



# CHEL TENHAM

## BOROUGH COUNCIL

### Notice of a meeting of Overview & Scrutiny Committee

**Monday, 21 September 2015**  
**6.00 pm**  
**Pittville Room - Municipal Offices**

<b>Membership</b>	
<b>Councillors:</b>	Tim Harman (Chair), Colin Hay (Vice-Chair), Nigel Britter, Chris Mason, Sandra Holliday, Helena McCloskey, Dan Murch, John Payne, Chris Ryder and Max Wilkinson

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

### Agenda

<b>1.</b>	<b>APOLOGIES</b> Councillors McCloskey and Wilkinson	
<b>2.</b>	<b>DECLARATIONS OF INTEREST</b>	
<b>3.</b>	<b>MINUTES OF THE LAST MEETING</b> 29 June 2015	(Pages 3 - 24)
<b>4.</b>	<b>PUBLIC AND MEMBER QUESTIONS, CALLS FOR ACTIONS AND PETITIONS</b>	
<b>5.</b>	<b>MATTERS REFERRED TO COMMITTEE</b>	
<b>6.</b>	<b>FEEDBACK FROM OTHER SCRUTINY MEETINGS ATTENDED</b> Police and Crime Panel (16 July 2015) - update from Councillor McCloskey attached.  Health Community and Care O&S Committee / Economic Development Scrutiny Committee – update from Councillor Clucas attached	(Pages 25 - 28)
<b>7.</b>	<b>CABINET BRIEFING</b> A verbal update from the Cabinet on key issues for Cabinet Members which may be of interest to Overview and Scrutiny and may inform the O&S workplan.	
<b>8.</b>	<b>SEVERN TRENT</b>	

		Presentation of lessons learned by Severn Trent , Paul Evans – no decision required	
<b>9.</b>		<b>RECYCLING BULKING AND SALES - EXECUTIVE SUMMARY</b> Progress update from the Managing Director of Ubico, Rob Bell – no decision required	(Pages 29 - 36)
<b>10.</b>		<b>2020 VISION</b> A discussion paper	(Pages 37 - 150)
<b>11.</b>		<b>LGA PEER REVIEW - ACTION PLAN UPDATE</b> Report of the Chief Executive, Andrew North – see recommendations	(Pages 151 - 158)
<b>12.</b>		<b>SCRUTINY ANNUAL REPORT 2014-15</b> Report of the Chairman, Councillor Tim Harman – see recommendation	(Pages 159 - 176)
<b>13.</b>		<b>UPDATES FROM SCRUTINY TASK GROUPS</b>	(Pages 177 - 178)
<b>14.</b>		<b>REVIEW OF SCRUTINY WORKPLAN</b>	(Pages 179 - 182)
<b>15.</b>		<b>DATE OF NEXT MEETING</b> 26 October 2015	

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### Overview & Scrutiny Committee

**Monday, 29th June, 2015  
6.05 - 9.00 pm**

<b>Attendees</b>	
<b>Councillors:</b>	Tim Harman (Chair), Colin Hay (Vice-Chair), Chris Mason, Sandra Holliday, Helena McCloskey, John Payne, Chris Ryder, Max Wilkinson and Rob Reid (Reserve)
<b>Also in attendance:</b>	Richard Gibson (Strategy and Engagement Officer), Councillor Jordan (Leader), Keith Norris and Julie Sargent (Lido), Martin Surl (Police and Crime Commissioner), Jon Walklett (Cabinet Member Corporate Services) and Shirin Wotherspoon (OneLegal)

### Minutes

**1. APOLOGIES**

Councillors Murch and Britter had given their apologies. Councillor Reid attended as a substitute for Councillor Britter.

**2. DECLARATIONS OF INTEREST**

Councillor Hay declared a non-pecuniary interest in agenda item 10 (Review of the Council's Performance at end of 2014-15) as a Trustee of the Cheltenham Trust.

Councillor Ryder declared a non-pecuniary interest in agenda item 12 (Updates from scrutiny task groups) as a Trustee of Third Sector Services.

**3. MINUTES OF THE LAST MEETING**

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

Upon a vote it was unanimously

**RESOLVED that the minutes of the meeting held on the 27 April 2015 be agreed and signed as an accurate record.**

**4. PUBLIC AND MEMBER QUESTIONS, CALLS FOR ACTIONS AND PETITIONS**

None had been received.

**5. MATTERS REFERRED TO COMMITTEE**

No matters had been referred to the committee.

**6. FEEDBACK FROM OTHER SCRUTINY MEETINGS ATTENDED**

Councillor Clucas had provided a written update on the Health Community and Care Committee and Economic Development Scrutiny Committee. This was

taken as read and members were asked to contact Councillor Clucas directly with any queries.

Councillor McCloskey advised the committee that the Police and Crime Panel had not met since the last meeting of this committee, as a result of the elections. The panel and its new members would meet on the 10 July for a briefing and then formally on the 16 July. She used this opportunity to raise the issue of membership of this panel, which legislation dictated should be politically balanced, but with annual elections across the county this resulted in regularly revised membership and a loss of knowledge and expertise as a result, which she felt, was to the detriment of the panel itself. She advised the committee that she would be attending the Police and Crime Panel conference in Nottingham on 3 July.

**7. CABINET BRIEFING**

The Leader introduced the briefing which concentrated on the matter of devolution. The letter from Leadership Gloucestershire would be drafted imminently and would outline interest in areas of further devolution for the county and would include possible changes to the governance structures. Mark Hawthorne, the Leader of Gloucestershire County Council had confirmed that he would be happy to talk through a 'wish list' and whilst the government seemed keen on directly elected mayors, with the suggestion that they could replace the Police and Crime Commissioner role, there was no support for this in Gloucestershire. Members needed to decide what they wanted for Cheltenham and an option could be for a task group to consider this further. He also felt that, assuming cross party agreement could be reached, a motion to the July meeting of Council would be a useful way of progressing the debate.

The Chairman reminded members that a seminar on devolution had been arranged for 2:30pm the following day and that members were also welcome to attend the 5:00pm seminar in Tewkesbury if this was more convenient. The seminar would be facilitated by Phil Swan who had done a lot of work on devolution at the County Council and he was sure that members would find these sessions useful.

There were no questions or comments from members of the committee.

**8. LIDO TRUST, CHIEF EXECUTIVE**

The Chairman introduced the item which he had himself added to the work plan. He welcomed the representatives from the Sandford Lido and explained that they would make a short presentation. In accordance with the council's witness charter, questions had been submitted and in turn, responses had been circulated in advance of the meeting. These were taken as read and are attached at Appendix 1.

Keith Norris and Julie Sargent from the Sandford Lido, talked through a presentation (Appendix 2).

Keith Norris and Julie Sargent from the Sandford Lido gave the following responses to member questions:

- The Lido attempted to open negotiations about the lease when they were applying for Heritage Lottery funding but the council had wanted to

renegotiate terms and at the time the focus had needed to be on the Heritage Lottery bid. Now was the time for them to reopen negotiations as they felt that with only 5 years remaining on the current lease, this would hinder their ability to apply for funding.

- A balance needed to be achieved between commercial gain and health & safety. The main pool could accommodate 456 people and the small pool 40 but there could be 3000-4000 people on site on any given day and they had to be mindful of risk. Research was ongoing into ways of monitoring use at any one time. Consideration had been given to a coloured wristband system but this would be very difficult to manage. When demand rose on 'heat wave' days, the Lido would slow entry but this often resulted in long queues which posed health and safety issues in itself.
- They did not know enough about the Cheltenham Trust to know whether there could be any synergy with the Lido but did stress that leisure centres such as Leisure@ used dry activities to fund the pools, whereas the Lido used parking. The Lido already worked hard at advertising and outreach work.
- There was a lot of natural shading on site as a result of the landscaping and people were more aware of the dangers of sun exposure. Induction training covered ways for staff to communicate concerns to patrons and the Lido had extended opening hours from 9.30am on a Tuesday and Thursday to allow families with small children to avoid the hottest times of the day.

