



Gangmasters
Licensing Authority

GLA Corporate Plan

1 April 2007 to 31 March 2010





I. Chairman's Foreword

This is the second corporate plan produced by the Gangmasters Licensing Authority (GLA). It covers the 3-year period from 1 April 2007 to 31 March 2010.

In the usual way, the plan sets out the vision for the Authority, the underpinning objectives, and the indicators and targets that are designed to deliver the objectives in a measurable way.

This is the third year since the GLA formed. The first two years have seen the Authority setting itself up. The first year was aimed at allowing the Authority to invite applications for licences from 6 April 2006. In its second year the Authority received and processed the roughly 1,000 applications that had been anticipated, extended the areas covered by licensing to include shellfish gathering, and put in place the compliance and enforcement capabilities necessary to enforce the Act. The third year – the first year of this plan – is thus the first year in which the Authority is fully operational.

I have 3 main aims for the GLA during the next 3 years. My immediate aim is that the GLA should make its mark on the labour-providing industry through successful enforcement of the Gangmasters Licensing Act. At the same time I want the GLA to become more effective and efficient as a business. And finally, I want the GLA to move to the HSE in accordance with the Hampton Report recommendation that it should do so. These aims are reflected in this plan, which I commend to the GLA Board.



A handwritten signature in black ink, appearing to read 'Paul Whitehouse', written over a white background.

Paul Whitehouse
Chairman

2. Background

The Gangmasters Licensing Authority (GLA) was formed in April 2005 under the Gangmasters (Licensing) Act 2004, shortly after the Morecambe Bay tragedy.

The objectives of the Act are to:

- end exploitation of workers in the agriculture (which includes forestry), horticulture, shellfish gathering and associated processing and packaging industries
- curb the exploitative and other illegal activities of labour providers
- increase Exchequer revenues by promoting employment of legitimate workers
- promote fair competition amongst labour providers
- identify and take action against labour providers operating without a licence.

Prior to the Act becoming law, a group comprising major retailers, growers, suppliers, labour providers and trade unions, set up the Temporary Labour Working Group (TLWG). The TLWG was convened by the Ethical Trading Initiative (ETI), with co-operation from government. The TLWG developed a set of minimum standards for labour providers – the TLWG Code. The GLA Licensing Standards are based on the Code.

3. The Scope of Licensing

The GLA is required to establish a UK wide licensing scheme and create a register for gangmasters operating in agriculture, horticulture and shellfish gathering and associated processing and packaging industries.

The statutory functions and powers of the Authority are set out in sections 1 and 8 of the Act and are also prescribed in regulations. The duties of the Authority relate to:

- the consideration of applications
- the issue of licences to gangmasters and
- taking compliance action when licence conditions have been breached.

All labour providers who supply workers to agriculture, horticulture and the related food processing and packaging industries were required to be licensed by 1 October 2006. The exclusions to this are set out in the Gangmasters (Exclusions) Regulations 2006 and cover specialist activities such as the use of machinery to carry out agricultural work and farmer to farmer loans. Those employment agencies which supply workers within this sector to a labour user for a permanent position will also require a licence.

Overseas labour providers also require a licence if they supply workers in the regulated sectors to the UK. Supply is taken to have a wide meaning and so we have advised overseas labour providers to contact the GLA to discuss if they require a licence. The only exemption to this is those overseas agents who meet the Home Office Guidelines on "The Use of Third Parties/Agents by SAWS Operators". Labour providers who use overseas recruitment agencies in this way to source workers will be considered to be responsible for the agent's actions.

Licensing for those conducting gangmastering activity in the shellfish gathering industry commenced on 1 October 2006. This delay was agreed to allow for further time to be spent on developing a greater understanding of the shellfish industry, as it is intrinsically different from that of agriculture and food processing and packaging.



The main difference is that a gangmaster in this context is someone who uses labour to undertake the gathering of shellfish rather than supplies it. From 6 April 2007, it will be an offence to be unlicensed in the shellfish gathering sector.

Criminal Offences and Enforcement

A range of criminal offences are provided for in the Act. These are designed to deal with unlicensed activity in relation to gangmastering. The offence of acting as an unlicensed gangmaster commenced on 1 October 2006 except in the shellfish gathering sector. The offence of using an unlicensed gangmaster commenced on 1 December 2006. Defra has appointed officers of the Authority to enforce the criminal sanctions in the Act. This is the subject of a separate service level agreement.

4. Status of the Authority

The Authority is classified as an executive Non-Departmental Public Body and does not carry out its functions on behalf of the Crown. Its sponsor department is the Department for Environment, Food and Rural Affairs (Defra). As agriculture and

employment matters are devolved matters, the 2004 Act requires specific arrangements to be undertaken by the Department of Agriculture and Rural Development in Northern Ireland.

5. Mission Statement

The mission of the GLA is to safeguard the welfare and interests of workers as defined by the Act, whilst ensuring labour providers operate within the law.

