

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

**Monday, 11 July 2011
6.00 pm
Pittville Room, Municipal Offices**

Membership	
Councillors:	Chris Coleman, Wendy Flynn, Rowena Hay (Vice-Chair), Anne Regan, Diggory Seacome, Duncan Smith, Jo Teakle, Jon Walklett and Simon Wheeler
Coopteers:	James Harrison and Karl Hemming

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

Agenda

1.	ELECTION OF CHAIRMAN	
2.	APOLOGIES	
3.	DECLARATIONS OF INTEREST	
4.	AGREEMENT OF MINUTES OF MEETING HELD ON THE 9 MAY 2011	(Pages 1 - 12)
5.	PUBLIC QUESTIONS AND PETITIONS Public questions must be received no later than 10am on the fifth working day before the date of the meeting	
6.	MATTERS REFERRED TO COMMITTEE	
7.	CABINET MEMBER BRIEFING Cabinet Member Housing and Safety Cabinet Member Sport and Culture	
8.	OLYMPICS 2012 UPDATE AND ASSOCIATED PROJECTS Discussion paper of the Healthy Communities Partnership Manager	(Pages 13 - 18)
9.	BUILDING RESILIENCE IN PROVIDERS OF COMMUNITY-BASED YOUTH WORK Discussion paper of the Cabinet Member Housing and Safety	(Pages 19 - 26)
10.	PUBLIC ART REVIEW	(Pages 27 -

		Report of the Public Art Review Working Group	38)
11.		TOWARDS A COMMISSIONING STRATEGY FOR LEISURE AND CULTURE OUTCOMES - PRELIMINARY ANALYSIS (JULY 2011) Report of the Cabinet Member Sport and Culture	(Pages 39 - 114)
12.		COMMITTEE WORK PLAN	(Pages 115 - 120)
13.		ANY OTHER BUSINESS THE CHAIRMAN DETERMINES TO BE URGENT AND WHICH REQUIRES A DECISION	
14.		DATE OF NEXT MEETING 5 September 2011	
		Briefing Notes (for information only) 1. Housing Review – update	

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Social and Community Overview and Scrutiny Committee

Monday, 9th May, 2011

6.00 - 8.25 pm

Attendees	
Councillors:	Rowena Hay (Chair), Chris Coleman, Barbara Driver, Wendy Flynn, Diggory Seacome, Jon Walklett and Simon Wheeler
Co-optees:	James Harrison and Karl Hemming
Also in attendance:	Lawrence Boyd (Cheltenham Borough Homes), Paul Davies (Cheltenham Borough Homes), Jane Griffiths (Director of Commissioning), Councillor Colin Hay (Cabinet Member Corporate Services), Grahame Lewis (Executive Director), Jane Lillystone (Museum, Arts and Tourism Manager), Councillor Andrew McKinlay (Cabinet Member Sport and Culture), Stephen Petherick (Commercial Manager) and Councillor Klara Sudbury (Cabinet Member Housing and Safety)

Minutes

1. APOLOGIES

Apologies were received from Councillors Jo Teakle and Duncan Smith (Chairman). Councillor R Hay took the Chair.

2. DECLARATIONS OF INTEREST

Councillor Walklett declared a personal and prejudicial interest in agenda item 9 (Cheltenham Borough Homes) as a Board Member.

Councillor Driver declared a personal and prejudicial interest in agenda item 9 (Cheltenham Borough Homes) as a Board Member of Cheltenham Borough Homes and Chair of the Bromford Hub Committee.

3. AGREEMENT OF MINUTES OF MEETING HELD ON THE 28 FEBRUARY 2011

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

A spelling mistake on page 10 of the minutes was highlighted. This would be amended.

Upon a vote it was unanimously

RESOLVED that the minutes of the meeting held on the 28 February 2011, subject to the correction of a spelling mistake, be agreed and signed as an accurate record.

4. PUBLIC QUESTIONS AND PETITIONS

None received.

5. MATTERS REFERRED TO COMMITTEE

None referred.

6. CABINET MEMBER BRIEFING

The Cabinet Member Housing and Safety wished to update members on some additional items, as well as add to the Cheltenham Borough Homes item which featured later on the agenda.

She had recently undertaken a second visit to Brighton Road where the development of 16 new homes was underway. This was a well run site and she was confident that the houses would be of a very high standard once completed. Work at the St. Paul's site had been delayed as further discussions had been required with Gloucestershire County Council relating to the adoption of roads on completion of the works. This issue was being resolved and it was hoped that work would start on site at the end of May, start of June.

There had been various meetings earlier in the day to do with funding for youth services. Gloucestershire County Council were yet to finalise the details of how their £50k was to be allocated, despite assurances that this would be agreed by last Friday (6 May). Disappointingly, draft versions had stated that the funding would only be fixed for one year, contrary to previous understanding. The deadline for expressions of interest in relation to Cheltenham Borough Council's £50k was last Friday (6 May) and four had been received (GAVCA in partnership with Young Gloucestershire, CCP in partnership with Hesters Way Neighbourhood Project and University of Gloucestershire, Gloucestershire Enterprises Ltd and Third Sector Services). The working group had met to discuss each application and a briefing note would be prepared for Cabinet on the 24 May. She was pleased with progress thus far.

Licensing formed part of her portfolio and members were advised that the Street Trading Policy was currently being reviewed. Whilst this was for the Licensing Committee to agree, she urged Officers and the Chair of the committee to ensure that the draft be consulted on as widely as possible, given that the policy would define successful and unsuccessful applications. This issue evoked high public interest and also corresponded with various corporate objectives.

Earlier in the day the Cheltenham Community Safety Partnership had held a facilitated workshop called 'Turning the Curve' which brought together a wide range of partners to look at new solutions to the high domestic burglary rates in Cheltenham.

In response to a question from a member of the committee the Cabinet Member Housing and Safety stressed that at this early stage, no decisions had been made about the allocation of the 50k CBC funding for youth services in Cheltenham. Expressions of interest had been received and were currently being reviewed by the working group, but ultimately the decision would be a Cabinet decision and in terms of GCC funding, the allocation guidelines had not been finalised. Admittedly some areas in Cheltenham had the infrastructure to deliver and others did not but the aspiration for the CBC funding at least, was that it would form a town approach.

Councillor Seacome, as Chair of the Licensing Committee, confirmed that the draft Street Trading Policy would be reviewed by the committee a week on Friday (13 May) before a twelve week consultation period would commence, in which he would ensure members were included. The policy would then go before the Licensing Committee once again, prior to going to Council for formal adoption.

The Cabinet Member Sport and Culture offered updates in addition to and in support of some of the later agenda items.

The Heritage Lottery Fund bid had been successful and as a result, the Art Gallery and Museum had closed on the 31 March. Securing the funding had been a great achievement for the Council and the town in a time when other authorities were being forced to close such provisions. He reminded members that they were invited to attend the fundraising event for the next phase of the scheme on the 25 May.

Another achievement was that as part of a Gloucestershire consortium, Cheltenham, namely the Prince of Wales Stadium, would host the Malawi Olympic Team in preparation ahead of the Olympics.

2010-2011 had been a successful year for sport and leisure in Cheltenham. As the Leisure@ outturn report detailed (agenda item 11), the service had achieved a £78k under-spend. In addition to this the Town Hall and Pittville Pump Room had also achieved an under-spend of £50k.

In response to a question from a member of the committee the Cabinet Member Sport and Culture suggested that GCC had permitted the 'Midnight Walk' in Cheltenham as the Highways Authority.

7. COMMISSIONING UPDATE

The Cabinet Member Corporate Services offered a brief Commissioning update given that very little had changed since the last meeting. Further updates would be a result of the commissioning reviews and in light of this he wondered whether it was worthwhile him attending every meeting. He suggested that he should only attend in instances where he could provide significant updates.

In response to a question from a member of the committee the Cabinet Member Corporate Services assured members that they would play a key role in the commissioning process and could be involved at various stages. This included agreeing processes by which members of the public reported concerns and/or complaints.

The Chair thanked the Cabinet Member Corporate Services for his attendance and proposed that he contact the Chairman (Councillor Smith) regarding future attendance at these meetings.

8. COMMITTEE WORK PLAN 2011-2012

The Executive Director introduced the paper as circulated with the agenda, the first of its kind to come to the committee. He felt this new approach was a positive one which would allow members to shape upcoming scrutiny and offered the opportunity for more effective involvement in wider scrutiny issues.

The comprehensive plan emerged following discussions between Officers and the Chairman and was informed by the Corporate Strategy and Forward Plan.

Members were invited to raise issues with items that were included on the work plan or highlight topics which in their opinion should be.

In response to a query the Chair confirmed that the Forward Plan was reviewed at each of the Chairs Briefings and therefore informed the committee work plan on an ongoing basis.

Councillor Coleman acknowledged that the work plan currently contained some weighty issues and accepted that resources had reduced but proposed that the committee should consider Christmas celebrations on an annual basis given the level of public interest on the matter.

The Executive Director noted that this was something the Economy and Business Improvement O&S Committee had reviewed in the past, however, agreed to consider whether it fitted with the remit of this committee.

In response to a query by the Chair, the Executive Director suggested that the Cabinet Member Corporate Services attend the committee meetings to provide a commissioning update as an exception rather than as a standard item at each meeting.

Members were invited to raise additional items of interest with the Chair and Vice-Chair in the first instance.

9. CHELTENHAM BOROUGH HOMES

The Chair welcomed Paul Davies and Lawrence Boyd.

Paul Davies, the Chief Executive and Lawrence Boyd, Chair of the Board of Cheltenham Borough Homes (CBH) introduced themselves and a PowerPoint presentation (Appendix 1).

Lawrence explained that he had been Chair of the Board for the last 18 months and had only 18 months of his 9 year term remaining.

Looking retrospectively over the last decade he felt CBH had performed well, a major factor was the Decent Homes programme, however, this success was also attributed to the Board, Staff and the support provided by the Council.

Going forward things would be very different, the current undertaking of building new homes and the harsh economy would add pressure to CBH and its Board, which was currently comprised of 15 non-executive members, 5 tenants, 5 independent members and 5 Council representatives.

The direction of travel being proposed offered scope to reduce the Board to 12 non-executive members (4 tenants, 4 independent members and 4 Council representatives), though this was still for discussion. External factors included, generally Board sizes were reducing and industry research suggested that a smaller Board was a more effective Board. Internal factors being, that creating a team within the Board structure with the current number (15) was more difficult, a smaller number (12) would allow for improved engagement and

enable more focus from individuals. He did not agree with the argument that this would affect quality.

Personally he wanted to see the change through the passing of time as members came to the end of their 9 year term, as he would next year and one of the tenant representatives the year after (2013).

Paul Davies then spoke about the development of the business plan.

Members were shown a map which depicted the distribution of Council housing stock and areas of deprivation in Cheltenham. The majority of homes managed by CBH were situated within the most deprived communities in the borough, with higher unemployment, lower incomes, poorer health and mortality 4 to 7 years less than the equivalent.

From the outset CBH were not only committed to delivering a successful Decent Homes programme but also providing positive outcomes for their customers. Having consulted 1 in 5 residents, as well as various regeneration partners, it was apparent that there was a strong feeling that CBH should be more than a management and repairs provider and build upon its development of communities.

There was however, still ambiguity in the operating environment and therefore, targets and milestones within the business plan covered the period of 2012-2015. The economic climate made CBH residents more vulnerable and growth within the housing market was an issue. Major welfare changes, too many to mention, posed their own risks to CBH and their residents.

Regulatory reforms had and would see all but the HCA disappear. Delivering a 3 star service had always been the key driver for CBH and with the demise of the Audit Commission came the requirement to monitor themselves and be more accountable to the community.

There were also opportunities. CBH was comfortable standing as a partner of the Council, happy to help deliver the Councils objectives whilst meeting their own.

Forthcoming changes from housing subsidy to a self financing model also offered opportunities for CBH. Whilst they would have a £58million debt, it was more than capable of serving that debt, with the regeneration works achieving £20million alone. These changes offered potential for provision of new services for the community.

Another issue faced by CBH was the proposed use of fixed term tenancies, ranging from a minimum of 2 to a maximum of 20 years (life in some circumstances). In his opinion this could undermine efforts to create communities.

Given the many uncertainties it was felt that it was time to hold to their current strategy. The core business needed to be robust but CBH were eager to avoid being stagnant and would therefore look to draw in Lottery funding for future innovative projects and schemes. The management fee from CBC would be maintained at the current level aided by a 3 year pay freeze for all employees

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and 110 new homes for 110 families would be completed within the coming 5 years.

Paul Davies, the Chief Executive, took the opportunity to express his thanks to CBC for extending the management agreement until 2020, which offered an element of stability to residents in a time of uncertainty.

The following answers were given by the Chair of the Board and Chief Executive of CBH in response to questions from members of the committee;

- The Coronation Square office move was subject to the public agreeing to the Library being situated elsewhere. If possible, a report would be considered by the Board at the end of May, though the process would probably take 12 months. No cost saving would be achieved by this move, however, the building was more modern and accessible.
- The CBH constitution states that the Board must be 5 tenants, 5 independent members and 5 CBC members. Any change would need to be approved by Council.
- CBH would look to utilise Officers with previous experience to liaise with particular providers rather than providing directly (mental health services).
- Fixed term tenure would not apply retrospectively and would realistically take a generation to take effect. Current guidance did not imply that authorities would be forced to offer fixed term tenure and as such the advice of CBH was that these should be used sparingly.
- It would be for CBC to decide the criteria used to assess the length of tenure offered to a new tenant as the responsible authority for the Housing Policy.

The Chair thanked both men for their attendance and members joined her in commending CBH in their successes over the last decade and exciting plans for the future.

The Chair referred members to the draft terms of reference for the Housing review member working group and invited members from the committee to express an interest in forming part of the working group.

The Director of Commissioning confirmed that CBH Officers and Board Members would be co-opted and invited to participate at relevant times. She envisaged that there would be one meeting a month between now and October, probably in the evening to suit members' availability and there would be a large volume of reading involved between meetings.

The Chair felt that, as the group was not a decision-making body, it would be beneficial for membership to be as diverse as possible.

Councillors Coleman, Flynn, R. Hay and Waklett (CBH Board Member) and co-optee Karl Hemming expressed an interest.

The Cabinet Member Housing and Safety would extend the invitation to all members and confirm details in due course.

10. ART GALLERY AND MUSEUM

The Museum, Arts and Tourism Manager introduced the paper which had been circulated separately to the agenda and prior to the meeting. The paper offered an update on progress since the last report to Council on the 11 February.

The second-round bid to the Heritage Lottery Fund was successful with a grant for the full amount requested; £750k.

The AG&M closed on the 1 April 2011 for the start of the decanting programme, moving collections to various sites including the Depot, 3 St. Georges Place and the existing galleries above the Library. No rental charges would be paid for these spaces, just covering costs (business rates, heating and security systems).

The design scheme had been completed and was now half way through the procurement process for a contractor. If current timescales were maintained, work would commence on the 26 July 2011 and be completed by August 2012, ready to be opened by early the following year, 2013.

The fundraising campaign had so far raised, including the HLF bid, £5,380,475, which left a shortfall of £919,525 to achieve the £6.3million target. However, notwithstanding the decision by the Council to underwrite the shortfall, the fundraising campaign continued to raise funds, with the launch of the Phase III fundraising campaign at the end of May.

A partnership agreement with the University of Gloucestershire (Faculty of Media, Art and Communications) was currently being developed.

The AG&M were also in discussions to let the ground floor retail area and sell art and crafts.

A series of off-site exhibitions and projects were being arranged throughout the closure period in an effort to continue to engage and interact with current audiences as well as develop other audiences who would not ordinarily engage.

She took the opportunity to remind members of the event being hosted at the AG&M on the 25 May to celebrate the start of the development scheme and launch the Phase III fundraising campaign.

The following responses were given by the Museum, Arts and Tourism Manager to questions from members of the committee;

- The University had to date, put £60k towards the development scheme. The ongoing discussions were in relation to the placements and events that would be available to students.
- Stakeholders from other galleries, etc, in Cheltenham and slightly beyond had been communicated with and would be contacted again soon to advise them of progress and future plans.
- The design was as agreed as part of the Planning Application that was made, there had been no subsequent changes.
- It was hoped that new audiences would visit the new scheme once work was completed as it would be far more informal than before.

- The 'Museum Take-Away' service, which involved a box of exhibits going out to various venues would be rolled out across Cheltenham in partnership with organisations, which could include Schools and Resource Centres. However, first work would be undertaken to build relationships within communities in order to provide them with what they want, rather than imposing something on them. This approach had worked for other galleries in the past.

The Chair thanked the Museum, Arts and Tourism Manager, who agreed with the suggestion that whilst various updates were scheduled on the work plan, members would benefit from and welcome site visits. She advised that the architect and out-reach officers would be attending the event on the 25 May.

11. LEISURE@CHELTENHAM

The Commercial Manager of Leisure@ introduced the paper as circulated with the agenda which detailed the successes of 2010-2011 and outlined plans for the future.

Some key points which were highlighted by the Commercial Manager included carry forward requests which had been made in relation to systems thinking and a feasibility study.

Footfall overall was ahead of target.

CBC did not subscribe to the national swim scheme as it had already established its own 'under 16 free swim' and '£1 concession swim' schemes which have continued, though they did fall slightly short of their targets.

He explained that were a class for 20 people to be cancelled and 20 complaints be received as a result, this would equate to 1 'unique service failure'. In 2010-2011 there had been 37 which fell short of the target of 40.

Retail had grown consistently over the last few years and had continued to do so in 2010-2011.

Casual swimming had not done as well as was anticipated but this had been more than offset by the success of other pool use.

In relation to hall hire, evening business was full and as such the focus was now on securing day and weekend business.

In terms of the year ahead there would be a focus on retention, new business, communications & sales and efficiencies & savings.

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

- He accepted that an important part of a stand-alone website that linked to partners and social media, etc, was that it was regularly updated and members were assured that this formed part of the plan.

- From a financial standpoint swimming were figures only narrowly short of the target. Casual swimming had proved a problem in March, but month on month the targets were being achieved.
- When Leisure@ re-opened after the floods every effort was made to publicise that the pools were available to casual swimmers during the day. The suggestion was that there was a requirement to repeat this message.
- 'Systems Thinking' identified and removed waste from systems and processes and was used to drive out efficiencies and savings. The 'check' exercise required an element of resource for which there was an associated cost.

The Executive Director reminded all members that 'Systems Thinking' was a formal process adopted by and used across the Council.

The Chair thanked the Commercial Manager for his attendance and congratulated him on the 'good news' story.

12. LEISURE AND CULTURE COMMISSIONING REVIEW

The Chair apologised to the Cabinet Member Sport and Culture that this item was being discussed later than scheduled.

The Cabinet Member Sport and Culture introduced the paper as circulated with the agenda, which he took as read, choosing to highlight key points only.

Members were reminded that they were not required to make any decisions at this point.

Item 1.1 of the paper set out the services which did and did not fall within the scope of the review. He stressed that the Leisure and Culture review was in the first and what he considered to be the most important phase of the commissioning cycle – analysis.

Whilst the paper also set out progress to date, this was the first major commissioning undertaking and the process would develop along the way.

'Systems Thinking' identified and removed waste from systems and processes. This would, where possible, drive out waste and create efficiencies, resulting in not just monetary savings but time savings which would allow staff to do other things.

The Art Gallery and Museum review was on hold given the uncertainty about the HLF funding but since this was no longer the case the opportunity would be taken to undertake the review whilst it was closed.

The figure referred to in item 2.6.4 was not a random one but there was a slight amendment required, as it represented 30% of the operational subsidies rather than the operational budget.

The Cabinet Member Working Group was scheduled to meet for the first time on the 18 May and was tasked with preparing a paper for Cabinet on the 26 July, though this would be similar to that which had been presented to this committee rather than outlining particular recommendations about services.

The following responses were given by the Cabinet Member Leisure and Culture in response to questions from members of the committee;

- The Cabinet Member was aware of past failings but reiterated that the process was not at the stage at which decisions were being taken. The priority at present was to make current service delivery as efficient as possible before drawing comparisons with other delivery models.
- Members of the working group would be provided with hard copies of the background papers referred to within the paper and co-optees of this committee could also be provided with copies if they so wished.

The Chair thanked the Cabinet Member Leisure and Culture for his attendance and apologised again that the meeting had run later than scheduled.

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

There were no urgent items for discussion.

14. DATE OF NEXT MEETING

The next meeting was scheduled for the 11 July 2011.



Rowena Hay
Chairman

**Lawrence Boyd
Chair**

and



**Paul Davies
Chief Executive**

Cheltenham Borough Homes (CBH)





View from the Chair

- CBH: The first decade
- CBH: The second decade



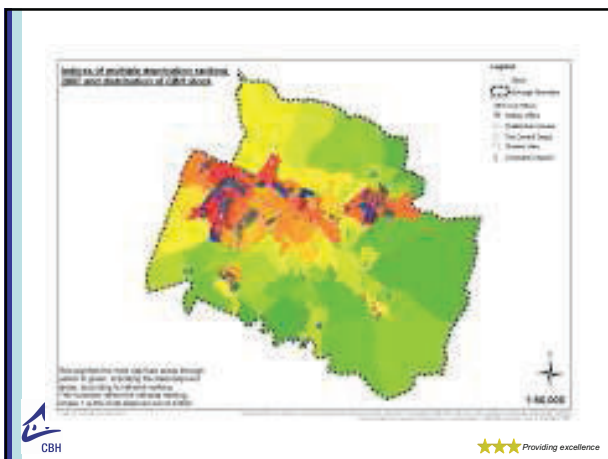


The Board

- External perspective
- Internal perspective



Governance

- Full review with Housing Quality Network
- Direction of travel with the Board
- Maintaining the representative role whilst “professionalising” the Board



Still Ambiguity in the Operating Environment.....

- Economy, housing market, jobs
- Regulatory reform TSA, Audit Commission, HCA, National Tenants Voice
- Welfare Reform



But also opportunities

- Localism bill
- HRA reforms

and issues to consider

- Tenancies



Time to hold our current strategy

- Core landlord excellence
- Innovate with a wide range of community roles
- Robust business, including some growth



Specific Issues

- Regeneration
- Jobs and training
- Repairs (subject to market)



Information/Discussion Paper

Social & Community Overview & Scrutiny

11 July 2011

Olympics 2012 Update & Associated Projects

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 Discussion and development work on the Olympics has been underway for some time, and following the announcement that the Torch Relay is coming to Cheltenham, this discussion paper is intended to bring members up to date on recent discussions and associated developments.

2. Summary of the Issue

- 2.1 The London 2012 Olympics will take place next summer between July 27th and August 12th, with the Paralympics running from 29th August to 9th September. This will be the first time since 1948 that the Olympic Games have been hosted in the UK, and only the third time ever.
- 2.2 Throughout the build up in to next years event the London Organising Committee for the Olympic Games (LOCOG) have repeatedly stressed that importance of the Olympic Legacy, and the need for the whole country to embrace the Olympics and use it to inspire current and future generations to take part in sport. This briefing paper is intended to update members on a number of Olympics related developments, some of which are developing on a daily basis.

3. Summary of evidence/information

3.1 Torch Relay Celebrations

The Olympic Torch is a key symbol of the Olympic Games, and the Torch Relay is a key element of the Olympic celebrations; both in respect of the traditional symbolism it represents, and through its ability to ignite community interest and inspire future generations. The torch is lit at a special ceremony on Mount Olympus in Greece before being transported to the UK to start its journey across the length and breadth of the UK.

- 3.2 In 2009, on the request of LOCOG, a Gloucestershire Olympic Legacy Working Group linked to the counties Senior Cultural Officers Group, submitted a countywide proposal to attract the Torch Relay into Gloucestershire, highlighting a number of significant sporting and cultural facilities and festivals. The proposal identified Cheltenham Racecourse as the most appropriate venue for hosting an evening celebration within the county.

- 3.3** In May, it was finally announced that Cheltenham had been selected as one of 66 Celebration sites that will host an evening event, although we are awaiting official confirmation from LOCOG in respect of our proposed venue for the celebration. The Torch Relay will arrive in Cheltenham during the afternoon of **Wednesday 23rd May 2012** and will make its way to the celebration site.
- 3.4** The Olympic Torch Relay will commence on 19th May 2012 from Lands End, and will embark upon a 70 day tour across the length and breadth of the UK. On its route the Torch will stop overnight at 66 Evening Celebration Sites, each of which will host a two hour stage show, delivered by LOCOG with the support of the 3 Torch Relay sponsors (Coca Cola, Samsung and Lloyds TSB). The evening celebration stage show will follow a standardised LOCOG template structure, with scope to include local performances. Each show will culminate in the arrival of the flame carried onto the stage by the days final Torchbearer, and the lighting of the cauldron.
- 3.5** LOCOG have stipulated that the evening celebration event must be free of charge, and whilst it is difficult to estimate the potential attendance that we will be required to cater for, we are working off the assumption that a crowd in excess of 10,000 will attend.
- 3.6** The detailed street level route for the Torch Relay is being developed by LOCOG in conjunction with local police, and will not be confirmed until later in the Autumn. It is however envisaged that the route will bring the Torch Relay into Cheltenham from the south during the late afternoon/early evening, heading through the town centre and on towards the celebration site. Once the detailed route is known, work will begin with local community groups, schools and businesses to encourage street celebrations and to animate the route.
- 3.7** The “Moment To Shine” nomination and selection process has recently been coordinated by LOCOG to identify the first 2012 inspirational Torchbearers who will have the opportunity to carry the torch on part of its journey. Further competitions and nomination processes will be announced over the coming weeks by the three Olympic Torch Relay sponsors to allocate the remaining Torchbearer places. In total, 8,000 Torchbearers will carry the torch, with half of those being aged 12 – 24. Cheltenham Borough Council and Gloucestershire County Council, as “host communities” for the Torch Relay, will each be guaranteed one Torch Bearer place.