Julie Sargent and Keith Norris thanked the committee for giving them the opportunity to showcase their achievements and aspirations for the future.

Members of the committee expressed their support for what one of them described as a heritage asset and hoped that negotiations could be opened up again.

No decisions were required.

**9. POLICE AND CRIME COMMISSIONER FOR GLOUCESTERSHIRE**

The Chairman introduced the item which he had himself added to the work plan. He welcomed Martin Surl, the Police and Crime Commissioner for Gloucestershire and explained that in accordance with the council's witness charter, questions had been submitted in advance of the meeting. Martin Surl had not submitted written responses, instead preferring to provide verbal responses (see table below).

<b>1.</b>	<b>Question from Councillor McCloskey</b>
	In your recent interview with the Echo you said "It's my job to represent the public". How do you keep in touch with Gloucestershire residents and Cheltenham residents in particular?
	I communicate with the 600,000 people in Gloucestershire and 116,000 in Cheltenham in a range of ways. I maintain a high media profile, I'm always happy to provide a comment. I have a neighbourhood engagement vehicle (NEV) which travels around the county and was most recently used to consult Cheltenham residents on the use of

	Automatic Number Plate Recognition cameras in the town. I am active on social media and I meet with various groups on a regular basis.
<b>2.</b>	<b>Question from Councillor McCloskey</b>
	Of the 6 priorities outlined in the Police and Crime Plan, which do you consider are making good progress and which would you wish to develop more? Please give reasons for your answer.
	The plan is almost a carbon copy of my manifesto, though I did add a safer cyber priority in light of what I felt to be an emerging issue. All priorities are linked and provide a framework for the Police to work within. I have been in post for almost 3 years and I feel that the plan is becoming embedded.
<b>3.</b>	<b>Question from Councillor McCloskey</b>
	What partnership working is taking place with the Health and Wellbeing Board in relation to drug use and alcohol use? How is this work improving the situation in Cheltenham?
	I do have a place on the Health and Wellbeing Board but I am not the Chair. Every organisation that is represented has been tasked with agreeing what their organisations could do to support the alcohol agenda. Local councils are also being encouraged to get involved.
<b>4.</b>	<b>Question from Councillor McCloskey</b>
	What reduction in front line staff can the residents of Cheltenham expect, and what assurance can you give that there will be no loss of service to the public?
	The last few years had been difficult, financially, for the constabulary, having lost £18m from their budget. Government said that it would take 2.5 years to balance the books but further cuts were expected and estimated at £16m and Cheltenham would have to take its share. That being said, the finances are in a relatively strong position and preparations were being made for the additional cuts. A new plan for policing the county as one, rather than as four towns would soon be in place and would prevent policing becoming so small it was ineffective. I have read reports that numbers of officers in Cheltenham have reduced from 8 to 3 but I do not recognise either of these numbers. Three stations would be retained in Cheltenham; Lansdown Road, Municipal Office reception (though full details were yet to be finalised) and Hesters Way. He urged members not to be solely concerned about frontline police and assured members that specialist resources were in place which could be called upon when required i.e. child protection, forensics, etc.
<b>5.</b>	<b>Question from Councillor Harman</b>
	The Borough Council approved the night time levy and you gave an assurance that the police element would be used in Cheltenham. Can you detail how the money is being spent and the outcomes that have been achieved?
	The legislation relating to the late night levy could undoubtedly be refined but the decision was made that, in Cheltenham, the levy would be used to reduce demand rather than put more police on the streets.

	<p>Purple Flag (£31k) – to appoint a Night-Time Economy coordinator that will secure and maintain Purple Flag status for the town centre, which was equivalent to a Blue Flag for beaches.</p> <p>St Pauls streetwatch (£1k) A joint project between local residents, university students and the police. Operating bi-weekly volunteer patrols to address issues of antisocial behaviour (nuisance, personal and environmental), and discourage and prevent crime. Funding has been provided for radios and lollipops.</p> <p>Hub Bistro (£6k) Feasibility study to investigate the possibility of developing an alcohol-free venue in Cheltenham town centre that would provide a quality late night alternative to the current alcohol-centred late night economy.</p> <p>I also used some of my personal budget to fund a body camera for the taxis marshal in Cheltenham.</p> <p>Ultimately, it is for the council to decide what kind of night time economy it wants for the town as the licensing authority, which the Police can then help monitor and manage.</p>
<b>6.</b>	<b>Question from Councillor Payne</b>
	<p>The introduction of the position of Police and Crime Commissioner was seen in many quarters as controversial and unnecessary. How do you justify the post, and in particular what added value does the post bring to the Police?</p>
	<p>I do not feel it necessary to justify my post as the role has been endorsed by Government, I was duly elected by the people of Gloucestershire and I have been in post for almost 3 years now. I meet with the Chief Constable on a weekly basis and challenge all financial decisions. Lansdown Road is not fit for purpose and instead due to my intervention will be replaced. The cost of the new custody block was reduced from £13.9m to £12.4m due to my intervention. The Police and Crime Panel is being delivered with over 185 voluntary and community organisations.</p>
<b>7.</b>	<b>Question from Councillor Payne</b>
	<p>It has been reported that 30,000 people have been subjected to identity theft in the first three months of this year, in addition the government has said recently that Cyber-attacks on big British businesses are almost inevitable. Nine out of ten large companies suffered a security breach last year. How is your initiative on cyber-crime going to address this issue, and what metric will you use to assess the effectiveness of the programme?</p>
	<p>Adding safer cyber to the Police and Crime Plan was a difficult decision given that this was a new area of work and £18m had been cut from the budget and as such half of the council tax revenue had been used to find it. The Gloucestershire Safer Cyber Forum was set up and allowed for businesses to report attacks anonymously so as to protect their reputation. Gloucestershire was in the top 10 areas in the country for detecting and preventing cyber crime. School children, the elderly and sole traders were also educated on how to stay safe online.</p> <p>Whilst this is a big problem, I feel that there is a lot we can be doing</p>

	locally.
<b>8.</b>	<b>Question from Councillor Payne</b>
	What are you doing to address the issue of officers physical fitness to perform their duties?
	Officers are required to pass a standard fitness test every two years and if not, they have a limited time to address the problem, before being removed from action. This would likely become more of an issue now that the retirement age had been raised to 60 years.
<b>9.</b>	<b>Question from Councillor Payne</b>
	The 'bobby on the beat' was seen by many as a reassuring sign, today it would appear that most police officers and PCSO's patrol in vehicles, and many minor incidents are simply recorded. How are you tackling the perception held by many people that they are at risk from crime?
	PCSOs should be walking for most of their shifts. A small number of officers were still being recruited and would be required to undertake 400 hours of foot patrol in their first years in the role. I feel it is more reassuring to the public that the Police are where they are needed, when they are needed, rather than walking around aimlessly. I'd suggest that regular police patrols could even have the opposite effect and make people feel as though there was an increased risk of crime rather than making them feel safer. In response to a supplementary question about special constables the P&CC said that they had large role to play in the future of policing and he saw the numbers increasing to make up for job losses. He also saw roles such as Street Pastors as important, commenting that they provided support that the Police did not have the resources to do.
<b>10.</b>	<b>Question from Councillor Ryder</b>
	With police presence being seen less on our local streets, PCSOs have taken up this role and have built up a good community rapport. With the threat of cuts being made within your authority, what reassurance can you offer to the public of Cheltenham, we will not lose the count of PCSOs that we have at this present time?
	PCSOs are the face of policing on the streets and are still an important part of the plan. I believe PCSOs are more effective in smaller communities, where they can get to know local people, make contact with local Schools, etc. Whilst I can't see the number of PCSOs increasing, there certainly won't be cuts disproportionate to any other cuts.
<b>11.</b>	<b>Question from Councillor Ryder</b>
	What are your thoughts on 'Community Policing' by the general public, which has been reported to be taking place in certain areas across Britain. Would you class this as a 'Help or a Hindrance' to the force?
	I believe that communities taking an interest in policing of their local area is useful and invaluable to the Police but I do not support the vigilante approach.
<b>12.</b>	<b>Question from Councillor Ryder</b>
	It is alleged that children/teenagers are being used to pick pocket, shoplift and take part in criminal operations; here in Cheltenham it was reported



