



# CHEL TENHAM

## BOROUGH COUNCIL

### Notice of a meeting of Social and Community Overview and Scrutiny Committee

**Monday, 8 November 2010**

**6.00 pm**

**Municipal Offices, Promenade, Cheltenham, GL50 9SA**

<b>Membership</b>	
<b>Councillors:</b>	Barbara Driver, Wendy Flynn, Rowena Hay (Vice-Chair), Diggory Seacome, Duncan Smith (Chairman), Charles Stewart, Jo Teakle, Jon Walklett and Simon Wheeler
<b>Coopteers:</b>	James Harrison and Karl Hemming

The Council has a substitution process and any substitutions will be announced at the meeting

### Agenda

1. **APOLOGIES**
2. **DECLARATIONS OF INTEREST** (Pages 1 - 2)
3. **AGREEMENT OF MINUTES OF MEETING HELD ON 6 SEPTEMBER 2010** (Pages 3 - 10)
4. **PUBLIC QUESTIONS AND PETITIONS**
5. **MATTERS REFERRED TO COMMITTEE**
6. **CABINET MEMBER BRIEFING**
7. **HEALTH, COMMUNITY AND CARE SCRUTINY COMMITTEE**  
Verbal update from Councillor Penny Hall
8. **ARTS AND CULTURE - COMMUNITY INVESTMENT GRANT REVIEW** (Pages 11 - 18)  
Report of the Community Investment Review Working Group
9. **HOMELESSNESS PREVENTION INITIATIVES** (Pages 19 - 32)  
Report of Kath Chamberlain, Head of Services – Stronger Communities

10. **REVIEW OF THE COUNCIL'S WORK WITH BLACK AND MINORITY ETHNIC COMMUNITIES** (Pages 33 - 38)  
Discussion Paper of Zareen Ahmed, Cheltenham black and other minority ethnic communities capacity worker
11. **BUDGET CONSULTATION** (Pages 39 - 42)  
Report of the Chief Finance Officer
12. **CHELTENHAM YOUTH CAFE**  
Verbal update from Councillor Barbara Driver
13. **CHELTENHAM FESTIVALS JOINT WORKING GROUP** (Pages 43 - 52)  
Report of the Cheltenham Festivals Joint Working Group
14. **COMMITTEE WORK PLAN** (Pages 53 - 56)
15. **ANY OTHER BUSINESS THE CHAIRMAN DETERMINES TO BE URGENT AND WHICH REQUIRES A DECISION**
16. **DATE OF NEXT MEETING**  
Monday 10 January 2011

**BRIEFING NOTES (FOR INFORMATION ONLY)**

- Tourism and Marketing Strategy Update

**Contact Officer:** Saira Malin, Democracy Officer, 01242 775153

**Email:** [democratic.services@cheltenham.gov.uk](mailto:democratic.services@cheltenham.gov.uk)

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**CHELTENHAM BOROUGH COUNCIL**

**Social and Community Overview and Scrutiny Committee**

**DATE:** .....

**DECLARATION OF INTEREST**

**NAME** \_\_\_\_\_

You are asked to complete this form if you intend to declare an interest in connection with any item on this agenda.

Please hand any completed form to the committee administrator at the meeting.

You are reminded that you are still required to declare your interest orally at the commencement of the committee's consideration of the matter.

Agenda item	*Personal interest	*Prejudicial Personal interest	Nature of interest

\* The Council's Code of Members Conduct explains what is a 'Personal Interest' and a 'Prejudicial Interest'. The Code is set out in Part 5A of the Council's Constitution.

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### Social and Community Overview and Scrutiny Committee

**Monday, 6th September, 2010**

**6.00 - 8.00 pm**

<b>Attendees</b>	
<b>Councillors:</b>	Barbara Driver, Wendy Flynn, Rowena Hay (Vice-Chair), Diggory Seacome, Duncan Smith (Chairman) Charles Stewart, Jo Teakle, Jon Walklett and Simon Wheeler
<b>Co-optees:</b>	James Harrison and Karl Hemming
<b>Also in attendance:</b>	Kath Chamberlain (Head of Service – Stronger Communities), Martin Cooper (Supporting People Interim Manager – Glos. CC), Wilf Tomaney (Urban Design Manager) and Councillor Klara Sudbury (Cabinet Member Housing and Safety)

### Minutes

**1. APOLOGIES**

Councillors Jo Teakle and Charles Stewart, as well as Cabinet Member Finance and Community Development (Cllr John Webster) and co-optee Jackie Sallis.

**2. DECLARATIONS OF INTEREST**

None declared.

**3. AGREEMENT OF MINUTES**

The minutes of the last meeting had been circulated with the agenda.

**RESOLVED THAT the minutes of the meeting held on 12 July 2010 be approved by the committee as an accurate record.**

At this point the Chairman invited nominations for the position of vice-chair of the committee now that Councillor John Rawson, who had previously held the post, had been appointed to Cabinet.

Councillor John Walklett proposed Councillor Rowena Hay.

Upon being put to the vote it was unanimously

**RESOLVED that Councillor Rowena Hay be elected as vice-chair of the Social and Community Overview and Scrutiny Committee.**

**4. PUBLIC QUESTIONS AND PETITIONS**

None received.

**5. MATTERS REFERRED TO COMMITTEE**

No matters referred to committee.

**6. CABINET MEMBER BRIEFING**

Cabinet Member Finance and Community Development had given his apologies.

Councillor Klara Sudbury introduced herself to the committee as the new Cabinet Member Housing and Safety. She was relatively new to the role and given the size of her portfolio, which she was rapidly coming to grips with, only had a small number of matters to raise at this meeting.

She had received a briefing from the Benefits Manager re: the proposed changes to housing benefits and the significant risk that some could be threatened with homelessness as a result. The proposals include reducing the number of private rental accommodation, allowing access to only the lowest 30%, rather than the current 50%. She assured the committee that the Housing Options, Housing Benefits and partners were looking at this matter closely. The impact was being assessed and further information would be brought to November meeting to discuss homelessness in greater detail.

Anti Social Behaviour Orders (ASBOs) were currently under review and there was speculation that they would remain, under a new title. Another anticipated change was that they would be community led rather than authority led.

She had hoped to discuss seagulls but she had nothing to add to what had already been reported. She accepted that it was an issue, especially to members of the public, but stressed that there was no additional funding.

Councillors Wheeldon and Walklett had recently invited her to walk around St. Pauls with them to get a better understanding of the ward. This had included the new development site.

The following responses were given to questions from members;

- She had been advised that work to build 48 homes in St. Pauls would start in January and take approximately 18 months. Concerns had been raised about security of the site once work started and Cheltenham Borough Homes had assured her that the contractor was aware of their responsibilities to maintain a secure site.
- She had not visited the local Schools during her walk around St. Pauls and suggested that if members had specific concerns, that they put it in writing so that she could formally raise it with Gloucestershire County Council, given that they were responsible for Schools in Cheltenham.

**7. GLOUCESTERSHIRE SUPPORTING PEOPLE STRATEGY 2011-2016**

The Head of Service – Stronger Communities, started by introducing Martin Cooper, the Supporting People Interim Manager from Gloucestershire County Council.

She referred members to the discussion paper which sought the views and comments of members of the committee in relation to the Gloucestershire Supporting People Draft Strategy 2011-2015, which was currently out for formal consultation.



The Supporting People Programme was a national programme, which saw £22 million year on year, spent in Gloucestershire, on housing related services for vulnerable, local people. Supporting People had been proven to save other services money, with every £1 spent on Supporting People services, equating to a £1.78 benefit.

Supporting People was facing significant budget cuts but the Partnership Board had established that they didn't want to make percentage cuts across the board, so they had developed this transformational strategy, which proposed improved outcomes with reduced budgets.

She confirmed that an executive summary had been circulated with the agenda and then handed over to the Supporting People Interim Manager.

He thanked the members for their time and introduced a PowerPoint presentation (Appendix 1), which he suggested was a whistle-stop tour of the headlines within the strategy. In closing, he stressed the level of work that had gone into creating the strategy and urged members to give their views/comments.

The Chairman thanked him for the presentation and invited members to ask any questions.

The following responses were given to questions from members of the committee;

- Graph 1 showed the government's projections and this was currently being rigorously tested locally and would be reported on towards the end of the consultation period.
- All authorities and organisations had signed up to the countywide compact standards and the consultation period of 3 months was in line with those standards.
- The headline 'learning difficulties' did include people with other disabilities but these figures were dwarfed by those with learning difficulties. An existing service within Cheltenham specifically for those with learning difficulties had been identified as being well placed to expand and include those with other needs.
- He was conscious that there was no 'right' answer for a particular user group and other options would be explored, but equally it was difficult for him to say that everything was 'up for grabs'.
- Supporting People were clear that extra care was required to enable people to receive increased levels of care and support as their needs changed, whilst remaining in the same accommodation. This could be on a small scale or larger scale, which might include a retirement village. A commitment to outcomes was a key priority of the strategy. Land would be an issue in relation to a retirement village.
- Social exclusion related to people with issues such as drink, drugs and mental health problems, which might exclude or deter people from a community.
- The PCT was to be de-commissioned and at the moment it was unclear what the picture would be. A key element of the priorities was area planning and as such, work was currently being undertaken to map the

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location of GP surgeries to prepare for the new commissioning framework.

- There were some very proactive GP surgeries across Cheltenham and work was being undertaken to forge links with these surgeries. An added benefit of this would be a reduction in unnecessary hospital admissions.
- There had continued to be a steep increase in the elderly population across the country, but this had not resulted in an equally large rise in those needing services. CBC and Glos. CC were currently working to develop an 'ageing population strategy' which acknowledged that the model had changed in order to cater for both, very active 60+ year olds and increasingly frail 70+ year olds. Perhaps this could be an area for further scrutiny?
- Resource Centres could be well placed to become community hubs and would be included in the mapping process. Supporting People were keen to avoid duplication.
- Carers were becoming elderly in their own right and the suggestion was that supported housing could play a part. It was also stressed that Supporting People was meant to compliment other services, but was very clear in this strategy, SP's primary purpose was in delivering outcomes. It could no longer be seen as a fund to be used as 'all things to all people'.
- At the moment rigorous needs testing was ongoing, in parallel to the strategy and would be concluded within the same period of time.
- In relation to those sleeping rough, discussions were ongoing across the County as to what the model should actually achieve. A night shelter would only do so much and would not address the wider problems. The current proposal was for a gateway assessment centre, a safe place to stay for the short term, whilst a full assessment of needs could be made.
- It was accepted that some of the wording was grammatically incorrect and this would be amended.
- At the moment there were home improvement agencies in each district and the plan was to pull them together in to a countywide service in order to reduce overheads. In depth legal discussions were ongoing to ensure that each district would benefit from any savings.
- The plan was not to cease 1-2-1 floating support, but rather, support people until they were comfortable accessing group support, which would result in being able to reach more people and maximise what is already in place.
- It was unclear how the strategy would fit into the wider, 'strategic planning' picture of the Joint Core Strategy. The Head of Service would talk to the relevant Service Manager.

The Chairman thanked both the Head of Service – Stronger Communities and the Supporting People Interim Manager for their attendance and asked members to contact the Head of Service, with any further comments. Members were also asked to make any relevant groups aware of the consultation and again, send details to the Head of Service.

In closing the Chairman confirmed that the key messages from the committee were;

1. Support for Carers
2. Links with GP surgeries post PCT
3. Care villages
4. Consultation process
5. Direction of travel was positively received, with one member commenting that it was "right and good".

### 8. PUBLIC ART REVIEW

The Urban Design Manager introduced the report and explained that it had come to the committee following a request from Councillor Hay that the Public Art Policy be reviewed.

Following discussions with Councillor Hay it was agreed that rather than focus on the policy, the review should be wider-ranging and look at the processes, policies and procedures associated with delivering public art.

The report set out some of the key issues and sought agreement of the proposed scope and timetable for the review, as well as nominations for two members of the committee to form part of the Public Art Review Group.

In addition to the report, the Urban Design Manager confirmed that current members of the Public Art Panel included;

Adam Reynolds – representing parks development / green environment, CBC  
Brian Carvell – Cheltenham Arts Council  
Cllr Andy McKinlay – Cabinet Member Sport and Culture  
George Breeze – Community representative  
Jane Lillystone – Museum, Arts and Tourism Manager, CBC  
Lesley Greene – Independent public art consultant  
Nick Sergeant – University of Gloucestershire  
Paul McKee – Arts Development Officer, CBC  
Wilf Tomaney – representing Built Environment/Planning, CBC

Cabinet Member Housing and Safety highlighted the Gloucestershire Quality Design Initiative, an on-line resource which was recently launched by the County Council and offered information on public art.