The mission will be achieved by:

- introducing and operating a system to licence labour providers, including a publicly accessible register;
- effective communication of the legal requirement for labour providers to become licensed, and to operate and remain within the formal economy;
- imposing the least possible burden on labour providers and labour users through efficient and effective processes and procedures;
- developing and promoting standards for best practice in the supply and use of temporary labour, in collaboration with stakeholders;
- checking licence holders for continued compliance with the licence conditions;
- taking enforcement action against those who operate illegally or who for other reasons are judged unfit to hold a licence;
- supporting enforcement of the law, by or in conjunction with the enforcement authorities of other government departments, and others as appropriate, through shared information and joint working;
- maintaining a continuous review of the activities of gangmasters and the effects of the Act and the Authority on them.



6. What We Have Done up to 1 April 2007

The GLA began work on 1 April 2005. It spent the first year preparing for licensing. This involved:

- recruitment of staff
- establishing the office
- working with key stakeholders to gain an understanding of the industry
- identifying strategies for the delivery of licensing
- developing the relevant systems and procedures
- procurement and development of the licensing system and other supporting information systems.

The GLA's second year was dominated by the processing of over 1,200 applications for GLA licences to meet the commencement on 1 October 2006 and 1 December 2006 of the two main offences created under the Act – the supply of labour without a licence, and the use of labour provided by an unlicensed labour provider. In addition, the GLA got its compliance and enforcement capabilities under way.

7. The Regulations

Defra has the lead on the regulations arising from the Act, except in relation to setting the rules for the licensing scheme (section 8). The GLA has determined the licensing conditions and licence fees which were the subject of public consultation before becoming law in April 2006. The licensing conditions were amended from 1 October 2006 to take account of shellfish gathering (The Gangmasters (Licensing Standards) (No2) Rules 2006). They were also amended from 6 April 2007 to reflect the changes in fees for 2007–08. These changes were all the subject of a public consultation.

Defra has been responsible for:

- The Gangmasters (Licensing Authority) Regulations 2005
- The Gangmasters Licensing (Exclusions) Regulations 2006
- The Gangmasters (Appeals) Regulations 2006
- The Reasonable Steps Guidance for Labour Users

The 2004 Act requires the Department of Agriculture and Rural Development in Northern Ireland to make separate legislation in respect of Appeals, Exclusions and Reasonable Steps.

8. The Board of the Authority

Board members have been nominated from organisations across the associated sectors, both industry and government bodies, to represent the full range of views. Their responsibility is to ensure the GLA fulfils its role and complies with the Gangmasters (Licensing Authority) Regulations 2005. The Board is chaired by Paul Whitehouse. There are 19 representative members and 9 ex officio members. A list of the organisations represented on the board is shown at Appendix 1. The Ethical Trading Initiative is permitted to send a representative to any meeting of the Board as an observer. Observers can contribute to the discussion at the invitation of the chair.

The chairman is responsible to the Secretary of State for ensuring that the Board's policies and activities support the wider strategic policies of Defra and for taking reasonable steps to ensure that the Authority's affairs are conducted with probity.

The chairman shares with other Board members the corporate responsibilities set out below, and in particular for ensuring that the Authority fulfils Defra's wider aims and objectives. The Board has a corporate responsibility for ensuring that the Authority fulfils the aims and objectives set by the Secretary of State and for promoting the efficient and effective use of staff and other resources by the Authority.

9. Managing our Business

The chief executive is responsible for the Authority's performance against key targets and to the principal accounting officer on matters relating to the management, regularity and propriety of the GLA and its financial performance. The Board will formally support the chief executive in taking strategic decisions on business objectives, plans and priorities, risks and resource allocations. The Executive Management Board, comprising the senior members of the GLA, is responsible for day to day management and operational decisions. The Audit and Risk Committee will provide the chief executive with advice on the strategic processes for risk, control and governance and the statement on internal control.



10. Achieving And Managing Our Objectives

The Authority contributes to the achievement of the aims, objectives, targets and public service agreements of Defra and, as appropriate, those of other government departments, as well as to wider government initiatives such as those which seek to improve the efficiency, economy and effectiveness of public services.

The GLA will achieve its mission by meeting the organisational objectives set out below. The GLA's objectives are set out in priority order.

Objective 1	Achieving High Level Milestones
This objective focuses on the GLA reaching full operating capability and meeting the requirements for licensing, compliance and enforcement.	
Person Responsible	Chief Executive

Objective 2	Strategic Direction
Now that the GLA is operational, it will develop its understanding of the regulated sector to ensure that it directs its activities where greatest impact will be achieved to raise compliance. This will involve a strategic assessment of the current market and research into the impact of licensing.	
Person Responsible	Chief Executive

Objective 3	Communications
Communications sits at the heart of the success of the GLA. Those covered by the licensing scheme and stakeholders need to have a clear understanding of the requirements of licensing.	
Person Responsible	Director of Policy and Communications

Objective 4	Financial Performance
This objective concerns the financial performance of the GLA and ensuring that it makes the best use of its resources and strives for efficiency. Performance of sustainable operations is also a key area for improvement. We will work with Defra to meet targets for sustainable operations, in particular, energy and water, but also in waste, estate management and procurement.	
Person Responsible	Deputy Chief Executive and Director of Finance