4.1 Olympic Torch Relay Community Task Force

LOCOG have placed a requirement upon torch relay “host communities” to form countywide Task Forces, and to develop local actions plans for logistical planning, health & safety issues and security issues. In addition to initial members of the original Olympic Legacy Working Group, the Task Force group now includes Gloucestershire Highways, Police, local media, and local representatives of the 3 national sponsors, as well as officers from both Gloucestershire County Council and Cheltenham Borough Council.

- 4.2** Legal agreements have been signed between LOCOG and both Gloucestershire County Council and Cheltenham Borough Council, whilst a separate agreement has been signed between Cheltenham Borough Council and the proposed evening celebration site.
- 4.3** Detailed plans for the evening celebration have yet to be made, however as further

information is released by LOCOG and the sponsors, the Task Force will be required to develop a detailed event management plan and to secure appropriate permissions and licenses.

- 4.4** Whilst the evening celebration stage show is funded by LOCOG and the national sponsors, the financial responsibility for meeting the costs of staging the event needs to be met locally. This will include the cost of policing and stewarding the celebration event, managing crowd safety along the route of the Torch Relay, and the clean up operation.

5.1 Torch Relay Celebration & Twinning Links

The arrival of the Olympic Torch in Cheltenham heralds a moment in time when the eyes of the world will be focussed on Cheltenham, and provides an opportunity to celebrate our own established international links with twin towns across the world. Initial discussions have been held, with a view to inviting representatives of our twin towns to come to Cheltenham in May 2012, to coincide with the arrival of the Olympic Torch Relay. This could include representatives of Socchi, who will host the Winter Olympics in 2014, and Annecy, who are one of 3 short listed host cities for the 2018 winter games.

6.1 Malawi Overseas Olympic Training Camp

Earlier this year, an agreement was signed with the Malawi Olympic Association that is set to see their Olympic athletes and sports team based within Gloucestershire in the build up to the games in the summer. A successful Overseas Training Camp consortium bid was put together between Cheltenham Borough Council, Gloucester City Council and the University of Gloucestershire who have an established link with Malawi through an outreach sports project.

- 6.2** It is expected that a group of between 30 – 45 athletes will reside in student accommodation at the Oxstalls Campus in Gloucester for a period of up to 3 months, and will use a range of sports facilities in Cheltenham and Gloucester to prepare for the Olympic Games. We are currently awaiting further details from the Malawi Olympic Association in respect of squad size and their arrival date, although the Training Camp is partly dependant on a fundraising campaign that the University will lead to secure sponsorship and business sector support. It is hoped that once the Malawi squads arrive in Gloucestershire, they will support a series of projects in local schools, as well as working alongside coaches and aspiring youngsters in local sports clubs.

7.1 Summer of Sport Programme for Young People

In April 2009, £30,000 was allocated to the Sports Development Team to develop a Summer of Sport summer holiday programme in the three years building up to the 2012 Olympics (2010, 2011 and 2012). The programme seeks to provide a broad range of opportunities to participate and improve in a number of sports, with links created with local community clubs to encourage ongoing participation. The Summer of Sport programme in 2010 attracted 1,590 attendances over a five week period.

- 7.2** The programme for 2011 has been compiled along similar lines to the previous programme, and will be based around three key stands;

- SportsZone - multi sport programme taking place at Christ College
- Sports Specific Camps - in a range of sports in conjunction with local clubs
- Sport In The Park – informal sessions in targeted parks across the Borough

7.3 The Summer of Sport programme has recently been awarded the London 2012 Inspire Mark. The Inspire Mark recognises the programme as a grass roots community sports project, allowing future promotional materials to carry the official London 2012 logo.

7.4 A promotional leaflet has been produced, which has been distributed via schools and direct mail to every child living within the Borough, as well as being available through the website. The Summer booklet also features details of the PlayZone playschemes, Play Ranger sessions and a wide range of activity trips being organised by the Play Development Team. Bookings for all summer programmes are coming in thick and fast!

8.1 National School Games programme

In February 2011, the coalition government announced its intention to establish and fund a national School Games programme that would build on the existing local network of School Sport Partnerships, created and funded over the previous decade.

8.2 The national School Games programme is built around a 4 stage model;

- Level One – a programme of competitive sport within each local school
- Level Two – a regular programme of inter school competition, events and fixtures between schools in a local area
- Level Three – a county level festival of sport acting as the culmination for the local competitions giving winning schools the opportunity to represent their area
- Level Four – a national multi sport event for the most talented young people of the country, with individuals identified through governing bodies of sport

8.3 Nationally and locally the school sport partnerships are going through a complex transition period as a result of significant funding cuts, however it is expected that work on the school games programme within Gloucestershire will commence over the coming weeks. Whilst a number of counties have piloted the programme during the past academic year, the full roll out of the programme will begin in September with the county level events taking place during May/June 2012.

8.4 Details of the local programme of competitions and the timing of the county level games remain unclear, however the Sports Development Team are in discussion with all parties and it is hoped that links can be made between the county school games event and the arrival of the Olympic Torch in Gloucestershire.

9. Next Steps

9.1 Discussions on the Torch Relay are continuing on a daily basis between CBC, LOCOG and members of the County Task Force, including the proposed evening celebration site, although details of these conversations are restricted through a strict confidentiality agreement signed with LOCOG.

- 9.2** A further discussion paper will be brought back to the committee later in the year, once further details are known, including any financial implications.

Background Papers	None
Contact Officer	Craig Mortiboys, Healthy Communities Partnership Manager, 01242 775121, craig.mortiboys@cheltenham.gov.uk
Accountability	Cllr Andrew McKinlay
Scrutiny Function	Social & Community Overview & Scrutiny

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Information/Discussion Paper

Cheltenham Borough Council

Social and Community Overview and Scrutiny Committee 11 July 2011

Building resilience in providers of community-based youth work

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. Background

- 1.1** Members of the committee will be aware that, as part of its 2011-12 budget, Gloucestershire County Council (GCC) has agreed to focus its resources on young people who are in greatest need and those at risk of not making a successful transition into adulthood. To achieve this, a complete redesign of Young People's services is now taking place which has seen GCC withdraw from direct provision of general services for young people. In Cheltenham, this has affected the following youth centres:
- Whaddon Youth Centre (which is owned and operated by GCC);
 - Oasis Youth Centre (which is owned and operated by GCC);
 - Springbank Resource Centre (which is managed by Hesters Way Neighbourhood Project);
 - Aggs Garden Pavilion (which is owned by Cheltenham Borough Council - CBC);
 - Brizen Youth Centre (which is leased to Leckhampton with Warden Hill Parish Council and managed by the Brizen Management Committee);
 - Naunton Park Pavilion (which is owned by CBC and managed by a management committee);
 - Charlton Kings Youth Centre (which is owned by the trustees of Charlton Kings
- 1.2** GCC has agreed to invest £50k in each of the six Gloucestershire districts in 2011-12 in positive activities for young people, to be delivered by voluntary and community sector (VCS) organisations.
- 1.3** In its budget agreed on 11th February 2011, the Cheltenham Borough Council agreed to allocate a one-off sum of £50k from its local area agreement performance reward grant to support the sustainable development of additional capacity and expertise within VCS providers of community-based youth work.
- 1.4** This report summarises the processes undertaken and the progress made to allocate both these sums of funding.

2. Gloucestershire County Council funding

- 2.1 GCC has agreed to invest £50k in each of the six Gloucestershire districts in 2011-12 in positive activities for young people, to be delivered by voluntary and community sector (VCS) organisations.
- 2.2 In addition, to the GCC funding, the following partners have also agreed to contribute funding:
- Cheltenham Community Safety Partnership and the Stronger Communities Partnership have agreed to allocate £5k to enable statutory organisations to deliver positive activities with young people.
 - Cheltenham Health and Wellbeing Partnership has provisionally agreed to allocate £5k to enable groups to promote healthy lifestyles with young people.
- 2.3 This gives a total fund of £60k in Cheltenham.
- 2.4 In mid-May, Gloucestershire County Council published the criteria that districts would comply with for the allocation of the GCC funds. These were discussed at a meeting of Cheltenham Children and Young People's partnership on 20 May and a draft commissioning brief was prepared and discussed at the joint county and 6 district event "It's not all ping-pong and chocolate" held on 13 June.
- 2.5 Consultation on the draft brief has also taken place with the voluntary and community sector that organised their own consultation session, the Cheltenham Children and Young People's partnership on 8 July and the Social and Community sub-group.
- 2.6 The revised draft brief is attached as **appendix A** to this report and comments from the committee are welcome.
- 2.7 Cheltenham Borough Council will lead the allocation process and make the decisions about which projects will be supported. It will seek advice and support from the Cheltenham Children and Young People's Partnership and the Social and Community O+S working Group.
- 2.8 Following this meeting and incorporation of changes, the brief will be sent to the county council for endorsement and then taken to the borough council's cabinet on 26th July for final agreement. Once agreed, the brief will be published and applications will be sought from providers across the borough. The closing date will be Friday 9th September. The intention is that the recommendations will be made to the borough council's cabinet that meets on 27th September with successful applicants being notified shortly afterwards.
- 2.9 In the meantime, we are encouraging organisations to review the provision of youth activities in their particular neighbourhoods to ensure that bids come forward that can evidence need and demand.
- 2.10 In recognition that direct funding will not reach providers until after the summer months, the Community Safety and Stronger Communities Partnerships have agreed to set aside a proportion of their community safety fund to support communities where there might be emerging issues with anti-social behaviour. Applications will be handled speedily and will be assessed by the anti-social behaviour working group that will meet regularly throughout the summer.

3. Cheltenham Borough Council funding

- 3.1** The council adopted a commissioning approach to allocating the £50k funding which will go to support the sustainable development of additional capacity and expertise within VCS providers of community-based youth work. As part of this, the council worked with the Cheltenham Children and Young People's Partnership to define what we wanted to achieve with the funding and then undertake a process to identify a delivery partner(s) who could provide these at best value. As a result a commissioning brief was produced that set out the desired outputs and outcomes.
- 3.2** To progress the commissioning process, CBC advertised the brief widely and gave 8 weeks for interested parties the opportunity for to submit an expression of interest. The documents were also circulated to existing providers of community-based youth work and organisations that provide support for these organisations in order that they could set out their views on the proposed outcomes and the degree in which they met areas of need and gaps in existing support.
- 3.3** Four expressions of interest were received:
- Gloucestershire Association for Voluntary and Community Action (GAVCA);
 - Gloucestershire Enterprises Ltd;
 - County Community Projects;
 - Third Sector Services.
- 3.4** All four proposals were assessed to have strengths as well as areas where we would like more information. There were also areas where the individual proposals complemented each other and where we would like the organisations to work together to pool expertise and capacity. All four were invited to work up and submit more detailed proposals with a closing date of Friday 24 June.
- 3.5** Three detailed proposals were received from:
- Gloucestershire Association for Voluntary and Community Action (GAVCA) which includes working with Third Sector Services;
 - Gloucestershire Enterprises Ltd;
 - County Community Projects.
- 3.6** Representatives from the three organisations were invited to take part in a question and answer session with members from the Social and Community sub-group, the chair of the Cheltenham Children and Young People's partnership and the Cllr. Sudbury as cabinet lead on Tuesday 5 July. A verbal update on the assessment process will be made at the meeting.
- 3.7** A recommendation about the most suitable provider will be made to the borough council's cabinet that meets on 26th July with the successful applicant being notified shortly afterwards.
- 3.8** The expectation is that this new relationship will begin to develop over the summer so that the provider is in a position to support VCS projects to apply for funding through the GCC fund.

Report author	Contact officer: Richard Gibson, Policy and Partnerships Manager richard.gibson@cheltenham.gov.uk, 01242 235354
Appendices	A draft brief "Commissioning of positive activities for young people's in Cheltenham"
Background information	None

DRAFT**Commissioning of positive activities for young people's in Cheltenham****Background**

The unprecedented financial crisis has resulted in huge cuts in public expenditure. As part of its 2011-12 budget, Gloucestershire County Council (GCC) has agreed to focus its resources on young people who are in greatest need and those at risk of not making a successful transition into adulthood. To achieve this, a complete redesign of Young People's services is proposed which will see GCC withdraw from direct provision of general services for young people. In Cheltenham, this will affect the following youth centres:

- Whaddon Youth Centre (which is owned and operated by GCC);
- Oasis Youth Centre (which is owned and operated by GCC);
- Springbank Resource Centre (which is managed by Hesters Way Neighbourhood Project);
- Aggs Garden Pavilion (which is owned by Cheltenham Borough Council - CBC);
- Brizen Youth Centre (which is leased to Leckhampton with Warden Hill Parish Council and managed by the Brizen Management Committee);
- Naunton Park Pavilion (which is owned by CBC and managed by a management committee);
- Charlton Kings Youth Centre (which is owned by the trustees of Charlton Kings Youth & Community Centre).

The residual GCC funding is proposed to be targeted on prevention services aimed at young people in greatest need.

The proposal

GCC have agreed to invest £50k in each of the six Gloucestershire districts in 2011-12 in positive activities for young people, to be delivered by voluntary and community sector (VCS) organisations.

In addition, to the GCC funding, the following partners have also agreed to contribute funding:

- Cheltenham Community Safety Partnership and the Stronger Communities Partnership have agreed to allocate £5k to enable statutory organisations to deliver positive activities with young people
- Cheltenham Health and Wellbeing Partnership has provisionally agreed to allocate £5k to enable groups to promote healthy lifestyles with young people.

This gives a total fund of £60k in Cheltenham.

In addition, Cheltenham Borough Council has allocated £50k to commission a programme of activity to support the sustainable development of additional capacity and expertise within the VCS providers of community-based youth work across the whole of the borough.

Cheltenham Borough Council will lead the allocation process and make the decisions about which projects will be supported. It will seek advice and support from the Cheltenham Children and Young People's Partnership and the Social and Community O+S working Group.

What do we want to achieve with the funding – the outcome

Young people are able to access a programme of activities, across the whole borough of Cheltenham that makes a positive difference to them, their health and wellbeing and the communities they live in.

The Borough Council will consider applications for funding that will deliver improved outcomes for young people aged 11-19 in at least one of the following:

- Young people making the right choices about the health and wellbeing
- Young people feeling valued in their communities
- Young people feeling safe in their communities
- Young people making a positive contribution
- Young people have fun.

The assessment criteria

From xx onwards, an assessment panel, which will include the Cabinet Member for Housing and Safety and xx, (and representation from young people) will assess all submitted applications. We will be looking for projects that have been well thought out and can demonstrate the following:

- How the project will meet the 5 outcomes for young people set out above;
- Evidence that there is a need for the project including evidence from consultation with young people;
- Overall value for money including any match funding (inc in-kind contributions) and possibility of sustaining the project beyond the initial year of funding;
- Accessibility of the project including inclusion of minority groups and affordability;
- Evidence of thorough planning including safeguarding arrangements, health and safety, any relevant licensing issues, appropriate risk management and contingency planning;
- Evidence of the active involvement of young people in the project.

We are also looking for assurances that project deliverers will put in place a robust system for collecting, monitoring and assessing the impacts of the project and for reporting and sharing this information.

The assessment panel will seek to distribute this funding to promote equality of access across the different areas of Cheltenham.

Recommendations will be made to the borough council's cabinet that meets on xxx. Successful applicants will be notified shortly afterwards.

Duration

The allocation of £50k from GCC is for an initial period of one year. Following a review towards the end of the 2011 financial year, there may be scope for looking at a longer period of investment during the remaining three years of GCC's budget.

Successful applicants will therefore have a period of 12 months to implement the project.

Who can apply?

The GCC fund of £50k is to be allocated exclusively to Voluntary & Community Sector (VCS) organisations which includes community, parish and social enterprise organisations as well as voluntary ones.

The Health and Wellbeing and the Safer Stronger partnership funding is open to any statutory agency, public body, constituted voluntary sector, community or neighbourhood based organisation.

What we will fund

'Positive Activities' are defined to include 'provision that delivers activities'. Delivery costs of running programmes of activities (venue, equipment and staffing) are eligible expenses.

What we won't fund

- Staffing/managerial costs that are not related to the direct delivery of the project.
- Projects being delivered outside the boundaries of Cheltenham borough.
- Projects that cannot demonstrate that appropriate safeguarding arrangements are in place.

How much can be applied for?

Any group may apply for a single award up to a maximum of £xx

Can an organisation make more than one grant application?

Yes, though no more than one award will be awarded to any one organisation.

Making an application

Please complete both pages of the application form. Incomplete applications will not be considered.

We want to encourage applicants to complete their applications on a computer as hand written applications maybe difficult to read. If you require any help with completing the application forms please let us know as soon as possible and we will provide assistance.

Your grant application should also be accompanied by a copy of your last annual accounts (audited where this is a requirement for your organisation) and a copy of your constitution.

Agreements and performance management

Before the project can start, the council will enter into a project agreement with the provider which will set out various obligations on the two parties. This is very important as the way in which the money is used will be subject to inspection and audit and your monitoring plans will help us ensure that your project is progressing along the right tracks.

Grant payments

For successful applicants, payments will generally be made in arrears on receipt of completed performance management report and claim form. However, we can arrange advance payments to help with cash flow but this will be subject to checks and you will be liable to repay this if your project does not make satisfactory progress.

Other considerations

Please be aware that as this is public money, the funding will be subject to inspection and audit. Any fraudulent activity will be quickly identified and reported to the police.

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Cheltenham Borough Council

Social and Community Overview and Scrutiny Committee

11 July 2011

Public Art Review Working Group – Final Report

Accountable member	Councillor Andrew McKinlay, Cabinet Member Leisure and Culture
Accountable officer	Wilf Tomaney – Urban Design Manager
Accountable scrutiny committee	Social and Community
Ward(s) affected	All
Key Decision	No
Executive summary	At its September meeting, the Social and Community Overview and Scrutiny Committee agreed to the establishment of a group to review Public Art provision in the Borough. The Working Group has made a series of recommendations, which it considers will improve provision.
Recommendations	<p>That the Committee endorse the recommendations of the Public Art Review Working Group as set out below and recommend them to Cabinet:</p> <p>The Review Group recommends that:</p> <ul style="list-style-type: none"> A. Public Art provision should be considered under the commissioning umbrella. B. The wider membership of the Public Art Panel and its supporting officers is broadly correct but would benefit from some adjustment, including the introduction of a Public Art Advisor. C. The Public Art Panel should be chaired by an independent “lay-member”. D. The Public Art Panel should have a regular programme of standing meetings, within the Council’s municipal calendar. E. The Public Art Strategy and the Public Art Supplementary Planning Guidance are in need of review. F. Processes should be in place to ensure that each public art project has a fully developed project management and funding plan at the start of a project. G. A project leader/manager should be established. H. It is essential that a proper mechanism is put in place to ensure adequate funding is available to meet the objectives of each project.

- I. **Funding must provide for administration/project management costs and for maintenance, in addition to the cost of any works.**
- J. **There should be an ability to take Section 106 contributions on smaller schemes and pool them in order that they can be reasonably used.**

<p>Financial implications</p>	<p>As detailed throughout the report with specific reference to 1.20 to 1.30 of the report. The intent of the Working Group's recommendations is that there should be a sustainable funding strategy for all public art projects. This approach is supported - projects should be entirely self-funding with the whole cost of a project (including "peripheral" items such as selection of art work, project management, landscape, long-term maintenance etc.) being identified early in the project and funded through a properly managed budget.</p> <p>Contact officer: Paul Jones, paul.jones@cheltenham.gov.uk, 01242 775154</p>
<p>Legal implications</p>	<p>Legal advice was provided to the Review Working Group throughout its deliberations and appropriate legal advice and comments have been incorporated into this report.</p> <p>Contact officer: Nicolas Wheatley , nicolas.wheatley@tewkesbury.gov.uk, 01684 272695</p>
<p>HR implications (including learning and organisational development)</p>	<p>The administration of a regular cycle of Public Art Panel meetings may have implications on officer capacity. Some time is already spent on this function under the current arrangements; it is not clear if the new arrangements will significantly alter the time commitment.</p> <p>Contact officer: Julie Mccarthy – HR Operations Manager , julie.mccarthy@cheltenham.gov.uk, 01242 264355</p>
<p>Key risks</p>	<ol style="list-style-type: none"> 1. There is a risk to the Council's reputation if Public Art is either not delivered or its delivery is badly managed. 2. There is a risk of not achieving some Civic Pride objectives if the Council cannot deliver Public Art effectively and efficiently – this may have knock on impacts on environmental quality, economic function of the town centre etc.

<p>Corporate and community plan implications</p>	<p>1. Ability to deliver Public Art impacts on a number of Corporate Strategy Improvement Actions 2010 – 2011 across a range of objectives, principally:</p> <p>Environment: Cheltenham’s natural and built environment is enhanced and protected.</p> <p>Economy: We attract more visitors and investors to Cheltenham.</p> <p>Arts and Culture: Arts and culture are used as a means to strengthen communities, strengthen the economy and enhance and protect our environment.</p> <p>2. As part of a wider strategic approach to the environment, public art can also deliver on Corporate Strategy outcomes aimed at safer communities and encourage low carbon travel.</p>
<p>Environmental and climate change implications</p>	<p>No direct impacts resulting from this report.</p>

1. Background

1.1 At its September meeting, the Social and Community Overview and Scrutiny Committee agreed to the establishment of a group to review Public Art provision in the Borough. The Committee resolved that:

- 1 A Public Art Review Group be established and Councillors Seacome and R Hay 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.

1.2 The Review Group met 4 times and consisted of:

- Councillor Diggory Seacome – Chair
- Councillor Rowena Hay
- Councillor Antonia Noble (GCC)
- Professor James Harrison (S&C O&S Committee)
- Jenny Ogle (Civic Society)
- Judith Baker (Admin)
- Paul McKee (Arts Development Officer)
- Hilary Mervyn-Smith (Project Manager)
- Nicolas Wheatley (Solicitor)
- Wilf Tomaney (Urban Design Manager)

1.3 The Review Group discussed a range of issues covering governance, funding, commissioning, delivery, ambition, the Public Art Panel, Civic Pride, policy, strategy and processes.

Current Arrangements

1.4 Delivery of public art within the Borough is governed by a number of processes and procedures:

a The **Public Art Panel** was set up in 1992 in order to encourage the provision of public art within the Borough; to provide direction, advice and support to those delivering it; and to encourage wider community involvement in the siting and development of projects. Its current membership is as follows

- Cabinet Member Sport and Culture (chair)
- Planning Committee representative (currently Councillor Seacome)
- Nick Sargent (University of Gloucestershire)
- Brian Carvell (Cheltenham Arts Council)
- George Breeze (Community representative)

Officer support is led by

- Arts Gallery and Museum Manager

supported by

- Arts Development Officer
- Parks Development Manager and
- Urban Design Manager

Over its lifetime there has also been occasional attendance from

- Cheltenham Business Partnership Manager
- Jenny Ogle (Civic Society)
- Lesley Green (independent arts consultant)
- Public Art South West
- MAD Youth Council

- b A Supplementary Planning Guidance note (SPG) was adopted in 2004 to establish a planning policy basis for the provision of public art pieces through new developments – either through funding contributions or the delivery of pieces of work.
- c A Public Art Strategy was published in 2004 to help tie the various elements together and establish a co-ordinated approach to the delivery and management of public art provision in the town.
- d The Civic Pride Urban Design Framework SPD establishes public art as an important component of the regeneration initiative.

1.5 Delivery of public art is through a number of processes, including:

- a Planning applications – either as part of a building or landscape design or through funding provided under a Section 106 agreement (planning gain)
- b Council-led projects – particularly through the Art Gallery and Museum, Parks, Built Environment and, in the future, as part of Civic Pride (the Cheltenham Development Task Force Public Realm Working Group includes public art in its terms of reference and includes a representative from the Public Art Panel).
- c Other Projects led by individuals or organisations – e.g. Civic Society involvement in the Holst statue and the Hare and Minotaur.

The Review Group Recommendations

- 1.6 Although the Review Group recognised that public art is successfully commissioned and delivered within the town, it identified a number of problems with the current system.
- 1.7 At the root of the problems, the Review Group considers, is that the delivery of public art has a low priority corporately and that delivery suffers as a result. Thus, there are issues which hamper commissioning and delivery, such as a lack of funding; an inability to provide sufficient officer resource to support projects; and the ad hoc operation of the Public Art Panel. This was not intended as a criticism of those involved in the processes, who are genuine in their desire to see public art delivered, but more a recognition that for the Council, public art is a peripheral activity and not a significant element in any portfolio or job description.
- 1.8 In considering the issues, the Review Group recognises that the Council is not in a position to put significant additional resources into public art and so has considered how the environment around its delivery might be adjusted to help delivery.

Commissioning

Recommendation A. The Review Group recommends that Public Art provision should be considered under the commissioning umbrella.

- 1.9 The Group identified that there are a range of difficulties and opportunities in the delivery of the whole public art function which make it a good candidate for commissioning. These difficulties are identified in the discussion below. However, they include management of the public art panel, project management of installations and the need for championing of public art.

Public Art Panel

1.10 The Review Group concludes that the Public Art Panel lacks focus and makes the following recommendations:

Recommendation B. The Review Group recommends that the wider membership of the Panel and its supporting officers is broadly correct but would benefit from some adjustment., including the introduction of a Public Art Advisor.

1.11 The Review Group considers that the Panel requires specialist advice on Public Art matters and suggests that a Public Arts Advisor is invited onto the panel. This is intended as an unpaid post which will aid the Panel in its tasks of appraising projects and in being proactive in seeking opportunities for new projects. The advisor would be someone with experience in previous projects, being able to advise on the artistic merits of proposals, ways and means of putting ideas into practice, and ready to explore new ways of identifying and funding new approaches. In the past this role was provided at various times by Public Art South West (PASW) and Lesley Green (at that time an officer of the County Council).

1.12 Additionally, Recommendation C (below) identifies issues with current arrangements for Cabinet representation on the Panel. The Review Group considers that specific Cabinet representation is not important on the Panel but that representation by a Council Member with a strong interest in the arts and culture is important. Additionally, a continued link to Planning Committee is considered important.

