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MEETING:	South Area Council
DATE:	Tuesday, 19 September 2017
TIME:	3.00 pm
VENUE:	Meeting Room, Wombwell Library

AGENDA

- 1 Declarations of Pecuniary and Non-Pecuniary Interests

Items for Decision

- 2 Review of Area Council Commissioned Services - recommendations from the workshop held on 1st September, 2017 (Sac.19.09.2017/2) (*Pages 3 - 18*)

To: Chair and Members of South Area Council:-

Councillors Stowe (Chair), Andrews BEM, Coates, Dures, Franklin, Frost, Daniel Griffin, Lamb, Markham, Saunders, Shepherd and R. Wraith

Area Council Support Officers:

Diane Lee, South Area Council Senior Management Link Officer
Kate Faulkes, South Area Council Manager
Phil Hollingsworth, Service Director Stronger, Safer and Healthier Communities
Peter Mirfin, Council Governance Officer

Please contact Peter Mirfin on 01226 773147 or email governance@barnsley.gov.uk

Monday, 11 September 2017

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BARNSLEY METROPOLITAN BOROUGH COUNCIL

South Area Council Meeting:

19th September 2017

**Report of South Area Council
Manager.**

**Review of Area Council Commissioned Services – recommendations from
workshop held on 1st September 2017**

1. Purpose of Report

- 1.1 To seek approval for the recommendations made at the Area Council workshop held on 1st September 2017 regarding alterations to contracts for Area Council commissioned services

2. Recommendations

- 2.1 That members approve the recommendations made by the Area Council workshop held on 1st September and outlined in Section 4.1 of this report.**

3. Background & progress to date

- 3.1 At its meeting held on 16th June 2017, the South Area Council agreed to review the impact of its three largest contracts, which are:

- Tidy Team
- Environmental Enforcement
- Advice Services

- 3.2 The purpose of this review was to answer the following questions:

- What was the project initially commissioned to do and achieve?
- What needs was the project initially commissioned to meet & who were the beneficiaries?
- To what extent has it met these needs and to extent does the need still remain?
- What impact has it had in practice? What has the social return on investment been?
- What have been the project's main successes and shortcomings?
- Is the project duplicating mainstream service provision? If so, how and to what extent?
- What would be the impacts of reducing or ending this provision?

- 3.3 Since all of the three major funded projects had provided satisfactory or better performance throughout their lifetime, which was fully reported on at every Area Council meeting, it was clear that this was not to be a review of the provider's performance. The review would instead need to focus on the degree

to which the commissioned service had delivered the impact originally intended, with a view to deciding whether to:

- Continue to commission the service at its current level
- Reduce the level of service being funded
- Discontinue the service entirely; either because it was no longer needed or was not providing the impact hoped for

3.4 Reductions in any of the existing contracts could enable Area Council funding to be released for the development of a number of other projects currently under consideration. These include the development of a Social Isolation Project and the continued funding of the one year Private Sector Housing pilot.

3.5 The review of the three major commissioned contracts was held as a workshop after the main South Area Council meeting on 1st September 2017. The issues were discussed in full, using summaries of performance and impact information for each project which had been prepared by the South Area Council Manager. These papers are attached at Appendix 1 of this report.

4. Recommendations made by the South Area Council workshop

4.1 Following a full discussion of available options, the following recommendations were made by the workshop:

- That the Tidy Team contract was offering performance and impact well in excess of that originally anticipated by the South Area Council and should be retained in full
- That the Advice Services contract was offering performance and impact well in excess of that originally anticipated by the South Area Council and should be retained in full
- That the Environmental Enforcement contract be reduced by 50% from four officers down to two, which would reduce the contract value from £142,512 per year to £71,076 per year. This decision was reached for the following reasons:
 - Benchmarking work done across Area Councils suggests that Areas with two officers are gaining very similar numbers of tickets to those with four, suggesting that there may be a maximum number of tickets which can be issued in any given area, regardless of officer numbers
 - There is insufficient evidence around the degree to which four officers offer a deterrent, at a high cost to the Area Council
 - The impact on the street scene has not been sufficient to justify the cost of four officers, particularly because the majority of littering fines are for cigarette ends rather than other types of litter.