	of a serious incident where a youth was involved with an older perpetrator to enter dwellings with intent to steal. How would you/do you approach this issue, young offenders who are caught, are they convicted or due to budget restraints, just have a warning?
	A youth that is being used as an accomplice by an adult to commit crime is at the very least, being neglected and at the extreme, being abused and convicting them for their part could cause more problems in the long term than it addressed in the short term. It was likely that these youths would be cautioned and any cautions were monitored by the CPS. Ultimately any child in these circumstances would need support from various agencies. I would note that criminality in youths is reducing across the county.
<b>13.</b>	<b>Question from Councillor Mason</b>
	How are the problems relating to drug and alcohol abuse in the town centre going to be tackled over the next 5 years? I am particularly, but not exclusively interested in the effect on our youth.
	CBC has to decide what it wants from the night time economy and then, with Licensing, the Police would help to monitor and manage.
<b>14.</b>	<b>Question from Councillor Mason</b>
	Given the role Montpellier plays in attracting visitors to Cheltenham and the number of incidents relating to vandalism, can I have your views on the merits of installing a CCTV camera that covers Montpellier Street?
	CCTV was provided by CBC and if CBC wanted to increase the number of cameras in the town, then the Police would support them. There were 30 reported incidents of vandalism in the Montpellier area in the last 12 months and for these 30 incidents there had been 100% detection rate. Bulletins which included CCTV images of suspects were circulated by the Police in some instances.

Members raised further questions and Martin Surl provided the following responses;

- He was not able to comment on the exact number of Officers in Cheltenham for security reasons but could advise the committee that there were 1184 in the entire county. This number would reduce in preparation for the additional spending cuts and numbers would vary from shift to shift and to meet demand.
- He received quarterly progress reports on each of the projects that had been funded by the Late Night Levy and they were assessed against the criteria of each bid. The Hub Bistro project was only at the scoping stage at the moment and should it come to fruition, he did not envisage that public money would be used to support it. Something similar had been set up in Gloucester some two years ago and this was set to become self-funding.
- The best place for any PCSO to be was on their own patch but it was no longer possible to have stations in every area. As of the 23 July all Police Officers and PCSOs would be issued with Galaxy 3's which included 85% of the applications required. This would release a lot of Police Officer and PCSO time, negating the need for them to return to

the station and would be equivalent to 60-70 officers in time. Officers were also being encouraged to take any breaks whilst out and about rather than returning to the stations.

- The constabulary had been prevented from signing a lease with the council because despite only wanting a small room in the building in Oakley, the lease included liability to repair and maintain the entire building. With the Municipal Office reception going ahead, an Oakley base was no longer such a priority, but that was not to say that if something similar to Charlton Kings came up in Oakley, that it wouldn't be considered.
- There was a PCSO based in the All Saints Academy and this was something that could be replicated in other schools but this was a decision for the Chief Officer. He suggested that every school and nursing home should know their PCSO.

The Chairman thanked the Police and Crime Commissioner for his attendance and asked if there was anything that the council could do make policing the town easier. The Police and Crime Commissioner responded by asking that the authority be clear about what it wanted from its night time economy and to, not only hold the Police to account when there was an issue, but praise them when something went well.

The committee paused the meeting at 19:55pm.

#### **10. REVIEW OF THE COUNCIL'S PERFORMANCE AT END OF 2014-15**

The meeting reconvened at 20:05.

The Strategy and Engagement Manager introduced the performance report for the end of the financial year 2014-15, which would be tabled at Cabinet on the 14 July 2015. He explained that the covering report summarised how the council had performed in regard to milestones and measures set out in the 2014-15 action plan. 84 milestones had been identified in the 2014-15 action plan and of these 67 (80%) were complete. Some of the milestones were not achieved within the financial year but had robust plans in place in order that the milestones would be achieved within the first quarter of 2015-16, some were not achieved and others were closed as the project was no longer required. There was 1 which was not updated; this related to the car parking strategy and the committee were advised that the Director responsible for this particular milestone, the Director Environment and Regulatory Services, had advised that this was due to the complexity of the issue and had committed to circulating a briefing to O&S members explaining the current position. The 2014-15 action plan identified 59 key indicators which were used to track progress; of which the council was directly accountable for 42 and 7 of which were community-based indicators, where no targets had been set. Of the 42 CBC indicators, 11 targets had been missed.

The Strategy and Engagement Manager gave the following responses to member questions;

- Leisure@ used a significant amount of energy and had recently undertaken a number of energy saving initiatives, but there was no incentive for the Trust to reduce emissions other than the need for them to deliver within budget. They bought their electricity through the council

as the council was able to purchase electricity at a better rate than the Trust could directly but this arrangement was mutually beneficial as the council only qualified for the better rate because of the amount of electricity that Leisure@ used.

- The target relating to the number of planning applications refused was used as a means of measuring the quality of the pre-application advice. Ultimately the lower the number the better in that sense but he took on board the suggestion that a percentage of the raw figure would be more meaningful.

A member accepted that the car parking strategy was a complicated issue but felt that the perception of the public could be that the council did not have any form of strategy. As such, he suggested that not only should the committee receive a briefing on the current situation, but also, that all members receive regular updates.

The committee also agreed that an update on the drug dealing milestone would be added to the work plan for a future meeting.

No decision was required.

### **11. PROCUREMENT AND CONTRACT MANAGEMENT STRATEGY**

The Chairman introduced this item by explaining that there had been discussion about withdrawing the item from the agenda as a result of no covering report having been produced. The Cabinet Member Corporate Services had explained that GOSS hoped that all partners (Cheltenham, Cotswold, Forest of Dean and West Oxfordshire) consider the strategy at their July Cabinet meetings and as such, the Chairman had agreed that the Cabinet Member could instead provide a verbal update in support of the draft strategy.

The Cabinet Member Corporate Services introduced the draft Procurement and Contract Management Strategy which covered all four GOSS partner authorities, as well as CBH and Ubico and would replace the existing CBC Corporate Procurement Strategy.

GOSS considered it necessary to develop a common approach to achieve effective procurement across all partners and this included a shared procurement strategy. Two pieces of legislation (the Public Contracts Regulations 2015 which were laid in Parliament on 5 February 2015 and came into force on 26 February 2015 and the Public Services (Social Value) Act 2012) had also raised a number of amendments. He felt that the Social Value Act was particularly interesting as it placed a duty on local authorities, at the 'pre-procurement' phase of procuring services, to consider how and what was being procured might improve the economic, social and environmental well-being in the community. Another interesting addition, and particularly relevant to O&S given that they had raised something on the issue when he had last updated the committee in October 2014, was the reference to small to medium enterprises (SMEs) and the addition of an aim for the strategy to stimulate the local economy and support local businesses and communities. He acknowledged that the committee had not been given very much time to consider the strategy and that there was only a short period of time before it was scheduled for consideration at Cabinet, but reiterated that the delay had been due to the new legislation.

