

# Communities Overview and Scrutiny Committee

19 September 2012

## Agenda

A meeting of the Communities Overview and Scrutiny Committee will be held at **Shire Hall, Warwick** on **19 September 2012** at **10:00am**

### 1. General

#### (1) Apologies

#### (2) Members' Disclosures of Pecuniary and Non-Pecuniary Interests.

Members are required to register their disclosable pecuniary interests within 28 days of their election or appointment to the Council. A member attending a meeting where a matter arises in which s/he has a disclosable pecuniary interest must (unless s/he has a dispensation):

- Declare the interest if s/he has not already registered it
- Not participate in any discussion or vote
- Must leave the meeting room until the matter has been dealt with (Standing Order 42).
- Give written notice of any unregistered interest to the Monitoring Officer within 28 days of the meeting

Non-pecuniary interests must still be declared in accordance with the new Code of Conduct. These should be declared at the commencement of the meeting.

#### (3) Chair's Announcements

#### (4) Minutes of the previous meeting and matters arising

### 2. Public Question Time

Up to 30 minutes of the meeting are available for members of the public to ask questions on any matters within the remit of the Committee. Questioners can speak for up to three minutes.

If you would like to ask a question at the meeting please contact Dave Abbott:

Tel: (01926) 412323

Email: [daveabbott@warwickshire.gov.uk](mailto:daveabbott@warwickshire.gov.uk)

### **3. Questions to the Portfolio Holders**

Up to 30 minutes of the meeting are available for members of the Committee to put questions to the following Portfolio Holders on any matters relevant to the remit of the Committee, and for the Portfolio Holders to update the Committee on relevant issues.

- Councillor Peter Butlin, Portfolio Holder for Transport and Highways
- Councillor Alan Cockburn, Portfolio Holder for Sustainable Communities
- Councillor Colin Hayfield, Portfolio Holder for Customers, Access and Physical Assets
- Councillor Richard Hobbs, Portfolio Holder for Community Safety

### **4. Highway Maintenance Contract Review**

This report reviews performance measures related to the Highway Maintenance Contract awarded to Balfour Beatty in 2011.

### **5. Street Lighting Energy Savings Task and Finish Group Final Report**

This report gives the recommendations of the Task and Finish Group set up to look at the upcoming changes to street lighting Warwickshire.

### **6. Concessionary Travel - April 2011 to Present**

This report reviews the changes to concessionary travel over the past year and details the recent customer engagement exercise.

**(Break for lunch - afternoon session starts at 2pm)**

### **7. Youth Justice Plan 2012/13**

This report gives members the opportunity to scrutinise the Youth Justice Plan before it goes before Council on 25 September.

### **8. Work Programme 2012/13 (Standing Item)**

The latest version of the Communities Overview and Scrutiny work programme is attached at Appendix A for the Committee to amend and approve as appropriate.

### **9. Any Other Items**

Which the Chair decides are urgent.

JIM GRAHAM  
Chief Executive  
Shire Hall  
Warwick

### **Membership of the Communities Overview and Scrutiny Committee**

Councillors Sarah Boad, Richard Chattaway, Michael Doody, Mike Gittus, Barry Lobbett, Tilly May, Chris Saint, Ray Sweet, Helen Walton, and John Whitehouse

### **Portfolio Holders**

Councillor Peter Butlin – Transport and Highways  
Councillor Alan Cockburn – Sustainable Communities  
Councillor Colin Hayfield – Customers, Access and Physical Assets  
Councillor Richard Hobbs – Community Safety

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## **Minutes of the Communities Overview and Scrutiny Committee meeting held on 13 June 2012**

### **Present:**

#### **Members of the Committee**

Councillors Sarah Boad, Richard Chattaway, Clare Hopkinson, Barry Lobbett, Chris Saint, Ray Sweet, Claire Watson, John Whitehouse (Chair), and Chris Williams

#### **Portfolio Holders**

Councillor Alan Cockburn, Portfolio Holder for Sustainable Communities

Councillor Colin Hayfield, Portfolio Holder for Customers, Access and Physical Assets

Councillor Richard Hobbs, Portfolio Holder for Community Safety

#### **Officers**

David Abbott, Democratic Services Officer

Graeme Fitton, Head of Transport & Highways

Monica Fogarty, Strategic Director for Communities

Paul Hooper, Group Manager Community Safety & Substance Misuse

Lisa Mowe, Deputy Communications Manager - Media & Public Relations

Gary Phillips, Deputy Chief Fire Officer

Abdul Rahim, Community Safety Project Officer

Louise Wall, Head of Sustainable Communities

#### **Invitees**

Paula Deas, CWLEP Operations Director

Martin Yardley, Managing Director of the CWLEP

Hazel Wright, Stratford-on-Avon District Councillor representing the Studley Ward

#### **Other Councillors**

Councillors Alan Farnell (Leader of Warwickshire County Council), Jim Foster, Mike Gittus, David Johnston, Tim Naylor, Clive Rickhards, Bob Stevens, and Sid Tooth

### **Election of the Chair and Vice Chair**

Councillor Sarah Boad, seconded by Councillor Ray Sweet moved and it was resolved that Councillor John Whitehouse take the position of Chair of the Communities Overview and Scrutiny Committee.

Councillor Chris Williams, seconded by Councillor Claire Watson, moved and it was resolved that Councillor Chris Saint take the position of Vice Chair of the Communities Overview and Scrutiny Committee.

### **1. Q&A session with Martin Yardley, Managing Director of the Coventry and Warwickshire Local Enterprise Partnership (CWLEP)**

Martin Yardley, Managing Director of the CWLEP, addressed the Committee and made the following points:

- The CWLEP covers around 850,000 people and its profile is fairly average in terms of population, geography, and funding.

- The CWLEP is run by a joint public and private sector Board of Directors. The public sector side is made up of Local Authority leaders, Cabinet members, and representatives from Coventry University and Warwick University – while the private sector side is made up of business leaders from companies based in the region.
- The CWLEP doesn't have the financial weight of the old Regional Development Agencies (RDAs), but it does have considerable power to influence the right people to get things done (the Department for Transport for example). Going forward it is likely that the Government will focus more funding and powers through the LEPs.
- The CWLEPs key objectives are creating business growth, creating high value jobs, and removing barriers to growth.

### **Councillors' Questions**

Councillors' questions are in *italics* and responses are in normal text.

#### **Infrastructure and regeneration**

*The Chair asked (on behalf of Councillor Robin Hazelton) what the CWLEP was doing to expand Coventry Airport, its surroundings and Ryton plant as an industrial complex.*

Martin Yardley responded that the influence of the CWLEP gave access to enable infrastructure developments (the Coventry Gateway for example) to go forward. The Ryton site is in demand due to a shortage of warehouse sheds in the region; development there is vital so that businesses looking to expand keep their investment in the region.

*Councillor Sid Tooth asked how the CWLEP was progressing regeneration projects such as 'Pride in Camp Hill' and what the position was with regard to regeneration funding.*

Martin Yardley responded that the CWLEP's purpose was job creation, not regeneration. The current Government completely cut regeneration programmes, but there are signs that some money will be reintroduced for similar projects, housing improvement schemes for example.

#### **Supporting small and medium sized enterprises**

*The Chair asked what support the CWLEP was giving to small and medium sized enterprises.*

Martin Yardley responded that small and medium sized enterprises are represented on the Board and the CWLEP has ties to both the Coventry and Warwickshire Chamber of Commerce and the Federation of Small Business.

The four areas that the CWLEP has decided to focus on, intelligent mobility, advanced engineering, low carbon vehicles, and digital technology, also include a lot of small and medium sized enterprises.

The CWLEP has also set up an 'access to finance group' that will help smaller businesses get in touch with people who can get them financing.

*Councillor Richard Chattaway asked what the CWLEP was doing in terms of business advice for small and medium sized enterprises.*

Martin Yardley responded that the CWLEP was not set up to fulfil that function. LEP's were set up with limited funding and have no dedicated staff to deliver that type of work.

*Councillor Richard Chattaway asked how the CWLEP could provide an effective economic development service if there was a lack of dedicated staff.*

Louise Wall, Head of Sustainable Communities, responded that WCC still has an economic development team and the CWLEP adds another dimension to their work. The CWLEP has also been an effective way of educating the private sector; on planning for example, where WCC is pro-business and pro-growth.

Martin Yardley said that limited resources had led Coventry, Warwickshire, and the District and Borough Councils together much more effectively and efficiently.

*Councillor Sarah Boad asked what the CWLEP was to support the gaming and digital technology companies based in and around Leamington Spa.*

Martin Yardley responded that the CWLEP provided generic services that all businesses need, such as access to finance, premises etc. A number of company heads from those industries are represented on the Board and the Growing Places Fund was very favourable towards bids from digital technology companies.

### **Democratic accountability**

*A number of Councillors had questions related to the democratic accountability of the CWLEP.*

Martin Yardley responded that there is currently no legal framework regarding the running of LEPs, which put Board members at risk in terms of accountability. To resolve that issue, the CWLEP is looking to incorporate as a company limited by guarantee. It is a complex process; incorporation would give the Directors a legal obligation to support the company's best interests which could be difficult for politicians who have to balance the needs of the CWLEP with the needs of their Local Authorities and the people they represent.

All LEPs are currently being consulted about infrastructure decision making; whether power should rest with the local Highway Authority, whether power is shared equally between the local Transport Board and the LEP, or have the responsibility rest solely with the LEP. The first option is the preferred route for Coventry and Warwickshire because there is clear political accountability but the consultation is still on-going.

*Councillor Clare Hopkinson asked how the Board members were chosen.*

Martin Yardley responded that as the CWLEP moves towards incorporation this will be an important issue. The preference was for a sub-group that considers applications and makes recommendations to the Board.

### **Strengths, weaknesses, and achievements**

*Councillor Richard Chattaway asked what the key strengths and weaknesses of the CWLEP were, and how the CWLEP was performing.*

Martin Yardley responded that the strengths of the CWLEP were its political influence and the partnership it had fostered between the public and private sectors.

The CWLEPs' weakness had been the time taken to develop relationships and getting the private sector to understand the difficulties Local Authorities are faced with when interacting with Central Government departments.

Regarding performance, it is hard to measure and judge in a meaningful way. The CWLEP has not *directly* created any jobs; it creates an environment for growth. Benchmarking is of limited value because all of the LEPs were formed in different ways.

*Councillor Richard Chattaway asked what the key achievements of the CWLEP were.*

Martin Yardley responded that the CWLEP has led the public sector to better understand what the private sector wants, and has helped Local Authorities to better understand how to influence Central Government to enable investment in the region to stimulate business growth and job creation.

*Councillor Richard Chattaway asked if there was any truth to the perception that the LEP is more focussed on Coventry than Warwickshire.*

Martin Yardley responded that it was normal for both sides to think they are the weaker partner but in reality it is reasonably balanced. The Regional Growth Fund Phase 3 has £150m worth of bids, five from Coventry and four from Warwickshire, the Growing Places Fund had two bids from Coventry and three from Warwickshire, the Rural Growth Network is worth £5m to Warwickshire, and Rural Broadband is contributing around £3m to Warwickshire.

*Councillor Tim Naylor asked how WCC could best use their experiences and structures to complement the work of the LEP.*

Martin Yardley suggested that Local Authorities should allow a degree of influence to be gained from the private sector. For example, when LAs talk to Central Government about infrastructure projects, they should use private sector companies from the area that will benefit to help push things forward.

Louise Wall added that WCC was trying to frame everything we do with the CWLEP; there is close engagement at a senior officer level.

*The Chair asked if the CWLEP was going to provide a regulatory service for businesses, similar to the Greater Birmingham LEP which provides a central point of contact for regulatory services in the region.*

Martin Yardley responded that it was true that businesses are more likely to engage with LEPs than the Local Authorities, and stressed that Local Authorities needed to learn to be more pragmatic and flexible rather than rigidly following process.

Louise Wall asked for members and senior officers to send the LEP team any ideas or examples of good practice so they can look at implementing them in the future.

### **End of questions**

Councillor Tim Naylor said it would be useful to hold a debate at Full Council or an information session to make members aware of the new approaches and highlight how members can have an influence.

The Chair noted that the CWLEP would be an area for on-going scrutiny, both for WCC and colleagues in Coventry City Council, and suggested that it could be an opportunity for joint scrutiny between the authorities to avoid duplication.

The Chair asked for party spokespeople to put some thoughts together for further scrutiny of the CWLEP for discussion at the next agenda planning meeting to be held on 11 July 2012.

The Chair thanked Martin Yardley and Paula Deas for attending the Committee and answering members' questions honestly and thoughtfully.

## **2. General**

### **(1) Apologies**

Apologies were received on behalf of Councillor Mike Doody.

### **(2) Members' Disclosures of Personal and Prejudicial Interests**

None.

**(3) Chair's Announcements**

The Chair noted that briefing notes had been circulated to members on changes to safety camera operation and Police and Crime Commissioners, and asked members to take any feedback they had on them to the next agenda planning meeting to be held on 11 July 2012.

**(4) Minutes of the previous meeting and matters arising**

The minutes of the previous meeting held on 12 April 2012 were agreed as a true record and were signed by the Chair with the following corrections:

Changes are in **bold and underlined**.

**Page 3 of 11 – Update on the Coventry and Warwickshire Local Enterprise Partnership**

Councillors discussed the CWLEP and the following points were noted:

2. Councillor Alan Cockburn responded that WCC is the accountable body for the Growing Places Fund **and there is a panel of members and officers who can make recommendations to the CWLEP Board.**

**Matters Arising**

**Page 2 of 11 – Warwickshire Flood Alleviation**

A report that went to Cabinet on 14 June 2012 resolved the referenced flooding issue.

**Page 4 of 11 – On-street parking**

It was noted that the Portfolio Holder decided to lower the proposed minimum car parking charge in Leamington Spa in line with recommendations from the Communities Overview and Scrutiny Committee and Warwick Area Committee.

**Page 5 of 11 – The Community Impact of Bus Service Reductions**

It was noted that the Overview and Scrutiny Board had agreed the scope for a task and finish group set up to address some of the issues the item had raised. The group will be reporting its findings and recommendations back to the Committee in September

**3. Public Question Time**



It was agreed that Councillor Hazel Wright, Stratford-on-Avon District Council, would ask her question about the closure of Studley Fire Station during the discussion of Item 6: the Fire and Rescue Position Paper.

#### **4. Questions to the Portfolio Holders**

##### **Councillor Peter Butlin, Portfolio Holder for Transport and Highways**

##### **Street lighting part-night operation**

Councillor David Johnston asked the following five questions about upcoming changes to street lighting. Peter Butlin, Portfolio Holder for Transport and Highways, was not in attendance at the meeting but it was agreed that officers would answer questions where appropriate then the questions would be sent to the Portfolio Holder for any additional answers, which would be circulated to the Committee.

*Q1 What alternatives were considered to part-night turn off such as more efficient lighting systems, or dimming rather than turn off? If not why not, if so why were they rejected?*

Graeme Fitton, Head of Transport and Highways, responded that dimming would have been too expensive because all of the equipment would have had to be changed. The savings period would have been 15-20 years compared to 3 years with part-night lighting. WCC will be using dimming where new infrastructure is put in place.

LED lighting was not chosen because it was a new technology and was still relatively expensive, however as the cost reduces WCC will re-evaluate it.

The Chair asked to see figures showing the cost of implementing LED lighting and the savings that would be achieved. Graeme Fitton agreed to provide the Committee with that information outside of the meeting.

*Q2 How was the criteria used to decide which lights to leave on and which to turn off decided upon?*

Graeme Fitton responded that the criteria, including Police hotspots, town centres, areas where there is CCTV, and hospitals, were chosen for practical, common sense reasons. The public engagement had been designed to identify any areas that WCC had missed.

*Councillor Sarah Boad asked whether special consideration was being given to dangerous roads and noted that, based on the maps that had been released, implementation was inconsistent.*

*Councillor Claire Watson asked why WCC was not switching off every other light.*

Graeme Fitton responded that WCC is going through public engagement to identify any problem areas and potentially would make changes based on those responses. Regarding turning off alternate street lights; it wouldn't be safe due to the stroboscopic effect drivers would see and it would not have achieved the required savings.

Q3 *Chairs of Community Forums are asked whether they wish to have a presentation on this topic. Are you happy that these requests are being met? Are members able to propose variations to the current planned split at this stage?*

Graeme Fitton responded that WCC had been able to send a senior officer to Community Forums that requested a presentation.

Q4 *What undertaking is the Administration prepared to make about reviewing the system after 12 months of operation, when information on the impact on road safety and levels of crime are able to be assessed?*

Q5 *Is the Administration prepared to commit to considering any issues raised by local councils or the police, and where necessary restore lighting to all-night operation?*

Councillor Alan Cockburn, Portfolio Holder for Sustainable Communities, responded that the reason for the engagement exercise was to identify and mitigate local concerns. WCC was working with the Police and there would be regular monitoring of crime statistics.

*Councillor Richard Chattaway asked what the total cost of the part-night lighting project was to the Council including the borrowing costs. He noted that there was a difference in the figures that had previously been brought to the Committee compared with figures mentioned in a briefing to Full Council on the AGM on 15 May 2012.*

Monica Fogarty, Strategic Director for Communities, responded that WCC was looking at reinvesting budget underspends to reduce spending on debt payments where appropriate.

Councillor Richard Chattaway commented that a number of Community Forums and residents associations have asked for the Portfolio Holder to talk to them directly and answer their questions, instead of senior officers.

The Chair advised members that there was a task and finish group currently looking at street-lighting, with a report coming to the Committee's September meeting, and it would be an area that the Committee would keep under review.

### **Councillor Richard Hobbs, Portfolio Holder for Community Safety**

#### **The 'troubled families' initiative**

*The Chair asked, regarding a joint press release from Eric Pickles, Secretary of State for Communities and Local Government, and WCC about the Government's new 'troubled families' initiative, where the local portion of the funding would come from? (The small print of the press release said the Government would provide 40% of the funding and the LA and its partners would have to identify the remaining 60%)*

Councillor Richard Hobbs responded that it was not new money that had to be identified; it was about using the money WCC already spends in a more focussed way.

Mark Ryder, Head of Localities and Community Safety, advised the Committee that the funding also included contributions from partner agencies and noted that WCC is already working with the families identified by Central Government in an effective multi-agency way.

Councillor Richard Chattaway requested a breakdown of where the money was coming from and how it would be spent; including the impact of the proposed performance based funding mechanisms. Mark Ryder agreed to supply the Committee with that information outside of the meeting.

### **Fire and Rescue Service – Barford Incident**

*Councillor Richard Chattaway asked how many Fire Fighters were trained for swift water response and suggested that it be considered as an area for improvement in the updated IRMP.*

Gary Phillips, Deputy Chief Fire Officer, responded that all Fire Fighters in Rugby were trained in water rescue and underwent intensive training.

The Chair requested that part of an upcoming visit to Fire HQ be used for a briefing on water rescue.

*Councillor Claire Watson asked if the Fire Service had learnt any lessons from the incident.*

Councillor Richard Hobbs responded that there was a de-briefing session later that day where Senior Fire Officers would discuss how the service can learn from the incident and improve.

Gary Phillips added that the incident had highlighted some issues regarding inter-agency working and there was a regional piece of work led by Hereford and Worcestershire Fire Service looking at resolving those issues.

The Chair asked that the areas discussed in Committee be discussed at the upcoming IRMP review meetings.

The Chair on behalf of the Committee extended their thanks to the Warwickshire Fire and Rescue Service and all of the agencies involved; the

Police, the paramedics, and local residents, for all their effort and hard work during the incident.

## **5. Anti-Social Behaviour Update**

The Committee considered the report which gave an overview of anti-social behaviour (ASB) in Warwickshire; including how it is recorded, upcoming changes to legislation, and what action the Council is taking. Paul Hooper, Community Safety & Substance Misuse Group Manager, presented the report and the following points were noted:

- ASB was always a high priority within the County Council and the Community Safety Partnerships (CSPs). The CSPs are currently updating their own ASB strategies.
- Tackling ASB is a multi-agency problem and involves the Police, landlords, the District and Boroughs Councils, and a number of other agencies working together.
- The key changes to ASB legislation include a move to three categories of ASB (down from 12), and a move to incident based reporting rather than a case management based approach.
- WCC plans to have a cohesive updated ASB strategy in place by the time the Police and Crime Commissioner is in post.

### **Councillors Questions**

*Councillor Richard Chattaway asked if both WCC and its partners, specifically the Police, had the resources to support the new ASB strategy.*

Councillor Richard Hobbs, Portfolio Holder for Community Safety, responded that there is the resource within both the County Council and the Police to carry out the new strategy. WCC works closely with Safer Neighbourhood Teams and Police Community Support Officers who are better able to engage with communities to prevent crime.

Abdul Rakim, Community Safety Project Officer, advised the Committee that there were a number of overlaps between ASB and crime. The majority of ASB powers rest with the District and Borough Councils and the local Housing Authority.

*Councillor Clive Rickhards asked for clarification about the database system that would be used for information sharing.*

Paul Hooper responded that the current pilot requires information sharing across a number of different partners. The system would be used to identify where a number of individual complaints are made across the agencies, which when combined highlight significant risk to an individual. If used correctly the system would make sure important cases aren't missed.

*Councillors asked how the 'troubled families' initiative linked to ASB work.*

Paul Hooper responded that ASB is one strand of the troubled families work. The initiative covers a number of inter-related areas of work and it should be of benefit to those areas.

*Councillor Claire Watson asked if the ASB team had a good relationship with the NHS Primary Care Trust, Child and Adult Mental Health Services, and independent young people's mental health organisations such as Compass.*

Paul Hooper responded that Case Officers do refer individuals to those organisations but the service was looking to improve those relationships.

*Councillor Clare Watson asked if ASB statistics were split between urban and rural areas.*

Paul Hooper responded that the team uses Mosaic and Wombat, mapping and profiling software that allows local level incidents to be geographically linked and a better understanding of the populations that are affected.

Councillor Chris Saint brought up the issue of aggressive dogs and said WCC needs to be proactive about tackling the issue.

Councillor Ray Sweet brought up the issue of nuisance of motorbikes which was a very serious issue in his ward. Paul Hooper agreed to follow up on this issue outside of the meeting.

*The Chair asked what effect the proposed 'community trigger' would have on ASB work in the County.*

Paul Hooper responded that the community trigger could be exploited as a numbers game but equally it could be very valuable to communities.

The Chair thanked Paul Hooper for the report and noted that there were unresolved issues about resources being available to our partners, aggressive dog ownership, and WCC's response to the requirement for community triggers, which could be areas for further scrutiny work.

Councillor Richard Chattaway, seconded by Councillor Ray Sweet proposed an amendment to replace the word 'endorse' in recommendation one to 'note'. A vote was taken and the amendment failed.

A vote was then taken on each of the original recommendations separately. Recommendation one was carried, and recommendations two and three were carried unanimously.

## **Resolved**

1. That the Committee agrees that anti-social behaviour (ASB) remains a priority for Warwickshire and endorses the approach being taken by the County Council and its partners to reduce the impact of ASB on individuals and the community in Warwickshire.

2. That the Committee, in the light of proposed legislation, endorses the proposal to prepare for this by developing a new Tackling ASB implementation plan in collaboration with partners.
3. To agree any areas for further scrutiny, as appropriate.

## **6. Fire and Rescue Service Position Paper**

The Committee considered the report which gave updates on the progress of the Fire and Rescue Service's improvement plan, the strategic commissioning review, and the updated integrated risk management plan (IRMP). Gary Phillips, Deputy Chief Fire Officer, presented the report and the following points were noted:

- Strategic commissioning is at the initial assessment stage and the service would be taking a report to Corporate Board outlining different ways of delivering services. Members would be involved throughout the process at previously agreed stages.
- Water rescue will be a key issue in the updated IRMP.
- Permanent wholtime crewing of Alcester Fire Station will be brought forward to October 2012.

### **Questions and Discussion**

Stratford-on-Avon District Councillor Hazel Wright asked the following questions relating to the decommissioning of Studley Fire Station.

*Will the retained service at Studley be kept in place if there are any problems implementing full time crewing at Alcester?*

Gary Phillips responded that Alcester Fire Station is likely to be up running with a fulltime crew before the deadline, therefore both stations will run in parallel for a time to ensure continuous service. The Fire Service's highest priority is the safety of residents. Gary Phillips promised to keep Councillor Hazel Wright and other local members informed of the situation.

*Following the closure of Studley Fire Station, what statistics can you show to prove residents are safe?*

Richard Hobbs responded that the IRMP working group assessed the risks to each community. The response times should be better for the Studley area; performance figures will show that.

*Councillor Richard Chattaway quoted figures showing that, from September 2011 to April 2012, the service hadn't consistently met response time targets.*

Gary Phillips responded that there were other factors behind those statistics; for property fires two appliances are needed, one would travel from Bedworth

and one would travel from Nuneaton, so while the first appliance would be within the standard response time, the second might not be.

The Chair asked that the IRMP working group clarify those statistics and then circulate a note to Committee members. Councillor Clare Hopkinson requested to see the equivalent information for the Warwick area.

*Councillor Sarah Boad asked how much time and resource was being put into the strategic commissioning review and if this was distracting from other areas.*

Gary Phillips responded that The Fire Service was initially sensitive to those issues but recognised that investing time now could improve services and give better outcomes over the long term.

*Councillor Sarah Boad asked if the Fire and Rescue Service had been consulted on the County Council's decision to move to part-night street lighting.*

Gary Phillips responded that the Fire and Rescue Service had been consulted but street lighting wasn't really an issue because they use portable lighting systems for night time operations.

## **Resolved**

The Communities Overview and Scrutiny Committee consider the report and resolves to support the following:

- Bring forward the commissioning of whole-time crewing at Alcester Fire Station to 1st October 2012; and
- Bring forward the decommissioning of Studley Fire Station and the RDS provision at Alcester Fire Station to 1st October 2012.

The Committee to also note and comment as appropriate on the arrangements for the Strategic Commissioning Review and development of the Integrated Risk Management Plan.

Councillor Richard Chattaway abstained from voting

The Committee extended its thanks to the Fire Fighters and staff at Studley Fire Station for their hard work over the years protecting the community.

## **7. Work Programme 2012 (Standing Item)**

The Committee considered the latest version of the Communities Overview and Scrutiny work programme (attached at Appendix A) and made the following additions:

Anti-social behaviour update

**8. Any Other Items**

There were no urgent items.

The Committee rose at 13.20pm

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Chair



**Communities Overview & Scrutiny Committee  
19 September 2012**

**Review of the Performance of the 2011 Highway  
Maintenance Contract and associated prioritisation of  
highway maintenance schemes by County Highways**

**Report of the Strategic Director for Communities**

**Recommendation**

That :-

1. Members are invited to make comments on the performance of the 2011 Highway Maintenance Contract as summarised in this report.
2. Members comment upon the processes in prioritisation of highway maintenance schemes and required flexibility necessary to enable County Highways to maintain safe roads in Warwickshire.

**1. Background**

- 1.1 The 2011 Highway Maintenance Contract (HMC) was awarded to Balfour Beatty (BB) and commenced on the 5<sup>th</sup> May 2011. Details of the comprehensive procurement and award processes of the contract are set out in the Cabinet report titled 2011 HMC, dated 14<sup>th</sup> October 2010.

The procurement process focused on a contract that would encourage sub-regional working that would deliver cost certainty, quality and value for money services.

A simple price list is used to ensure clarity and cost certainty for all the works.

Sections 1-3 of this report consider the Mobilisation and Year 1 Performance of 2011 Highway Maintenance Contract (HMC). Section 4 outlines how County Highways prioritises maintenance schemes and explains why some schemes need to occasionally be accelerated to maintain safe roads in Warwickshire.

Between the award of the contract and 5<sup>th</sup> May 2011 detailed mobilisation activities were undertaken between WCC and BB to avoid any dip in service. The mobilisation involved the TUPE transfer of 105 staff from Carillion to BB and supply of a new fleet of vehicles and other resources. The Mobilisation was reviewed by the Communities Department - Project Coordination Group in detail in November 2011.

- 1.2 The HMC is an innovative project in that it allows other Local Authorities to use a single provider to deliver a wide range of highway services and offer efficiency savings. Coventry City Council (CCC) participated in the procurement and has used the HMC to deliver its planned works from the 5<sup>th</sup> May 2011. Solihull Metropolitan Borough Council reviewed the benefits and costs of the HMC, and their Members approved joining the HMC from April 2013.
- 1.3 The performance and general management of the 2011 HMC is scrutinised by a Strategic Partnering Board (SPB) that met monthly for the first year and now meets every three months. The Board consists of two WCC members, two Heads of Transport and Highway Services from WCC and CCC, and senior representation from Balfour Beatty and County Highways. From September 2012, Solihull MBC will have representation at the Strategic Partnering Board (SPB) meetings.

## 2.0 KPI Performance for Year 1

- 2.1 Under the HMC, service delivery is managed through a set of 18 Key Performance Indicators (KPI's) to ensure Service, Quality and Value, as set out in Appendix A. The contractor is required to achieve the threshold of at least 13 KPI's to be granted a "credit" of a two year extension to the initial 5 year contract period.
- 2.2 Currently, 14 out of the 18 KPI's have been achieved to the satisfaction of the SPB. The SPB have yet to consider a final Sustainability Report for Year 1 produced by BB that captures the carbon footprint of the Highway Services.
- 2.3 For the purpose of this report a general overview of the Year 1 KPI's is made against the main types of work activity as follows:-

**Routine Maintenance** - Under the HMC 14 two man gangs are employed as Area Maintenance Teams (AMTs) that repair minor highway defects and provide a 24/7 Emergency Response. Five (5) further drainage gangs undertake small to medium sized drainage repairs and ditching works.

KPI's 1 and 2 respectively relate to the emergency response and repair of highway defects to specific timescales carried out by the AMT's. The KPI 1 result of 88% for 2358 category 1 incidents and road traffic incidents fell short of the threshold value of 96% those requiring a one hour response time due to a number of factors not totally in the control of the Contractor. Demand when dealing with multiple incidents, mainly in times of flooding, gales and winter conditions or incidents can exceed resource levels agreed with the client and is the main factor for falling below the threshold value.

KPI 2 recorded a performance of 93% for the repair of some 5825 highway defects being dealt within the 1, 7 and 28 days' time criteria and exceeded the threshold of 90%.