Suggested steers for the Public Art Review included;

- Could S106 funding be pooled to create one high quality, well placed piece of public art, rather than numerous based on cost / health and safety?
- Could developers consider approaching the Gloucestershire Arts College, providing students with an opportunity and developers with a cost saving?

The committee agreed that the review group should include; 2 Borough Councillors, 1 County Councillor, a representative of the arts community and an independent member, for whom there should be no vested interest and the position be advertised.

Upon being put to the vote it was unanimously

**RESOLVED that;**

- 1. A Public Art Review Group be established and Councillors Seacome and Hay be nominated as the Borough Council members. A County Council member, art community representative and community representative are also to be included in the Review Group.**
- 2. The processes, policies and procedures associated with delivering public art be examined by the Review Group.**
- 3. A detailed timetable be established by the Review Group at their first meeting, with the aim of bringing a final report to the Social and Community Overview and Scrutiny Committee in approximately 6 months, with interim progress reports as necessary.**

**9. CHELTENHAM FESTIVAL OF PERFORMING ARTS**

Councillor Seacome, a representative of Cheltenham Festival of Performing Arts (CFPA), reminded the Committee that this matter had been prompted by the adverse public reaction to the £24k charge by Cheltenham Borough Council (CBC) to CFPA, for hire of the Town Hall.

Councillor Seacome had attained some figures from the finance department at CBC which had allowed him to calculate the average booking fee for the period in which CFPA used the venue. The hope being that the figure proposed by CBC could be renegotiated.

Representatives from CFPA met with Cabinet Members, Councillors Jordan, Webster and McKinlay and whilst they had used a different formula, both parties had a similar figure.

A report was being drafted to support discussion at the upcoming Council meeting and Councillor Seacome was confident that a mutually beneficial outcome could be reached.

**10. COMMITTEE WORK PLAN**

The Chairman referred members to the work plan and summarised the items currently scheduled for the next meeting on 8 November 2010;

- Arts and Culture Grant Review Working Group
- Tourism and Marketing Strategy
- Crime and Safety Overview (inc. CBC, Police Authority and Partnership updates)
- Homelessness Prevention Initiatives

He highlighted that there were a number of issues which were yet to be scheduled and invited members to contact Saira Malin, Democratic Services, with any further items to be added.

**11. ANY OTHER BUSINESS THE CHAIRMAN DETERMINES TO BE URGENT AND WHICH REQUIRES A DECISION**

**Budget Scrutiny Working Group**

The Chairman referred members of the Committee to the report which had been circulated at the start of the meeting (Appendix 2).

The report proposed the formation of a Budget Scrutiny Working Group and sought 2 members from each scrutiny committee.

Councillors Walklett and Smith volunteered.

Upon being put to the vote it was unanimously

**RESOLVED that Councillors Walklett and Smith represent the Social and Community Overview and Scrutiny Committee on the Budget Scrutiny Working Group.**

**Ward Walkabout**

The Chairman acknowledged the merits of having Cabinet Members visit different wards and encouraged those that were interested in arranging such a visit, to contact Saira Malin in Democratic Services.

**Cheltenham Rugby Club**

The Chairman advised the Committee that he had received a letter from Cheltenham Rugby Club, dated the 13 August 2010. The letter stated that following their presentation to the Committee on 07 June 2010, Cheltenham Borough Council had yet to contact them with regard to arranging a further meeting to finalise their lease arrangements. The Chairman formally issued the letter to Grahame Lewis, Strategic Director and asked that he take the matter forward.

Duncan Smith  
**Chairman**

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## Cheltenham Borough Council

### Social & Community Committee - 8 November 2010

#### Final review of the Council's Community Investment Grants

#### (Wellbeing & Culture Division) 2008-2011

#### Report of the Social and Community Overview & Scrutiny

#### Committee Community Investment Review Group

<b>Accountable member</b>	<b>Cabinet Member Sport &amp; Culture, Councillor Andrew McKinlay</b>
<b>Accountable officer</b>	<b>Assistant Director Wellbeing &amp; Culture, Sonia Phillips</b>
<b>Accountable scrutiny committee</b>	<b>Social &amp; Community</b>
<b>Ward(s) affected</b>	<b>All</b>
<b>Executive summary</b>	The council's three year funded community investment grants are now in their final year of funding arrangement. The report details the findings and recommendations of the Social & Community Overview & Scrutiny Committee's community investment grant review group which was tasked by the Committee of reviewing the current round of community investment grants awarded by the council's Wellbeing & Culture Division.
<b>Recommendations</b>	<p><b>1. O&amp;S Committee endorse the findings of the O&amp;S review group as detailed in Section 2 and agree to submit these findings to Cabinet for their consideration.</b></p> <p><b>2. O&amp;S endorse the representations made in section 3 of this report for Cabinet to take into consideration when considering future funding arrangements and levels.</b></p>
<b>Financial implications</b>	<p>Funding at existing levels is currently built into the council's medium term financial strategy for MAD, Youth Council and Cheltenham Festivals.</p> <p>The Everyman Theatre grant funding will be reduced by £5,000 for each of the next 6 years, as part of the loan arrangement approved by Council.</p> <p>Future levels of funding will always be subject to the annual budget setting process and satisfactory performance.</p> <p><b>Contact officer: Sarah Didcote,</b>  <b>sarah.didcote@cheltenham.gov.uk,</b>  <b>01242 264125</b></p>

<p><b>Legal implications</b></p>	<p>These three community investment grants will expire through lapse of time, so no formal notice needs to be given. However, under the Compact, the service of a notice of termination should be done as a matter of courtesy and good practice, especially if the grants are not to be renewed. If the grants are to be renewed appropriate agreements will be completed based on the community investment grant format, with any relevant amendments needed, for each specific organisation and type of grant (ie to cover any support 'in kind').</p> <p><b>Contact officer: Nicolas Wheatley,</b>  <b>nicolas.wheatley@teWKesbury.gov.uk,</b>  <b>01684 272695</b></p>
<p><b>Key risks</b></p>	<p>The loss or reduction in current funding levels will impact on the level and delivery of services and provisions offered by the organisations and/or their sustainability.</p> <p>The ability to deliver the outcomes in the corporate strategy identified below would be affected if funding is removed/reduced and alternative capacity is not identified.</p>
<p><b>Corporate and community plan Implications</b></p>	<p>The three organisations reviewed contribute to the following outcomes and activities in the Corporate Strategy 2010 to 2015</p> <ul style="list-style-type: none"> <li>▪ <b>Strengthening our Economy</b></li> </ul> <p>We attract more visitors and investors to Cheltenham</p> <ul style="list-style-type: none"> <li>▪ <b>Strengthening our Communities</b></li> </ul> <p>Increasingly continues to attract and involve a broader audience spectrum from varied ethnic and social backgrounds</p> <ul style="list-style-type: none"> <li>▪ <b>Enhancing the provision of arts and culture</b></li> </ul> <p>Arts and culture are used as a means to strengthen communities, the economy and protect and enhance our environment</p>



## 1. Background

- 1.1 The council's three year funded community investment grants awarded by the Wellbeing & Culture Division are now in the final year of a three year funding agreement (2008-2011) and are therefore subject to the tri-annual review by the Social & Community Scrutiny Committee.
- 1.2 The review process was agreed by the O&S Committee, as detailed in the report dated 1st March 2010. On 7th June 2010 the O&S Committee agreed the membership of the tri-annual review group.
- 1.3 The following table details the final review which were undertaken by the review group and also provides information regarding the level of funding which has been awarded to these organisations by the council.

Organisation	Current 2010-11 funding	Total funding awarded 2008-11
Everyman Theatre	£148,000	£444,000
Cheltenham Festivals	£109,200 (cash grant) £150,000 approx (in kind support)	£327,600 (cash) £450,000 approx (in kind)
MAD Young People's council (GCC)	£15,000	£45,000

- 1.4 Review meetings were held during September and October involving the Councillors Jon Walklett and Jo Teakle and co-optee Karl Hemming. The review group was assisted by appropriate council officers.
- 1.5 To assist the review, the group utilised a performance monitoring pro-forma along with assessments of performance and monitoring information in respect of the first two years of operational delivery, submitted by each of the organisations as a requirement of their grant. The review group held interviews with each of the organisations being funded. Presentations were made by each organisation and questions were raised by the review groups members in response to both the presentation and the submission of the organisation's monitoring and performance information.

## 2. Summary of key points and issues raised during the review process

### 2.1 Everyman Theatre

2.1.1 The following achievements and successes were particularly recognised:

- Range and diversity of programme with performances shown over a 45 week period including west end shows, opera and ballet, one night shows, jazz, burlesque and the theatre's own pantomime productions.
- Education and community programme with the engagement of disability groups, older people and young people, through the Youth Theatre and eight youth theatre groups.
- Delivery of business plan targets during period of recession.
- Successful delivery of fundraising strategy – securing capital funds for the delivery of

restoration plans during 2011. Beside essential repairs to maintain the building, the restoration will improve disability access and improve comfort and ambience.

- Income generation, for example selling tickets on behalf of other organisations / functions, joint working and renting out Hewlett Road workshop.

### **2.1.2 Identified challenges and suggested ideas of improvement for action/improvement:**

- Consideration of increasing the use of environmentally/ecofriendly materials within the restoration scheme, and the improvement of environmental efficiencies of the building once it is restored.
- To further consider the engagement of the voluntary sector to add value to the Everyman Theatre's operation/customer experience.
- Further development and maximisation of links with University of Gloucestershire.
- Ensure improvement of the Everyman's prominence and profile within the town as a key cultural venue through improved signage etc, incorporated into the Civic Pride Initiative.
- Improved collaboration/joint working with fellow arts and culture providers within Cheltenham.

## **2.2 Cheltenham Festivals**

### **2.2.1 The following achievements and successes were particularly recognised:**

- Business growth, particularly in areas of sponsorship and ticket sales of literature and science festivals. Cheltenham Festivals are to be congratulated on much increased attendance, particularly at the literature festival, at a time of recession.
- Community engagement and development of the education and outreach programme with work in schools and new initiatives for gifted or talented children and in disadvantaged communities.
- Organisational and business development as a result of LABGI funding, which will provide a stronger base from which to reduce reliance on the public sector.
- Media profile, positive relationships and level of press coverage.
- Engagement of volunteers and interns.

### **2.2.2 Identified challenges and suggested ideas of improvement for action/improvement:**

- Concerns regarding the sustainability of the music and jazz festivals and the need for the music festival, particularly, to appeal to a wider and more diverse audience particularly young people.
- Sustained growth of Literature Festival which is wholly dependant on extending the Festival into Montpellier Gardens. Concerns of whether the Festival will reach saturation point and to what extent future ticket sales forecast are achievable.
- Impact on the community engagement/education and outreach programmes as a result of grant reduction from Arts Council and other public sector funding including CBC.
- Fiesta in the Park, a very successful community event, could provide an opportunity to

promote the Festivals to a wider audience.

### **2.3 MAD Young People's Council**

2.3.1 The following achievements and successes were particularly recognised:

- Growth in number of representatives elected onto MAD, geographic spread and diversity of representatives since commissioned through GCC (8 to 14).
- Growth of organisations represented on MAD with the sustained representation from schools and new representation from voluntary organisations (scouts / guides / youth clubs and colleges).
- MAD is considered to be a model of good practice by GCC in commissioning terms and one which they would wish to replicate across county.
- Engagement with other agencies and organisations (including UK Youth parliament, Police, Health & Emergency Services, CBC Intergrated transport and Cheltenham Library) in order to deliver against 4 themes, such as litter (community litter pick) and recycling, promoting better transport for young people, advertising places for young people to go and anti-social behaviour (developing relationships with the police).

2.3.2 Identified challenges and suggested ideas of improvement for action/improvement:

- One cannot underestimate the impact that the future uncertainty of public sector spending to both GCC youth service and CBC is having on MAD. This is the single biggest issue and challenge facing the youth service and in turn the sustainability of this service. Approaching private businesses regarding sponsorship was muted but it was recognised that there were possible pitfalls with this approach.
- Should GCC not be in a position to continue to commission MAD there is a question of who would be best placed to fulfill this role.
- It was felt that improvements could be made to raise the profile of MAD through neighbourhood regeneration partnerships, communications / relationship with schools and the benefit of a more localised presence.

### **3. Reasons for recommendations**

3.1.1 The O&S review group were impressed with the commitment, development and success that all organisations demonstrated. The group was satisfied that all organisations had met the conditions of the council's investment grant and were assessed as having met the review evaluation criteria with notable achievements as listed in Section 2.

3.1.2 In recognition of the current uncertainty surrounding the council's financial position, and in order to be consistent with the CIG review group of the Community Services Division, the group were not in a position to make specific recommendations regarding the future funding levels, which will be made by Cabinet for due consideration when the council's financial position is more clear.