Objective 5	People
The GLA will use the Investors in People methodology to ensure that its staff are well managed. It will focus on recruitment, development and strategies for rewarding staff. Staff will be recruited and employed in accordance with the principles of diversity and equality. liP accreditation will be sought.	
Person Responsible	Deputy Chief Executive and Director of Finance

Objective 6	GLA Performance
This objective is aimed at improving the quality, timeliness and efficiency of licensing, compliance, enforcement and non-operational support processes.	
Person Responsible	Director of Operations

Objective 7	Hampton Implementation
The Hampton review recommended, as part of a series of mergers of small regulators, that the GLA should move from the sponsorship of Defra to the Health and Safety Executive by April 2009.	
Person Responsible	Deputy Chief Executive and Director of Finance

Targets and Measures

The next section describes in detail the activities we will undertake in pursuit of each of these objectives. It sets out the targets and qualitative and quantitative measures that we will use to measure performance.

Objective 1 – Achieving High Level Milestones

This objective sets the framework for the successful introduction of licensing. The key risk is that the GLA does not meet the high level milestones and so licensing, compliance and enforcement are not introduced successfully.

All milestones with the exception of those below have been successfully met. Two High Level Milestones remain.



Target 1.1 Application	Milestone 12: 18 April 2007 When the first licence renewal fee is paid.
Target 1.4 Enforcement & Compliance	Milestone 11: 1 May 2007 When the first successful prosecution under the Act is made.

Objective 2 – Strategic Direction

The interim strategic assessment and control strategy brings together in one top level document the key work which the GLA will have to do to achieve its objectives. It is a key part of our detailed planning process which makes sure that the actions required to achieve our aims can be monitored and measured. It is to be used as a framework for planning and operations. It identifies and prioritises the broad types of activity – the operational themes – that if addressed are most likely to achieve the GLA's objective of curbing exploitation in the industry. Support functions in the GLA should be developed with a clear picture of the labour supply chain in mind. Policy, communications, IT and HR must be organised to support compliance and enforcement operations in a way that multiply their effect.

The Gangmasters (Licensing) Act 2004 requires the Gangmasters Licensing Authority (GLA) to keep under review the activities of labour providers and requires the Secretary of State

to report to Parliament annually on the operation of the Act. The GLA will need to have a comprehensive understanding of the sectors in which labour providers operate, the changing nature of labour provider operations and monitor and assess the effectiveness of the GLA's activities.

The proposed research into the impact of licensing on the labour provider industry is known as the *measuring outcomes review*. It is envisaged that this work will be undertaken through a succession of annual reviews which will cumulatively contribute to the production of a report covering the first three years of the operation of the GLA licensing scheme.

The main risks associated with this objective are that the GLA does not use its resources proficiently as it is unclear about the most efficient and effective ways to end exploitation of workers and how it has met its statutory duty to measure the impact of licensing.

Target 2.1	Strategic Direction
Quantity	Implement the priorities set out in the strategic assessment to be agreed by the Board in April 2007. Review priorities in November 2007 and at 6 monthly intervals thereafter and if required to amend them accordingly.
Quality	An evidence based strategic assessment will provide a clear framework for allocating resources to ensure that the GLA meets its mission statement and stated objectives.
Narrative	As part of developing the licensing scheme, the GLA has collated intelligence about the labour supply industry. Research findings from other organisations have also been compiled. This evidence has enabled it to begin to identify the interventions that will be most effective in meeting the objectives set for the GLA.

Target 2.2	Measuring Outcomes
Quantity	<p>The baseline research should be completed by April 2007 and the first year report completed by August 2007. However, if substantial supplementary, original research is thought to be essential, the April 2007 completion date may be extended by mutual agreement between the GLA and the Researchers.</p> <p>Annual Report completed by July 2008 and 2009.</p> <p>Final report to be produced by September 2009.</p>
Quality	<p>Statistically robust reports that provide the GLA with annual evidence to assess its impact on the industry and the effectiveness of its systems and processes to meet the aims of the Gangmasters (Licensing) Act 2004.</p>
Narrative	<p>This research project will initially set the baseline to establish the extent to which labour providers were not complying with the legislative requirements governing their activities, immediately prior to the beginning of GLA activity (April 2006). It will also provide an assessment of the extent to which the level of compliance has changed between April 2006 to March 2007.</p> <p>A further tendered project will complete the second (April 2007 to March 2008) and third (April 2008 to March 2009) annual reviews in the triennial cycle and the production of a report covering the first three years of the operation of the GLA scheme.</p> <p>The Prime Minister has asked Defra to undertake, in conjunction with the Better Regulation Executive (BRE) and DTI, a post implementation review of the gangmasters licensing scheme one year after its introduction. The purpose of the review is to measure the extent to which the GLA is complying with the principles of better regulation in the way it is implementing, operating and enforcing the licensing scheme.</p> <p>The GLA and Defra have agreed that the measuring outcomes and post-implementation reviews could be commissioned through three discrete research projects:</p> <ul style="list-style-type: none"> ■ establish a baseline of illegal activity and measure the extent of changes in levels of illegal activity in the first year of licensing ■ assess the extent to which the GLA is complying with the principle of better regulation ■ measuring outcomes.