**Winter Service** – KPI 3 relates to the percentages of winter grits that are successfully mobilised. Of 54 gritting call outs, many of which were carried out

between midnight and the morning rush hour, some 1469 gritted routes were carried out successfully, with just 8 routes exceeding the 3 hour completion criteria.

KPI 14 tracks the amount of actual salt used during gritting operations to a tolerance of + or – 10% of the theoretical usage. The actual salt usage of 13756t compared to 12,707t was within the specified range, confirming that the winter fleet vehicles were calibrated and operated effectively.

**Gulley Maintenance** – KPI 6 tracked the delivery of some 81502 gullies cleansed in Year 1 with some 93.3% deemed as clean and running at the first visit. The result exceeded the threshold of 85% which was based upon performance of the former HMC. The SPB have agreed to increase the Year 2 KPI 6 threshold to 90% as part of on-going service improvement targets.

**Street Lighting Service** - Year 1 data collected for KPI 7 records that 99.0% of the 5149 street light faults were repaired within 5 days, which exceeds the threshold value of 98.5%. The average repair time is just over 2 days. During Year 1 the street lighting team received 4 independent WOW awards.

**Quality of Planned Works** - KPI 13 tracks the quality of site works through the use of visual audit forms jointly used between the Client and BB. Some 534 audit forms were completed by both WCC and CCC staff in year 1 on surface dressing, micro asphalt, structural repairs to roads and footpaths works, street lighting and bridgeworks with the average score of 85% meeting the desired threshold of 85%. Apart from difficulties experienced with a road lining subcontractor, schemes have been delivered to the required quality. Following the programme of work, County Highways has received extensive positive public feedback.

KPI 5 tracks the quality of materials used in the planned works with a result of 98%, which exceeds the threshold of 95% The “concentrated” result data from May – August 2011 and February to March 2012 reflects the programming of certain works.

KPI 12 tracks the percentage of projects done to timescale with no defects identified after 1 month, for which the threshold is 95% and target of 98%. Of 827 schemes over £5000 in value one structural maintenance scheme required rectification works to rectify correct road camber levels and some 15 surface dressing sites are being monitored giving a result of 98% which passes the threshold value.

**Management of Streetwork Noticing** is monitored by KPI11 that tracks the number of notices served correctly. The Traffic Management Act (TMA) places a significant administrative burden on highway authorities. In year 1, some 7583 TMA notices are recorded against which 32 fixed penalty notices were issued by WCC giving a performance of 99.6%, which exceeds both the threshold of 95% and target of 98%.

Year 1 has been a learning curve for all parties and is reliant on developing new ICT systems to ensure the requirements of the TMA are fully met. It was jointly

agreed between WCC and BB that due to IT system and operational reasons the KPI would not apply for the first 5 months of Year 1.

**Member and WCC Staff satisfaction surveys** - KPI 15 recorded the average Member satisfaction level of 94% against a set of 6 questions. KPI16 involved a more detailed staff questionnaire to WCC staff who are involved in the HMC recorded a positive satisfaction level of 82%. Both KPI 15 and 16 results passed the 75% threshold value. (Target 100%)

**Safety Inspections** - Under the HMC a number of new working practices have been introduced with 4 "Find and Fix" gangs that also undertake planned safety inspections. KPI 9 is a new performance indicator that tracks and ensures the set inspection frequency regimes for A roads (6 weeks), B roads (12 weeks), C and D roads (24 weeks) are adhered to. Getting the right balance of Find and fix work and ensuring the safety inspection regime caused some early problems in achieving this KPI for the first two months. Weather conditions in January and February 2012 also impacted on results. The full year result of 82% fell short of the 98% threshold. The first year has enabled us to get the right balance and understanding to ensure safety inspections are done to required timescales in Year 2.

**Health and Safety of the contractor's workforce** is monitored by KPI 8 which records any serious accidents per 100,000 work hours that warrant more than 3 days off work. In Year 1, a pragmatic and joined up approach to Health and Safety has been implemented by BB and no reportable incidents to the Health and Safety Executive (HSE) have been made. The result of 0.0 compares very well to the threshold of 0.75 and 0.2 Target values of serious accidents /100,000hrs.

**Cost Certainty, Commercial Risk Management and Innovations.**

The HMC adopted a new NEC3 form of contract with a Price List, compared to the former Target Cost Contract. KPI 4 was created to track the accuracy of estimated and actual costs to a tolerance of + or - 5 percent. The KPI is now recognised as being of little value in Year 1, with many projects coming in more than 5% under estimate but still having a negative impact on the KPI. For year 2 a new criteria to agree and invoice all site works within 60 days has been set by the SPB.

KPI 10 records that the early warning and associated compensation events have been managed to timescale in Year 1 with major financial claims being avoided. The result of 99.2% exceeds the threshold of 98% being dealt in 90days

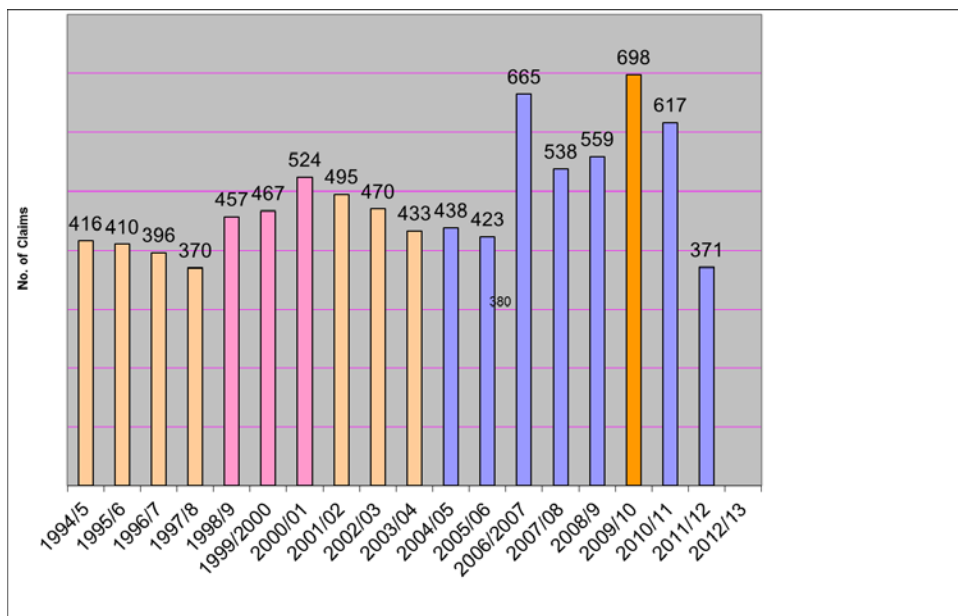
**Innovation and Efficiency Savings.** KPI17 requires the contractor to deliver efficiency and innovation savings totalling some £50,000 per annum. The threshold is five ideas with a target of 8 ideas. Whilst the number of ideas was not achieved, the SPB has accepted a report on the general savings to WCC and CCC. The undertaking of the £5M Olympic works and developing of details with Solihull MBC were two areas of savings. The introduction of Handipic system to record before and after photographs of work carried out by BB safety teams has helped reduce and repudiate insurance claims.

**Sustainability and the Environment.** The SPB agreed to adopt an amended KPI 18 requirement for Year 1 which required BB and WCC to work together to prepare a detailed Sustainability Action Report and Action Plan for County Highways ( Originally the KPI required 'The % reduction of fuel consumption of contractor's vehicles on a year on year basis'). The report captures for the first time the carbon footprint of highway services of over 24,000 tonnes of CO2 and outlines a series of actions to focus on more sustainable processes and operations in future years. Switching off street lights between midnight and 5a.m. will contribute significantly to reducing CO2 emissions.

### 3.0 Public Contacts and Insurance Claim Trends

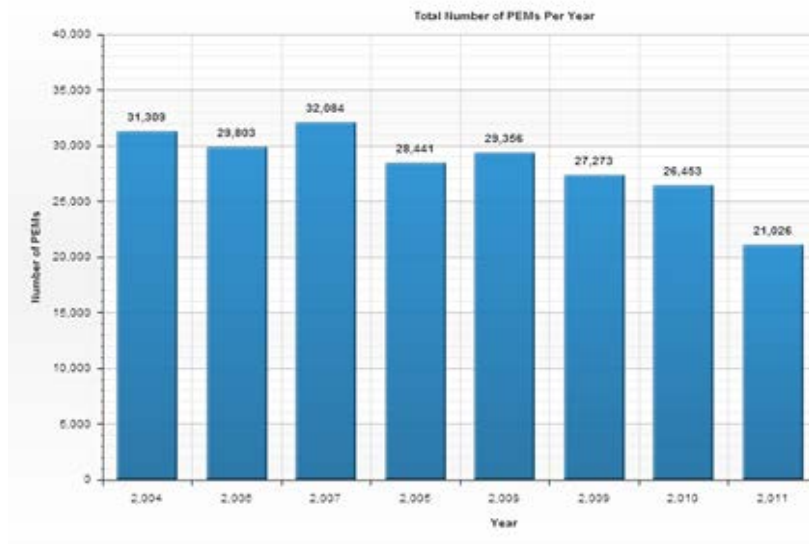
Two important data sets monitored by County Highways are the annual trend in highway insurance claims and total number of customer contacts, the latter can be further analysed by types of highway defects to help target resources.

A profile of registered highway insurance claims made over an 18 year period (Table1) shows the lowest number of claims were received in 2011/12. The current 379 claims represent a drop of some 37% compared to 2010/11 data, or a 27% reduction compared to an annual average of 484 claims.



**Table 1 Number of Insurance Claims per annum.**

3.1 In 2011, the total number of public contacts was down by some 22% from 26,453 to 21,026 as indicated in Table 2:



**Table 2 Number of Public Contacts per annum**

The trend in reduced public contacts helps demonstrate that there was no dip in service during the mobilisation and first year's operation of the HMC.

The trend supports the proactive management of highway activities using the targeted KPI's and service delivery activities of the HMC outlined in section 2.3

Other successes under the HMC include:-

- Full programme of 196Km of Surface Dressing completed
- The 57Km of structural road improvements is the largest programme delivered in 7 years.
- Significant refurbishment of some 45 bus shelters carried out
- The HMC gave Coventry City Council a contract mechanism that delivered some £5M of Olympic works which was delivered on time and budget.
- Extensive surface dressing in Coventry has been delivered for the first time in some 20 years.
- 4 new apprentices appointed in Year 1 and plans to employ more in Year 2.
- Over 105 staff were TUPE'd from Carillion to Balfour Beatty and no redundancies have been required.
- Some 40 small – medium companies are employed by BB on the contract in delivering the £20M programme of works
- The HMC was short listed as a finalist in the 2012 MJ Awards in the Innovative Procurement category.
- Detailed sustainability report produced to capture the carbon footprint of the HMC.
- A comprehensive audit of the HMC was completed in April 2012 and concluded there were robust risk management processes in place.

## **4.0 Prioritisation of Highway Maintenance Schemes**

- 4.1 The main objectives of the highway maintenance service are:-
- (i) To keep the network, carriageway and footways, free from dangerous defects.
  - (ii) To maintain and improve the structural condition (asset value) of the network.
  - (iii) To improve public satisfaction with the network.
- 4.2 The revenue and capital budget allocations are distributed across a wide range of routine and planned activities to achieve the maintenance policies and objectives. Structural maintenance allocations to each area are broadly based on lengths of roads and footways, but are also influenced by overall road condition.
- 4.3 The condition of the network is established through a regime of both visual and machine based surveys undertaken across the whole carriageway network of some 3825km, over a rolling two-year cycle. These surveys follow nationally defined criteria (United Kingdom Pavement Management System – UKPMS) to produce comparable condition data for each length of network.
- 4.4 The results from these surveys enable us to monitor and report the condition of the network, both at a national and local level, and assist us in directing available budgets towards carrying out suitable works in the most appropriate locations.
- 4.5 Data gathered from the surveys is used as a starting point in determining what the spending priorities should be and is used to establish a list of sites for further consideration by County Highways engineers. In addition, this list is also populated with sites identified through representations made by the public, Members and Locality Officers. This list is often referred to as a ‘five year programme’, but in reality is a list of sites requiring treatment, from which annual programmes of work are formulated.
- 4.6 In formulating these programmes of work, engineers will use their experience and judgement to determine the most appropriate treatments and the relative priorities of sites that have been identified as being in need of some treatment intervention. Four main factors are considered for each assessment: condition, safety, ride/walk quality and the risk of delaying treatment, both in cost and in safety terms.
- 4.7 The condition of the network is updated and reported annually, based on the latest available survey data. Any reported changes in the condition of the network over time will influence the sites included in the ‘five year programme’ and the relative priority of each. In addition, any new representations received for sites to be considered will also influence this programme.

4.8 Other factors which can and do influence the annual programmes and require a refresh of work priorities include other works on the highway (such as major utility work and development) and the effects of any extreme weather, which can cause rapid deterioration and necessitates earlier intervention.

## 5.0 Summary

- 5.1 This report shows that the first year of the 2011 HMC has been successful in terms of delivering Service, Quality and Value. Mobilising a major contract is challenging and the Year 1 outcomes give a good foundation for Year 2 and beyond. The KPI's and other management data demonstrate there was no dip in service, and in certain areas of highway service a significant improvement.
- 5.2 The Strategic Partnering Board offers a robust management structure that can challenge performance.
- 5.3 The HMC has fostered collaborative working during a period of austerity that is offering financial savings to three neighbouring authorities, sharing of best practice and delivering positive outcomes.
- 5.4 Members are invited to comment upon the processes in prioritisation of highway maintenance schemes and required flexibility necessary to enable County Highways to maintain safe roads in Warwickshire, as set out in Section 4.

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Warwickshire KPIs -Year 1- 2011/12

2011/2012 Performance data.

Description	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	11 month total	Thres-hold met?	Thres-hold	Target	report frequency
<b>Core KPI</b>																
<b>1- AMT Emergency Response</b> % incidents/Emergency responded to within 1 hour	95%	93%	95%	90%	80%	81%	85%	87%	79%	89%	92%	88%	no	96%	97%	M
<b>2- AMT Defects Repair</b> % defects repaired within time (24 hrs, 7 or 28 days)	N/Ap	95%	86%	95%	96%	96%	93%	92%	86%	95%	88%	92%	yes	90%	97%	M
<b>3- Winter Service</b> % priority routes treated within specified times	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	100%	100%	99%	99%	100%	99%	yes	99%	100%	M
<b>4- Schemes (activities) Performance</b> % of Schemes completed to agreed budget +/- 5%	N/Ap	26%	27%	29.0%	4.0%	17.0%	40.0%	55%	26%	68%	64%	39%	no	95%	98%	M
<b>5- Material testing-Schemes</b> % of Material tests adhering to the specification	100%	100%	83%	100%	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	100%	100%	98%	yes	95%	98%	M
<b>6- Gully emptying</b> Gully cleaned & running against annual Programme	95%	95%	94%	95%	97%	96%	91%	93%	91%	94%	90%	93%	yes	85%	95%	M
<b>7- Street Lighting</b> % of outages/faults fixed within 5 working days	88%	98%	100%	100%	99%	100%	100%	98%	100%	99%	100%	99%	yes	98.5%	99%	M
<b>8- Health &amp; Safety</b> - Accident Frequency Rate for Contractor and supply chain	0.00		0.00				0.00			0.00		0.00	yes	0.75	0.20	Q
<b>9-Safety inspections</b> - % of safety inspections carried out to timetable	20%	75%	75%	85%	83%	100%	100%	100%	95%	94%	100%	82%	no	98%	100%	M
<b>10-Finance</b> -Compensation Events & disputed task orders resolved within 90 days of issue being raised.	100%	100%	100%	100%	100%	100%	99%	99%	99%	99%	99%	99%	yes	98%	100%	M
<b>Non -Core KPI</b>	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	11 month	70% Core KPI met.			
<b>11: Street works</b> - % of TMA notices served correctly (Post October 2011)	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	100%	100%	98%	100%	100%	100%	100%	yes	95%	98%	M
<b>12:Performance</b> - % Schemes completed within planned timescales with no defects identified after 1 month	100%	98%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	yes	95%	98%	M
<b>13: Quality (Schemes &amp; Activities)</b> -% of In-progress checks passing the minimum quality threshold	91%	87%	95%	58%	61%	88%	98%	91%	93%	88%	85%	85%	yes	85%	90%	M
<b>14: Winter Service</b> - Spread rate compliance- Actual salt used against estimate.	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	N/Ap	110%	107%	113%	107%	108%	108%	yes	90%	95%	M
<b>15: Customer satisfaction</b> - Members satisfaction with highways service (Annual survey)	N/Ap		N/Ap				N/Ap			94%		94%	yes	75%	100%	Q
<b>16: Customer satisfaction</b> - Staff satisfaction levels (Annual Survey)	N/Ap		N/Ap				N/Ap			82%		82%	yes	75%	100%	Q
<b>17: Innovations</b> - Number of innovations/ Efficiency implemented by contractor with value of £10k or more	Review in April 2012													5	8	A
<b>18:Environment</b> - Revised KPI 18 Action plan to be reviewed by SPB in Jan-Feb 2012	Report and Action plan to be presented to the SPB in March 2012													2%	3%	A
Red: below threshold, Green: met target													100% non-Core KPI met			

**Communities Overview & Scrutiny Committee  
19 September 2012**

**Report of the Street Lighting Energy Savings  
Task and Finish Group**

**Recommendation**

To consider the Task and Finish Group report and forward the recommendations to Cabinet for approval, with any necessary amendments or additions.

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# Street Lighting Energy Savings FINAL REPORT

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## 1.0 Introduction

### 1.1 Executive Summary

- 1.1.1 Warwickshire County Council (WCC) made a commitment as part of the 2011/12 budget, set at a meeting of Full Council on 15 February 2011, to achieve savings of £500,000 per year from the street lighting energy budget starting in 2013/14. The method selected by Officers to achieve these savings was to utilise a Central Management System to operate 80% (39,000) of WCC owned lights on a part-night basis – which means that they will be switched off between midnight and 5.30am.
- 1.1.2 A public engagement process took place from May to the end of July to allow residents to give their views on the exemption criteria that was used to determine which lights would remain lit all night.
- 1.1.3 Due to concerns from Councillors and the County-wide impact of part-night lighting, the Communities Overview and Scrutiny Committee proposed that a Task and Finish Group was set up to give members the opportunity to scrutinise the potential impact of the scheme on crime and road safety, consider the technology chosen to facilitate part-night lighting and alternate options, and to review the responses to the public engagement exercise.
- 1.1.4 Following the completion of the review, the Task and Finish Group identified five recommendations which aim to ensure the safety of residents through extensive monitoring of crime and road safety figures, a consistent approach to the service across the County, and better communication with the public.

### 1.2 Members and Contributors

- 1.2.1 The members of the Task and Finish Group were Councillors Martyn Ashford, Richard Chattaway, Jose Compton, Jim Foster (Chair of the Task and Finish Group), David Johnston, Barry Longden, Carolyn Robbins, Martin Shaw, and Ray Sweet.

During the course of the review, the Task and Finish group met with Officers of WCC's Transport & Highways department, including Street Lighting and County Highways Engineers. Members also liaised with Street Lighting Engineers from a number of Local Authorities (see **Appendix D**). Members were supported by Officers from Democratic Services.

### **1.3 Evidence Used**

- 1.3.1 In order to achieve an understanding of the review topic, the Task and Finish Group considered both primary and secondary evidence from a range of sources. This included:
- a. WCC public engagement documents
  - b. Questions to the Portfolio Holder for Transport and Highways
  - c. WCC Briefing Paper - 'Expensive Energy - it's a people thing'
  - d. Correspondence with eight local authorities who have implemented part-night lighting (Appendix D)
  - e. Warwickshire Observatory – Street Lighting Part-Night Operation – Consultation Responses Report
  - f. Home Office Research Study 251 - Effects of improved street lighting on crime: a systematic review (2002), David P. Farrington and Brandon C. Welsh
  - g. Street Lighting and Crime: The Cardiff Project (1991), Professor David Herbert and Dr. Laurence Moore
  - h. Avon and Somerset Police Crime figures
  - i. Street Lighting And Crime: Diffusion Of Benefits In The Stoke-on-Trent Project (1999), Kate Painter and David P. Farrington
  - j. The Influence of Street Lighting on Crime and Fear of Crime (1991), Stephen Atkins, Sohail Husain and Angele Storey
  - k. Investigating whether a crime reduction measure works (2006), Paul Marchant
  - l. Milton Keynes Council, Grid Road Street Lighting Cabinet Report (25 July 2012)

**1.4 Dates and Timescales**

1.4.1 Membership was reviewed and finalised at the 9 February 2012 meeting of Communities Overview and Scrutiny Committee.

**1.4.2 Scrutiny Review Work Programme:**

**8 March 2012** – Overview of the project, presentations from street lighting engineers, dimming vs part-night lighting, setting the work programme

**22 March 2012** – Presentation on the Telensa central management system, consideration of the public engagement documentation

**12 April 2012** - Engagement through the Community Forums, Full Council briefing, community safety

**15 May 2012 (Full Council)** – Street lighting briefing following Full Council

**7 June 2012** – Consideration of responses from other local authorities that have implemented part-night lighting

**8 August 2012** – Consideration of responses to the public engagement

The Task and Finish Group will be presented to the Communities Overview and Scrutiny Committee on 19 September 2012.

## 2.0 Overview

### 2.1 Background

- 2.1.1 WCC currently operates all-night street lighting throughout the County, this costs approximately £2.2 million in electricity charges per year.
- 2.1.2 There is no statutory requirement on Local Authorities in the UK to light the highway. The Highways Act empowers Local Authorities to light roads but does not place a duty on them to do so. However, WCC does have a duty of care to road users and has an obligation to light permanent obstructions on the highway, such as speed humps and central refuges. These statutory obligations form part of the exemption criteria.
- 2.1.3 As part of the County Council savings plan, street lighting has been set a £500,000 savings target from the annual electricity budget starting from the financial year 2013/14. To achieve this saving, part-night lighting will be implemented throughout the County, requiring approximately 80% (39,000) of the street lights owned and maintained by WCC to be switched off between midnight and 5.30am.
- 2.1.4 The Telensa PLANet Central Management System was identified to operate part-night lighting, and a budget of £1.64 million was allocated over financial years 2011/12 and 2012/13 for purchase and installation of the system.<sup>1</sup>
- 2.1.5 The Central Management System operates by communicating with 34 base stations placed strategically around the County, which then in turn communicate with individual lighting columns. The base stations are mounted on standard lamp columns and are fitted with an uninterrupted power supply to ensure continuous operation. Upgrading existing street lighting stock to the new system simply requires replacement of the current photocell controls (used to determine when lights switch on and off) with the new radio receiver controls (that communicate with the base stations). The radio receiver controls are designed to use the same fitting as the photocells so they can easily be fitted in place during routine maintenance.
- 2.1.6 Each radio control automatically scans for the base station with the strongest signal if they lose connection, ensuring they maintain communication with the central management system at all times. The radio receivers can send information back to the central management system about the status of the lamps and determine if they are faulty or not by monitoring the power supply to the column; if the lamp is drawing too much electricity then the system will alert engineers that the lamp might need replacing.
- 2.1.7 The Central Management System allows all street lights in Warwickshire to be controlled and monitored from any internet enabled computer in real time.<sup>2</sup>

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<sup>1</sup> The Telensa system is industry standard equipment used by street lighting professionals in the UK, Europe and North America. More information can be found at [www.telensa.com](http://www.telensa.com).



The flexibility and speed provided by the system is a powerful safeguard; for example, the Police can call one of WCC's engineers in the middle of the night and request that road lights on a particular street are switched on because there has been an incident.<sup>3</sup> The engineer can access the system via a laptop or their own home computer and turn on the lights while the Police work. Lights can also be grouped so that sections of lighting can be switched back on with ease; for example, if the Police were conducting late-night mobile speed camera operations.

2.1.8 As the project will affect all residents of Warwickshire it was proposed that the local authority engaged with the public about the criteria that was used to identify the 20% of lights which are to remain lit all night. No further public engagement has been planned.

2.1.9 Parish, Town, District and Borough Councils are responsible for operating various street lights in their areas and those lights will not be affected by WCC's changes.

## 2.2 Rationale

2.2.1 The purpose of the Task and Finish Group was to give Councillors the opportunity to scrutinise both the impact of part-night lighting on local communities, and the public engagement work on the criteria used to identify which lights are to remain lit all night.

## 2.3 Objectives

2.3.1 The objectives of the review were:

- To ensure that the proposed part-night street lighting scheme will achieve the necessary savings required by the 2011-12 budget;
- To ensure the scheme would not have a significant impact on communities, particularly with regards to road safety, crime and anti-social behaviour, and;
- To ensure that the public engagement process was fit for purpose and gave residents a real opportunity to influence the proposals.

2.3.2 The Scrutiny Review Outline which was agreed by the Overview and Scrutiny Board is attached as **Appendix B**.

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<sup>2</sup> The central servers for the central management system are located offsite in Cambridge and aren't dependent on the WCCs servers or IT systems.

<sup>3</sup> Street lighting engineers operate a duty rota so that someone is on call 24/7 in the event of an emergency.

## 3.0 History of the Review

- 3.0.1 During the review the Task and Finish Group considered three distinct areas related to part-night lighting:
1. The technology used for part-night lighting and the alternative options that were considered;
  2. The impact on crime and road safety; and
  3. The criteria used to determine which lights remain on all night and the public engagement related to the criteria.
- 3.0.2 Each section has supporting information which are attached as Appendices to the report.

### 3.1 Technology

- 3.1.1 When the Task and Finish Group was commissioned on 25 January 2012, the Street Lighting team had already approved the decision to use a centrally managed part-night lighting system. Despite this, members thought it was important to review the alternative technology options that had been considered to ensure the chosen option would deliver the necessary savings and be a good investment for the future.
- 3.1.2 When faced with making significant energy savings, the most common alternatives to part-night lighting are dimming and LED technology. A less common approach, albeit one that some local authorities have taken, is to leave lights on all night but switch every other one off. Members questioned street lighting engineers about each of these options and requested briefing notes and financial breakdowns for the two main options. The key factors that members considered were safety, capital costs, energy savings, and return on investment. The findings for each of the options are summarised below.
- 3.1.3 **Alternatives to part-night lighting – Dimming**
- 3.1.4 In 2007 WCC undertook a dimming trial to test the technical suitability of the technology and gauge reactions from the public. The equipment that was trialled was found to be incompatible with older lanterns and resulted in a number of failures.
- 3.1.5 A further trial was undertaken in 2009 using a central management system (CMS) that included dimming technology. Whilst the performance of the CMS was found to be successful, there were difficulties in retrofitting dimming equipment into the Council's ageing lanterns. During both trials the Council received no comments from residents.

- 3.1.6 Of WCC’s total lighting stock of 49,000 street lights, approximately 18,000 cannot be dimmed due to the age and type of equipment. To change this equipment to a type which can be dimmed would cost in the order of £9 million. Only around 4,100 units (8%) of the existing lighting stock could be upgraded to enable dimming easily and relatively cheaply. To fit dimming equipment to the remaining 31,000 street lights would cost in the order of £2.5 million.
- 3.1.7 The estimated cost of upgrading the 4,100 lanterns would be approximately £150.00 each. This would lead to an approximate energy saving of just over £44,000 per annum from dimming, giving a return on investment of just over 14 years. A breakdown of the savings and costs of a dimming scheme are shown below in **Table 1**.

**Table 1 - Dimming Conversion Costs/Savings<sup>4</sup>**

Conversion Cost <sup>5</sup>	£626,400.00
Energy Saving per Annum <sup>6</sup>	£44,170.56
<b>Return On Investment</b>	<b>14 Years</b>

- 3.1.8 Having assessed the findings of the trials and determined the level of investment required to implement the dimming option, Officers decided that the level of savings was too low.
- 3.1.9 Members agreed with the Officer assessment and noted that dimming could not be considered as an option in isolation if it could not deliver the required savings.
- 3.1.10 **Alternatives to part-night lighting - LED Lighting**
- 3.1.11 LED lighting technology is unquestionably more energy efficient and longer lasting than the traditional discharge lighting that form the majority of Warwickshire street lighting stock. LED lights also have a considerably longer life than current lamps (anticipated to be in excess of ten years for LED compared with around six years for discharge lamps).
- 3.1.12 Using LED lighting would reduce both energy and maintenance costs; however, the capital outlay to change the County’s lighting to LED technology would cost in the region of £29 million with an estimated annual saving of £1.4 million. This would give a return on investment of approximately 23 years. A breakdown of the savings and costs of an LED scheme are shown below in **Table 2**.

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<sup>4</sup> Cost of energy is based on current rate of 9.654p kWh.

<sup>5</sup> Conversion rate is based on estimated cost of £150.00 - including replacement gear and labour. Additional costs for traffic management are not included.

<sup>6</sup> Dimming energy based on lights being dimmed between 19.00 and 06.00 to 50% light output (63% power). This may not be possible in all locations due to columns being located within conflict areas (Roundabouts, traffic signal junctions) which are lit to a required standard and currently dimming is not recommended.

**Table 2 - LED Installation Estimated Costing**

	Quantity	Cost per unit <sup>7</sup>	Total installation <sup>8</sup>	Energy per unit per year <sup>9</sup>	Total Energy per year
Residential Road	32,000	£474.00	£15,168,000.00	£11.66	£373,120.00
Estate Road	10,000	£684.00	£6,840,000.00	£26.07	£260,700.00
Main Road	7,500	£924.00	£6,930,000.00	£38.96	£292,200.00
<b>Total</b>	<b>49,500</b>		<b>£28,938,000.00</b>		<b>£926,020.00</b>

Current Energy	£2,200,000.00
New Energy <sup>10</sup>	£926,020.00
Annual Energy Saving	£1,273,980.00
Estimated Annual Maintenance Saving <sup>11</sup>	£100,000.00
<b>Total Estimated Annual Saving</b>	<b>£1,373,980.00</b>
<b>Return on Investment</b>	<b>23 years</b>

3.1.13 WCC has been using LED lighting where engineers feel it is the most appropriate solution, for example, in Belisha Beacons, sign lights, and bollards. WCC has also started to utilise LED road lighting lanterns; LED lamps are currently being used to illuminate Fishers Walk, Atherstone and on side roads at Bedworth, Melrose Avenue, and Compton Close in Leamington Spa, as well as sites in Rugby and Kenilworth.