The Cabinet Member Corporate Services gave the following responses to member questions;

- The council did not have a preferred supplier list, however Cheltenham had developed a call-off contract; a list was developed for a specific tender with a list of list of preferred contractors. The Cabinet Member would look at whether any other districts in the county used a preferred supplier list.
- Internal Audit would monitor performance and achievements and report back to the Audit Committee. The suggestion was that the O&S Committee could review whether culture was changing and how those using the strategy felt it was working. It was suggested that 12 months would be suitable time to undertake this review.

A member echoed comments he had made in the past, that the culture of the organisation needed to change so that contracts were not of such a scale that smaller, local businesses couldn't bid, though he admitted that a larger number of small contracts would require more in the way of managing.

### **12. UPDATES FROM SCRUTINY TASK GROUPS**

The Democracy Officer introduced the scrutiny task group summary which had been circulated with the agenda.

Cheltenham Spa Railway Station STG: recommendations had been agreed and the draft report was being finalised. This would be done by email and was on target for completion for the September meeting of the committee.

Cycling and Walking STG: the group were scheduled to meet for the last time on Monday 6 July and work on the draft report was progressing well.

Broadband: Councillors Britter, Babbage and Whyborn had volunteered for a possible task group. Gloucester City had been contacted to ask whether any members were interested in undertaking joint scrutiny of the issue, but no response had been received as yet. The main objective of the group would be to establish where and what the issues were in relation to slow broadband, though the terms of reference could not be finalised until Gloucester City had made a decision about whether they wanted to participate.

Pub Closures: no action had been taken on this issue, indicating that it was not a priority for the committee and as such it would be removed from the summary.

Shopmobility: Councillor Payne referred members to the report which was circulated prior to the meeting. He explained that Shopmobility had been served notice to quit its existing premises in the Beechwood Arcade by June 2015. This had since been extended to November, but given the urgency, the Chief Executive, in consultation with the Chair and Vice-Chair of the O&S Committee, had set up a task group. The task group had met twice and established that the service, which was wholly funded by the council and did not make a profit, was used by 350 people who either paid an annual membership fee of £28 or £7.50 one-off payment (which automatically reverted to an annual membership if used 4 times or more in a 12 month period). Each use of a mobility scooter cost the council £21. Asked where the service would be ideally

located, those that ran the service had said, the ground floor of the Regent Arcade. The Regent Arcade, along with two other locations; Henrietta Car Park and the Horse and Groom site at 30 St George's Place were considered by the task group as possible future locations for the service and were prioritised in that order. The group concluded that the Shopmobility service should continue and that the priority of the coming three months should be finding a suitable location to relocate to, with minimum disruption. Beyond that, a more detailed review of the current service would be required, to include a full financial analysis of both the cost of the service and the fees charged. It was possible that this could then form part of a commissioning exercise and/or partnership arrangement.

In response to member questions, Councillor Payne explained that many of the possible partners for this service, including Third Sector Services, wanted to first know, where the service would be sited before they would give further consideration to a possible partnership arrangement. Whilst there was potential to grow the service, there was a limit and it should therefore be considered whether an alternative site would allow for staff to do other things. Re-location of the service was the priority. Clearly some of the proposed sites would have better transport links than others, but the service did offer a meet and greet service which could continue from a new site. Charges for this service varied across the country, with Gloucester charging less.

The Townscape Manager confirmed that commercial rent would need to be paid on a unit within the Regent Arcade but that negotiations were currently in progress on a unit on the First Floor of the arcade which had historically been underused. He also confirmed that whilst the Chamber of Commerce had confirmed their ongoing support (not financial) for the service, they had not come forward with an offer to relocate the service.

Councillor Payne thanked the Democratic Services Manager for her work on the final report.

The Chairman thanked the members and officers for their work and moved to consider the recommendations of the task group.

Upon a vote it was unanimously

**RESOLVED that the terms of reference for the Scrutiny Task Group be approved and the committee recommend to Cabinet that:**

- 1. The Shopmobility service should continue to be a service provided in the town;**
- 2. The priority for the next three months should be to find a suitable location taking into account the task group's assessment of the suitability of their current potential locations and then the management of the relocation with minimum disruption to the service;**
- 3. Stage 2 should be a more detailed review of the current service including a full financial analysis of both costs of the service, the**

**fees charged and some assessment of the economic benefits in time for the budget setting for 2016-17;**

- 4. Subsequent to relocation, strategies to enhance the service should be considered, including partnership options with other local providers;**
- 5. The Scrutiny Task Group continue to in their work giving their views directly to Cabinet or officers tasked by cabinet to undertake work in respect of the Shopmobility service if urgency means they cannot be brought to the Overview and Scrutiny Committee.**

**13. REVIEW OF SCRUTINY WORKPLAN**

Members reviewed the work plan, which set out what was scheduled for consideration by the committee at its next meeting. This included the LGA Peer Review, where members would have to consider progress against the action plan and whether there was any value in the Review Team returning to carry out any follow-up. The committee felt that all members should be invited to take part in the 2020 vision item, where consideration would be given to the business case. The Lead members would meet to finalise the agenda in due course.

**14. DATE OF NEXT MEETING**

The next meeting was scheduled for Monday 21 September 2015.

Tim Harman  
**Chairman**

## Overview and Scrutiny Committee – 29 June 2015

Member Questions to Julie Sargent, Business Executive of the Sandford Lido Ltd  
(5)

<b>1.</b>	<b>Question from Councillor Harman</b>
	The Lido is one of Cheltenham's gems. Can you outline your plans for the future in order that it continues to serve as a valued recreational facility?
	<b>Response</b>
	<p>We have strived to ensure Sandford Parks Lido remains a much loved and valued community asset and national treasure. It is recognised by the Heritage Lottery Fund as being nationally significant and the most complete lido of its type in the Country.</p> <p>We understand the need to maximise its potential whilst not compromising its heritage.</p> <p>We have significant plans for the future, finances permitting, such as:</p> <ul style="list-style-type: none"> <li>• We have a twenty year rolling maintenance plan providing a detailed and structured approach to maintenance and capital projects.</li> <li>• We recognise the need to update our changing facilities to ensure excellent provision, access for all and to be more family friendly. The changing rooms were one of the first improvements we made back in 1997/98, but they are now in need of further updating to meet the needs of all our customers in 2015 and beyond.</li> <li>• We are exploring various options to reduce our carbon footprint and energy costs. We are currently in dialog with Cheltenham General Hospital to discuss a joint venture to utilise their excess heat generated to heat our swimming pool water. Furthermore we have been working closely with Unify Energy via Spota to investigate additional capital investment projects to improve energy efficiency.</li> <li>• We are currently looking at lengthening our lido season. We are open for 21 weeks and we shall be crowdfunding to finance an additional 4 weeks to run at the end of our 2015 season.</li> <li>• We are working with a local company at the possibility of hosting a winter event at the lido, which if successful could become an annual event. This event could happen as early as 2015.</li> <li>• We are well positioned to offer a design thinking approach towards optimising every facet of the organisation to develop as a sustainable business.</li> <li>• We are constantly looking to increase our stakeholders and diversify our core offering.</li> </ul> <p>We need to extend our current business lease to enable us to sign up to long term contracts such as green energy schemes and to secure essential grant</p>