### **4. Consultation and feedback**

4.1 As set out within section 2.

## 5. Performance management –monitoring and review

- 5.1 Each of the community investment grants recipients undergo quarterly and annual reviews in conjunction with officers from the Wellbeing & Culture Division, whereby they report performance information against a monitoring matrix. The matrix is the tool for evidencing the levels and outputs of the organisation's service delivery with meetings held with the organisation to discuss performance information presented.

<b>Report author</b>	<b>Contact officer: Sonia Phillips,</b> <b>sonia.phillips@cheltenham.gov.uk,</b> <b>01242 774973</b>
<b>Appendices</b>	1. Risk Assessment
<b>Background information</b>	O&S report 15 <sup>th</sup> October 2007 – final review of the council's 2005-2008 conditional offers of grant  O&S report March 2010 – Final review of the council's three years community investment grants (2008-2011)  O&S report 7 <sup>th</sup> June – Review of Community Investment Grants – election of representatives.

The risk				Original risk score (impact x likelihood)			Managing risk				
Risk ref.	Risk description	Risk Owner	Date raised	I	L	Score	Control	Action	Deadline	Responsible officer	Transferred to risk register
	If the grants are reduced in value or ceased then this will impact on the level and delivery of services offered by the organisations and/or the sustainability of the organisations. This may result in reducing the ability to deliver the outcomes as set out with the Corporate Strategy	SP	20/10/10	3	5	15	Transfer to 3 <sup>rd</sup> party	Organisations continue to explore alternative funding streams	Ongoing	Organisations	No
	If the grants are reduced or ceased, this will impact on the organisations ability to lever other public sector grants and funds/trust funds	SP	20/10/10	3	5	15	Accept	Reductions from other public sector bodies have already taken effect regardless of CBC's decision to sustain or reduce it's grant	Ongoing	Organisation	No

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# ***Information/Discussion Paper***

## **Social & Community - 8th November 2010**

### **Homelessness Prevention Initiatives**

This note contains the information to keep Members informed of matters relating to the work of the Committee, but where no decisions from Members are needed

#### **1. Why has this come to scrutiny?**

- 1.1** To inform Members of the future funding arrangements for homelessness prevention activities, along with the changes to the Housing Benefit (HB) and Local Housing Allowance (LHA) Regulations, and how these are likely to impact on homelessness prevention services. The paper will also inform Members of the intended responses to be taken by the Housing Options Service to tackle these challenges.

#### **2. Summary of the Issue**

- 2.1** The costs of homelessness affect our communities on a number of different levels; socially, economically and personally. A report carried out by Herriot-Watt University, published in 2007 stated that the cost per year to the public purse of each household becoming homeless is £5,300.
- 2.2** Since 2004, the Department of Communities and Local Government (CLG) has provided funding to Local Authorities to invest in homelessness prevention work, with Cheltenham Borough Council receiving £65,000 each year in recent years.
- 2.3** As a result, the Housing Options Service has achieved much in delivering an effective homelessness prevention service. The number of households considered to be statutory homeless has fallen dramatically from 336 in 2004/05 to 11 in 2009/10. This is as a direct consequence of an increase in the number of homelessness preventions, which totalled 292 households by 2009/10. A further consequence of this success in preventing homelessness has resulted in the number of homeless households being placed in temporary accommodation falling from 152 at its peak in 2005 to just 17 by end of June 2010.
- 2.4** These achievements have been made despite of a rising number of housing enquiries in Cheltenham First Stop, from approximately 4000 a year in 2008 to 6000 a year in 2010.
- 2.5** The Government announced in June 2010 a number of changes they intend to make to the HB/LHA Regulations, which they have estimated will lead to savings on HB/LHA expenditure of £1,765 million each year. One of the most significant changes will be in the way in which LHA is calculated. This Allowance is currently calculated on the medium market rent, meaning that provided low-income households find a private rented property within the bottom 50<sup>th</sup> percentile of the market rent for the size accommodation they need, the LHA will cover the rent on that property (subject to

their income, etc). These changes mean that households may have to find alternative accommodation in the bottom 30<sup>th</sup> percentile of market rents in order to ensure the rents remain affordable.

- 2.6** As a result, these changes will present challenges to low-income households in terms of the accessibility and affordability of the private rented sector, which will in turn affect the ability of the Housing Options Service to deliver effective homelessness prevention activities. At a recent private landlords' forum held for the County, the commentary from some landlords attending the forum was that they would be less willing to take on low-income households as potential tenants, as the perceived risk of them doing so (i.e. an increased risk of rent arrears) would be greater than it is currently.
- 2.7** To support these new challenges, it was announced in the Government's Comprehensive Spending Review of 20<sup>th</sup> October that Local Authorities' Homelessness Implementation Funds (which have been used to support the Homelessness Prevention Agenda) will continue to be paid directly to Local Housing Authorities, as part of their Area Based Grant. This is an important shift in the Government's original position, as it had been intended that this funding would be transferred instead to the County Council's Area Based Grant. Indeed, the Rt Hon Grant Shapps MP, Minister for Housing and Local Government, stated in his letter dated 20<sup>th</sup> October to Local Authorities, that this shift, 'reflects the Government's commitment to tackling homelessness and to protecting the most vulnerable groups in society.'
- 2.8** As this funding will now form part of the Local Authority's Area Based Grant, it will be for local Members to support and determine the continued level of funding, to maintain and to further develop a successful range of homelessness prevention activities.

### **3. Summary of evidence/information**

#### **3.1 Background – Activities and Achievements to date**

- 3.1.1** The change in the way Housing Options has delivered its Service from simply 'assessing and processing' homelessness households to one that seeks to prevent homelessness from happening in the first place has always been an aspiration for the Housing Options Service.
- 3.1.2** This preventative approach has also been underpinned by legislation, through the introduction the Homelessness Act 2002. This Act placed a duty on Local Authorities to carry out a review of homelessness and to develop a homelessness strategy every 5 years to prevent homelessness and to reduce the use of temporary accommodation for homeless households. Indeed, the CLG set a target for Local Authorities to reduce the number of homeless households in temporary accommodation by half by 2010, from the national peak in 2004.
- 3.1.3** In addition, the Homelessness (Suitability of Accommodation) (England) Order 2003 (the B&B Order) made it a legal requirement for local authorities to no longer use Bed & Breakfast (B&B) accommodation for homeless families, unless in an emergency, and even then the placement could be for no more than 6 weeks. Local Authorities could be susceptible to challenge in the courts by way of judicial review for any placements exceeding 6 weeks.



- 3.1.4** These priorities placed on Local Authorities have continued to be supported by the CLG through their annual Homelessness Implementation Fund, which our Housing Options Service has been receiving since 2004.

## **3.2 Local Homelessness Prevention Priorities & Funding**

The £65,000 annual Homelessness Implementation Fund has been used by the Housing Options Service to support some of the key priorities that were set out in the Homelessness Strategy 2008 (Cheltenham's second Homelessness Strategy since the introduction of the Homelessness Act 2002), to help meet national priorities and targets. The range of activities funded are identified in Appendix 1 of this Paper.

## **3.3 Outcomes**

The transformation in the way the Housing Options Service is delivered is demonstrated by the results specified within Appendix 2 of this Paper. These results illustrate the success of homelessness prevention work, with many households now enjoying more settled housing solutions before they reach crisis point.

## **3.4 The long-term success of homelessness prevention work**

- 3.4.1** The Housing Options Service carried out research in September 2009 into the long-term effectiveness of its homelessness prevention work, by testing whether these households had reapplied as homeless to the Local Authority again sometime later.
- 3.4.2** The results showed that over the period April 07 to March 09 there had been a total of 238 homelessness preventions carried out by the Housing Options Service. Despite this significant number, only 2 of these households subsequently approached the Housing Options Service again and were accepted as homeless.

## **3.5 The benefits of preventing homelessness**

### **3.5.1 Benefits for Individuals**

Successful homelessness prevention has positive impacts on individual households directly affected by homelessness. Where households do need to move home in order to avoid homelessness, they are now more able to do so in a more timely manner either by securing accommodation through Gloucestershire Homeseekers Choice Based Lettings Scheme, or indeed by accessing suitable affordable accommodation in the private rented sector. These options offer households more choice over where they wish to live, and more choice over what type of accommodation best suits their needs. In addition, it reduces stress levels for households by putting more control in their lives, avoiding the uncertainty of being placed in temporary accommodation in a location they are potentially unfamiliar with, away from family, friends, schools and local GPs.

Given the success the Housing Options Service has had in preventing homelessness, it is important to note that households who are threatened with homelessness do not have to take up a homelessness prevention option. They can instead elect to continue with their homelessness application. Yet despite this, households do choose to take up prevention options. This demonstrates that when households are presented with real options to tackle their homelessness, they will take them in preference to going down the traditional homelessness route of temporary housing.

### 3.5.2 Benefits for Communities

Homelessness Prevention benefits not only the individual households concerned, but also the communities in which they live. If households are choosing to live in the particular communities in which they are housed, they are more likely to buy into that community, thereby contributing to more sustainable communities.

### 3.5.3 Benefits for the Local Authority

In addition to supporting the Local Authority's corporate priority around strengthening communities, there are also financial benefits to the Local Authority. In particular, as a direct consequence of the homelessness prevention initiatives, the gross expenditure on Bed & Breakfast costs has reduced significantly. In 2005/06 the Local Authority spent £106,132 on placing homeless households in B&B. By 2009/10 this had fallen to £49,462.

### 3.5.4 Benefits to Partner Organisations

As demonstrated by the research carried out by Herriot Watt University, the costs to the public purse of homelessness are greater than the costs of preventing homelessness in the first place. This shows that homelessness prevention is in the interests of all partner organisations, in that it delivers cost-effective solutions to tackling the needs of more vulnerable members of our communities before those needs become more critical.

## 3.6 Future challenges to the Homelessness Prevention Service - Changes to the Local Housing Allowance (LHA) and Housing Benefit (HB) Regulations

Changes to the LHA and HB Regulations are being phased in over a two year period from April 2011 (subject to the Regulations becoming law in November 2010). Broadly, the impact of these changes will mean that the private rented sector will become less affordable for low-income households, and private landlords are more likely to view LHA claimants as a greater risk. Details of the specific changes, and when they are to be phased in, along with any potential risks identified, are detailed in Appendix 3. These changes will affect new tenants on the implementation dates stated in Appendix 3. Existing tenants will not be affected until after the first anniversary of their Housing Benefit renewal date which immediately follows these implementation dates.

### 3.6 Impact and potential risks resulting from the changes

**3.6.3** The private rented sector will become less affordable for low-income households who are at risk of becoming homeless, as they will be required to find alternative accommodation within the bottom 30<sup>th</sup> percentile of market rents if they wish to ensure the LHA will cover the rent on the property. This will lead to increased pressures on the Housing Options Service and on social housing in general. Specifically, the following potential risks have been identified:

- Individual households will experience less choice over their housing options, as their choice of properties will become increasingly restricted geographically to more affordable areas within Cheltenham. This will potentially impact on our ability to achieve more sustainable communities, as fewer low-income households are placed

in areas where they might wish to live.

- Fewer other households in housing need will have the opportunity to be re-housed, as an increase in homelessness generally will increase the overall pressure on the housing register.
- More homeless families are likely to be placed in B&B, and for longer. This is likely to lead to significantly increased costs to the Local Authority on B&B charges. Much of this expenditure has traditionally been recouped from central government through the Housing Benefit subsidies. However, recent changes to the Housing Benefit Regulations mean that in future local authorities will have to meet the more of the costs of B&B placements themselves. Typically, any cost which exceeds that which would be normally paid for on a single person placement (approximately £100 per week), will from now on be met by the local authority instead - regardless of the size of the household.

#### **4. Next Steps – Tackling the challenges facing low-income households in the private rented sector**

Initial ideas for managing the potential risks identified in Section 3.6 above include:

##### **4.1 Developing a Communications Plan**

The Housing Options Service will work with the Housing Benefits Team to ensure that existing tenants that are potentially affected are made aware of the changes and the range of advice, assistance and support potentially open to these tenants, such as debt advice, housing options and benefit take-up advice (for example Discretionary Hardship Payments [DHP]) or links to Floating Support services, where appropriate.

New tenants will need to understand how these changes will affect them before committing to a new tenancy. New LHA rates for different size properties will continue to be published monthly and be available for new tenants, so that they can make informed decisions about the accommodation they decide to rent.

Perceptions and concerns by private landlords need to be addressed, to avoid landlords overreacting to the changes and to reassure, where possible, of the steps being taken to mitigate against potential rent arrears.