3.1.14 Where the capital cost of installation is to be met with external funding and subsequent maintenance is being passed to Warwickshire, for example new

<sup>7</sup> Lantern cost is based on estimated rate from manufacturer of LED units.

<sup>8</sup> The installation cost is for lantern replacement only. This does not include any traffic management costs or any units which may require complete replacement at an additional cost of approximately £1,000 each. It is estimated that 15% of units would require complete replacement which could add an estimated additional £8 million to the cost of the project, increasing the return on investment to approximately 27 years.

<sup>9</sup> Cost of energy is based on current energy cost of 9.654p kWh.

<sup>10</sup> Energy is based on best case scenario and all LED units being dimmed to 63% power (50% light output) between 19.00 and 06.00.

<sup>11</sup> The estimated annual maintenance saving based on not carrying out a bulk lamp change and clean. The reliability of units and potential cost of replacement parts is unknown. Electrical testing would need to be carried out on a 6 year cycle.

housing developments, our standard specification is dimmable LED equipment that is compatible with part night operation.<sup>12</sup>

- 3.1.15 LED technology is likely to be the standard for street lighting in 4 to 5 years but at the moment it is a relatively new and expensive technology and Officers felt the investment was too large when compared to the savings that would result. A number of authorities that have implemented LED lighting have had to enter into lengthy Private Finance Initiative contracts that would deny flexibility when cheaper, more efficient products come on to the market in the future.
- 3.1.16 The part-night lighting equipment and central management system currently being implemented is fully compatible with LED technology so it would be entirely possible for the Council to pursue an all-LED lighting scheme in the future.
- 3.1.17 Task and Finish Group members believed that while LED lighting was likely to play a big role in the future of street lighting, the level of investment required to facilitate it at this time would be too great to justify. However, members were encouraged that the chosen part-night Central Management System was compatible with LED technology and believed it would be a viable option in the future.
- 3.1.18 **Alternatives to part-night lighting - Switching off alternate lights**
- 3.1.19 Some authorities (e.g. Northamptonshire County Council) have chosen to keep street lights on all night but permanently switch off every other light, thereby maintaining all night street lighting (albeit at reduced levels) while still reducing energy costs.
- 3.1.20 WCC decided against this option for two reasons. Firstly, Officers advised members that it would not be possible to implement in Warwickshire without seriously compromising the safety of drivers due to the stroboscopic effect that is created when passing incorrectly spaced lights at speed.<sup>13</sup> Secondly, the savings generated by the scheme would be significantly lower than the level of savings required by the budget. The option is also heavy on maintenance costs and inflexible.
- 3.1.21 Members believed that this option would only provide a short-term solution and the risks to road safety could not be justified.

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<sup>12</sup> The first large scheme of this type is the new roundabout on the A3400 in Stratford outside Waitrose. WCC have also specified LED equipment on a number of new estates which will ultimately be adopted by WCC.

<sup>13</sup> A relatively benign version of this effect can be seen when driving on a motorway at night illuminated by street lights, the wheels of passing cars can appear to be turning backwards.

3.1.22 **Part-night lighting**

3.1.23 Part-night lighting means that lights will switch on at dusk (as usual) but switch off between the hours of midnight and 5.30am. WCC has chosen to switch 80% (39,000) of its lights to part-night lighting in order to deliver savings of £500,000 per year from 2013/14 onwards.

3.1.24 To operate the lighting on a part-night basis, a central management system was identified and a budget of £1.64 million was allocated over financial years 2011/12 and 2012/13 for the purchase and installation of the system. To make Warwickshire's street lights compatible with the Central Management System all street lighting columns had to be fitted with radio receiver controls and 34 base stations were installed around the County.

3.1.25 The life expectancy of the lamps used at the moment is four to six years, equivalent to 16,000 to 24,000 hours 'burn time'. The lamps are replaced on a phased basis every four or six years (dependent on lamp type). The lanterns installed now are flat glass, which means that the light is directed straight downwards, minimising light pollution.

3.1.26 Detailed cost estimates for part-night lighting are attached as **Appendix C**.

3.1.27 Other key benefits of part-night lighting:

- a) Part-night lighting will save WCC more money the higher the energy costs are, making it a good solution for a future of increasing energy costs.<sup>14</sup>
- b) Operating part-night street lighting will reduce WCC's greenhouse gas emissions by approximately 3,000 tonnes per year, which equates to 5.77% of the 2050 national target.<sup>15</sup>
- c) The Carbon Reduction Commitment Energy Efficiency Scheme is a mandatory carbon emissions reporting and pricing scheme. Starting this year, organisations using more than 6,000MWh per year of electricity will have to buy allowances from Central Government on a yearly basis to cover their emissions. The price of allowances was set at £12 per tonne of carbon dioxide in the 2011 Budget. Officers estimate that part-night lighting could save WCC around £36,000 per year from future CRC charges.

3.1.28 Members noted that, despite the initial investment of £1.64 million, part-night lighting was a relatively low-cost option when compared with the investment needed for LED lighting, and had a relatively short return-on-investment period. The system was also fully compatible with WCC's existing lighting

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<sup>14</sup> WCC buys energy from ESPO in 12 month blocks. A new contract is due to begin on 1 October 2012 and the expectation is that energy costs will increase by approximately 10%.

<sup>15</sup> WCC has a long term climate change target in line with the 2050 national target to, "contribute to meeting and exceeding the county target to reduce emissions of CO2 by 80% (baseline 2002/3 – 52,000 tonnes per year)." More information can be at the following link - Energy policy for Warwickshire County Council physical assets Jan 2011 (pdf, 316Kb)

stock and LED technology, giving flexibility to WCC when considering street lighting options in the future.

### **3.2 Feedback from other local authorities operating reduced lighting schemes**

3.2.1 The Task and Finish Group contacted around 30 local authorities who had implemented energy saving reduction schemes to find out if they had consulted with the public, what the public response was, if there was any measurable impact on crime or road safety, if they were on track to make their projected savings, and whether there were any lessons learned or improvements that could have been made. Detailed responses were received from eight of those authorities and of those the two issues detailed below were highlighted as particularly relevant to Warwickshire.

#### **3.2.2 Issue 1 – Crime and safeguards**

3.2.3 Members were interested to find out if any Local Authorities had reported increases to the level of crime following implementation, and whether the safeguards that the Central Management System provided were effective in real world scenarios.

3.2.4 Suffolk County Council took a very similar approach to part-night lighting as WCC, even using the same Telensa Central Management System technology. Like WCC, they had been working closely with the Police and developed a similar system for ad-hoc illumination of street lights. The Street Lighting team took requests from the Police to switch lights on in specific areas for a limited period to allow Police Officers to carry out searches and other light-dependent operations. Suffolk reported that since implementation they had been contacted by the Police with these requests a handful of times and both the County Council and the Police force were very satisfied with the results of the arrangement.

3.2.5 None of the authorities contacted could provide reports of any measurable impact on crime or road safety at this stage. A number of authorities mentioned that reviews were scheduled to take place after 6 or 12 months of operation.

#### **3.2.6 Issue 2 – A comprehensive communications strategy**

3.2.7 An issue that was highlighted by the responses was the need for a comprehensive communications strategy to ensure members of the public were aware of the part-night lighting policy change and had an opportunity to give their views in advance of the switch-off date.

3.2.8 Northamptonshire County Council's Street Lighting team received a very high volume of requests for changes from members of the public following implementation of their reduced lighting scheme. To properly manage the

high volume of calls, the Council had to set up an in-house communications and review team.

- 3.2.9 Northamptonshire also highlighted the need to work more closely with the District and Borough Councils to ensure a consistent approach for local communities because members of the public did not understand why some lights were left all night while others were switched off.
- 3.2.10 Members confirmed with Officers that calls to WCC will be processed by the WCC call centre which has the capacity to deal with high call volumes. Call centre staff have been briefed about the part-night lighting changes and have been instructed to record details and forward them to the Street Lighting team for review against the agreed criteria.
- 3.2.11 Devon County Council also noted that they had received a high volume of calls following implementation of part-night lighting, with a significant number of people claiming they were not made aware that lights were going to be switched off. Devon highlighted the need for good communication with the public, and suggested that an information leaflet included with the annual Council Tax documents would have been a good solution to ensure as many people as possible were made aware of the upcoming changes.
- 3.2.12 Although the public engagement for street lighting has been and gone, the Task and Finish Group recommend that when looking to communicate with a County-wide audience in the future, WCC include relevant consultation and / or engagement documents and leaflets for the coming year with the annual Council Tax mailing or another appropriate County-wide publication.
- 3.2.13 The full set of questions and responses from the contacted authorities is attached as **Appendix D**.

### **3.3 The impact of street lighting on crime and road safety**

- 3.3.1 The actual effect that street lighting has on crime and road safety is still a subject of serious debate.

#### **3.3.2 Crime**

- 3.3.3 The first authority to implement part-night lighting was Essex County Council and according to figures published on their website, crime levels have fallen, although fear of crime is still an issue.<sup>16</sup> Other authorities, including Gloucestershire County Council have reported minor reductions in crime levels following the implementation of part-night lighting schemes. Although encouraging, the figures referenced above are taken from very small rural localities with total area crime figures in the low hundreds and therefore are not very representative.

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<sup>16</sup> It's worth noting that crime levels across the Country tend to fall slightly year-on-year so attributing that decrease to part-night lighting may not be appropriate.



- 3.3.4 At the time of writing, no local authority has released comprehensive figures for either crime or road accidents before and after the implementation of part-night lighting; however, a number of authorities that the Task and Finish Group contacted have committed to doing reviews in the next twelve months.
- 3.3.5 Nationally recognised papers are similarly inconclusive. The most widely referenced paper claiming that increasing street lighting reduces crime is called Home Office Research Study 251 (2002) and was written by two criminologists, Farrington and Welsh. The study was an important justification for Central Government policy at the time. However, Paul Marchant, a Statistician at Leeds Metropolitan University, makes the claim in his essay, ‘Shining a light on evidence-based policy: street lighting and crime’, that the use of statistical methods in the study lacked rigour and that the claims made in the paper were not properly supported by the data.
- 3.3.6 The paper, ‘The influence of street lighting on crime and fear of crime’ (1991), written by Stephen Atkins, Sohail Husain and Angele Storey, directly contradicts Home Office Research Study 251 by concluding that, “better street lighting has had little or no effect on crime.” However, they did find that improved street lighting “provided a measure of reassurance to some people.”
- 3.3.7 Road Safety**
- 3.3.8 Milton Keynes Council recently made national headlines after a decision to switch a significant number of their street lights back to all night operation following two major road accidents in darkened areas. It is important to note that, in terms of road safety, Milton Keynes is unique in that it has a US-style grid road system that allows cars to reach very high speeds and removing lights along certain sections meant that it was possible drivers would have seen a disorienting stroboscopic effect which may have contributed to the accident.
- 3.3.9 Street lights have also been switched back on at five of 46 part-night lighting locations in Buckinghamshire because of increases in the number of accidents at four of the five sites.<sup>17</sup> Despite increases in the levels of accidents at a small number of sites, the average number of injury collisions across the County fell by 26%.
- 3.3.10 The majority of Local Authorities that responded to the Task and Finish Group’s questionnaire reported that part-night lighting had no measurable impact on road safety.
- 3.3.11 Evidence on both sides of the debate is far from conclusive but members were largely encouraged by the figures published so far, that show no significant increases in the levels of crime or road accidents following the operation of part-night lighting.

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<sup>17</sup> Three of the four sites where collisions increased were roundabouts which are covered by WCC’s exemption criteria.

- 3.3.12 WCC's Street Lighting team liaised with the Police, Ambulance, and Fire services, as well as WCC's own Road Safety and Community Safety teams. The criteria determining which lights would be left on throughout the night came out of those discussions.
- 3.3.13 Following advice from the Police, engineers have also liaised with District and Borough Councils to determine the locations of local authority operated CCTV cameras to ensure they remain fully lit throughout the night. The Police also requested that lighting was left on all night in specific 'Police priority areas'.
- 3.3.14 Working with the Police, WCC has developed a process for allowing lights to be quickly switched back on in cases of emergency. Police Officers will direct requests for lights to be switched on through the central Police Command Centre, the Centre will then call WCC's on-duty street lighting engineer and ask for a specific area to be illuminated. Lights can be controlled from the engineers home laptop so the time elapsed from the initial Police call to lights being illuminated on the ground should be very short. Ultimately the Police's Commanding Officer will be responsible for which requests are sent through to WCC engineers.
- 3.3.15 WCC's Street Lighting team will continue to work closely with the Police and its own internal Community Safety and Road Safety teams to monitor the situation following implementation and any significant changes to crime or road safety figures will be carefully investigated. To ensure any changes to the levels of crime or road safety are highlighted early, the Task and Finish Group recommend that Officers report review data to the Communities Overview and Scrutiny Committee and monitor the situation at other authorities who have switched street lights back on due to accidents and safety concerns.

### **3.4 Public engagement on the criteria used to determine which lights stay lit throughout the night**

- 3.4.1 After consultation with the Police, Road Safety and Community Safety teams certain locations were identified by WCC's Street Lighting engineers where lighting would remain on all night. The final locations that formed the public exemption criteria were:
- 1) Where there are potential hazards on the highway such as roundabouts, traffic signal controlled junctions, central carriageway islands, traffic calming features, road humps etc.
  - 2) At formal pedestrian crossings (Zebra, Pelican, Puffin, Toucan, and Pegasus).
  - 3) Areas covered by permanent Local Authority/Police CCTV cameras.

- 4) Areas adjacent to elderly people care homes, sheltered accommodation complexes and Accident and Emergency departments.
- 5) Lighting adjacent to operational taxi ranks.
- 6) Lighting on public footpaths, alleyways and cycle paths which are located away from roads.

3.4.2 Members were satisfied that the exemption criteria covered the areas of most concern, particularly with regards to vulnerable people and areas of risk for drivers.

### **3.4.3 Full Council Briefing**

3.4.4 The Task and Finish Group were disappointed that there was no briefing planned for Councillors on part-night lighting. To address this, Members requested a briefing following the Full Council meeting held on 15 May 2012. The purpose of the briefing was to inform members about the part-night street lighting scheme ahead of the summer round of Community Forums where the topic would inevitably be a major issue. Councillor Peter Butlin, Portfolio Holder for Transport and Highways, delivered the briefing and held a question and answer session.

### **3.4.5 Public Engagement**

3.4.6 Public engagement was provided through the Community forums that ran from May to July 2012; each of the forums was provided with a manned exhibition stand, leaflets about part-night lighting, maps of each area, and paper versions of the online questionnaires to be filled in and returned. The senior officers who attend each of the Community Forum meetings were also briefed about part-night lighting and were available to answer questions.

3.4.7 The County Council's website had a dedicated part-night lighting page with all of the relevant information for members of the public, including FAQs, illustrated locality maps, and a link to the online questionnaire.<sup>18</sup> Press releases coordinated through WCC's internal communications department were also sent out to local media establishments in the weeks preceding the Community Forums.

### **3.4.8 Responses to the Public Engagement**

3.4.9 The Warwickshire Observatory produced a report analysing the responses from the public engagement exercise. A total of 310 respondents within the Warwickshire area took part in the survey.

3.4.10 Overall, survey participants declared that they strongly agreed (65%) with Warwickshire County Council's exemption criteria, due to cover from potential

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<sup>18</sup> [www.warwickshire.gov.uk/partnightlighting](http://www.warwickshire.gov.uk/partnightlighting)

traffic hazard areas and public footpaths located away from roads to sheltered accommodation complexes and A&E departments.

- 3.4.11 Of those that suggested locations, the most common recommendation was to use crime and anti-social behaviour indicators as criteria for keeping the lighting system on all night, as issues such as burglaries, car thefts and house break-ins rank high on their priority lists. Roads with large amounts of traffic, sharp bends, narrow streets and road junctions were also highlighted as potential areas where street lights should remain on.
- 3.4.12 All of the specific issues highlighted by respondents have been investigated and have led to alterations based on the exemption criteria. There was an acknowledgement from the Street Lighting team that due to the scale and complexity of the network, there will need to be an on-going process of reviewing and tweaking the scheme.
- 3.4.13 The majority of the respondents who fundamentally disagreed with switching street lights off stated that this was due to the perceived increased risk of crime. To address this problem, the Task and Finish Group recommend that the WCC's Communications department work with Street Lighting Engineers to produce a media campaign with the aim of reducing the population's fear of crime around part-night street lighting.
- 3.4.14 The full report from Warwickshire Observatory and all of the responses from the public engagement exercise are attached as **Appendix F**.

## 4.0 Recommendations

### R1. Regular monitoring to ensure the safety of people in Warwickshire

The WCC street lighting team will be continually reviewing data with the Police and WCC's Road and Community Safety teams to monitor the situation in localities before and after the implementation of part night street lighting.

#### **Recommendation 1**

**The Task and Finish Group recommend that Officers present a report summarising review data to the Communities Overview and Scrutiny Committee at both 6 and 12 month periods following the initial implementation date.**

**In the event that there are statistically significant increases in either crime or road accidents following implementation, that data should be presented to the Communities Overview and Scrutiny Committee at the soonest possible opportunity.**

### R2. Monitor findings from other local authorities that operate part-night lighting

During the review it was noted that Milton Keynes Council, Northamptonshire County Council, and Buckinghamshire County Council had switched sections of part-night lighting back on following road safety incidents. Members believed it was important that Officers monitor these issues and ensure that any relevant lessons are learned and actions are taken to prevent similar incidents from happening in Warwickshire.

#### **Recommendation 2**

**The Task and Finish Group recommend that Street Lighting Engineers monitor the situation at other authorities who have switched street lights back on in certain locations due to accidents and safety concerns.<sup>19</sup>**

### R3. A unified approach to street lighting

During the review members learnt that while District and Borough Councils were aware of the planned implementation of part-night lighting, they were not contacted about bringing the sections of the street lighting network that they control under the same scheme. This has meant that certain areas will have 'patches' or lines of street lights left on all night while the surrounding lights are switched off. Most members of the public do not distinguish between the various levels of Local Government and will be confused as to why there appears to be an inconsistent approach to part-night lighting in certain areas.

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<sup>19</sup> Specifically with reference to Milton Keynes Council, Northamptonshire County Council, and Buckinghamshire County Council

**Recommendation 3**

**The Task and Finish Group recommend that Officers explore a consistent approach to street lighting across the County by encouraging District, Borough, and Town Councils to adopt the same scheme and offering our assistance in helping them set up the necessary systems.**

**R4. Communicating with the County**

**Recommendation 4**

**The Task and Finish Group recommend that when looking to communicate with a County-wide audience in the future, WCC include relevant consultation and / or engagement documents and leaflets for the coming year with the annual Council Tax mailing or another appropriate County-wide publication.**

This approach would ensure mass coverage and, in the case of a consultation, a statistically useful set of responses.

**R5. Addressing the fear of crime**

The overwhelming response from the public engagement was negative and the majority of comments included references to a fear of crime, despite a lack of compelling evidence.

**Recommendation 5**

**The Task and Finish Group recommend that the WCC's Communications department work with Street Lighting Engineers to produce a media campaign with the aim of reducing the population's fear of crime around part-night street lighting.**

## **5.0 Financial and Legal Implications**

No comments received.

### Street Lighting Energy Savings - Scrutiny Action Plan

	Recommendation	PfH Comments	Cabinet Comments	Target Date for Action	Lead Officer	OSC Update	Progress Notes
<b>R0</b>	<i>Exact wording of the recommendation</i>	<i>Comments of the PfH from the informal meeting.</i>	<i>i.e. accepted, rejected and reasons why.</i>	<i>To be set by senior officer during informal meeting</i>	<i>To be assigned by senior officer during informal meeting</i>	<i>Date due for update to OSC</i>	<i>The Lead Officer to include progress updates on the implementation of the recommendation.</i>
<b>R1</b>	<p>The Task and Finish Group recommend that Officers present a report summarising review data to the Communities Overview and Scrutiny Committee at both 6 and 12 month periods following the initial implementation date.</p> <p>In the event that there are statistically significant increases in either crime or road accidents following implementation, that data should be presented to the Communities Overview and Scrutiny Committee at the soonest possible opportunity.</p>						
<b>R2</b>	The Task and Finish Group recommend that Street Lighting Engineers monitor the situation at other authorities who have switched street lights back on in certain						



	locations due to accidents and safety concerns.						
<b>R3</b>	The Task and Finish Group recommend that Officers explore a consistent approach to street lighting across the County by encouraging District, Borough, and Town Councils to adopt the same scheme and offering our assistance in helping them set up the necessary systems.						
<b>R4</b>	The Task and Finish Group recommend that when looking to communicate with a County-wide audience in the future, WCC include relevant consultation and / or engagement documents and leaflets for the coming year with the annual Council Tax mailing or another appropriate County-wide publication.						
<b>R5</b>	The Task and Finish Group recommend that the WCC's Communications department work with Street Lighting Engineers to produce a media campaign with the aim of reducing the population's fear of crime around part-night street lighting.						

Proposed Scrutiny Review Outline

<b>Review Topic</b> (Name of review)	<b>Street Lighting Energy Savings</b>
<b>Working Group Members</b>	Councillors Martyn Ashford, Richard Chattaway, Jose Compton, Jim Foster, David Johnston, Barry Longden, Carolyn Robbins, Martin Shaw, and Ray Sweet
<b>Key Officer Contact</b>	Simon Moseley and David Abbott
<b>Relevant Portfolio Holder(s)</b>	Cllr Peter Butlin, Portfolio Holder for Transport and Highways Cllr Richard Hobbs Portfolio Holder for Community Safety
<b>Relevant Corporate Ambition, Outcome and Measures</b>	Redesign services provided by the Council by 2013 to optimise effectiveness and efficiency. - from the Transformation 2013 core aims
<b>Timing Issues</b>	<ul style="list-style-type: none"> <li>• In order to achieve £500,000 saving in 2013/14 the switch to part-night operation needs to start in April 2013.</li> <li>• Public consultation is scheduled to begin at the June/July 2012 round of Community Forums.</li> <li>• The Task and Finish Group is set to be commissioned at the 25 January 2012 meeting of the O&amp;S Board. Members will then be invited to participate.</li> <li>• Membership of the group will be reviewed and finalised at the 9 February 2012 meeting of Communities O&amp;S.</li> <li>• The TFG will report back to Communities O&amp;S at the 19 September 2012 meeting.</li> </ul>
<b>Type of Review</b>	In-depth review.
<b>Rationale</b> (Key issues and reasons for the review)	The purpose of the Task and Finish Group is for members to scrutinise both the impact of the move to part-night street lighting operation on communities, and the public consultation on the criteria used to identify which lights are to remain lit all night.
<b>Objectives of Review</b> (What should the review achieve?)	The objectives of the Task and Finish Group will be: To ensure that the proposed part-night street lighting operation will achieve the necessary savings and won't have a significant impact on communities (particularly in terms of road safety, crime, and anti-social behaviour). To ensure that the public consultation is fit for purpose and can have an impact on the proposals.
<b>Scope of the Topic</b>	The following is included in the scope of the review: <ul style="list-style-type: none"> <li>• The timing of switching to part-night operation, either adopting a phased approach or all at once.</li> <li>• The criteria used to identify the 80% of lights required to be switched to part-night operation.</li> <li>• A review of the consultation proposals and results.</li> <li>• The impact on the residents of Warwickshire in terms of road safety, crime, and anti-social behaviour.</li> <li>• Benchmarking against other Local Authorities who are currently operating on a part-night basis or in the process of moving to part-night operation.</li> <li>• Gathering alternative views from organisations and members of the public.</li> </ul>

<p><b>Indicators of Success – Outputs</b> (What factors would tell you what a good review should look like?)</p>	<ul style="list-style-type: none"> <li>• Recommendations are accepted and implemented to deliver improvements to the street lighting energy saving proposals.</li> <li>• Feedback from the public consultation is properly considered and helps to inform the final proposals.</li> </ul>
<p><b>Indicators of Success – Outcomes</b> (What are the potential outcomes of the review e.g. service improvements, policy change, etc?)</p>	<p>Warwickshire County Council makes savings of £500,000 on street lighting without compromising people's safety.</p>
<p><b>Other Work Being Undertaken</b> (What other work is currently being undertaken in relation to this topic, and any appropriate timescales and deadlines for that work)</p>	<p>Public consultation is due to begin at the June/July 2012 round of Community Forums. The results of the consultation will be reviewed by the task and finish group.</p>

<b>Energy Cost</b>	<b>0.085</b>		
<b>Qty Base Stations</b>	<b>40</b>		
<b>Residential</b>	<b>80%</b>	<b>Potential Total Savings CMS</b>	
35W SOX (Conventional Gear)	1638	£12,306	6.0
35W SOX (Low Loss Gear)	6309	£40,011	7.1
35W SOX (Electronic Gear)	1	£3	14.2
55W SOX (Conventional Gear)	142	£1,515	4.2
55W SOX (Low Loss Gear)	800	£6,280	5.7
50W SON (Conventional Gear)	20	£140	6.4
70W SON (Conventional Gear)	13882	£162,460	3.8
70W SON (Electronic Gear)	1126	£10,910	4.6
100W SON (Conventional Gear)	1610	£25,310	2.8
100W SON (Electronic Gear)	78	£1,220	2.9
45W CPO (One type of gear)	72	£372	8.7
60W CPO (One type of gear)	42	£340	5.6
140W CPO (One type of gear)	14	£312	2.0
35W CDM (One type of gear)	159	£716	9.9
70W CDM (One type of gear)	18	£206	4.0
70W CDO (Low Loss Gear)	182	£2,004	4.1
70W CDO (Electronic Gear)	2	£16	4.6
100W CDO (Electronic Gear)	14	£226	2.8
100W CDO (Low Loss Gear)	57	£893	2.8
150W CDO (Low Loss Gear)	126	£3,110	1.8
250W CDO (Low Loss Gear)	54	£2,359	1.0
150W CDO (Electronic Gear)	2	£58	1.9
28W LED	16	£24	30.1
31W LED	8	£15	24.6
	<b>26,371</b>	<b>£270,805</b>	<b>4.4</b>
	<b>Cost to Implement</b>	<b>£1,179,605.60</b>	

<b>Traffic Routes</b>	<b>80%</b>	<b>Potential Total Savings CMS</b>	
90W SOX (Conventional Gear)	494	£6,521	2.6
90W SOX (Low Loss Gear)	3463	£34,730	3.0
135W SOX (Conventional Gear)	223	£4,893	1.8
135W SOX (Low Loss Gear)	1825	£35,114	2.0
180W SOX (One type of gear)	134	£4,027	1.4
150W SON (Conventional Gear)	2302	£49,319	1.8
150W SON (Electronic Gear)	288	£5,397	2.0
250W SON (One type of gear)	3305	£130,033	1.1
	<b>12,034</b>	<b>£270,034</b>	<b>2.4</b>
	<b>Cost to Implement</b>	<b>£634,807.20</b>	

<b>Combined residential and traffic routes</b>	<b>38,406</b>	<b>£540,839</b>	<b>3.0</b>
	<b>Cost to Implement</b>	<b>£1,636,912.80</b>	

# Street Lighting - Local Authority Responses

## Suffolk County Council

Telephone conversation

They have had part-night lighting in place since July 2011 - they initially had 40k units live with part-night operation. They are currently in the process of moving all 80k of their lighting units to the part-night CMS system.

They use the same Telensa CMS that WCC is using.

### **Q1 Did your Authority hold a public consultation before making the changes? If so, what impact did the consultation have?**

They didn't hold a public consultation. This was because nearby counties that did hold consultations received a lot of complaints and bad press ahead of implementation.

They didn't send letters out to all residents, as has been done in some authorities, due to cost.

The communications department publicised the change through newspapers, radio, a comprehensive web page with information about lighting in all areas, FAQs, and an online survey for public feedback.

The exception criteria they used is detailed on their website.

### **Q2 Following implementation, what has been the public response to the changes?**

1 week after switch-off there was around 200 complaints (phone calls) - but this dropped off to nothing over the following few weeks.

### **Q3 Has there been any measurable impact on crime and disorder in areas where street lighting has been switched off?**

There was a measurable reduction in crime - they can provide statistics from the Police to back that up. They will be emailing the information over to us.

The team provide an out-of-hours phone number for the Police, Fire Service, and Ambulance Service. The Fire Service and Ambulance Service have never used it but the Police have on occasion and have reported that it has worked well. The example given was - on a Friday night the lights in an area were switched on for 30 min while the Police searched for a suspect - he was found and the lights were then switched back off.

### **Q4 Has there been any measurable impact on road safety in areas where street lighting has been switched off?**

None. The areas that they were worried about were covered by the criteria and retained lighting.

**Q5 Has there been any measurable impact on the natural environment?**

Lots of positive feedback from amateur stargazers.

**Q6 Are you on track to achieve your projected savings targets?**

Yes, they are on track.

**Q7 Did you experience any major problems? If so, how could they have been avoided?**

No major issues.

**Q8 If you had to go through the process again, what would you have done differently? (Talk to certain partners from the beginning, better communication with the public etc.)**

It was important to gain strong political support.

The Communications department were reluctant to publicise the changes early-on in the process.

**Norfolk County Council**

Email

Gavin Broad (BEng, IEng), Project Engineer, Highways Group, Environment, Transport and Development

Tel: 01603 224203

Email: [gavin.broad@norfolk.gov.uk](mailto:gavin.broad@norfolk.gov.uk)

Gavin is overseeing the consultation on part-night lighting.

There is some more information on their website, which can be found here:

[http://www.norfolk.gov.uk/Travel\\_and\\_transport/Roads/Road\\_maintenance/Street\\_lighting/NCC074610](http://www.norfolk.gov.uk/Travel_and_transport/Roads/Road_maintenance/Street_lighting/NCC074610)

There is also a report that went to the County Council's Cabinet on 25 January 2010:

[www.norfolk.gov.uk/Council\\_and\\_democracy/Committees/Committees\\_Archive/index.htm?SS\\_Year=2010&SS\\_PaperType=Agenda&SS\\_Committee=Cabinet&vNextRow=11#nccMainPageContent](http://www.norfolk.gov.uk/Council_and_democracy/Committees/Committees_Archive/index.htm?SS_Year=2010&SS_PaperType=Agenda&SS_Committee=Cabinet&vNextRow=11#nccMainPageContent)

**Q1 Did your Authority hold a public consultation before making the changes? If so, what impact did the consultation have?**

Initial consultation work on the policy of part night lighting was undertaken before deciding to introduce this. Consultations were undertaken with key stakeholders, such as the police, parish councils etc. We also consulted the Norfolk Citizens Panel.