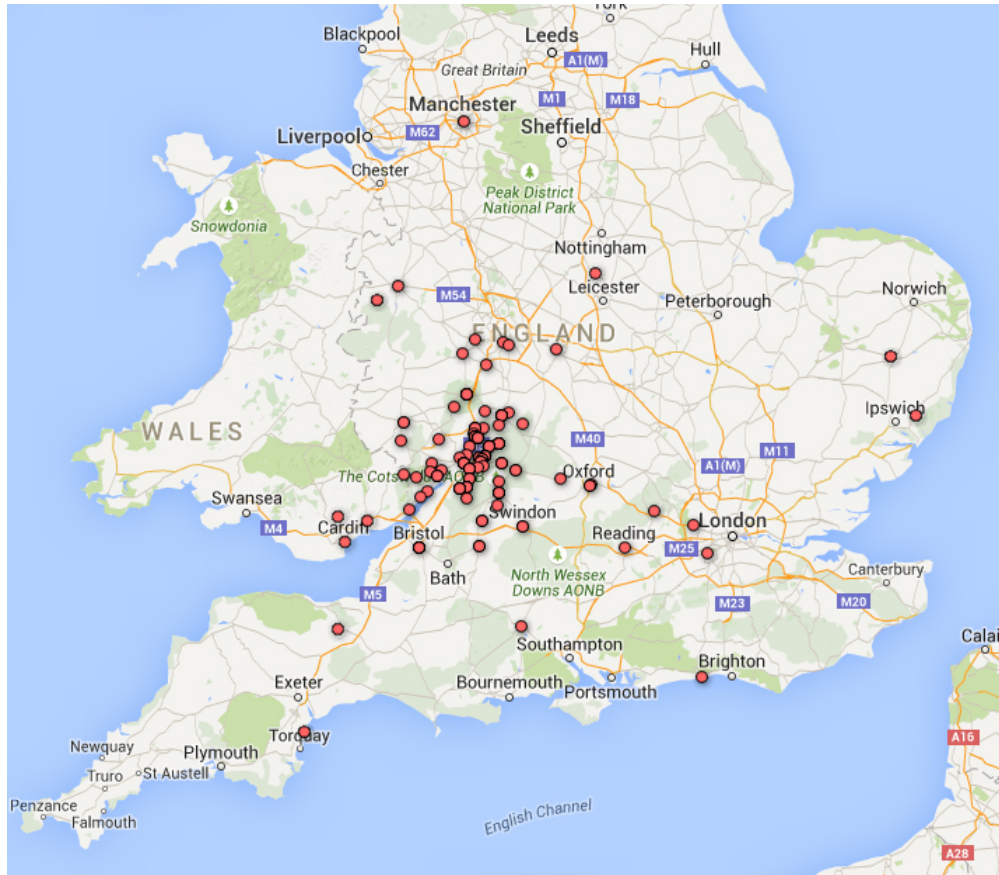
	<p>assistance to enable these plans to come to fruition.</p> <p>We have aspirations and targets which are reflected in our vision for the future where we continue to operate as a self-sustaining business. This is based on our business continuing to grow commercially whilst providing health, fitness and wellbeing for our community.</p> <p>We shall discuss our plans for the future of the lido in more detail during our presentation on the 29<sup>th</sup> June.</p>
<b>2.</b>	<b>Question from Councillor Payne</b>
	<p>Looking at the website, the management show some very inventive ways to draw in the crowds. The events do however look to be focused on Cheltenham residents. I would be interested to know the breakdown of local resident users to tourists.</p>
	<b>Response</b>
	<p>Our priority has been to ensure that all members of our community are able to enjoy our unique historic facility and that we meet the needs of our community.</p> <p>Events have evolved over the years and range in audience appeal thus adding to the rich arts culture available in Cheltenham.</p> <p>Our events and general admission pricing structures are set at a level to ensure value for money whilst meeting the needs of our community/tourists.</p> <p>We directly target tourists to raise our profile via social media, leaflet distribution via organisations such as tourist information centres and websites such as Explore Gloucestershire and Soglos and encourage them to visit Sandford Parks Lido for a day out or to come along and enjoy a live performance.</p> <p>Our lido is also featured on a regular basis on national TV, radio and newspapers.</p> <p>Whilst we do not have a breakdown of general visitor profiles regarding the number of tourists that utilise the lido, we do have data regarding the geographical spread of participants for events and those purchasing season tickets.</p> <p>The first map details the residential address for those participating in our annual triathlon. This event has been running now for eighteen years and attracts 760 participants from across the Country. This event also helps raise money for LinC who are based in Cheltenham General Hospital.</p>



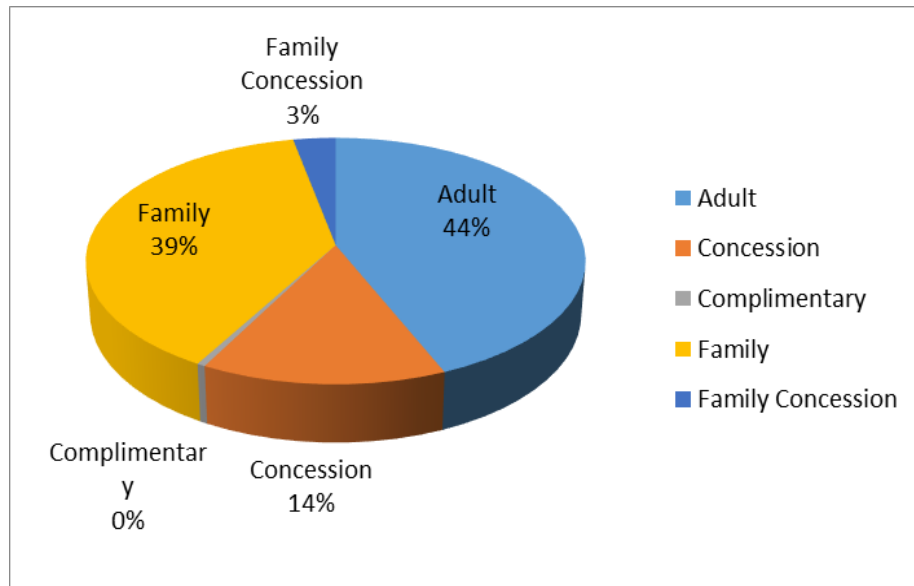
September Triathlon



This map shows the residential addresses for our current season ticket holders.



Season Ticket holders are broken down into the following categories:



	<p>Our season ticket sales have continued to increase year on year, to highlight the difference, in 1996 season ticket income totalled £15,580, subsequently there has been exponential growth reaching £128,518 in 2014.</p> <p>In the future we will continue to provide a range of events to attract both residents and tourists. We are currently looking to host an event which could take place during the winter months in 2015. This event will be of great interest to the residents of Cheltenham, but will also attract visitors to Cheltenham, specifically to the lido.</p>
<b>3.</b>	<b>Question from Councillor Payne</b>
	<p>The Lido offers what I would describe as a very British experience; do you feel this is a sustainable format going forward?</p>
	<b>Response</b>
	<p>The Lido was built at a time when there was an urgent need to improve the nation's health. This need remains, many people are now realising that they need to live a more active life and engage more as a family unit.</p> <p>Our lido is a significant attribute to Cheltenham, since 1996 we have received 2,812,230 visitors and we hope to break the 3 million this year. This is an average of 148,012 visitors per year, prior to 1996 it received an average of 97,261 visitors per year. However it's important that we continue to diversify and utilise the lido to its full potential.</p> <p>In answer to your question, yes it is sustainable but we need to keep the facilities in line with modern expectations which requires a continual program of considered incremental investment.</p>
<b>4.</b>	<b>Question from Councillor Payne</b>
	<p>There has been a modest level of investment since 1996. What developments, if any, do you anticipate in say the next 5 years?</p>
	<b>Response</b>
	<p>When the Lido was taken over by The Trust in 1996 its general condition was poor and it required significant capital investment.</p> <p>Over the past 19 years a total of £2,148,353 has been invested in general maintenance and facility improvements to the amenity.</p> <p>In 2010 The Trust commissioned Alder King Property Consultants to carry out a 20 year rolling maintenance plan. This is a live document which provides a structured Facilities Management approach for investment.</p> <p>The Alder King Plan identifies a further investment of £2.2m required by the end of our lease term in 2021, however the short term nature of our current lease inhibits us from applying for grants to aid with this investment; with this considered our investment target will aim to be circa £1m on priority works by 2021. (The plan requires circa £4.7m from 2021 to 2034).</p> <p>We currently hold a designated reserve fund of £350,000 this has been held to</p>