##### **4.2 Developing the relationships between private landlords and the Local Authority**

Potential initiatives will be centred around:

- Setting up a Private Landlords Forum to raise general awareness of the issues, and to use the Forum to begin considering the issues, concerns and suggestions for improving housing and support services for tenants and private sector landlords.

##### **4.2 Raising standards in the private rented sector through the Private Sector Housing Team**

This will include an Accreditation Scheme and creating a range of incentives for landlords to sign up to the Scheme. There will be a continued focus on support and ultimately enforcement on properties with Category 1 risk levels under the Housing Health & Safety Ratings System, in order to improve standards of private rented accommodation across the piece, thereby increasing the demand for private rented accommodation by potential tenants who might otherwise have opted for social housing instead.

#### **4.3 Reducing the effect of rent arrears**

This will include joint working protocols with the HB team and other organisations to ensure there are for instance: alerts where LAA/HB is being reduced, use of Discretionary Hardship Payments are used to best effect to prevent homelessness, and that there are timely links and referral mechanisms to Housing Options, Floating Support, Debt Advice, as well as an increasing focus on financial inclusion activities by relevant agencies.

#### **4.4 Reducing the effects of the non-dependent deduction**

In addition to tackling the affordability issues as highlighted above, there will need to be a continued support of mediation and family support services to help prevent the homelessness of young people placed under increased strain with their families as a result of the increased financial pressures.

The Housing Options Service has recently commissioned Cheltenham Community Projects to deliver a Mediation Service for young people, with a focus on tackling relationship breakdown within the family home. This service will need to be effectively linked into the potential pressures on families as a result of these benefit changes. In addition, the Housing Options Service will continue to take a proactive approach to tackling relationship breakdown between young people and their family members, by visiting and negotiating with families members on issues that do not require specialist mediation.

#### **4.5 Supporting households of working age who are under-occupying social housing**

As these households will receive less Housing Benefit as a result of under-occupying social housing, early identification of these tenants via the Housing Benefit Team will be essential. Some households under-occupying social housing will wish to continue to remain there, and therefore the affordability of such properties will have to be considered, along with any potential assistance and support that might be required to enable these tenants to maintain their tenancies in the future (e.g. through budgeting or debt advice).

Other tenants may wish to move speedily, and this will need to be considered through a review of the Choice Based Lettings Scheme, along with potentially extending any Tenants Incentive Schemes, run by some social landlords, to better enable these low-income families to move, rather than run the risk of them falling into rent arrears and potentially being made homeless.

The CBL Allocation Scheme's current policy on bedroom entitlement will also need to be reviewed so that it is aligned with the HB/LHA Regulations on bedroom entitlement.

#### 4.6 Single room rent to under 35s.

The Housing Options Service will work closely with the Homelessness Forum to consider how best to support those individuals under 35 years, who are on low incomes, and who are currently occupying one bedroom properties in the private rented sector, which will become less affordable once the changes to the single room rate begin to apply. The key focus for agencies will be to identify and assist in ensuring that these individuals are able to make a timely move into more affordable accommodation.

#### 4.6 Conclusion

Homelessness Prevention initiatives carried out by the Housing Options Service, in partnership with other agencies via the Homelessness Forum, have proven to be highly effective in reducing homelessness. However, with changes to the Housing Benefit/Local Housing Allowance Regulations the challenges facing the Housing Options Service in delivering an effective homelessness prevention service will be significant.

This negative impact will affect not only individual families themselves, but also communities at large. There is also the risk of an increased usage and therefore financial cost to the local authority, in terms of increased, unsubsidised Bed & Breakfast costs.

Some of the negative effects can be mitigated by ensuring that we shape our Housing Options Service in a way that is better aligned to private landlords' and potential tenants' expectations.

Most importantly, however, is the need for the Housing Options Service to continue to be able to support and develop further its range of homelessness prevention initiatives, particularly in light of the changes to the HB/LHA Regulations.

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#### Background Papers

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## Local Authority Homelessness Prevention Priorities and Funding

- **Establishing and maintaining 20 Furnished Accommodation units to reduce the use of Bed & Breakfast for homeless households.**

The Homelessness Implementation Fund was used to set up 20 furnished accommodation units around Cheltenham, comprising 1, 2 and 3 bedroom furnished and part-furnished flats. The Homelessness Implementation Fund has also continued to be used to maintain the furnished accommodation scheme (replacing worn out/damaged stock) and ensuring these properties are let to the required standard.

- **The Deposit Loan Scheme**

A particular success is the Housing Options Service's Deposit Loan Scheme. This Scheme enables households under threat of homelessness to access the private rented sector more easily, by providing them with an interest-free loan to meet (or part-meet) the cost of the initial deposit on a privately rented property.

- **The Sanctuary Scheme**

This Scheme enables households who are living in fear because of threats of violence or domestic violence from outside their home the option of remaining in there, if they wish to, by making their homes safer, through various adaptations, such as strengthened doors, etc.

- **Supporting Homelessness Forum Initiatives**

The Housing Option Service provides an annual grant of £5,000 for any initiative considered by our partners represented at the Homelessness Forum to best meet our homelessness prevention objectives. This grant is currently being used to ensure that single people who are in supported housing, but ready for independent living, are given the best start in their new home, by ensuring that they are able to purchase a few basic essentials, up to the value of £125, as soon as they move into their new accommodation. This also ensures that the tenants are able to live in their property immediately, and reduces the risk of these tenancies failing at a very early stage.

- **Supporting YMCA**

The Housing Options Service also provides an annual grant to the YMCA to support their contribution in tackling homelessness amongst young people, in particular, through their resettlement and eventual move-on into independent housing.

- **Credit Checks**

A small amount of funding is also used each year to carry out credit checks on homeless households. This has been beneficial in that it has helped officers to gauge whether households can realistically afford to take on a loan deposit. It can also act as a useful trigger for discussing with the client whether a referral to another agency for money/debt advice is appropriate.

- **Mediation Services**

The Housing Options Service has commissioned a new type of mediation service, specifically designed to meet the needs of young people experiencing relationship difficulties in the family home. This service went live from 1/10/10.

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## Appendix 2

- Eliminating the use of B&B for homeless families where there is a statutory duty to house (from a previous high of approximately 12 weeks/family).**  
Immediately prior to the implementation of the B&B Order, the average length of stay for statutorily homeless families in B&B was approximately 12 weeks. For the last 2 years to March 2010, the Housing Options Service has not needed to make any placements in B&B of families owed a homelessness duty.
- Reducing the number of households in Temporary Accommodation from 152 to 17.**  
At its peak in March 2005, there were 152 homeless households in temporary housing. By the end of June 2010 this had fallen to just 17: an 87% reduction.
- Reducing the number of households considered to be statutory homeless from 336 in 2005 to 11 last year.**  
In 2004/05 336 households were considered to be statutory homeless, whereas in 2009/10 there were only 11 such households, as a result of our successful homelessness prevention activities.
- Increasing the number of homelessness preventions to 269 households last year.**  
The homelessness prevention activities broken down over the last 3 years are as follows:

	07/08	08/09	09/10
<b>Deposit Loan Scheme</b>	38	49	41
<b>Private Sector – no loan</b>	6	13	9
<b>Move into Supported Housing</b>	0	25	38
<b>Housed directly into social housing</b>	19	40	153
<b>Benefits (income maximization)</b>	10	20	19
<b>Family Mediation</b>	2	1	0
<b>Sanctuary</b>	0	0	23
<b>General advice/assistance</b>	6	9	9
<b>Total</b>	<b>81</b>	<b>157</b>	<b>292</b>

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### Changes from April 2011

- **Cash Back**

Currently under the LHA, if a person finds a property cheaper than the maximum LHA which can be paid for that size accommodation, the tenant is entitled to retain up to £15/week of this excess LHA. From April 2011, this 'cash back' will be removed. The HB team estimates this will affect about 675 customers

- **Increasing non-dependent deductions**

HB/LHA entitlement will reduce for claimants, where other adults live with the claimant who are not part of their family for benefit purposes (usually adult children), as the non-dependent deductions element is set to increase by between one third and a half of current rates.

Not only will this potentially have affordability issues for the households concerned, equally significant is the likely increase in strain in relationships between young people and their parents, leading to potential homelessness for these young people.

- **Size restriction for larger families**

For new tenants claiming LHA, the amount of LHA payable will be capped to 4 bedrooms. In other words, anyone occupying properties larger than a 5 bed (due to the size of their family) will only be entitled to LHA up to the value payable for a 4 bedroom property. The HB team estimate this will affect 7 families in Cheltenham.

### Changes from October 2011

- **Recalculation of the LHA from 50<sup>th</sup> percentile of market rents to 30<sup>th</sup> percentile**

Currently LHA is calculated on each size property (1,2,3 and 4 bedrooms) based on the median market rent for those property sizes (i.e. the 50<sup>th</sup> percentile). This means that households claiming LHA do not have a shortfall in their entitlement if they move into a property that is within the bottom 50% of the market rent for that size property.

From October 2011, this calculation will be based on the 30<sup>th</sup> percentile of market rents, meaning that households will need to find properties within the bottom 30% of the market rent for the accommodation size they need.

The HB team estimates that approximately 1000 households will be affected. Those worst affected will be households occupying 4 bedroom accommodation, with the estimated reduction in entitlement being approximately £175/month. Currently 29 families occupying 4 bedroom accommodation will be affected by this change.

### **Changes from April 2013**

- **Linking the LHA to the Consumer Prices Index (CPI)**

LHA is currently linked to the Retail Prices Index. Historically, the RPI increases are year on year greater than the CPI. (By an average of 2.57% per year). The Chartered Institute of Housing states that this change will not keep pace with rental inflation, and estimates that within 2 years of the change coming into force there will be no 1 bed properties available anywhere in the country that will be fully paid for with LHA.

- **HB/LHA Time limits for Job Seekers Allowance (JSA) claimants out of work for more than 12 months**

Anyone out of work for more than 12 months will have their HB/LHA reduced by 10%. This will apply both to those in private rented accommodation and the social housing sector.

It is expected that more people will move onto Job Seekers Allowance (JSA) in future years, as those currently claiming Incapacity Benefit have their claims reviewed, are deemed fit for work, and are awarded JSA instead. The Department of Work and Pensions estimates that 20% of households claiming Incapacity Benefit will be reassessed as fit for work). With these changes, there is an increased likelihood that these relatively more vulnerable households will be most affected by the 12 month cap.

- **Property size limits to those of working age**

This change will restrict HB for working age tenants who are occupying a larger social rented property than required for their household size. (Size restrictions already apply to private sector tenants claiming HB/LHA). The increased affordability issues will present households with a dilemma: to leave accommodation that they wish to remain in, but may not be able to afford; or move to a property which they may find less desirable. Under the current allocations scheme, these low income households are unlikely to be able to move swiftly, if at all, if they have no other housing need. For those who do remain, there is an increased risk that they will accrue rent arrears.

### **Changes with no implementation date yet identified**

- **Single room rent for under 35s**

The Government announced in their Comprehensive Spending Review on 20<sup>th</sup> October that the single room rent currently applicable to most under 25 year olds (i.e. those under 25 years entitled to LHA on a property up to the value of the bottom 30<sup>th</sup> percentile of a house/flat share) will be extended to include all single people up to the age of 35 (with exceptions still applying to those leaving care and those with certain disabilities).

House and flat shares are generally less expensive than one bedroom self-contained accommodation. This will therefore mean that those individuals currently occupying one bedroom self-contained accommodation, and who are reliant on LHA to cover their rent, are likely to find their current property less affordable, and as a result they may need to move.

# ***Information/Discussion Paper***

## **Review of the council's work with black and minority ethnic communities**

**8 November 2010**

### **Social and Community Overview and Scrutiny**

This note contains the information to keep Members informed of matters relating to the work of the Committee, but where no decisions from Members are needed.

#### **1. Why has this come to scrutiny?**

- 1.1** In the 2010 – 2015 corporate strategy, there is a commitment to “*Review our approach to working with communities of interest to ensure that the council continues to meet the needs of the communities who are most in need.*” The strategy identifies Social and Community Overview and Scrutiny's role in helping to identify these priority communities.

#### **2. Background to the work with black and minority ethnic communities**

- 2.1** The 2001 census showed that 96.7% of our population was of white origin and that 3.3% were from black and minority ethnic groups. However, more recent experimental data from the ONS (mid-2007 estimates) shows the proportion of our population from these groups has increased to 6%. This is likely to continue to grow as black and minority ethnic school children make up nearly 14% of the school population.