Implementation is being undertaken on a parish by parish basis over a 3 year period. A selection criteria, that can be applied evenly across the county, is being used to identify roads proposed for part night lighting. For each parish we have undertaken a two stage consultation process on these roads:

1) Firstly a stakeholder consultation with County Councillors, District, Councillors, the Parish Council and the Police Safer Neighbourhood Team

2) Then a consultation with residents of roads where part night lighting is proposed - each household on these roads receives a consultation letter.

For both consultations the selection criteria still forms the basis of the review of the responses received, but we have agreed some further exemptions to part night lighting as a result of the consultations.

The response rate was probably slightly lower than expected. For Norwich the response rate was 2%, for King's Lynn it was 1%.

## **Q2 Following implementation, what has been the public response to the changes?**

We do get some correspondence from residents after the implementation. Comments are mainly associated with the fear of potential crime rather than actual incidences. Again the amount of correspondence regarding this has generally been lower than expected.

## **Q3 Has there been any measurable impact on crime and disorder in areas where street lighting has been switched off?**

We are monitoring the roads after implementation using local feedback. We also maintain regular contact with the police and no major issues have been raised by them to date. There have been the odd local issue raised by the police, but nothing that has resulted in a significant number of lights having part night lighting reversed.

With regard to all the monitoring questions we probably only 50% through the implementation programme, so monitoring is still on-going.

## **Q4 Has there been any measurable impact on road safety in areas where street lighting has been switched off?**

This has not been reviewed in any detail but no significant issues have been raised after implementation with regard to this. This is mainly due to the type of roads where it has been implemented - generally on the more minor roads, e.g. residential roads. Part night lighting has

not been implemented in town centres, more major roads, remote footpaths, areas of CCTV cameras or where lights were implemented as part of a road safety scheme.

**Q5 Has there been any measurable impact on the natural environment?**

We haven't measured this in detail but have had comments during the consultation that it would be nice to see the night sky.

**Q6 Are you on track to achieve your projected savings targets?**

Implementation is slightly behind programme because Amey, our street lighting contractor, are introducing it at the same time as they undertake the routine improvement and maintenance work.

**Q7 Did you experience any major problems? If so, how could they have been avoided?**

Norfolk has a mixture of lights owned by either the County, District or Parish Council. Part night lighting only applies to County Council owned lights and this has caused some confusion to residents when they see the lights on one road off but the lights on a similar nearby road still on.

**Q8 If you had to go through the process again, what would you have done differently? (Talk to certain partners from the beginning, better communication with the public etc.)**

We have tried to tie our consultations into Amey's improvement and maintenance programme, so that the consultations time place in the 5 months before they visit the particular parish. This has caused issues when their programme changes.

**Northamptonshire County Council**

Email

Contacts: Max Andrews [MAAndrews@northamptonshire.gov.uk](mailto:MAAndrews@northamptonshire.gov.uk) and Zoe Blunsom [Zoe.Blunsom@bbivingplaces.com](mailto:Zoe.Blunsom@bbivingplaces.com)

**Q1 Did your Authority hold a public consultation before making the changes? If so, what impact did the consultation have?**

The decision to cut the budget for the street lighting service was consulted on as part of the council's budgetary consultation process for 2011/12. There was not a separate consultation for this budgetary decision. This consultation did not alter the decision that was made.

**Q2 Following implementation, what has been the public response to the changes?**

Mixed. Some have supported the need to reduce expenditure on energy, seeing the benefit for the environment. Others have been concerned with the reduced levels of lighting and as a consequence, we have received nearly 4,000 requests for changes to the switch off regime we



have adopted.

**Q3 Has there been any measurable impact on crime and disorder in areas where street lighting has been switched off?**

No. We have worked closely with the Police on this project and they intend to do an analysis on the impact of the switch off, based on a full year's statistics, this summer. Early indications does suggest that crime has reduced in those areas where lighting has been reduced, but this reduction may also have links to the current economic climate.

**Q4 Has there been any measurable impact on road safety in areas where street lighting has been switched off?**

Same as above – a full year analysis will be undertaken this summer.

**Q5 Has there been any measurable impact on the natural environment?**

No.

**Q6 Are you on track to achieve your projected savings targets?**

Yes. Full year savings have been achieved as projected.

**Q7 Did you experience any major problems? If so, how could they have been avoided?**

We didn't anticipate the level of correspondence that we would receive on this project – it was highlighted as a risk, but the whole project became very political. Therefore our original communications plan was insufficient. We had to setup an additional in-house communications and review team, to manage the level of enquiries we received.

**Q8 If you had to go through the process again, what would you have done differently? (Talk to certain partners from the beginning, better communication with the public etc.)**

Improve the comms plan as highlighted above, but also to work more closely with the Districts and Boroughs as we did with the Police.

**Devon County Council**

Email

Contact: Maurizio D'Alesio, Team Leader Street Lighting - [maurizio.d'alesio@devon.gov.uk](mailto:maurizio.d'alesio@devon.gov.uk)

**Q1 Did your Authority hold a public consultation before making the changes? If so, what impact did the consultation have?**

The County Council did not consult directly with members of the public, but instead consulted with local parish and town councils, local police and local County Councillors. Some of these local councils carried out consultation within their communities via web-sites, local journals etc. The County Council issued press releases about the policy generally, produced a leaflet that

was available in libraries and local highway offices and issued to all parish and town council as part of their consultation.

**Q2 Following implementation, what has been the public response to the changes?**

The County Council has converted over 30,000 lights, out of a total of 60,000 lights that are considered suitable for part-night operation. The County Council is responsible for 76,000 lights and the remaining lights are on designated A and B roads and large urban centres that will remain operational all night. The response has been mixed, with some support and the objections tend to be split with shift workers wanting lights on in the early morning and many people just wanting lights on because of fear of crime.

**Q3 Has there been any measurable impact on crime and disorder in areas where street lighting has been switched off?**

The conversion work has been ongoing for over two years and there is no evidence to suggest that crime, or accidents have risen as a result and in some locations incidents have fallen.

**Q4 Has there been any measurable impact on road safety in areas where street lighting has been switched off?**

While there were initial suggestions that road safety would be compromised, this has not so far become apparent. From the outset the County Council stated that any issues raised by local councils and/or the police would be considered and where necessary, lighting would be restored to all-night operation. This has occurred at a small number of locations, mainly to deter anti-social behaviour.

**Q5 Has there been any measurable impact on the natural environment?**

The main environmental impacts are the benefits gained when the lights are switched off, namely reductions in carbon and energy, sky glow and obtrusive light into adjacent properties. There have been a number of compliments received as to how good it was to see stars again in the night sky.

**Q6 Are you on track to achieve your projected savings targets?**

The principle targets at the outset was to reduce carbon emissions by 4,000t, from a base of just over 17,000t and reduce the annual energy bill by £450,000. The carbon reduction is so far over 2,000t and costs have reduced, but the price of energy has gone up in the meantime, however, without the part-night policy, energy in 2011/12 would have cost approximately £400,000 more.

**Q7 Did you experience any major problems? If so, how could they have been avoided?**

The main problem was the time taken in carrying out limited consultation with local councils, which delayed the issue of work and completion of the programme sooner. The intention was to complete the programme in two to three years, this may actually turn out to be four to five years. This is difficult to avoid if some form of consultation is to take place. The other factor to be considered is the volume of enquiries from the public, both good and bad, particularly when

the clocks change twice a year and the part-night controls do not, your lighting engineer will be able to give details in this respect.

**Q8 If you had to go through the process again, what would you have done differently? (Talk to certain partners from the beginning, better communication with the public etc.)**

Communication is key and the number of people who claimed not to know about the policy was high, despite press releases and news items on local and national tv, radio and national newspapers. I think an information leaflet issued with the annual council tax documents would have been very helpful. Engage with the emergency services and major city councils as soon as possible and particularly where there are areas of high night-time activity, especially where there is a student population.

### **Wokingham Borough Council**

Email

Contact: Karuna Kachhwaha, Highways & Transport, Place & Neighbourhood

Tel: 0118 974 6995

[karuna.kachhwaha@wokingham.gov.uk](mailto:karuna.kachhwaha@wokingham.gov.uk)

**Q1 Did your Authority hold a public consultation before making the changes? If so, what impact did the consultation have?**

Public consultation was done over 18 months and we received 224 responses during trial period, 26% of the respondents were in favour of part-night lighting trial. Targeted residential areas, estimated properties affected were 6,710 by part night lighting trails.

**Q2 Following implementation, what has been the public response to the changes?**

After trial there has been minimal public reaction.

**Q3 Has there been any measurable impact on crime and disorder in areas where street lighting has been switched off?**

Crime and RTA (Road Traffic Accident) figures were analysed on all part night roads, comparing the trial period to the previous year. Crime figures decreased slightly and there was no impact on RTA.

**Q4 Has there been any measurable impact on road safety in areas where street lighting has been switched off?**

Safety audits were and still are conducted before a street light is converted to part night operation, thus minimising crime and road safety concerns.

**Q5 Has there been any measurable impact on the natural environment?**

Carbon consumption reduction of 130 tonnes during the trial period was achieved. As more lights are converted, this figure will increase.

**Q6 Are you on track to achieve your projected savings targets?**

We are on the way to achieving further savings as more lights are added to the scheme.

**Q7 Did you experience any major problems? If so, how could they have been avoided?**

Old lanterns with 2 part photo-cells not economical to convert. "Self calibrating" part-night photo-cells cause problems if power supply is interrupted or mains voltage surge/drop as they require approximately 3 days of uninterrupted operation to calibrate.

**Q8 If you had to go through the process again, what would you have done differently? (Talk to certain partners from the beginning, better communication with the public etc.)**

Updating lantern types to remote monitoring, communication with the street lights are more accurate as faults are shown on the system.

**Dorset County Council**

Email

Contact: Rod Mainstone, County Lighting Engineer at Dorset County Council  
Tel. 01305 22 5355

**Q1 Did your Authority hold a public consultation before making the changes? If so, what impact did the consultation have?**

No, local councils, councillors and police are only informed of the changes as each geographical area is planned. We ask for any areas of concern to be highlighted, for comparison to the policy criteria for all night lighting to remain.

**Q2 Following implementation, what has been the public response to the changes?**

With around 8,000 of the total 20,000 lights converted so far, we have received a small but time consuming number of negative complaints - as well as positive reactions. Press attention has been extensive but with little result.

**Q3 Has there been any measurable impact on crime and disorder in areas where street lighting has been switched off?**

No investigation of this subject carried out or planned. A small number of ASB incidents in one town led to a press campaign and the Police comparing their recorded crime levels before and after the change occurred, with no appreciable differences noted.

**Q4 Has there been any measurable impact on road safety in areas where street lighting has been switched off?**

No investigation of this subject carried out or planned.

**Q5 Has there been any measurable impact on the natural environment?**

No investigation of this subject carried out or planned.

**Q6 Are you on track to achieve your projected savings targets?**

There is no predicted pay-back period, as no funding was identified to implement the change. The intention to switch 20,000 residential lights off, for 5.5 hours per night, will deliver at least the £150,000 reduction which has been made in the street lighting energy budget.

**Q7 Did you experience any major problems? If so, how could they have been avoided?**

None yet.

**Q8 If you had to go through the process again, what would you have done differently? (Talk to certain partners from the beginning, better communication with the public etc.)**

Nothing.

**Oxfordshire County Council**

Email

Contact: David Cookson, Maintenance Contract/Admin Manager, Street Lighting

Tel: 01865 815573

Oxfordshire County Council have only converted approx 1300 units (approx 0.5% of their stock) in mainly rural areas.

**Q1 Did your Authority hold a public consultation before making the changes? If so, what impact did the consultation have?**

We did not, we wrote to every parish in the County and the scheme was optional. Roughly 1/3 said yes, 1/3 no and 1/3 were undecided or did not correspond.

**Q2 Following implementation, what has been the public response to the changes?**

Negligible.

**Q3 Has there been any measurable impact on crime and disorder in areas where street lighting has been switched off?**

**Q4 Has there been any measurable impact on road safety in areas where street lighting has been switched off?**

**Q5 Has there been any measurable impact on the natural environment?**

Sorry, we cannot answer questions 3-5 for sure. We only included rurally located units.

**Q6 Are you on track to achieve your projected savings targets?**

No, as our electricity supplier has altered the charges, therefore our energy has become cheaper to buy after midnight and more expensive in the day.

**Q7 Did you experience any major problems? If so, how could they have been avoided?**

Nothing major, apart from the energy issue.

**Q8 If you had to go through the process again, what would you have done differently? (Talk to certain partners from the beginning, better communication with the public etc.)**

We probably didn't convert enough to have any problems.

# **Street Lighting Part-Night Operation**

## **Frequently Asked Questions**

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**[What savings are being made by going to Part-Night operation?](#)**

**[What other benefits are there?](#)**

**[Will all lights be affected?](#)**

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**[Have lights been switched off in other parts of the Country?](#)**

**[I live in a rural village will my light be affected?](#)**

**[Will 30mph speed limits be affected if lights are switched off?](#)**

**[Can't you just dim lights instead of switching them off?](#)**

**[Why can't you switch off every other light?](#)**

**[Can't you just fit lower power bulbs?](#)**

**[Can I choose the times the light outside my house operates?](#)**

**[I park my car on the road, will part-night lighting affect this?](#)**

### **What is part-night lighting?**

Part-night lighting is the term we use for a light that switches off for part of the night. The affected lights will switch on at dusk (as usual) but switch off between the hours of midnight and 5.30am. The times are not affected by the change from Greenwich Mean Time to British Summer Time.

### **What savings are being made by going to Part-Night operation?**

The Council currently spends £2.2 million a year on energy for street lighting. It is anticipated that operating street lighting on a part-night basis will save approximately £500,000 a year.

### **What other benefits are there?**

As well as saving money we will reduce our CO2 emissions. The annual carbon emissions for Warwickshire County Council in 2009/10 totalled around 60,700 tonnes, of which street lighting accounted for about 21%.

Using current figures it is estimated that the measures we are taking could save approximately 3,000 tonnes of CO2 per year (which is about 25% of our current street lighting carbon emissions). These emissions savings will help us to meet both the national and local emissions reduction targets.

In addition to the money and carbon savings, 'sky glow' or light pollution will be significantly reduced, allowing for better viewing of night sky.

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## **Will all lights be affected?**

No. There are certain locations where we will not be operating part-night lighting, these are:

- Where there are potential hazards on the highway such as roundabouts, traffic signal controlled junctions, central carriageway islands, traffic calming features, road humps etc.
- At formal pedestrian crossings (Zebra, Pelican, Puffin, Toucan and Pegasus).
- Areas covered by permanent Local Authority/Police CCTV cameras.
- Areas adjacent to elderly people care homes, sheltered accommodation complex's and A&E departments.
- Lighting adjacent to operational taxi ranks.
- Lighting on public footpaths, alleyways and cycle paths which are located away from roads.

## **How many lights will be affected?**

It is difficult to say exactly how many lights will be operated on a part-night basis until all assessments have been undertaken. However, we are looking at operating approximately 80% of the County Council owned lights on a part-night basis throughout the County. This equates to approximately 39,000 lights.

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## **Can the Council legally turn off the lights?**

Yes. There is no statutory requirement on Local Authorities in the UK to light the highway. The law states that:

- The Highways Act empowers local authorities to light roads but does not place a duty to do so.
- The Council has a duty of care to road users and has an obligation to light permanent obstructions on the highway, such as speed humps and central refuges.

## **Will any lighting be switched back on?**

The County Council Road Safety and Community Safety teams will monitor traffic accidents and crime levels and if there is a significant increase, which could be put down to the part night operation of the lighting, the area will be reviewed by officers and lights may be turned back to all night operation.



Full-time lighting will not be reinstated in the following cases:

- Where there is a fear of increased crime
- To provide increased lighting to aid recreational or social activities

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## **Have lights been switched off in other parts of the Country?**

Yes. Part-night lighting has been introduced in Buckinghamshire, Devon, Dorset, Essex, Gloucestershire, Leicestershire, Powys and Oxfordshire. There are many other Councils who are now considering part-night lighting.

## **I live in a rural village will my light be affected?**

Only lighting owned and maintained by Warwickshire County Council will be affected. Some villages and small towns own and maintain the lighting which is classed as footway lighting. A list of Parish and Town Councils with their own footway lighting is attached. ([Link to document](#))

## **Will 30mph speed limits be affected if lights are switched off?**

No. A 30mph speed limit automatically applies in any road containing a system of street lights not more than 200 yards apart, unless signposted with different speed limit. There is currently no law stating that these lights have to be switched on all night for the speed limit to be applicable. Therefore, motorists are advised that the usual 30mph speed limit will be in place regardless of whether the lights are switched on or not.

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## **Can't you just dim lights instead of switching them off?**

Not all types of light can be dimmed and those that could be dimmed require additional equipment which is very expensive to purchase and fit meaning savings take many years to achieve. In future years we will be looking at dimming new installations where the necessary dimming equipment is installed by the manufacturer at the factory which reduces the cost.

## **Why can't you switch off every other light?**

Switching off every other light would not give us the required savings.

## **Can't you just fit lower power bulbs?**

No. The bulbs or lamps are controlled by specific gear within the lantern. To change the lamp to a lower energy type would require replacing the control gear which would not be cost effective. Where we are replacing or upgrading the lighting in an area we do always look at using lower energy equipment but this will still be operated on a part night basis to achieve the required savings.

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### **Can I choose the times the light outside my house operates?**

No. All lighting will be treated the same throughout the County and affected lights will be switched off between midnight and 5.30am.

### **I park my car on the road, will part-night lighting affect this?**

We recognise that in many residential estates there is no off-road parking, or that the demand for parking exceeds that which is available off-road, and residents then park their vehicles on the road. With the change to part-night lighting it is even more important to ensure that if you park over-night on the road, you do so in accordance with the requirements of the highway code to ensure your vehicle is visible to other road users. The highway code has the following rules for parking at night:

[http://www.direct.gov.uk/en/TravelAndTransport/Highwaycode/DG\\_069860](http://www.direct.gov.uk/en/TravelAndTransport/Highwaycode/DG_069860)

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DRAFT



## Street Lighting Part-Night Operation Questionnaire

Warwickshire County Council is committed to promoting and achieving equality and fairness for all our customers, so it would be helpful if you could answer a few more questions which will help us ensure that we are reaching out to all sections of the community. The information requested below helps us monitor and understand who we deliver services to and will be used to improve our services to you and other customers. It is confidential and not attributed back to you. Thank you for your contribution.

**What is your gender?**

- Male
- Female

**Which age category are you in?**

- Under 17 Years
- 17 to 24 years
- 25 to 44 years
- 45 to 64 years
- 65 to 74 years
- 75years or older

**Do you have a long-standing illness or disability? (Long-standing means anything that has troubled you over a period of time or that is likely to affect you over a period of time)**

- Yes
- No

**What is your religion, even if you are not currently practising?**

- |                                 |                              |
|---------------------------------|------------------------------|
| <input type="radio"/> Christian | <input type="radio"/> Jewish |
| <input type="radio"/> Buddhist  | <input type="radio"/> Muslim |
| <input type="radio"/> Hindu     | <input type="radio"/> Sikh   |

Other (please specify) \_\_\_\_\_

**Do you consider yourself to be ...?**

- |  |   |
|--|---|
| <input type="radio"/> Heterosexual or straight | <input type="radio"/> Other             |
| <input type="radio"/> Gay or lesbian           | <input type="radio"/> Prefer not to say |
| <input type="radio"/> Bisexual                 |   |

**Which Ethnic Group do you belong to?**

- White - British
- White - Irish
- White - Any other White background
- Mixed - White and Black Caribbean
- Mixed - White and Black African
- Mixed - White and Asian
- Mixed - Any other Mixed background
- Asian or Asian British - Indian
- Asian or Asian British - Pakistani
- Asian or Asian British - Bangladeshi
- Asian or Asian British - Any other Asian background
- Black or Black British - Caribbean
- Black or Black British - African
- Black or Black British - Any other Black background
- Other Ethnic Group - Chinese
- Other Ethnic Group - Gypsy or Traveller
- Any other Ethnic Group

## Street Lighting Part-Night Operation Questionnaire

Warwickshire County Council is changing its street lighting policy. A decision has been made by the County Council to operate approximately 80% of County Council owned street lights on a part-night basis. This will mean approximately 39,000 street lights will switch off between the hours of midnight and 05.30.

After consultation with the Police, Road Safety and Community Safety, certain locations have been identified where we will not be operating part-night lighting. Lighting on roads with road humps will not be switched off as lighting is a requirement under The Highways (Road Hump) Regulations 1999

Below are the locations identified which have been used to assess whether street lighting will be exempt from part-night operation. For each location, please indicate whether you agree or disagree with its use as one of the exemption areas.

<b><u>Please shade one circle only</u></b>	<b>Strongly agree</b>	<b>Tend to agree</b>	<b>Tend to disagree</b>	<b>Strongly disagree</b>	<b>Don't know</b>
Where there are potential hazards on the highway such as roundabouts, traffic signalised junctions, central carriageway islands, traffic calming features etc.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
At formal pedestrian crossings (Zebra, Pelican, Puffin, Toucan and Pegasus).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Areas covered by permanent Local Authority/Police CCTV cameras.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Areas adjacent to elderly people care homes, sheltered accommodation complex's and A&E departments.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lighting adjacent to operational taxi ranks.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lighting on public footpaths, alleyways and cycle paths which are located away from roads.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**If there are any other criteria that you think should be used to assess whether street lighting should remain lit all night, please write them in the box below:**

**If there are any locations that would not be covered by the list above that you think should be exempt, please write them in the box below: (Please be as specific as possible)**

**Thank you for taking the time to complete this questionnaire.**

# Street Lighting Part-Night Operation – Consultation responses

## Introduction

### Context

Warwickshire County Council currently spends approximately £2.2 million on electricity for street lighting. It is anticipated that operating the lights on a part night basis for 80% of Warwickshire's 49,500 street lights will save approximately £500,000 and reduce carbon emissions by 3,000 tonnes annually.

In addition to saving money and reducing carbon emissions, 'sky glow' or light pollution will be significantly reduced. However, not all street lights will be affected by the changes. After consultation with the Police, Road Safety and Community Safety certain locations have been identified where we will not be operating part night lighting, these are:

- Where there are potential hazards on the highway such as roundabouts, traffic signal controlled junctions, central carriageway islands, traffic calming features, road humps etc.
- At formal pedestrian crossings (Zebra, Pelican, Puffin, Toucan and Pegasus).
- Areas covered by permanent Local Authority/Police CCTV cameras.
- Areas adjacent to elderly people care homes, sheltered accommodation complexes and A&E departments.
- Lighting adjacent to operational taxi ranks.
- Lighting on public footpaths, alleyways and cycle paths which are located away from roads.

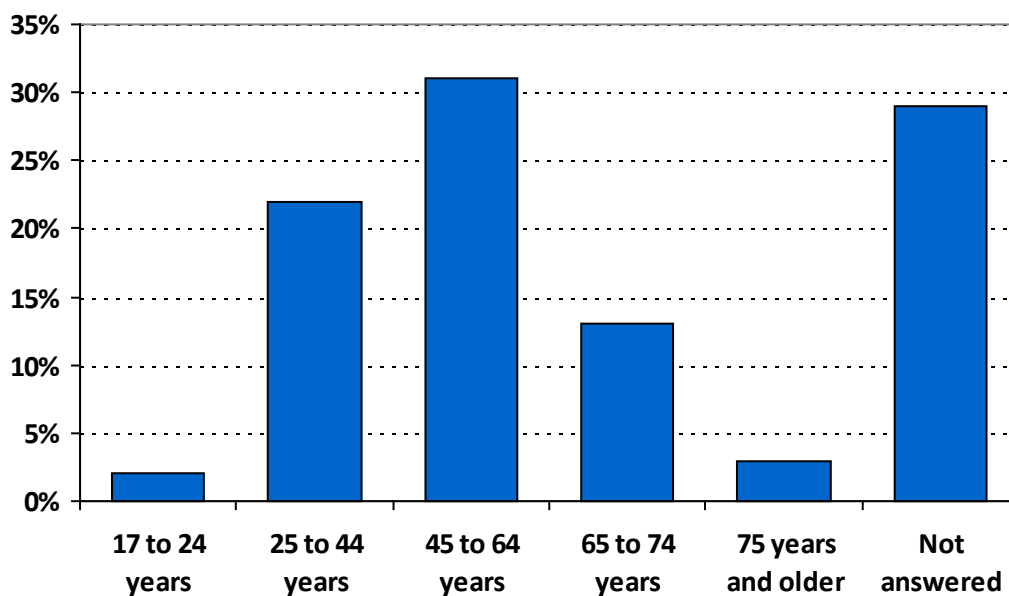
Parish, town, district or borough council owned lighting will not be affected by Warwickshire County Council's changes. Warwickshire County Council has engaged with residents and interest groups over the summer which included providing details to all Community Forums, Parish and Town Councils and other groups such as disability forums.

The County Council's Communities Overview and Scrutiny Committee has set up a Task and Finish Group which will be examining all aspects of the project and will be scrutinising crime and road safety figures from other authorities currently operating the part night system.

### Profile of respondents

In total, 310 respondents took part in the Street Lighting Survey within the Warwickshire area, with 29% being female and 39% male, the remaining 99 individuals preferred not to state their gender (32%). The majority of respondents belong to the 45-64 age range (31%), closely followed by those not willing to disclose their age (29%) and those with ages between 25 and 44 (22%). With 48 participants above the age of 65, all age groups have been represented in the survey.

Figure 1: Age band of respondents



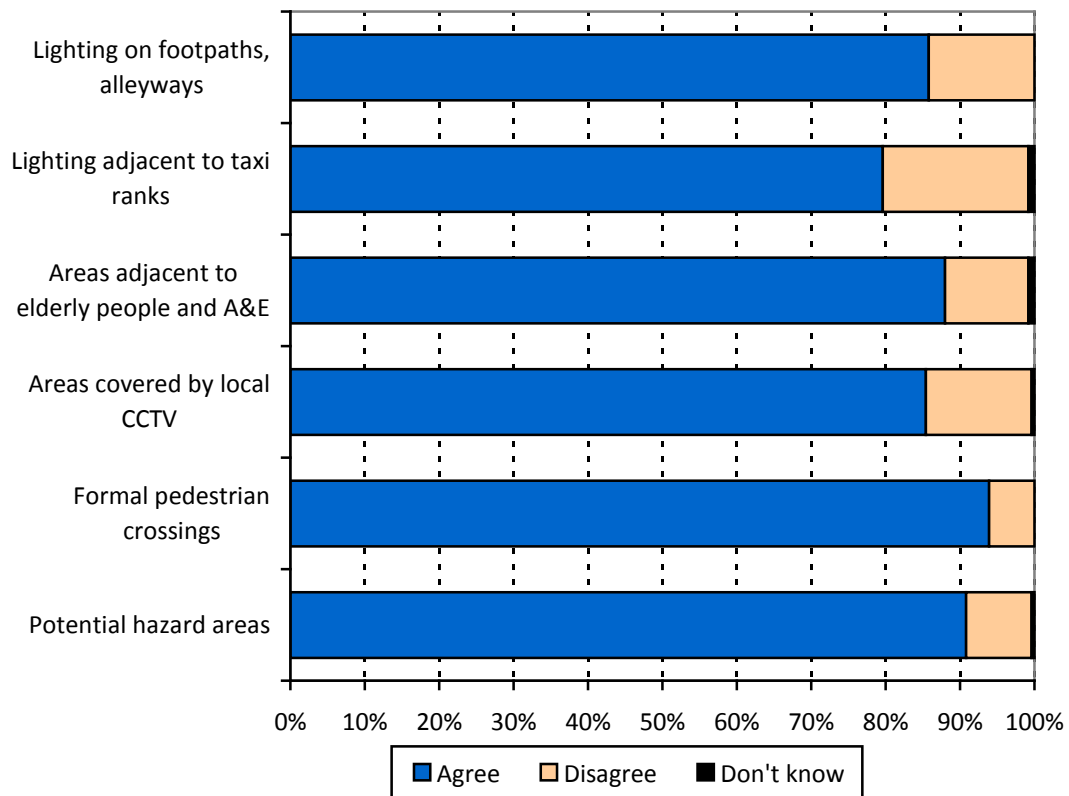
The majority of respondents declared being White British (61%), whilst Asian Indian and White Irish/White Other account for 0.6% each. The remaining 105 participants preferred not to state their ethnicity (34%).

Overall, 56% of all respondents stated they do not have any disability, whilst 13% said they experience difficulties with daily activities due to infirmity, disability or long-term illness. The remaining respondents decided not answer this question.

## Results

Figure 2 shows that the majority of respondents agree with each of the areas where the part night lighting system will not be operating, as proposed by Warwickshire County Council. Overall, survey participants declared that they strongly agree (65%) with Warwickshire County Council's exemption criteria, due to cover from potential traffic hazard areas and public footpaths located away from roads to sheltered accommodation complexes and A&E departments.

**Figure 2: Summary on proposed exemptions**



The survey also asked two open response questions to assess whether other standards might be adopted in order to deter the part night lighting system, and to take into account other locations that should be exempted and not previously mentioned in the part night lighting plan. The most frequently stated criteria are presented in Figure 3; all further comments and locations have been passed on to the street lighting team for further consideration.

**Figure 3: Other criteria that should be used to assess whether street lighting should be kept on**

Issue	No. of respondents
Areas known for high rates of crime and anti-social behaviour	37
High traffic areas and road junctions	23
Roads with sharp bends and narrow access streets to cul-de-sacs	17
Areas where disabled and/or elderly people reside	14
Public footpaths and alleyways from the town centre to estates	6
Areas in proximity to pubs/hotels/restaurants/nightclubs	6
Areas where children and/or teenagers congregate	4
Areas exposed to extreme weather conditions	2

Many of the respondents who left comments stated that they disagreed with the proposal to switch off street lights generally. Of those that suggested locations, 37 of all participants state their main recommendation would be using crime and anti-social behaviour indicators as criteria for keeping the lighting system on all night, as issues such as burglaries, car thefts and house break-ins rank high on their priority lists. Roads with large amounts of traffic, sharp bends, narrow streets and road junctions were also highlighted as potential areas where street lights should remain on.