- There was also a strong desire to continue the work done by the Private Sector Housing contract, which currently runs as a pilot scheme to 31st October. It was also recommended that this contract should be extended to 31st March 2018 in the first instance, at a cost to the South Area Council of £13,575.
- 4.2 It is proposed that these recommendations are approved by an extra meeting of the South Area Council to be held at 3.00pm on 19th September 2017. This gives the South Area Council Manager sufficient time to give the six months' notice required by all Area Council contracts where changes to contract values and service levels are made.

Appendix 1: Review of Commissioned Services report presented at workshop on 1st September 2017

Officer Contact: Kate Faulkes
South Area Council Manager
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Date: 04/09/17

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South Area Council Environmental Enforcement contract – Aug 2014 – June 2017 (35 months)

Provider: Kingdom Security

[NB: It should be noted that Kingdom have delivered the specified service to a satisfactory level throughout the contract period, with no significant areas of concern. This review is intended to focus on the impact of the contract itself, rather than the quality of the provider]

Number of staff employed: 4

Cost of contract Aug 2014 – June 2017: Kingdom: **£319,556.00 ***
 BMBC Community Safety: **£81,424.00 ****
 Total: **£400,980.00**

Income received Aug 2014 – June 2017: **£119,789.00 *****

Thus net cost of contract after income: £281,191.00

Thus net cost per officer after income: £70,297.75 for 35 months [equivalent to £24,102.00 per year]

Overall purpose of the contract:

The South Area Council has identified 'The Environment' as one of its key priorities and within this context, have commissioned an enhanced environmental enforcement service to prevent environmental problems from escalating and to ensure that the positive work undertaken to maintain the environment is not undone by an anti-social minority.

The aims of procuring bespoke enforcement services are to respond to locally identified priorities, encourage the public to take pride in their local environment and facilitate a change in behaviours and attitudes towards looking after the environment. The majority of residents take pride in where they live and treat their environment and fellow residents with respect. More robust enforcement will help the Area Council to isolate the small minority who disrespect their environment and take robust action against them to change the way they behave & make them contribute towards the costs of improving the environment in which we live.

The Area Council will seek to maximise the impact of resources being earmarked to address environmental crime by procuring high quality services and to operationally align them to the BMBC Safer Communities Service and Parking Services as existing core services.

The specific aims and objectives of the service are:

- Operate locally and address the priorities and hot spots within the Area Council area
- Inspire people who live and work in the area to 'Love Where They Live'
- Maintain and improve environmental standards
- Keep the wards clean and well maintained
- Link with other Area Council commissioned services, to support the over-arching aims of the area governance model
- Build and maintain close working relationships with the Council's Safer Communities Service and Parking Services
- Provide a service which fully complements the existing 'core' environmental enforcement service provision by the Council's Safer Communities Service and Parking Services

The provider will be required to actively contribute to the achievement of specific Social Value Objectives. These reflect the vision and corporate priorities of the Council and include:

- Develop strong community networks, community self-help and resilience
- Improve physical health and emotional wellbeing in the area

- Improve the local environment
- Increase the number of people engaged in voluntary activities in the community
- Increase skills and work experience at local level
- Promote employment and training opportunities within the locality.

Annual targets & actual outputs from August 2014 – June 2017:

Number of litter fines issued (FPN)	2104
Number of dog fouling fine issued (FPN)	144
Number of parking notices issued (CPN)	675
Total tickets issued	2923
Number of targeted operations completed	360
% of local spend	90%
Social Return on Investment analysis	This project is assessed as returning £1.01 in social value for every £1.00 invested

Thus cost per ticket after income: £96.20 [cost per ticket before income received £137.18]

Comparison figures with other Area Councils:

The cost per ticket varies widely across the five Area Councils with an Environmental Enforcement contract, with the Central contract cheapest at a cost of around £10.00 per ticket, with the South contract the most expensive at £96.20.

With the same provider used across the five areas, there are a number of possible reasons for this, including:

- Different makeup of the five areas, with Central and Dearne (the two areas with lowest ticket prices) having large amounts of high density housing and urban areas, which are easier and more compact to patrol
- Some individual officers may be better 'ticketers' than others
- Possible that higher number of visible officers may offer more of a deterrent effect, leading to a smaller number of tickets and therefore a higher ticket cost
- South Area has focussed more on Parking, which has required more targeted operations which may or may not lead to ticketing – Parking is more difficult to ticket for than littering
- Only 50% of Parking income comes to the Area Council because of BMBC Parking Enforcement Admin charges, meaning that a greater emphasis on Parking will lead to lower income levels
- Is there an optimum number of officers, beyond which ticket levels are unlikely to rise? Comparisons with the other Areas suggest that the South Area Council might get similar levels of tickets and income with 2 Officers as they currently get with 4.