1.13 Thus, the Review Group considers that at its core, Public Art Panel would consist of:-

- An independent chairman (see Recommendation C below)
- Two CBC councillors (see Recommendation C below)
 - one a member of Planning Committee;
 - another councillor with an interest in art or culture.
- Cheltenham Arts Council representative
- University of Gloucestershire Art Department representative
- Civic Society representative
- A public art advisor

and possible co-optees

- Community representative (specific to particular projects and their locality)
- Project leader (see Recommendation G below)

The Panel itself might like to consider if members with other skills or from representative groups would be helpful and should be co-opted on an ad hoc basis.

Officer support with reference to any particular project will be drawn from the following teams

- Art Gallery, Museum and Tourism
- Parks Team – many art works are on parkland and are delivered by the parks team
- Built Environment Division – the other main corporate source of public art work (including coordination of public realm works and input to the Civic Pride project).

Recommendation C. The Review Group recommends that the Panel should be chaired by an independent “lay-member”.

1.14 The Panel is currently chaired by a council member – generally (currently) the Cabinet member with a culture brief. As such, when chairmanship changes, continuity can be difficult as an incoming Chair is unlikely to have been previously involved in the Panel. Additionally, public art is

often a small element of both the culture brief and of the overall portfolio of the Cabinet member (in recent years for example, this brief was accompanied by the finance brief).

- 1.15 The Review Group feels that handing the chair to a lay member will enable the Panel to be put in the hands of someone with a strong commitment to public art.

Recommendation D. The Review Group recommends that the Public Art Panel should have a regular programme of standing meetings, within the Council’s municipal calendar.

- 1.16 As mentioned earlier, the Group considered that the Panel has lacked focus. It is apparent from the discussion above that there are a number of reasons which might have led to this. However, a contributory factor is the intermittent nature of the meeting schedule (again a result of Public Art’s low corporate priority). This should be addressed through the establishment of a scheduled series of meetings every 3 months, with ad hoc meetings more frequently if a particular project needs discussion. These fixed meetings should be registered on the Council Calendar. A more formalised reporting structure should be considered. Administrative support to the panel will be provided by Cheltenham Borough Council.

Policy

- 1.17 Public Art sits well with the Council corporate objectives:

Objective	Public Art’s role
Enhancing and protecting our environment	By creating beautiful places By creating a backdrop which can encourage sustainable transport choices – particularly walking & cycling, but also providing a focus for transport nodes
Strengthening our economy	By providing a pleasant, interesting and attractive destination for visitors By providing a town centre which has richness and variety in its public realm, to supplement the towns retail, commercial, leisure and cultural offer
Strengthening our communities	By providing a focus for community activity and engagement in design and implementation By providing a centre piece for spaces which people will want to use
Enhancing the provision of arts and culture	By expanding the town’s cultural resource

- 1.18 In addition there is a series of lower level policies which more directly act on public art delivery – Public Art Strategy, Public Art Supplementary Planning Guidance and the Civic Pride Urban Design Framework Supplementary Planning Document and its supporting Technical Appendices.

Recommendation E. The Review Panel recommends that the Public Art Strategy and the Public Art SPG are in need of review.

- 1.19 The Strategy is due for a review as some of its contents are out of date. It could be refocused to establish a clear set of delivery objectives, supported by the more up-to-date Civic Pride SPD.

- 1.20 The Public Art Review Group considers that the Supplementary Planning Guidance needs to be redrafted in order to enable the Council to better use funding delivered through Section 106 agreements. In particular, this would assist towards the Panel's aspirations of firstly enabling top-slicing to support project management and maintenance; and secondly, of allowing pooling of smaller funding contributions so that they can be reasonably used on public art projects. It is appreciated that current Government policy places limitations on the use of S106 contributions in these ways.
- 1.21 In April 2011, Cabinet considered its planning policy work programme and determined that because there were insufficient staff resources available, the redrafting of the Supplementary Planning Guidance is not a priority for this year and will not be undertaken. Capacity for redrafting will be reconsidered in 2012. Despite this the Review Group still considers that there is an urgent need to redraft the SPG.

Delivery

- 1.22 Delivery of public art is a specialist process involving the selection of artists and work; procurement; legal, property and planning issues and finally, installation and maintenance. Delivery of public art is neither a regular occurrence, nor a major element of any one officer's job description. As a result, each project is additional to "the day job" and involves unfamiliar processes. A number of authorities (particularly those involved in major regeneration projects) use a "lead artist" – effectively, a specialist art project manager to coordinate public art procurement and delivery.

Recommendation F. The Review Group recommends that processes should be in place to ensure that each public art project has a fully developed project management and funding plan at the start of a project.

- 1.23 One reason for the difficulties in delivering public art projects has been the ad hoc nature of their inception. This regularly leaves resources (both funding and staffing) stretched. In future, each scheme needs to be seen as an individual project and be properly programmed and managed. This will help delivery and ensure there is a proper focus on the project in hand.

Recommendation G. The Review Group recommends that a project leader/manager should be established.

- 1.24 The project leader would be an important member of the Public Art Panel. The lead artist would not be a permanent officer of the Council, but would be retained on a term-contract arrangement. The contract could establish varying fees, depending on the nature of particular pieces of work undertaken. The job description would include advising the Panel on procurement and fund-raising, project managing public art delivery etc. Funding would need to be drawn through a "top-slice" of funds for public art (e.g. from Section 106 funding, or other ad hoc public art project funding).

Funding

- 1.25 The Review Group found that funding is rarely adequate for each project. Although costs vary depending on the nature of each piece, all recent major installations have struggled for sufficient funding to meet expectations. Each generally needs significantly more than procurement of the art piece – and costs regularly include landscape and engineering work; legal, planning and project management fees; and on-going maintenance. Failing to make allowance for on-going maintenance is not acceptable to the Council and could threaten the approval of future projects on Council land.

Recommendation H. The Review Group recommends that it is essential that a proper mechanism is put in place to ensure adequate funding is available to meet the objectives of each project.

- 1.26 A number of recent projects have been under-funded for their ambition. Those negotiating funds need to be aware of the likely costs of each project. This will involve those commissioning projects engaging at an early stage with the project manager to establish project objectives, possible solutions, an understanding of “peripheral works” (e.g. landscape architecture) and likely costs. It may involve meetings between the project manager and contributing developers.
- 1.27 Concerns were raised at the Review Group about the timing of the Panel’s involvement in any particular project and where it should fit in the planning process. To often projects are merely considered as addenda to a development, leaving them ill-thought out and poorly funded. Any mechanism needs to consider this issue of communication between the Public Art Panel and those negotiating, particularly on planning applications.

Recommendation I. The Review Group recommends that funding must provide for administration/project management costs and for maintenance, in addition to the cost of any works.

- 1.28 The level of contribution for these areas needs to be established, but is likely to be around 10% for administration etc. and at least 5% for maintenance (this will need to be considered on a case-by-case basis).

Recommendation J. The Review Group recommends that there should be an ability to take Section 106 contributions on smaller schemes and pool them in order that they can be reasonably used.

- 1.29 Over the years, the Council seems to have collected a number of Section 106 contributions around the £300-£700 mark. It is difficult to find suitable public art projects for this level of funding. The Review Group received reports indicating that pooling of Section 106 monies in this way may not be acceptable in legal terms, but considers that it should be possible to:
- a explore the pooling of existing monies through contact with the relevant developers; and
 - b establish a system which enables continued collection of contributions from smaller schemes and the pooling of such funds.
- 1.30 Schemes funded in this manner would need to be situated in locations where they have a wide ranging benefit – either a central location or a major park.

2. Reasons for recommendations

- 2.1 To improve the policy and delivery environment around public art in the Borough.

3. Alternative options considered

- 3.1 The recommendations result from a series of wide-ranging discussions over four meetings which addressed a range of issues and considered various approaches to resolving issues.

4. Consultation and feedback

- 4.1 The Working Group included a representative from the Civic Society, a lay-member of the O&S Social & Community Committee and Borough and County Councillors.

5. Performance management –monitoring and review

- 5.1 The report represent the findings a review process. It included input from a Project Manager on delivery and process issues.

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Appendices	1. Risk Assessment
Background information	None.

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
	Reputational risk if Public Art is either not delivered or its delivery is badly managed.	Urban Design Manager	August 2010	2	3	6	Reduce	Establish proper project management and funding arrangements	To be confirmed	Urban Design Manager	
	Risk of failing on Civic Pride objectives if the Council cannot deliver Public Art effectively and efficiently	Urban Design Manager	August 2010	2	3	6	Reduce	Establish proper project management and funding arrangements	To be confirmed	Urban Design Manager	

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Cheltenham Borough Council

Social and Community Overview and Scrutiny – 11 July 2011

Cabinet – 26 July 2011

Towards a Commissioning Strategy for Leisure and Culture Outcomes – Preliminary Analysis – July 2011

Accountable member	Cabinet Member for Sport and Culture, Andrew McKinlay
Accountable officer	Executive Director – Pat Pratley
Accountable scrutiny committee	Social and Community
Ward(s) affected	All
Key Decision	No
Executive summary	<p>This report provides a summary of the content and approach set out in the attached report (Appendix A) - <i>“Towards a Commissioning Strategy for Leisure and Culture Outcomes – Preliminary Analysis – July 2011”</i>, hereafter referred to as the “preliminary analysis report”.</p> <p>The primary objective of the preliminary analysis has been to;</p> <p>“Assess the ability of the current delivery arrangements to deliver an agreed set of outcomes within a challenging financial framework.”</p> <p>The preliminary analysis report sets out the context for the review and contains research and background information which is then drawn upon in arriving at the review conclusions.</p> <p>The preliminary analysis report concludes by describing an assessment process called the “Current Model Exercise”. The purpose of the assessment was to evidence the current delivery arrangements ability to meet the primary objective from 2 aspects; (a) deliverability of new proposals and (b) positive direction of travel for the service across a number of key areas. The assessment was based on submissions completed by the current service providers.</p> <p>The report makes a number of service specific recommendations arising directly from the Current Model Exercise and also some more general recommendations arising from the context and background research.</p>
Recommendations	<p>Cabinet is requested to:</p> <ol style="list-style-type: none"> 1. Support the proposal that the review team engages with local partners and stakeholders, including the voluntary and community sector, Local Strategic Partnership and Health and Well-Being Partnership to; (a) bring them up to date with the review, (b) outline the priorities for further work and (c) consult on the currently proposed outcomes for leisure and culture reporting back to Cabinet on the above by October 2011. 2. Acknowledge that in the development of a joint strategic cultural

plan for Cheltenham there should be alignment between the outcomes commissioned through this review and the conclusions of the Joint Overview and Scrutiny Festivals Working Group.

3. Approve the commencement of an option appraisal of the alternative delivery arrangements for the Art Gallery and Museum (AG&M), as compared to the status quo, and by April 2012, a business case be presented recommending the most appropriate option that:
 - Delivers the outcomes and measures of success required by the Heritage Lottery Fund;
 - Meets the requirements of the HLF special conditions;
 - Creates an opportunity to secure wider economic and creative growth as well as the regeneration potential that a cultural quarter presents for the town; and
 - Reduces the ongoing AG&M operational subsidy (based on an appropriate business case).
4. Endorse the approach that as part of the above AG&M appraisal process the review team engages with all relevant partners and stakeholders to ensure that options and outcomes are fully identified, assessed and consulted upon.
5. Approve, subject to agreement through the budget and Bridging the Gap processes, proposals to generate additional Town Hall revenue of £10K (2012-13).
6. Approve proposals for the review team to commence testing the outcomes for the Town Hall and Pittville Pump Room with other commercially operated public facilities, recognising the need to balance commercial aspects with its community role and report back to Cabinet by April 2012.
7. Depending on the outcome of (6) above, investigate the potential to develop a strategy for capital investment in the venues and in particular the commercial feasibility of improving conference facilities at the Town Hall.
8. Approve, subject to agreement through the budget and Bridging the Gap processes, savings arising from Leisure@ of £140K (2012-13) and a further £64K (2013-14).
9. Endorse the approach that by December 2011, service providers will have explored how, within a difficult financial framework, Leisure@ and Sport, Play and Healthy Lifestyles can deliver outcomes and provide more mutual support for each other.
10. Endorse the approach that the review team commences discussions with the Local Strategic Partnership and the NHS with a view to being best placed to act as a provider of choice for health commissioners locally for physiotherapy and activity based patient treatment pathways
11. Endorse the proposal that an assessment of other alternative

delivery arrangements for Leisure@ and Sport, Play and Healthy Lifestyles is an ambition for the future with the AG&M work taking a priority.

12. Endorse the proposal that Leisure@ service providers continue to pursue additional savings/income opportunities so that operational subsidy will be reduced to a minimum over the medium term.

13. Endorse the proposal that the review team, together with the Cabinet Member Working Group, starts the process of building knowledge and understanding of alternative delivery arrangements for leisure outcomes through visits and discussions with other providers and commissioners, with the objective to defining next steps by May 2012.

<p>Financial implications</p>	<p>The assessment of the current delivery arrangements for leisure and culture has identified savings of £150k which can be delivered in 2012/13 with a further £64k savings being delivered in 2013/14. It is proposed that these savings will be agreed through the budget and bridging the gap processes.</p> <p>Contact officer: Paul Jones, paul.jones@cheltenham.gov.uk, 01242 775154</p>
<p>Legal implications</p>	<p>None directly arising from this report.</p> <p>Contact officer: Shirin Wotherspoon, shirin.wotherspoon@tewkesbury.gov.uk, 01684 272017</p>
<p>HR implications (including learning and organisational development)</p>	<p>There are no immediate HR implications arising from this phase of the L&C Commissioning review. However, ongoing informal consultation with the recognised trade unions and employees working within the leisure and culture service area is recommended to ensure employee engagement is maintained and that any proposed changes that are needed in the future are properly understood.</p> <p>Contact officer: Julie McCarthy, julie.mccarthy@cheltenham.gov.uk, 01242 26 4355</p>
<p>Key risks</p>	<p>The main risks to the recommendations are:</p> <ul style="list-style-type: none"> • Incomplete or unsuccessful engagement with the local partners and stakeholders • Inadequate appraisal of options • Lack of internal capacity <p>The approach to managing these and other risks may be found in the Risk Assessment (Appendix B)</p>
<p>Corporate and community plan Implications</p>	<p>The services within scope of this review and the outcomes described support a number of the Council's corporate outcomes, in particular:</p> <ul style="list-style-type: none"> • Arts and culture are used as a means to strengthen communities, strengthen the economy and enhance and protect our environment • Cheltenham is able to recovery quickly and strongly from the recession • We attract more visitors and investors to Cheltenham

Environmental and climate change implications	As part of the review process, service providers have completed an environmental impact assessment. This has been assessed as part of the direction of travel assessments.
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1 Background

- 1.1 The Leisure and Culture Commissioning Review is one of 3 strategic projects using commissioning principles. The review encompasses Leisure@ (including Prince of Wales Stadium), Town Hall, Pittville Pump Room, Art Gallery and Museum (including Tourism and TIC), Sport Play and Healthy Lifestyles. Grants for the Playhouse Theatre, Everyman Theatre and Gardens Gallery do not fall within the scope of this review.
- 1.2 Like many authorities, Cheltenham Borough Council, faces significant financial constraints and has been required to adopt a rigorous approach to finding year on year financial savings. The outcome of the Comprehensive Spending Review (CSR) resulted in a cash reduction in government support of £1.090M, a cut of 15.16% in 2011-12 to be followed by a further provisional cut of £579K (9.57%) in 2012-13. Cumulatively, this equates to a 23.86% cut over 2 years.
- 1.3 Members have been clear in their priority to maintain the level and quality of front-line services. The financial backdrop is, however, like never before, forcing the Council to fundamentally review and assess priorities. Commissioning provides the Council with a way of re-thinking and re-shaping how “outcomes” vital to the social and economic well-being of the community might best be provided for across the wider public and voluntary sector community.
- 1.4 The challenge for the Council is, therefore, in a period of significant financial restraint, how best to commission the outcomes for leisure and culture, which secure that viable and sustainable future, but from a standpoint of a significantly reduced level of direct public investment.

2 Towards a Commissioning Strategy for Leisure and Culture Outcomes – Preliminary Analysis

- 2.1 The preliminary analysis report is attached at **Appendix A**. The primary objective of the preliminary analysis has been to:
“Assess the ability of the current delivery arrangements to deliver an agreed set of outcomes within a challenging financial framework.”
- 2.2 The “challenging financial framework” set for the preliminary analysis review was a target of finding savings/increased revenue of £690Kpa by 2013-14. This represents 30% of the net cost of expenditure for the services within scope.
- 2.3 The preliminary analysis report contains research and background important in setting the context for the review. The report concludes by describing a process called the “**Current Model Exercise**”. The report draws on the conclusions of the Current Model Exercise and the background research to arrive at recommendations for next steps.
- 2.4 It should be pointed out at this point, however, that the Art Gallery and Museum (AG&M) did not complete the Current Model Exercise owing to the timing of the Heritage Lottery Funding (HLF) application and the outcomes and conditions attached to the bid. However, the AG&M has been considered in terms of recommendations for next steps and these are outlined later in this report.

3 Background to Leisure and Culture Services

- 3.1 Section 2 of the preliminary analysis report considers the background to current day provision of leisure and culture services.
- 3.2 The DPA report (2006) provided a 5 year framework for cultural services. The Council has driven forward this longer-term approach and continues to support investment into its cultural provision, taking opportunities where possible to explore alternative delivery arrangements, eg, Cheltenham Festivals.
- 3.3 More recently, the Council has remained committed to its leisure provision, making the decision to reinstate Leisure@ following the 2007 floods and also the commitment to the re-development of the Art Gallery and Museum (AG&M).

- 3.4 The framework has worked well in achieving one of the DPA report aims *“to reduce the net cost of cultural activities, in line with other economies across the Council”*. This reduction in cost strategy has been extended to leisure as well as cultural services.
- 3.5 Reflecting back again to the DPA report, the challenge then was recognised as the ability of the Council to maintain *“the Borough’s cultural heritage ... in light of financial pressures”*. This challenge is as real today, perhaps even more so, than it was in 2006.

4 Current Service Performance and Public Perception

- 4.1 Section 3 of the preliminary analysis report reviews the current service performance.
- 4.2 Headline performance data and user/customer information has given a flavour of the activity being undertaken. The services provided by Leisure and Culture are well-performing and, particularly from the culture perspective, make Cheltenham “what it is”.
- 4.3 Ongoing reduction in net operational expenditure, and hence public subsidy, for leisure and culture services has been an ongoing theme. Over the financial years 2007-08 to 2011-12 the strategy to reduce the net cost of the services has achieved savings amounting to £573,200.
- 4.4 Public perception of the services gained through the 2010-11 budget consultation process has shown the public regard Leisure@ and Cheltenham Festivals very highly. The value of the Town Hall and Pittville Pump Room (PPR) as venues was also recognised as important. Whilst it is probably dangerous to draw significant conclusions without further research, the “mid-range” ranking of the AG&M may be reflective of the very fact that it needs that capital investment to re-develop its offer and so raise its standing in the public perception.

5 Cheltenham’s Leisure and Culture Offer

- 5.1 Section 4 of the preliminary analysis report considers Cheltenham’s leisure and culture offer. The conclusion drawn is that the offer is rich and diverse. Strategically, leisure and culture are key priorities for the Council and are seen as not having an end in themselves, rather a catalyst for social, economic and environmental development and improvement within the town.
- 5.2 The Council’s offer does not sit in isolation from the Cheltenham offer, and this will be an important consideration moving forward. The report identifies a number of other similar providers in the market place, particularly locally and, therefore, understanding the “fit/relationship” between the offers will be important. The joint strategic cultural plan for the town, referred to later in this report, will be important in this respect.

6 Alternative Delivery Arrangements

- 6.1 Section 5 of the preliminary analysis report summaries, at a very high level, alternative delivery arrangements particularly within Gloucestershire. Not unexpectedly, a mixture of delivery arrangements exists locally. Research shows that nationally, the arts, sport and leisure sectors have become increasingly engaged with, and reliant on the voluntary, private and partnership sectors to deliver and sustain the level of provision previously enjoyed.
- 6.2 Of the case studies analysed there is evidence of improvement in service standards and user/footfall numbers. There are also examples where new ventures have been less successful.
- 6.3 However, at this stage any direct comparisons with the Council’s services must be treated with caution. Facilities may not be exactly the same and the baseline position needs to be understood in order to be able to make a direct comparison.
- 6.4 The Council itself does of course have a track record of creating or supporting the creation of other operating models. Commissioning leisure and culture outcomes through alternative delivery arrangements may be an option for the Council to consider moving forward, and there is

local knowledge and expertise to draw upon should that direction of travel be chosen.

6.5 Section 5 of the report concludes the research part of the review.

7 Needs Analysis to Defining Outcomes

7.1 Section 6 of the preliminary analysis report moves on to describe the process of identifying the needs of the community and translating these into meaningful outcomes. This is not an easy process.

7.2 One of the lessons learned from the preliminary analysis phase was that outcomes for Leisure@ and Sport, Play and Healthy Lifestyles (SP&HL) should be the same, reflecting the close relationship and connection between the services. Therefore, in outlining conclusions and recommendations from the Current Model Exercise Leisure@ and SP&HL will be considered together.

7.3 The currently defined outcomes for Leisure@, SP&HL and Town Hall and PPR are outlined in Tables M and N of the preliminary analysis report.

7.4 As explained earlier the AG&M did not complete the Current Model Exercise. The HLF grant uses an outcomes based approach and also includes special conditions attached to the HLF application itself. To create yet another set of outcomes at this time would overcomplicate an already understood and well-researched project. At this point, therefore, the outcomes for the AG&M are those required by the HLF and which must be delivered as a requirement of the re-development scheme.

8 General Observations and Recommendations

8.1 The Financial Challenge

8.1.1 In the short term, perhaps not surprisingly, it was not possible, without seriously impacting upon the outcomes sought, for the services within the scope of this review to identify new short-term proposals to deliver savings to the value of the financial challenge set, ie, £690K by the end of the financial year 2013-14. However, savings totalling £214K have been identified, the significant proportion of which relate to Leisure@. **(Recommendations 5 and 8).**

8.2 Engagement and Consultation

8.2.1 The preliminary analysis review, having concentrated on looking at the current delivery arrangements, has not engaged more widely with local partners and key stakeholders. There is now, following Cabinet's approval of the recommendations, a real necessity to bring stakeholders up to date with the review work so far, the direction of travel and proposed priorities for further work and also to consult on the currently proposed outcomes for leisure and culture. **(Recommendation 1)**

8.3 Joint Strategic Cultural Plan

8.3.1 The preliminary analysis report makes reference to the recent review of the Joint Overview and Scrutiny Festivals Working Group (December 2010) and the proposal put forward for a Joint Strategic Cultural Plan for the town. The analysis of the Cheltenham "offer" has highlighted the importance of understanding the "fit/relationship" between the Council's offer and the wider provision. Therefore, an opportunity to contribute to, and be engaged in, the development of a Joint Strategy Cultural plan is welcomed. **(Recommendation 2)**

9 Art Gallery and Museum – Conclusions and Recommendations

9.1 Whilst, as outlined, the AG&M did not complete the Current Model Exercise the review has concluded that an opportunity exists, during the period of re-development period, to conduct an options appraisal of the alternative delivery arrangements for the AG&M. The objective would be

to report on the outcomes of this appraisal to Cabinet by no later than April 2012. The reasons for drawing this conclusion may be summarised as follows.

- 9.2 The current trend, post CSR, appears to be for decreasing public sector funding for museums and galleries. This is not the case for Cheltenham. The support and commitment to the re-development of the AG&M, which houses one of the nation's national collections, is clear and unequivocal.
- 9.3 The AG&M has successfully reduced its net operational expenditure by £156K (2007-08 to 2011-12) and plans to reduce this by a further £50K upon re-opening in 2013-14. However, it will still have the largest public subsidy of the services within the scope of this review and there is a need to ensure its continued sustainability and viability post re-development.
- 9.4 The review has confirmed, what is probably well known and understood, that the AG&M is much more than the sum of its parts. The AG&M has the potential to contribute so much more to the community of Cheltenham; a potential catalyst for bringing in those people who do not currently see the arts and culture scene as something for them. Furthermore, there is the vision for the AG&M as part of a cultural quarter and the regeneration potential that brings to the town.
- 9.5 One of the trends now being seen nationally is a move towards alternative delivery arrangements for the provision of museum and gallery outcomes. This drive is supported by one of the sector's most respected organisations, the Museums and Libraries Archives (MLA).
- 9.6 The AG&M team have already acknowledged the need to look at its management arrangements during the closure period and also post the AG&M re-opening in April 2013. As with anything timing is crucial and the programme of commissioning activity can be driven by a number of factors. But the opportunity now exists, during the re-development period, to look more widely than the current delivery arrangements for the AG&M.
- 9.7 It is recognised that the HLF has placed strict conditions/outcomes on which the Council must deliver. The HLF measures of success relate not just to increasing direct participation in the arts and culture but wider economic and social "big society" outcomes through volunteering opportunities, engagement in training, etc. There is an absolute recognition that these obligations must be honoured in any consideration of alternative delivery arrangements.
- 9.8 It is also recognised that the milestones referred to later in this report may not be achievable due to the demands of this review set alongside other corporate change projects. It will, most likely, be necessary to bring in specialist external support to assist with the options appraisal work and it is the intention to seek funding for this from existing resources, eg, Business Change Capacity Funding. It will also be necessary to assess the internal support needed from finance, HR, procurement etc and to review how these can be delivered as part of the Council's resource planning process.
- 9.9 In conclusion, therefore, the re-development scheme is not only about creating a modern and accessible museum space, it creates an opportunity to secure wider economic and creative growth as well as the regeneration potential that a cultural quarter presents for the town. This broader focus requires exploration to determine whether there are alternative delivery arrangements that can deliver not only a state of the art museum and gallery but also the wider social, economic and community benefits that are at the heart of the re-development proposals.
(Recommendations 3 and 4)

10 Current Model Exercise – Conclusions and Recommendations

- 10.1 Section 7 of the preliminary analysis report draws conclusions and recommendations from the Current Model Exercise. This exercise was designed to **assess the current delivery arrangements in their ability to deliver an agreed set of outcomes within a challenging financial framework**. The assessment seeks to confirm:
 - (1) Whether the current delivery arrangements can deliver new proposals put forward, which reduce cost, but which do not undermine the outcomes being sought; and
 - (2) Whether the service provision direction of travel is satisfactory from a number of standpoints,

ie, service outputs (eg footfall, attendances), direct outcomes for people (eg improved health), service delivery principles (eg, quality of venues, outreach work), sustainability impact and finally equality impacts being sought.

