Report for: ACTION



Contains Confidential or Exempt Information	NO - Part I
Title	Delivering Differently - Future Delivery of Debt Recovery Enforcement Services
Responsible Officer(s)	Simon Fletcher, Strategic Director of Operations and Customer Services
Contact officer, job title and phone number	Andy Jeffs, Head of Revenues and Benefits and Deputy Director of Operations and Customer Services, 01628 796527
Member reporting	Cllr Hill
For Consideration By	Cabinet
Date to be Considered	27 October 2016
Implementation Date if	1 April 2017
Not Called In	
Affected Wards	All

REPORT SUMMARY

- In June 2016, as part of the Operations and Customer Services 'Delivering Differently' programme, Cabinet received a proposal and approved in principle, the development of a company joint venture with a commercial partner for the provision and trading of Revenues and Benefits services, including Debt Recovery and Enforcement.
- 2. The Royal Borough of Windsor and Maidenhead currently utilises the services of a number of external Enforcement Agents for collection of its unpaid Council Tax, Business Rates and Parking Debt. A number of authorities have successfully established commercially traded Debt Recovery Enforcement Services, as a means to developing new revenue streams and to further support those residents with debt.
- 3. This paper proposes the creation of a new Debt Recovery Enforcement Service, branded as Thames Valley Enforcement Agency, through our commercial trading arm, RBWM Commercial Services from 1st April 2017.
- 4. In the three financial years 2017-18 to 2019-20, £423,000 of new income (before tax) would be generated for the Council by RBWM Commercial Services from the new Debt Recovery and Enforcement service. In addition savings of £132,000 would be generated. (See Appendix A).

If recommendations are adopted, how will residents benefit?				
Benefits to residents and reasons why they will benefit	Dates by which residents can expect to notice a difference			
Vulnerable people or those who have smaller debts will be supported through the council owning the process.	31 March 2018			
2. New income in the region of £423,000 would be generated for the Council from RBWM Commercial Services from 2017-18 to 2019-20, along with £132,000 in savings allowing the Council to invest this in services for residents.	31 March 2018			
 An additional 4 FTE roles would be created in RBWM Commercial Services offering additional employment opportunities. 	31 March 2017			

1. DETAILS OF RECOMMENDATIONS

RECOMMENDATION: That Cabinet:

- i. Approves the creation of a Debt Recovery Enforcement Service, Thames Valley Enforcement Agency, from 1st April 2017, in RBWM Commercial Services.
- ii. Approves a start-up loan of £114,000 to RBWM Commercial Services, required to set-up the Debt Recovery Enforcement service, and for this to be funded from the Development Fund.
- iii. Delegates authority to the Strategic Director of Operations and Customer Service, in conjunction with the Lead Member for Customer & Business Services (including IT), to take all appropriate steps to set-up the council's new Debt Recovery Enforcement Services in RBWM Commercial Services in accordance with statutory requirements.

2. REASON FOR RECOMMENDATION(S) AND OPTIONS CONSIDERED

Changes to Bailiff Services and Fee Structures

- 2.1. The Tribunal, Courts and Enforcement Act 2013 abolished all existing powers to use common law distress. The term 'Bailiff' was no longer used and instead Enforcement Agents (the new term to describe those carrying out the work) take control of goods when debts are outstanding.
- 2.2. Enforcement Agents are regulated in order to improve public perceptions of how they operate. The rules of operation and fee structure were also made clearer so that the public knew their rights and to ensure Enforcement Agents could not abuse their powers.
- 2.3. The Taking Control of Goods Regulations (S1 2013/1894) detail the procedure by which goods can be seized in order to obtain payment of money owed. The government's policy intention in clearly setting out the process is to ensure Enforcement Agents do not misrepresent their power, overcharge debtors and indulge in aggressive behaviour.