### **Further information**

For further information on this report, please contact David Gardiner ([davidgardiner@warwickshire.gov.uk](mailto:davidgardiner@warwickshire.gov.uk)) on 01926 418049.



## **Communities Overview & Scrutiny Committee 19 September 2012**

### **Concessionary Travel**

#### **Concessionary Travel - April 2011 to Present, Including the Recent Customer Engagement Exercise**

##### **Recommendations**

1. The committee comment on the results from the questionnaire.
2. The committee comment on the date of the next proposed review of the scheme.
3. The committee endorse the development of additional performance measures as set out in Table 3.

##### **1. Background**

- 1.1 The role of Travel Concession Authority (TCA) was transferred from District/Borough Councils to the County Council on 1 April 2011 as part of a wider change by central government.
- 1.2 There are two aspects to the role of TCA. The first is the issuing of passes to eligible residents, and the second is reimbursement of the bus operators so that they are no better off and no worse off than if there were no Concessionary Travel scheme in place.
- 1.3 The transition from District/Borough Councils to WCC was managed as a PRINCE2 project, running from May 2010 to May 2011.
- 1.4 New contracts were in place prior to 1 April 2011 for both for producing the passes and for handling the complexities of operator reimbursement. It was also agreed ahead of time that the customer facing role would be undertaken by the Warwickshire Direct Partnership, using the Northgate Front Office Customer Relationship Management (CRM) database.
- 1.5 As part of the handover, WCC inherited five different sets of pass holder data and these were consolidated into a single database.
- 1.6 The decision taken by Cabinet in November 2010 on the discretionary elements of the scheme covered the period up to 31 March 2013, when the bus passes previously issued by the District/Borough Councils all expire.

##### **2. Transition and First Year of Operation**

- 2.1 WCC took over the management of concessionary travel on 1 April 2011. There were some teething problems with the transition, with the greatest being

the quality of the data which was inherited from the Districts/Boroughs and the way in which the data was imported. However, there were fewer issues than had been expected, given the scale of the transition.

- 2.2 From 1 April 2011 the service has been delivered face-to-face through a network of Warwickshire Direct one stop shops. Initially there were twelve of these but the number has recently increased to fifteen, meaning that there are more access points within local communities.
- 2.3 Currently people can access the concessionary travel service at the Warwickshire Direct sites listed in Table 1.

Table 1: Warwickshire Direct sites offering the Concessionary Travel Service

<b>Town</b>	<b>Location</b>
Atherstone	The Council House
Coleshill	Library & Information Centre
Nuneaton	Town Hall
Bedworth	Area Housing Office
Stockingford	Early Years Centre & Library
Rugby	Town Hall
Warwick	Shire Hall
Leamington	Riverside House
Kenilworth	Library & Information Centre
Whitnash	Library & Information Centre
Lillington	Library & Information Centre
Stratford	Elizabeth House
Southam	Library & Information Centre
Shipston	Library & Information Centre
Alcester	Library & Information Centre

- 2.4 Telephone customer contact is mainly handled by the Customer Service Centre (CSC), both at Kings House and Shire Hall, but at present telephone payments are being handled by Nuneaton and Bedworth Borough Council's CSC on our behalf, for card security reasons. The County Council CSC should take over telephone payments towards the end of 2012.
- 2.5 The service was audited during August and September 2010. The audit has been reported elsewhere.
- 2.6 Over the first year, over 5,300 new pass applications were received, and over 2,900 replacement passes issued. The number of the replacement passes is artificially high for 2011-12 as the largest bus operator in Warwickshire, Stagecoach, introduced smartcard readers on its buses. This brought to light large numbers of damaged passes which had previously gone unreported. It is anticipated that in a normal year then around 1,900 replacements would be issued.

Table 5: Number of Concessionary Travel Transactions

	1 April 2011 - 31 March 2012	1 April 2011 - 31 July 2012
Passes issued to new applicants	5,398	7,114
Replacement passes issued (lost, stolen, damaged)	2,913	3,850
Number of customer contacts in addition to the above	4,239	9485*

\* The increase in customer contacts in the past 4 months is down to the proactive collection of photos for the 2013 renewals.

Table 6: Number of Pass Holders

	at 31 March 2012	at 31 July 2012
<b>Total number of pass holders</b>	<b>105073</b>	<b>103645*</b>
% of pass holders - age related	95.9%	95.7%
% of pass holders disability related	4.1%	4.3%

\* An on-going data validation exercise has removed over 4000 records of deceased persons from the database

- 2.7 Management of current and cancelled smartcards, and collection of concessionary travel journey data, has previously been done through a database (called a HOPS) hosted nationally and funded by the Department for Transport (DfT). The DfT-funded HOPS closes at the end of September 2012 and the Warwickshire data has therefore been migrated to a service hosted by Centro and which serves the majority of West Midlands authorities. This incurs an unavoidable additional annual cost. However, it will offer a greater ability to collect and analyse concessionary journey data in the future.
- 2.8 Some preliminary work has been done on identifying performance measures. These should be able to be generated from existing data rather than taking staff away from the day to day work to generate them. Those under consideration are shown in Table 3.

Table 3: Proposed Performance Measures

<i>Performance Measure</i>	<i>Notes</i>
% take up of age related passes amongst eligible residents	This has been reported on quarterly over the past 12 months and is currently 71.1%. The figure is expected to change once the new census data and population projections are available. Reported figures are given in Table 4.
Average time from print request to it being posted	Will need some IT developer time to create a report within Northgate. Complications because of weekends and also for pass holders who have replaced a lost or damaged card more than once since April 2011
Percentage of current pass holders with incomplete data	This is easily measured and will be very high until March 2013 when the passes are renewed, then will drop significantly. Currently incomplete records run at 65.1%.
<i>The following measures will be considered for inclusion within the SLA with Warwickshire Direct.</i>	
% of passes completed through Northgate without error	There are several ways in which errors can occur and these cannot all be easily identified.
Average time taken per customer transaction	Some IT development time is needed to be able to report this data. The results may be skewed by customer-related delays which are outside the control of WCC.

Table 4: % take up of age related passes amongst eligible residents

<i>Date</i>	<i>% Take Up</i>
31 March 2011	71.51%
30 June 2011	72.38%
30 September 2011	73.84%
31 December 2011	74.10%
31 March 2012	73.05%
30 June 2012	71.10%

- 2.9 The decrease in the take up rate amongst older residents after December 2011 can be attributed to removing over 4000 records relating to deceased persons as well as flagging those pass holders who have moved out of the area.

### **3. Engagement with Customers**

- 3.1 The current scheme was agreed by Cabinet in November 2010 and took effect from 1 April 2011. It consists of the national scheme plus the following local discretionary enhancements:-

- (i) free travel between 9.00am and 9.30am on weekdays, and

- (ii) free travel between 11.00pm and close of service on weekdays.

The overall effect is that passengers can travel between 9.00am and the close of service on weekdays and all day at weekends and on public holidays.

- 3.2 Companion passes are concessionary bus passes which allow a companion to travel free of charge with a disabled person who cannot travel without a carer or companion. WCC does not provide companion passes as part of the Warwickshire scheme.
- 3.3 However, this is a discretion that was offered by Nuneaton and Bedworth Borough Council and Warwick District Council prior to WCC taking over the scheme. Both these authorities were asked whether they wished to continue funding the discretion, but neither did. According to DfT figures for 2011-12 55 out of 89 Travel Concession Authorities (TCAs) provide companion passes. Four out of the seven surrounding TCAs offer companion passes.
- 3.4 When WCC took over the scheme, Cabinet agreed that WCC would not offer companion passes, although it would honour any existing companion passes until their expiry date. This affects around 450 companion passes issued by Warwick District Council (WDC) which will expire on 31 March 2013 and which will be replaced with standard concessionary bus passes at that time. Consequently, the questionnaire responses include a number of comments which relate to the loss of companion passes - a decision which was taken in 2010, but where holders of the remaining soon-to-expire companion passes have only just become aware.
- 3.5 Further information about companion passes is given in section 3.14.
- 3.6 A questionnaire was circulated during June and July 2012. Paper copies were sent to around 5500 pass holders - a five per cent sample selected from the age related and disability related passes in each District/Borough. In addition, around 1500 questionnaires were available through the Warwickshire Direct outlets and the questionnaire was also available online through the Consultation Hub on the Warwickshire Direct website.
- 3.7 The questionnaire included three sections:-  
About your bus pass:-
  - (i) About the service you receive from us
  - (ii) About the bus services
  - (iii) The full report on the questionnaire results is included in **Appendix A**.
- 3.8 Although the main purpose of the questionnaire was to provide information for the review of the scheme, parts 2 and 3 were included to provide some feedback from customers on the service they receive from WCC and the bus companies in respect of their bus pass. Customer satisfaction data is not routinely collected for concessionary travel.

- 3.9 More than 3600 responses were received - over a 50% response rate from the total number of questionnaires circulated. This is extremely high.
- (i) 93.7% of respondents were existing concessionary pass holders
  - (ii) 82.1% of existing pass holders qualified because of their age
  - (iii) 92.6% of passes held by respondents will expire during 2013
  - (iv) The preferred option for renewing a concessionary pass is by visiting a local "One Stop Shop", council office or library (43.6% of respondents)
  - (v) 20% of respondents would prefer to apply for a pass online (new, replacement or renewal). This compares to 17% when asked in 2010.

3.10 The questionnaire included an opportunity to leave comments for each of the three sections and offered the option to receive a response if the respondent chose to leave contact details. Comments were received as follows;

Table 7: Comments from the Questionnaire

About your bus pass	1779 comments (226 requested a response)
About the service you receive from us	811 comments (120 requested a response)
About the bus services	1272 comments (223 requested a response)

Where responses were requested, these will be sent out during September.

#### **Travel Times**

3.11 The discretionary elements of the scheme which are under review are:-

- (i) free travel between 9.00am and 9.30 am on weekdays
  - (i) free travel between 11.00pm and close of service on weekdays
- Summarised results are shown in Tables 8 to 11.

Table 8: Current use between 9.00am and 9.30am Weekdays

% of respondents	no. of respondents	
44.9%	1543	use their bus pass to attend medical appointments between 9.00am and 9.30am on weekdays
62.3%	2142	respondents use their bus pass to go shopping between 9.00am and 9.30am on weekdays
41.3%	1419	respondents use their bus pass for social reasons between 9.00am and 9.30am on weekdays
28.8%	991	respondents use their bus pass to access council services between 9.00am and 9.30am on weekdays
3.7%	247	respondents use their bus pass for work commitments between 9.00am and 9.30am on weekdays
The results indicate that those who have an age related pass use it slightly less regularly than those who have a disability related pass. This is true for all different types of journey.		

Table 9: If pass use was unavailable between 9.00am and 9.30am on weekdays.

% of respondents	
30.6%	attending medical appointments would use a later bus
60.0%	would use a later bus to go shopping
48.5%	using the bus pass for social reasons would use a later bus
51.2%	would use a later bus to access council services
54.8%	would no longer travel to work if they couldn't use their bus pass
For most types of travel, a minority of people would be prepared to pay the fare. For medical appointments, 19.1% would be prepared to pay.	

Table 10: Current Use between 11.00pm and Midnight on Weekdays

% of respondents	no. of respondents	
17.8%	584	use their bus pass for social reasons
1.2%	26	use their bus pass for work commitments
3.6%	58	use their bus pass for "other" reasons
As before, it appears that those who have a concessionary pass due to disability use their pass slightly more frequently.		

Table 11: If Pass Use was Unavailable between 11.00pm and Midnight

% of respondents	
11.6%	of 'social' travellers would use an earlier bus
4.2%	of 'work' travellers would use an earlier bus
4.6%	of 'other' travellers would use an earlier bus.
49.4%	of 'social' travellers would no longer travel
69.2%	of 'work' travellers would no longer travel

3.12 In addition to asking about people's use of the bus pass the following question was also asked:-

**If the scheme within Warwickshire were changed, how would you want to see it altered?**

*Please provide as much detail as possible. Changes could include taking away or changing the current 9.00am start time as well as adding extra elements. However, please bear in mind that any extra elements would need to be funded from somewhere. You can attach a separate sheet if you need more space.*

3.13 Over half the respondents chose to answer this question. There were over 1770 responses to this question, with a wide variety of comments.

Table 12: Comments, Grouped by Subject.

<i>No of respondents</i>	<i>Comment groups</i>
951	said they were happy with the scheme as it is, or said that the 9.00 start time should be retained
171	made comments about the bus services
165	expressed a desire to see rail travel included within the Warwickshire scheme
158	wanted to see longer hours such as an earlier start time or all day travel
78	would either like to see the national scheme only (without the extra hours) or said that they would adapt to the national scheme if the hours were changed.
50	wanted to see passes which enable carers or companions to travel free of charge

3.14 There were 202 responses which have been categorised as 'other' and which are outside the scope of this review. These include comments about eligibility for the scheme and the scope of the national scheme as well as offer to pay for a bus pass, or to pay a nominal fare. Some responses included more than one comment.

3.15 Responses were also received in letter form from a number of individuals and organisations. The majority of the comments relate to companion passes. These are summarised in **Appendix B**.

3.16 The most common grouping of comments was related to supporting retention of the current extended hours, particularly the 9.00am start. This was over 25% of all respondents and represents around half the people who commented. This includes a number of people who suggested keeping the 9.00 start but doing away with late night travel.

3.17 The comments about bus services will be passed on to the relevant officers, but a number of these comments are along the lines that if the start time is changed to 9.30am then the buses must be rescheduled to arrive after 9.30am,



rather than between 9.00 and 9.30. Such rescheduling is outside the scope of this review.

3.18 The comments about rail travel were expected, as neighbouring authorities currently include this in their scheme. Centro covers Coventry, Solihull and Birmingham and their scheme allows free travel on rail services (they do receive a higher level of funding to Warwickshire). However, inclusion of rail travel would significantly increase the costs of the scheme as well as being extremely complicated to negotiate and monitor with several different train operating companies involved.

3.19 The most commonly stated reason for people wanting an earlier start time was attending medical appointments.

3.20 For information relating to companion passes, please see Section 6.

#### **4. Feedback on Customer Service 'About the Service you Receive from us'**

4.1 The questionnaire asked respondents to mark which (if any) one Warwickshire Direct one stop shops or libraries they had visited about their bus pass within the past 12 months, and asked them to rate the service they had received.

- (i) 819 respondents had visited a Warwickshire Direct one stop shop or library.
- (ii) 95.5% of those respondents said they were fairly satisfied or very satisfied with the service they received.
- (iii) Feedback on individual one stop shops will be passed to Warwickshire Direct, for information.

4.2 The questionnaire asked whether they had telephoned about their bus pass within the past 12 months, and asked them to rate the service they had received:-

- (i) 161 respondents had telephoned about their bus pass.
- (ii) 91.1% said they were fairly satisfied or very satisfied with the service they received.

4.3 The questionnaire asked whether respondents had visited the Concessionary Travel bus pass page on the Warwickshire Direct Website, within the past 12 months:-

- (i) 231 respondents had visited the web page
- (ii) 97.3% said they were fairly satisfied or very satisfied with the information on the website.

4.4 811 people left comments in response to the customer service question, although around half of those were 'no comment' or were comments about the bus services.

4.5 Of those comments attributed to either the one stop shops or libraries, the website or the telephone service;

- (i) 210 reported good service
- (ii) 18 reported poor service
- (iii) 7 mentioned the loss of companion passes

## **5. Feedback on Bus Operators 'About the Bus Services**

5.1 The more detailed feedback about the bus services will be passed to officers who monitor the bus services, and they will respond to comments where necessary.

5.2 Overall:-

- (i) 88.1% were fairly or very satisfied with the punctuality of the buses,
- (ii) 95.1% were fairly or very satisfied with bus cleanliness,
- (iii) 96.2% were fairly or very satisfied with the attitude of bus drivers.

## **6. Companion Passes**

6.1 All the Nuneaton and Bedworth Borough Council (NBBC) companion passes expired on 31 March 2011 before WCC took over concessionary travel. NBBC wrote to those pass holders in March 2011 advising them of the change.

6.2 When the questionnaire was being prepared it became apparent that neither WDC nor WCC had written to the WDC companion pass holders to tell them that WDC would cease funding companion passes and that WCC was not providing a companion pass scheme. A decision was therefore taken to write to each of them to tell them, and in addition to send each of them a copy of the questionnaire which would allow them to make comments on the scheme, as they had not been given the opportunity to comment when the decision was originally taken.

6.3 There were fifty responses where companion passes were mentioned in the section where comments were invited on changes to the scheme. It is not clear how many of these are pass holders who live outside Warwick District, and how many are existing WDC companion pass holders. Most state that they cannot travel without a companion or carer. Many state that the inability to travel with a carer, or increased cost will mean that they are unable to use public transport.

6.4 38 out of 50 pass holders who responded had a carer fill in the questionnaire on their behalf.

6.5 It is clear that a companion pass is a significant benefit to those who have one, but it should be borne in mind that the majority of pass holders within Warwickshire have never had a companion pass available to them. If the introduction of companion passes was considered as part of the Warwickshire scheme, there are a number of factors to be considered:-

- (i) What type and level of disability would qualify someone for a companion pass, and how would this be assessed?

- (ii) What would the age cut-off be? Younger children would be expected to travel with a responsible adult regardless of disability, so the companion would be travelling because of the child's age in any event.
  - (iii) What would the financial impact be on the scheme countywide?
  - (iv) What would be the additional costs incurred in assessing applicants?
  - (v) Would a charge be made for the companion element of the pass?
- 6.6 The introduction of companion passes, or any other benefit which solely affected disability pass holders, would be likely to increase demand for disability passes - both amongst those who do not yet hold one and amongst those age-related pass holders who would seek the additional benefits associated with a disability pass. The results from the questionnaire indicate that 11% of respondents qualified because of age and disability, whereas only 7% qualified on disability alone. Based on this, it is possible the demand for disability related passes could more than double.
- 6.7 It is worth noting that benefits such as the mobility component of Disability Living Allowance (DLA) and the forthcoming Personal Independence Payment (PIP) do include a person's inability to travel unaided as part of the qualifying criteria for the benefit, and so these benefits do include an element of financial support for companion travel. However, not every passholder will choose to claim or be able to claim DLA or PIP. In particular, DLA and PIP cannot be claimed by those over the age of 65.

## **7. Finance**

### **Reimbursement**

- 7.1 The amount that bus operators are reimbursed for each bus route is determined by a number of factors which are included within a DfT calculator. These include:-
- (i) number of concessionary journeys
  - (ii) average fare for non-concessionary passengers
  - (iii) average journey length for non-concessionary passengers
  - (iv) default values set by DfT (which can be overwritten by local data if the bus operators have it)
  - (v) bus occupancy rates
- All of these are outside the control of WCC, making the budget difficult to manage and predict.
- 7.2 There were 6.21 million concessionary journeys taken in Warwickshire in 2011-12, compared to 6.15 million in 2010-11. This is around 40% of all bus journeys in Warwickshire.
- 7.3 Although WCC only took on Concessionary Travel in 2011, the reimbursement figures go back several years, due to previous involvement with the District/Borough Councils.

Table 14: Reimbursement of bus operators

Year	Reimbursement Expenditure £000	% increase on previous year
2009-10	£ 5,557	4.5%
2010-11	£ 5,741	3.31%
2011-12	£ 6,209	8.15%
2012-13	£ 6,581	*6%
2013-14	£ 7,041	7% (estimated)

\*5.48% increase was forecast at the start of the financial year, but reimbursement payments have been higher than expected.

- 7.4 The increases in 2010-11 and 2011-12 are despite significant cuts to evening services and subsidised bus routes.
- 7.5 Due to the rising cost of running a car and the impact of cost of living increases on eligible residents, the number of concessionary journeys is expected to increase next year, so that the % increase in reimbursement will be towards the top of the range shown above, at around 7%.

#### **Cost in Reimbursement of Changes to the Scheme**

- 7.6 It is not possible at present to analyse travel data so as to know exactly how many concessionary journeys are made during the discretionary times. However, the questionnaire does give an indication of how people use their pass during the discretionary times.
- 7.7 Bus operators are reimbursed per concessionary boarding and so if the majority of passengers simply caught a later bus there would be no saving in moving from a 9.00am start to a 9.30am start.
- 7.8 Payments also have to be made to bus operators where concessionary travel results in the need for additional bus capacity at peak time. By moving the start time to 9.30am, there could be an additional peak caused by concessionary passengers, which would result in additional payments.
- 7.9 In addition, there are a number of rural areas served by a bus between 9.00am and 9.30am where the next bus does not arrive until after 11.00am (i.e. with a frequency of less than every two hours). It is likely that an exception would need to be made for these services so that residents were still able to use their bus passes.
- 7.10 The cost of funding travel from 9.00am to 9.30am was estimated in 2010 at £156k, and is estimated at £191k for 2013-14. The 2010 figure was provided by the contracted independent travel specialist and based on a number of factors, including comparison with schemes elsewhere in the country where free travel is not permitted between 9.00am and 9.30am. The 2013-14 figures have been increased in line with reimbursement costs (see Table 14 above).

- 7.11 However, it should be stressed that if this discretion were removed, the majority of the cost would remain, due to the factors covered in paragraphs 7.7 to 7.9. above.
- 7.12 If companion passes for disabled pass holders were considered for introduction, further work would be needed to assess the extent of the scheme in terms of eligibility, and the likely cost. Based on WDC figures from 2010, the cost of companion passes being introduced countywide in 2013-14 would be around £202k per year in reimbursement costs and could cost considerably more if demand increased, as suggested above.
- 7.13 Additional costs would be incurred in assessing applicants.

## **8. Next Steps**

### **Concessionary Travel Scheme 2013 onwards - discretionary elements**

- 8.1 A report will be taken to Cabinet in November asking them to approve the Concessionary Travel Scheme for 2013-14 and subsequent years.
- 8.2 The proposed Concessionary Travel Scheme for 2013-14 and subsequent years will be determined once the responses to the questionnaire have been studied in more detail.
- 8.3 The two year duration of Warwickshire's first Concessionary Travel Scheme was dictated largely by the expiry date of the District/Borough Council issued passes, and the expiry of the District-issued companion passes.
- 8.4 It is recommended that the next Scheme to be published lasts for three years, with a review of the scheme in the second half of 2015. This will reduce the cost of any consultation which is carried out as well as allowing a period of stability during which usage pattern data can be collected and analysed more closely, enabling more accurate estimates of future cost to be made.
- 8.5 It is recognised that central government may choose to make changes to the statutory English National Concessionary Travel Scheme in the meantime and, if this happens, it is recommended that the review be brought forward.

### **Renewals**

- 8.6 With around 100,000 passes expiring on 31 March 2013, planning has already been underway for several months. The largest problem is that around 25,000 pass holders do not have a photograph in the database. Without a photograph a bus pass cannot be issued.
- 8.7 Pass holders are being written to on a phased basis, to ensure numbers are manageable, between June and November, asking them to call into a Warwickshire Direct one stop shop to have their photo taken or alternatively, send a photo by post with a reply slip. To date there has been a good response to the letters, and over 4,100 photographs have been collected

- 8.8 Where we have photographs, new passes will be sent out to pass holders automatically during January and February 2013.
- 8.9 When the renewed passes are sent out in 2013 the expiry dates will be staggered so that a large bulk renewal does not occur again. Once this has been done, it is hoped to develop an online option for the service which will allow pass holders to renew their pass, and order replacements online if they wish to, without having to visit a one stop shop or make contact by telephone or post.
- 8.10 Huge strides have been made in validating pass holder data - removing people who have moved away or who have died - but it is inevitable that passes will be sent to the wrong address (if people have moved since 2008 and not provided a change of address) or to deceased pass holders.
- 8.11 Despite writing to pass holders about photographs, March and April are still expected to be very busy for the Warwickshire Direct partnership as people who have not received a new pass get in touch. There are several reasons why they may not receive a new pass automatically:-
- (i) if they have moved and the pass has been sent to their old address
  - (ii) if there is still no photograph in the database
  - (iii) if their record is missing from the data inherited by WCC

### **Assessing Applications for Disabled Passes**

- 8.12 At present, it is up to the applicant for a disabled pass to prove that they are eligible. For some applicants this is relatively straightforward as there are several other documents which would automatically qualify for a disability related bus pass. These include a blue badge, award of the higher rate mobility component of Disability Living Allowance, and registration as blind or partially sighted.
- 8.13 There are currently around 4500 pass holders who have passes due to a disability. The bulk of these pass holders were inherited from the District/Borough Councils and there is no recorded information about their disability.
- 8.14 In 2011-12 almost 600 new passes were issued to people with qualifying disabilities.
- 8.15 Of those applicants, around 380 rely on medical evidence or letters from their GP or another relevant practitioner to prove their eligibility. In most cases the applicant is being charged for a letter from their GP and in some cases the GP refuses to write a letter because it is not part of the NHS contract.
- 8.16 DfT guidance explicitly says that GPs should be used as a last resort and recommends that local authorities run dedicated assessment centres.
- 8.17 The Warwickshire Local Medical Committee has indicated that GPs should not be writing letters to support bus pass applications.
- 8.18 During 2013-14 the feasibility and cost of setting up WCC-led disability assessments to determine eligibility will be investigated.

## **Online Applications**

- 8.19 It is the intention in the medium term to develop ways for residents to apply for their age related bus pass online as well as for pass holders to renew their passes or to order a replacement.
- 8.20 Setting up online applications for passes will be more complicated than renewals or replacements as it will involve automatic verification of residence and date of birth.
- 8.21 It is likely that an off the shelf system will be purchased, which provides the service needed, including a verification service. This will need to be integrated with the customer relationship management (CRM) database used by the Warwickshire Direct Partnership to deliver the service.
- 8.22 It is planned to start work on this during 2013-14.

## **9. Conclusion**

- 9.1 The first year and a half of service has operated very successfully. The largest challenge in the immediate future will be the successful renewal before April 2013 of the passes issued by the district/Borough Councils, which will affect almost 1 in 5 Warwickshire residents.
- 9.2 The very high response rate to the questionnaire indicates the value that pass holders place on their concessionary bus pass.

## **10. Proposals**

- 10.1 It is proposed that the scheme to be agreed by Cabinet in November remain in place for a period of three years, from 1 April 2013 to 31 March 2016, and that a further review of the scheme is undertaken in the summer of 2015.
- 10.2 It is also proposed that a review be carried out sooner if central government makes significant changes to the national scheme.
- 10.3 It is proposed that further development is carried out on the performance measures suggested in Table 3 above.

## **11. Background Papers**

- 11.1 **Appendix A** – the questionnaire
- 11.2 **Appendix B** – results from the questionnaire.
- 11.3 **Appendix C** – letters and emails received separately from the questionnaire.

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# Concessionary Travel Scheme Review 2012



*Working for Warwickshire*

## Introduction

Warwickshire County Council took over the Concessionary Travel service from the District and Borough Councils in April 2011. The service provides free bus passes for older and disabled people who qualify because of their age or disability.

Now that we have been operating the service for just over a year, we are undertaking a review to find out how our customers use their bus passes and help us to decide whether we should consider changing the current discretionary elements of the scheme.

### The national scheme – your basic entitlement

The national scheme provides free off-peak bus travel across England for eligible residents, it is funded by central government.

**An eligible resident** is a resident of England who qualifies because of age or a specified disability. The eligibility criteria are set by central government and we have no powers to change these.

**Off peak** means from 9.30am until 11.00pm on weekdays and all day at weekends and on public holidays.

### Discretionary elements – Warwickshire residents only

**In Warwickshire**, we additionally allow free travel for passholders

- between 9.00am and 9.30am on weekdays
- between 11.00pm and midnight on weekdays.

This additional travel time is funded by Warwickshire County Council (WCC)

It is open to WCC to provide greater, lesser or different discretionary elements. A public consultation carried out in 2010 led to a 9.00am start time being retained across the County as it offered the greatest benefit to the greatest number of residents.

Although some areas of the country offer different discretionary enhancements, such as rail travel, companion passes or all day travel, many authorities provide nothing other than the basic entitlement. In Warwickshire, the 9.00am start time has been funded but there has not been sufficient funding available to allow for any additional enhancements.



We would be grateful if you would complete the following questions to help us understand how you use your bus pass. Responses are anonymous, but if you would like us to respond to any comments you have made, please complete Q23.

<b>Q1</b>	<b>Please provide your postcode. This helps us understand your answers better, particularly around customer service and local bus services.</b>

<b>Q2</b>	<b>What is your reason for filling in this questionnaire?</b> <i>Please tick one box</i>
<input type="checkbox"/> I am a bus passholder <input type="checkbox"/> *I am a carer filling this in on behalf of a bus passholder <input type="checkbox"/> I will qualify for a bus pass within the next 12 months <input type="checkbox"/> **Other	
<b>**Other (please specify)</b>	

**\*If you are filling this form as a carer for the bus passholder please answer all questions on their behalf.**

## Section A – About your bus pass

<b>Q3</b>	<b>How do you qualify for your concessionary bus pass?</b> <i>Please tick one box</i>		
Your age	Your disability	Age & disability	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

<b>Q4</b>	<b>When does the pass expire?</b> <i>Please tick one box</i>					
2013	2014	2015	2016	2017	I don't have a pass	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

<b>Q5</b>	<b>If you needed to request a replacement pass or apply for a new one how would you prefer to access this service?</b> <i>Please tick one box only</i>	
<input type="checkbox"/> Online through the WCC website	<input type="checkbox"/> E-mailing WCC	
<input type="checkbox"/> By telephoning WCC offices	<input type="checkbox"/> by post to WCC	
<input type="checkbox"/> By visiting a local One Stop Shop, council office or library.	<input type="checkbox"/> *Other	
<b>*If you have ticked Other (please specify)</b>		

In Warwickshire we have an additional discretion which allows free off-peak travel across England between 9.00am - 9.30am and 11.00pm-midnight on weekdays.