	<p>assist with maintenance works to the main pool infrastructure including all circulation and filtration which is estimated to be £700,000.</p> <p>After significant investment in our below ground infrastructure and the refurbishment of our small pool area, our next short to medium term plan will see a significant investment in our changing facilities.</p> <p>As stated in question 1 another short to medium goal will be to negotiate an energy saving heating link with Cheltenham General Hospital. However this may not be possible due to the short term nature of our current business lease agreement with Cheltenham Borough Council.</p> <p>For a Trust whose income relies so heavily on seasonal good weather, we have taken a managed and prudent view to expenditure, without the need for council funds or investment.</p> <p>We are proud that The Trust has become a self-sustaining amenity which adds considerable value to Cheltenham.</p>
<b>5.</b>	<b>Question from Councillor Payne</b>
	<p>What do you see as the greatest threat to the Lido future?</p>
	<b>Response</b>
	<p>Under the current business lease Sandford Parks Lido and its car park are secure until 2021.</p> <p>The current short term nature of the lease will present difficulties when applying for grant assistance for future capital works.</p> <p>The most important way in which Cheltenham Borough Council could support the lido would be to extend our current business lease, retaining all current terms and conditions thereby removing this uncertainty and protecting Cheltenham's jewel.</p>

# Scrutiny Committee Presentation

Prepared by  
Sandford Lido Limited

29/06/15

## Presentation Schedule

1. Who Are We
2. The Importance Of Our History
3. The Lido's Survival
4. Our Conservation & Strategic Purpose
5. 19 Years Of Financial Investment
6. Our Structured Approach To Investment
7. Our Involvement With Our Community
8. What Do We Currently Do
9. Our Significant Achievements
10. What Is Our Vision For The Future
11. How Do We Achieve Our Vision For The Future
12. Our Values & What We Can Achieve Together
13. How Can Cheltenham Borough Council Assist The Lido To Secure its Future As a National Asset

## Who Are We ?

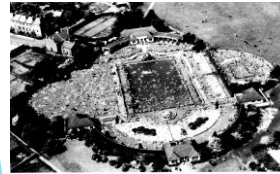
### "WE ARE SANDFORD PARKS LIDO"

- We are an outdoor heated swimming resort situated in the centre of Cheltenham
- We are the very best and most significant Lido of its kind in Britain and as such we add great value to Cheltenham in terms of tourism and prestige
- The Lido is owned by Cheltenham Borough Council.
- It is professionally managed by Charitable Trust which is called Sandford Lido Limited.



## The Importance of our History

Sandford Parks Lido Opened in 1935 Financed by a Ministry of Health Loan



It Soon Became a Great Visitor Attraction Engaging Tourism From the Midlands and the South West

## The Importance of our History

With Cracks In The Swimming Pool Structure Cheltenham Borough Council Had to Fight to Keep The Lido Open as a Valuable Asset For Cheltenham



Out of the 420 outdoor swimming pools commissioned in Britain only 108 remain open.

## The Lido's Survival

Sandford Parks Lido is loved by the community and has tremendous public support and this was demonstrated when the public lobbied to ensure its survival in 1995

Cheltenham Borough Council had the foresight to recognise its value so worked with a Dedicated Group Of Volunteers to form a Charitable Trust to secure and Protect Sandford Parks Lido for the future.

### Our Conservation & Strategic Purpose

*"To Safeguard Sandford Parks Lido and its Heritage as a Community Facility Providing a Wide Range of Innovative Events which Engage our Customers*

With this considered we are the first Lido to have a Professional Conservation Plan Which informs our decisions on a daily basis and helps us to apply for grants successfully. This is a working document which is reviewed annually.

Because of the facilities national significance our conservation is tremendously important; for all structural projects we either refurbish or replicate where ever possible to be true our facilities national heritage.

### Total Facility Investment

**£2,148,353**

### Our Involvement With Our Community

- Providing Free Days Out for 60 schools and good causes.
- We support 6 local charities through fundraising initiatives from our sporting challenges. (These are Linc, Maggie's, Pied Piper, Winston's Wish, Heidi's Herd's and Macmillan)
- We provide work experience for local schools and the National Star Centre.
- We are a water training venue for Gloucestershire Fire and Rescue.
- We are providing pool space for the ARRC Support Battalion Innoworth.
- We provide an outdoor playing space for St Johns school.
- We promote National Heritage culture by giving talks in our local community
- We support the youth development of Cheltenham Swimming and Water Polo Club through donating 40 seasonal memberships for young people.
- We support the regional economy through purchasing products and services from local companies whenever possible.
- We provide group bookings at a reduced rate for organisations such as Cubs, Scouts, Brownies, Guides, schools and other community groups
- We hire the lido to registered charities at a reduced rate enabling them to effectively fundraise for their organisation.
- We provide Community Payback placements for offenders.
- We offer concession entry rates to ensure the facility remains inclusive for all members of our community.

### Our Significant Achievements

- Recognised as a nationally significant heritage facility.
- The best example of a 1930's Parkscape Lido in Britain.
- The only ASA confirmed and Approved 50m outdoor swimming pool in Britain.
- A recognised training facility for the 2012 Olympics and the 2014 Commonwealth Games. In partnership with the University of Gloucestershire and other key stakeholders we hosted the Malawian Olympic Commonwealth Teams.
- The fourth highest visitor attraction in Cheltenham, coming behind The Races, The Festivals and the town centre shopping.
- Our visitor numbers in 2013 broke all previous records at the lido recording over 206,000 visitors
- Recognised as one of the main contributors to making Cheltenham the best place to raise a family in Britain.
- We were listed in an article called "14 times we realised living in Cheltenham was the best" in the Echo newspaper. The 1<sup>st</sup> reason given was having the Cotswold on our doorstep, the 2<sup>nd</sup> reason was the lido.
- In 2010 we received a Cheltenham Civic Award for the refurbishment of the facility
- We have invested £2,148,353 in refurbishment, essential maintenance and improvements all in line with our conservation management plan and maintenance schedule.
- We have raised a total of £469,549 in grant assistance for a variety of projects.
- Surviving and operating continually and now Celebrating our 80th year anniversary.
- Developing Year on Year Membership growth since 1996

### What Is Our Vision For The Future?



"To continue to provide an outstanding self-sustaining lido of the most significant kind in Britain, as a national community asset for the health, fitness and well-being of the population"



### How Do We Achieve Our Vision For The Future?

Our commercial growth will come by continuing to increase our seasonal membership growth by providing excellent standards across the organisation in terms of customer safety, customer's service and improvements to our distinctive facility, such as refurbishing our changing rooms.