10.2 Town Hall and Pittville Pump Room – Conclusions and Recommendations

- 10.2.1 The Town Hall and Pittville Pump Room new proposals' risk assessment and service direction of travel assessments are satisfactory. The detailed assessments are appended to the full report. The new proposals do not require capital investment and deliver modest income growth from corporate business. Therefore proposals to deliver £10K (2012-13) are assessed as not undermining the delivery of the outcomes and are also assessed as deliverable. **(Recommendation 5)**
- 10.2.2 In terms of strategy for the Town Hall and PPR moving forward the following observations are made. The focus for business growth is the civil ceremonies, weddings, and conference market. The Cheltenham "offer" indicates an already healthy market with ready competition for this business. If the venues are to pursue this strategy then it will be necessary for the unique selling point of the venues to be clear to differentiate them from competitors in the eyes of the customer.
- 10.2.3 The Council's Tourism and Marketing Strategy set expectations for business growth at the Town Hall requesting that this review "*develop a strategy for capital investment and development plan for the Town Hall*" and also "*consider the commercial feasibility of improving conference facilities*". The proposals presented did not indicate this request might be fulfilled. However, some outline suggestions for further investigation were identified and it would be useful to explore these in more detail.
- 10.2.4 Finally, what is less clear from the review and the proposals presented for the Town Hall and PPR is how the venues see themselves as fitting in and contributing to the wider cultural offer now and in the future, and also how the proposed outcomes and direction of travel compares with other commercially operated public facilities across the country. **(Recommendations 6 and 7).**
- ## 10.3 Leisure@ and Sport, Play and Healthy Lifestyles – Conclusions and Recommendations
- 10.3.1 The Leisure@ new proposals' risk assessment and service direction of travel assessments are satisfactory. The detailed assessments are appended to the full report. The new proposals do not require capital investment, are not factored into the MTFs, and do not incur de-commissioning costs. Therefore new proposals to deliver £140Kpa (2012-13) and £64Kpa (2013-14) are assessed as not undermining the delivery of the outcomes and are also assessed as deliverable. **(Recommendation 8)**
- 10.3.2 The SP&HL new proposals risk assessment and service direction of travel assessments has identified that the new proposals would have a detrimental impact on the delivery of positive outcomes. Therefore, modest new proposals for savings are not assessed as deliverable and are not being accepted at this time.
- 10.3.3 The assessment, in particular, revealed the vulnerability of the SP&HL service but has also, revealed the synergy that exists between the activities of SP&HL and Leisure@ which has created the opportunity to develop a set of shared outcomes. Rather than taking short-term savings now, the review team felt it would be beneficial to see how Leisure@ and Sport, Play and Healthy Lifestyles can deliver these outcomes and provide more mutual support for each other. **(Recommendation 9)**
- 10.3.4 Turning to general conclusions from the assessment. Leisure@ membership continues to grow and the service is building on its traditional role of leisure centre to a "health" hub. The growth in GP referrals is particularly impressive and plans to increase preventative health care into the facility are welcomed. This latter activity is an area that should be pursued in the immediate future with a view to supporting the primary outcome and to put Leisure@ in a good place to be a provider of choice and to be commissioned by health. **(Recommendation 10)**

- 10.3.5 Leisure@ has a good track record in delivering savings/increased revenue and this track record suggests that leisure outcomes may be secured at a further reduced net operational expenditure in the medium term using the current delivery arrangements. In prioritising next steps, therefore, it is proposed that any review of alternative delivery arrangements for Leisure@, including SP&HL, be a later activity. **(Recommendation 11)** However, current service providers are expected to continue to pursue additional savings/income opportunities in line with the overall expectation that net operational expenditure will be reduced to a minimum over the medium term, say 3 years. **(Recommendation 12)**
- 10.3.6 In the meantime, however, a short term goal should be to begin, together with the Cabinet Member Working Group, building knowledge and understanding of alternative delivery arrangements for leisure outcomes, using visits and discussions with other providers and commissioners in preparation for a future commissioning opportunity. **(Recommendation 13)**

11 Plan for Next Stage and Capacity Management

- 11.1 The anticipated milestones for the next stage of the project are:
- Complete consultation on the commissioning outcomes by October and ask Cabinet to agree any changes at their meeting on 8th October 2011;
 - Complete the options appraisal of alternative delivery arrangements for the AG&M by April 2012 and ask Cabinet to agree recommendations at their meeting on 17th April 2012;
 - Complete the investigation of commercially run public facilities similar to the Town Hall and Pittville Pump Rooms by April 2012;
 - Complete the exploration of mutual support options for Leisure@ and Sport, Play and Healthy Lifestyles by December 2011; and
 - Build knowledge and understanding of other delivery arrangements for Leisure@ and Sport, Play and Healthy Lifestyles and decide next steps by May 2012.
- 11.2 There is a risk that these milestones may not be achievable due to the demands of this review set alongside other corporate change projects. There are known capacity issues in Finance, HR, Procurement and in the Leisure and Culture teams themselves which may impact this review and which are being addressed through the council's corporate resource management process.

12 Reasons for recommendations

- 12.1 The recommendations contained within this report deliver medium term financial savings additional to those included within the MTFs. The new proposals from which the savings arise have been risk assessed to ensure proposals do not have a detrimental impact upon the delivery of identified outcomes.
- 12.2 The recommendations provide a prioritised approach. In particular the timing of the AG&M re-development scheme is important creating an opportunity to look more widely at the best way of operating the AG&M to deliver its stated purpose, post re-opening, even if that operation is found to be through current delivery arrangements.

13 Alternative options considered

- 13.1 At this time the recommendations set out relate to prioritising next steps of the commissioning project. However, the recommendation in relation to the AG&M refers to an option appraisal and business case to support any change in delivery arrangement post re-opening.
- 13.2 Alternative options will be considered as and when more detailed work progresses, eg, with the AG&M option appraisal work.

14 Consultation and feedback

- 14.1 Recommendation (1) explicitly acknowledges that following Cabinet's approval of the recommendations in this report, there is a necessity to; (a) bring stakeholders up to date with the

review work so far, (b) outline the proposed direction of travel and priorities for further work and (c) consult more widely on the currently proposed outcomes for leisure and culture. Stakeholder analysis work is currently underway.

14.2 When considering in particular recommendation (3) for the AG&M, a specific obligation is placed upon the review team to engage with all relevant partners and stakeholders to ensure that options and outcomes are fully identified, assessed and consulted upon.

14.3 Turning to the review consultation which has taken place up to this point in the review:

- An information / discussion paper was presented to the Social and Community Overview and Scrutiny committee on 9th May 2011 and the Cabinet Member has regularly briefed the committee on the review.
- A Cabinet Member Working Group has been formed and met for the first time on 18th May 2011.
- There has been extensive involvement from the council's Leisure and Culture teams in the review so far including; identifying needs and outcomes, testing needs and outcomes against anticipated societal changes, responding to the Current Model Exercise
- The Cabinet Member for Sport and Culture and the Director of Wellbeing and Culture are members of the Leisure and Culture Programme Board
- Employees in the Leisure and Culture teams are briefed regularly on the progress of the review and, also in the early stages of the review, took part in a future-proofing exercise
- Employee representatives are updated a monthly meetings on this and other commissioning projects

15 Performance management – monitoring and review

15.1 The Leisure and Culture Commissioning Review is one of the Council's strategic commissioning projects. It reports to the monthly Strategic Commissioning Programme Board (SCPB) chaired by the Chief Executive. Key risks and issues and progress to date are reported to the SCPB.

15.2 The commissioning programme of activity is monitored through Economy and Business Improvement Overview and Scrutiny Committee.

15.3 The project operates using Prince 2 project management methodology and the review team meets on a monthly basis to set work priorities, review and monitor progress.

15.4. As individual projects move forward they also will use Prince 2 project management principles and will report in their own right to the council's Operational Programmes Board as appropriate.

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Appendices	Appendix A - Towards and Commissioning Strategy for Leisure and Culture Outcomes – Executive Summary and Full Report Appendix B - Risk Assessment
Background information	1. Social and Community Overview and Scrutiny Information/Discussion Paper 9 May 2011 2. Good Commissioning Guide in Gloucestershire 3. Alternative Delivery Arrangements – Research Documents 4. Report on Cultural Needs and Priority Outcomes 5. Report on Healthy Lifestyle Needs and Priority Outcome

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**Towards a Commissioning Strategy
For
Leisure and Culture Outcomes**

Preliminary Analysis – July 2011

Full Report

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1 Introduction and Context

- 1.1 Cheltenham's journey towards becoming a strategic commissioning authority began with the publication of Sir Michael Lyons report (2007) Place-shaping: a shared ambition for the future of local government. Sir Michael said
- "I believe that local government is an essential part of our system of government today. Local government's place-shaping role – using powers and influence creatively to promote the well-being of a community and its citizens – is crucial to help improve satisfaction and prosperity through greater local choice and flexibility".*
- 1.2 Many of the issues facing our communities – the physical environment, local economy, carbon footprint, crime and anti-social behaviour, health and well-being, public health, all depend on contributions from a range of different agencies and organisations. A strategic commissioning approach allows the Council to fulfil its democratic role as the "governor of place".
- 1.3 The services provided by Leisure and Culture are generally well-performing and, particularly from the culture perspective, make Cheltenham what it is and bring a huge benefit to the local economy. In fact a loose interpretation of Cheltenham's motto '*Salubritas et Eruditio*' is 'Through Health and Learning,' which is an apt description of the benefits of leisure and culture outcomes.
- 1.4 However, the services are discretionary and the Council is facing unprecedented financial pressures. Choices around priorities will inevitably need to be made.
- 1.5 In the Council's role as strategic commissioner of outcomes and "governor of place", the challenge will be to ensure that the available deployable resources (people, assets and money) are used to their best effect to deliver the right outcomes for communities.
- 1.6 This report represents the start of the journey Towards a Commissioning Strategy for Leisure and Culture Outcomes.

Cheltenham's Journey towards Commissioning Outcomes

- 1.7 The Council has, over the last two to three years developed a good track record in transforming services. Initial sharing of services – internal audit, building control, legal services – have proved successful in delivering moderate savings and good service performance. More ambitious projects are now being developed to share services across multiple partners (GO Shared Services Programme) and also through the creation of a Local Authority Company for a range of services including waste.
- 1.8 At the same time as transforming services the Council has been active in embracing its place-making duty through the enhancement of the economic prospects for the town via the Cheltenham Development Taskforce. Significant investment has also been made in working with partners to deliver a Joint Core Strategy – the planning framework for Cheltenham and its neighbouring authorities, Tewkesbury and Gloucester City.
- 1.9 In keeping with its duties to engage citizens and lead communities and in its "governor of place" role, the Council has made significant investment in its Local Strategic Partnership (LSP). Strong local thematic partnerships exist with a focus on outcomes necessary for vital and thriving communities. The existing local partnerships are viewed as being productive, self-starting and successful in

delivering local outcomes for local communities. This strength in partnership working places the Council in a good position as it reviews the LSP in the light of the move to commissioning outcomes. A Place Based Commissioning Project is currently underway with the ultimate aim of facilitating the development of joint commissioning, based on shared outcomes, with partners. The project is recommending a fundamental review of the existing partnership structures to support commissioning outcomes and these structures are being consulted on over the coming months.

- 1.10 The journey thus far has been one of responding to local opportunities and “sourcing” rather than “commissioning”. The move and focus now is to one where the needs and outcomes of the community are at the core; strategic commissioning is then about prioritising outcomes and delivering them in the most appropriate way to meet the needs of the community.

The Council's Financial Context

- 1.11 Like many authorities, the Council faces significant financial constraints and has been required to adopt a rigorous approach to finding year on year financial savings. The outcome of the Comprehensive Spending Review (CSR) resulted in a cash reduction in government support of £1.090M, a cut of 15.16% in 2011-12 to be followed by a further provisional cut of £579K (9.57%) in 2012-13. Cumulatively, this equates to a 23.86% cut over 2 years. Funding levels for the following 2 years have yet to be announced but it is likely that they will continue to have a detrimental impact on the council's finances.
- 1.12 The Medium Term Financial Strategy (MTFS) indicates a funding gap for the financial years 2011-12 to 2016-17 of £5.3M. The 2011-12 budget shortfall of £2.808M has been bridged – in that projects are in place which are planned to deliver this financial target. Future years' initiatives have identified savings totalling £0.964m, leaving a remaining shortfall of £1.54m across the years 2012-13 to 2016-17. The Bridging the Gap (BtG) Programme is responsible for monitoring the delivery of agreed cashable savings. Work is currently underway to identify how the remaining shortfall will be met. Whilst the primary objective of commissioning reviews is to ensure that needs are met through the delivery of appropriate outcomes there is an explicit requirement that commissioning will deliver financial savings.

Leisure and Culture Review Scope and Financial Context

- 1.13 This review encompasses Art Gallery and Museum (including Tourism and the Tourist Information Centre) (AG&M), Town Hall and Pittville Pump Room, Leisure@ (including Prince of Wales Stadium), Sports, Play and Healthy Lifestyles (SP&HL). Grants for the Playhouse Theatre and Gardens Gallery do not fall within the scope of this review; neither do sports pitches and outdoor activities, eg, Tennis, football pitches as these have just been the subject of a new management agreement.
- 1.14 Net operational expenditure totals £2.517M rising to £4.032M after the inclusion of support services and depreciation. Net spend (excluding depreciation is £3.0M) representing 21.33% of the council's net revenue budget (**Table A**).

Table A – Leisure and Culture Net Operational Expenditure and Net Cost of Service (2011-12)		
Service Area	Net Operational Expenditure	Net Cost of Service
Town Hall	£206,800	£445,100
Box Office*	£175,200	£201,900
Pittville Pump Room	£165,300	£237,200
Museums and Tourism	£799,550	£996,450
Arts Enabling/Grants**	£186,900	£187,000
Leisure@ (including Prince of Wales Stadium)	£744,500	£1,689,300
Sport, Play and Healthy Lifestyles	£239,400	£265,600
TOTAL	£2,517,650	£4,032,550

Note: The box office costs are separated out for costing purposes but the box office supports both the Town Hall and Pittville Pump Rooms as well as taking bookings for a number of other events outside the Council's direct activity.

- 1.15 Whilst descriptions of mandatory and discretionary spend are not necessarily useful in isolation, it is worthwhile noting that the expenditure falling within the scope of this commissioning review is discretionary spend.

Revenue Expenditure – 2007-08 to 2011-12

- 1.16 Reductions in the net cost of cultural activities are not a new phenomenon to the Council. The David Pratley Associates Report (DPA)¹ (section 2.1) had as one of its 2 overriding objectives “to reduce the net cost of cultural activities, in line with other economies across the Council, that will be required to balance future budgets”. Ongoing reduction in net operational expenditure, and hence public subsidy, for leisure and culture services has been an ongoing theme. Over the financial years 2007-08 to 2011-12 revenue budget savings amounting to £573,200 (Table B) have been achieved through a mixture of restructures and staff reductions, efficiency projects, increased revenue and other operational expenditure reductions eg, ICT software, training budget reductions.

Table B – Savings to Base Budgets 2007-08 to 2011-12	
Art Gallery and Museum (AG&M) – including Tourist Information Centre (TIC)	£155,700
Entertainments (Town Hall and Pittville Pump Room (PPR))	£222,800
Leisure@ (including Prince of Wales Stadium (PoW))	£153,700
Sport and Play	£41,000
Total	£573,200

¹ Culture in Cheltenham – Planning for a Sustainable Future Final Report February 2006

Planned Maintenance Expenditure – 2007-08 to 2011-12

- 1.17 Planned maintenance expenditure over the same financial period averages £300Kpa for ongoing maintenance works, eg, cyclical electrical testing, external light, cleaning (swimming pools), repairs to track and field, etc.

Capital Expenditure – 2008 - 09 to 2012 - 13

- 1.18 The in scope services will account for £2.285M of Council funded capital expenditure (2008-09 to 2012-13); £2M of which relates to the Council's contribution to the new Art Gallery and Museum re-development scheme as agreed by Council in July 2008. This figure has been further supplemented by underwriting £922K (section 3.9) following the successful Heritage Lottery Fund (HLF) second round application.

Benchmarking

- 1.19 Recognising that benchmarking is not an exact science it can provide a “useful indication” how the Council performs/spends its money when compared with other district councils. CIPFA (Chartered Institute of Public Finance and Accountancy) 2009-10 benchmarking for sport, recreation and cultural services shows that, in terms of spend per head of population Cheltenham, when compared to the average district council spends:
- Around 3 times more on its culture and heritage services, and at £1,940 is the second highest spending lower-tier council behind Ipswich (£2,544);
 - Around twice as much on tourism
 - At about the same level in relation to recreation and sport

Table C Average Spend Per Head of Population 2009-10		
Service Area	Average Spend of 202 District Councils	Cheltenham Spend
Recreation and sport	£1,235	£1,230
Open Spaces	£987	£639
Tourism	£181	£350
Culture and Heritage	£623	£1,940
Net total cost culture, sport and recreation	£3,619	£4,159

- 1.20 Arts, culture and tourism are inextricably linked and therefore the results of this initial benchmarking exercise are perhaps not a surprise, positively reflecting where the Council has made decisions to invest. It is recognised that comparisons are with all districts and not those whose social and economic profile is necessarily more aligned with Cheltenham.
- 1.21 Data in relation to attendances is less current, ie, 2008-09. However, the data shows a positive position for the Council where, compared to all district council there were;
- 172,791 attendances at the Council's leisure centre compared to an average of 124,940;
 - 55,182 attendances at the Town Hall compared to an average of 32,657

- 65,000 visitors to the Art Gallery and Museum compared to 18,784 for all councils.

Therefore, a general conclusion that might be drawn is that a better comparator than spend per head might be cost per attendance in providing a very high-level value for money comparison.

Wider Economic Benefit to Cheltenham

- 1.22 Whilst the revenue and capital expenditure to deliver leisure and culture services are important to understand, the cultural offer, in particular, is acknowledged as bringing wider social, economic and community benefits. In 2003 Comedia reported that the cultural offer generated community vitality and a sense of belonging bringing an annual contribution of some £34 million to the economic well-being of the Borough and its residents. This represented 0.8% of the total business turnover. It must be recognised that their assessment of the value of the “cultural offer” was making a statement of the “whole town” offer of which the services provided by the Council are an element.
- 1.23 However, more recently (2010) an independent study commissioned by Cheltenham Festivals reported that:
- “The economic impact of the four Festivals in the town has increased by nearly 200% since 2002, rising to £5.2 m of primary and secondary spending from £1.8 m in 2002 and support around 139 jobs.”*
- 1.24 Almost three-quarters of local businesses rated Cheltenham Festivals as important to the town, and having a positive impact on their business. During the recent Times Cheltenham Literature Festival 20% of businesses commented that they saw turnover rise by more than 10%, and 12% employed additional staff.
- 1.25 As noted in the DPA Report (2006) *“maintaining the Borough’s cultural heritage ... in the light of financial pressures represents a substantial challenge but not one that the council is shying away from”*.
- 1.26 The Council’s commitment to providing for a sustainable and viable future for its leisure and culture portfolio is as strong today as it was when the DPA report was produced. However, what is different today from 2006 is the financial climate within which the Council operates and the significant reductions to budget suffered over a number of years but most recently through the CSR.

Environmental and Economic Strategic Context

- 1.27 Alongside the challenge of public sector financial restraint are wider social, economic and environment challenges. The Sustainable Community Strategy (SCS) 2008-2011 set out a range of issues facing Cheltenham which are still relevant today and which need to be considered when commissioning leisure and culture outcomes.

Access to energy supplies and climate change

- 1.28 The SCS identified access to energy supplies and the link to climate change as the single most important issue that will affect Cheltenham over the next 20 years. The concept of “peak oil” is widely known as are the impacts of climate change. When commissioning outcomes the challenge will be to promote the efficient use of fuel and other natural resources to reduce carbon emissions as well as reduce cost. There is also the very practical issue of services which can cope with the impacts of severe weather; a very real need as the 2007 floods demonstrated.

An ageing population

- 1.29 Cheltenham already has an ageing population with 17.1% of people 65 years or over. This figure is likely to increase to 24% by 2026. Whilst some older people will remain fit and active for longer there is the potential for some older people to be vulnerable and isolated, and in need of additional health, social care and housing services. Joint commissioning will therefore become even more important. A partnership approach; public, voluntary and maybe private, will be needed. The focus on outcomes will need to be holistic. It will not be sufficient to just consider improving health and well being, providing care, support and protection for older people. It will also be important to recognise the relationship between these outcomes and wider provision, eg, appropriate housing, social, education, employment and transport.

Integration and cohesion

- 1.30 Cheltenham has an increasingly diverse population which brings advantages to the local economy including access to a more skilled workforce and availability of labour. This is in addition to the benefits of sharing different cultures. Pressures, however, also build including for example demands on housing stock. Commissioning must be an inclusive process. The Council must work with people from all backgrounds, faiths and circumstance so that all can have similar life opportunities and be able to live and work alongside each other.

Development

- 1.31 One of the most pressing issues that will affect Cheltenham over the next few years is the need to plan its growth and development through the Joint Core Strategy. The risk from additional growth is that local people do not want to see the unique character of the Borough and their local identity undermined. However, there are opportunities from new development particularly around the potential to provide more affordable housing, improved support infrastructure for both new and existing communities, additional employment land and retail and leisure opportunities all within the context of low carbon development.

National Policy Context - Leisure

- 1.32 The national policy context is important, in particular the changes planned for the NHS and GP Commissioning. As NHS Gloucestershire consults on the future of "Your NHS" it will be important to build upon the opportunity for more integrated working between local government and other partners, and in particular GP consortia.
- 1.33 The 2012 Olympics is also a springboard for improving and encouraging wider participation in sports and healthy lifestyles. Cheltenham's hosting of the Olympic torch is a once in a lifetime opportunity to showcase provision in Cheltenham and to connect leisure and healthy lifestyles with the public consciousness.

Commissioning Leisure and Culture Outcomes

- 1.34 Members have been clear in their priority to maintain the level and quality of front-line services wherever possible. The financial backdrop is, however, like never before, forcing the Council to fundamentally review and assess priorities. Commissioning provides the Council with a way of re-thinking and re-shaping how "outcomes" vital to the social and economic well-being of the community might best be provided for across the wider public and voluntary sector community.
- 1.35 Leisure and culture are the Council's highest areas of non-discretionary spend theoretically making them more vulnerable than statutory services to the impact of budget reductions. Yet these services are held in high regard and add significant value to the social, economic and community well-being of Cheltenham and in many ways "make Cheltenham what it is".

Leisure and Culture Preliminary Analysis

- 1.36 This **Preliminary Analysis** has purposely concentrated on looking at how **current service delivery arrangements** are able to deliver an agreed set of outcomes. This preliminary analysis has sought to define:
- (1) What we currently do
 - (2) What we want to do?; and
 - (3) How best to do it?.
- 1.37 To answer (1) “*what we currently do*” has involved some context setting and background research to
- Document the background to the leisure and culture services; (**Section 2**)
 - Capture performance data and user/customer information; (**Section 3**)
 - Understand how the Council’s leisure and culture provision fits into Cheltenham’s wider leisure and culture offer; (**Section 4**)
 - Gain a basic understanding of what other alternative delivery models for leisure and culture exist, how they are performing, always recognising the importance to learn from failures as well as successes (**Section 5**)
- 1.38 To answer (2) “*what we want to do?*” the main requirement has been to define the outcomes for Leisure and Culture based on “needs assessment”. **Section 6** explains the process of moving from “assessment of need” to “defining outcomes”.
- 1.39 The objective of **Section 7** is to **assess the current delivery arrangements in their ability to deliver an agreed set of outcomes within a challenging framework**. The assessment seeks to address 2 criteria:
- (1) Whether the current delivery arrangements can deliver new proposals, which reduce cost, but do not undermine the outcomes being sought; and
 - (2) Is the service provision direction of travel assessment satisfactory from the standpoint of improving service outputs (eg, footfall, attendances), direct outcomes for people (eg, improved health), service delivery principles (eg, quality of venues, out-reach work, volunteering) sustainability impact (eg, environmental considerations) and finally equality impact (eg access for all).
- 1.40 The assessment draws conclusions as to whether the evidence presented satisfies the criteria together with recommendations for next steps. These recommendations do not as yet, however, fully answer question (3) above. The recommendations do, though, suggest a way of moving forward where progress can be made on all fronts but being clear about the priority for further intensive and targeted work.
- 1.41 The review has also identified a number of more general issues which need to be considered and some general recommendations are also made in **Section 7**.
- 1.42 **Section 8** outlines milestones for next steps; **Section 9** describes the broad consultation arrangements. Service providers have been represented on the programme board for this review moving forward and have been consulted on the recommendations within this report. There are risks to the plan for the next steps, arising from the number of corporate change programmes and projects taking place in the council with some resource conflicts already identified. Current project risks are set out in Appendix 5.

Art Gallery and Museum

- 1.43 It should be noted at this point, that the Current Model Exercise was not completed by the AG&M. At the same time as the second round HLF bid was being considered this review commenced. It was therefore felt inappropriate to ask service providers to complete the exercise and instead await the outcome of the HLF bid. In fact the HLF grant uses an outcomes based approach and also includes special conditions attached to the HLF application itself. To create another set of outcomes would overcomplicate an already understood and well-researched approach. However, the AG&M has been considered in terms of recommendations for next steps and these are outlined in Section 7.