- 2.4. Under the present scheme, only a Certificated Enforcement Agent can enforce a Liability Order obtained in a Magistrates' Court and it must be administered in accordance with the Council Tax Administration and Enforcement/National Non-Domestic Rates Regulations. These regulations detail the way in which the Liability Order must be executed and the way in which fees charged must be detailed.
- 2.5. The Taking Control of Goods (Fees) Regulations 2014 introduces the following fee structure:
 - i. Compliance Stage £75 which is the fee for notifying the debtor
 - ii. Enforcement Stage £235 which is the cost of a visit
 - iii. Sale or Disposal Stage £110 which is for removal and sale of goods
- 2.6. Where a debt is greater than £1,500 a 7.5% fee is added to Enforcement and Sale Fees. The Enforcement process ensures there is a timely interval between Compliance and Enforcement Stages to allow time for the debtor to make payment or proposals for payment. The new regulations also make time restrictions on processing the Liability Order in the Enforcement Stage of 12 months.

Current Debt Recovery Enforcement

- 2.7. The Council currently undertakes its own Debt Recovery Enforcement utilising the services of Enforcement Agencies (formerly Bailiffs) for collection of unpaid Business Rates, Council Tax and Parking Debt.
- 2.8. The Council uses two main Enforcement Agencies at present, Rundles and Jacobs, however, recently the Council has used to a lessor extent Ross and Roberts and Bristow and Suitor.
- 2.9. In 2014-15 3,480 cases with a total debt of £2,852,000 were passed to Enforcement Agencies to recover. Of this amount £1,042,000 was collected, split £594,000 in Council Tax, £401,000 in Business Rates and £47,000 for unpaid Parking Warrants. In 2015-16 the numbers were fairly similar.
- 2.10. This collection equated to 52.5% of Council Tax, 36% of Business Rates, and 42% of all Parking Enforcement.
- 2.11. The Enforcement Agencies earnt between c£500,000 to £575,000 in fees and interest from the Council's residents from collecting the debt.

Future Provision of Debt Recovery Enforcement

2.12. As part of the Operations and Customer Services 'Delivering Differently' programme, Cabinet received a proposal and approved in principle, the development of a company joint venture with a commercial partner for the provision and trading of Revenues and Benefits services, including Debt Recovery and Enforcement. Further work is required before a full proposal to create a company joint venture can be brought forward; an important first step though is the creation of a debt recovery service

- 2.13. The total projected savings/income generation for Revenues and Benefits in 2017-18 within the June Cabinet paper were £400,000. The creation of a Debt Recovery Enforcement service in RBWM Commercial Services would deliver £166,000, £122,000 in new income and £44,000 in savings.
- 2.14. A separate paper also before October Cabinet on a proposal to remove the 1-month empty and unfurnished exemption will generate a annual increase in Council Tax collection of £325,000, of which, the council will retain £267,000, and a annual reduction in the cost of administering Council Tax collection of £25,000.
- 2.15. As stated, a number of authorities have successfully established a commercially traded enforcement service, for example Merton and Sutton (as a shared service) and Burnley.
- 2.16. Others such as Poole, Christchurch, East Dorset, North Dorset (as Stour Valley and Poole Partnership), Breckland, East Cambridgeshire, Forest Heath, Fenland, St Edmundsbury, Suffolk Coastal District and Waveney (as the Anglia Revenues Partnership) and Weymouth & Portland together with West Dorset have created entities managing the entire revenues and benefits service on a shared basis of which enforcement is a part.
- 2.17. It is recommended that we create a new Council Debt Recovery and Enforcement Service, Thames Valley Enforcement Agency, that would manage the three stages of Enforcement, the Compliance Stage, the Enforcement Stage and the Sale or Disposal Stage.
- 2.18. This would be a natural progression of the Local Taxation service, which in 2015/16 successfully collected more Council Tax and Business Rates in-year than at any time in our history previously. As a service, we have also successfully supported a reduction in overall 'debt' owed to the Council from £20.1 million to £11.3 million from 2013-14 to date.
- 2.19. In placing Debt Recovery and Enforcement in RBWM Commercial Services the Council would manage the debt collection process from raising the charge through to collection of the debt. Doing this would allow the Council more control over the entire collection and Enforcement process and therefore for us to be able to provide more support to those customers considered vulnerable or had 'smaller' debts to pay as a result of them receiving up to 90% under the Localised Council Tax Reduction Scheme.
- 2.20. Once the new service is up and running RBWM Commercial Services could offer Debt Recovery and Enforcement Services to other neighbouring Councils. Soft market testing suggests there is a market for this service, and legal advice suggests it should therefore sit in RBWM Commercial Services, and not be brought in house.
- 2.21. Alternatively, the Council could look for a JV partner at some point in the future to run these services using their expertise to trade them externally.

