notice is served by BBLP, unless the council re-procures or moves to self delivery within the 24 months.	Develop collaborate partnership working with BBLP regarding design and delivery of FOM. Should the Notice be served by BBLP then the council will need to plan and deliver a re-procurement of the service.
4	BBLP technical workforce do not take up TUPE transfer to in-house council provision with loss of expertise and knowledge during transitional period.	Temporary service reduction, inadequate resources, loss of local knowledge and expertise.	Offer equal or improved T&Cs as required by TUPE. Sell and promote new FOM with a staff comms strategy, including staff retention/development incentives. Early development and sharing of new organisational structures to support the new operating model. Develop supply chains for interim and agency support as contingency.
5	IT solution for FOM (including CONFIRM development) is not efficient, resilient nor aligned to the council's Customer and Digital Strategy.	IT does not support or allow delivery of effective services with poor customer services.	Form a council/BBLP IT workstream group to define requirements early and secure/procure new IT development via procurement process in good time with adequate licencing and training arrangements.
6	Data transfer is not undertaken in good time and incomplete	Missing data adversely impacts on ability to run services, undertake	Early engagement with BBLP to agree data transfer plan identifying what data

	along with GDPR complications.	effective asset management and defend third party insurance claims.	will be transferred and in what form, for integration into new systems.
7	Unable to secure fleet at competitive prices in good time.	Negative impact on service delivery and ability to meet the council and BBLP commitments to net zero carbon by 2030.	Investigate market and secure contracts with supply chain in good time.
8	FOM services are more expensive than currently with BBLP contract, and fail to deliver VFM.	Require increase in budgets or lead to reduction in service leading to decline of the public realm asset and customer dissatisfaction.	Ensure accurate cost modelling during design of FOM including understanding any costs under TUPE, and ensure any new costs are mitigated by efficiency elsewhere, to ensure the FOM is cost neutral, once implemented.
Opportunities associated with the Future Operating Model 5			
Ref	Opportunities	Potential Impact	How will this be secured
1	The FOM will deliver the council's eight Key Objectives.	Services delivered via the FOM will lead to a higher level of satisfaction for both residents and Members.	Through the selection of Model 5 determined by the options appraisal.
2	Long term investment in the public realm services.	Delivery of more modern and efficient services ensuring VFM.	The contract extension to 2030 will enable both the council and BBLP to invest in their workforces, IT, fleet, plant, accommodation and depot facilities.
3	Carbon Net Zero by 2030.	Delivery of services by the council, BBLP and the supply chain that are carbon net zero by 2030.	Development of a Net Zero Carbon Management Plan for public realm services in partnership between BBLP and the council.
4	Align the services with the council's emerging strategy for Digital & Customer Strategy.	Improvements in the customer journey and customer services.	The council and BBLP will form a workstream to align the public realm services with the emerging strategy and implement along with investment in IT.
5	Re-launch and re-brand Herefordshire's Highways Services.	The FOM will be seen as new service with the council in a more leading role.	To support the move to the FOM and services aligned to the council's Key Objectives the council and BBLP will work in partnership to re-brand and re-launch the service with appropriate comms.

Connected Communities Scrutiny Committee Work Plan 2022-2023

Friday 14 October 2022, 2.30 pm

Agenda item	Cabinet Member/s	Officers	External Witnesses
<p>The Public Realm Future Operating Model</p> <p>To consider service performance and potential options for the future of the Council's public realm arrangements.</p> <p style="text-align: center;"><i>Deadline for draft reports: 30 September 2022</i> <i>Agenda publication deadline: 6 October 2022</i></p>	<p>Councillor John Harrington - Cabinet Member - Infrastructure and Transport</p>	<p>Ross Cook - Corporate Director, Economy and Environment</p> <p>Mark Averill – Interim Service Director Environment, Highways and Waste</p> <p>Alex Deans - Interim Programme Director – Major Contracts</p>	

Friday 18 November 2022, 9.15 am (meeting postponed from 9 September 2022)