Summary

- 1.44 Like many authorities, the Council faces significant financial constraints and has been required to adopt a rigorous approach to finding year on year financial savings.
- 1.45 The services provided by Leisure and Culture are generally well-performing and, particularly from the culture perspective, make Cheltenham what it is and bring a huge benefit to the local economy
- 1.46 High level benchmarking indicates that Cheltenham spends approximately 3 times per head of population on its culture and heritage services when compared to all district councils (2009-10 CIPFA). It spends around the average of all district councils on its leisure services.
- 1.47 Ongoing reduction in net operational expenditure, and hence public subsidy, for leisure and culture services has been an ongoing theme. Over the financial years 2007-08 to 2011-12 the Council has been successful in achieving leisure and culture budget savings amounting to £573,200.
- 1.48 The Council's commitment to providing for a sustainable and viable future for its leisure and culture portfolio is as strong today as it was when the DPA report was produced. However, what is different today from 2006 is the financial climate within which the Council operates and the significant reductions to budget suffered over a number of years but most recently through the CSR.
- 1.49 The challenge for the Council is, therefore, in a period of significant financial restraint, how best to commission the outcomes for leisure and culture, which secure that viable and sustainable future, but from a standpoint of a significantly reduced level of direct public investment.

Report Structure

- 1.50 The report structure is as outlined below:
- Background to Leisure and Culture **services (Section 2)**
 - Current service provision **(Section 3)**
 - Cheltenham's leisure and culture offer **(Section 4)**
 - Alternative Delivery Arrangements **(Section 5)**
 - From Needs Analysis to Defining Outcomes – The Current Model Exercise **(Section 6)**
 - Current Model Exercise Assessment and Recommendations **(Section 7)**
 - Milestones **(Section 8)**
 - Consultation **(Section 9)**

2 Background to Leisure and Culture services

Culture in Cheltenham: Planning for a Sustainable Future

- 2.1 DPA were commissioned in 2005 to produce a review document "*Culture in Cheltenham : Planning for a Sustainable Future*". The report was jointly commissioned by the Council and Cheltenham Festivals, with the majority of funding coming from Arts Council (South West).
- 2.2 Some of the report's initial options such as the creation of a 'Cultural Foundation' or Trust, and the sale or long lease of some of the venues were rejected in favour of what were judged to be financially sustainable alternatives which were supportive of the then current programme. The report made it very clear that the status quo was not a sustainable option.
- 2.3 The report was presented to Cabinet in March 2006 when the following decisions were taken to:
- Endorse an outline scheme to develop the Art Gallery and Museum, using funds from the sale receipt of the Axiom to support the scheme.
 - Seek partnership opportunities for the operation of both the Town Hall and the Pittville Pump Room.
 - Endorse the principle of full independence for Cheltenham Festivals and that this be achieved as quickly as possible.
 - Endorse the principle of the Council as an enabler rather than direct provider of arts.
- 2.4 The DPA report and the decisions taken by Cabinet in 2006 created a 5year framework for the Council's work on arts and cultural services and the current context for the services in scope of this commissioning review are discussed below.

Art Gallery and Museum (AG&M)

- 2.5 The development scheme for the AG&M was developed through a Royal Institute of British Architects (RIBA) Open Design Competition in January 2008 and Cheltenham Art Gallery & Museum Development Trust (CAG&MDT) was established and registered as a charity to support fundraising efforts (Section 3.9).

Pittville Pump Room (PPR)

- 2.6 In July 2007 Cabinet agreed to retain the in-house management of Pittville Pump Room, with operational responsibility eventually falling under the remit of the Town Hall Manager. Cabinet's request was that steps be undertaken to restore levels of business at the PPR by increasing commercial revenue and reviewing operating costs.

Cheltenham Festivals

- 2.7 To support the independence of Cheltenham Festivals, the council agreed to invest £500,000 of Local Authority Business Growth Incentive (LABGI) funding over 3 years and to monitor and measure progress through a Joint Overview & Scrutiny Festivals Working Group. Following a recent review by the Working Group, in December 2010 a number of proposals were put forward to Cabinet including:
- A further review of the existing Town Hall catering arrangements to ensure greater flexibility of use by Cheltenham Festivals (Section 7.37).

- A joint strategic cultural plan for the town is developed as part of the 2011/2012 Corporate and Community Planning process (Section 7.14).

Tourism and Marketing Strategy

- 2.8 Going beyond the remit of the DPA report, the council has recently adopted a Tourism and Marketing Strategy. This was developed in 2010 by the Tourism & Marketing Working Group, a joint group from both Social & Community and Economic & Business Improvement Overview and Scrutiny Committees.
- 2.9 The strategy has a three year action plan with three actions for the leisure and culture review:
- As part of the Leisure and Culture Review devise proposals for improving Cheltenham's 'family offer' - working with fellow cultural and commercial partners to explore the potential of joint revenue-earning
 - As part of the Leisure Culture Review develop a strategy for capital investment and development plans at the Town Hall (Section 7.44)
 - As part of the Leisure & Culture Review consider the commercial feasibility of improving conference facilities (Section 7.44)

Leisure@

- 2.10 In November 2002, Cabinet took the decision to bring the management of the leisure centre in-house from April 2003.
- 2.11 Following the devastating floods in the summer of 2007, the Council debated a number of options for the future of the site, including creation of a new leisure\fun facility with joint local authority partners, downsizing the existing facility mix to retain a limited level of wet and dry-side provision, complete closure of the facility, or refurbishment of the core leisure facility with more thought being given to the re-opening of the cricket hall which had been particularly affected by the floods.
- 2.12 Council fully supported the latter option to reinstate Leisure@ with the service goal summarised as to maximise income, improve efficiency, and to grow health and partnership opportunities. The centre re-opened in September 2008 and the improved equipment and facilities have received much positive feedback from customers. The current business model reflects the consultation with stakeholders and advice sought to redesign the business post-flood. This model has delivered well and the positive direction of travel continues.

Sports Development

- 2.13 To compliment the direct provision of sport and recreational facilities, the Council continues to support a Sport, Play and Healthy Lifestyles (SP&HL) service to deliver school holiday programmes, family events and a range of targeted out-reach projects across the Borough. Since 2008 a healthy lifestyle post has also been jointly funded between the Council and NHS Gloucestershire to promote healthy lifestyles and tackle health inequalities.

Other developments

- 2.14 Alongside the commitments to improve the quality of in-house delivered services, the Council has also been pro-active in working with and supporting other leisure and culture providers. These include the Holst Birthplace Trust, the Sandford Lido Trust,

the Everyman Theatre, the Playhouse Theatre and the Gardens Gallery Community Interest Company.

Summary

- 2.15 The 2006 DPA report provided a 5 year framework for cultural services. The Council has driven forward this longer-term approach and continues to support investment into its cultural provision, taking opportunities where possible to explore alternative delivery arrangements, eg, Cheltenham Festivals.
- 2.16 The Council has also remained committed to its leisure provision, making the decision to reinstate Leisure@ following the 2007 floods.
- 2.17 The framework has worked well in achieving one of the DPA report aims *“to reduce the net cost of cultural activities, in line with other economies across the Council”*. However, the question remains whether it is possible to continue to deliver the outcomes for leisure and culture, which are important from an economic, social and community perspective, through the current delivery arrangements and at the same time deliver year on year savings.
- 2.18 Again, reflecting back to the DPA Report, the challenge then was recognised as the ability of the Council to maintain *“the Borough’s cultural heritage... in the light of financial pressures represents a substantial challenge but not one that the council is shying away from”*. This challenge is as real today as it was in 2006.

3 Current Service Provision

Introduction

- 3.1 Leisure and Culture Services generally perform well and are well regarded. The strategy since 2006 has been to reduce the level of public subsidy whilst at the same time enhancing the customer satisfaction with service facilities.
- 3.2 The purpose of this section is to provide a brief summary of:
- Background and current service provision
 - Headline performance data
 - User/customer data
- 3.3 This section will also provide a brief commentary on community perception of Leisure and Culture services gained through the 2011-12 budget consultation exercise, the 2008 Place Survey and 2009 Tourism and Marketing Strategy consultation.

Art Gallery and Museum (AG&M) – including Tourism

Background and Current Service Provision AG&M

- 3.4 Cheltenham Art Gallery & Museum was established between 1898 (gallery) and 1907 (museum) and now holds several outstanding collections (many of which were given by local people); including a nationally designated Arts and Crafts Movement collection, much of which relates to the Cotswolds. It is based in Cheltenham town centre and is open 7 days a week; admission is free and it receives over 65,000 visits annually and works with a further 6,000 people through community outreach.
- 3.5 The AG&M cost centre accounts for the highest level of public subsidy of the leisure and culture services, £799,550 (2011-12) (Table A). It has however, over the period 2007-08 to 2011-12 delivered savings of £155,700 (Table B), this includes £50K saving in 2011-12 as a result of a restructure taking place with the AG&M is closed for the re-development. The MTFS also includes a further £50K saving following re-opening in 2013-14.
- 3.6 The DPA Report concluded that *“in order to attract more visitors, it is critical that the AG&M develops larger spaces for temporary exhibitions”*. It went on to recommend that the then current refurbishment scheme be further developed and that Council endorse an outline scheme to develop the AG&M. Council accepted this recommendation.
- 3.7 Cheltenham Tourist Information Centre (TIC) is currently located adjacent to the main Council offices. Whilst it is a central location, it is extremely hampered by its accessibility for visitors. In addition its opening hours are restricted to those of the Council offices due to access restrictions particularly during weekends.
- 3.8 The proposals to relocate the TIC to the new AG&M will ensure that this key visitor service becomes fully accessible to all customers. Visitors to the TIC will be drawn into the AG&M, one of Cheltenham’s finest attractions, which in turn will develop and increase AG&M footfall.

- 3.9 The re-development scheme funding requirement is now £6.3M. At April 2011 fundraising stood at £5.4M. A requirement of the HLF second round application was that any shortfall in scheme cost was required to be underwritten. In March 2011, the HLF second round application was secured. The Council has undertaken to underwrite any shortfall to a maximum of £922K.
- 3.10 The Cheltenham Art Gallery and Museum Development Trust (CAG&MDT) was established and registered as a charity in the autumn of 2008 with aims including;
- The provision of support for improvements to the AG&M through assisting in raising funds towards the new development;
 - Safeguarding the financial management of the project; and
 - Ensuring the AG&M subsequent viability.
- 3.11 The CAG&MDT, all unpaid, have extensive cultural, heritage and charities experience. Together with the Friends of Cheltenham Art Gallery and Museum considerable commitment and effort has gone into raising a not insignificant proportion of the total development scheme cost.
- 3.12 As well as creating a modern and accessible museum space the development scheme also creates the opportunity to secure wider economic and creative growth as well as the regeneration potential that a cultural quarter presents for the town. The relationships being forged with the University of Gloucestershire and the Gloucestershire Crafts Guild will be central to bring to life the vision of a “crafts” hub. Furthermore, working with other partners including the Cheltenham Development Taskforce (CDTF) there is a real opportunity to secure wider regeneration around St Mary’s Churchyard strengthening the linkages between the lower High Street and Brewery site.
- 3.13 During the redevelopment period when the museum is closed the AG&M is, through modest investment, focussing on its very popular out reach work and one-off exhibitions in an effort to engage and interact with new audiences. One of the development scheme’s key measures of success is to reach a more diverse audience and customer base, this is in addition to significantly increasing footfall generally.

Headline Performance Data –AG&M

- 3.14 Table D shows that over the 4 years 2007-08 to 2010-11 visitor figures to the AG&M have gradually increased due to the expansion of activities, talks and exhibitions. In 2009-10 the AG&M successfully hosted two touring exhibitions from the National Portrait Gallery. Visitor figures have been further boosted by the opening of the AG&M on Sundays and regular late evening openings on the third Thursday of the month.

Table D – AG&M Visitor Numbers and Website Hits				
	2007-08	2008-09	2009-10	2010-11
Visitor Numbers	65,405	61,728	74,302	79,934
Website Hits	328,806	247,471	227,327	164,487

Table E – AG&M Education Statistics				
	2007/08	2008/09	2009/10	2010/11
School visits (both on-site and out at schools)	5,500	5,581	4,830	2,875
Museum 'Take-Away' ² loan service	1,015	1,095	1,213	1,244

- 3.15 Table E shows that school visits have declined since 2007. This decline is reflective of reductions in school budgets and the recession with public/schools having to pay for visits. However, the AG&M has seen an increase in the numbers using the "Take Away" service. This is a loan box service provides a collection in a box which can be taken to schools and community groups and hired for a period of time.

Table F – Tourist Information Statistics				
	2007/08	2008/09	2009/10	2010/11
Visitor Numbers	75,251	77,623	79,522	76,221
Website Hits	534,480	510,406	1,127,944	1,287,375

Users/Customer Data – AG&M

- 3.16 Since 1995, the AG&M has commissioned consultation/research at set periods to understand and get to know existing audiences, as well as importantly, to understand who they are not reaching. The research shows that visitor demographics tend to reflect the middle class, middle-aged, white, socio-economic group who are generally perceived as traditional visitors to museums and art galleries. There are very few visitors from culturally diverse groups. In 2007, 89% of the respondents described themselves as white British with low numbers of young people between the ages of 16 and 18.

Town Hall and Pittville Pump Room

Background and Current Service Provision

- 3.17 The Town Hall is a 900 seat (main concert hall) and 300 seat (Pillar Room) venue which promotes a wide and varied selection of events and activities, including, booking and hosting live music, comedy, dancing as well as festivals and community events. More recently, refurbishment of the facilities, in particular the Drawing room, has opened up the opportunity to market the Town Hall for civil ceremonies including weddings and celebrations of life.
- 3.18 The Pittville Pump Room (PPR) was the last and largest of the spa buildings to be built in Cheltenham; built by the architect John Forbes between 1825 and 1830. The venue is often used as a concert hall, especially during the Cheltenham Music Festival. Previous considerations to dispose of the asset (DPA 2006 report) were not moved forward. PPR is in particular a splendid location for weddings, concerts, meetings and gatherings, as well as a destination for tourists visiting the town.
- 3.19 The operating subsidy for the Town Hall and Pittville Pump Room is £547,300 (including the box office) (Table A). The venues have delivered savings of £222,800 (Table B) in particular through bringing together the management of the two venues, and increased income from weddings and other bookings.
- 3.20 Complementing these two significant cultural venues are the town's parks and open spaces. These too are often used for festivals and open air concerts which have the added benefit of attracting visitors to the towns many gardens. In particular the physical location and proximity of the Town Hall to Imperial and Montpellier Gardens is increasingly important particularly for the staging of Cheltenham Festivals. Consultations are currently taking place on the future usage of the gardens for festivals. The issue at hand is how to maintain a delicate balance between preserving for residents and visitors well-tended green and open spaces with their ongoing use as venues for festival events and the wider social and economic benefit that such use brings to the town.

Headline Performance Data – Town Hall

Table G – Town Hall Venue Income		
Year	Promotions	Hall Hire
2007/8	£56,268	£140,091
2008/9	£87,100	£160,543
2009/10	£46,966	£144,418
2010/11	£84,942	£135,244

- 3.21 Following the recommendations of the DPA Report the Town Hall and PPR venues have made strides to improve their performance as business models. Whilst hall hire income for the Town Hall has declined due to the financial climate and the recession this has been more than offset by the growth in the promotions market with the Town Hall hosting headline acts and performances throughout the year.

3.22 The Tourism and Marketing Strategy (section 3.51) recognised the importance of the Town Hall not only to the cultural offering of the town but also as one of Cheltenham's finest buildings and therefore important from the perspective of wider economic potential. The strategy and accompanying action plan contains 2 actions of specific relevance to this review and the Town Hall:

- Develop a strategy for capital investment and development plans at the Town Hall (section 7.40).
- Consider the commercial feasibility of improving conference facilities (section 7.40).

Headline Performance Data – Pittville Pump Room

Table H– Pittville Pump Room Income	
Year	Income
2007/8	£135,446
2008/9	£149,579
2009/10	£168,900
2010/11	£179,538

3.23 PPR hall hire has steadily increased over the last 4 years due to a commercial approach to the use of the venue.

3.24 The bringing together of the management and administration of both venues has delivered operational savings as well as providing one point of contact for customers looking for a special celebration venue. What the Town Hall might not be able to provide the PPR might, and this inter-relationship between venues has increased profitability.

Table I – Box Office Ticket Sales and Income		
Year	Tickets Sold	Income (gross)
2007-08	243,328	£2,449,911
2008	259,248	£2,570,401
2009-10	288,629	£2,930,136
2010-11	233,314	£2,553,803

Note: Cheltenham Festivals ticket sales transferred from 1 January 2011

3.25 The number of tickets has increased steadily over the last four years (Table I). It is worth noting that ticket sales represent events at the Town Hall, PPR, Cheltenham Festivals and other festivals including Wychwood and the Food and Drink Festival. (67% of tickets sold relate to Cheltenham Festivals).

User/Customer Data – Pittville Pump Room

3.26 The numbers of tickets purchased per ward has been mapped and shows that a significant proportion of customers live in the Lansdown, Park, College and Leckhampton wards. However, there are relatively low numbers of customers in Swindon Village, St. Pauls, Oakley and Springbank wards.

Whilst not drawing any definitive conclusions in relation to this data it is a fact that these areas feature in the list of top 10% most deprived areas in the county.

- 3.27 The Council's leisure provision may be described as having 3 main areas of business:
- Leisure@ - a commercial leisure operation
 - Prince of Wales Stadium
 - Targeted community/health operation (partly provided from within Leisure@ and partly from the separate Sport, Play and Healthy Lifestyles (SP&HL))

Background and Current Service Provision – Leisure@

- 3.28 Leisure@ offers a wide range of facilities and services with over 500,000 visits per annum. Customers to the facility take part in physical, health and learning activities across sport, recreation and health. Leisure@ is the only publicly provided leisure facility available within Cheltenham and pricing is designed to enable engagement in physical activity with targeted services at zero or low cost on a session by session basis.
- 3.29 Looking at headline fees and charges data Leisure@ charges, when compared to a number of comparable facilities, are competitive.
- 3.30 The centre provides a very popular swimming pool together with a range of sporting facilities that are hired out by individual, groups and clubs, plus a membership-based scheme for the fitness suite. This mainstream provision is complemented by specific programmes to improve the health of key client groups including older people, people with disabilities and people with identified medical/clinical needs. The mainstream provision subsidises the targeted service provision.
- 3.31 The centre also offers a wide range of health related services including a hairdresser (tenant), Health & Beauty treatment (tenant), Osteopath & sports injury massage (tenant) plus a meeting room and café.

Table J – Leisure@ Service Provision

- | |
|---|
| <ul style="list-style-type: none"> • Three swimming pools; Main pool (33m), Teaching pool (23.8m), Diving pool • Sports hall; Eight badminton courts, five-a-side football, volleyball, netball, short tennis and circuits, martial arts • Cricket hall; Five cricket nets, full hall cricket, five-a-side football, four badminton courts • Squash; five courts for racquet ball and squash • Fitness suite with cardio vascular and resistance fitness equipment • Spin studio with 25 spin bikes • Multi activity room for pilates, yoga, parties, low impact exercise to music • Dance studio • Health spa with sauna, steam room, jacuzzi and relaxation area |
|---|

Headline Performance Data – Leisure@

- 3.32 The 2007 floods provided a perhaps somewhat unexpected opportunity for the Council to recommit its categorical support for Leisure@. Through extensive consultation with the public it re-shaped its offering and since re-opening the centre has proved very popular. Footfall has increased and attendances have gone from strength to strength.

Table K – Leisure@ Attendance Data (selected schemes)			
Activity	2009-10	2010-11	% Change
	Total	Total	
Under 16	47,235	47,506	+1%
50+ Active Life	27,811	43,445	+56%
£1 Concession Swim	15,244	15,545	+2%
Reactive GP referral Programme	38	296	+678%
Footfall	279,895	291,613	+4.3%
Income	£1,349,374	£1,481,200	+9%

- 3.33 **Table K** highlights some key performance data. In particular the Reactive GP referral programme³ continues to go from strength to strength. Held up as good practice, the physiotherapy services and others using the reactive concession schemes have identified these partnerships as delivering excellent outcomes and quality to patients. The employee training and expertise in these areas complements the programmes.

User/Customer Data – Leisure@

- 3.34 A range of subscription schemes or packages on offer are used by 3,900 subscribers of which 1,400 are gym memberships. Member distribution shows that the centre's reach is approximately 3 miles from the facility and a 10 minute driving time. Leisure@ itself is used by:
- 37 educational establishments
 - 26 schools/colleges for swimming lessons
 - The University use a range of facilities including the gym and the pool for water polo
 - 25 sporting clubs including football, netball, rugby, athletics, martial arts and canoe polo.
 - 14 health/community partners who are using the facilities to improve health outcomes for their clients including GP Referral Schemes.

Background and Current Service Provision – Prince of Wales Stadium

- 3.35 As part of Leisure@, the Council also operates the Prince of Wales Stadium which has a capacity of c2,000.

³ GP referral is an exercise on prescription service provided at leisure@ Cheltenham with all GP surgeries in Cheltenham using the service.

Table L – Prince of Wales Stadium Service Provision

- 6 lane 400m circuit including steeple chase & 8 lane 100m home straight
- Long Jump / High Jump / Triple Jump / Pole Vault
- Throwing cage (Hammer & Discuss), Shot put, Javelin
- 2 full pitches primarily used for Rugby & Rugby League
- Personal Training Gym (tenant) in basement
- 2 Meeting Rooms and club house

Headline Performance Data – Prince of Wales Stadium

- 3.36 During 2010/11 57 events took place with attendance between 400 and 2,000; events invoiced for the current financial year to date total 30 with similar attendance levels. General income is £24k per annum and rental income totals £11k per annum excluding utility charges to CRFC.

User/Customer Data – Prince of Wales Stadium

- 3.37 The Prince of Wales Stadium is the home of Cheltenham Rugby Club who have a 35 year lease and operate from the facility between September and April. The university's Rugby Union and Rugby League teams use the stadium for fixtures and training. The athletics track is booked with 6 educational establishments. The stadium is home to the Cheltenham Harriers, Gloucestershire's leading athletics club and provides a base for a number of other groups, eg, the Women's Running Network.

Sports, Play and Healthy Lifestyles (SP&HL)

- 3.38 The council provides a well regarded programme of sports development, healthy lifestyles and play development activities that is delivered in a range of community settings. The NHS part-fund the post of healthy lifestyle development officer to reflect a joint commitment to improve the health in our communities.

Background and Current Service Provision – SP&HL

- 3.39 Programmes are provided under 3 categories;
- Sports development (eg after school projects, disability sport, summer of sport);
 - Play development (eg holiday play-schemes, play ranger sessions, family play events, equipment loan scheme);
 - Healthy lifestyles (eg, physical activity, healthy eating, alcohol/drugs misuse, emotional health and well being)

Headline Performance Data – SP&HL

- 3.40 Attendances at Sport, Play and Healthy Lifestyles activities (2010) are described in Appendix 3.
- 3.41 The "Play Zone holiday schemes" are run from Balcarras and Rowanfield schools; the Balcarras scheme is a full day scheme from 8.30am to 6.00pm and charges £14 per child. The Rowanfield scheme runs from 10.00am to 3.30pm and charges £3 per child. The charge per day is extremely competitive compared to the market.

- 3.42 In addition to the holiday schemes, the council provides a weekly programme of play and sport ranger activities in local parks across the borough, and sport zone road shows 3 days per week for the 5 weeks of the sport specific camps.

User/Customer Data – SP&HL

- 3.43 Community outreach work focuses on priority areas and specific target groups to promote healthy lifestyles and contribute to a reduction in health inequalities.
- 3.44 The service works in partnership with local agencies and community groups to ensure the provision of a broad range of sport, play and physical activity opportunities across the Borough.
- 3.45 Some key headline user/customer data outlined in more detail in Appendix 3 shows that during the summer programme in 2010-11
- 2,887 children attended play-zone sessions
 - 3,035 children attended play ranger sessions.
 - 1,480 children attended the 2010 Summer of Sport during a 5 week period
- 3.46 In addition, community based exercise classes and volunteer led health walks attract 150 attendances per week and a series of large scale Play Events during the year attracted 1,000+ people.

Grants to third parties

- 3.47 The Council also provides a number of direct grants to cultural organisations including Cheltenham Arts Council, Holst Birthplace Trust, Everyman Theatre, Playhouse Theatre and Festival of Performing Arts. Direct grants totalled £371K (2011-12) with a further in-kind support of £138K to Cheltenham Festivals.

Public Perception of Leisure and Culture Services

2011-12 Budget Consultation

- 3.48 The public were asked, as part of the 2011-12 budget consultation to rank the services provided by the Council according to whether they should be protected, reduced or stopped. Whilst not a scientific or statistically reliable survey, the public had an opportunity to “have their say” more directly and in a much more accessible way than in previous years.
- 3.49 Leisure@ and outdoor sports facilities, playing fields and play areas appeared in the top 5 services to protect, together with the grant to Cheltenham Festivals The Town Hall (delivering Cheltenham Festivals and concerts), was ranked 9th with PPR (delivering Cheltenham Festivals, weddings and conferences) being ranked 22. The AG&M and exhibitions and out-reach work ranked as 28th out of a total of 57 services being consulted upon.

Place Survey 2008

- 3.50 The Place Survey 2008 showed that satisfaction with the Council’s museums and galleries (62%) and theatres (76%) were significantly higher in

Cheltenham than elsewhere in Gloucestershire with both being rated in the top 10 in the country.

Tourism and Market Strategy

- 3.51 The retail and business community were consulted as part of the production of the strategy. The cultural offer was considered as being one of the town's key strengths and key to its future economic prosperity in terms of investment and as a visitor attraction.