- 2.2** The council appointed a community capacity worker in October 2007 to work with communities of interest across the borough, to help them identify and address their needs, and to become more actively involved in local community development and regeneration issues and initiatives. The current focus of the work supports black and minority ethnic communities in Cheltenham, and the post supports the wider work of the council in a number of ways:

- It helps the council fulfil its statutory duties under the race relations (amendment) act 2000 to promote race equality including the duty to promote good race relations;
- It supports the council to fulfil its statutory “duty to involve” as set out in the Local Government and Public Involvement in Health Act 2007. This requires councils to take any steps they consider appropriate to involve local people in the delivery of its services.

- 2.3** In terms of the current work programme, the key objectives of the post are as follows:

- Engagement and participation;
- Health and Wellbeing;

- Enhancing the provision of arts and culture;
- Building safer and stronger communities;
- Partnership working.

This report provides a brief overview of progress made against the five areas before going on to provide more information about other communities in Cheltenham.

### **3. Engagement and participation**

**3.1** In terms of engaging with black and minority ethnic communities, the main challenge is that the communities are small and dispersed; there is no critical mass to work with and each community has its own dynamics, priorities and needs.

**3.2** The capacity worker has developed a varied range of alternative methods and models that directly involve and empower groups and individuals within the community, and enable people to work collectively. As a result we have established working relationships with a diverse range of communities including Eastern European, Chinese, Hindu, Bangladeshi, Pakistani, Gujarati, Sikh and Arab groups.

**3.3** This year the emphasis has been on bringing individuals and groups from different communities together to take part capacity building, consultation, and information sharing activities.

#### **3.4 Engagement through the Community Ambassadors**

**3.4.1** Initially set up as a pilot, the community ambassadors were set up to support the capacity worker to disseminate information to different communities. 12 volunteers were recruited from the Bangladeshi, Polish, Chinese, Malaysian and Pakistani communities. They received training that enabled them to provide 2-way communications between their community contacts and agencies.

**3.4.2** Cheltenham West End Partnership, (CWEP) was asked to provide the training to enable the ambassadors to understand and relay factual information provided by agencies to their community contacts.

**3.4.3** The community ambassadors scheme was launched in April 2010 at the Everyman Theatre and the event included a play (commissioned by the Everyman) based on the experiences of the ambassadors. It is called "You People", and examines how individuals from different communities struggle with jargon, bureaucracy, and colloquialisms. The play was repeated as part of the 2010 Literature Festival and was also performed in the council chamber to an audience of officers and members.

**3.4.4** The community ambassadors group has been re-named CHAMPS (Cheltenham Ambassadors for People and Services). Government funding, secured in February 2010, has enabled CWEP to extend this pilot to be rolled out to target deprived areas and will see an additional 50 more ambassadors recruited and trained.

**3.4.5** The community ambassadors group have worked with a wide range of partners including working with Gloucestershire Constabulary on a "Cultural Fusion" event, 2gether Trust on a mental health consultation, CBC on the budget consultation and GAVCA on an event to promote understanding and representation of the Gloucestershire VCS Assembly.

#### **3.5 Engagement through Sahara-Saheli - a new community group**

**3.5.1** A "healthy mind, healthy body" pilot has led to the formation of a new community women's group called Sahara –Saheli, which means supportive friends.

**3.5.2** The group is unique as women from the Gujarati and Bangladeshi communities are

now working in collaboration, despite language and cultural barriers. This is the first time that women from these communities have come together, or felt confident enough to want to take on the responsibilities associated with becoming a constituted voluntary group.

### **3.6 Engagement with young people**

- 3.6.1** In partnership with leisure@ and the council's sports development officer we delivered a six week football pilot that enabled us to engage with a group of 20 young men ranging from 16- 24 years.
- 3.6.2** These young men are from a diverse range of communities, including Bangladeshi, English, and Indian. Many of them have said that they would normally be "walking round the streets and maybe getting into trouble".
- 3.6.3** They were grateful for the opportunity to get together, and to have a point of contact for a range of queries including, housing, apprenticeships, and work experience, volunteering and leisure pursuits.

## **4. Health and Wellbeing**

- 4.1** We have worked in partnership with leisure@ to provide weekend exercise classes, and lunchtime swimming sessions that have been attended by women from all communities.
- 4.2** We have collaborated with a wide range of partners to deliver the "healthy mind, healthy body" pilot at St Paul's Church and the numbers have gone from 9 to 25 in less than eight weeks. Participants have said that the weekly get together has given them a new lease of life. They have moved from isolation to engagement and are more aware of support and service provision. Activities included:
- Health checks, and "sit-fit" armchair exercises delivered by the council's healthy lifestyles officer;
  - A range of emotional health and wellbeing activities delivered by 2gether NHS Trust including gaining control of panic disorder, positive steps to wellbeing, understanding dementia and coping with stress, anxiety, depression;
  - Support for carers - Carers Gloucestershire;
  - Services for older people – GCC (Community and Adult Care Directorate).
- 4.3** In November we are planning an event to promote emotional health and wellbeing. It is a partnership event with the 2gether Trust and the council's Play Development Team.

## **5. Enhance provision of arts and culture**

- 5.1** The capacity worker has used Cheltenham's tradition of arts and culture and its associated infrastructure to develop specific projects with black and minority ethnic communities. The outreach team from the Everyman Theatre worked with the Sahara-Saheli group to produce a batik wall hanging that is now on display at the Museum and Art Gallery. The same team worked with the community ambassadors to capture their experiences of living in Britain that formed the basis of the "You People" play.

- 5.2** In February 2011, a partnership event with the Everyman Theatre will enable the

community ambassadors to produce, promote and deliver an week of events that will bring different local communities together to entertain and inform. The Everyman's Studio theatre will be the venue for stage and screen performances. The events will be advertised to the public via the Everyman and the Community Ambassadors network to attract a diverse audience.

## **6. Building safer and stronger communities**

### **6.1 The Prevent agenda**

**6.1.1** This is a strand of work that aims is to stop people, especially young people, getting drawn into illegal activities associated with violent extremism. The Constabulary have a countywide action plan, but local authorities, have an important role to play as they are in a position to engage with communities, hear their concerns, and monitor tensions.

**6.1.2** The BME work programme has delivered activities that contribute to this work. For example the community ambassadors promoted, and some took part in "Operation Nicole" a police cohesion training exercise that brings agencies and communities together to understand each others priorities and concerns.

### **6.2 Inter-faith Week**

**6.2.1** In November, Cheltenham Borough Council, Cheltenham Inter Faith, and the University of Gloucestershire multi-faith Chaplaincy Team, are coming together to deliver an event to mark National Inter-Faith Week.

**6.2.2** The evening will be community-led, as individuals from all faiths will share a piece of music, a reading, story or poem that is significant to their religious tradition.

## **7. Partnership working**

**7.1** As confidence and trust has grown, the capacity worker has had to forge good working relationships with a diverse range of partners to meet the expectations of members of our black and minority ethnic communities. The worker how helps resolve an increased number of complex queries such as dealing with hate crime, housing and domestic violence. For instance, the worker has supported the Polish community who had specific queries regarding applications to choice based lettings. An information session for the Polish community was delivered by Cheltenham First Stop with the community agent providing interpretation. Both the community and the agency came away with a better understanding of some of the issues they each face.

**7.2** The impact of this body of work has enabled communities to become stronger and sustainable, more visible and cohesive and more involved in decision-making processes.

**7.3** We have created effective communication mechanisms via the community groups and the community ambassadors. The new CHAMPS network provides a single point of contact for representative consultation, thereby providing a valuable resource that also eliminates the need for costly interpretation.

## **8. Key learning points include:**

**8.1** The good practice and lessons learned can be applied in a wider context that will contribute to the council's corporate priorities.

**8.2** Effective engagement and participation drives community development and we have established models of engagement and good practice that can be adapted to work with communities of place and interest and the equality strands.



- 8.3 We have demonstrated that when trust, rapport and confidence have been built we are able to bring together individuals and groups that would not naturally come together.
- 8.4 We have promoted volunteering opportunities by enabling individuals to work in pairs or small groups. This has overcome language and confidence barriers and empowered them to become more involved in local issues and activities.
- 8.5 The post has enabled agencies from the statutory and voluntary to develop much closer working relationships with our black and minority ethnic communities.

**9. Working with other communities – Cheltenham’s demographic profile**

- 9.1 The work with Cheltenham’s black and minority ethnic communities is at a mature stage. There continues to be significant needs within these communities, but the focus of the work will be to strengthen and develop the structures we have put in place in order that they become self-sustaining.
- 9.2 The committee is asked to consider whether a similar approach could be developed with other communities in Cheltenham. To help the committee, this report sets out some of the latest data about our communities.
- 9.3 Older people - Cheltenham already has an ageing population with 21.7% of people are aged 60 or over but this figure is predicted to increase to 29% by 2033, an increase of over 12,000 people. This growth is at the expense of younger people where there is a predicted decline in overall numbers. We know that whilst some older people will remain fit and active for longer, there is still likely to be significant issues with vulnerable and isolated older people that will require additional health, social care and housing services.

age	2009 mid-year estimates	%	2015	2026	2033	%	% growth (2009 to 2033)
0-19	26,363	22.7	25,950	26,590	25,180	19.8	-4.5
20-39	34,349	29.5	34,270	31,710	31,200	24.5	-9.2
40-59	30,363	26.1	31,900	33,250	33,640	26.4	10.8
60-79	19,020	16.4	20,540	24,970	26,760	21.0	40.7
80+	6,149	5.3	6,440	8,350	10,590	8.3	72.2
	116,244	100	119,100	124,870	127,370	100.0	

(source GCC)

Disability - Cheltenham has some significant issues with disability, with over 17,000 people declared that they have a limiting long-term illness. Community and Adult Care have 4,500 service users in Cheltenham with a large proportion of these having some form of physical disability. Mental ill-health is prominent with nearly 1,700 people in receipt of incapacity benefit due to mental illness and an estimated 16,400 cases of neurotic disorder. (Source Gloucestershire eJSNA v3.3)

- 9.4 Carers - In terms of support, there are nearly 10,000 people providing some form of unpaid care in Cheltenham.
- 9.5 Deprivation - Whereas in 2004 only one Cheltenham area appeared in the top 10% of most deprived areas, there are now two tightly defined super-output areas which are the regeneration area in St. Pauls and Monkscroft in St. Marks. There is a band of

deprivation that runs east west from Springbank, Hesters Way, St. Peters, St. Pauls and Oakley with the two deprivation hotspots of St. Marks and St. Pauls.

### **10. Moving forward**

- 10.1** The work of the capacity worker will be important to the council in the forthcoming period in working with these disparate groups to give them a Cheltenham identity.
- 10.2** As the council moves forward to become a commissioning body, it will need to develop a more co-ordinated approach to community development, engagement and participation. This will ensure that commissioning decisions are taken using an accurate picture of needs in our communities and that we are clear about our communities' priorities.
- 10.3** Equally important will be the need to build up capacity in local communities in line with the concept of the Big Society. As the public sector finances decline, we need communities to be more confident/resilient and able to take on and resolve community issues that might normally be the preserve of the "state". This means that the public sector needs to recognise the huge benefits of community action and take communities seriously; this means not thinking that the public sector way is the right way but that the right way will be developed in partnership with others.
- 10.4** In addition, the council will continue to have statutory obligations to promote equality and diversity and to engage with communities that are covered by the provisions of the new Equality Act 2010. The "protected characteristics" are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, gender and sexual orientation.