Objective 3 – Effective communications and marketing so that labour providers, labour users and key stakeholders are aware of the licensing scheme and how it affects them.

This objective covers the different aspects of communications and marketing activities. New milestones have been developed from April 2007 to reflect the change from set up to live operations and the need to take a strategic approach to raising the GLA profile. This three year strategy will be reviewed and updated annually.

The key risk is that the GLA will not be seen to have made an impact on the industry if the profile of the GLA is not high.

Target 3.1	External Communications Strategy
Quantity	<p>The GLA External Communications Strategy aims to get specific messages across to individual key stakeholder groups; government, GLA board members, labour providers (gangmasters), labour users and workers, to enable the GLA to better meet its mission and objectives.</p> <p>The Strategy is designed to make better use of the media to position the GLA at the forefront of the debate on worker exploitation so that it can have a voice and is able to champion the ending of worker exploitation more effectively. It will aim to influence key audiences in order to understand what the GLA priorities are and why they have been set. The Strategy will be executed by specific external communication plans.</p> <p>The External Communications Strategy will be updated annually and refocused as GLA priorities change. The July 2005 External Communications Strategy will be reviewed and a new strategy agreed by July 2007.</p>
Quality	<p>The strategy will reflect the GLA mission by: targeting workers to make them aware of their rights; raising awareness of action taken by the GLA to deal with illegal gangmasters and labour users using unlicensed gangmasters, and highlighting compliance action and the impact on the industry.</p>
Narrative	<p>The GLA has now moved on from the implementation stage of the licensing scheme and so the issues for communication have changed. The focus moving forward will be on enforcement, compliance and workers. All the channels used to publicise the GLA and its activities will be monitored to judge the success of each form of delivery. The stakeholder and customer survey will test the effectiveness of these channels.</p>
Target 3.2	Responding to Public Correspondence
Quantity	<p>To submit all draft responses to written PQ's within 3 working days.</p> <p>To submit all draft responses to oral PQ's within agreed deadlines.</p> <p>Correspondence to ministers and members of the public. An initial response will be sent within 5 working days and a full response within 15 working days. If this is impractical, the GLA will send a letter setting out the response timeframe.</p> <p>Freedom of Information and Data Protection enquiries to be responded to within the statutory timescales of 20 working days.</p> <p>Appeals. An initial response will be sent within 5 working days and a full response within 20 working days.</p>
Quality	<p>No more than 5% of enquiries result in further correspondence.</p>
Narrative	<p>The GLA will seek to deal with all correspondence expeditiously and within agreed timescales.</p>

Target 3.3	Application Submission Strategy
Quantity	75% of applications for a gangmasters licence should be made online.
Quality	Applicants chose the web as their preferred option due to ease of use; speed and accessibility as evidenced through feedback. Measuring the effectiveness of the application process will be tested in the stakeholder and customers survey.
Narrative	The GLA offers a fully electronic service so that applicants have the freedom to choose how and when to apply. A quarterly report will be submitted to the EMB to demonstrate the action being proposed and taken in this area.
Target 3.4	Developing External Communications Plans
Quantity	Plans will be drawn up around the priorities set in the External Communications Strategy. Specific communications plans will be designed and implemented concentrating on: <ul style="list-style-type: none"> ■ Securing positive media coverage about the GLA fulfilling its remit as set out in the Act and its mission statement and objectives. The ongoing plan for media coverage will be monitored and reviewed and a new plan agreed by the end of September 2007. ■ Workers knowing what their rights are and that they have safe and secure ways of reporting abuse and exploitation either individually or by means of voluntary agencies which deal with indigenous and migrant workers. The July 2006 workers communication plan will be reviewed and modified in July 2007. ■ Information obtained from compliance and intelligence to labour providers and users informing them of any information that would affect the way they conduct their business. The ongoing campaign of distributing this information will be reviewed in September 2007 and a new plan produced. ■ Publicity is well co-ordinated around enforcement actions so that the public, stakeholders, labour providers and users are continuously informed of success in stamping out bad practice and prosecuting illegal activity. This ongoing campaign will be reviewed in July and formalised into a new plan for September 2007. ■ An ongoing “name and shame” campaign which relates to refusal and revocation of licences so that stakeholders, labour providers and users know against whom and where the GLA has taken action. This will be reviewed in September 2007. ■ Overseas agents and labour providers and workers having access to GLA information in languages of the country from which they trade or emigrate. The December 2006 Overseas Labour Providers Communications Strategy will be reviewed in December 2007. The ongoing overseas workers communication campaign will be updated and formalised into a plan by the end of June 2007.