Summary

- 3.52 Cheltenham's leisure and culture offer is rich and diverse. Strategically and corporately, arts, leisure and culture is a key priority and is considered to be one of the Council's principle objectives. Leisure and culture is seen as not having an end in itself, rather a catalyst for social, economic and environmental development and improvement within the town.
- 3.53 Current service provision works well and is popular. Public subsidy (Section 1.16) has reduced by £573,200 over the period 2007-08 to 2011-12. In terms of net operating subsidy by venue/service ranking from highest to lowest is (1) AG&M including Tourism, (2) Leisure@, (3) Town Hall and Pittville Pump Room and (4) Sport, Play and Healthy Lifestyles.
- 3.54 Public perception of the services importance has shown that the public regard Leisure@ and Cheltenham Festivals very highly and gave the Council a clear steer when consulting on a difficult financial challenge to set the 2011-12 budget. The value of the Town Hall and PPR as venues was also recognised as important. The ranking of the AG&M may be reflective of the very fact that it does need that capital investment to redevelop its offer and so raise its standing in the public perception.

4 Cheltenham's Leisure and Culture Offer

Introduction

- 4.1 People in Cheltenham are well-served by a wide-range of leisure and recreation facilities provided by the Council, by not-for-profit trusts or by the commercial sector.
- 4.2 When considering commissioning leisure and culture outcomes it is important to understand how the current provision fits not only into the Cheltenham "offer", but also possibly the wider offer within Gloucestershire. Not to identify, understand and acknowledge significant linkages and relationships with the wider offer could result in commissioning decisions which have unintended impacts.
- 4.3 Whilst recognising this report is presenting the **preliminary analysis stage**, it will be making recommendations for next steps. The background research presented here, admittedly high level, will need to be more thoroughly understood moving forward.

Art Gallery and Museum

- 4.4 The AG&M operates within a context of a range of other galleries including the Gardens Gallery (which is supported by the council) and a number of private galleries which offer art-work for sale. The Holst Museum, which again the Council supports, is dedicated to show-casing the life and work of the famous composer.
- 4.5 There is a very real sense that the AG&M complements the other provision in the town by creating and supporting a thriving network of artists and stimulating interest and a market in art. This complementary activity is probably most evident through the very popular AG&M out-reach work and furthermore in the objectives of the re-development scheme to increase exhibition space as well as reach audiences who do not traditionally take part in the arts.
- 4.6 Important linkages already exist with the University of Gloucestershire and these are being reinforced through the development scheme as is the intention to work with the Gloucestershire Guild of Craftsmen. Both these important relationships will be crucial to ensure the long-term sustainability of the cultural offer.
- 4.7 The Borough also boasts a thriving community of independent artists as well as a considerable amount of voluntary sector activity, under the umbrella of Cheltenham Arts Council. This voluntary sector activity not only creates wider social and community benefit; recognising a need, stepping in and plugging the gap, but also will be able to operate in a way that is not possible, either from a financial or operational standpoint, for the traditional public sector.
- 4.8 Outside Cheltenham a number of museum services are provided (Appendix 4) eg, Corinium Museum in Cirencester, Gloucester Museum and Art Gallery, Museum in the Park in Stroud. When considering alternative delivery arrangements it should be remembered that there may be an opportunity to commission with others.

Town Hall and Pittville Pump Room

- 4.9 The Town Hall and Pittville Pump Room operates in the context of other entertainment and conference venues including;
- **Everyman Theatre** - a fully functioning professional theatre with a 682 seat main auditorium and the 66 seat Everyman Studio Theatre. The venue includes a café, bar, Matchams Restaurant and the Langtry Room function space.
 - **Playhouse Theatre** – an amateur theatre seating approximately 200
 - **Bacon Theatre** – state of the art facilities seating 566. Also includes 120 seat Prince Michael Hall and Tuckwell Amphitheatre
 - **Parabola Arts Centre** – world class facility with a 328 seat theatre. Operating primarily as a space for Cheltenham Ladies College drama, music and art departments, but also hosts local arts organisations and hired by local businesses
 - **Centaur** – state of the art conference, exhibition and conference facility. Seats 2,250, 4,000 standing or 1,100 sitting down to dinner. The facility has a state of the art lighting and sound system plus a large reception area for drinks.
- 4.10 In addition to these concert and entertainment venues Cheltenham has a wide-range of pubs, clubs and hotels. The council's venues could, therefore, be considered to be competing against other not-for-profit and commercial venues. The size of venues and supporting facilities – in particular their quality - will be key determining factors in arriving at whether there is direct competition between venues. In reality, the Town Hall cannot compete, financially, for example against the Centaur for some nationally recognised artistes because of the size of its concert hall and the sound and lighting system available.
- 4.11 In looking forward the Town Hall and PPR management considers the civil ceremony market, eg, weddings, and also conferences as its target growth markets. This is not an easy market in which to operate and there are a number of competitors including several hotels in Cheltenham and beyond that are competing for the same trade. The Town Hall markets itself as Gloucestershire's largest entertainment venue with the Pump Room Cheltenham's number one tourist destination.

Cheltenham Festivals

- 4.12 Cheltenham Festivals provides four international festivals; Jazz, Science, Music and Literature. The Town Hall and Pittville Pump Room promotes yearly Folk Festival, Ballroom Dance Festival and Comedy Festival. The venue also plays host to several independent festivals such as Cheltenham Festival of the Performing Arts, Ukulele Festival, Guitar Festival and Cheltenham Festivals four international offerings of Music, Literature, Science and Jazz. The venue also sells tickets for among others, Wychwood, Greenbelt, Food and Drink, and the Film Festival.
- 4.13 Cheltenham Town Hall puts on the Folk Festival and is the base for the independent Cheltenham Festival of Performing Arts. These more established festivals are now complemented by an emerging comedy festival, a film festival, a food and drink festival, a ukulele festival and a ballroom festival.

- 4.14 The proximity of the Town Hall to the Imperial Gardens is important in that it provides a focus for the festivals. Whilst it is recognised that from demographic information the festivals do not have a “uniform” reach to all socio-economic groups, the contribution the festivals make to the economic prosperity of the town is well recognised (section 1.24). However, festivals also provide a platform for new talent to emerge, an opportunity to bring in new audiences, which ultimately may directly benefit the Town Hall and PPR through independent appearances at these venues.

Cheltenham Racecourse

- 4.15 Cheltenham Racecourse has 16 days of horse racing spread over 8 fixtures each season including the internationally famous Gold Cup Festival in March. The racecourse also accommodates the Wychwood and Greenbelt Festivals bringing many thousands of people to Cheltenham. As with Cheltenham Festivals the contribution that Cheltenham Racecourse makes to the economic prosperity of the town is well recognised making a significant contribution to the £34M reported by Comedia (section 1.22) The racecourse and racing festivals also emphasise the wider leisure and recreation offering and the “festival town” image.

Leisure@

- 4.16 Leisure@ operates in the context of the following, profit and not-for-profit, provision within Cheltenham:
- Swimming pools; 1 not-for profit pool open April to October (Sandford lido), 4 school-based pools with limited public access (Cheltenham Ladies College, Dean Close, Cheltenham College, Bettridge School) and five private pools in gyms and hotels.
 - Fitness suites: 1 not-for profit gym (YMCA), 6 school-based gyms with public access and 13 gyms in the private sector.
 - Sports Halls: 1 not-for profit sports hall (YMCA), 8 school-based sports halls with public access
 - 5 a-side football: 5 school-based pitches with public access.
- 4.17 Given the level of competition from all sectors and across all forms of provision the council has to provide quality services and good value for money. However, the range of facilities on offer does make the membership of Leisure@ attractive. A range of subscription schemes or packages are on offer and used by 3,900 subscribers of which 1,400 are gym memberships.

Sport, Play and Healthy Lifestyles

- 4.18 In terms of play-schemes, the council is providing services in a competitive market though admittedly not as crowded a market as that for leisure.
- 4.19 There are two commercial providers of holiday play-schemes; Kings Camps that runs from Cheltenham College and Super Camps that runs from Dean Close. Both charge around £36 per day though discounts are available for multiple-bookings.
- 4.20 The Council holiday play-schemes charge £14 for a full day and £3 for a shorter day. The charge per day is extremely competitive and would appear to be making an explicit statement about providing affordable and accessible

child-care during the school holidays. The shorter day drop in play-schemes are more heavily subsidized in recognition of the needs of low income families living in the targeted areas that the play-schemes operate in.

Cheltenham Rugby Club

- 4.21 Cheltenham Rugby Club dates from 1889. In 1981 the club took a lease from the Council at the Prince of Wales stadium, where they still have a lease. In 2007, the club purchased the former Smiths sports and social club and the re-named Newlands Park provides training facilities, playing pitches plus a range of community and sporting facilities for hire. Their senior matches are played at the Prince of Wales Stadium due to national league requirements for stadia facilities which are not available at Newlands Park.

Cheltenham Town Football Club

- 4.22 Cheltenham Town Football Club has been playing in the football league following their promotion from the football conference in 1999. Their ground is leased from Cheltenham Borough Council on a 99 year lease (with 94 years left) and has a capacity of 7,200.

Summary

- 4.23 Considering the future, it is important to recognise that the Council's provision does not sit in isolation from a wider Cheltenham "offer". Understanding the "fit/relationship" between the offers is important to create a commissioning strategy which is not narrowly focussed, but is complimentary. The strategy also needs to pay sufficient regard to the wider social, economic and community benefits of leisure and culture to the town.
- 4.24 If outcomes are too narrowly focussed, and the relationship with the wider offer not recognised, then important relationships and interdependencies may be overlooked to the detriment of wider social, economic and community outcomes.
- 4.25 Commissioning, however, always presents opportunities to; (1) commission or (2) de-commission. The assessment of the current market offer may indicate that it is already developed to such an extent that it is not cost-effective or beneficial in other ways for the Council to remain in that market. Therefore, the appropriate decision may be to de-commission and let the market fill any residual gap.
- 4.26 Conversely, understanding the wider offer may identify gaps in the current market, revealing a new market. In such a case it may be appropriate to work with others to develop the market and this is probably a particular area where the voluntary and community sector might have a key role to play.

5 Alternative Delivery Arrangements

Introduction

- 5.1 The Council has a track record of creating or supporting the creation, eg, by way of grant, alternative delivery arrangements, eg, Sandford Lido, Cheltenham Festivals, Playhouse Theatre, Holst Museum, and Everyman Theatre.
- 5.2 At a national level, the arts, sport and leisure sector have become increasingly engaged with and reliant on the voluntary, private and partnership sector to deliver and sustain the level of provision that has in the past traditionally been a local authority domain.
- 5.3 Commissioning leisure and culture outcomes, through alternative delivery arrangements, might be an option for the Council to consider moving forward. When compiling this research the focus has been to provide a summary of the Gloucestershire provision as well as considering some other national examples. The research has also considered evidence where alternative delivery arrangements have performed less well, become financially insolvent or failed.

Alternative Delivery Arrangements

- 5.4 Not unexpectedly, a mixture of delivery arrangements exists within Gloucestershire for leisure and culture provision (Appendix 4). Whilst the majority of leisure centres, theatres, galleries and entertainment venues are operated in house, a number of cultural facilities are now being operated through private management contractors, trusts and charitable organisations.
- 5.5 Of the case studies analysed both locally and nationally there is evidence of improvement in the service standards and user/footfall numbers. However, direct comparisons with the Council's services must be treated with caution. Facilities will not be exactly the same and the baseline position needs to be understood in order to be able to make a direct comparison. The examples are however of interest because they do indicate a direction of travel in terms of service performance and cost reduction – but that is all.

Leisure

- 5.6 Aspire Trust (Gloucester) increased total users by 70,000+, gym membership increased by 250 members, over 60s swimming showed a 25% increase in new swimmers with a 42% increase in under 16's swimming (29% from deprived areas of the city). Operating subsidy per user has reduced from £1.75 per user to £1.58 per user.
- 5.7 Sandford Lido Trust has demonstrated growth of 51,000 average seasonable attendances since becoming a Trust and Cheltenham Festivals has seen a substantial increase in ticket sales.
- 5.8 Moving away from Gloucestershire there are several examples of alternative delivery arrangements for leisure provision which have allowed Councils to reduce their subsidies or invest in improved facilities.

- 5.9 There remains an established market for commercial management of leisure centres which has grown significantly over recent years. The Leisure Management Contractors Association represents a number of commercial operators including DC Leisure, Serco Leisure and Active Nation (previously Community Leisure), who collectively operate more than 300 facilities, employing over 20,000 staff on behalf of more than 100 clients.
- 5.10 Rapidly catching up with the commercial sector is the not for profit sector, with 40% of leisure facilities in England now being operated through leisure trusts, with more than 120 in existence. This figure alone highlights the growth of the leisure trust market and hints at the financial benefits of operating leisure facilities through trusts – largely, but not solely, as a result of business rate savings afforded to trusts and not for profit organisations (Section 5.16).
- 5.11 The theatre and entertainment venue market is significantly less developed with only a small number of companies providing commercial management of facilities. The two most established companies within this market are the Ambassador Theatre Group (25 theatres) and HQ Theatres (8 theatres).

Museums and Galleries

- 5.12 The Museums, Libraries and Archives (MLA) has advocated for local authorities to consider alternative management arrangements as a means of improving and sustaining cultural service delivery in the context of a market driven by greater user expectation, more choice, and greater demand for accessibility – with less resource.
- 5.13 The MLA recognises that the services that will thrive in this environment are those that are able to “re-vision” and “re-think” their service delivery model, traditional working structures and partnerships. A number of profit and not-for-profit models exist, eg, York Museum Trust, Museum of East Anglian Life, Chatham Historic Dockyard. Not dissimilar to the Council’s own AG&M a number also have a wider social, economic and community cohesion agenda. These objectives are in no way secondary activities to a primary purpose but intrinsic to it.

Failure as Well as Success

- 5.14 Recognising it is beneficial to learn from failure as well as success in looking at alternative delivery arrangements recognition that success is not always the outcome has been important. It is not possible from the evidence available to be absolutely clear as to the root cause of any failure. However, it does drive home the fact that a decision to adopt alternative delivery arrangements will be complex, and need to be based on a well thought through business case and justification.
- 5.15 Examples where alternative delivery arrangements have not been successful include:
- A leisure trust with a deficit of £500K in the first year of a 5 year contract. The council concerned was forced to terminate the contract and transfer the service and jobs to another trust.
 - A district council had to write off £1.2M and terminate a trust in 2004 after amassing significant debts since its formation. The trust sought to

increase the management fee to a level which the Council could not support.

- A district council's leisure centre has been operated by a private sector company since 1988 with varied performance over the length of the contract leading to poor performance and increased customer complaints.

The Financial Case for Alternative Delivery Models

- 5.16 The research has provided evidence that alternative delivery arrangements do exist to deliver the outcomes for leisure and culture. One of the main drivers identified for the adoption of trust status is the apparent financial benefit, eg, non-domestic rate savings, and possibly VAT advantages. Pension implications must also be considered, both positive and negative. Whilst acknowledging that financial incentives exist each case is individual. It is not possible, nor indeed wise, to generalise or speculate on savings at this time. Any approach to the assessment of options will be well considered and robust and this will include financial benefits.

Summary

- 5.17 The Council has a track record of creating or supporting the creation of alternative delivery arrangements.
- 5.18 Locally in Gloucestershire there is experience of delivering leisure and culture outcomes through alternative delivery arrangements. Nationally the not for profit sector is catching up with the commercial providers in the leisure sector. Currently the entertainments sector is less well provided for and the MLA has advocated alternative management structures to deliver a sustainable future for cultural services.
- 5.19 Research has also concluded that there are successes as well as failures and any decision to adopt a different operating model requires a robust assessment and business case.
- 5.20 This section concludes the research part of this report.

6 From Needs Assessment to Defining Outcomes – The Current Model Exercise

Introduction

- 6.1 To answer (2) “*what we want to do?*” requires outcomes to be defined which are based on a “needs assessment”. This section explains the process of creating outcomes for Leisure and Culture – “from needs assessment to defining outcomes”.
- 6.2 The outcomes are very important because they are central to answering the question whether the current delivery arrangements can deliver the necessary outcomes but within a very challenging financial framework (Section 7).
- 6.3 The outcomes were also considered in the context of the Council’s corporate objectives and how the outcomes described satisfied this requirement.

Needs Analysis

- 6.4 To support the commissioning exercise two needs analyses documents were produced, one for healthy lifestyles and one for culture. The needs analyses are a way of estimating the nature and extent of the needs of the community so that services can be planned accordingly. This will help commissioners and providers focus effort and resources where they are needed most.
- 6.5 The needs analysis is only a start; it will need refining in consultation with others to enable it to be used in a way to work together to deliver better outcomes for local people.

Healthy Lifestyles Needs – Summary

- 6.6 The detailed analysis of healthy lifestyle needs highlighted the following key areas:

Total Approach to Healthcare

- 6.7 Demands on health services will increase significantly in the future. Cheltenham already has an ageing population with 21.7% of people 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. 17,115 people in Cheltenham have a long term illness, 3,400 children live in poverty. **Outcomes need to consider** seeking to ease demand through a preventative approach that works in particular with groups who are more vulnerable to poor health.

Demographics

- 6.8 Activity rates decline as people get older. **Outcomes need to consider** delivering activities that older people enjoy and that either encourage better transport provision or provide community based leisure activities.

Dealing with Risks to Good Health

- 6.9 Risks to good health include smoking, alcohol, obesity, etc. **Outcomes need to consider** how to collaborate with health colleagues through preventative work which is a key element of the NHS community services approach to total healthcare.

Making Provision More Accessible

- 6.10 Research shows that to drive up overall health outcomes investment in activities that target females and people in lower socio-economic groups is necessary. **Outcomes need to consider** accommodating the particular requirements of these groups, such as, longer opening hours, help with childcare and more social opportunities to increase participation.

Responding to Demand

- 6.11 Demand for sporting and recreation activities is on the increase with Cheltenham residents being significantly more active than the national or regional averages. For example, participation rates for swimming and athletics. **Outcomes need to consider** seeking to widen interest and participation in a broad range of sporting activities.

Culture Needs – Summary

- 6.12 The detailed analysis of cultural needs highlighted the following key areas:

Demographics

- 6.13 Cheltenham is relatively affluent in terms of its GVA and its income levels (which are both around 15% above the county average). Audience profiles are skewed towards the more cash-rich and time-rich. **Outcomes need to consider** the balance to be struck between maximising income for providers with the wider benefits that a rich, varied and vibrant cultural scene can bring to a general feel of “well-being” with our lives.

Participation Demand

- 6.14 National studies show that people from BME groups, single males, and social housing tenants are less likely to take part or access cultural events/activities. **Outcomes need to consider** how the latent demand for arts and culture might be tapped into and how better to “reach out” to those not traditionally taking part.

From Needs Analysis to Defining Target Groups

- 6.15 The needs analysis provides a picture of the groups that are already participating in line with expectations and those groups that are under-represented (Table L).

Table L – Target Group Participation		
✓ = In Line with Expectations X = Under-Represented		
Group	Leisure	Arts & Culture
Older People	X	✓
Families	✓	✓
Children and Young People	✓	✓
People from Upper Socio-Economic Groups	✓	✓
Disabled People	X	X
People with Mental Ill-Health	X	X
BME Groups	X	X
People from Lower Socio-Economic Groups	X	X
Males	✓	X
Females	X	✓
Social Housing Tenants		X
People Living in areas of multiple deprivation	X	X

From Defining Target Groups to Defining Outcomes

- 6.16 The combination of the needs analysis and the target group participation data formed the basis of the creation of outcomes for leisure and culture.
- 6.17 Given the level of subsidy going into the Town Hall and Pittville Pump Room and the nature of the service, the project group agreed that there should be just two outcomes and that these should be ensuring access to a diverse range of entertainments and activities whilst reducing the level of subsidy. The group felt that this approach would encourage innovation in terms of the entertainments programme.
- 6.18 The crafting of meaningful outcomes for the more complex areas of Leisure and SP&HL has been one of the lessons learned during the review. The outcomes originally sought to try to encapsulate what might be described as the “quality of life” impact of a healthy and active lifestyle. For example, “strengthened family relationships”, “improved emotional health and well-being”, “older people are able to live at home longer”, “increased well-being and self-esteem”, etc.
- 6.19 When completing the Current Model Exercise, the service provider feedback was that they felt the outcomes needed to describe more precisely what they actually delivered. This is not to say that those “quality of life” factors are not important but they are influenced by many factors outside the control of the services.
- 6.20 Service providers also made two further observations. Firstly, outcomes should be described as primary and secondary and that outcomes for Leisure@ and SP&HL should be the same. The relationship between the two services is very strong and they in fact already work closely together and share some of the same customer base.
- 6.21 The review of the outcomes does not invalidate the Current Model Exercise but does emphasise the need for commissioners to be open to challenge, be flexible and work closely with service providers.

Outcomes for Leisure and Culture

- 6.22 In consultation with service providers the commissioning outcomes for Leisure and Culture were agreed as shown in Tables M and N.
- 6.23 The Current Model Exercise (section 7.1) will describe the assessment process. The purpose of the assessment will be to determine whether the current service delivery arrangements can **deliver an agreed set of outcomes within a challenging financial framework.**

Table M – Town Hall and Pittville Pump Room
Primary Outcome – People have access to a diverse range of entertainments and activities
Supporting Outcome:
<ul style="list-style-type: none"> • The outcomes are delivered with minimal call on Council funding

Table N – Leisure@ and Sport, Play and Healthy Lifestyles
Primary Outcome – People are physically, socially and mentally active and enjoy life to the full
Supporting Outcomes: <ul style="list-style-type: none"> • People are healthy and physically active • People enjoy new experiences whilst learning valuable skills and knowledge • Children and young people have active and healthy lifestyles by participating in positive leisure activities • People from all backgrounds can access the services at affordable prices • Families are able to be together to enjoy a range of fun leisure activities

Art Gallery and Museum – Outcomes

- 6.24 Section 1.43 set the background for why the AG&M has not been subject to the same assessment process. The HLF grant will be monitored against a set of outcomes, many of which relate back to “physical” characteristics of the re-development, eg, design and build a new extension, refurbish to the highest standards, create a new picture gallery, provide flexible and temporary exhibition galleries, provide a new integral pedestrian link running between Clarence Street and Chester Walk, etc, etc.
- 6.25 The HLF measures of success also include outcomes such as; more people are engaged in heritage, more diverse audiences are reached, more people are engaged in training etc.
- 6.26 The outcomes and measures of success are non-negotiable and have to be met to satisfy the HLF. This does not mean that these outcomes in any way conflict with the outcomes that may have been created if the HLF bid had not existed.
- 6.27 Moving forward, however, it will be critical to consult on those measures of success important to the re-development and how these might be achieved taking account of needs and participation. This will most likely result in a set of supporting outcomes for the AG&M which describe the benefits for people.

Summary

- 6.28 The needs analysis has identified some key issues for commissioners to consider. For example, being mindful of how leisure and culture fits into the total approach to healthcare, the issues that demographics raises in terms of accessing future service as well as design, increasing participation by being aware of factors which may place limitations on people to take part.
- 6.29 Moving from needs analysis to considering target groups provides a picture of certain groups not participating to the expected level, eg, disabled people, people with mental ill-health, people living in less affluent neighbourhoods. The question for commissioning is how to ensure, or whether it is indeed possible, to create opportunities so that everyone who wishes to can take part.

- 6.30 Crafting meaningful outcomes is challenging of itself. It is important to listen and be flexible and work closely with service providers; they are the experts in service delivery.
- 6.31 Defining outcomes is not a lone activity, neither are outcomes an end in themselves; they should give, as a minimum, clarity and focus on direction and priorities. It is more than likely that outcomes cannot be delivered by one organisation alone. Consultation, engagement, discussion and sharing outcomes are absolutely crucial to build commitment and alignment with others.
- 6.32 In reality it is likely that the Council will not commission outcomes as a single entity but in joint action and co-operation through joint commissioning. On the other hand of course the Council may find itself being commissioned by others.

7 Current Model Exercise Assessment and Recommendations

Introduction

- 7.1 The objective of the Current Model Exercise is to:
- **Assess the current service delivery arrangements in their ability to deliver an agreed set of outcomes within a challenging financial framework**
- 7.2 In their responses service providers were asked to:
- Identify **new proposals** which would support the outcomes whilst reducing the level of current expenditure
 - Describe the **service outputs** eg attendance levels, footfall levels by demographic activity, activity attendances, participation from key groups
 - Describe the **outcomes for individuals** eg, increased participation in sport, increased health awareness, reduced risk of debilitating conditions
 - Describe the **principles for service delivery** eg, quality of venues, spaces, level of out-reach activity, equality of access, partnership working, volunteering opportunities.
- 7.3 Service providers were also asked to explain how outcomes would make a positive contribution to **sustainable development**, how outcomes had been **equality impact assessed** and any **constraints** that they believed prevented them from delivering the outcomes.
- 7.4 In assessing the evidence the 2 following criteria are tested:
- (1) Whether the current delivery arrangements can deliver new proposals, which reduce cost, but do not undermine the outcomes being sought; and
- (2) Whether the service provision direction of travel assessment is satisfactory from the standpoint of improving service outputs (eg, footfall, attendances), direct outcomes for people (eg, improved health), service delivery principles (eg, quality of venues, out-reach work, volunteering) sustainability impact (eg, environmental considerations) and finally equality impact (eg access for all).
- 7.5 The above 2 criteria are tested as follows:
- **Risk Assessment** to confirm that **new proposals**, with the aim of reducing the current level of expenditure, do not undermine the outcomes being sought
 - **Service Provision Direction of Travel Assessment** covering service outputs, direct outcomes for people, service delivery principles, sustainability impact and equality impact
- 7.6 Whilst the AG&M did not complete the assessment process, recommendations for next steps are included in section 7.28.

General Observations following the Assessment Process and Relevant Recommendations

Review Prioritisation

- 7.7 The Leisure and Culture review has presented difficulties in terms of capacity to support, ie, breadth of services within the scope of the review. As this has been a preliminary assessment on the current delivery arrangements, recommendations presented do not fully answer the question *“how to best deliver the outcomes”*. The recommendations do, however, provide a way of moving forward where progress can be made on all fronts but being clear about the priority for further intensive and targeted work (Section 8.1 the milestones for the next steps).