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#### **Background Papers**

<b>Contact Officer</b>	Zareen Ahmed, BME Capacity Worker, 01242 775156, zareen.ahmed@cheltenham.gov.uk
<b>Accountability</b>	Cabinet Member Finance and Community development
<b>Scrutiny Function</b>	Social and Community O+S

Social and Community overview and scrutiny committee

8<sup>th</sup> November 2010

Budget consultation

<b>Accountable member</b>	Cabinet Member for Finance, Councillor John Webster
<b>Accountable officer</b>	Chief Finance Officer, Mark Sheldon
<b>Accountable scrutiny committee</b>	Social and Community
<b>Ward(s) affected</b>	All
<b>Key Decision</b>	No
<b>Executive summary</b>	<p>The council is facing significant financial pressure and is likely to have to find savings of £2.6m in 2011/12 and £4.8m over the next 5 years. Given the enormity of the task, a town wide budget consultation took place over the summer of 2010.</p> <p>The committee is requested to consider the feedback from this consultation and indicate to the Cabinet any views on the consultation prior to the Cabinet finalising their interim budget proposals in December 2010.</p>
<b>Recommendations</b>	<p>1. The committee consider the consultation responses and identify areas, under the remit of the committee, where the Cabinet should look to maintain expenditure levels, reducing expenditure, stop the provision of services and make any suggestions for providing services differently.</p>

<b>Financial implications</b>	<p>There are no financial implications arising from this report, although the formulation of the budget will include options which will bridge the funding gap.</p> <p><b>Contact officer: Mark Sheldon</b>  <b>E-mail: mark.sheldon@cheltenham.gov.uk</b>  <b>Tel no: 01242 264123</b></p>
<b>Legal implications</b>	<p>None arising at this stage</p> <p><b>Contact officer: Peter Lewis</b>  <b>E-mail: peter.lewis@tewkesbury.gov.uk</b>  <b>Tel no: 01242 264216</b></p>
<b>HR implications (including learning and organisational development)</b>	<p>None arising at this stage</p> <p><b>Contact officer: Amanda Attfield</b>  <b>E-mail: amanda.attfield@cheltenham.gov.uk</b>  <b>Tel no: 01242 264186</b></p>
<b>Key risks</b>	Risks will be identified in the final budget proposals

<b>Corporate and community plan Implications</b>	None at this stage
<b>Environmental and climate change implications</b>	None at this stage

## 1. Background

- 1.1 Given the coalition government desire to reduce the level of national debt through controlling the level of public spending, the outlook for the council’s financial position looks challenging.
- 1.2 Given the level of cuts, some additional budget consultation was undertaken during the summer of 2010. This consultation consisted of 21 roadshows across the town using information boards containing lists of council services including financial information. Residents were asked to identify and prioritise, using sticky dots which services should be ‘protected’, ‘reduced’ in cost or ‘stopped’ altogether. The public used 21,000 sticky dots in the process. Whilst it is recognised that this was not a scientific exercise, it has engaged the public in a debate about what the council does and does provide a useful guide to the Cabinet in determining where to look to make cuts in future year’s budgets.
- 1.3 The results have been analysed and services ranked in order under each of the headings of protect, reduce and stop.
- 1.4 Members are asked to consider these and offer any views to Cabinet on how the Cabinet should approach its decision making in the budget process.

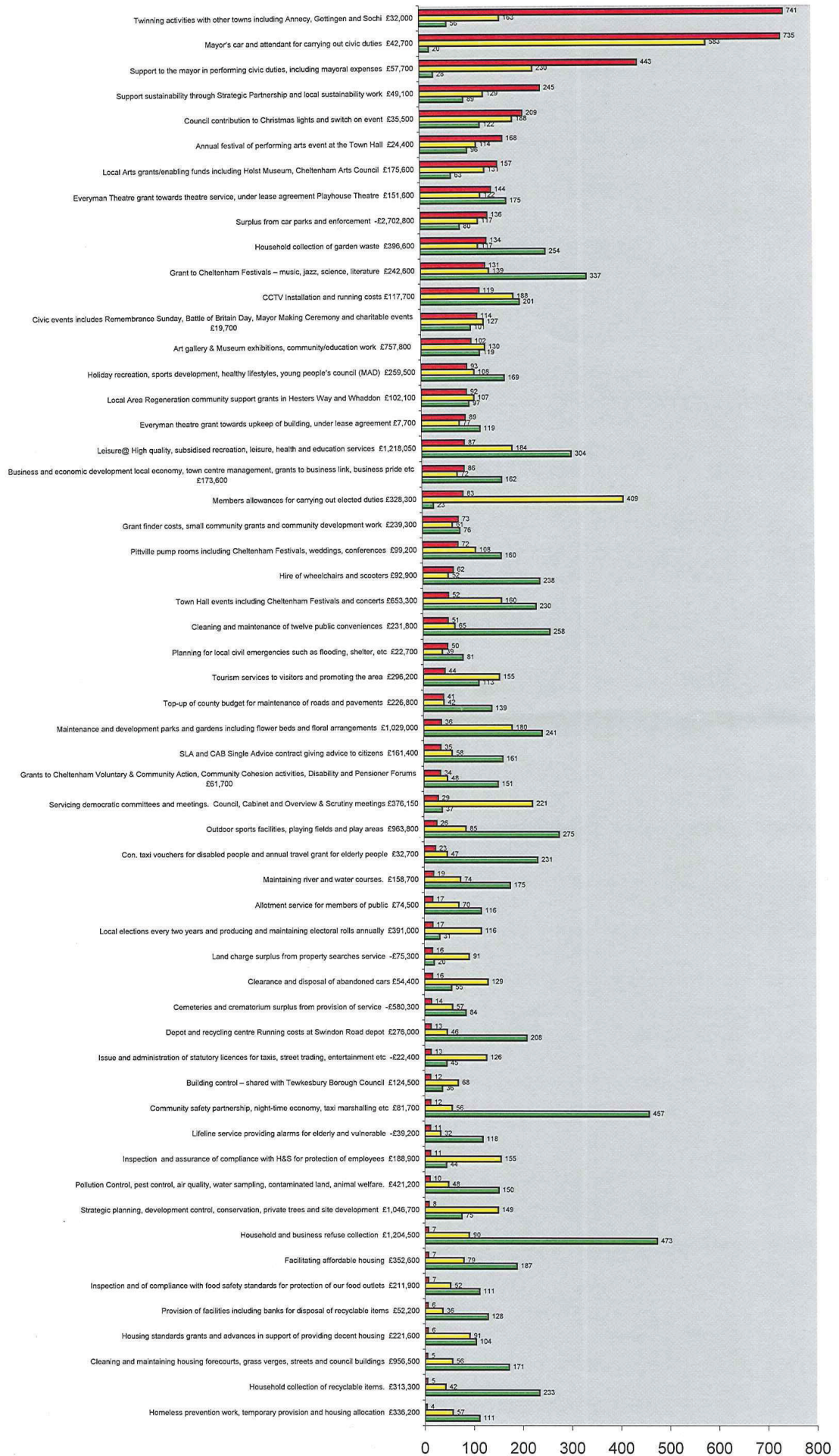
## 2. Consultation and feedback

- 2.1 The consultation result will be tabled for consideration.

<b>Report author</b>	<b>Contact officer: Mark Sheldon, Chief Finance Officer</b>  mark.sheldon@cheltenham.gov.uk,  01242 264123
<b>Background information</b>	Results from summer consultation

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## Number of responses ranked by those selected to Stop





Cost centre	Protect	Reduce	Stop
Twinning activities with other towns including Annecy, Gottingen and Sochi £32,000	56	163	741
Mayor's car and attendant for carrying out civic duties £42,700	20	583	735
Support to the mayor in performing civic duties, including mayoral expenses £57,700	28	230	443
Support sustainability through Strategic Partnership and local sustainability work £49,100	89	129	245
Council contribution to Christmas lights and switch on event £35,500	122	188	209
Annual festival of performing arts event at the Town Hall £24,400	96	114	168
Local Arts grants/enabling funds including Holst Museum, Cheltenham Arts Council £175,600	63	131	157
Everyman Theatre grant towards theatre service, under lease agreement Playhouse Theatre £151,600	175	122	144
Surplus from car parks and enforcement -£2,702,800	80	117	136
Household collection of garden waste £396,600	254	117	134
Grant to Cheltenham Festivals – music, jazz, science, literature £242,600	337	139	131
CCTV Installation and running costs £117,700	201	188	119
Civic events includes Remembrance Sunday, Battle of Britain Day, Mayor Making Ceremony and charitable events £19,700	101	127	114
Art gallery & Museum exhibitions, community/education work £757,800	119	130	102
Holiday recreation, sports development, healthy lifestyles, young people's council (MAD) £259,500	169	108	93
Local Area Regeneration community support grants in Hesters Way and Whaddon £102,100	97	107	92
Everyman theatre grant towards upkeep of building, under lease agreement £7,700	119	77	89
Leisure@ High quality, subsidised recreation, leisure, health and education services £1,218,050	304	184	87
Business and economic development local economy, town centre management, grants to business link, business pride etc £173,600	162	72	86
Members allowances for carrying out elected duties £328,300	23	409	83
Grant finder costs, small community grants and community development work £239,300	76	61	73
Pittville pump rooms including Cheltenham Festivals, weddings, conferences £99,200	160	108	72
Hire of wheelchairs and scooters £92,900	238	52	62
Town Hall events including Cheltenham Festivals and concerts £653,300	230	160	52
Cleaning and maintenance of twelve public conveniences £231,800	258	65	51
Planning for local civil emergencies such as flooding, shelter, etc £22,700	81	39	50
Tourism services to visitors and promoting the area £296,200	113	155	44
Top-up of county budget for maintenance of roads and pavements £226,800	139	42	41
Maintenance and development parks and gardens including flower beds and floral arrangements £1,029,000	241	180	36
SLA and CAB Single Advice contract giving advice to citizens £161,400	161	58	35
Grants to Cheltenham Voluntary & Community Action, Community Cohesion activities, Disability and Pensioner Forums £61,700	151	48	34
Servicing democratic committees and meetings. Council, Cabinet and Overview & Scrutiny meetings £376,150	37	221	29
Outdoor sports facilities, playing fields and play areas £963,800	275	85	26
Con. taxi vouchers for disabled people and annual travel grant for elderly people £32,700	231	47	23
Maintaining river and water courses. £158,700	175	74	19
Local elections every two years and producing and maintaining electoral rolls annually £391,000	31	116	17
Allotment service for members of public £74,500	116	70	17
Clearance and disposal of abandoned cars £54,400	55	129	16
Land charge surplus from property searches service -£75,300	20	91	16
Cemeteries and crematorium surplus from provision of service -£580,300	84	57	14
Issue and administration of statutory licences for taxis, street trading, entertainment etc -£22,400	45	126	13
Depot and recycling centre Running costs at Swindon Road depot £276,000	208	46	13
Community safety partnership, night-time economy, taxi marshalling etc £81,700	457	56	12
Building control – shared with Tewkesbury Borough Council £124,500	36	68	12
Inspection and assurance of compliance with H&S for protection of employees £188,900	44	155	11
Lifeline service providing alarms for elderly and vulnerable -£39,200	118	32	11
Pollution Control, pest control, air quality, water sampling, contaminated land, animal welfare. £421,200	150	48	10
Strategic planning, development control, conservation, private trees and site development £1,046,700	75	149	8
Inspection and of compliance with food safety standards for protection of our food outlets £211,900	111	52	7
Facilitating affordable housing £352,600	187	79	7
Household and business refuse collection £1,204,500	473	90	7
Housing standards grants and advances in support of providing decent housing £221,600	104	91	6
Provision of facilities including banks for disposal of recyclable items £52,200	128	36	6
Household collection of recyclable items. £313,300	233	42	5
Cleaning and maintaining housing forecourts, grass verges, streets and council buildings £956,500	171	56	5
Homeless prevention work, temporary provision and housing allocation £336,200	111	57	4

## Cheltenham Borough Council

**Social & Community O&S – 8 November 2010**

**Economic & Business Improvement O&S – 29 November 2010**

### Report of the Joint Overview & Scrutiny Festivals Working Group

<b>Accountable member</b>	<b>Cabinet Member for Sport and Culture, Councillor Andrew McKinlay</b>
<b>Accountable officer</b>	<b>Strategic Director, Grahame Lewis</b>
<b>Accountable scrutiny committee</b>	<b>Social &amp; Community and Economic &amp; Business Improvement</b>
<b>Ward(s) affected</b>	<b>All</b>
<b>Key Decision</b>	<b>No</b>
<b>Executive summary</b>	<p>The working group have undertaken a detailed appraisal of Cheltenham Festivals' current 3 year business plan. It has assessed whether a financially sustainable future is achievable for Cheltenham Festivals, and if so how any potential negative financial impacts on the Borough Council could be mitigated.</p> <p>It is important to CBC that Cheltenham Festivals develop complete financial independence as early as possible and with their projected increase in turnover they should become less reliant on the Council reasonably quickly. However this drive to complete independence needs to continue in a planned and measured way and will therefore need to be properly evidenced in their business plan and supported by CBC.</p> <p>Given the above, the Joint Overview &amp; Scrutiny review group therefore recommend that:-</p> <ol style="list-style-type: none"> <li>1. A report be considered by Cabinet which outlines how a more flexible and sustainable future use of Imperial and Montpellier Gardens can be developed.</li> <li>2. A further review is undertaken of the existing Town Hall catering arrangements to ensure greater flexibility of use by Cheltenham Festivals. The original contract has been extended until August 2012.</li> <li>3. Cabinet ensures that Cheltenham Festivals are clear about the on-going financial impact regarding the use of their newly acquired Tessitura box office system.</li> <li>4. A joint strategic cultural plan for the town is developed as part of the 2011/2012 Corporate &amp; Community Planning process.</li> <li>5. Cabinet consider delaying any reduction to the grant until 2012 as part of the budget setting process, following a request by Cheltenham Festivals.</li> <li>6. That appropriate monitoring arrangements are put in place which can be assessed by Cabinet and Overview &amp; Scrutiny at regular intervals in the future as set out in 4.5.</li> </ol>