Provision and Funding for a Debt Recovery and Enforcement Service

- 2.22. It is anticipated that the Debt Recovery and Enforcement Service would actively enforce 2,028 of the 4,575 Liability Orders for Council Tax and Business Rates, and 1,452 for Parking Warrants. It is estimated that this level of activity would generate between £500,000 and £575,000 in new fee income and the application of interest as based on the incumbent Enforcement Agents level of performance.
- 2.23. In order to service this level of activity we would need to recruit two experienced Enforcement Agents and two Business Services Officers to handle the Compliance Stage and to manage the workload of the Enforcement Agents. These would be newly recruited staff and TUPE from existing Enforcement Agents would not apply.
- 2.24. The new team would be managed by the current Head of Revenues and Benefits and the Debt Recovery Team leader.
- 2.25. RBWM Commercial Services would need to have an appropriate structure and facilities in place to be able to manage, recruit and pay the new people, along with all other requirements of a business such as IT, finance etc.
- 2.26. The new Enforcement Agents would need to be certificated by the County Court, and have appropriate bonds/insurance in place.
- 2.27. The operation would need to train all staff employed and the new business would require its own identifiable website, call handling capability and appropriate software/mobile technology to handle customer enquiries and payments and to support visiting Enforcement Agents etc.
- 2.28. In 2016-17 start-up costs (a loan which it is assumed would be repaid to the Council) of £114,000 would be required to facilitate the purchase of equipment and to set-up the Enforcement Agency. The proposal is that this is funded from the Development Fund. The 2016-17 start-up costs will cover management costs, purchase and implementation of enforcement software, County Court Bonds and IT.
- 2.29. In the three financial years 2017-18 to 2019-20 £423,000 of new income would be generated by RBWM Commercial Services. In addition £132,000 in savings would be generated. (See Appendix A)

Options Considered

2.30. The following options have been considered:

Option	Comments
Carry on with the existing	The contracts for the current services are
external Debt Recovery and	being delivered on a rolling 12-monthly
Enforcement Services – Not	basis and would need to be re-tendered
recommended	
Re-tender the current Debt	This would provide the Council with the
Recovery and Enforcement	existing services only
Services – Not recommended	

Option	Comments
Bring Debt Recovery and	This would provide the Council with greater
Enforcement Services back in	control of the Billing to Enforcement of
house into the commercial	Debt Collection for Council Tax, Business
trading arm of the Council from	Rates and Parking and provide new
1 st April 2017 – This is the	income of £423,000 to the council from
recommended option	2017-18 to 2019-20, along with £132,000
_	in savings.

3. KEY IMPLICATIONS

3.1. The defined outcomes are:

Defined Outcomes	Unmet	Met	Exceeded	Significantly Exceeded	Date they should be delivered by
Year 1 payment	<£122,000	£122,000	>£122,000 <135,000	>£135,000	31 March 2018
Council Tax collection delivered	<99%	99%	>99% <99.2%	99.2%	31 March 2018
Business Rates collection delivered	<98.8%	98.8%	>98.8% <99%	99%	31 March 2018

4. FINANCIAL DETAILS

- 4.1. In 2016-17 start-up costs of £114,000 would be required to facilitate the purchase of equipment and to set-up the Enforcement Agency. The proposal is that this is funded from the Development Fund. The 2016-17 start-up costs will cover management costs, purchase and implementation of enforcement software, County Court Bonds and IT.
- 4.2. The estimated new income (before taxation) generated from RBWM Commercial Services for Debt Recovery and Enforcement is £423,000 between 2017-18 and 2018-19. The estimated savings over this period are £132,000 (see Appendix A):

	2017/18	2018/19	2019/20
Income	£122,000		£57,000
Revenue	£44,000		

4.3. The table below shows the gross income, cost and net financial contribution.

	2016/17	2017/18	2018/19	2019/20
Gross Income	£114,000	£500,000	£500,000	£500,000
Expenditure	£114,000	£321,000	£321,000	£321,000
Profit before tax	£0	£179,000	£179,000	£179,000
Savings	£0	£44,000	£44,000	£44,000
Loan Repayment	£0	-£57,000	-£57,000	£0
Net financial contribution	£0	£166,000	£166,000	£223,000

5. LEGAL IMPLICATIONS

5.1. Save as indicated in the report there are no other immediate significant other legal implications though future implementation may give rise to further legal consideration.