<b>Q6 How often do you use the bus pass between 9.00am and 9.30am on weekdays?</b> <i>Please tick one box from each row</i>				
	Daily	Regularly (2-4 times a week)	Less frequently (Less than twice a week)	Not at all (move to Q8)
Medical appointments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Shopping	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Social	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Access to council services e.g. Town Hall / library	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
*Other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>*If you have ticked Other please specify</b>				

<b>Q7 If you were unable to use the bus pass between 9.00am and 9.30am, what would you do?</b> <i>Please tick the one box on each row which most commonly applies</i>				
	Would pay the bus fare	Would catch a bus after 9.30am	Would use another means of travel	Would not travel
Medical appointments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Shopping	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Social	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Access to council services e.g. Town Hall / library	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
*Other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>*If you have ticked Other please specify</b>				

<b>Q8 How often do you use the bus pass between 11.00pm and midnight on weekdays, for these specific activities? Please tick one box from each row</b>				
	Daily	Regularly (2-4 times a week)	Less frequently (Less than twice a week)	Not at all (move to Q10)
Social	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other*	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>*If you have ticked Other please specify</b>				

<b>Q9 If you were unable to use the bus pass between 11.00pm and midnight, what would you do?</b>				
<i>Please tick the one box on each row which most commonly applies</i>				
	Would pay the bus fare	Would travel before 11.00pm	Would use another means of travel	Would not travel
Social	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
*Other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>*If you have ticked Other please specify</b>				

<b>Q10 If the scheme within Warwickshire were changed, how would you want to see it altered?</b>	
<i>Please provide as much detail as possible. Changes could include taking away or changing the current 9.00am start time as well as adding extra elements. However, please bear in mind that any extra elements would need to be funded from somewhere. You can attach a separate sheet if you need more space.</i>	

## Section B – About the service you receive from us

<b>Q11 Have you visited a Warwickshire Direct One Stop Shop or library about your bus pass during the last 12 months?</b>	
<i>Please tick the location(s) you have visited about your bus pass</i>	
<input type="checkbox"/>	Atherstone – at the Council House
<input type="checkbox"/>	Bedworth – at the Area Housing Office next to Civic Hall
<input type="checkbox"/>	Coleshill - at the library
<input type="checkbox"/>	Kenilworth - at the library
<input type="checkbox"/>	Leamington - at Riverside House
<input type="checkbox"/>	Lillington - at the library
<input type="checkbox"/>	Nuneaton - at the Town Hall
<input type="checkbox"/>	Rugby - at the Town Hall
<input type="checkbox"/>	Shipston - at the library
<input type="checkbox"/>	Southam - at the library
<input type="checkbox"/>	Stockingford - at the Early Years Centre & Library
<input type="checkbox"/>	Stratford - at Elizabeth House
<input type="checkbox"/>	Warwick - at Shire Hall
<input type="checkbox"/>	Whitnash - at the library
<input type="checkbox"/>	I have not visited any Warwickshire Direct outlets <i>(please move to Q13)</i>

<b>Q12</b>	<b>How satisfied were you with the service you received during the visit?</b>			
	Very Satisfied <input type="checkbox"/>	Fairly Satisfied <input type="checkbox"/>	Fairly dissatisfied <input type="checkbox"/>	Very dissatisfied <input type="checkbox"/>

<b>Q13</b>	<b>Have you telephoned us about your bus pass during the last 12 months?</b> <i>Please tick one box only</i>	
	Yes <input type="checkbox"/>	No (Please move to Q15) <input type="checkbox"/>

<b>Q14</b>	<b>How satisfied were you with service you received over the telephone?</b>			
	Very Satisfied <input type="checkbox"/>	Fairly Satisfied <input type="checkbox"/>	Fairly dissatisfied <input type="checkbox"/>	Very dissatisfied <input type="checkbox"/>

<b>Q15</b>	<b>Have you visited the Concessionary Travel bus pass page on our Warwickshire Direct website within the last 12 months?</b> <i>Please tick one box only</i>	
	Yes <input type="checkbox"/>	No (please move to Q17) <input type="checkbox"/>

<b>Q16</b>	<b>How satisfied were you with the Concessionary Travel information on the website?</b>			
	Very Satisfied <input type="checkbox"/>	Fairly Satisfied <input type="checkbox"/>	Fairly dissatisfied <input type="checkbox"/>	Very dissatisfied <input type="checkbox"/>

<b>Q17</b>	<b>Are there any comments you would like to make about the service you have received for Concessionary Travel?</b> <i>Please provide as much detail as possible. You can attach a separate sheet if you need more space.</i>				
	My comment below relates to (please tick as appropriate)	Personal visit <input type="checkbox"/>	Telephone call <input type="checkbox"/>	Website <input type="checkbox"/>	Email <input type="checkbox"/>

**Section C – About the bus services.**

<b>Q18</b>	<b>Overall, how satisfied are you with the punctuality of the buses you use?</b>			
	Very Satisfied <input type="checkbox"/>	Fairly Satisfied <input type="checkbox"/>	Fairly dissatisfied <input type="checkbox"/>	Very dissatisfied <input type="checkbox"/>

<b>Q19</b>	<b>In general terms how satisfied are you with bus cleanliness?</b>			
	Very Satisfied <input type="checkbox"/>	Fairly Satisfied <input type="checkbox"/>	Fairly dissatisfied <input type="checkbox"/>	Very dissatisfied <input type="checkbox"/>

<b>Q20</b>	<b>How satisfied are you overall with the attitude of bus drivers?</b>			
	Very Satisfied <input type="checkbox"/>	Fairly Satisfied <input type="checkbox"/>	Fairly dissatisfied <input type="checkbox"/>	Very dissatisfied <input type="checkbox"/>

<b>Q21</b>	<b>As a bus pass holder where do you usually obtain your bus timetable information? Please tick any that apply</b>					
	Internet <input type="checkbox"/>	Leaflets <input type="checkbox"/>	Bus Stops <input type="checkbox"/>	Phone bus company or WCC <input type="checkbox"/>	Word of mouth <input type="checkbox"/>	*Other <input type="checkbox"/>
<b>*If you have ticked Other please specify</b>						

<b>Q22</b>	<b>Are there any comments you would like to make about the bus services you use? Please provide details of specific buses including the bus route number.</b>					

<b>Q23</b>	<b>If you would like us to directly respond to the comments you have made, please provide your contact details below. Please tick one or more boxes if you would like us to respond to you.</b>	
<input type="checkbox"/>		Section A - Your bus pass
<input type="checkbox"/>		Section B - Customer service
<input type="checkbox"/>		Section C - Bus services
	<b>Name</b>	
	<b>Address</b>	
	<b>Postcode</b>	
	<b>E-mail address</b>	

**Thank you for taking the time to complete this questionnaire**

**This engagement exercise ends on July 31<sup>st</sup> 2012. Once we have analysed all of the responses, a summary of the findings will be published on our website at :  
<http://www.warwickshire.gov.uk/concessionarytravel>**

**The results will enable us to decide whether to carry on with the scheme as it exists or whether to consider changes to the scheme in the future.**

Completed Questionnaires should be returned to:  
 Concessionary Travel Review  
 WCC Communities Group, FREEPOST LG111, P.O. Box 43, Warwick CV34 4BR

Warwickshire County Council is committed to promoting and achieving equality and fairness for all our customers, so it would be helpful if you could answer a few more questions which will help us ensure that we are reaching out to all sections of the community. The information requested below helps us monitor and understand who we deliver services to and will be used to improve our services to you and other customers. It is confidential and not attributed back to you. Thank you for your contribution

<b>Q24</b>	<b>Are you male or female?</b> <i>Please tick one box</i>	
	Male <input type="checkbox"/>	Female <input type="checkbox"/>

<b>Q25</b>	<b>How old are you?</b> <i>Please tick one box</i>					
	Under 18 <input type="checkbox"/>	18 – 29 <input type="checkbox"/>	30 – 44 <input type="checkbox"/>	45 – 59 <input type="checkbox"/>	60 – 74 <input type="checkbox"/>	75 + <input type="checkbox"/>

<b>Q26</b>	<b>Do you have a long standing illness or disability? (long standing means anything that has troubled you over a period of time or that is likely to affect you over a period of time)?</b> <i>Please tick one box</i>	
	Yes <input type="checkbox"/>	No <input type="checkbox"/>

<b>Q27</b>	<b>What is your religion, even if you are not currently practicing?</b> <i>Please tick one box only</i>					
	<input type="checkbox"/> None	<input type="checkbox"/> Sikh	<input type="checkbox"/> Muslim			
	<input type="checkbox"/> Christian	<input type="checkbox"/> Hindu	<input type="checkbox"/> Prefer not to say			
	<input type="checkbox"/> Buddhist	<input type="checkbox"/> Jewish	<input type="checkbox"/> Other			

<b>Q28</b>	<b>How would you describe your ethnic origin?</b> <i>Please tick one box only</i>	
	<input type="checkbox"/> White - British	<input type="checkbox"/> Black or Black British - Caribbean
	<input type="checkbox"/> White - Irish	<input type="checkbox"/> Black or Black British - African
	<input type="checkbox"/> White- Any other background	<input type="checkbox"/> Black or Black British – Any other background
	<input type="checkbox"/> Mixed – White & Black Caribbean	<input type="checkbox"/> Other Ethnic Group
	<input type="checkbox"/> Mixed – White Asian	<input type="checkbox"/> Other Ethnic Group - Chinese
	<input type="checkbox"/> Mixed – any other mixed background	<input type="checkbox"/> Other Ethnic Group – Gypsy or Traveller
	<input type="checkbox"/> Asian or Asian British - Indian	<input type="checkbox"/> Any other Ethnic group
	<input type="checkbox"/> Asian or Asian British – Pakistani	<input type="checkbox"/> Prefer not to say
	<input type="checkbox"/> Asian or Asian British - Bangladeshi	
	<input type="checkbox"/> Asian or Asian British – Any other background	

<b>Q29</b>	<b>Do you consider yourself to be ... ?</b> <i>Please tick one box only</i>	
	<input type="checkbox"/> Heterosexual or straight	<input type="checkbox"/> Other
	<input type="checkbox"/> Gay or lesbian	<input type="checkbox"/> Prefer not to say
	<input type="checkbox"/> Bisexual	

# Warwickshire County Council Concessionary Travel Scheme Review

## Introduction

Warwickshire County Council (WCC) took over the Concessionary Travel service from the District and Borough Councils in April 2011. The service provides free bus passes for residents who qualify because of their age or a disability. When the scheme was set up it was agreed that a review would be carried out during the summer of 2012.

To evaluate the scheme, a questionnaire was distributed to a random sample of 5,540 passholders. Questionnaires were also made available at One Stop Shops in the county and they were also targeted at individuals who had contacted the service in the past. The questionnaire was also available to complete online, via a link from the Concessionary Travel webpages.

In total, 3,604 completed responses were received to the consultation; 3,318 paper copies and 286 electronic submissions. The high number of responses generated indicates the interest and importance that passholders place on Concessionary Travel.

Most respondents to the questionnaire (94%) were bus passholders themselves, 5% were carers responding on behalf of a passholder, and less than 1% will qualify for a bus pass within the next 12 months. A full profile of respondents is provided in Appendix A of this report.

## Results

### Section A – Your bus pass

Of the 3,604 respondents to the consultation, just over 3,000 provided a recognised postcode; the postcodes have enabled analysis at a borough and district level. Figure 1 shows the distribution of respondents across Warwickshire, and how they qualify for their bus pass. Across the county, 82% of respondents qualify for their concessionary bus pass due to their age, 7% qualify due to a disability, and the remaining 11% because of their age and disability.

**Figure 1: Distribution of responses across Warwickshire, and how they qualify for their concessionary pass**

	Total no. of responses	% of passholders in District/Borough	Qualify due to age	Qualify due to a disability	Qualify due to age and disability
North Warwickshire	289	2.6%	87.7%	3.5%	8.8%
Nuneaton & Bedworth	674	2.7%	84.5%	3.8%	11.7%
Rugby	511	2.7%	87.8%	2.4%	11.7%
Stratford	690	3.0%	87.5%	3.0%	9.5%
Warwick	879	3.3%	74.5%	13.9%	11.3%
Unknown	561		75.9%	11.6%	12.5%
<b>Warwickshire</b>	<b>3604</b>	<b>3.4%</b>	<b>82.1%</b>	<b>7.1%</b>	<b>10.8%</b>

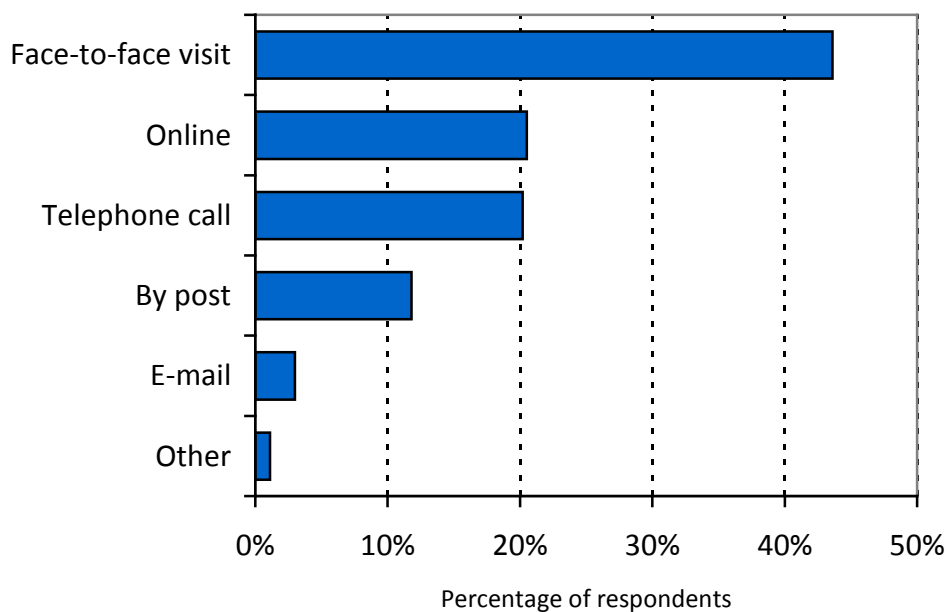
For the vast majority of respondents, 93%, their concessionary bus pass will expire in 2013. For approximately 1% of respondents, they have a pass that will expire in 2014 or 2015, 3% have a pass that will expire in 2016 and 2% of passes will expire in 2017.

The greater proportion of Warwick District passholders who responded (and higher percentage of respondents in that District qualifying due to a disability) are linked to the fact that we circulated the questionnaire to all the WDC companion pass holders in addition to the 5% sample for Warwick District.



Passholders were asked what method they would prefer to use if they required a replacement pass or needed to apply for a new pass; Figure 2 shows the results. More than two out of five passholders (43%) would prefer to apply for a pass in person, either at a One Stop Shop, council office or library. One in five would prefer to go online to the WCC website (21%), whilst a similar proportion (20%) would prefer to telephone the county council.

**Figure 2: Preferred method of contacting WCC to apply for a new or replacement pass**



These results appear quite different compared to a similar consultation conducted with passholders in 2010. Two years ago, a telephone call was the preferred method of contacting WCC (41%), followed by a face-to-face visit (27%) and online (17%).

Passholders were asked how often they use their concessionary bus pass between 9am and 9:30am, for a variety of different journeys. Figure 3 shows the results, analysed by how the respondent qualifies for their pass. Overall, 6% of respondents use their concessionary bus pass for shopping on a daily basis, whilst a further 27% use their pass regularly for shopping and 30% use it, but less frequently. In total, 17% of respondents use their pass daily or regularly for social activities, and 9% use it for medical appointments at least twice a week.

The results indicate that respondents who have their pass due to their age use their pass slightly less regularly than those who have a pass due to a disability. This is true for all different types of journey.

**Figure 3: Use of pass between 9am and 9:30am, and how they qualify for their concessionary pass**

		Daily	Regularly (2 -4 times a week)	Less frequently (less than twice a week)	Not at all
All respondents	Medical appointments	2.1%	6.5%	36.3%	55.1%
	Shopping	6.3%	26.5%	29.5%	37.7%
	Social	3.4%	13.6%	24.3%	58.7%
	Accessing council services	1.7%	5.4%	21.7%	71.2%
	Work	0.9%	1.1%	2.7%	95.3%
	Other	1.0%	1.8%	4.4%	92.8%
Due to age	Medical appointments	1.6%	5.7%	35.1%	57.6%
	Shopping	5.3%	26.6%	30.7%	37.4%
	Social	2.5%	13.4%	24.9%	59.2%
	Accessing council services	1.4%	5.0%	22.2%	71.4%
	Work	0.4%	0.8%	2.7%	96.1%
	Other	0.7%	1.6%	4.5%	93.2%
Due to disability	Medical appointments	5.3%	10.2%	39.2%	45.3%
	Shopping	10.2%	25.7%	23.7%	40.4%
	Social	8.2%	20.8%	25.3%	45.7%
	Accessing council services	3.7%	9.8%	21.6%	64.9%
	Work	7.4%	4.9%	5.3%	82.4%
	Other	3.3%	2.9%	5.3%	88.5%
Due to age and disability	Medical appointments	3.9%	10.1%	43.5%	42.5%
	Shopping	11.2%	24.7%	24.2%	39.9%
	Social	6.2%	11.0%	19.7%	63.1%
	Accessing council services	3.1%	5.9%	19.7%	71.3%
	Work	0.3%	0.3%	1.1%	98.3%
	Other	2.3%	2.8%	3.1%	91.8%

Passholders were also asked what they would do if they were unable to use their pass between 9am and 9:30am. Again the results have been analysed by how the respondent qualifies for their pass; the results are shown in Figure 4.

Figure 4 shows that respondents' course of action depends on the nature of the journey they are making. For example, if attending a medical appointment, 40% would use another means of transport. If the journey was for shopping, social or accessing council services, respondents would catch a later bus, and if the journey was for work or an 'other' journey, 55% of respondents stated that they would not travel. This pattern of use is replicated regardless of how the respondent qualifies for their concessionary pass.

**Figure 4: What would happen if respondents were unable to use their pass between 9am and 9:30am, and how they qualify for their concessionary pass**

		Pay the bus fare	Catch a bus after 9:30	Use another means of transport	Would not travel
All respondents	Medical appointments	19.1%	30.6%	40.1%	10.2%
	Shopping	5.0%	60.0%	21.4%	13.6%
	Social	5.6%	48.5%	26.7%	19.1%
	Accessing council services	3.4%	51.2%	22.1%	23.3%
	Work	8.2%	11.0%	26.1%	54.8%
	Other	8.3%	18.6%	25.4%	47.6%
Due to age	Medical appointments	18.8%	30.6%	41.3%	9.2%
	Shopping	4.3%	61.2%	21.8%	12.7%
	Social	5.3%	49.4%	27.9%	17.4%
	Accessing council services	3.1%	53.0%	22.8%	21.1%
	Work	7.5%	10.5%	27.8%	54.1%
	Other	8.3%	18.8%	25.8%	47.2%
Due to disability	Medical appointments	24.9%	25.4%	28.3%	21.5%
	Shopping	10.7%	47.0%	16.7%	25.6%
	Social	9.9%	44.4%	19.1%	26.5%
	Accessing council services	7.4%	40.0%	18.5%	34.1%
	Work	16.5%	16.5%	25.7%	41.3%
	Other	10.7%	19.6%	26.8%	42.9%
Due to age and disability	Medical appointments	18.0%	32.0%	39.1%	10.9%
	Shopping	7.7%	56.8%	21.6%	13.9%
	Social	6.1%	44.4%	19.9%	29.6%
	Accessing council services	4.3%	46.0%	17.7%	32.1%
	Work	3.8%	9.5%	10.5%	76.2%
	Other	7.5%	16.4%	20.9%	55.2%

Respondents were also asked if and how they used their concessionary pass between 11pm and midnight; Figure 5 shows the results. Far fewer respondents use their pass during this time period, only 6% use it regularly for social activities and less than 1% use it to travel to and / or from work. As before, it appears that respondents who have a concessionary pass due to a disability, or their age and disability, use their pass slightly more frequently.

**Figure 5: Use of pass between 11pm and midnight, and how they qualify for their concessionary pass**

		Daily	Regularly (2 -4 times a week)	Less frequently (less than twice a week)	Not at all
All respondents	Social	1.0%	5.0%	11.8%	82.2%
	Work	0.2%	0.2%	0.8%	98.8%
	Other	0.6%	0.9%	2.1%	96.4%
Due to age	Social	0.7%	4.2%	12.3%	82.8%
	Work	0.1%	0.2%	0.8%	98.9%
	Other	0.4%	0.9%	2.0%	96.7%
Due to disability	Social	3.0%	8.0%	8.4%	80.6%
	Work	1.3%	0.8%	1.3%	96.6%
	Other	1.7%	2.1%	2.5%	93.7%
Due to age and disability	Social	2.3%	7.9%	9.4%	80.4%
	Work	0.6%	0.0%	0.6%	98.8%
	Other	1.4%	0.3%	1.7%	96.6%

If respondents were unable to use their concessionary pass between 11pm and midnight, most would not travel during these hours, especially for work or other activities. Figure 6 shows that respondents who have a pass due to a disability are more likely not to travel at all during these hours if they couldn't use their pass.

**Figure 6: What would happen if respondents were unable to use their pass between 11pm and midnight, and how they qualify for their concessionary pass**

		Pay the bus fare	Travel before 11pm	Use another means of transport	Would not travel
All respondents	Social	5.1%	11.6%	33.9%	49.4%
	Work	2.1%	4.2%	24.5%	69.2%
	Other	2.0%	4.6%	24.2%	69.2%
Due to age	Social	5.2%	11.0%	36.6%	47.3%
	Work	1.9%	3.9%	27.0%	67.2%
	Other	1.8%	4.8%	26.5%	66.9%
Due to disability	Social	7.7%	14.3%	20.2%	57.7%
	Work	5.7%	9.4%	14.2%	70.8%
	Other	3.9%	6.5%	13.0%	76.6%
Due to age and disability	Social	3.1%	13.9%	23.9%	59.2%
	Work	0.8%	2.5%	13.2%	83.5%
	Other	2.2%	2.2%	18.9%	76.7%

Respondents were asked for further comments about how they would like to see the scheme changed. More than 1,700 individual comments were received, more than half (54%) commented on how they would like the current scheme retained. Approximately 9% of comments each referred to their experiences of the bus service, adding train travel to the scheme or requested longer hours of operation.

**Figure 7: Further comments about alterations to the scheme**

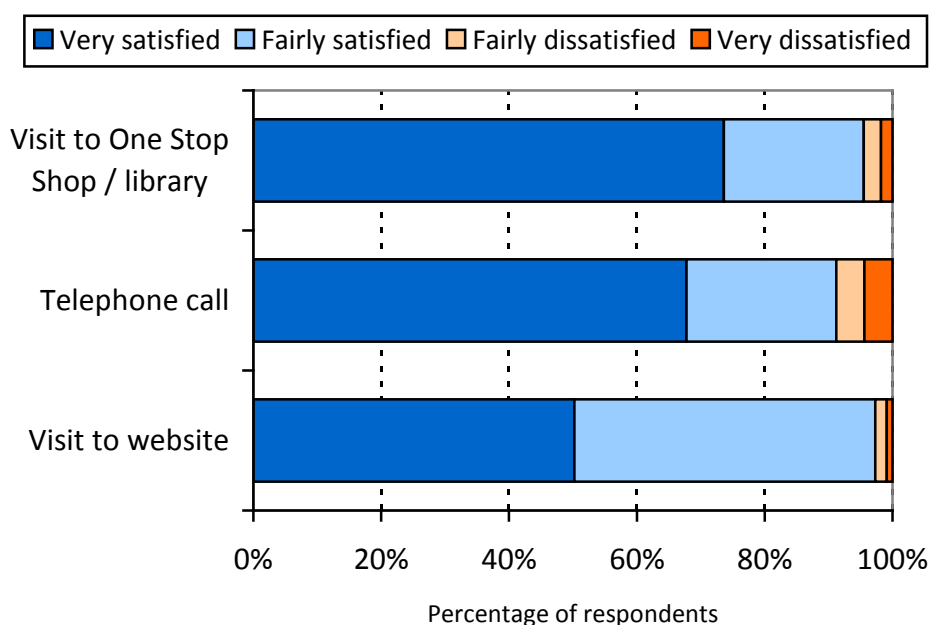
Theme	No. of responses	Theme	No. of responses
Keep the scheme the same	951	National Scheme	78
Comments about the bus service	171	Would like companion passes	50
Add rail travel to the scheme	165	Other comments	202
Longer hours of operating	158		

## Section B – Customer Service

Respondents were asked if they had visited a One Stop Shop or library about their bus pass in the last 12 months, or if they had telephoned the county council or visited the concessionary travel pages on the WCC website in the last year. The results show that 819 respondents had made a visit, 161 had telephoned and 231 had visited the webpages.

Users of each of these methods were asked how satisfied they were with the service received; Figure 8 shows the results. All three methods received very high levels of satisfaction; with over 90% of respondents being 'very satisfied' or 'fairly satisfied' with each of the three contact types.

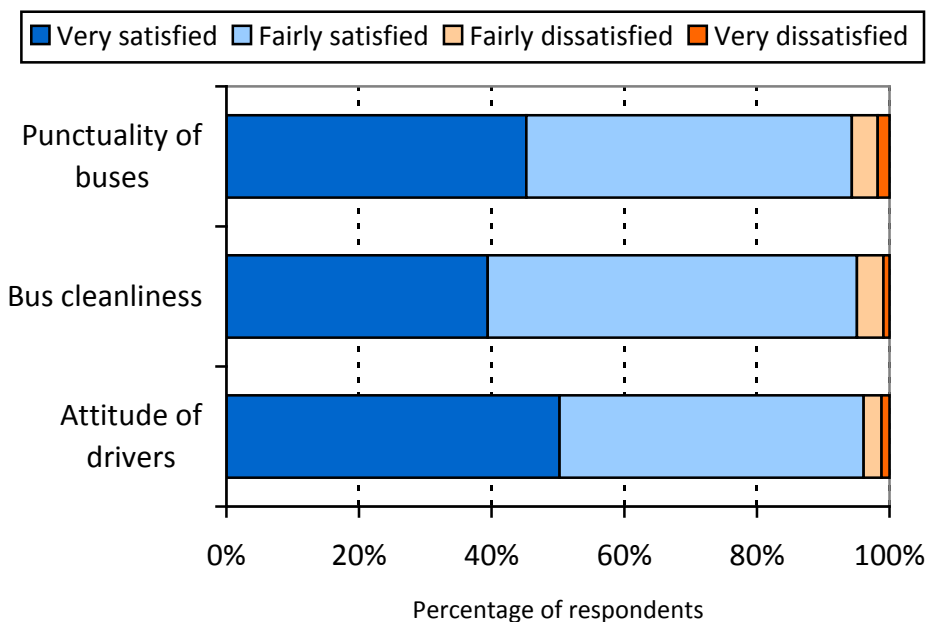
**Figure 8: Satisfaction with contact with the county council**



## Section C – Bus Services

The final section of the survey asked respondents some more general questions about the bus services they use. Firstly they were asked how satisfied they were with the punctuality and cleanliness of buses, and also about the attitude of the drivers on services they use. Figure 9 shows that again levels of satisfaction are very high with each of the three measures, approximately 95% of respondents reported that they were either 'very satisfied' or 'fairly satisfied' with each of the measures.

**Figure 9: Satisfaction with bus services**



Respondents were also asked where they normally obtain bus timetable information. The results indicate that most respondents either get this information at a bus stop (50%) or through leaflets (48%). Approximately one in six respondents (17%) gets information from a website and one in eight (13%) via word of mouth.

## Appendix A – Profile of respondents

Number and percentage of respondents in each category

### Gender (3,053 respondents, 85% of all respondents)

Male	1,333	43.7%
Female	1,720	56.3%

### Age (3,062 respondents, 85% of all respondents)

Under 18	4	0.1%
18 – 29	38	1.2%
30 – 44	64	2.1%
45 – 59	103	3.4%
60 – 74	1,870	61.1%
75 and over	983	32.1%

### Long-term illness or disability (2,911 respondents, 81% of all respondents)

Yes	1,241	42.6%
No	1,670	57.4%

### Ethnic origin (3,020 respondents, 84% of all respondents)

White	2,852	94.4%
Mixed	9	0.3%
Asian / Asian British	60	2.0%
Black / Black British	32	1.1%
Other Ethnic group	7	0.2%
Prefer not to say	60	2.0%

### Religion (2,984 respondents, 83% of all respondents)

None	255	8.5%
Christian	2,459	82.4%
Buddhist	8	0.3%
Sikh	38	1.3%
Hindu	35	1.2%
Jewish	4	0.1%
Muslim	8	0.3%
Prefer not to say	125	4.2%
Other	52	1.7%

### Sexual orientation (2,728 respondents, 76% of all respondents)

Heterosexual or straight	2,406	88.2%
Gay or lesbian	3	0.1%
Bisexual	9	0.3%
Other	28	1.0%
Prefer not to say	282	10.3%



## Appendix C - letters and emails received separately to the questionnaire

Role	Comment
Individual (Miss B)	Has a son with a +1 (companion) bus pass. It is unfair that she would have to pay because he cannot go out on his own because he needs someone with him all the time.
Individual (Mr C)	Disagrees with the decision to withdraw the +1 pass. Believes it will push more people into seeking help from social service, which will cancel the cuts made by withdrawing +1 passes. Referred to various pieces of legislation relating to transport. Is aware that +1 provision is discretionary but notes that other councils still provide it. Refers to the Equality Act 2000 and says that he feels WCC would be in breach of it if the +1 pass is removed. Will not hesitate to bring the matter before the EHRC (Equalities and Human Rights Commission). Respectfully asks that WCC reconsider the decision to withdraw the +1 pass. Feels that the money spent on the consultation would be better spent on helping fund the +1 concession.
Individual (Mr F)	Expressed dismay that the +1 pass will not be renewed after March. He is registered blind and relies on a sighted companion to access local bus services. Removing the companion pass is tantamount to removing his pass as well. Society has a duty to maintain the means of independence for disabled people. Urges the authority to reconsider.
Individual (Mrs A H)	Has a son with multiple disabilities and would not be able to pay for his carer to travel with him.
Individual (Mrs S H)	Unable to use the bus on weekdays during termtime as it runs at 8.30am, and no buses at all in school holidays. Can only use it on Saturdays. Believes there should be greater bus provision for the elderly.
Individual (Mrs J)	Commented that bus pass would be used if there were any buses. Comments on specific bus routes and requests bus service through Mappleborough Green.
Individual (Mr K)	Mentioned patterns of usage between 9.00am and 6.00pm within Warwickshire as well as use in London and Birmingham. Would find it inconvenient to be without the pass.
Individual (Miss S)	Expressed disappointment that the +1 (companion) concession is being discontinued. Needs a carer in order to travel as bus drivers won't assist getting a wheelchair onto the bus, other than putting down a ramp. Will no longer have the option to go out during the day without +1 support. Suggested that a charge, possibly £15, was made to issue a +1 pass to help recoup some of the cost.