Achievement of Financial Target

- 7.8 Perhaps not surprisingly, service providers were unable to identify how they could deliver the target £690K savings by 2013-14. However, a contribution of £214,026 over 2 years has been identified through this preliminary analysis phase.

Future Proofing and Service Delivery Constraints

- 7.9 At a “future-proofing” event the Leisure and Culture management teams started to test – future proof – the current service delivery arrangements. Therefore, if the Council was delivering the services in the future what organisational characteristics would it need.
- 7.10 For example, a culture of innovation versus tried and tested methods, flexibility to respond versus tightly defined policies, etc. Service providers have identified constraints which they believe mean they are less able to operate effectively to deliver the outcomes. These constraints are yet to be discussed in detail with service providers. This is a piece of outstanding work. However, it will be completed because it will be important to inform thoughts on alternative delivery arrangements, be they within the Council or outside.
- 7.11 **Systems Thinking**
Systems thinking “check” phase is being factored in to all strategic commissioning reviews as part of the analysis phase. It is important that the Council identifies early on any efficiency gain that may be possible as any savings will be a direct saving to the Council.

“Check” phase has been completed at Leisure@ and is due to start over the summer at the Town Hall and PPR. Check phase at Leisure@ has identified “waste” in the operational/administrative systems. It is not yet clear whether further cashable savings for Leisure@, beyond those identified in this report can be delivered as a result of systems thinking. Service provider management is currently reviewing the check phase results.

Engagement and Consultation

- 7.12 This preliminary needs analysis, having concentrated on looking at the current service provision has not engaged more widely with local partners, and key stakeholders including the voluntary and community sector, Local Strategic Partnership and Health and Well-Being Partnership. There is now a real necessity to bring them up to date with the review work so far, the direction of travel and proposed priorities for further work (Section 9).

Recommendation:

- 7.13 Engage with local partners and stakeholders, including the voluntary and community sector, Local Strategic Partnership and Health and Well-Being Partnership to bring them up to date with the review so far on the direction of travel, priorities for further work and outcomes for consult on the currently proposed outcomes for leisure and culture

Joint Strategic Cultural Plan

- 7.14 Section 2.7 referred to recommendations of the Joint Overview and Scrutiny Festivals Working Group (December 2010) and to the preparation of a “joint strategic cultural plan for the town”. It is important to recognise that this commissioning review will not be producing a cultural plan for the town but would very much welcome being closely involved with future work of the Group to produce such a plan. A number of desires, eg, future investment in the Town Hall, have been expressed in this report. Therefore the opportunity to contribute to, and be engaged in, the development of a Joint Strategic Cultural Plan is to be welcomed.

Recommendation:

In developing a joint strategic cultural plan for Cheltenham as part of the corporate and community planning process, ensure that there is alignment with the outcomes commissioned through this review.

Art Gallery and Museum – Observations and Next Steps

- 7.15 Whilst the current trend, post CSR, appears to be public sector direct funding disinvestment in museums and galleries, this is not the case for Cheltenham. The support and commitment to the re-development of the AG&M, which houses one of the country’s national collections, is clear and unequivocal.
- 7.16 One of the trends now being seen nationally is a move towards alternative delivery arrangements (section 5) for the provision of museum and gallery outcomes. This drive is supported by one of the sectors most respected organisations, the MLA (section 5.12).
- 7.17 The AG&M has delivered savings of £156Kpa between 2007-08 and 2011-12 (Table B). The AG&M (which includes tourism) has the highest of the service in scope operating subsidy at £799,550 (Table A). Whilst acknowledging it is planned this will reduce by a further £50K on re-opening in 2013, this is still a significant level of ongoing public subsidy moving forward.
- 7.18 Public perception through the budget consultation process (section 3.49) showed that the AG&M is well regarded but not seen as much as a priority as other things the Council does, eg, Leisure@, Cheltenham Festivals. This public perception may be confirmatory of the very fact that the AG&M needs the capital investment to redevelop its offer and so raise its standing in the public’s mind.
- 7.19 AG&M supports the needs assessment in terms of the **demographic need** (section 6.13) and the **participation demand need** (section 6.14). In terms of the demographic need it has the potential through the re-development to create a vibrant cultural scene, especially with vision for the AG&M as part of a cultural quarter. Similarly, the AG&M could be a catalyst for bringing in

those people who do not currently see the arts and culture scene as something for them.

- 7.20 As with anything timing is crucial and the programme of commissioning activity, as with anything else, can be driven by a number of factors. The HLF measures of success relate not to just increasing direct participation in the arts and culture but wider economic and social “big society” outcomes through volunteering opportunities, engagement in training, etc.
- 7.21 A further measure of success is to work with cultural partners and providers to ensure the long-term sustainability of Cheltenham’s cultural offer. This outcome is set against a backdrop of reducing revenue budgets.
- 7.22 The aims of the Cheltenham Art Gallery & Museum Development Trust (CAG&MDT) are not just to assist in raising funds for the redevelopment – and it is acknowledged here that they have been extremely successful in this endeavour. The aims of CAG&MDT are also to safeguard both the financial management of the project and **ensure its subsequent viability**.
- 7.23 It is this final point which is important as the Council moves forward with the re-development scheme. In terms of timing, the re-development presents a unique and timely opportunity to conduct an assessment of the alternative delivery arrangements for the AG&M to deliver the outcomes required by the Council, partners, key stakeholders, the public as well as the HLF.
- 7.24 Regardless of whether the Council was undertaking a commissioning review of Leisure and Culture this would be the time to look at the best way of operating the AG&M post re-opening, even if that operation is found to be through current delivery arrangements.
- 7.25 It is important to state that any assessment of alternative delivery models for the AG&M must involve engagement with key stakeholders, including the CAG&MDT and Friends of Cheltenham Museum. The objective of the assessment being, aligned to the current aims of CAG&MDT, ie, to secure the future viability and sustainability of one Cheltenham’s most significant cultural assets.
- 7.26 It is also absolutely recognised that any assessment process must not slow down or interfere with the re-development scheme timetable and progress.
- 7.27 In undertaking any assessment it will be necessary to report back to Cabinet on the outcome of the initial options appraisal. It is recognised that any options presented must be mindful of the need to reduce the ongoing operating subsidy of the AG&M and have an eye to the re-opening date of April 2013.

Art Gallery and Museum Recommendations

- 7.28 **Undertake an option appraisal of the alternative delivery arrangements for the AG&M, as compared to the status quo, by April 2012, present a business case which recommends the most appropriate option that:**
- **Delivers the outcomes and measures of success required by the Heritage Lottery Fund**
 - **Meets the requirements of the HLF special conditions**

- **Creates an opportunity to secure wider economic and creative growth as well as the regeneration potential that a cultural quarter presents for the town**
 - **Reduces the ongoing AG&M operational subsidy (based on an appropriate business case)**
- 7.29 **As part of the appraisal process work with all relevant partners and stakeholders to ensure that options and outcomes are fully identified, assessed and consulted upon.**

Town Hall and Pittville Pump Room Current Model Assessment Outcome

- 7.30 **New proposals** submitted by the **Town Hall and PPR**:
- To secure permissions to hold weddings at the Town Hall and maximise the number of weddings at the PPR:
 - To increase the amount of corporate business
 - To explore the potential for charging for time and expertise in helping others with their event
 - To explore more commercial events and activities at both venues.
- 7.31 The new proposals are estimated to deliver a modest income growth of £10Kpa from 2012-13. These proposals are not included in the MTFs, do not require capital investment. Proposals originally submitted delivered £78Kpa, and included changes related to the catering operation, however, concerns over the potential impact on single status were raised with the service provider. It is appreciated however that a decision on the catering operating needs to be made in the fairly foreseeable future.

Risk Assessment of New Proposals – Town Hall & Pittville Pump Room

- 7.32 Appendix 5 provides a **risk assessment of the impact of the new proposals** on the outcomes for the Town Hall and PPR. The risk assessment demonstrates that the new proposals can be implemented with minimal detriment to the delivery of positive outcomes for the community. The only negative is the proposal to charge community groups for time and expertise which may impact on the number of local events at the venues. Service providers should be alert to this possibility and monitor accordingly.

Service Provision Direction of Travel Assessment – Town Hall and Pittville Pump Room

- 7.33 **Appendix 2** provides a **service provision direction of travel assessment** showing how the service provider submissions would support or undermine the key characteristics of how the Council would wish to see services delivered.
- 7.34 The outcome of the assessment is that the direction of travel is acceptable. The proposals will in general support greater service outputs through increasing attendances and are acceptable in all other respects. There is potentially some missed opportunity to increase energy efficiency at the Town

Hall which with subsequent benefit on reduced running costs as well as impacting positively on sustainability objectives.

Town Hall and Pittville Pump Room – Current Model Exercise Conclusions

- 7.35 The **risk assessment of new proposals** and **service direction of travel assessments** are satisfactory. The new proposals do not require capital investment, delivering modest income growth from corporate business. Therefore proposals to deliver £10Kpa additional revenue (2012-13) are assessed as deliverable. **(Recommendation 7.42)**
- 7.36 The Town Hall and PPR were also given the added challenge to deliver the agreed outcomes *“with minimal call on Council funding”* (Table M). The providers’ submission confirms that it would not have been possible to deliver this financial target in the short-term without significant adverse impact on the agreed outcomes.
- 7.37 It is acknowledged that total savings of £78Kpa were originally submitted requiring a review of the catering operation. However, this has not been put forward at this time. There remains an outstanding question over whether the proposed savings could be achieved. This outstanding issue is important as a *“further review of the existing Town Hall catering arrangements to ensure greater flexibility of use by Cheltenham Festivals”* was a recommendation of the Joint O&S Festivals Working Group (section 2.7).
- 7.38 In terms of strategy for the Town Hall and PPR moving forward the following observations are made. The focus for business growth is the civil ceremonies, weddings, and conference market. The Cheltenham “offer” (section 4.11) indicates an already healthy market with ready competition for this business. If the venues are to pursue this strategy then it will be necessary for the unique selling point of the venues to be clear to differentiate them from market competitors in the eyes of the customer.
- 7.39 The Tourism and Marketing Strategy (section 2.8) set expectations for business growth at the Town Hall requesting that this review *“develop a strategy for capital investment and development plan for the Town Hall”* and also *“consider the commercial feasibility of improving conference facilities”*. **(Recommendation 7.44)**
- 7.40 A number of outline suggestions for developing the venues, which would require capital investment, were proposed and these are suggestions it would be useful to explore in more detail. **(Recommendation 7.44)**
- 7.41 The review has confirmed what is already known and understood and that is that Cheltenham’s cultural offer is held in high regard and is an intrinsic element of what makes the town “what it is”. The offer is wide-ranging and includes venue based and out-reached based programmes.

Town Hall and Pittville Pump Room – Recommendations

- 7.42 **Subject to agreement through the budget and Bridging the Gap processes, savings arising from additional Town Hall revenue of £10Kpa (2012-13) be accepted.**

- 7.43 **Recognising the need to balance commercial aspects with the role of functioning amenities for the community, test the outcomes for the Town Hall and Pittville Pump Room with other commercially operated public facilities by April 2012 and report back to Cabinet.**
- 7.44 **Depending on the outcome of 7.34 above investigate the potential for developing a strategy for capital investment in the venues and in particular the commercial feasibility of improving conference facilities at the Town Hall.**

Leisure@ and Sport, Play and Healthy Lifestyles Current Model Assessment Outcome

- 7.45 **New Proposals** submitted for **Leisure@**:
- Savings through changed working practices
 - Some key target areas for growth around income streams – Membership, Children's Activities, Courses, Concession schemes
 - Price based opportunities to increase fees and charges – limited small scale above inflation increases
 - Potential partnership opportunities that could grow income streams – Education, Health, University & Student Body
- 7.46 These proposals lead to potential savings of £140K (2012-13) and a further £64K (2013-14). These proposals are not factored in to the MTFS do not require capital investment to implement or incur de-commissioning costs.
- 7.47 **New Proposals** submitted for **Sport, Play and Healthy Lifestyles**:
- Reduce the length of Play Ranger sessions, and operate with 3 staff instead of 4
 - Increase cost of longer Play-Zone schemes by £1 per day from £14 to £15
 - Introduce small charge for taking part in some activities at Family Events
 - Reduced expenditure of leaflet production and distribution and focus more on e-marketing.
- 7.48 Collectively, these proposals would save £7k pa (2012-13) and a further £2K (2013-14). These proposals are not factored into the MTFS and do not require investment or incur decommissioning costs to implement.
- 7.49 It should be noted that a number of suggestions for capital schemes were put forward for Leisure@ with very indicative estimates of £2.3M capital requirement. Whilst the indicative estimates suggested a reasonable payback period, ie, less than 5 years it was considered that significant further work would be required to verify the robustness of the proposals, which will be done as part of a feasibility study being undertaken regarding these proposals.

Risk Assessment of New Proposals – Leisure@ and SP&HL

- 7.50 **Appendix 5** provides a **risk assessment of the impact of the new proposals** on the outcomes for Leisure@ and SP&HL.

- 7.51 In relation to **Leisure@** the risk assessment has demonstrated that the new proposals can be implemented with minimal detriment to the delivery of positive outcomes for the community. In particular the proposals strongly support the achievement of the financial framework target and generally support achievement of the other outcomes. The one possible exception is the proposed small percentage increase in entry charges. Service providers are urged to undertake some market assessment before implementing this proposal to ensure that some customers are not unfairly disadvantaged by the proposals.
- 7.52 In relation to **Sport, Play and Healthy Lifestyles** the risk assessment has shown that proposals would have a detrimental impact on the delivery of positive outcomes for the community. This is due to the size of the current budget for the service area which has seen reductions in previous years. Outcomes particularly impacted would be affordable access, ability of families to play together and children and young people being active and healthy.
- 7.53 **Service Provision Direction of Travel Assessment – Leisure@ and Sport Play and Healthy Lifestyles**
- 7.54 Appendix 1 provides a **service provision direction of travel assessment** for Leisure@ and Sport, Play and Healthy Lifestyles showing how the service provider submissions would support or undermine the key characteristics of how the Council would wish to see services delivered.
- 7.55 In relation to **Leisure@** the assessment is that the direction of travel is acceptable. The positive areas include proposals to grow membership and develop more partnership opportunities. One area for service providers to consider is the impact on sustainability from increased usage which could be mitigated by capital investment in renewable schemes, rainwater harvesting and solar heating.
- 7.56 In relation to **Sport, Play and Healthy Lifestyles** proposals the assessment is that the direction of travel in relation to price increases, although acknowledged as small, may impact on service outputs, outcomes for people and equality of access.

Leisure@ and Sport, Play and Healthy Lifestyles – Current Model Exercise Conclusions

- 7.57 The **risk assessment of new proposals and service direction of travel assessments** for Leisure@ are satisfactory. The new proposals for this venue are not factored into the MTFs, do not require capital investment and do not incur de-commissioning costs. Therefore proposals to deliver £140Kpa (2012-13) and £64Kpa (2013-14) are assessed as deliverable. **(Recommendation 7.73)**
- 7.58 The **risk assessment of new proposals** for SP&HL has shown that the new proposals would have a detrimental impact on the delivery of positive outcomes. Therefore proposal to deliver £7Kpa (2012-13) are assessed as not deliverable and should not be accepted.
- 7.59 The assessment has revealed the vulnerability of the SP&HL service but has also revealed the synergy that exists between it and Leisure@ by the service providers identifying that the outcomes for both services should be the same.

- 7.60 SP&HL deliver benefits which cannot be achieved through a traditional leisure centre building. These include building community relations, via healthy lifestyle activities near the home, nurturing the future customers of Leisure@, eg, through children's out-reach programmes, using education and community facilities to deliver sporting and health related activities across the Borough. SP&HL can also provide access for those who might not feel able, or want to access activities in a large leisure centre but are keen to take part where activities are provided in say their local community facility.

SP&HL delivery arrangement could therefore be seen as supporting the **demographic need** (section 6.8) by providing community based leisure activities as well as potentially improving access to an **under-represented target group**, eg, females (section 6.10)

- 7.61 It would, therefore, rather than taking modest savings, now be beneficial to see how the SP&HL offering might be more integrated with Leisure@ to reduce its vulnerability (Recommendation 7.74).
- 7.62 Turning to general conclusions from the review. Membership continues to grow and Leisure@ is building on its traditional role of leisure centre to a "health" hub. The growth in GP referrals is particularly impressive and plans to increase preventative health care into the facility are welcomed. Leisure@ supports the **total approach to health care need** (section 6.7) through its service concessions to promote preventative health care to groups which are more vulnerable to poor health. Leisure@ delivery arrangement also already contributes significantly to **dealing with risks to good health need** (section 6.9) through its GP referral programme. This latter activity is an area that should be pursued in the immediate future with a view to supporting the primary outcome and to put Leisure@ in a good place to be a provider of choice and to be commissioned by health. (Recommendation 7.75)
- 7.63 In light of the foregoing, and seeking to prioritise next steps for the review Leisure@ is in a reasonable place to potentially make further savings in the short-term under the current operational arrangements. Therefore in considering a review of alternative delivery arrangements for Leisure@ outcomes, this should be a later activity (Recommendations 7.76 and 7.77).
- 7.64 However, a short term goal should be to begin to build knowledge and understanding of alternative delivery models through visits and discussions with other providers and commissioners in preparation for a future commissioning opportunity. (Recommendation 7.78)

Leisure@ and Sport, Play and Healthy Lifestyles – Recommendations

- 7.65 **Subject to agreement through the budget and Bridging the Gap processes, savings arising from Leisure@ of £140Kpa (2012-13) and £64Kpa (2013-14) be accepted.**
- 7.66 **By December 2011, explore how, within a difficult financial framework, Leisure@ and Sport, Play and Healthy Lifestyles can deliver outcomes and provide more mutual support for each other and, therefore, at this time defer the acceptance of short-term savings proposals identified in section 7.47.**

- 7.67 **Commence discussions with the Local Strategic Partnership and NHS colleagues with a view to being best placed to act as a provider of choice for health commissioners locally for physiotherapy and activity based patient treatment pathways.**
- 7.68 **Leisure@ service providers continue to pursue additional savings/revenue income opportunities in line with the overall expectation that operational subsidy will be reduced to a minimum within the current delivery arrangement.**
- 7.69 **Recognise that an assessment of other alternative delivery arrangements for Leisure@ and Sport, Play and Healthy Lifestyles is an ambition for the future with the AG&M work taking priority.**
- 7.70 **Working with the Cabinet Member Working Group, start the process of building knowledge and understanding of other delivery arrangements through visits and discussions with other providers and commissioners, with the objective of deciding on next steps by May 2012.**

8 Plan for next stage and capacity management

8.1 The anticipated milestones for the next stage of the project are:

- Complete consultation on the commissioning outcomes by October and ask Cabinet to agree any changes at their meeting on 8th October 2011
- Complete the options appraisal of alternative delivery arrangements for the AG&M by April 2012 and ask Cabinet to agree recommendations at their meeting on 17th April 2012.
- Complete the investigation of commercially run public facilities similar to the Town Hall and Pittville Pump Rooms by April 2012
- Complete the exploration of mutual support options for Leisure@ and Sport, Play and Healthy Lifestyles by December 2011
- Build knowledge and understanding of other delivery arrangements for Leisure@ and Sport, Play and Healthy Lifestyles and decide next steps by May 2012.

8.2 There is a risk that these milestones may not be achievable due to the demands of this review set alongside other corporate change projects. There are known resource conflicts in Finance, HR, Procurement and in the Leisure and Culture teams themselves which may impact this review and which are being addressed through the council's corporate resource management process.

9. Consultation

9.1 An information / discussion paper was presented to the Social and Community Overview and Scrutiny committee on 9th May 2011 and the Cabinet Member has regularly briefed the committee on the review.



















9.2 A Cabinet Member Working Group has been formed and met for the first time on 18th May 2011. Its objectives are:

- To consider the outcomes which the council may want to commission in the context of the localism bill, the current budget situation and other factors
- To challenge assumptions and evidence presented for the current delivery of outcomes for leisure and culture
- To consider the opportunities for alternative delivery models
- To consider the lessons learned from past experiences when considering future opportunities
- To consider risk and mitigating actions to secure the future delivery of outcomes
- To consider how best to engage with and obtain feedback from other stakeholders, eg, Health and Wellbeing Partnership, PCT, local stakeholder groups
- To advise on how best to engage with other members including Social and Community Overview Committee

- To act as champions for the review and to use this as an opportunity to develop the member role in commissioning
- 9.3 There has been extensive involvement from the council's Leisure and Culture teams in the review so far, including:
- Identifying needs and outcomes
 - Testing needs and outcomes against anticipated societal changes
 - Planning the response of in-house services to identified needs and outcomes (the 'current model exercise')
- 9.4 Employees in the Leisure and Culture teams are briefed regularly on the progress of the review.
- 9.5 As acknowledged above, there has been little opportunity to consult with the wider community and with stakeholders outside the council so far. This is a priority for the next stage of the review as is emphasised in recommendation













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New Proposals Risk Assessment – Leisure@ and Sport Play and Healthy Lifestyles Appendix A.1

Risk assessment of how the proposals will impact on the outcomes for Leisure@ and Sport, Play and Healthy Lifestyles (SP&HL)						
Outcomes Proposals	Ability to meet financial framework challenge	People are physically active	People enjoy new experiences	Children and Young People are Active and Healthy	Everyone can access services at affordable prices	Families are able to play together
Leisure@; Savings achieved through changed working practices	Positive - modest savings of £39K proposed; services have a good track record at delivering savings. 	Neutral – proposed changes to working practices should not impact on the provision of sport and recreation activities. 	Neutral – proposed changes to working practices should not impact on the provision of sport and recreation activities. 	Neutral – proposed changes to working practices should not impact on the provision of sport and recreation activities. 	Neutral – proposed changes to working practices should not impact on the price people pay. 	Neutral – proposed changes to working practices should not impact on the provision of family related activities. 
Leisure@; Key target growth areas – membership, children’s activities, courses, concessions	Positive - latent demand suggests that growth in membership by 250 achievable but income track record from membership is good. 	Positive – through targeting certain groups, the proposals will encourage more people to enjoy sport and recreation facilities. 	Positive – through encouraging more people to leisure@, the proposals will enable more people to enjoy new experiences. 	Positive – the proposals will provide better activities and facilities for children. 	Positive – through encouraging more people to attend and use the facilities, particularly through the use of concessions to attract groups that might otherwise not use leisure@. 	Positive – through providing more activities and facilities for children the proposals will encourage more families to play together. 
Leisure@; Price-based opportunities	Positive – some of the entry prices at leisure@ are cheaper than other similar facilities so this would suggest that prices could be increased by small amounts so increasing income for the centre. 	Neutral – small increases in entry prices should not impact on the overall numbers of people accessing sport and recreation facilities. 	Neutral – small increases in entry prices should not impact on the overall numbers of children using leisure@ particularly if this is balanced with better activities and facilities. 	Neutral – small increases in entry prices should not impact on the ability of people on low incomes to use leisure@. This may be countered by the use of concessions 	Negative – the proposed price increases could impact on the ability of people on low incomes to use leisure@. This may be countered by the use of concessions 	Neutral – small increases in entry prices should not impact on the overall numbers of children using leisure@ particularly if this is balanced with better activities and facilities. 
