6. VALUE FOR MONEY

- 6.1. In 2016-17 start-up costs of £114,000 would be required to facilitate the purchase of equipment and to set-up the Enforcement Agency. The proposal is that this is funded from the Development Fund. The 2016-17 start-up costs will cover management costs, purchase and implementation of enforcement software, County Court Bonds and IT.
- 6.2. In the three financial years to 2019-20 £423,000 (before taxation) of new income would be paid to the Council by RBWM Commercial Services. In addition £132,000 in savings would be generated.
- 6.3. The exact mechanism for the money coming back to the council from Commercial Services will be confirmed prior to the start of the new service.

7. SUSTAINABILITY IMPACT APPRAISAL

7.1. There are no direct sustainability implications to what is contained in this report.

8. RISK MANAGEMENT

Potential Issues and Risks

- 8.1. Enforcement Agencies carry a reputational risk and as such many authorities and other organisations prefer that they operate at 'arms' length.
- 8.2. Whilst a number of Councils have seen improved collection rates from bringing the service back in house (with Merton for example seeing collection rates improve from 31% to 56.8% for Council Tax and Business Rates and 31.5% for Parking) this improvement level is not guaranteed. It should be noted, however, the current Council collection rate is 52.5% for Council Tax and 42% for Parking.

- 8.3. Given the nature of the industry, legal compliance is important and ensuring the company keeps abreast of legal developments and issues is of paramount importance.
- 8.4. The quality and experience of staff used in a front facing and sensitive environment is essential and, therefore, recruitment/retention of good quality staff together with investment in appropriate levels of training is essential.
- 8.5. One of the government's policy intentions in modifying the legislation was to deter creditors from engaging in unnecessary enforcement action in favour of a stronger focus on the compliance stage. Provision of a modern service requires the ability to invest in supporting technology such as SMS texting, identifying mobile numbers, address searches and effective call centre services to increase customer contact, including out of normal working hours, at the Compliance Stage.
- 8.6. Debt Recovery and Enforcement Services are a specialist service and large Enforcement Agencies have wider resources, continually investing in improving their enforcement activity as it is their core business. There is an argument that the Council, in carrying out this work alongside a wider range of Revenues and Benefits activities, is to small to provide this service economically and efficiently in isolation. In order for the service to have the necessary resilience and investment capability it may need to scale up and gain work from other Councils.
- 8.7. The Council currently does not have any experience of establishing a Debt Recovery and Enforcement business; however it does have a number of staff who have experience of running these services.
- 8.8. Whilst third party Enforcement Agencies are providing the services, current activity is being managed on a rolling contractual basis and any handover would need to be handled sensitively to avoid any loss of income during the transition. No contract termination issues are envisaged.
- 8.9. The following key risks have been identified:

Risks	Uncontrolled Risk	Controls	Controlled Risk
Complaints and negative press	Public relations potentially damaged	Clear and constant communications about advantages of having the service in house	No impact on public relations
Current levels of collection are not maintained during the establishing of the in-house service	Potential drop in collection rates	Project must be properly resourced and managed. Enforcement already in progress with existing suppliers remains in place.	No detrimental impact on collection rates.

9. LINKS TO STRATEGIC OBJECTIVES

9.1. Bringing Debt Recovery and Enforcement services into Commercial Services best aligns with the strategic priority to "deliver together". A key outcome of this priority is "To improve service delivery by implementing, and benchmarking against, best practice learned internally, nationally and internationally as well as exploring ways of delivering services differently to improve outcomes for residents. This paper demonstrates that other local authorities have successfully established this, learning from their success in taking this proposal forward. This is also an example of how the council is actively exploring ways of delivering services differently to improve outcomes for residents, for instance by having greater discretion on a case by case basis about whether or not we would charge fees – a choice we currently do not have.