Target 3.4 continues on next page

Quantity	<p>These plans will be implemented through:</p> <ul style="list-style-type: none"> ■ brochures, leaflets and information “postcards” distributed within the UK and overseas ■ newsletters ■ the GLA website and links to stakeholder and customer websites both within the UK and overseas ■ attendance at overseas job fairs ■ making contact and using British embassies abroad as a means of distribution ■ articles in the trade press and print and broadcast media ■ local commercial radio advertising campaigns ■ speeches and interviews by the chairman and chief executive.
Quality	<p>Each plan will identify the prime communication channel and key products to be delivered within the identified marketing budget. They will be written in plain English and include objectives and success measures.</p>
Narrative	<p>The effectiveness of these plans will be measured by:</p> <ul style="list-style-type: none"> ■ 80% of news articles and broadcast media coverage will be “positive” to “neutral”. ■ That 90% of labour providers and labour users know what the GLA does and the powers it possesses. ■ In any market, undertaken, 60% of those polled should know who and what the GLA does. ■ 60% of the major stakeholders who deal with indigenous and migrant workers are satisfied with the help and information the GLA provides. ■ That 80% of the print and news media contacts are satisfied with the service they get from the GLA media team. <p>Progress against each plan will be monitored at monthly planning meetings.</p>



Target 3.5	Customer and Stakeholder Feedback
Quantity	<p>The GLA wants to make it easy for its customers to do business with it and help them comply with regulations and the law. It wants a better insight into customer and stakeholder needs, to gauge the effectiveness of all aspects of its activities which interact with customers and stakeholders and improve those which are ineffective.</p> <p>To deliver a survey on customer and stakeholder views of the GLA's performance by 31 March 2008.</p> <p>To provide a regular forum for users of GLA services to raise issues for discussion.</p> <p>To inform the Corporate Plan for 2008–11.</p>
Quality	<p>The survey will meet industry guidelines for conducting customer feedback.</p> <p>The minutes and agenda for the user forum to be available on the GLA website.</p>
Narrative	<p>The GLA will survey a variety of stakeholders including licence holders, labour users and workers to elicit information on all aspects of the GLA's performance so that problems which are highlighted can be addressed and customer satisfaction levels improved. In particular, it will explore improvements to the two-way flow of information between the GLA and workers.</p> <p>The effectiveness of the communications channels used to publicise the GLA and its activities will also be included and surveyed.</p> <p>To test the most effective ways of obtaining accurate and robust information a pilot survey will be undertaken by the end of July 2007. The full modified survey will be completed and analysed by the end of October 2007. The results of the survey and the recommendations which emerge will be considered by the EMB by the middle of December.</p> <p>Recommendations for change will be put to the January 2008 Board.</p> <p>In any stakeholder and customers research 60% will be satisfied with the services provided by the GLA.</p>



Objective 4 – Financial Performance

To ensure that the GLA operates in the most effective and efficient manner. That is to say that the overhead burden suffered by the organisation is kept to an absolute minimum at all times.

Following the conclusion of the public consultation it is intended that the GLA will operate on a full cost recovery basis. That is to say that the annual operating costs of the Authority will be covered in full by licence fees

received. Therefore, the major risk that the GLA will face is that it may not issue enough licences to ensure full cost recovery. If this licence income fails to cover full operating costs, the GLA will implement contingency action which would restore full cost recovery over a period agreed with Defra but will not compromise target 4.1 below.

Target 4.1	The GLA will continue to operate on an effective and efficient basis to ensure that no undue financial burden is imposed on licence payers.
Quantity	The licence fee is kept to the lowest possible economic level.
Quality	Licence fees are not seen as a barrier to entry by the marketplace.
Narrative	<p>By July 2007 the GLA will identify a measure of the regulatory burden imposed on industry as a result of its activities.</p> <p>This will be achieved by reference to Defra who has undertaken some work in this area. In addition the views of The Better Regulation Executive will be sought to confirm these findings.</p> <p>By October 2007 the GLA will develop the terms of reference for a study (to be conducted by external resources) to set baselines and develop targets for achievement during 2008–9. This is likely to involve a series of proposals and recommendations for implementation throughout 2008–9.</p> <p>The GLA operates on a full cost recovery.</p>
Target 4.2	The GLA will implement any agreed recommendations emanating from the December 2006 VFM study which will require implementation during the period of the Corporate Plan.
Quantity	<p>The recommendations will be assessed for budgetary impact and operational effectiveness before the agreement of an implementation timetable and plan.</p> <p>The following milestones are scheduled to monitor this target:</p> <ul style="list-style-type: none"> ■ Report received from Defra Internal Audit April 2007 ■ Recommendations agreed by EMB May 2007 ■ All proposals implemented August 2007 <p>(or as may be directed by the VFM study)</p>
Quality	The GLA has the right number of directorates with the right number of people within the directorates, to ensure that there is an appropriate balance between resources and responsibilities.
Narrative	The GLA will implement the recommendations of the VFM study.