<b>Financial implications</b>	<p>The current level of funding, built into the Medium Term Financial Strategy is £109,200 per annum. Support in kind of approximately £150,000 per annum is also provided to Cheltenham Festivals.</p> <p>The financial impact of Cheltenham Festivals purchasing their own box office system will need to be considered as part of the 2011/12 budgets. Future levels of funding will always be subject to the annual budget setting process and satisfactory performance.</p> <p><b>Contact officer: Sarah Didcote, Group Accountant</b>  <b>Sarah.didcote@cheltenham.gov.uk</b>  <b>01242 264123</b></p>
<b>Legal implications</b>	<p>The current grant agreement with Cheltenham Festivals expires on 31 March 2011. Any grant funding beyond that date will be the subject of an appropriate legal agreement, based on the Community Investment Grant format. The agreement can include any monitoring arrangements and performance indicators as required by the Council.</p> <p><b>Contact officer: Nicolas Wheatley</b>  <b>Nicolas.wheatley@tewkesbury.gov.uk</b>  <b>01684 272695</b></p>
<b>HR implications (including learning and organisational development)</b>	<p>The further review of the Town Hall catering arrangements to ensure greater flexibility of use by Cheltenham Festivals may result in human resources impacts; however these will become clearer as the review progresses. Trade Union engagement at an early stage is recommended. Cheltenham Festivals took over the running of their own payroll in April 2010. A particular employment arrangement exists which continues to work well for both CBC and CF and is not proposed to cease or change, however the arrangement need to be considered and clarified for the longer term in particular with regard to any future financial implications.</p> <p><b>Contact officer: Amanda Attfield, Assistant Director Human Resources &amp; Organisational Development</b>  <b>Amanda.attfield@cheltenham.gov.uk</b>  <b>01242 264186</b></p>
<b>Key risks</b>	
<b>Corporate and community plan Implications</b>	<p>Enhancing and protecting our environment.  Strengthening our economy.  Enhancing the provision of arts and culture.</p>
<b>Environmental and climate change implications</b>	<p>Re-designing the open spaces in both Imperial and Montpellier Gardens to provide greater flexibility for future CF use, and at the same time enhancing the quality of the gardens for general public use will require sensitive consideration of the full range of environmental and climate change issues. This will also be an ideal opportunity to consider the wider question of sustainable planning. Full engagement and consultation with the local community and stakeholders regarding potential design solutions will be a key component of the exercise.</p>



## 1. Background

- 1.1 Cheltenham Festivals are an important and valuable partner for the Borough Council. Over the past 10 years the relationship between the Council and the Festivals has changed and the use of LABGI monies has enabled the Festivals to break free of CBC control and establish itself as a major cultural player in the UK. Cheltenham Festivals have now set out a range of strategic objectives within their 3 year business plan that will enable them to take the final step to become a sustainable independent organisation able to develop a thriving Festivals Programme for the town.
- 1.2 The Borough Council recognises that the future economic prosperity and vitality of the town is inextricably linked to a successful Festivals operation. As well as the LABGI capital funding, the Council has provided Cheltenham Festivals with funding via its Community Investment Grant mechanism and in kind support from Council employees. This has helped to provide a degree of financial stability during the move towards an independent and sustainable future. The current grant ends in March 2011.
- 1.3 Therefore, with increasing pressures being placed on public finances and the desire of Cheltenham Festivals to gain greater independency, the time was right to consider how both organisations can benefit from an on-going symbiotic relationship.
- 1.4 During 2009, a Joint Overview & Scrutiny Review was established in order to assess how this strategic alliance needed to be developed. Two members were seconded from both Social & Community and Economy & Business Improvement Overview & Scrutiny Committees.
- 1.5 The Review Group has been chaired by Councillor Duncan Smith and supported by Councillors Barnes, Rowena Hay and Surgenor. It however should also be recognised that Councillors Rawson & Hutton played a valuable role at the start of this work.
- 1.6 In addition, Social & Community Scrutiny Committee established a panel to review the SLA with the Festivals and their record of achievement over the past 3 years which is reporting back separately.

## 2. Scope of the Review and Terms of Reference

- 2.1 In order to understand what kind of organisation Cheltenham Festivals aspires to be and how that vision relates to the Borough Council's strategic plans for the future, a series of workshops were convened to clarify members' thoughts.
- 2.2 Recognising the independent status of Cheltenham Festivals the two key areas for concern were identified:
  - (i) to seek re-assurance that the Council's finances would not be negatively impacted by the future plans of Cheltenham Festivals and
  - (ii) that the plans for future growth were robust, realistic and sustainable and supported the aspiration of full independence from CBC.

A scoping report was subsequently developed and flowing from this emerged the following Terms of Reference:

1. Review of future funding arrangements in light of no further LABGI monies being available.
2. How are the strategic plans of the Council and the Festivals to be aligned in the future?
3. What impact does this have on the Council's MTFS?
4. What are the future business plan priorities for the Festivals and how are they to be funded?
5. How can both organisations ensure that a balanced cultural offering is developed and which supports both?
6. How do other plans such as redevelopment aspirations and future use of Imperial Gardens fit

into the work of Civic Pride?

### 3. Consultation feedback

- 3.1 The Review Group has met 8 times with 3 joint meetings being held with Cheltenham Festivals.
- 3.2 The initial meetings were complicated by the discussions that surrounded the tender exercise for a new Box Office system at the Town Hall which is used by both Cheltenham Festivals and the councils own entertainments section.
- 3.3 A joint specification was devised but during the tender process it became obvious that the needs of the two organisations were different. The scrutiny working group examined the process and the Council's preferred choice. It also met with Cheltenham Festivals to establish if there was scope for a joint purchase but concluded that their additional needs ruled this out. The working group supported the cabinet members' recommendation to purchase INFX as the most cost effective option for the Council.
- 3.4 The decision of the Festivals Board to purchase their own box office software has had a major impact on subsequent discussions. Tickets will no longer be sold on the CBC box office and this impacts on the revenue streams to both organisations and their ongoing staffing needs. It is important that the Cabinet ensure that both CBC and CF fully understand the financial implications of these decisions.
- 3.5 As time has progressed it has become increasingly apparent that while reflecting the agreed Terms of Reference the Review Group should also consider the emerging future of Cheltenham Festivals' 3 year business plan and ensure that it is financially deliverable and reflects the change to the Box Office arrangements. To that end the Business Plan was discussed by the working group and a series of issues raised with Cheltenham Festivals in September 2010. (**see Appendix 2**).
- 3.6 On 19 October 2010, Cheltenham Festivals outlined their business plan to the Review Group. Using up-to-date information specifically regarding projected growth targets, they discussed in detail the financial projections and how the plan would be implemented. Members challenged various assumptions made by Cheltenham Festivals and were satisfied that issues raised were answered satisfactorily.
- 3.7 A number of key issues were identified that need resolving urgently in order to progress the business plan:
- (i) The growth of the festivals will require a more flexible use of the green spaces in the centre of town, namely Imperial Square and Montpellier Gardens. Detailed discussions have been had between officers, members and CF but it is important that this is set down in an agreed strategy so that there is clarity and understanding. There may need to be additional consultation with residents. Cabinet should consider the agreed strategy before the end of the year to enable sufficient time to make adequate preparations.
  - (ii) Catering offered to festival go-ers at the Town Hall has improved in recent times. However the growth of the festivals, both in terms of numbers and the expectations of the customers, means that this needs to be urgently revisited as soon as possible. The catering contract is due for review in 2011 and CF should be included as key stakeholders in that process.
  - (iii) At a time when CBC is developing a commissioning approach to services it should be noted that the CF Board are keen to be included in any discussions that relate to the management or outsourcing of cultural activities by CBC.

#### **4. Performance Management monitoring and review**

- 4.1 The Review Group have recognised that the Cheltenham Festivals Board shared information that, in other circumstances, would not be expected of an organisation independent of the Council.

Currently, they are subject to regular quarterly monitoring meetings with officers and cabinet members, scrutiny SLA review and the current Review Group as well as reporting through to Social & Community Overview & Scrutiny Committee on an annual basis.

- 4.2 The level of involvement and the time spent by CBC officers, members and Cheltenham Festival staff has been appropriate in getting the two organisations to this point. However as we move forward and a new investment grant is considered, it is imperative for CBC to pull back and reduce the level of involvement and monitoring.

- 4.3 It is important that a joint strategic cultural plan for the town is developed between CBC and CF as part of the 2011/2012 Corporate & Community Planning process.

- 4.4 Overview and Scrutiny is an appropriate place for the relationship to be monitored and reviewed.

- 4.5 Consequently the Review Group:

- (i) offer that a standing group of 3 members, drawn from Social & Community Scrutiny Committee, be established. The purpose would be to work with the cabinet deputy and review/monitor the ongoing relationship. A series of performance indicators should be included as part of the Community Investment Grant Monitoring process. This will assist in tracking the consolidation and growth of Cheltenham Festivals.
- (ii) that regular contact be maintained at officer level via Gary Nejrup in order to develop the cultural strategy and maintain the cultural offering in the town.

#### **5. Finance**

- 5.1 The financial projections contained within the Business Plan are based on a number of assumptions including the renewal of the £109k Community Investment Grant from CBC. The plan forecasts a breakeven year in 2011 followed by 2 years of profit.

- 5.2 While the Review Group consider that the assumptions made are robust, the current economic uncertainties provide an element of risk that the projections may not be achieved.

- 5.3 The Arts Council also provides financial support to the Festivals. Despite cutbacks in the current year, there is potential for Cheltenham Festivals to get increased support post Olympics. However this will need an ongoing strong cultural partnership with CBC and ongoing support from the Borough.

- 5.4 The Review Group also recognises that the financial constraints now imposed on CBC by the spending review may require the Council to address the level of funding made available during the period of the MTFs.

- 5.5 The dilemma for CBC is therefore a difficult one. The goal of financial independence is a long term aim that will be secured only if changes to CBC funding are made sensitively and in tandem with the progress of Cheltenham Festivals. Cheltenham Festivals reported that a reduction of the grant in 2011 could jeopardise the break even year and the investment that is needed to move in to profit in subsequent years.

5.6 Consequently the Review Group recommend to Cabinet that they consider delaying any reduction to the grant until 2012 .

<b>Report author</b>	<b>Contact officer: Grahame Lewis, Strategic Director, grahame.lewis@cheltenham.gov.uk, 01242 264312</b>
<b>Appendices</b>	<ol style="list-style-type: none"><li>1. Risk Assessment</li><li>2. Working Group Briefing Note - Review of Cheltenham Festivals Business Plan 2011-2013</li></ol>
<b>Background information</b>	

The risk				Original risk score (impact x likelihood)			Managing risk				
Risk ref.	Risk description	Risk Owner	Date raised	I	L	Score	Control	Action	Deadline	Responsible officer	Transferred to risk register
	If Cheltenham festivals do not achieve sustainable financial stability then an unacceptable additional financial burden will be placed on the Borough Council.	CF	2/11/10	4	3	12		CBC must put in place robust monitoring arrangements and review progress, ideally on a monthly basis.	01/01/11	SP / CF	
	A substantial loss or reduction of the Festivals programme will have a serious negative impact on the local economy.	CF	2/11/10	3	3	9		Ditto.	Ditto	MQ / CF	
	If CF business plan not delivered on time and within budget then the reputation of the organisation will be seriously impacted.	CF	2/11/10	3	3	9		Ditto	Ditto	CF	
	If the scheme to enhance the garden spaces of Imperial and Montpellier are not implemented within the next nine months then the festivals activity will be significantly curtailed resulting in a substantial loss of revenue.	CF	2/11/10	4	4	16		Draft proposals need to be developed and a process of engagement agreed by end of December 2010	31/12/10	RB / CF	

**Guidance**

Types of risks could include the following:

- Potential reputation risks from the decision in terms of bad publicity, impact on the community or on partners;
- Financial risks associated with the decision;
- Political risks that the decision might not have cross-party support;
- Environmental risks associated with the decision;

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- Potential adverse equality impacts from the decision;
- Capacity risks in terms of the ability of the organisation to ensure the effective delivery of the decision;
- Legal risks arising from the decision.

Remember to highlight risks which may impact on the strategy and actions which are being followed to deliver the objectives, so that members can identify the need to review objectives, options and decisions on a timely basis should these risks arise.

#### **Risk ref**

If the risk is already recorded, note either the corporate risk register or TEN reference.

#### **Risk Description**

Please use “If xx happens then xx will be the consequence” (cause and effect). For example “If the council’s business continuity planning does not deliver effective responses to the predicted flu pandemic then council services will be significantly impacted.”

#### **Risk owner**

Please identify the lead officer who has identified the risk and will be responsible for it.