	<p>People who need support should not be penalised on a daily basis.</p> <p>Commented that this consultation had been sent out after a decision had been made about the +1 passes.</p>
Individual (Mrs S)	<p>Queried whether the buses could be rescheduled so as to leave later if the start time is changed.</p>
Individual (Mr W)	<p>Has an adult son with severe learning difficulties and a +1 bus pass.</p> <p>The day centre his son attends is under threat of closure, and his son is being encouraged to attend 'community based activities' such as college. His son will not be able to travel by bus as his daytime carer will not be able to afford the fares, and will therefore have difficulty attending his college course.</p>
Dan Byles MP	<p>Advised that a report be commissioned on the effects of any changes to the scheme on social exclusion in his constituency. Also urged that the current free elements of the scheme are retained.</p>
Napton on the Hill Parish Council	<p>Expressed concern about the effect of a 9.30am start time on rural residents with an infrequent bus service (9.25am then 11.25am).</p> <p>Would accept a 9.15am start time, and believed the effects of the late night extension would be less likely to impact on the community.</p> <p>Believes extra consideration should be given to disabled residents.</p>
Senior People's Forum of Warwick District & Older People in Action	<p>Received a number of queries about the scheme, and circulated questionnaires to members, but did not submit any comments as an organisation</p>
Whitnash Town Council	<p>Queried how the questionnaire was being circulated as many residents were not aware, and expressed concern that this might be a mainly web based survey.</p> <p>Expressed concern that one stop shops were being reviewed, and that this might result in District Council staff being judged, and asked whether the District Council was aware of this.</p> <p>Supported keeping the Concessionary Travel Scheme.</p>

## **Communities Overview and Scrutiny Committee 19 September 2012**

### **Warwickshire Youth Justice Plan**

#### **Recommendation**

That the Communities Overview and Scrutiny Committee consider and comment on the Warwickshire Youth Justice Plan 2012/13.

#### **1. Introduction**

- 1.1 The annual Youth Justice Plan and its submission to the Youth Justice Board for England and Wales (YJB) is a statutory requirement under the Crime and Disorder Act 1998. Funding from the YJB to youth offending teams is reliant on this submission and the current format was introduced in 2009.
- 1.2 This plan reflects on the work of the Warwickshire Youth Justice Service (WYJS) throughout last year and performance against the 2011/12 national indicators.
- 1.3 The plan introduces the national objectives and local priorities for WYJS for 2012/13.

#### **2. Proposal**

- 2.1 The Plan will be implemented throughout 2012/13.
- 2.2 Cabinet endorsed Warwickshire's Youth Justice Plan 2012/13 on 19 July and recommended that Council adopt it on 25 September.

#### **3. Timescales associated with the decision/Next steps**

- 3.1 The objectives within the plan will be reviewed by the WYJS throughout the year on a quarterly basis and performance shared with WYJS Chief Officer's Board, the Safer Warwickshire Partnership Board, and the Children's Trust Executive Board.

## Background Papers

### Warwickshire Youth Justice Plan

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# Warwickshire Youth Justice

## Strategic Plan 2012/13

June 2012

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## THE NATIONAL AND LOCAL CONTEXT OF YOUTH JUSTICE SERVICES

### (i) Overview

#### National

Youth crime continued to fall during 2011/12 and Warwickshire's performance was better in all national indicators (reducing the number of first time entrants to the criminal justice system, reducing the use of custody and reducing re-offending rates) than the national and regional and YOT family average performance.

Offending by young people within Warwickshire during 2011/12 reduced by 40%, and fewer young people committed crime (0.85% of the general population compared to 1.3% in 2010/11). First time entrants to the criminal justice system continued to decrease, with a 35.08% reduction over 2010/11. Only one young person aged under 13 years appeared in court with 87% of those appearing in court aged 15 years and over, a result of the WYJS prevention work with partners.

The number of young people sentenced to custody reduced further during 2011/12 to 11 compared to 12 the previous year; all were imposed as a result of the seriousness of the offence, or failure of the young person to comply with community interventions. The re-offending rate for young people leaving custody is higher than any other disposal, both in Warwickshire and nationally, and this performance demonstrates sentencer's confidence in WYJS community interventions. The overall re-offending rate once again reduced from 0.79 pp to 0.70, compared to 0.80 nationally and 0.84 for the region.

The spread of offending in Warwickshire has changed marginally with offending in the south of the county reducing from 34 – 24% of total youth crime and Rugby reducing from 20% to 19%; offending in the north of the county increased from 46 -56%.

The proportion of mixed parentage young people committing crime increased during 2011/12 to 3.9%, following an increase the previous year and although the numbers are small this will be an area of focus for WYJS during 2011/13. Females received 22% of pre-court disposals but account for only 13% of court disposals which is a reduction on 2011/12.

The rate of offending by looked after (LAC) children in Warwickshire decreased with a rate of 4.1% compared to the 2010/11 rate 5.3%. The last available national comparator for this was 2009/10 which was 7.9%.

#### Local

In order to ensure young people continue to receive appropriate services from WYJS and partners which will reduce their likelihood of offending or re-offending WYJS continues to monitor performance against local indicators in addition to the national performance requirements. This performance monitoring allows local policy decisions to be made that take into account the specific needs of young people at risk of entering the criminal justice system, or those that have already entered it. In addition WYJS continues to deliver services to parents/carers of young people who offend, victims of youth crime and the community.

Effective identification and management of risk and safeguarding issues continues to be a priority for WYJS and in particular the work with children's social care aim to reduce the number of looked after young people who offend. Our participation in the integrated offender management scheme and reducing re-offending strategy aims to identify and effectively manager those young people who pose most risk to others.

## **(ii) The Strategic Aims & Priorities of the Youth Justice System**

The key strategic priorities for 2012/13 are therefore to:-

- Reduce the number of young people entering the criminal justice system,
- Ensure custody is only imposed for the most serious of offences, or where the young person cannot be safely managed in the community,
- Reduce the rate of re-offending by young people,
- Support young people to remain in education,
- Ensure young people have suitable accommodation.

We will do this by providing:-

- Quality assessments that allow effective intervention planning ensuring all identified needs of the young people are met,
- Effective supervision which provides appropriate management of young people in order to manage:
  - risk of harm,
  - safeguarding,
- Work with families to support their complex needs and those of their children,
- Effective restorative interventions.

To support these strategic priorities we will:

- Develop the range of our interventions to enable practitioners to effectively reduce the factors which lead to a young person's offending,
- Develop the skills of our workforce,
- Continue to develop methods of evaluation and review of interventions, matching these to emerging need, and to understand the outcomes of our work,
- Maintain and build on our strong performance management and quality assurance arrangements,
- Ensure the work of WYJS including FIP is integrated into the new Troubled Families initiative,
- Working with partners in order to access resources during our contact with young people in preparation for when WYJS interventions cease.

## **(iii) Governance Arrangements**

### National

In 2011 the coalition government commenced the abolishment of quangos, including the Youth Justice Board (YJB). However, following strong opposition from the House of Lords, youth offending teams (YOTs) and other interested parties the decision to continue with the Board was made. This means that oversight of YOTs remains with the YJB, within the Ministry of Justice. Changes to the funding arrangements were also made with the YJB grant being provided to YOTs via the local authority.

As a result of the multi-agency work undertaken by YOTs with young people, parents/carers and victims they are subject to a variety of inspections. However, they are also subject to their own inspection framework by Her Majesty's Inspectorate lead by probation but carried out by HMI of probation,



constabulary, Ofsted and CQC. During 2012/13 a new inspection framework will be implemented which will include filter inspections, core case inspections and thematic inspections. The core case inspections are the comprehensive review of services provided and partnership and governance arrangements for the YOT. They will be unannounced inspections giving only one week's notice to the YOT to prepare interview groups and make arrangements for the inspectors to visit the YOT and their partners. The first week will focus on management of cases, the second will consider partnership and governance of the service.

#### Local

In April 2011 Warwickshire Youth Justice Service (WYJS) moved from the Children & Young People Directorate (now People Group) into the Communities Group and the county council representative on the WYJS Chief Officer Board changed from the Director of Children's Services to the Strategic Director for Communities. As a result of these changes the WYJS manager became a substantive member of the Children's Trust Executive Board, ensuring corporate governance of the WYJS work with children.

In October social care were inspected by Ofsted for their safeguarding services and WYJS, including the Family Intervention Service (FIP), were included in that inspection. The relationship and partnership working between children's social care and WYJS/FIP was found to be excellent in safeguarding young people within Warwickshire.

THE WYJS manager is a full member of Warwickshire Safeguarding Children Board (WSCB) and the Multi-Agency Public Protection Strategic Board (MAPPA). Quality assurance arrangements within these Boards enable WYJS to be held to account for its' work in protecting young people and the public. These Boards also receive reports from WYJS on issues such as young people in custody, providing an analysis of the young people, their offending and identified needs which now forms part of the annual agenda of these Boards.

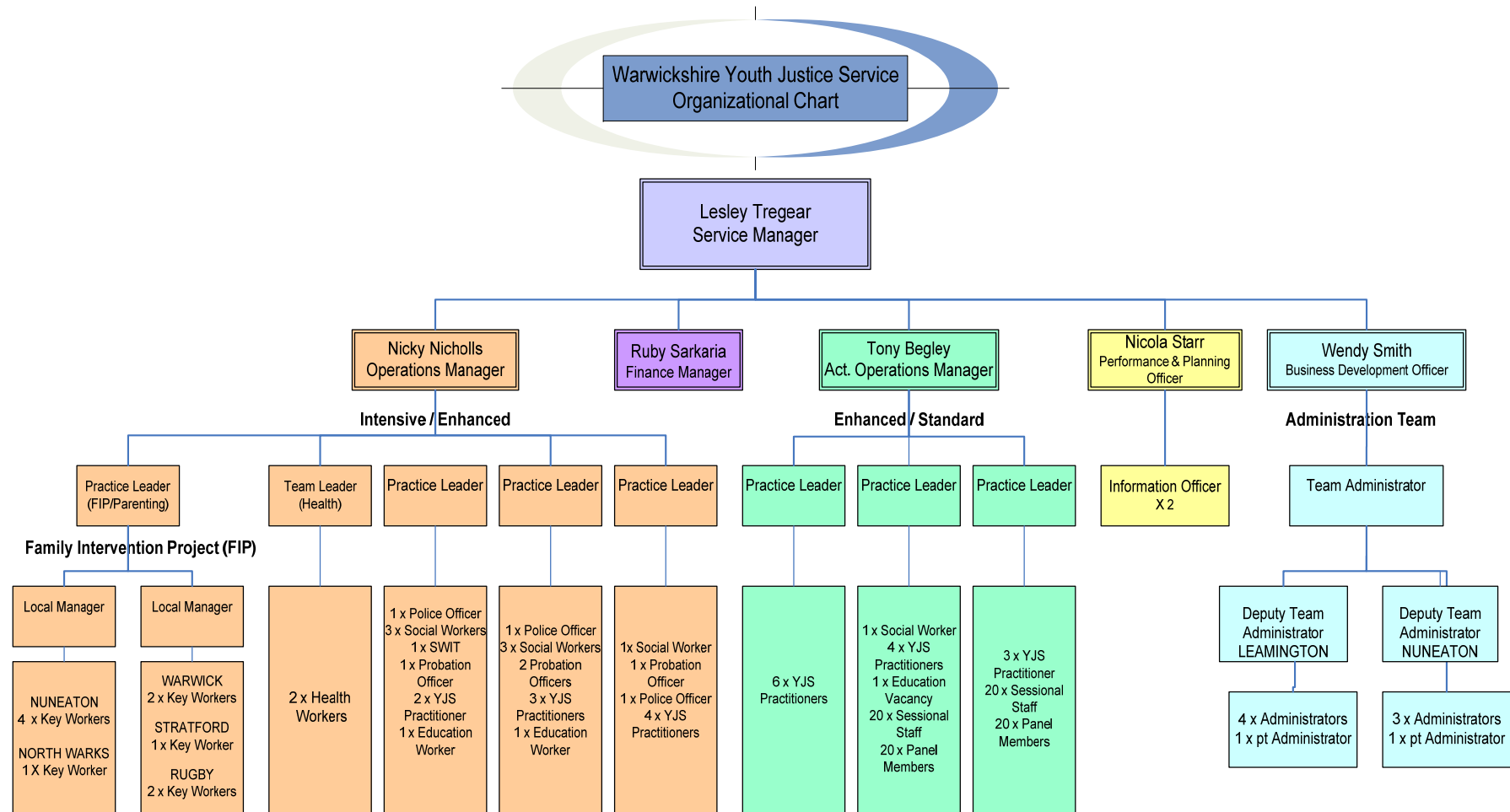
WYJS prevention work, including that of the FIP, contributes to the CAMHS strategy and the Warwickshire Targeted Mental Health in Schools. The WYJS manager is part of the county group developing and implementing the Warwickshire Troubled Families initiative.

WYJS continues to include the Children and Young People's Plan and the Warwickshire Safeguarding Children's Board Plan as part of its' planning environment together with the Warwickshire Community Safety agreement and groups such as the Drug Implementation Plan, the Alcohol Strategy, the MAPPA Business Plan, the Anti-Social Behaviour Action Plan, and the Integrated Offender Management Plan which reports to the Safer Stronger Board, providing a joint strategy for working with High Harm Causers, PPOs and Organized Crime Groups.

The WYJS manager is a member of the Safer Warwickshire Strategic Group and provides regular performance reports to the member group, the Safer and Stronger Communities Board. The WYJS manager also meets regularly with the Lead Member for community safety and provides reports to Communities' Overview & Scrutiny Committee.

As part of the local criminal justice arrangements within the multi-agency Justice Centres in Warwickshire the work of WYJS is also included in the Warwickshire Justice Strategic Board Delivery Plan, enabling WYJS to effect local policies with partners such as the courts and crown prosecution. This Board also oversees the work of the multi-agency Warwickshire Victim and Witness Information Partnership (VIP) which includes WYJS work with victims.

The chart below shows the current organizational structure of the WYJS.



#### (iv) Financial Resources

WYJS maintains its' full compliment of professional disciplines and, although staffing numbers have decreased to the current level of 66, service restructure has created greater flexibility and resilience within the service. This together with the reduction of young people committing offences has meant that no reduction in services to young people. The service also manages the Family Intervention Project for the county which has a staff complement of 15 and continues to employ approximately 60 volunteers to support referral order panels and reparative programmes with young people.

<b>Youth Justice Service Budgetary Sources 2012/13</b>			
<b>Agency</b>	<b>Staffing Costs</b>	<b>Other Delegated Funds</b>	<b>Total</b>
Police	98,100	60,245	158,345
Police authority	36,901	0	36,901
Probation	79,394	72,322	151,716
Health	WYJS Commissioned service funded by health		102,859
Local Authority	1,153,822	324,993	1,478,815
Ministry of Justice	615,091	58,424	673,515
Supporting People	41,000	0	41,000
Other * - see table below-C/F requested	1,101,213	88,097	1,189,310
<b>Total</b>	<b>3,125,521</b>	<b>604,081</b>	<b>3,832,461</b>

The WYJS is supported by partnership funding and grants from central government. Contributions to service delivery that do not feature in the breakdown of the WYJS budget are the county council's commissioning of remand fostering placements, Warwickshire Probation Trust's provision of unpaid work as a requirement of youth rehabilitation orders (YRO), and staff development opportunities provided by partner agencies. This commitment to provide funding in a difficult climate demonstrates confidence in the Service to deliver effective interventions which reduce re-offending.

The county council element contains support for remands to secure accommodation, a statutory responsibility of the local authority as these young people are deemed as 'looked after'. This element of funding has been increased for 2012/13 to fund the increased cost to the local authority due to the YJB no longer subsidising two thirds of the costs. This is a demand led provision and estimates based on the previous 4 years were used to forecast an annual budget to support this.

Health funds are used to support the commissioned service which has just completed its' first of three years providing health staff to work within WYJS to support the mental and physical needs of young people supervised by the service.

The probation element of funding has been reduced by 5% due to financial reductions passed to them by the Ministry of Justice.

Funding arrangements for 2012/13 have also been affected as a result of the YJB moving into the Ministry of Justice with 50% of the Home Office element of this grant previously funding to support prevention and substance misuse reduction being provided to the Police Authority. Warwickshire Police Authority has agreed to continue this funding stream to WYJS. The Home Office has notified YOTs that 100% of this funding will be provided to the elected Police & Crime Commissioners from 2013/14 onward.

<b>Family Intervention Project:</b>	
Housing Challenge Fund	90,000
LPSA2	745,810
Borough & District Councils	153,000
Early Intervention Grant	200,500
Total	1,189,310

2010/11 was the first complete year that the WYJS managed the Family Intervention Project (FIP) which started late in 2009 aims to support families with complex needs in order to improve their lives and as a result reduce anti-social behaviour, crime, homelessness and the need to bring children into the care system. The FIP is funded by LPSA2 reward grant, district and borough councils, county council Early Intervention Grant and health. Following its' success in reaching and supporting families in Nuneaton and Bedworth, further funding has been made available from a variety of funding sources to increase the project to cover the county and extend the life of the Project to 31.03.14. It is anticipated that as a result of the recent Troubled Families initiative being implemented by Warwickshire County Council that this invaluable service can be extended further.

The budget shown for this does not include contributions to service delivery made by partners in supporting accommodation costs to the staff in the Justice Centres and the Social Care Rugby Local Delivery Centre.

## NATIONAL INDICATORS

### (i) PREVENTION

#### OBJECTIVE TO REDUCE THE NUMBER OF YOUNG PEOPLE ENTERING THE CRIMINAL JUSTICE SYSTEM

WYJS works in partnership with other stakeholders such as partnership agencies, voluntary organisations and communities to prevent young people coming into the criminal justice system. Referrals from these enables WYJS to work with those young people on the 'edge of the system' and, following assessment, to provide interventions to help divert them away from crime or anti-social behaviour. WYJS are members of the multi agency Anti Social Behaviour (ASB) Groups across the county. Young people discussed for ASB that has not entered the criminal justice system are offered a prevention intervention, which could include parenting.

Interventions undertaken by the WYJS practitioners include amongst many, getting young people back into mainstream services such as education or health, work on the consequences of offending, help with accommodation or reducing substance misuse, health issues. These may also include initiating a common assessment under the common assessment framework (CAF) of a Child In Need referral. Careful assessments ensure that where other plans exist WYJS is complimentary to these to avoid duplication of effort.

WYJS ensures all interventions take account of diversity and presenting vulnerabilities and priority is always given to looked after children who are particularly vulnerable. WYJS maintains a close working relationship with social care and this includes working with our shared partnership with Barnardo's to provide sessional support for preventative work.

Since 2006 WYJS has seen a year on year reduction in the number for first time entrants (FTE) into the criminal justice system. 248 young people entered the criminal justice system in 2011/12, representing a 35.08% reduction from the previous year (382).

The Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO) due to be implemented in November 2012 will introduce new out of court disposals - Youth Cautions and Conditional Youth Cautions which will replace reprimands and final warnings. This is designed to promote closer working between YOTs and the police and provide the ability to prosecute young offenders who fail to meet the conditions set out in the Caution. Unlike reprimands and final warning these new disposals can be imposed following a conviction and are dependant on the severity of crime committed.

A joint assessment between the Warwickshire Police and WYJS will be required for all those young people who receive a second out of court disposal, which represents an increase in work for WYJS. Warwickshire Police currently offer youth restorative disposals (YRDs) for minor offences allowing the offender to make reparation to the victim of their offence and these will continue. However, WYJS and the police will review the procedures for these together with the requirements for out of court disposals in order to ensure consistency of approach across the youth criminal justice system.

Warwickshire Fire and Rescue Service (WFRS) are undertaking targeted preventative work with young people who light small fires and WYJS accept referrals to undertake work to divert them from offending.

WYJS has had a successful parenting service known as 'Parents Matter', which takes referrals from other agencies or parents themselves that are struggling to manage difficult behaviour and where the children are at risk of offending. The practitioners use evidenced based programmes such as 'Triple P', 'STEPS' and 'Strengthening Families' and run a number of structured courses each year as well as delivering one to one interventions where a parent is unable to participate in group work. The practitioners also run a 'Lunch Club' in each area which is a self help support group for parents undergoing similar issues. Parents have fed back how valuable this support is and have become actively involved in running these groups.

WYJS also works with victims of youth crime and, where practitioners identify young victims that are at risk of offending due to their experience, one to one work and group work is offered to address their individual needs and risk of offending. WYJS has commissioned three courses by Goals UK to build on self esteem, raise confidence levels and set personal targets for the future. These young people have been victims of serious assaults, robbery and other offences and those that took part in 2010 have not subsequently offended.

Restorative Justice (RJ) is included in all WYJS interventions and following a grant from the YJB WYJS staff have been trained to conferencing level, with a further 6 practitioners and practice leaders being trained as Train the Trainers. RJ is now being considered across the adult criminal justice system and WYJS are integral to this development. WYJS have also carried out RJ training with schools and during 2012/13 this is to be extended and also used with private residential children's homes in order to reduce the number of young people entering the criminal justice system due to relationship breakdowns resulting in violence or criminal damage.

This year the Family Intervention Project (FIP) has been expanded to become a countywide service, offering an intensive supportive intervention that will support:-

- Children's Services in preventing children becoming Looked After or entering into formal child protection procedures,
- Police to reduce the risk of offending and anti social behaviour,
- Education to reduce the risk of exclusion and increase school attendance,
- Housing to reduce the risk of eviction, and
- Work with WYJS practitioners to support programmes to reduce the risk of re/offending.

As with all WYJS work, FIP work with those hard to reach families to re-engage with them with mainstream services. The work of both parts of the service will be enhanced during 2012 onward as the Troubled Families initiative will work closely with WYJS & FIP providing further support to families in Warwickshire who are experiencing the most difficulties and who often pose the most problems to their communities.

In 2012/13 the Service will:-

- Undertake a strategic review of the prevention element of the service to ensure the most effective use of resources,
- Work with safer schools partnerships and social care to ensure all young people at risk are identified and referred to WYJS for support,
- Ensure all families identified by FIP and WYJS are included in the Troubled Families initiative.

## (ii) REDUCING REOFFENDING

### OBJECTIVE: REDUCING RE-OFFENDING BY YOUNG PEOPLE SUPERVISED BY WYJS.

WYJS is committed to continuous improvement in assessment and planning to make further reductions in the rate of re-offending, particularly amongst those leaving custody. We are working closely with a number of agencies to improve support to young people on community orders, leaving custody and to those leaving the supervision of WYJS.

The indicator used for measuring re-offending has changed for 2011/12 and has been replaced with data now being extracted from the Police National Computer (PNC). This examines a rolling cohort of young people who have offended over a year, replacing a fixed 3 month cohort. This performance data is used to inform and improve service delivery and is also shared with all our stakeholders.

Warwickshire	Jan – Dec 2005	Jan – Dec 2006	Jan – Dec 2007	Jan – Dec 2008	Jan – Dec 2009	Apr 2009 – March 2010	Percentage change 12 months ending March 2009 to 12 months ending March 2010
Proportion of offenders who re-offend (%)	36.5	33.9	30.7	32.0	30.3	29.9	-0.2 pp
Average number of re-offences per re-offender	3.06	3.11	2.76	2.76	2.43	2.33	-14.3%
Average number of re-offences per offender	1.11	1.05	0.85	0.88	0.74	0.70	-14.9%
Number of re-offences	1,412	1,595	1,328	989	652	576	-32.4%
Number of offenders in cohort	1,267	1,513	1,570	1,118	884	827	-20.6%
Average number of previous offences per offender	1.3	1.4	1.5	1.9	2.0	2.0	-2.3%

In addition to this national indicator WYJS are also monitored for the rate of re-offending for Persistent and Prolific Offenders, a measure that is being managed and monitored by the Integrated Offender Management Strategy for the county. The first of these reports shows that Warwickshire's re-offending rate (0.70) is better than the national (0.80), regional (0.87) and YOT family (0.85) average. In percentage terms this represents 29.9% for WYJS compared to 34.1 nationally and 31.9 for both the West Midlands and YOT family.

WYJS regularly evaluates performance of interventions to ensure they are effective and efficient and appropriately targeted to meet need.

Understanding the reduction in re-offending by young people supervised by WYJS is fundamental to demonstrating the effectiveness of the assessments

and interventions delivered by WYJS practitioners. WYJS evaluates the effectiveness of interventions delivered against assessed needs of young people in order to ensure that the right resources are being used in the appropriate circumstances; aiding our understanding of 'what works' and 'why it works'. During 2011/12 the most prevalent offence types remain violence against the person (31%), theft and handling (23%) and criminal damage (12%), although the number of these offences has reduced compared to 2010/11. During 2012/13 interventions to target these offences will be reviewed to ensure reduction of re-offending amongst young people who commit these crimes.

There is a strong and growing evidence base that restorative justice meets the needs of victims and reduces the frequency of re-offending. The Government funded a 7 year research programme reviewing the effectiveness of RJ which, in randomised control trials of RJ with serious offences (robbery, burglary and violent offences) by adult offenders, RJ reduced the frequency of re-offending, leading to £9 savings for every £1 spent on restorative justice. Expert independent criminologists Professor Lawrence Sherman and Dr Heather Strang in reviewing this research found that the reduction in the frequency of re-offending following a RJ intervention was 27% and therefore 27% fewer victims.

In 2011/12 57% of victims participated in a restorative process with WYJS; 10% of whom participated in a face to face meeting with the offender. In order to increase the numbers of victims agreeing to be involved WYJS is working on a participation strategy. WYJS staff undertook a three day RJ Facilitators training programme qualifying them to facilitate effective RJ meetings and to promote this work across WYJS and with partner agencies in order to victim the principles and effectiveness of RJ in reducing re-offending.

WYJS works closely working with partners to deliver the Warwickshire Reducing Re-offending Strategy which involves targeting those young people posing the greatest risk to the community. These individuals are identified and monitored by the Integrated Offender Management (IOM) scheme and the Multi-agency Protection Panel Arrangements (MAPPA).

Reducing re-offending also requires WYJS and FIP to work with families and this work will also contribute to the work of the Troubled Families initiative.

In 2012/13 the Service will:-

- Raise awareness within partner agencies of the effectiveness of RJ interventions in reducing re-offending and support training in RJ for partners,
- Identify and analyse offending behaviour to ensure we have a range of resources to reduce the likelihood of re-offending,
- Evaluate and review the current arrangements we use to gain feedback from stakeholders, including young people giving them an opportunity to inform service delivery.

### **iii) CUSTODY**

#### **OBJECTIVE: DIVERSION OF YOUNG PEOPLE FROM CUSTODY**

Diversion of young people from custody is a national target and WYJS has been very successful at reducing the number of young people entering custody by providing credible and effective community disposals that prevent young people re-offending. In 2011/12 there were 11 young people sentenced to custody in the previous year there were 12, during the baseline year 2006/7 38 young people were sentenced to custody.



WYJS has a good relationship with the courts and holds regular seminars with magistrates to inform them of WYJS a priorities and the interventions we deliver. Training for magistrates includes information regarding Intensive Support & Supervision programmes (ISS), specialist fostering placements WYJS outreach facilities and the use of sessional workers to manage young people undertaking reparation in the community.

WYJS recognises that young people's offending behaviour is most effectively managed within the community with support from families. The opportunities to build up networks and positive activities contribute to a reduction in their offending behaviour. These include work clubs which introduce young people to work and training schemes, work with partners to increase appropriate leisure activities and engagement with mainstream education.

WYJS local delivery centre in Rugby offers facilities including a life skills room, dance room, bike repair workshop, computer room and art and woodwork room. The young people have the opportunity not only to pay back to the community but to learn valuable life skills e.g. budgeting, kitchen hygiene, cooking, gardening, washing and ironing. The building is suitable for group work and is used for addressing a wide range of issues such as substance misuse and parenting.

WYJS has an excellent reputation for providing bespoke programmes of intensive work with individuals enabling issues of diversity to be addressed and for ensuring the interventions delivered are appropriately enforced. As a result sentencers consider ISS and other programmes as credible alternatives to custody.

Failure to comply with community sentences can result in a young person being sentenced to custody and for this reason WYJS is introducing engagement panels when a young person is beginning to show signs of non-compliance in order to consider methods for addressing this before the requirement to breach is reached. This process facilitated by managers will ensure the young person is made fully aware of the consequences of further non compliance and the options of the court.

Pre-sentence reports are provided to courts in order for sentences to make informed sentencing decisions. WYJS reports are of high quality, with managers taking responsibility for quality assurance of all reports provided to a court. Fundamental to preparation of these reports is comprehensive assessment of the young person and the reasons/causes of their offending. WYJS ensures that when proposing a community option it is commensurate with the severity of the offence and takes account of the individual needs of the young person in order to maximize the potential for the young person to successfully complete the order and cease offending.

WYJS provides alternatives to custody by the provision of intensive supervision and surveillance programmes as part of a YRO or bail and this includes up to 25 hours of support and supervision by practitioners over a seven day week, including bank holidays.

Re-offending rates amongst those that receive a custodial sentence are greater than those sentenced within the community. Therefore, WYJS maintains contact with a young person in the secure estate, arranging release programmes with robust licence conditions to continue to protect the public and reduce the risk of further offences. These licence conditions might include drug testing, non association with criminal peers and exclusion zones as well as curfew and supervision. Victims are contacted to ensure their wishes and feelings are taken into consideration when setting licence conditions. To support a resettlement package WYJS will access Release On Temporary Licence (ROTL) in order to arrange education packages or stable accommodation in the community.

WYJS works with multi agency fora to agree licence conditions for those young people sentenced who pose a serious risk in order to protect the public. These include the Integrated Offender Management (IOM) scheme for those that are prolific offenders and the Multi Agency Public Protection

Arrangements (MAPPA) for the more serious offenders.

Practitioners trained in RJ will use these interventions with those at risk of custody and, where appropriate, those already within custody. Further reducing the likelihood of further offending on release into the community.