Target 4.3	The GLA will continue to strive to reduce the unit cost of issued licences.
Quantity	<p>The GLA will produce a strategic plan that seeks to reduce the operating costs of the Authority (excluding pay inflation) by at least 2% per annum.</p> <p>The following milestones are scheduled to monitor this target:</p> <ul style="list-style-type: none"> ■ Baseline agreed for 2006–7 (currently being pursued as an action item for ARC) April 2007 ■ Measurement to commence on a monthly basis in the Monthly Summary Performance Report May 2007
Quality	Any reduction will have minimal or no effect on the GLA's key objectives.
Narrative	In order to keep unit costs to the optimum level, the GLA will aim to process more licences for the same costs or the same number of licences for a reduced cost.
Target 4.4	The GLA will keep under constant review any areas that are perceived to be appropriate to maximise its miscellaneous income from receipts other than licence fees.
Quantity	Any income generation scheme would only be the result of a fully costed and agreed business case to ensure financial propriety.
Quality	Income generation will never be to the detriment of core business.
Narrative	<p>A quarterly report will be submitted to the EMB detailing options for consideration and an action plan (if necessary) to convert such options into schemes.</p> <p>It is expected that over the next three years GLA directors will investigate a range of business cases for income generation.</p>
Target 4.5	To promote sustainable development within the work of the GLA, and to improve sustainable development performance in our operations.
Quantity	<p>Implement actions contained in the GLA's sustainable development action plan.</p> <p>A quarterly report will be submitted to the EMB to demonstrate the action being proposed and taken in this area.</p>
Quality	<p>By implementing sustainable development throughout our business, the GLA will benefit by:</p> <ul style="list-style-type: none"> ■ demonstrating to stakeholders, customers and staff that the GLA is environmentally, socially and economically responsible ■ reducing the environmental impact of its activities ■ working efficiently (procure less, use less, waste less) ■ meeting the UK government sustainable development strategy commitments. <p>New contracts with suppliers are monitored for sustainable development.</p>
Narrative	<p>NDPB's are not covered by the requirement to produce and implement a sustainable development action plan. However, as the lead department is the GLA's sponsor department, the GLA takes its sustainability responsibilities seriously and has endorsed the implementation of a plan.</p> <p>It is recognised that specific measurement is difficult in this area and GLA staff will consult within wider Defra networks, by December 2007, to determine a set of measures that may be appropriate.</p>

Objective 5 – People

This objective covers the recruitment, development and treatment of staff. If the GLA fails to recruit and retain appropriate staff then

there is a risk that the GLA will not meet the requirements of the Act.

Target 5.1	To ensure that the GLA is staffed appropriately to meet its business objectives. The situation will be reviewed in 2007–8 based on findings of the VFM study.
Quantity	The GLA staffing levels are as agreed in the HR strategy which will be informed by the VFM study.
Quality	The GLA will strive to have the right people with the right skills in the right jobs in the right places.
Narrative	<p>The GLA will carry out its recruitment in line with its HR strategy and ensure that it has appropriate staffing levels.</p> <p>A monthly table, by directorate, will form part of the Monthly Summary Performance Report and will identify (by headcount) budgeted staff numbers, actual staff numbers, variances and comments regarding variances (where appropriate).</p>
Target 5.2	<p>The GLA will seek to be a proactive organisation in relation to its HR policies and operations to enable its most important resource (people) to be:</p> <ul style="list-style-type: none"> ■ Effectively recruited (on time) ■ Properly rewarded ■ Trained and developed ■ Motivated ■ Multi-skilled (where appropriate) ■ Retained.
Quantity	The level of staff turnover is kept to under 5% p.a.
Quality	Salary packages equate to the upper quartile of similar government positions in the East Midlands.
Narrative	<p>By July 2007 the GLA will renew the HR strategy which was originally adopted in August 2005.</p> <p>This will be presented to the EMB for agreement by August 2007.</p> <p>The revised strategy will further include a plan for any identified amendments for the period ending 31 March 2008.</p> <p>The GLA will ensure that it meets its retention policy by ensuring that staff view the GLA as a good employer.</p>

Target 5.3	The GLA will continue to communicate effectively with staff at all levels within the organisation.
Quantity	<p>By 1 April 2007 the GLA will publish its Internal Communications Strategy.</p> <p>By 30 June 2007 the GLA will conduct a staff survey concentrating on internal communications within the organisation.</p> <p>By 30 September 2007 the GLA will produce an action plan resulting from the survey.</p> <p>The GLA has put in place monthly staff meetings and regular newsletters from the chief executive, plus briefings on particular issues.</p>
Quality	Staff continue to understand the developments within the organisation and feel empowered to make effective contributions to the continuing growth of the GLA.
Narrative	Improvements to internal communications will be guided by the results of an annual staff survey. The GLA has created a management staff forum to ensure that effective communications are maintained throughout the organisation. It is intended that this body will gain higher profile within the GLA during 2007.
Target 5.4	Best practice in management and staff co-operation.
Quantity	Achieve liP status by June 2007. This target will also be addressed within the revision of the HR Strategy (Target 5.2).
Quality	Training is targeted and matched to training needs analysis for individual members of staff.
Narrative	The GLA values the input from well-trained staff and sees it as an imperative that all development opportunities are fully exploited thus ensuring a dynamic and informed workforce. The GLA also aims to improve working life through better employment relations and will work with employee representatives and establish effective channels for employees to communicate with managers.
Target 5.5	To recruit and employ staff according to diversity and equal opportunities policy.
Quantity	<p>To be recognised as an equal opportunities employer through a transparent recruitment process and to take account of diversity.</p> <p>This target will be addressed within the revision of the HR Strategy (Target 5.2).</p>
Quality	Training in equal opportunities and diversity to all interviewing staff.
Narrative	In order for the recruitment process to be fair and transparent, some training of staff in equal opportunities will be necessary. All staff will also need to undergo diversity training.