10. EQUALITIES, HUMAN RIGHTS AND COMMUNITY COHESION

- 10.1. It is not possible to demonstrate that the impact of bringing in-house Debt Recovery and Enforcement Services will bear any relevance to the Equality Duty, or that persons affected are impacted to any disproportionate degree on the basis of having protected characteristics.
- 10.2. The assessment therefore concludes that the recommendations to bring in-house Debt Recovery and Enforcement Services cannot be shown to affect people with protected characteristics or the Equality Duty, they are assessed as equality-neutral and a further Equality Impact Assessment is not required at this time.

11. STAFFING/WORKFORCE AND ACCOMMODATION IMPLICATIONS

- 11.1. If the new Debt Recovery and Enforcement Service is brought into RBWM Commercial Services this will lead to the creation of 2 FTE Enforcement Agent roles and 2 FTE Business Service Officer roles.
- 11.2. The team would be managed by the current Head of Revenues and Benefits and the Debt Recovery team leader.

12. PROPERTY AND ASSETS

12.1. Other than those mentioned in the report there are no other significant property or assets.

13. ANY OTHER IMPLICATIONS

13.1. It is assumed that the new Debt Recovery and Enforcement service will be managed by the Head of Revenues and Benefits and Debt Recovery Team Leader.

14. CONSULTATION

- 14.1. Corporate Services Overview and Scrutiny Panel are yet consider this paper.
- 14.2. No external consultation has been carried out.

15. TIMETABLE FOR IMPLEMENTATION

- 15.1. A full implementation plan is contained in Appendix B.
- 15.2. The following table shows the key stages and deadlines for implementing the recommendation:

Date	Details
27/10/2016	Recommendation to Cabinet for approval
December 2016	Procurement of Software & Payment System
December 2016	Procurement of out of borough/overflow Enforcement
	Services
March 2017	Recruitment of new staff
March 2017	Communication of changes
01/04/2017	In-house Debt Recovery and Enforcement Service goes live
	in RBWM Commercial Services
June 2017	First 2017-18 Liability Orders actioned

16. APPENDICES

16.1. Appendix A – Benefits Analysis – Debt Recovery Enforcement Appendix B – Implementation Plan

17. BACKGROUND INFORMATION

17.1. None

18. CONSULTATION (MANDATORY)

Name of consultee	Post held and Department	Date sent	Date received	See comments in paragraph:
Internal				
Cllr Hill	Lead Member	28/09/16	29/09/16	
Cllr Saunders	Lead Member	29/09/16	29/09/16	
	Finance			
Simon	Strategic Director	21/09/16	27/09/16	
Fletcher	Operations and			
	Customer Services			
Alison	Managing Director &	29/09/16	29/09/16	
Alexander	Strategic Director of			

Name of consultee	Post held and Department	Date sent	Date received	See comments in paragraph:
	Adult, Children and Health Services			
Russell O'Keefe	Strategic Director of Corporate and Community Services	29/09/16	29/09/16	
Rob Stubbs	Head of Finance and Deputy Director of Corporate and Community Services	29/09/16	29/09/16	
Terry Baldwin	Head of HR	29/09/16	29/09/16	

REPORT HISTORY

Decision type:	Urgency item?
Key decision	No

Full name of report author	Job title	Full contact no:
Andy Jeffs	Head of Revenues & Benefits and Deputy Director of Operations and Customer Services	01628 796527

Appendix A - Debt Recovery Enforcement

P/L (£)

Income	Description	2016/17	2017/18	2018/19	2019/20
Income	Income generated by Debt Collection service from fees	0	500,000	500,000	500,000
Income	Payment from Development Fund	114,000			
Total Gross Income		114,000	500,000	500,000	500,000

Expenditure		2016/17	2017/18	2018/19	2019/20
Head of Service	Management cost of delivering service (cost transferred from R&B)	11,000	22,000	22,000	22,000
Team Leader	Management cost of delivering service (cost transferred from R&B)	11,000	22,000	22,000	22,000
Purchase of Enforcement Software	Year 1 cost plus set-up and installation	40,000	0	0	0
Purchase of Equipment	Year 1 cost plus set-up and installation	20,000	0	0	0
Staff Costs	2 x Debt Recovery Officers plus 2 x Enforcement Agents	0	160,000	160,000	160,000
Training Costs	Enforcement training	2,000	2,000	2,000	2,000
Bonds	Year 1 cost only	20,000	0	0	0
Maintenance Costs	System cost and telephony	0	65,000	65,000	65,000
Support Costs	Vans Leasing/Storage of removed goods/payroll etc.	0	20,000	20,000	20,000
Running Costs	Insurance, mobiles, fuel etc	0	20,000	20,000	20,000
Accommodation	Office and IT	10,000	10,000	10,000	10,000
Total Operating Expenditure		114,000	321,000	321,000	321,000