Environmental Enforcement Service – Strengths and Challenges

Strengths/what has worked well	Challenges/What has not worked so well
Integration with BMBC's Enforcement Service has been critical	Relationships with BMBC Parking Enforcement remain a challenge
Targeted operations, based on reporting and complaints, has yielded good results	Lack of intelligence from the public has not always been forthcoming
Officers have spent equal time patrolling each ward.	Officers not very visible across the area
'No tolerance' approach has provided consistency in issuing tickets	'No tolerance' approach has at times been interpreted as "intimidating" & has meant that at times vulnerable/newly arrived people have been ticketed
Sound appeals process in place- a number of tickets have been rescinded	
Robust approach to pursuing people providing false/no details	
Robust approach to pursuing payment of fines through the courts	Current lack of available court 'slots' to process volume of fines being issued
Use of bodycams by officers to record interactions with offenders has been important	
Numbers of Fixed Penalty Notices (FPNs) issued for littering and Penalty Charge Notices (PCNs) for Parking have been significant Anecdotal evidence that the issuing of FPNs acts as a deterrent for dropping litter of any kind (although no hard evidence for this?)	A small proportion of the FPNs issued (5.1%) are for dog fouling – although this is by far the largest area of complaint from public. Approximately 95% of littering FPNs are for cigarette ends.
Use of witness statements	Dog fouling complainants who know the offender but will not provide a witness statement
Levels of income have been significant	Levels of income cover only around 30% of the contract cost Other Area Councils with smaller number of staff have gained similar ticket numbers – is there an optimum level of staff for this kind of work?
Payment levels are high	Only 50% of Parking income received into Area Council due to administration fees
Anecdotal evidence of some behaviour change as a result of the contract	No hard evidence available to prove this one way or the other

Calculations:

*Based on:

Cost of contract Aug 14 – Mar 16 £107,092.00 p/a for 19 months

Cost of contract April 16 – Mar 17 £120,000 p/a for 12 months

Cost of contract April 17 – June 17 £30,000 p/a for 3 months

**Based on BMBC Community Safety recharges:

2014/15 £19,752.00
2015/16 £13,672.00
2016/17 £21,512.00
2017/18 £26,488.00

***Based on income from FPN fines for Littering and Dog Fouling and PCN charges for Parking after
BMBC Parking Enforcement Administration fee:

2014/15 £15,188.00 FPNs
2015/16 £49,864.00 FPNs
2016/17 £43,167.00 FPNs
2017/18 £4,295.00 (April – June) FPNs
2016/17 £7,275 PCNs

South Area Council – Tidy Team contract August 2014 – June 2017 (35 months)

Provider: Forge Community Partnership/Anvil CIC

[NB: It should be noted that Forge have delivered the specified service to a satisfactory level throughout the contract period, with no significant areas of concern. This review is intended to focus on the impact of the contract itself, rather than the quality of the provider]

Number of staff employed: 6 full time staff + 8 full time Adult Apprentices over 3 years

Cost of contract Aug 2014 – June 2017: £507,410.00 *

Overall purpose of the contract:

To deliver a service that complements existing service provision to improve the overall environmental appearance of the Darfield, Hoyland Milton, Rockingham & Wombwell wards. The service to be procured should complement the continuing provision offered by BMBC Neighbourhood Services and proactively engage the local community in keeping their neighbourhoods clean and tidy. The service to be procured should also work with the large number of existing individuals and/or community groups already involved in a wide range of environmental projects, ranging from litter picks to community growing schemes.

The service will contribute to maintaining a clean, well presented & welcoming physical environment through the involvement and inspiration of local volunteers, community groups, businesses and schools to 'Love Where You Live' and actively engage in sustaining their own neighbourhoods. This will include working jointly to tackle local issues of littering, dog fouling, environmental maintenance etc. The service will also provide some reactive work, but the emphasis will remain clearly on 'doing with' the local community, rather than 'doing for' them.