Other improvements will be to reduce our energy costs which will support our plan to extend the lido season, we are also currently looking to optimise the facility during the winter months by diversifying our events programme.

- We will also continue to commercially grow our business in line with our strategic objectives through the development of events and activities both locally and nationally. Our aim is to develop and promote high quality events.
- We will continue to Promote Health Fitness and Wellbeing to our community to attract customers
- We have a high media profile locally and an increasing one nationally which we will continue to utilise to further increase our profile and brand.

**“Our Values & What We Can Achieve Together”**

The values of Sandford Lido Limited are truly **“Not for profit”**, this is an inclusive facility that is here for all to use and enjoy. Our business reputation and popularity has grown tremendously over the last few years both locally and nationally.

We now have a large and significant array of stakeholders who value the lido and referred to it as “their lido” and we are able draw on their voluntary support for our events and activities. We know we have the backing and support of the people of Cheltenham and beyond.

The support we have received from the elected members has allowed this to happen and is key to maintaining our success in the future.

**“How Can Cheltenham Borough Council Assist The Lido To Secure Its Future As a National Asset”**



To Ensure we don't become one of the lost lidos we need Cheltenham Borough Council to extend our current business lease, retaining all current terms and condition to remove any uncertainty to protect Cheltenham's Jewel.

**“Having proved our credentials over the past 19 years we would like to secure an extension of the current lease for a minimum of 30 years”**



**“Lets Work Together To Secure Cheltenham's Nationally Significant Lido”**



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Page 24



### PCP Report for O&S - 21 September 2015

The first meeting of the new Panel was held on 16 July. In order to be politically balanced 6 top-up members have been appointed making a total membership of sixteen. Cllr Andrew Chard is one of these. Cllr Roger Wilson, county councillor for Winchcombe, was elected as chair. In future there will be no July meeting due to the annual difficulty in establishing a politically balanced panel after borough and county elections. It will be replaced by an additional meeting in January prior to the Commissioner's presentation of the following year's budget.

Main agenda items were a review of the Commissioner's Annual Report, a draft refresh of the Police and Crime Plan and a presentation on Accessibility and Accountability, one of the Commissioner's six priorities. Members were concerned about the lack of quantitative data in the annual report that made it difficult to assess performance. The main changes to the Police and Crime Plan were details of the New Operating Model and major changes to the Probation Service.

I am unable to attend the meeting on 1<sup>st</sup> September. The agenda includes an item on the New Operating Model, an update on Mobile Frontline Policing and a presentation on Safe and Social Driving.

Applications are invited for a new independent member of the Panel due to a resignation due to ill health.

Cllr Helena McCloskey

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## **Update from Councillor Clucas**

### **Economic Development Scrutiny Committee**

The Scrutiny Committee met on 9th September. It was preceded by the Gloucestershire Economic Development Joint Committee. In that meeting, there were reports from Gloucestershire's Local Enterprise Partnership, GFirst LEP, Broadband Delivery UK (BDUK) which reported on Broadband in the county, reports on rail, apprenticeships and infrastructure.

The Scrutiny Committee members are able to attend the full committee, but are not able to ask questions or put proposals forward. The Scrutiny meeting in the afternoon was able to question the LEP, BDUK and the Head of Commissioning for the County.

Issues raised at the Scrutiny Committee included:

Science, Technology, Engineering and Mathematics (STEM)

Tourism

European Structural & Investment Funds (ESIF)

Lack of diversity

Growth and hot spots

A 417

A 419

Cheltenham Station and rail connections

Apprenticeships

Marketing the county

Issues specific to Cheltenham that were raised included tourism, its role in attracting visitors and the need for a Gloucestershire vision of this as a means of attracting investment, new business and people to live in the county. BDUK is on track to complete work in Cheltenham in the allocated time.

The Scrutiny committee will be looking in depth at a number of issues, the first of which is likely to be apprenticeships. That meeting is likely to take place in October.

### **Health and Care Overview and Scrutiny Committee**

Since the last meeting there have been a number of visits to health providers which I have attended.

I spent half a day, with three other colleagues from the Health and Social Care Overview Committee for Gloucestershire, visiting South West Ambulance Service HQ in Bristol. There are currently some 150 vacancies for paramedics in the service. This is obviously cause for concern.

We have also followed the Stroke Pathway at the Hospitals Trust and there is a brief report on that below.

In addition, I attended the seminar on Children's and Young People's Health. I have been able to put colleagues in this service in touch with colleagues in another part of the country in relation to the creative and expressive arts.

### **Report on the Stroke Pathway**

The visit was conducted by Dr Kate Hellier, Specialty Director for Stroke and Elderly Care. We also met Sister Sandra Attwood, Matron for Stroke and Elderly Care and Sister Sherri Cheal, Matron for Unscheduled Care.

The visit started at the Emergency Department (ED) (the first point of entry for a patient), then progressed to the Diagnostics Area and onto the Stroke clinical ward and therapy areas.

**ED - Admission process.** If the patient arrives by ambulance they will go directly to Resus. If by other means, the patient will be triaged by a nurse then a decision taken as to where to go

**TIA** (Transient ischaemic attack). The patient is examined and if a serious TIA is suspected, he/she may be admitted. If not serious, medication is prescribed.

**Stroke.** If this an emergency the patient is triaged in the ambulance. Initial examination checklist is employed to evaluate the condition on arrival. If a stroke is suspected, the patient is admitted to the ward. If admitted, a CT scan is done on the way to the ward. The scan will not show a stroke (clot) early in process, but will show a bleed. Scanners are available 24/7. There are three CT scanners; 2MRI – one new; one old

If a clot is confirmed, and in consultation with patient/family, thrombolytic drug given within 4.5 hours. If the patient has had a bleed thrombolytic not given - other medication is used. There is 1:33 chance if a thrombolytic drug is given that a further bleed can occur. Statistics show that although there is a risk, there is a greater risk in not giving it. If given in time, many patients avoid serious long term disability; some avoid problems altogether.

**Triage.** South Western Ambulance Service (SWAST) act as triage point when an ambulance is called to a suspected stroke patient. SWAST decide who will go to which hospital/admission.

**Numbers.** Last year 1000 patients were admitted. That is three a day, though one weekend (25/26 July 2015) 16 patients were admitted, and a serious TIA admitted.

**Admission process.** The patient is stabilised. A CT scan will be used if the patient is agitated as MRI scans take 20 minutes. The Hospital can admit up to 80 patients; this is a big change from 9 years ago. At that time there were no specialist wards, now there are three. Currently there are four consultants, this is not enough. A further consultant may be appointed shortly.

### **Care and rehabilitation on ward**

**Issues:-** Not enough therapists (Occupational therapists; physiotherapists; speech therapists); Early discharge can be delayed;

National standard for therapy is 45m a day for patients. Currently patients are receiving 2-3 visits a week. For some patients 2/3 a week is enough. For others it is not.

A plan is in place to increase the number of consultants with on call provision for consultants 1 in every 5 week ends.

There is a system in place for access to an on call senior-consultant, with whom the patient's condition may be discussed, if the hospital's consultant if not available in person

### **Prevention**

Stop smoking;

Reduce alcohol consumption;

Atrial fibrillation (AF) - simple test of pulse (more information on this is available on the internet, eg. <http://patient.info/health/preventing-stroke-when-you-have-atrial-fibrillation>; [http://www.heartrhythmcharity.org.uk/www/259/0/Know\\_Your\\_Pulse/](http://www.heartrhythmcharity.org.uk/www/259/0/Know_Your_Pulse/))

I suggested this could be taught in schools by nurses to encourage self-examination, or as a game for children, who can examine their older relatives!