Profit before taxation	0	179,000	179,000	179,000

Cash Flow (£)

Opening Cash Balance	114,000	179,000	122,000	244,000
Loan Repayment	0	-57,000	-57,000	0
Closing Cash Balance	0	122,000	244,000	423,000

Appendix B – Draft Implementation Plan

Action	By when	By who	Comment / Progress
General			
Join the Civil Enforcement Association (Civea), including signing up to	31/03/17	Debt	
their Code of Practice		Recovery	
Agree location for business including cost / funding or recharge models	31/12/16	Debt	
		Recovery	
Procure enforcement software	31/12/16	Debt	
		Recovery	
Set-up telephony / phone service	31/03/17	Debt	
		Recovery	
Set-up billing and payment systems	31/03/17	Debt	
		Recovery	
Set-up Web site	31/03/17	Debt	
		Recovery	
Communicate changes	31/12/16	Debt	
		Recovery	
Set-up enforcement letters	31/03/17	Debt	
		recovery	
Lodge bonds with the court	31/03/17	Debt	
		Recovery	
Procure out of borough and overflow enforcement services	31/03/17	Andy Jeffs	
Give notice to existing Enforcement providers	31/12/16	Andy Jeffs	
Lease vans for enforcement agents	31/03/17	Debt	
		Recovery	
Procure personal body cameras	31/03/17	Debt	
		Recovery	
Procure mobile technology	31/03/17	Debt	
		Recovery	
Procure stab vests	31/03/17	Debt	
		Recovery	

Staffing / HR Structure			
Agree HR support provider (RBWM or external)	31/12/16	Andy Jeffs	
Draft job descriptions	31/12/16	Debt Recovery	
Undertake recruitment of Enforcement Agents	31/03/17	Debt Recovery	
Appoint Business Service Officers	31/03/17	Debt Recovery	
Set-up Payroll / PAYE	31/03/17	Debt Recovery	
Set-up admitted body status pension scheme	31/03/17	Debt Recovery	
Define people policies	31/03/17	Debt Recovery	
IT structure			
Agree IT support service provider (RBWM or external)	31/12/16	Andy Jeffs	
Purchase and set-up website and point of sale system (software)	31/12/16	Debt Recovery	
Set-up company email account	31/03/17	Debt Recovery	
Agree access to council required systems	31/12/16	Debt Recovery	
Company Structure		,	
Choose a name for the new business activity	Complete	Andy Jeffs	Thames Valley Enforcement Agency
Register new business activity – Companies House	31/12/16	Andy Jeffs	
Confirm 'agreements' between the Council and the Company:	31/12/16	Andy Jeffs	
The Council is likely to need, these tend to include: a) Articles of association b) Shareholders agreement c) Services agreement			
d) Support services agreement for services from the Council to the	ne		

of Directors
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¹ for the purposes of section 174 of the Local Government Act 1972 ² by section 2 of the Local Government Act 1986

³ for the discharge of any function under Part III of the Local Government Finance Act 1982; Audit Commission is now replaced by Public Sector Audit Appointments Limited

 h) Obtain the Audit Commission⁴'s consent before the Company appoints an auditor. i) Pass a resolution to remove a director who becomes disqualified as a member of the Council for any reason (other than because he or she is employed by the Council and/or company) 			
Finance structure			
Appoint accountancy support (RBWM or external)	31/12/16	Andy Jeffs	
Open bank account for company (same bank as RBWM)	31/12/16	Andy Jeffs	
Purchase insurance (Public/General liability insurance etc)	31/03/17	Debt	
		Recovery	
Agree pension provision to be offered to employees of the company	31/12/16	Andy Jeffs	
Understand corporation tax / VAT implications	31/03/17	Andy Jeffs	

⁴ Now replaced by Public Sector Audit Appointments Limited