The specific aims and objectives of the service are:

- To improve the physical appearance of the Hoyland Milton, Rockingham, Darfield and Wombwell wards in partnership with local residents, community groups/organisations, local businesses and local schools/colleges.
- Contribute to maintaining a clean, safe, well presented and welcoming physical environment through the provision of both proactive and reactive work as agreed through a local multi agency steering group
- Inspire local people and encourage sustainability through engagement with volunteers, residents, local community groups and organisations
- Encourage residents, community groups, schools and local businesses to take greater responsibility for their own immediate environments, including the active development of adoption/stewardship schemes for specific green spaces
- Reduce the amount of littering, dog fouling in the area through work with schools and within local communities and in conjunction with the locally commissioned environmental enforcement team, particularly around locally identified 'hotspot' areas
- Establish and maintain positive relationships with the Council's Neighbourhood Services, Highways and Waste Management services to ensure effective complementary work
- The service will also provide four Apprenticeship opportunities per year for young people or adults who are out of work.

Sustainability, community support, self-reliance, resilience and reciprocity should also be built into the service design and delivery. Where possible, work experience placements, additional apprentice opportunities, the maximising of local spend and use of local labour should be used.

Outputs from August 2014 – June 2017:

Number of small environmental projects	929
Number of large environmental projects (2+days)	79
Number of litter picks	2017
Bags of rubbish collected [new target from August 2016]	2176
Loads of green waste recycled [new target from August 2016]	86
Fly tipping incidents dealt with	118
Number of Xmas projects completed	13
Number of adult volunteers engaged	570
Number of young volunteers engaged (excluding schools)	256
Number of volunteers trained [new target from August 2016]	181
Volunteer hours given [new target from August 2016]	1514.5
Number of schools/community groups supported	167
Number of new community groups established	9
Number of businesses encourage to maintain own immediate environment	167
Number of Apprenticeships created	8 (3 completed NVQ 3 in Horticulture last year; 3 are currently studying for NVQ3 & one for Maths/English aiming to complete NVQ3 by end of 14 months)
Number of local jobs created	6

% of local spend	94%
Social Return on Investment analysis	This project is assessed as returning £5.71 in social value for every £1.00 invested

Tidy Team contract – Strengths and Challenges:

Strengths/what has worked well	Challenges/What has not worked so well
Excellent relationships with community groups & local businesses built up	Schools have been more of a challenge to get into, although much progress made Smaller number of new community groups created than expected
Move away from 'doing for' and towards 'doing with' going well & Team now on board with this	Many residents still expect Team to do the work & refuse to get involved Still issues with Team being asked to do work which should be done by mainstream services – or used to be done by them before service cuts Huge and increased issue with fly tipping which impacts on Team's resources
Growing volunteer numbers (both adults and young people) especially since August 2016 & start of contract 2	Some volunteer projects become over dependent on Team, who have to 'back off' over time to free up time for other groups
Apprentices get good quality training & work experience & move into work/education	
Stable team which has not changed since 2014, which means excellent local knowledge	
Team very supportive of vulnerable individuals who volunteer, have work experience placements, apprenticeships etc.	Vulnerable individuals can be very demanding on Team members, which has impact on meeting other targets
Tidy Team Steering Group oversees work of the team and plays active role in identifying hotspots and volunteer opportunities	Attendance at Steering Group falling over recent months
Three drivers now means that Team can be split to respond better to increasing demands for their help	Demands on the Team still outstrip resources available, particularly at peak times (for example, gala season)

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Calculations:

*Based on:

Tidy Team Contract 1 costs of £150,000.00 p/a for period Aug 2014 – July 2016 – **total £300,000**
Tidy Team Contract 1 **Apprentice costs of £28,000** for period of 14 months June 2015 – July 2016
Tidy Team Contract 2 costs [which now include Apprentice costs] of £195,720 p/a for period of 11 months Aug 2016 – June 2017 – total **£179,410**

South Area Council – Advice Services contract June 2014 – June 2017 (36 months)

Provider: Barnsley Citizen’s Advice Bureau + BMBC Welfare Rights Service

[NB: It should be noted that both providers have delivered the specified service to a satisfactory level throughout the contract period, with no significant areas of concern. This review is intended to focus on the impact of the contract itself, rather than the quality of the provider]