Whilst reduction of young people detained in police cells following charge is not part of this national indicator WYJS, Emergency out of Hours Team and Warwickshire Police have reviewed current practice and performance against the findings of the HMIC report 'Who's Looking Out for the Children' and identified areas for improvement which will provide better opportunities for ensuring young people are safeguarded and detention is avoided wherever possible.

In 2012/13 the Service will:-

- Evaluate bail options to ensure they are effective in protecting the public,
- Implement engagement panels across the county to improve compliance with community orders, licence conditions and bail packages,
- Work between prisons, education and accommodation providers to increase the use of ROTL,
- Identify appropriate opportunities for joint RJ working within the secure estate and on release.

## LOCAL INDICATORS

### (i) HEALTH

#### OBJECTIVE: TO IMPROVE THE HEALTH OF YOUNG PEOPLE KNOWN TO WYJS

The health provision is commissioned by WYJS through a 3 year contract with Coventry & Warwickshire NHS Partnership Trust. Key performance indicators are monitored regularly to ensure the service delivered is comprehensive and effective. The service consists of 3 part time staff including a systemic psychotherapist/mental health nurse, who is also the team leader, a child health nurse and a counsellor.

Young people who offend are a vulnerable group presenting with complex psychological, social and physical needs. The health provision within the WYJS addresses these by offering comprehensive and flexible assessments, interventions and consultation service to individual young people and families known to the service. The aim is to improve emotional and mental health, and to provide basic physical healthcare. A cohort of young people were identified as either currently or previously looked after children (LAC) and as a result work included close liaison with children's services

During 2011/12 health workers exceeded their target of engaging with 80 new contacts. The majority of young people presented with highly complex mental health concerns including self-harm, severe conduct and developmental disorders, anxiety and depressive disorders and post traumatic stress disorder (PTSD). Many were victims and/or perpetrators of domestic violence and sexual abuse. Health interventions included individual and family psychotherapy, cognitive behavioural therapy (CBT), counselling, psycho-educational sessions and medical reviews.

The commissioned health staff:-

- Undertook consultations and direct work with young people in care, care home staff and social workers,
- Worked with WYJS substance misuse practitioners offering joint sessions and consultations regarding young people presenting with co-morbidity concerns,
- Worked closely with the Child and Adolescent Mental Health Service (CAMHS), Adult Mental Health, and GP practices, offering joint sessions and consultations to build effective pathways, improving signposting and transitional arrangements between services.
- Commenced negotiations with primary mental health to further enhance the care pathways between WYJS and other statutory health providers,
- Undertook direct work with young people in custody as well as offering health consultations to professionals within the secure estate to maintain continuity of care,
- Contributed to WYJS risk management meetings where the young people had health related concerns,
- Contributed directly to pre-sentence reports to highlight health issues and possible links to offending behaviour,
- Conducted a number of training sessions including training to MAPPA on mental health issues and to WYJS practitioners in relation to understanding and working with young people who self-harm.

In addition to the commissioned service WYJS also commissioned systemic family therapy for early stage prevention of offending and young victims of crime.

In 2012/13 the Service will:-

- Provide the health element of the planned triage approach to young people entering police custody,
- Improve detection and signposting for young people's physical health needs,
- Participate in the brain injury research project in conjunction with Warwick University,
- Improve pathways to Primary Mental Health.

## **(ii) EDUCATION, TRAINING & EMPLOYMENT**

**OBJECTIVE: TO ENSURE YOUNG PEOPLE KNOWN TO WYJS HAVE ACCESS TO EDUCATION, TRAINING & EMPLOYMENT**

Research shows that there is significant relationship between poor school/college/employment attendance and offending behaviour. This research supports the work of the YJB, which has made education, training and employment a high priority. Evidence suggests that engagement in education and training is one of the most important factors in reducing offending and re-offending. WYJS work with young people and their parents/carers to ensure

that they understand the importance of remaining in education and where the young person is not in school, or is likely to receive an exclusion for their behaviour, practitioners work alongside the school and the young person in an attempt to keep them in school. Changes to the education system mean that the local authority has fewer powers to ensure that schools maintain young people in their school. During 2011/12 only 62% of those young people known to WYJS receiving 25 hours of education per week compared to the previous year, representing a 14% fall from the previous year. This compares poorly with the national and regional performances which are 79% and 77% respectively.

WYJS has close working relationships with partner agencies include schools, academies and colleges who supply, as part of protocol arrangements, information and statements to assist with assessments of young people in the criminal justice system. The role of WYJS is primarily to advocate and broker access to education, training and employment, both strategically and on behalf of individual young people. . WYJS ensures that the diverse needs of all our young people are met including those young people who require additional support, for example those who have a specialist educational need. The WYJS is represented on the Policy Officer's Forum and the Out of Schools Group where young people who are not in education are discussed and plans agreed to ensure school places are identified. It is hoped this will result in an improvement in access to education for this vulnerable group during 2012/13.

In addition to this WYJS work actively to maintain young people in their school placement and in 2011/12 WYJS worked closely with the safeguarding representative for the education department to ensure that two young people charged with sexual offences and given strict bail conditions were able to continue education with a safeguarding plan in place

Involvement in the criminal justice system places young people at a disadvantage in gaining employment and training and in order to support young people known to the service and increase their chances of gaining employment or training WYJS has developed partnerships with The Opportunities Centre, housing providers, careers advisors and employment and recruitment agencies to set up a work club in Nuneaton. This club meets on a weekly basis to promote a working life style to young people and give them skills to secure opportunities for work.

WYJS has continued to develop programmes designed to ensure that young people are given the maximum opportunity to engage and benefit from education, training and employment through the recruitment of volunteer mentors. These mentors have undertaken training to assist young people who need extra support by providing support with 'Touch, Type , Read and Spell' which helps them in their basic literacy, revision for exams, CV writing and interview skills.

In 2012/13 the Service will:-

- Develop transitional arrangements for young people moving from statutory education provision to college, training and employment,
- Work with young people, parents and families to support plans to improve educational attainment,
- Seek to increase participation with the 'Virtual School', to minimise the impact of school disruption on looked after children who offend,
- Increase the number of work clubs throughout Warwickshire that meet the needs of young people who have, or are at risk of offending,
- Increase the use of common assessments (CAFs) as part of exit strategies from WYJS interventions for those young people who have continued difficulties with engagement in education, training or employment.

### (iii) SUBSTANCE MISUSE

#### OBJECTIVE: TO REDUCE THE MISUSE OF SUBSTANCES BY YOUNG PEOPLE KNOWN TO WYJS

The link between substance misuse and offending behaviour is long established, making one of WYJS' main priorities reducing the use of drugs, solvents and alcohol by young people who are involved with the youth criminal justice service. Research has highlighted that young people in the youth justice system use illegal drugs earlier and in larger quantities than other young people. Young people may become involved in crime in order to fund their substance misuse or may have offended and then started misusing substances under the influence of peers. In addition, alcohol consumption by children and young people has become a major concern particularly in relation to antisocial behaviour, offences of violence, injuries and sexual health issues.

Every young person coming to the attention of the WYJS is individually assessed for substance misuse concerns to enable robust and targeted interventions to be delivered which help to reduce the likelihood of re-offending and improve the life chances of the young people.

WYJS categorise the assessment outcomes into three main levels:

- TIER 3: High level of need with specialist substance misuse services provided in partnership with 'Compass, Warwickshire' (the commissioned substance misuse service within the county). 'Compass' provide specialist staff, skilled in motivational interviewing, who work to ensure a young person's motivation is developed to engage with a wide range of provision.
- TIER 2: Problems may be starting with links to offending. Targeted intervention provided by WYJS substance misuse practitioners who deliver structured interventions aimed to reduce the impact and minimise the harm related to the use of drugs and alcohol and, prevent escalation to more serious or high risk drug or alcohol misuse.
- TIER 1: Information and advice to young people carried out by WYJS case managers, with support and advice provided by WYJS substance misuse practitioners.

This approach will be reviewed during 2012/13 to ensure that young people continue to receive the most appropriate service to meet their needs and increase the chances of ensuring the young people are able to address and reduce their level of substance misuse.

WYJS ensure that provision is tailored to meet the individual needs of all the young people supervised by the service and take full account of diversity issues such as ethnicity, gender or learning difficulties when formulating plans. Facilities used to work with young people misusing substances are designed to provide the best opportunity to allow full exploration of the issues the young people present with.

In 2012/13 the WYJS will:-

- Apply triage assessments for all young people on arrival into police custody and a voluntary intervention will be offered to young people thought to be misusing substances.
- Train practitioners within WYJS to ensure substance misuse, including alcohol, is comprehensively assessed and appropriate referrals in all

relevant cases.

- Pilot a new substance misuse intervention to assist with evaluation and a review of 'what works',
- Provide Open University Level 4 Substance Misuse training to two practitioners to enhance service and partnership provision,
- Evaluate offences of violence and identify any links to alcohol consumption,
- Evaluate sexual health concerns of young people known to WYJS and identify links to alcohol consumption.

#### **(iv) LIVING ARRANGEMENTS**

##### **OBJECTIVE: TO ENSURE ALL YOUNG PEOPLE KNOWN TO WYJS HAVE SAFE & SUITABLE LIVING ARRANGEMENTS.**

The Social Exclusion Unit found that the presence of stable accommodation in a young person's life can mean a reduction of more, than 20% in re-offending rates. Being without stable accommodation makes it extremely difficult for young people who offend to engage in, or benefit from, programmes that are critical to effective rehabilitation, such as, education, training and employment, services to address substance misuse, and interventions to address offending behaviour.

WYJS works with families and partner agencies to try to ensure every young person remains in the most appropriate accommodation available and the FIP key workers have been very successful in enabling the families they work with to avoid eviction ensuring children are able to remain with their family groups. However, some young people involved in the criminal justice system are unable to remain at home for a variety of reasons including the imposition of bail conditions, to reduce their contact with victims, or due to family breakdown. In these circumstances WYJS works in partnership with other agencies to support individually tailored interventions for young people to maintain contacts with their families and identify and secure suitable accommodation.

During 2011/12 WYJS accommodation practitioners have received specialist training in family mediation which has been positive in reducing incidents of family breakdown which result in young people becoming homeless and in minimising the period of time young people need to be accommodated. Where the lack of accommodation has resulted from poor behaviour, rather than a condition of bail or a court order, WYJS will where all parties are in agreement use a restorative approach using family mediation. Such an approach can be delivered in a variety of settings including the family home, children's homes and foster placements. It can also divert children from the criminal justice system by ensuring that the poor behaviour in the home is dealt with restoratively without recourse to the police and further breakdown in familial relationships. Proactive restorative practices also build positive relationships between young people and their carers and equip all with the skills to deal with conflicts and disagreements constructively.

Where such an approach is not suitable and the young person is assessed as appropriate for independent or semi independent living, specialist WYJS accommodation practitioners work closely with 'supporting people' accommodation providers to match young people with available accommodation and help them through the process of securing identified housing.

WYJS also works closely with the Warwickshire Probation Trust to access to national probation hostels where for example an 18 year old is being resettled into the community after a period of detention.

WYJS is also in the unique position to be able to directly allocate a small number of specialist Barnardo's foster placements to young people at risk of being remanded or sentenced into custody. Often this accommodation is supported by an intensive supervision and surveillance programme. This invaluable resource has enabled WYJS to reduce the need for remand and custodial sentences to be used by the courts.

Ensuring suitable and sustainable accommodation is available for Warwickshire children and young people who have offended or are at risk of offending is fundamental to both social inclusion and reducing reoffending. WYJS supports the aims and objectives of Warwickshire Children Services in reducing the need to accommodate children and young people and also provides intensive support those already accommodated.

Children in care are disproportionately more likely to enter the youth criminal justice system and custody. National data indicates that in 2007 looked after children (LAC) aged 10 years or over were more than twice as likely to be convicted or subject to a reprimand or final warning as other children of this age. According to the Children, Schools and Families committee of the House of Commons, LAC are in general more likely to have been exposed to risk factors associated with youth offending, such as lack of parental support, poor attendance at school and inappropriate accommodation. Greater placement stability and measures to reduce the number of out-of-area placements, a known risk factor for offending, reduces the likelihood of offending.

During the last 12 months WYJS has worked closely with partner agencies in both housing and children's teams to implement the statutory guidance of the 'Southwark Ruling' makes it clear that the Children Act 1989 has primacy over the Housing Acts and that the duties of local children's services to accommodate children in need cannot be delegated to the housing authority. Furthermore, where a 16 or 17 year old young person presents as homeless to a local authority and is assessed as requiring accommodation, in all but a few exceptional cases, these young people will meet the criteria for S20 accommodation and therefore will become LAC and receive the support such status provides. Nevertheless, the number of children who become accommodated (LAC) by the WYJS is small and LAC who offended in Warwickshire during 2011/12 was 5.2% compared to 7.9% nationally.

In identifying all avenues available to meet the needs of young people who offend WYJS has also been developing relationships within the community in the form of private landlords. This work has proved to be invaluable in securing accommodation for young people in crisis situations.

WYJS works closely with the local housing providers, police and the family intervention (FIP) key workers to prevent evictions of young people and their families due to anti-social behaviour.

WYJS has completed the Quality Assurance Framework (QAF) for Supporting People which is a requirement to secure ongoing funding. This ensures that we are providing young people in Warwickshire with appropriate accommodation. During 2011/12 246 of the 258 young people with interventions closing were deemed to be in suitable accommodation. This represented 95%, a 2% improvement on previous year.

In 2012/13 WYJS will:-

- Explore further accommodation to be used in emergency crisis situations.
- Increase the use of restorative justice to maintain young people in their homes and reduce those entering the criminal justice system as a result of breakdown in relationships.

## STAKEHOLDER ENGAGEMENT

### OBJECTIVE: TO IMPROVE SERVICES TO YOUNG PEOPLE, PARENTS AND VICTIMS.

WYJS provides interventions and support to a diverse range of service users including young people, their parents/families, and victims of youth crime. All young people supervised by the service complete a self-assessment at the beginning of an intervention and a further one at the closure stage providing an evaluation of what has improved in their lives and their changed attitude to offending. Young people have the opportunity to reflect on the benefit of each meeting with practitioners as well as at the end of their order. This provides valuable information to WYJS in terms of service development and improvement.

WYJS practitioners trained to work with victims of youth crime offer opportunities for victims to participate in restorative processes, meeting with the young person who committed crime/s against them. All those who participate are asked to feedback on their experiences and to offer suggestions for improvements. In 2011/12 the interventions offered to victims included opportunities for:-

- Young victims of violent crime to participate in the Tall Ships sailing project,
- Young victims to attend a 'Goals UK' motivational training course,
- One young man and his father to meet face-to-face with the offender who assaulted him.

The victims were invited by WYJS to address WJYS staff at a practitioners events and the Annual WYJS Event and in the case of the young man and his father to present to other youth offending teams (YOTs) and the Youth Justice Board (YJB) in their Regional Restorative Justice Conference in Birmingham.

Whilst WYJS has a high satisfaction rate of over 95% for the last five years with regards to services to victims of youth crime, the number of victims who participate in a restorative process remains relatively static and disappointingly low at 30%. This is a national problem experienced by all YOTs and in an attempt to address this YJB provided funding to all YOTs for staff training in facilitation of restorative justice processes. WJYS joined with 10 of the local YOTs to form the West Midlands Restorative Justice Consortium and between February and March 2012 trained 8 WYJS staff to facilitator level; 6 continued on to complete the Train the Trainer course.

In addition to this WYJS has commissioned a local media company to work with WYJS and victims in order to produce a DVD explaining WYJS' approach to restorative justice and how this can benefit local victims of youth crime as well as the wider community. Featured in this DVD are a young victim of a violent assault and his father and the young man who attacked him and his mother. Word of mouth is particularly important in a victim's engagement in restorative justice and WYJS intends to use the DVD to encourage victims to participate in restorative justice by hearing directly from victims their experience of engagement with WYJS. We will also use the film in a wider publicity campaign.

WYJS undertakes an annual telephone survey with parents and families who have participated in parenting or family intervention programmes enabling them to offer feedback regarding services provided to them, this approach has proven informative and constructive in terms of service improvements.



WYJS intends to increase this level of engagement across all service user groups by creating representative groups who can meet with managers to discuss programmes offered are as effective and appropriate as possible.

Feedback from the community partners we work with, in particular those who provide reparation placements is also invaluable and is sought after every session from the worker supervising the reparation and by practitioners arranging placements ensuring commissioned work has been carried out to a satisfactory standard.

Youth justice is an area of interest for many people, especially students and is constantly receiving requests for participation as a volunteer. We currently have a diverse pool of 22 volunteers representing a good cross section of the local population and undertaking a wide variety of roles with young people. We provided placements for several work experience students in addition to the usual social work students. In March 2012 we facilitated a 2 day residential training weekend to launch our mentoring project and we envisage recruiting more volunteers to this project over the coming months. WYJS expects to have at least 15 trained mentors operating across the county by 31.12.12.

During 2011/12 WYJS commissioned a review of current opportunities for engagement measured against the Youth Service and other YOTs know to perform well in this area, and provided proposals for improving participation by young people in service development. WYJS is using this as a basis for increasing participation for all WYJS service users. WYJS includes young people on their interview panels and in 2011/12 this was extended to include victims and parents of young offenders.

In 2012/13 WYJS will:-

- Increase participation in restorative justice interventions,
- Identify and implement an engagement strategy which increases participation of service users in service development.

## **SAFEGUARDING & RISK MANAGEMENT**

**OBJECTIVE: TO ENSURE ALL YOUNG PEOPLE ARE SAFEGUARDED AND THE COMMUNITY ARE PROTECTED.**

### Safeguarding

WYJS has a duty under Section 11 of the Children Act 2004 to safeguard and promote the welfare of children and young people. All WYJS staff, including administration and volunteers have an enhanced CRB clearance and undertake safeguarding and child protection training. In addition, WYJS have an agreement that all probation officers managing the unpaid work scheme have an enhanced CRB clearance. Social work staff are regularly trained to Level 2 in Child Protection procedures and, domestic violence training has been identified as mandatory for all case managers.

The HMIP inspection of WYJS in January 2011 found that with a score of 77% only minimum improvement (the highest rating achievable within this inspection regime) was required of WYJS with regard to safeguarding young people and victims of youth crime. WYJS was praised in the effectiveness of its' partnership working and this is also demonstrated in WYJS contribution to a range of overarching strategies such as teenage pregnancy, in addition to corporate strategies such as those of alcohol and substance misuse, parenting, accommodation, and community safety.

The practice of Warwickshire Children's Services with regard to safeguarding and looked after children, was inspected by Ofsted in October 2011 and as a result of WYJS led focus groups and interviews with young people supervised by WYJS areas of strength included 'low levels of offending by looked after children' and 'strong partnership links between children's social care and WYJS.

In 2011, the government published their formal response to Eileen Munro's review of child protection, commissioned the previous year. One of the key areas highlighted was the supervision of social workers. WYJS commissioned 3 days supervision training for the whole management team via the Children's Workforce Development Council (CWDC) to support this.

An analysis of the needs of young people entering custody is reported annually to the Warwickshire Safeguarding Children's Board (WSCB) and any reports of serious incidents are examined by the WSCB serious case review sub-committee. WYJS reported one serious incident to the Youth Justice Board (YJB) under the safeguarding category, which was a death in the community; an action plan was agreed and was monitored to completion by WYJS and the YJB.

Warwickshire Adults Safeguarding Board undertook a Serious Case Review (SCR) on the murder of a young woman murdered. WYJS were included on the review panel as four of the offenders were known to the service with one offender being subject to a court order at the time of the offence. The SCR did not highlight any concerns with WYJS practice.

WYJS also looked beyond local enquiries and responses, subsequently the management team are in the process of reviewing 'lessons learned' nationally. Papers including national serious case reviews, the Monroe Report and HMIP thematic inspections are being reviewed by the management team against current practice to identify any potential areas for service improvement.

Following a review of the HMIC report 'Who's looking out for the children' of young people detained after charge a triage assessment is being introduced ensuring all young people brought into custody without a parent during office hours will be assessed by a WYJS practitioner. Their individual needs and vulnerabilities will be dealt through appropriate sign posting or immediate action.

All programmes in WYJS address the safeguarding needs of young people and in 2011/12 WYJS commissioned an external health specialist to offer support specifically for young victims who were undertaking a programme to look at the impact of offending on their lives and reduce the likelihood of they themselves becoming offenders.

of a focus on helping them feel safe following

#### Risk Management

The latest inspection of WYJS by HMIP in January 2011 found risk management in the service to be of a sufficiently high level of quality (73% rating) and as within other parts of the inspection WYJS performed well above the national and West Midlands average. A Core Case Inspection (CCI) Improvement Plan was put in place and all objectives were completed by January 2012.

WYJS was praised in the effectiveness of our partnership working and this is particularly pertinent with regard to management of risk. WYJS has full membership to Multi-Agency Public Protection Arrangements (MAPPA) forums, the WYJS Manager is an active member of the MAPPA Strategic Management Board and an operations manager attends all MAPPA level 2 meetings.

There are processes in place to ensure that all young people who present a medium risk of harm are discussed in a risk panel. Where assessments identify a young person as a medium or high risk of harm these cases are discussed as a management team in fortnightly meetings. All of which are discussed in other multi-agency forums including MAPPA or as part of the Integrated Offender Management; other forums include amongst others the Multi-Agency Risk Assessment Conference (MARAC).

WYJS is a multi-disciplinary and multi-agency service and has a number of specialist practitioners within the service working with sex offenders using the AIM2 interventions, and similarly for violent offenders using the 'Structured Assessment of Violent Risk in Youth' (SAVRY) assessment. WYJS also has a member of staff trained in the use of the police and probation VISOR system ensuring effective sharing of information and management of risk.

Since 2011 WYJS have made six referrals to MAPPA, five of which were accepted and one for which we await a response. Arrangements have worked well and as a result there has either been a reduction in risk or where there has been an increase in concerns to public safety recall to custody procedures were successfully applied.

The Service has reported one serious incident to the YJB during 2011/12 for safeguarding. The review completed by the YJB indicates no serious concerns with WYJS practice and the YJB concluded that the incident could not have been predicted.

In 2012/13 WYJS will:-

- Introduce triage assessment to ensure every young person is assessed on their arrival into custody and that appropriate referrals are made in a timely manner,
- Provide appropriate adult training to all staff to ensure young people are safeguarded in custody and that the length of time young people spend in police custody is reduced,
- Review the effectiveness of vulnerability and risk management to ensure that local policy is current and effective.

## WORKFORCE DEVELOPMENT

### 2011/12 Performance

During 2011/12 WYJS undertook a significant service restructure, moving to a single role of 'practitioner' with specialist work streams based on skills, experience and qualifications. To underpin this restructure WYJS commissioned a wide range of training to increase the services' capacity, capability and resilience in delivering a quality service to all of our service users. This included: -

- Management team development,
- Improving capability in both violent and sexually inappropriate behaviour assessments through relevant staff undertaking SAVRY and AIM2 training,

- Motivational interview training,
- Restorative justice training, both training for practitioners and train the trainers training,
- Increasing the tools used by our parenting workers, through their attendance on 'Strengthening Families Strengthening Communities' and , STEPS for young people,
- Increasing our pool of trained first aiders to support our new Bloxham delivery centre.

WYJS remains committed to the County Council Children's Services agenda of improving the quality of social work provision within children's services. WYJS will adopt the approach of children's services in developing training, recruitment and professional pathways for social workers within the service. Changes in training and within the social work profession subsequent to the Munro Report will be adopted within WYJS as part of the wider social work discipline within the county council. In addition to this WYJS remains committed to developing its social care workforce; during 2011/12 we sponsored two new 'Social Worker in Training' degree placements with the Open University.

We also work collaboratively with partners to ensure that WYJS staff acquire core skills and knowledge such as safeguarding, sexual health, equality and diversity, and where necessary staff receive additional training to ensure they are appropriately equipped to undertake their specific youth justice roles.

The annual Learning & Development Plan ensures all core and induction training to new staff is managed effectively. It also identifies training for particular staff groups, either as a result of professional discipline or role within the Service. In addition to this training identified through the appraisal process is captured.

In 2012/13 the Service will provide training and development for:-

- Childview (case management system),
- Pre-sentence report training (focusing on analytical skills and risk),
- Court skills training,
- Appropriate adult training,
- Information governance,
- Group work practice,
- Embedding restorative justice training with staff, panel members and relevant partner agencies,
- Domestic abuse.

**REVIEW AND SIGN OFF****Signatories :**

<b>Name:</b>		<b>Job Title</b>		<b>Date</b>	
	Liz Stafford (chair of Chief Officer's Board)		Chief Executive, Warwickshire Probation Trust		June 2012
<b>Name:</b>	Neil Brunton	<b>Job Title</b>	Director of Operations, Warwickshire Police	<b>Date</b>	June 2012
<b>Name:</b>	Monica Fogarty	<b>Job Title</b>	Strategic Director, Communities	<b>Date</b>	June 2012
<b>Name:</b>	John Linnane	<b>Job Title</b>	Director of Public Health	<b>Date</b>	June 2012

## GLOSSARY

Note: This is not a definitive or official glossary used by the YJB as a whole. This table is intended for use only in relation to the tables above where, due to the amount of information displayed, some abbreviations have been necessary.

<b>APIS</b>	Assessment, planning, interventions and supervision
<b>ASB</b>	Anti-social behaviour
<b>Asset</b>	Asset is the standard assessment framework used with young people at all stages of the youth justice system from Final Warning onwards.
<b>C&amp;C</b>	Capacity and capability
<b>CAF</b>	Common Assessment Framework
<b>CDRP</b>	Crime and Disorder Reduction Partnership
<b>CSP</b>	Community Safety Partnership
<b>CYP</b>	Children and young people
<b>ETE</b>	Education, training and employment
<b>FIP</b>	Family intervention programme
<b>FTE</b>	First-time entrant
<b>ILP</b>	Individual learning plan
<b>ISSP</b>	Intensive Supervision and Surveillance Programme
<b>KEEP</b>	Key elements of effective practice
<b>LA</b>	Local Authority
<b>LAC</b>	Looked-after children
<b>LCJB</b>	Local criminal justice board
<b>LMR</b>	Local management review
<b>LSCB</b>	Local safeguarding children board
<b>MAPPA</b>	Multi agency public protection arrangements
<b>NI</b>	National Indicators

<b>NS</b>	National standards
<b>OCJR</b>	Office for criminal justice reform
<b>Onset</b>	<i>Onset</i> is an assessment tool designed to identify the risk factors and protective factors associated with the behaviour of those young people at risk of offending (i.e. on a prevention programme).
<b>OU</b>	Open University
<b>PACE</b>	Police and Criminal Evidence Act
<b>PDP</b>	Personal Development Plan
<b>PPO</b>	Prolific and priority offender
<b>PSR</b>	Pre-sentence report
<b>PVE</b>	Preventing violent extremism
<b>QA</b>	quality assurance
<b>RJ</b>	Restorative justice
<b>ROSH</b>	Risk of serious harm
<b>SEN</b>	Special education needs
<b>SIFA</b>	Screening interview for adolescents
<b>SLA</b>	Service level agreement
<b>SQUIFA</b>	Screening questionnaire interview for adolescents
<b>YCAP</b>	Youth Crime Action Plan
<b>YIP</b>	Youth Inclusion Programme

**Communities Overview & Scrutiny Committee  
19 September 2012**

**Work Programme 2012**

**Recommendation**

That the Committee considers the draft work programme, amends as appropriate, and puts forwards any recommendations for Task & Finish Groups.

**1.0 Draft Work Programme**

- 1.1 The Committee's work programme is attached as Appendix A. The work programme will be reviewed and prioritised throughout the year so that the Committee can adopt a flexible approach and respond to issues as they emerge.

**Appendices**

**Appendix A – Draft Work Programme 2012**

CLLR WHITEHOUSE  
Chair of the Communities Overview and Scrutiny Committee  
Shire Hall  
Warwick



**Communities Overview and Scrutiny Committee  
Work Programme 2012/13**

Date of meeting	Item	Date of last report	Date of next report
<b>19 November 2012</b>			
1.	<b>Flood Risk Management Review</b> (Mark Ryder)		
2.	<b>Addressing the Community Impact of Bus Service Reductions Task and Finish Group Final Report</b> (Dave Abbott)	12 April 2012	N/A
<b>To be scheduled</b>	<b>Work Programming meeting – 3 October 2012</b>		
1.	<b>Fire &amp; Rescue – Strategic Alliance</b> (Gary Phillips)		
2.			
3.	<b>Household Waste Recycling Centres</b> (Louise Wall, Glenn Fleet)		
4.	<b>Fire &amp; Rescue – Community Fire Safety Update</b> (Gary Phillips)		
5.	<b>Rugby Western Relief Road</b> (Graeme Fitton) Update report due this year - 12 months since the previous review.	28 April 2011 15 March 2011	
6.	<b>Library Service Transformation – Update</b> (Kushal Birla)	10 October 2011	
8.	<b>Coventry and Warwickshire LEP – Updates and progress</b> (Louise Wall) Potentially any LEP work to be done in partnership with Coventry City Council scrutiny members.	13 July 2012	
9.	<b>Residual Waste</b> (Louise Wall, Glenn Fleet) Following up on the recommendations of the TFG.	31 August 2011	
10.	<b>ASB – Updated Strategy and Implementation Plan</b> (Mark Ryder / Paul Hooper) Scheduled before PCC in November.  Key issues are:	13 June 2012	

**Communities Overview and Scrutiny Committee  
Work Programme 2012/13**

Date of meeting	Item	Date of last report	Date of next report
	The impact of the Police and Crime Commissioner, the resources available to partners, tackling aggressive dog ownership (national strategy), and WCC's response to the national requirement for community triggers.		
11.	<p><b>Community Forum Consultation Protocol</b> (Portfolio Holder)</p> <p>Background: The Leader amended delegations to the Portfolio Holder for Transport and Highways in relation to contested traffic orders so that the Portfolio Holder must consult the local member before making a decision but that the requirement that he 'must' consult the community forum should be removed. A working protocol will be developed to help define those circumstances in which applications should be referred to the Community Forums.</p> <p>Once the working protocol is drafted (for deciding which issues are taken to Community Forums) the Portfolio Holder will bring it to Communities O&amp;S to get comments and buy-in from members.</p>	N/A	N/A