Target 5.6	Complaints Procedure
Quantity	The GLA will seek to deal with 100% of complaints within the agreed timetable.
Quality	90% of all written complaints will be responded to fully, within either 5 working days or 15 working days (if a full investigation is required).
Narrative	<p>On a monthly basis the GLA will produce a report as part of the Monthly Summary Performance Report which will show:</p> <ul style="list-style-type: none"> ■ Number of complaints received ■ Target for response ■ Actual response time ■ Number of complaints that required further action/correspondence. <p>It is intended that this report should demonstrate the quantum of complaints and the quality of the responses.</p> <p>The EMB will review the complaints/praise log on a quarterly basis to identify any areas that may require a modification to processes.</p>

Objective 6 – GLA Performance. To improve quality, timeliness and efficiency of licensing, compliance, enforcement and non-operational support.

This covers the key operational areas of:

- Licensing
- Intelligence
- Compliance
- Inspection Standards
- Enforcement.

The key risk in relation to this objective is that the licensing scheme is not viewed as efficient.

Licensing

Target 6.1	Licence Decisions (time from application to decision)
Quantity	80% of applications that require inspection to be completed within 30 working days.
Quality	90% of GLA decisions will be upheld at appeal in 2007–08.
Narrative	<p>It is thought that the cases requiring an application inspection will require 20 working days after OGD checks, which occur in the first 10 days. These extra days will be required to schedule and complete an application inspection. Therefore, 30 working days will be the target time to when a licensing decision will be made. However, pressure on resources may have an impact as to whether this goal can be achieved in all cases.</p> <p>The quality of licensing decisions will be measured on how many appeals are lost. The greater the number lost will indicate that the criteria used for initial decision making needs to be reviewed. Thus if the speed of decision making meets the quantity target set but the number of successful appeals is higher the overall performance will be lower.</p>

Intelligence

Target 6.2	Effective use of intelligence analysis to support field operations.
Quantity	95% of intelligence systems checks will be entered into the GLA licensing system within the 10-day turnaround timeframe (internal equivalent to the OGD check in licensing).
Quality	95% of cases accepted by enforcement or compliance teams at the tasking and co-ordination meeting, proceed, subject to resource constraints. No more than 20% of cases accepted by enforcement are discontinued due to insufficiencies in the quality of the intelligence.
Narrative	The intelligence team will be treated as an OGD in the licensing system for the purposes of interrogating the intelligence management system regarding applicants. The timeframe for OGDs to respond to licence application checks is 10 days; therefore it should be the same for the intelligence team. Quality target 1 ensures that cases put before the tasking and co-ordination meeting are good quality and not rejected later in the process, other than because of resource constraints. Quality target 2 supports the enforcement team's targets to ensure that the further development of cases to support investigations is of sufficient quality for formal sanctions to proceed.

Compliance (inc Application Inspection)

Note: The application and compliance inspection processes are the same. Consequently, the targets are also the same. The actual reporting of the key performance indicators will need, over time, to differentiate between application and compliance inspections.

Target 6.3	Inspection timescales (time from scheduling to inspection report input).
Quantity	At least 90% of application and compliance inspections will be carried out within 18 working days.
Quality	At least 90% of inspection results will be classed as accurate against the licensing standards.
Narrative	The 18 working day period refers to the final completion of the inspection report and the availability of that report for licensing decisions and intelligence. Inspections will be conducted in accordance with the compliance standard operating procedures, against the licensing standards. Accuracy will be measured against non-compliances identified by inspectors from the GLA standards areas.

Standards Inspection

Target 6.4	Inspection Review
Quantity	A minimum of 10% of all scheduled inspections will be quality inspected during year one of GLA operations.
Quality	No more than 10% of inspection results will be classed as inaccurate against the licensing standards (e.g. 90% accuracy rate).
Narrative	The standards inspections will assess the effectiveness of the inspection regime, the inspector's understanding of it, together with its application, and the inspector's performance in terms of quality and consistency. Standards inspections will be dependant on both resources and the length of time each individual inspection is scheduled for. Accuracy will be measured against the application of the licensing standards, and compliance standard operating procedures.