Agenda item	Cabinet Member/s	Officers	External Witnesses
<p>Planning Services Improvement Plan</p> <p>To consider the progress of the Planning Services Improvement Plan, including matters relating to: service performance, resources and capacity; quality assurance; the approach to Section 106 Agreements and other planning obligations; the development of the Enforcement Action Plan, the development of the Communications Protocol; the effectiveness of the pre-application advice service; improving understanding of Permitted Development Rights, planning regulations and the planning process; enabling the Council to respond to County Plan priorities and the climate and ecological emergency; and the role of the Planning Inspectorate.</p> <p style="text-align: right;"><i>Deadline for draft reports: Monday 7 November 2022</i> <i>Agenda publication deadline: Thursday 10 November 2022</i></p>	<p>Councillor Liz Harvey - Cabinet Member - Finance, Corporate Services and Planning</p>	<p>Ross Cook - Corporate Director, Economy and Environment</p> <p>Tracey Coleman - Interim Service Director Planning and Regulatory Services</p>	<p>Planning Inspectorate</p>

Monday 13 February 2023, 9.15 am

Agenda item	Cabinet Member/s	Officers	External Witnesses
<p>Community Safety Partnership</p> <p>To consider the effectiveness of the Community Safety Partnership (CSP) in improving community safety in Herefordshire, including matters relating to: the latest statistics and trends in local crime; how each of the responsible authorities engages with and contributes resources to the work of the CSP; the effectiveness of leadership and partnership arrangements; how the responsible authorities produce and share key data; how the local community is involved in the work of the CSP; and how the CSP compares to other CSPs in region and similar areas.</p> <p style="text-align: right;"><i>Deadline for draft reports: 27 January 2023</i> <i>Agenda publication deadline: 3 February 2023</i></p>	<p>Councillor Ange Tyler - Cabinet Member - Housing, Regulatory Services and Community</p>	<p>Hilary Hall - Corporate Director Community Wellbeing</p> <p>Adrian Turton – Partnership Officer</p>	<ul style="list-style-type: none"> • Councillor Ange Tyler - Chair of the CSP, Herefordshire Council • Superintendent Edd Williams - West Mercia Police • Jon Barnes -Chief Transformation Officer, One Herefordshire Partnership/ Integrated Care Board • Anna Davidson – Assistant Director: Prevention, Hereford & Worcester Fire and Rescue Service • George Branch – Head of Probation, Hereford, Shropshire and Telford PDU, HM Prison & Probation Service • Jonathon Pryce, Chief Fire Officer - Herefordshire and Worcester Fire and Rescue Authority

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<p>The Public Realm Services Future Operating Model</p> <p>To provide committee the outcome of a midpoint review of the council's public realm services delivered in partnership between the council and the Public Realm Service Contractor, and seek comments and constructive challenge regarding the proposals to select and develop a Future Operating Model to ensure the public realm services are aligned to the council's medium and long term objectives.</p> <p style="text-align: center;"><i>Deadline for draft reports: 27 January 2023</i> <i>Agenda publication deadline: 3 February 2023</i></p>	<p>Councillor John Harrington - Cabinet Member - Infrastructure and Transport</p>	<p>Ross Cook - Corporate Director, Economy and Environment</p> <p>Mark Averill – Interim Service Director Environment, Highways and Waste</p> <p>Alex Deans - Interim Programme Director – Major Contracts</p>	

To be rescheduled / future work programming

Agenda item	Cabinet Member/s	Officers	External Witnesses
<p>The Management of Capital Projects</p> <p>To consider the arrangements for the development and delivery of capital projects; including the success criteria for the projects the Council bids for or receives grant funding for.</p>	<p>Councillor Liz Harvey - Cabinet Member - Finance, Corporate Services and Planning</p>	<p>Andrew Lovegrove – Director of Resources and Assurance</p> <p>Lisa Evans – PMO Delivery Director</p>	
<p>Levelling Up Fund Projects</p> <p>To consider the further development and readiness for the delivery of any successful bids to the Government Levelling Up Fund. Specifically, the proposed submission includes:</p> <ul style="list-style-type: none"> i. A package of public realm improvements in Leominster and Ledbury town centres and enhancements to the Leominster Old Priory building; ii. Development of the site infrastructure and development plots for the Ross Enterprise Park; and iii. A package of transport and active travel measures in and around Hereford city. 	<p>Councillor Ellie Chowns- Cabinet Member - Environment and Economy</p>	<p>Ross Cook - Corporate Director, Economy and Environment</p> <p>Roger Allonby – Director of Economy</p>	