#### **Risk score**

Impact on a scale from 1 to 4 multiplied by likelihood on a scale from 1 to 6. Please see risk [scorecard](#) for more information on how to score a risk.

#### **Control**

Either: Reduce / Accept / Transfer to 3rd party / Close.

#### **Action**

There are usually things the council can do to reduce either the likelihood or impact of the risk. Controls may already be in place, such as budget monitoring or new controls or actions may also be needed.

#### **Responsible officer**

Please identify the lead officer who will be responsible for the action to control the risk.

For further guidance, please refer to the [risk management policy](#)

#### **Transferred to risk register**

Please ensure that the risk is transferred to a live risk register. This could be a team, divisional or corporate risk register depending on the nature of the risk and what level of objective it is impacting on.

# ***Working group Briefing Note –Paul Jenkins***

Date: 21st September 2010

**Subject: Review of Cheltenham Festivals Business Plan 2011 - 2013**

- Do the 2010 forecasts for the jazz, music and science festivals, that have already taken place this year, represent the actual position for the year? If not, the forecasts need to be updated to make meaningful comparisons to 2011 forecasts.
- The 2011 “break even” position is based on the assumption of CBC’s grant contribution remaining at the same level – have you factored in a possible reduction in this and other grants in the future?
- The current level of the general reserve is £202k, which includes £80k unspent LABGI money as at 31<sup>st</sup> December 2009. If the forecast £105k loss for 2010 materialises, the reserve will be reduced to £97k. This appears satisfactory if the 2011 breakeven forecast is achieved. However, if things are not improved and 2011 also delivers a loss in the same region as 2010, this reserve could be wiped out. How does CF plan to mitigate this risk?
- What assumptions have been made regarding the future box office provision? CBC may reduce its grant to off-set any financial losses incurred by the council if CF purchase their own Box Office (estimated reduction in grant of £38,600). Whilst a reduction in the grant is identified within CF’s risk assessment (& is the highest scoring risk) - the mitigation note requires further explanation & scrutiny.
- Need to confirm what assumptions have been made in the 2011 forecasts for the time of use of the Council’s box office and commission payable? If Tessitura is not fully operational from 1<sup>st</sup> January, or if there is still some requirement for the council’s box office, then the amount payable in commission to the council may increase in line with increased ticket sales.
- Para 1 to the report states “taking a tougher stance on any festival activity not making a return”. However, the jazz festival is forecast to make a loss in 2010 and 2011. How will CF demonstrate this statement and would they consider dropping a festival if unable to turn into a sustainable profit?
- Para 3 forecasts an overall increase in box office income of £482k (32%) in 2011. This seems high, and includes a 6% growth in the music festival despite planning a 6 day reduction in this event. Is this achievable?
- The overall forecast position for 2011 is to breakeven, but this relies on additional income, including 39% growth in literature and 35% in science

festival box office. Again, this seems high given that there is no increase in the length of the festivals.

- There is an acceptance in the report that too much has been given away as part of the existing membership package. Can this be quantified? How are CF proposing to reduce the membership benefits without losing members, who are now used to the packages & seating price reductions available? Has a possible reduction in membership been factored in to the forecasts?
- Do the forecasts allow for CBC's reduction in charity rates from 30% to 20% in 2011/12, as per CBC'S approved budgets February 2010?
- There is to be a reduction in the level of marketing spends, with shared marketing staff across some festivals. Will this have an effect on the projected growth in the festivals?
- There is a forecast increase in sponsorship and donations of 14.7%. Is this realistic given the current economic climate?
- CF has indicated that the Education Co-ordinators post will be cut – will this have a negative impact on future grants CF receive from the public sector, which specifically fund the outreach & community work?
- CF are proposing to reduce it's marketing spend, however have identified the need to improve it's marketing activity if it is to deliver the level of growth projected for the Music Festival – this does not align.
- At the time of writing the business plan, 5 year forecasts were being worked on by CF. Are these now available?
- Are you able to provide figures showing the growth in ticket sales and other income for the last 5 years? The working group have asked for this, to demonstrate how CF has grown their business in recent years.
- Para 8 mentions new opportunities within income streams, with the new Head of Development producing a fund raising plan. Could this be made available to the working group, to see how it aligns with the financial forecasts?

**SARAH DIDCOTE  
GROUP ACCOUNTANT  
SEPTEMBER 2010**



Item	Origin	Purpose	Detail	What is required?	Contact
<b>08 November 2010</b>					
Arts and Culture Grant Review Working Group	scheduled review	scrutiny	recommendation from the working group for future funding for approval by committee and recommendation to Cabinet	report	Sonia Phillips, Assistant Director - Wellbeing and Culture
Youth Café	member request	scrutiny	review of progress and future plans	discussion paper	Councillor Barbara Driver or relevant Officer
Health, Community and Care Scrutiny Committee	scheduled review	update	update members on the work of the committee	verbal update	Cllr Penny Hall, CBC representative on committee
Tourism and Marketing Strategy	previous meeting	update	update on progress	briefing note	Tourism and Marketing Strategy Working Group
Homelessness Prevention Initiatives	committee request	scrutiny	assess cost effectiveness of preventing homelessness	report	Kath Chamberlain, Head of Service - Stronger Communities
Cheltenham Festivals Joint Working Group		update	recommendation from the working group for approval by committee before Cabinet (December)	report	Cheltenham Festivals Joint Working Group
BME work - the future	committee request	scrutiny	review the current BME work and consider the future direction	discussion paper	Zareen Ahmed, BME Officer
<b>Chairs Briefing: 22 September 2010 Deadline: 27 October 2010 Publication: 29 October 2010</b>					

10 January 2011					
Budget Review	annual review	scrutiny	review 2011-12 budget proposals	report	Mark Sheldon, Chief Finance Officer / Cabinet Member Finance and Community Development
Tourism and Marketing Strategy	previous meeting	scrutiny	review final draft of strategy prior to it going to Cabinet	report	Tourism and Marketing Strategy Working Group
Tenancy/Leaseholder update	regular update	update	tbc	discussion paper	Kath Chamberlain, Head of Service - Stronger Communities
Everyman Theatre	scheduled review	scrutiny	Annual report from Everyman Theatre	report	Geoffery Rowe, CEO - Everyman Theatre
<b>Chairs Briefing: 25 November 2010 Deadline: 29 December 2010 Publication: 31 December 2010</b>					

28 February 2011					
Crime and Safety overview (inc. Hate Crime Framework and Community Safety Scrutiny Committee)	committee request	update	current work, recent successes and challenges from CBC (Officers and Members), Cheltenham Community Safety Partnership, Police Authority and rep of County Scrutiny Group	discussion paper / verbal updates	Various
Art Gallery and Museum	committee request	update	future plans	discussion paper	Jane Lillystone, Art Gallery and Museum Manager
Neighbourhood Management	Officer request	update	Review of Neighbourhood Management process	discussion paper	Richard Gibson, Policy and Partnerships Manager
St. Pauls Regeneration	committee request	update	progress since start of work in Jan, challenges/highlights and future plans	discussion paper	Caroline Waker, Head of Regeneration and Support Housing Services
<b>Chairs Briefing: 20 January 2011 Deadline: 16 February 2011 Publication: 18 February 2011</b>					

9 May 2011					
Healthy Communities Partnership update	committee request	update	discuss plans for 2012 Olympics, proposed Glos. Youth Olympics and other projects	discussion paper	Craig Mortiboys, Healthy Communities Partnership Manager
<b>Chairs Briefing: 31 March 2011 Deadline: 27 April 2011 Publication: 29 April 2011</b>					

Items to be added at a later date					
Service Level Agreements (SLA) review	scheduled review	scrutiny	3 yearly review of SLAs - recommendation by committee re: future funding	report	tbc
Care Homes Working Group	member request	scrutiny	tbc	tbc	Grahame Lewis, Strategic Director
Leisure @ update	committee request	scrutiny	review current performance and future plans	discussion paper	Sonia Phillips / Stephen Petherick
MAD Youth	if applicable?	update	if funding continues committee will be advised of future plans	tbc	Kim Gibbon, Play Events Officer
Licensing Act	committee request	scrutiny	assess the impact of the changes to the Licensing Act (when imposed 2011-2012)	discussion paper	Louis Krog, Senior Licensing Officer

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# Briefing Notes

Name of Committee - Social & Community  
Overview & Scrutiny Committee

Date of meeting : 8 November 2010

Responsible Officer: Sonia Phillips

This note contains information to keep Members informed of matters relating to the work of the Cabinet but where no decisions from Members are needed.

If Members have questions relating to matters shown, they are asked to contact the Officer indicated.

## **Tourism & Marketing Strategy Update**

The Council's business plan included a milestone to produce a marketing and tourism strategy for Cheltenham in order to maximise opportunities to attract UK based and overseas visitors and investors.

The Overview & Scrutiny Committees of Social & Community and Economic & Business Improvement approved a decision to form a small, time limited working party to develop the strategy. As a result a consultative draft Marketing & Tourism Strategy was presented to both Scrutiny Committees, which was subsequently circulated the stakeholders within the wider business and tourism community during May and June.

Feedback from a number of external stakeholders was received with the intention of presenting the revised and final version to both Committees in September prior to the Strategy going forward for Cabinet approval.

During the period of consultation announcements regarding the significant reductions in public sector funding were made by the new coalition government, along with its intention to abolish a number of agencies and bodies. These changes were likely to effect national and regional and partnership bodies responsible for tourism, as well as funding levels at County & District level.

As a result it was felt appropriate to await confirmation of the level to which tourism was to be affected by these changes and the funding reductions nationally, regionally and locally, before bringing the Strategy back through Scrutiny.

Announcements regarding changes to a number of government funded bodies, as well as the Comprehensive Spending Review were made several weeks ago. The impact of the announcements is still yet to be clearly understood. As such it is therefore now the intention to bring the Strategy back through the Scrutiny Committees in January 2011 with the aim of having a document which is reflective of current position of publicly funded partners and bodies within the tourism and economic sector, as well as our own budget position.

Whilst members and stakeholders will be disappointed with the delay that has occurred, it is hoped that the reasons given for the delay are accepted and understood.

Despite the delay officers within the Tourism team have nevertheless been working towards the delivery of a number actions and improvements identified within the action plan during the year. The progress of this work is:

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- The merger of the Tourist Information Centre Team and the Art Gallery & Museum Visitor Services is progressing well - new job roles/structures have been graded and formal consultations have commenced with the Unions. The formal consultation process with the affected teams will start from January 2011. These plans include the creation a single Marketing team within the merged service team.

- Merger of the individual visitor guides from Cheltenham, Gloucester and the wider Cotswolds to one guide, and this will be launched for 2011. The savings generated has resulted in a review of the current Tourism website being undertaken to consider changes to the design scheme and to include more selling/commissioning/advertising opportunities to boost income generation.

- The Museum, Arts & Tourism Manager now sits on the Cheltenham Inward Investment working group meeting - and has been tasked with developing links between Economic Development and the draft Tourism Marketing Strategy. It is envisaged that this will result in the development of strategic working partnerships, projects and activities through marketing Cheltenham and the wider Cotswolds.

- Review of the Cotswold and Forest of Dean DMO was completed in April. .New working new working arrangements with DMO have been put in place, as a result a new Executive Officer Group completed a review its strategy & work programme taking account of the recently launched Visit England Strategic Framework for Tourism 2010-2020.

- Work with Gloucestershire First & the DMO is reflective of the strategy and work programme which focuses on 4 key interdependent objectives, which align to the national strategic plan while focusing on the local level. The key objectives are:

- To increase England's global market share,
- To offer destinations of distinction,
- To champion a successful thriving tourism industry
- To develop greater engagement between the visitor and the experience.

- Work is focused on developing media relations - to promote the area and increase our global market share; setting up the new Boardroom Style.com to ensure we offer new "attractions" and continue the development of our thriving tourism industry; and the publication of our one joined-up Accommodation Guide for 2011 to help the visitor combine a number of experiences in a single day and then relax overnight at one of our many high quality establishments.

- A significant project for the Group and Board for this year and next will be how we develop, manage and deliver tourism information. This project is going to take an in depth look at:

- how we manage our data on the Destination Management System (DMS) and web;
- how our customers can access that information, whether it be on the web, out of hours, at our Visitor Information Centres, or elsewhere;
- the quality of our service provision at these access points, and much more.

The work will now be absorbed with the Tourism service plan.

The Cabinet Member for Sustainability is currently working on a scheme to encourage sponsorship of roundabouts and green spaces by businesses and community groups.

Contact Officers : Sonia Phillips 01242 774973, e-mail [sonia.phillips@cheltenham.gov.uk](mailto:sonia.phillips@cheltenham.gov.uk)  
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