Number of staff employed: 2 full time staff (1 x Welfare Rights Worker + 1 x Generalist CAB Adviser)

Cost of contract June 2014 – June 2017: £218,950.00 *

Overall purpose of the contract:

To provide a universal ‘one stop shop’ service based in community venues across the South Area, to offer the full range of welfare rights and citizen’s advice services to its local residents. The service will need to include support and advice around:

- Welfare Rights and the impact of recent and forthcoming welfare reforms
- Maximising the claiming of the full range of available benefits, including those for local people who are in work, out of work, disabled or elderly
- Supporting people with a range of issues including unmanageable debt, problems with housing, legal issues etc.
- Full signposting to a range of specialist and/or other local services and support where appropriate
- Support people to feel that they have choice over the decisions they make, and provides access to support with money management training and/or Credit Union facilities where needed
- Help to identify gaps in provision and work actively with the South Area Council to look at ways to tackle this

The specific aims and objectives of the service are:

To contribute to:

- a) The reduction of poverty in the South Area and
- b) The increase in mental and physical wellbeing in the South Area

by supporting people to:

- Maximise the in and out of work benefits they are entitled to
- Manage their debts more effectively
- Access other specialist help they may need to manage the issues they have
- Access help to find work and/or training
- Access help around more effective money management
- Find out more about the help available to them locally and boroughwide
- Learn how to help themselves and become more resilient in the future

Ensure that people in the South Area are getting the maximum usage from available help and support by:

- Information giving and referral to encourage people to take up available help
- Working with local organisations and groups (including Ward Alliances & Neighbourhood Networks) to ensure that the services offered are strongly and appropriately promoted across the Area

Outputs from June 2014 – June 2017:

Number of clients seen & in receipt of information & advice	2659
£ of benefits gained as a result of advice received	£2,141,390.30
£ of unmanageable debt handled through financial settlements	£2,033,884.10
Number of cases where homelessness averted	47
Number of clients referred to other specialist help	1041
Numbers referred to Credit Union or other money management help	312
Number of community groups visited to promote advice services	137
Number of vulnerable clients unable to self- help seen [new target introduced June 2016]	809 [averaging between 40% - 50% of total seen]
Number of local jobs created	2
% of local spend	100%
% of clients 'satisfied' or 'very satisfied' with the service received (from random 10% client satisfaction survey)	100%
Social Return on Investment analysis	This project is assessed as returning £28.81 in social value for every £1.00 invested

Advice Services contract – Strengths and Challenges:

<u>Strengths/what has worked well</u>	<u>Challenges/What has not worked so well</u>
Large numbers of clients seen (approx. 7.8% of adult population of the South Area)	Pressure on services, with clients often waiting at peak times Some evidence that mainstream services have been reduced because of presence of Area Council funded service
Very few repeat visits would suggest that high quality advice has resolved issues properly	Despite this, pressure on services from new clients likely to remain because of continuing welfare reform (eg: rollout of Universal Credit)
High percentage of vulnerable adults who would be unable to self-help seen (averaging between 40 – 50% of total numbers seen)	Are vulnerable people seeking out our service in disproportionate numbers because face-to-face help is always available?
Large number of referrals to Credit Union & money management training should start to break the 'debt cycle'	Not possible to be sure of this – other than from the low number of repeat clients
100% of those seen were satisfied by the help received	
£2million worth of benefit gain coming into the local economy which would not have been there otherwise & has massive impact on mental and physical health of those helped	Large increase in clients with disability benefit needs due to closure of DIAL's services to new clients because of loss of their primary funder
£2million worth of debt managed has massive impact on mental and physical health of those helped	Remaining issues with clients seeking help very late, when problem already very acute
High numbers of homelessness averted – often at the 11 th hour where eviction was imminent	Remaining issues with clients seeking help very late, when problem already very acute

Focus on networking with community groups has promoted available service widely & has been able to target groups traditionally not using the service (eg:older people)	
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Calculations:

*Based on:

Advice Services contract with CAB + Welfare Rights at a cost of £72,500 p/a for a period of 2 years
June 2014 – May 2016

Advice Services contract with CAB + Welfare Rights at a cost of £73,950 p/a for a period of 1 year
June 2016 – June 2017 [increase to reflect staff salary increments]