Enforcement

Target 6.5	Investigation timescales (from initiation to appropriate conclusion – e.g. appropriate sanction, if offences are proven).
Quantity	<p>90% of labour provider investigations requiring sanction to be referred to Defra Legal, DARDNI or the Procurator Fiscal (as appropriate) or their agents, for a decision within 3 months of the date of allocation to an investigating officer.</p> <p>90% of labour user investigations requiring sanction to be referred to Defra Legal, DARDNI or the Procurator Fiscal (as appropriate) or their agents, for a decision within 6 months of the date of allocation to an investigating officer.</p> <p>Those labour provider cases not requiring sanction to be closed by enforcement management team within 3 months of the date of allocation to the investigating officer.</p> <p>Those labour user cases not requiring sanction to be closed by enforcement management team within 6 months of the date of allocation to the investigating officer.</p>
Quality	<p>90% of all investigations (both labour providers and labour users) that are considered appropriate for prosecution, against the prosecution policy, should be accepted by Defra Legal, DARDNI or the Procurator Fiscal (as appropriate) or their agents, on a “right first time” basis (e.g. the investigation and evidence meet all legal and Statutory Codes of Practice requirements).</p>
Narrative	<p>The key factor is the turnaround time involved in concluding an investigation. The time at which the referral to Defra Legal will be made will be at the conclusion of the investigation. This will be when all evidence has been gathered and either a prosecution or sanction is sought.</p> <p>It is felt that labour provider investigations will be simpler than labour user investigations. The targets are therefore different.</p> <p>Not all cases accepted for investigation will reach the point where a formal sanction can be applied (e.g. upon investigation), the intelligence may prove inaccurate, flawed or it may be decided as not in the public interest to proceed. Such cases will be closed without referral to Defra Legal, DARDNI or the Procurator Fiscal (as appropriate).</p> <p>Defra Legal, DARDNI or the Procurator Fiscal (as appropriate) will only accept cases once they are to the criminal standard. As all investigations should be to this standard, it was felt that an acceptance of a case by Defra Legal would indicate that the case was to a suitable quality standard.</p> <p>All cases will be managed against the enforcement standard operating procedures.</p>

Objective 7 – Hampton Implementation

The GLA will work with the Health and Safety Executive to ensure that the merger of the GLA is implemented efficiently within the requisite timescales.

Target 7.1	Merger of GLA and HSE
Quantity	The GLA will contribute constructively to the process of the merger and will be a major contributor to the project steering group which will be set up to ensure the successful merger takes place by no later than 31 March 2009.
Quality	It is imperative that the merger encompasses all of the salient features of the Hampton recommendations thereby showing benefits in terms of better regulation and more effective delivery rather than a purely cost cutting exercise.
Narrative	<p>During 2007–8 the GLA will be able to announce a fully researched timetable for the various consultations and approvals that will be required to enable the merger to be completed effectively and efficiently.</p> <p>During that time members of the steering group will be in the process of agreeing with colleagues in the HSE a phased transition for such functions as accommodation, staff terms and conditions, recruitment and funding.</p> <p>By April 2007 the GLA will produce a timetable for the key dates and events that are scheduled to occur during 2007–8.</p> <p>The performance against this plan will be monitored by a written report in the Monthly Summary Performance Report.</p> <p>In addition the Report will highlight any areas that are moving away from the original plan.</p>

Financial Management

Details of the income and expenditure for 2007–08 are set out at Appendix 2.

Appendix I

Member Organisations of the Gangmasters Licensing Authority Board

Representative Members

The Association of Labour Providers (ALP)

David Camp
Joanne Young

National Farmers Union (NFU)

Sharon Cross
Phil Hudson

National Farmers Union Scotland (NFUS)

Lisa Webb

Trade Union Congress (TUC)

Nick Clark
Bill Snell

Transport and General Workers Union (TGWU)

Chris Kaufman
Martin Smith (GMB)

British Retail Consortium (BRC)

Chris McCann

Food and Drink Federation (FDF)

vacant

Sea Fish Industry Authority (SFIA)

vacant

The Recruitment and Employment Confederation (REC)

Belinda Brooke

Local Authority Coordinators of Regulatory Services (LACORS)

Geoffrey Theobald

Police Superintendents Association

Russell Hardy

Association of Chief Police Officers (ACPO)

Graham Maxwell

Shellfish Association of Great Britain

Colin Macdonald

Fresh Produce Consortium (FPC)

Nigel Jenney

National Association of Citizens Advice Bureau (NACAB)

Jane Betts

Official Observer

Ethical Trading Initiative (ETI)

Dan Rees

Ex Officio Members

Secretary of State for Home Affairs

The Welsh Assembly for Wales

Secretary of State for Work and Pensions

Secretary of State for Environment, Food and Rural Affairs

Secretary of State for Trade and Industry

The Commissioners of Inland Revenue and the Commissioners of Customs and Excise jointly

The Director General of the Health and Safety Executive

The Minister for Agriculture and Rural Development for Northern Ireland

The Scottish Ministers

Appendix 2

Income and Expenditure for 2007–2010

	2007–8	2008–9	2009–10
Income			
Licence Fees	747,063	1,220,400	1,280,000
Application Inspection Fees	172,500		
Total Income	919,563	1,220,400	1,280,000
Expenditure			
Pay Costs	1,369,575	1,293,000	1,325,000
Non pay Costs	866,375	694,000	705,000
Total Expenditure	2,235,950	1,987,000	2,030,000
Less Transfers			
Overheads to Enforcement	970,777	766,600	750,000
Surplus/Deficit	-345,610	0	0

Notes

1. Due to timing differences on the recognition of income it is envisaged that 2007–8 will show a deficit. This deficit is likely to be less than the surplus achieved in 2006–7 and therefore the GLA will operate in a break even situation taking one year with another.
2. Due to the proposed merger with HSE (by 31 March 2009) the financial forecasts for 2008–9 onwards will require a detailed review prior to adoption. This work will commence when further data regarding the merger is available.





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