New Proposals Risk Assessment – Leisure@ and Sport Play and Healthy Lifestyles Appendix A.1

Risk assessment of how the proposals will impact on the outcomes for Leisure@ and Sport, Play and Healthy Lifestyles (SP&HL)	
Outcomes	Families are able to play together
Proposals	Everyone can access services at affordable prices
Ability to meet financial framework challenge	Children and Young People are Active and Healthy
People are physically active	People enjoy new experiences
People are physically active	People enjoy new experiences
Ability to meet financial framework challenge	People are physically active
People are physically active	People are physically active
Ability to meet financial framework challenge	People are physically active
People are physically active	People are physically active
<p>Leisure@; Partnership opportunities – education, health, university</p>	<p>Positive – Leisure@ already has a good track record of working with partners and there are opportunities to generate additional income streams from being commissioned by NHS, GPs, care services to deliver healthy lifestyles activities for a range of groups.</p> <p>Positive – through entering into more partnership arrangements, there are opportunities to develop new ways of encouraging a wider range of people to use the sport and recreation activities.</p> <p>Positive – through entering into more partnership arrangements, there are opportunities to develop new ways of enabling more people to enjoy new experiences.</p> <p>Positive – leisure@ already has strong partnership with 37 educational establishments; and there might be opportunities to develop additional partnership arrangements with other schools.</p> <p>Positive – partnering arrangements will include opportunities to offer concessionary health and recreation opportunities at affordable prices; as leisure@ successfully do with the reactive programme.</p> <p>Neutral – partnering arrangements might not specifically focus on opportunities for families to play together but the proposals will not undermine this.</p>
<p>SP&HL; Reduce the length of Play Ranger sessions, and operate with 3 staff instead of 4</p>	<p>Neutral – The proposal will not reduce opportunities for people to be physically active.</p> <p>Neutral – the proposals will generate a small saving of £2k pa</p> <p>Neutral – the proposals will not reduce opportunities for people to be physically active.</p> <p>Neutral – the proposal to cut sessions by one hour will be less time for children and families to engage in outdoor activity. Fewer members of staff will reduce interaction with children and parents alike.</p> <p>Neutral – The proposal will not impact on the price people pay to access the service.</p> <p>Negative – The proposal to cut sessions by one hour will be less time for children and families to engage in outdoor activity. Fewer members of staff will reduce interaction with children and parents alike.</p> <p>Negative – The proposal to cut sessions by one hour will be less time for children and families to engage in outdoor activity. Fewer members of staff will reduce interaction with children and parents alike.</p>






























Risk assessment of how the proposals will impact on the outcomes for Leisure@ and Sport, Play and Healthy Lifestyles (SP&HL)						
Outcomes	Ability to meet financial framework challenge	People are physically active	People enjoy new experiences	Children and Young People are Active and Healthy	Everyone can access services at affordable prices	Families are able to play together
<p>SP&HL; Increase cost of longer Play-Zone schemes by £1 per day from £14 to £15</p>	<p>Positive – the proposals will generate a small saving of £2k pa</p> 	<p>Neutral - the proposals will not reduce opportunities for people to be physically active</p> 	<p>Neutral - the proposals will not reduce opportunities for people to enjoy new experiences</p> 	<p>Negative – the proposal to increase the costs of the play-zone may prevent some children from low income families from accessing the service.</p> 	<p>Negative – the proposal to increase the costs of the play-zone may prevent some low income families from accessing the service and therefore price out those that need the service due to low income. However the schemes will continue to be subsidised and will remain cheaper than alternative commercially operated day care providers.</p> 	<p>Negative – the proposal to increase the costs of the play-zone may prevent some low income families from accessing the service.</p> 
<p>SP&HL; Introduce small charge for taking part in some activities at Family Events</p>	<p>Positive – the proposals will generate a small saving of £2k pa. Previous feedback has indicated that parents are largely willing to pay for good quality events.</p> 	<p>Neutral - the proposals will not reduce opportunities for people to be physically active</p> 	<p>Neutral - the proposals will not reduce opportunities for people to enjoy new experiences</p> 	<p>Negative – the proposal to introduce a small charge for events may put off a small amount of families with large number of children.</p> 	<p>Negative – the proposal to introduce a small charge for events may put off a small amount of families with large number of children. Payment for events has not been introduced before due to BIG Lottery funding which has ended.</p> 	<p>Negative – the proposal to introduce a small charge for events may put off a small amount of families with large number of children.</p> 

Outcomes Proposals	Ability to meet financial framework challenge	People are physically active	People enjoy new experiences	Children and Young People are Active and Healthy	Everyone can access services at affordable prices	Families are able to play together
<p>SP&HL; Reduced expenditure of leaflet production and distribution and focus more on e-marketing.</p>	<p>Positive – the proposals will generate a small saving of £1k pa.</p> 	<p>Neutral - the proposals will not reduce opportunities for people to be physically active</p> 	<p>Neutral - the proposals will not reduce opportunities for people to enjoy new experiences</p> 	<p>Neutral - the proposals will not reduce opportunities for children and young people to be active and healthy</p> 	<p>Neutral - the proposals will not impact on the price people pay to access the service.</p> 	<p>Negative – the proposals will mean that every child is no longer given a leaflet, therefore families without internet access may not receive information, and may be unaware of programmes.</p> 









Service Provision Direction of Travel Assessment – Leisure@ and Sport Play and Healthy Lifestyles Appendix A.1





















Charac- teristics	service outputs	outcomes for people	Service delivery principles	sustainability impacts	equality impacts
Proposals Leisure@; Savings achieved through changed working practices	Neutral –the proposals will not impact on the achievement of service delivery outputs, though we need to make sure that the proposals do not lead to a rise in customer complaints. 	Neutral – see risk assessment above 	Neutral - the proposals will not impact on the achievement of service delivery principles 	Neutral – the proposals will not impact on the achievement of sustainability principles 	Neutral – the proposals will not have any negative impacts in relation to equality and diversity. 
Leisure@; Key target growth areas – membership, children’s activities, courses, concessions	positive – the proposals will increase footfall and a range of other key outputs 	Positive - see risk assessment above 	positive – the proposals will help leisure@ meet the service delivery principles 	Negative – although the building already has a commendable B rating, the proposals may lead to a more intensive use of facilities which is likely to increase energy consumption to some degree. This could be mitigated by capital investment in renewable schemes (eg PV, biomass CHP rather than gas?) rainwater harvesting and solar heating. 	Positive - The proposals are generally positive in regard of equalities seeking to maintain existing programmes that support disabled people, older people, people with mental ill-health. The centre has also worked with BME groups are currently has a female only swim session targeted at Muslim women. 
Leisure@; Price-based opportunities	Neutral – although small price increases may have an impact on overall attendance, this will be countered by an increase in income. 	Neutral - see risk assessment above 	Neutral - the proposals will not impact on the achievement of service delivery principles 	Neutral - the proposals will not impact on the achievement of sustainability principles 	Negative – the proposed small price increases may impact on the ability of certain groups to access leisure@ 

Service Provision Direction of Travel Assessment – Leisure@ and Sport Play and Healthy Lifestyles Appendix A.1

Direction of travel assessment for the Leisure@ proposals					
Charac- teristics	service outputs	outcomes for people	Service delivery principles	sustainability impacts	equality impacts
Proposals Leisure@; Partnership opportunities – education, health, university	Positive – increased partnership arrangements will increase football, attendance at specific activities and participation from key groups. 	Positive - see risk assessment above 	Positive - increased partnership arrangements will support the delivery of the service delivery principles, particularly those around equal access and delivering services in partnership with others. 	Neutral - the proposals will not impact on the achievement of sustainability principles 	Positive – the proposed partnering arrangements will increase attendances from disabled people, older people, people with mental ill-health. 
SP&HL; Reduce the length of Play Ranger sessions, and operate with 3 staff instead of 4 	Neutral – the proposals will not impact on the ability of the service to deliver the required service outputs 	Negative – see risk assessment above. 	Neutral - the proposals will not impact on the achievement of service delivery principles 	Neutral - the proposals will not impact on the achievement of sustainability principles 	Neutral – the proposals will not have any negative impacts in relation to equality and diversity. 
SP&HL; Increase cost of longer Play-Zone schemes by £1 per day from £14 to £15 	Neutral – the proposals may deter a small number of low income families, but the play zone will still be cheaper than other commercial playschemes: 	Negative – see risk assessment above. 	Neutral - the proposals will not impact on the achievement of service delivery principles 	Neutral - the proposals will not impact on the achievement of sustainability principles 	Neutral – the proposals will not have any negative impacts in relation to equality and diversity. 
SP&HL; Introduce small charge for taking part in some activities at Family Events 	Negative - the proposals may deter a small number of low income families 	Negative – see risk assessment above. 	Neutral - the proposals will not impact on the achievement of service delivery principles 	Neutral - the proposals will not impact on the achievement of sustainability principles 	Negative – the proposed small price increases may impact on the ability of certain groups to access the service. 
SP&HL; Reduced expenditure of leaflet production and distribution and focus more on e-marketing. 	Neutral – the proposals will not impact on the ability of the service to deliver the required service outputs 	Neutral - see risk assessment above. 	Negative – the proposal will reduce the amount of information that we provide to local residents about the service 	Neutral - the proposals will not impact on the achievement of sustainability principles 	Neutral – the proposals will not have any negative impacts in relation to equality and diversity. 

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New Proposals Risk Assessment – Town Hall and Pittville Pump Room
Appendix A.2

Risk assessment of how the proposals will impact on the outcomes for Town Hall and Pittville Pump Room		
Outcomes	People have access to a diverse range of entertainments and activities	The service is delivered with minimal call on council funding
Proposals		
To maximise the number of weddings held at the Town Hall	Neutral – Due to spare capacity, the proposals could be delivered without significant impact on the existing entertainments programme. However, this would need to be kept under review as success in weddings may lead to lack of entertainment opportunities for the general public. 	Positive – the proposals are estimated to generate £6k per annum. 
To increase the amount of corporate business	Neutral – as above due to spare capacity, the proposals could be delivered without significant impact on the existing entertainments programme. However, this would need to be kept under review as success in corporate functions may lead to lack of entertainment opportunities for the general public. 	Positive - the proposals are estimated to generate £4k per annum. 
To charge for time and expertise in helping others with their events	Negative – charging community organisations and charities for time and expertise in relation to licence permission, road closures, crowd control, Health & Safety, noise pollution, risk assessments, child protection etc. could mean that not as many local events are put on. 	Positive - the proposals are estimated to generate £1k per annum. 
To explore more commercial events and activities at both	Positive – the proposals will enable a more diverse range of entertainments and activities to be provided at both venues. 	Positive – though the potential additional income from more commercial operations have not yet been identified. 

Charac- teristics Proposals	service outputs	outcomes for people	service delivery principles	sustainability impacts	equality impacts
To maximise the number of weddings held at the Town Hall	positive - the proposals will increase footfall and attendances 	Neutral – see risk assessment above 	Neutral - the proposals will not impact on the achievement of service delivery principles 	Neutral – the proposals will not impact on the achievement of sustainability principles 	Neutral – the proposals will not have any negative impacts in relation to equality and diversity. 
To increase the amount of corporate business	positive - the proposals will increase footfall and attendances 	Neutral – see risk assessment above 	Neutral - the proposals will not impact on the achievement of service delivery principles 	Neutral – the proposals will not impact on the achievement of sustainability principles 	Neutral – the proposals will not have any negative impacts in relation to equality and diversity. 
To charge for time and expertise in helping others with their events	Neutral –the proposals will not impact on the achievement of service delivery outputs 	Negative - see risk assessment above 	Neutral - the proposals will not impact on the achievement of service delivery principles 	Neutral – the proposals will not impact on the achievement of sustainability principles 	Negative – the proposals to charge community organisations and charities for time and expertise in may mean that not as many local events are put on. 
To explore more commercial events and activities at both	positive - the proposals will increase footfall and attendances 	Neutral – see risk assessment above 	Neutral - the proposals will not impact on the achievement of service delivery principles 	Neutral – the proposals will not impact on the achievement of sustainability principles 	Neutral – the proposals will not have any negative impacts in relation to equality and diversity. 

Activity	Overall Figures	Additional information
<p>Healthy Lifestyles Physical Activity Programme</p>	<ul style="list-style-type: none"> Total of 7 weekly walks organised across the Borough – average of 70 walkers Total of 6 Women’s Running Network weekly running groups established across the Borough, attracting an average of 60 runners per week 3 Active Lifestyles outreach sessions delivered in community locations each week (Springbank, Warden Hill, Leckhampton) average attendances of 45 weekly Re-Active Exercise Referral Programme – 119 GP referrals since January 2010 	<p>120 women registered with WRN since April 2008</p> <p>total of 350 registered to the Active Lifestyles scheme</p>
<p>Sports Development</p>	<ul style="list-style-type: none"> 2010 Summer of Sport attracted a total of 1480 attendances over a 5 week period 521 “semi sporty” young people aged 11 -16 were regularly engaged in a range of sports projects during the past year funded via the Sport Unlimited programme. 193 Sport in the Park sessions were successfully delivered in priority areas over the past 12 months year linked to youth centres, community projects and open spaces. Total attendances were in excess of 2,600, with an average of 56 per week 	<ul style="list-style-type: none"> SportsZone Roadshow attracted 386 attendances(average 77 per week) 35 sport specific sessions attracted 611 attendances (average of 17 per session) Sport In The Park sessions attracted 483 attendances
<p>PlayZone Playschemes</p>	<ul style="list-style-type: none"> Total of 2,887 attendances, by a total of 575 different children Average daily attendances of 115 (72.2% capacity) 4 activity trips all fully booked 	<p>Balcarras – 229 children Dunalley – 85 children St. Marks – 109 children Rowanfield – 152 children</p>
<p>Play Rangers</p>	<ul style="list-style-type: none"> Total of 3,036 recorded attendances during 5 week period. Average daily attendance of 126 (measured at hourly intervals) The highest recorded single daily attendances was 312 (Pittville Park – sunny day) 	<p>Play Gloucestershire also delivered 4 sessions per week (3,100 attendances in 12 months)</p>
<p>One Off Events During 2010</p>	<ul style="list-style-type: none"> Sport Relief (March); 850 runners, plus estimated 200 spectators St Georges Day (April); estimated 1,500 attendances National Play Day (August); estimated 3,000 attendances Montpellier Fiesta (July); estimated 3,000 attendances 	

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Local Authority	Directly Operated By Local Authority	Operated Via Private Contractor	Operated Via Trust/Charity
Cheltenham	<ul style="list-style-type: none"> Leisure@ Cheltenham and PoW Cheltenham Art Gallery & Museum Cheltenham Town Hall Pittville Pump Rooms 		<ul style="list-style-type: none"> Cheltenham Festivals Everyman Theatre Playhouse Theatre Holst Museum Sandford Park Lido
Cotswold	<ul style="list-style-type: none"> Cirencester Leisure Centre 4 Dual use leisure centres at Bourton, Tetbury, Fairford and Chipping Campden Corinium Museum 	<ul style="list-style-type: none"> Cirencester Cornhall – sold to private operator in 2006 	<ul style="list-style-type: none"> Brewery Arts Centre, Cirencester
Forest of Dean	<ul style="list-style-type: none"> 5 Dual use leisure centres in Newent, Cinderford, Coleford, Lydney and Chepstow 		<ul style="list-style-type: none"> Dean Heritage Centre Mercury/Artspace, Cinderford
Gloucester	<ul style="list-style-type: none"> Gloucester Guildhall Gloucester Folk Museum Gloucester Museum & Art Gallery Gloucester Festivals & Carnival 		<ul style="list-style-type: none"> Aspire Leisure & Cultural Trust (incorporating GL1 Leisure Centre and Oxtalls Tennis Centre)
Stroud	<ul style="list-style-type: none"> 6 Dual Use Leisure Centres Dursley Pool & Wotton Pool Stroud Subscription Rooms Museum In The Park 	<ul style="list-style-type: none"> Stratford Park Leisure Centre – currently operated by Parkwood Leisure 	<ul style="list-style-type: none"> Cotswold Playhouse Edward Jenner Museum
Tewkesbury	<ul style="list-style-type: none"> Cascades Leisure Centre & Pool Out of The Hat Heritage Museum 	<ul style="list-style-type: none"> (Recently withdrawn from 4 Dual Use leisure centres in Churchdown, Bishops Cleeve, Brockworth and Winchcombe) 	<ul style="list-style-type: none"> Roses Theatre Trust

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The risk		Original risk score (impact x likelihood)			Managing risk			Transferred to risk register			
Risk ref.	Risk description	Risk Owner	Date raised	I	L	Score	Control	Action	Deadline	Responsible officer	Transferred to risk register
1	If the proposals arising from the review are unpopular there may be significant reputational damage to the council	Pat Pratley	15/09/2010	2	4	8	Reduce	Cabinet report recommends engagement and communications approach with external stakeholders which acknowledges their role in shaping the review. Identify stakeholders and execute plan if approved.	July 2011 From July 2011 onwards	Ken Dale	Yes
2	If the review is unable to engage fully or successfully with stakeholders outside the council, opportunities may be missed, e.g. for gaining community support for outcomes and for a holistic understanding of provision across the town.	Pat Pratley	15/09/2010	4	3	12	Accept / Reduce	Risk needs to be balanced against the risks of premature engagement. Risk accepted in stage 1. Engagement of external stakeholders is a recommendation of the final cabinet paper.	To July 2011 October 2011	Pat Pratley	Yes
3	If the objectives of members are not aligned with those of the officer team, then the potential benefits of the review may not be realised.	Pat Pratley	15/09/2010	4	2	8	Reduce	Regular contact established with the Cabinet Member at Project Board meetings. Cabinet Member Working Group now in place and will be used	Complete Complete	Pat Pratley / Sonia Phillips	Yes

4	If the needs analysis fails to accurately capture the needs of the whole community, this could result in the wrong outcomes being established, leading to the inappropriate commissioning of provision.	Richard Gibson	15/09/2010	4	2	8	Reduce	Needs analysis will be tested with members and, subsequently, more widely.	Review will report to informal cabinet and Soc & Comm O&S before presenting a final report for agreement by Cabinet.	October 2011	Richard Gibson	Yes												
5	If the options appraisal for alternative service delivery models fails to accurately capture all costs, benefits and risks associated with each option, this could lead to the wrong model being selected and/or unexpected post-implementation costs.	Pat Pratley	15/09/2010	4	3	12	Reduce	July 2011 cabinet report does not definitively recommend solutions. Ensure no final decisions are taken before options appraisal is adequate. Assess whether external support is required for options appraisal	to test members views on desired outcomes	Ongoing	Ken Dale	Yes												
6	If there is insufficient internal capacity then	Pat Pratley	21/06/2011	3	4	12	Reduce	Preliminary assessment has		Ongoing	Ken Dale	Yes												

	<p>target timescales set by the review may not be met.</p>						<p>identified potential resource shortfalls in Finance, HR, Procurement and in the Leisure and Culture teams themselves. These will be addressed through the council's corporate resource management process.</p>	<p>Consideration will be given to using external resource, funded by money already set aside by council.</p>	<p>September 2011</p>		
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Item	Purpose	Outcome	What is required?	Lead Officer
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Meeting Date: 11 July 2011				
Chairs Briefing: 9 June 2011				
			Deadline: 29 June 2011	
Leisure & Culture Commissioning Review	Scrutiny	Consider results of the preliminary needs analysis and recommendations for next steps prior to Cabinet (26 July)	Report	Pat Pratley, Executive Director on behalf of Cllr McKinlay, Cabinet Member Sport & Culture
Sports Development (inc. Olympics)	Scrutiny	Update on London 2012 Olympics developments, Torch Relay and other projects	Discussion paper	Craig Mortiboys, Healthy Communities Partnership Manager
Public Art Review	Update	Review progress and recommendations of working group	Report	Wliff Tomaney, Urban Design Manager on behalf of working group
Youth work – allocation working group	Update	Update on progress of working group	Discussion paper	Richard Gibson, Policy and Performance Manager on behalf of Cllr Sudbury, Cabinet Member Housing and Safety
Housing Review working group	Update	Update on progress of working group	Briefing Note	Jane Griffiths, Director of Commissioning
Meeting Date: 05 September 2011				
Chairs Briefing: TBC				
Commissioning update	If necessary	Update from Cabinet Member	Verbal update	Cllr C Hay, Cabinet Member Corporate Services
Healthy Communities	Update	Review of work plan and future plans following changes to NHS/PCT	Discussion paper	Craig Mortiboys, Healthy Communities Partnership Manager
County Health, Community and Care Overview and Scrutiny	Update	Update on recent work and future plans of the	Verbal update	Cllr Hall, CBC representative on committee

Social and Community O&S Committee 2011-2012 work plan

Item	Purpose	Outcome	What is required?	Lead Officer
Community		committee		
Neighbourhood Management	Update	Review Neighbourhood Management Process	Discussion paper	Richard Gibson, Policy and Partnerships Manager
Community Partnerships	Update	Review structures of community partnerships	Discussion paper	Richard Gibson, Policy and Partnerships Manager
CBH Tenancy/Leaseholder Group	Update	Tbc	Discussion paper	Paul Stephenson, Assistant Chief Executive – CBH (tbc)
Housing Review working group	Scrutiny	Review the recommendations of the group prior to Cabinet (20 Sept)	Report	Cllr Sudbury, Cabinet Member Housing and Safety
HRA Business Plan	Scrutiny	Tbc	Tbc	Tbc
Meeting Date: 07 November 2011				
Chairs Briefing: TBC				
Commissioning update	If necessary	Update from Cabinet Member	Verbal update	Cllr C Hay, Cabinet Member Corporate Services
Budget consultation 2012-13	Scrutiny	Review interim budget proposals 2012-13 and comment	Discussion paper	Mark Sheldon, Director of Resources
Tourism and Marketing Strategy	Scrutiny	Review progress against action plan	Discussion paper	Sonia Phillips / Jane Lillystone
Homelessness Prevention Initiatives	Scrutiny	Review progress over last 12 months and future plans	Discussion paper	Martin Stacey, Housing and Communities Manager
Youth Café	Update	Progress over last 12 months	Discussion paper	Councillor Barbara Driver

Social and Community O&S Committee 2011-2012 work plan

Item	Purpose	Outcome	What is required?	Lead Officer
Proscenium Building / Gardens Gallery	Scrutiny	Tri-annual review	Presentation	Bob Freeman, Chairman - Gardens Gallery
Cheltenham Festivals	Scrutiny	Annual review	Presentation	Donna Renney, Chief Executive - Cheltenham Festivals
Tenancy Strategy and Rents Policy	Scrutiny	Tbc	Tbc	Kath Rees, Head of Service – Stronger Communities
County Safer Communities Overview and Scrutiny Committee	Update	Update on recent work and future plans of the committee	Verbal update	Cllr McCloskey, CBC representative on committee
Housing Allocations Policy	Scrutiny	Tbc	Tbc	Tbc
Car Park Strategy	Scrutiny	Consider equality impact of proposals prior to Cabinet	Discussion paper	Mike Redman or Owen Parry
Meeting Date: 09 January 2012				
Chairs Briefing: TBC				
Commissioning update	If necessary	Update from Cabinet Member	Verbal update	Cllr C Hay, Cabinet Member Corporate Services
Final budget proposals 2012-13	Scrutiny	Review budget proposals for financial year, taking into account responses to consultation on interim budget proposals	Tbc	Mark Sheldon, Director or Resources
HRA proposals 2012-2013	Scrutiny	Review HRA proposals for financial year	Tbc	CBH
Art Gallery and Museum	Update	Quarterly review of development scheme and service provision during closure	Discussion paper	Jane Lillystone, Museum, Arts and Tourism Manager

Social and Community O&S Committee 2011-2012 work plan

Item	Purpose	Outcome	What is required?	Lead Officer
Everyman Theatre	Update	Post re-opening	Presentation	Geoffrey Rowe, Chief Executive – Everyman Theatre
Sports Development (inc. Olympics)	Update	tbc	Discussion paper	Craig Mortiboys, Healthy Communities Partnership Manager
Meeting Date: 27 February 2012				
Chairs Briefing: TBC				
Commissioning update	If necessary	Update from Cabinet Member	Verbal update	Cllr C Hay, Cabinet Member Corporate Services
DRAFT Corporate Strategy 2012-13	Scrutiny	Review the DRAFT strategy for the financial year ahead prior to Cabinet (xx March)	Discussion paper	Richard Gibson, Policy and Partnerships Manager
Meeting Date: 21 May 2012				
Chairs Briefing: TBC				
Commissioning update	If necessary	Update from Cabinet Member	Verbal update	Cllr C Hay, Cabinet Member Corporate Services
Art Gallery and Museum	Update	Quarterly review of development scheme and service provision during closure	Discussion paper	Jane Lillystone, Museum, Arts & Tourism Manager
Leisure@	Scrutiny	Annual performance review	Discussion paper	Stephen Petherick, Commercial Manager – Leisure@
Meeting Date: 09 July 2012				
Chairs Briefing: TBC				
Commissioning update	If necessary	Update from Cabinet Member	Verbal update	Cllr C Hay, Cabinet Member Corporate Services
Town Hall and Pittville Pump Rooms	Scrutiny	Annual performance review	Discussion paper	Gary Nejrup, Entertainment and Business Manager

Item	Purpose	Outcome	What is required?	Lead Officer
Items to be added at a future date				
Care Homes	Scrutiny	Establish a working group	Report	Grahame Lewis, Executive Director
Licensing Act (when imposed in 2011-12)	Scrutiny	Assess the impact of the changes to the Act	Discussion paper	Louis Krog, Senior Licensing Officer
Christmas arrangements?	C Coleman request	Cllr Coleman requested that this be considered by the committee on an annual basis?	tbc	tbc

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Briefing Notes

Social and community overview and
scrutiny committee

11 July 2011

Jane Griffiths
Director of commissioning

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.

Housing review

1. Introduction

- 1.1 A housing review was initiated in response to legislative changes both to housing policy and welfare reforms. A member working group has been established with members from this committee to consider the key issues and risks and identify possible actions which the council may need to take in response. It is proposed that the working group will inform a report to Cabinet in the October. This briefing is not a formal report of the working group and is merely intended to give a snapshot of the sort of issues the review group is covering.
- 1.2 The working group also provides a useful sounding board for the development of the Housing Revenue Account Business Plan which needs to be presented to council as part of the budget in February 2012, prior to which consultation will be undertaken with a range of stakeholders. A member seminar was held jointly with board members from CBH in June to consider some of the key challenges and opportunities arising from the changes to funding.

2. Progress to date

- 2.1 At the initial meeting of the working group they considered the scope of the review and some of the key issues. They requested that officers prepare a full risk analysis setting out the risks and opportunities of all the changes and also what mitigating action has been taken to date.
- 2.2 At their second meeting they considered this risk assessment. The focus of much of the discussion was on the welfare reforms and how these will impact on residents both in social and private rented accommodation, and on what the reforms may mean for CBC and CBH as providers of housing related services. The discussions also focused on the impact such changes may have on communities at a time when other services are being reduced. The member working group also asked for some further clarification on some of the key risks and officers agreed to undertake some further work ahead of the next meeting.

The working group received some basic data about the number of households estimated to be impacted by the proposed welfare reforms. The new allowances came into force on 1 April 2011 with a protection period of nine months from the date that their benefits are reviewed. It was noted that there were a total of 959 people in the private sector who will be worse off by more than £5 per week when their protection period ends, the first tenants of which will be effected from January 2012. These individuals may be forced to move into shared or smaller accommodation depending on their personal circumstance and the benefits and housing options team are already working with the claimants and landlords to ensure that the impact of such changes is minimised. However the member working group were concerned about the potential impacts and the availability of alternative accommodation. The working group also noted that in addition to the above there are a further 900 benefit customers on other allowance schemes which may also be transferred onto the new welfare arrangements before April 2017. The working group were particularly interested in the impacts on houses in multiple occupation and the quality of such provision, particularly for some of the most vulnerable in society. The working group requested officers to give some further thought to the impacts and mitigating actions, especially the impact on calls for housing advice and support and on the social rented sector and housing waiting lists.

The working group were also concerned that those impacted by the welfare reforms needed clear advice and consistent advice. There was concern that some of the changes would not impact on tenants in the social rented sector and yet the way in which the media was portraying information could concern residents particularly the elderly and the vulnerable.

- 2.3 The working group is meeting monthly, supported by a project team which includes the cabinet member housing and safety and cabinet member finance and community development.

The working group will report back to this committee ahead of a report being presented to Cabinet in October 2012.

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