Important to be aware that aspirin alone won't prevent clots;

There was recognition that prevention of disability and permanent damage would save much money later;

There is a need for therapists;

Important that there is a close working relationship between agencies;

Important that there is an understanding that hospital based care is essential and costs money.

### **Next steps**

Members asked if Dr Hellier would come to Scrutiny Committee and she agreed she would if invited.

## Cheltenham Borough Council

O&S Committee – 21 September 2015

### Recycling Materials Bulking & Sales – Executive Summary

On 27 April, the Overview & Scrutiny Committee received a report detailing a project which was underway to bring the recycling materials bulking operation under the functions of Ubico and pass the recycling material sales responsibilities to the Joint Waste Team, which acts on the Councils behalf, post 16 October when the current contract expires.

The purpose of this paper is to remind members of the key objectives of the project and to present a highlight report showing progress against those objectives.

Listed below are the agreed recommendations which were approved by Cabinet;

1. CBC agree a further extension of the Printwaste Ltd contract and Ubico take on the dry recyclable material bulking operation thereafter
2. A project team, sponsored by the Managing Director of Ubico be established to oversee the transition to the new service delivery for both materials recycling and materials marketing and sales
3. Cabinet recommends to Council that up to £390K of capital expenditure in the 2015-16 capital budget is allocated to the project
4. CBC takes back responsibility for the sale of the dry recyclable material and makes arrangements for the day to day management of material sales to be undertaken by the JWT

#### Objectives

This project has the following objectives:-

1. Bring the material bulking operation under the functions Ubico perform on behalf of CBC
2. Delegate the material marketing/sales responsibilities to the JWT
3. Target a net income benefit of £92k for CBC

#### Project Management

A Project Board (PB) and Project Team (PT) has been set-up to manage the project with regular meetings scheduled to review progress against milestones.

The project has been divided into two work-streams;

- Material Bulking
- Material Sales

Each project has a dedicated project lead who manages the work-streams and reports progress to the project manager. This information is then reported to the PB by way of monthly highlight reports.

### Progress

Attached at Appendix 1 is the latest highlight report which details progress against the key objectives and shows the current risks and issues together with the decisions log, which was presented to the Project Board on 7 August.

In short, at present, the project is running to the agreed timescales and there are no live issues or risks which prohibit its successful completion.

	<b>Bulking and Marketing Project Project Highlight Report</b>	<b>Overall Status:</b>
	<b>Date covered: 07/08/2015 – 04/09/2015</b>	<b>Green</b>

**Programme Status**

*Provide an overview of the programme schedule status (highlights):*

<b>Overall Commentary</b>	<ul style="list-style-type: none"> <li>• Tenders for the sale of the materials collected have been received and evaluated, report due to go to cabinet member for sign off.</li> <li>• Approval has been granted for purchasing the weighbridge in situ and refurbishing it and not to purchase a new one</li> <li>• Ubico have now been given access to Printwaste staff and briefings to them has now begun</li> <li>• Outlets for the materials have been sourced for business continuity plans although no prices have been agreed as they will dependent on the market at the time</li> <li>• A business continuity policy has been drafted and will be circulated to project team members</li> </ul>
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**Key Risks Update**

*Provide updates to key programme risks:*

<b>Risk ID</b>	<b>Description</b>	<b>Update to include planned mitigation</b>
	No new risks	

**Project / Workstream Status and Issues Updates**

*Provide a status update on all projects / workstreams and a list of key issues which impact achievement of milestones or benefits.*

*Identified dependencies that may affect achievement of milestones*

<b>Negotiate contract extension</b>	A	<p><b>Status:</b> Agreed via email but waiting for formal contract to be signed. Sent over to Printwaste but have not yet had a response, has now been revised due to purchase of weighbridge and will be sent back to Printwaste. Will be chased up</p> <p><b>Issues:</b> Still yet to be signed</p>	
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<b>Project / Workstream Status and Issues Updates</b>		
<i>Provide a status update on all projects / workstreams and a list of key issues which impact achievement of milestones or benefits.</i>		<i>Identified dependencies that may affect achievement of milestones</i>
<b>Provision and procurement of plant and equipment</b>	A	<b>Status:</b> Now signed off by key stakeholders. All necessary plant and equipment will be on site and in use by 17 <sup>th</sup> October <b>Issues:</b>
<b>Business continuity planning</b>	G	<b>Status:</b> Outlets have been sourced with a draft policy and procedure to be circulated <b>Issues:</b>
<b>Lease</b>	A	<b>Status:</b> Lease to Printwaste linked with contract so will be sent over to Printwaste with revised contract. Lease to Ubico currently with CBC <b>Issues:</b> Lease to Printwaste still yet to be formally signed
<b>HR/TUPE</b>	G	<b>Status:</b> Staff briefings scheduled between Ubico HR and Printwaste have begun to take place <b>Issues:</b>
<b>H&amp;S and training</b>	G	<b>Status:</b> A detailed health and safety plan has been drafted for consultation <b>Issues:</b>
<b>Procurement of sale of recyclable materials</b>	G	<b>Status:</b> Tenders received and evaluated. Recommendations for successful tenders approved by cabinet member with the contracts currently being worked on <b>Issues:</b>
<b>Licenses</b>	B	<b>Status:</b> Completed <b>Issues:</b>
<b>Insurance</b>	G	<b>Status:</b> GOSS Insurance Officer has been updated on plant & equipment list, the spec and evaluation, which he will use to get quotes. This will now include the



<b>Project / Workstream Status and Issues Updates</b>		
<i>Provide a status update on all projects / workstreams and a list of key issues which impact achievement of milestones or benefits.</i>		<i>Identified dependencies that may affect achievement of milestones</i>
	weighbridge	
	<b>Issues:</b>	
<b>Maintenance Arrangements</b>	<b>G</b> <b>Status:</b> Ongoing	
	<b>Issues:</b>	
<b>CBC/Ubico Contractual Arrangements</b>	<b>G</b> <b>Status:</b> Spec has been drafted by One Legal and with assistance from JWT	
	<b>Issues:</b> Will be reviewed at the Gateway Review on the 7 <sup>th</sup> October 2015	
<b>ICT/Software</b>	<b>G</b> <b>Status:</b> Ongoing – Existing weighbridge equipment and software to be retained	
	<b>Issues:</b> Awaiting on Printwaste to grant access to site	

## Key Milestone Progress

Report any completed programme-level milestones since last report and update due and expected dates for uncompleted milestones

ID	Milestone Description	Key Developments – delays, completion etc	Due	Exptd.	RAG
1	Printwaste contract extension agreed and purchase of plant and equipment from them	Agreed by email. Now with Printwaste but needs to be finalised	Apr 15	Oct 15	A
2	Negotiation of sale of plant and equipment	Negotiations concluded	Apr 15	Apr 15	B
3	CBC approval for plant equipment	Signed off by key stakeholders	May 15	July 15	B
4	Tender of sale of recyclable materials	Received and evaluated	Sept 15	Sept 15	B
5	Agree contracts with reprocessors	Currently being drafted	Oct 15	Oct 15	G
6	Lease	Lease with Printwaste linked to contract extension. Lease with Ubico with CBC	Oct 15	Oct 15	A
7	Operating/Business Continuity planning	Outlets have been sourced and draft policy and procedure has been circulated	Sept 15	Sept 15	G
8	Operations planning	Ongoing	Sept 15	Sept 15	G
9	TUPE	Staff briefings due to take place – Printwaste are aware of timelines	Oct 15	Sept 15	G
10	Find outlet for wood and comingled material	SW due to meet with possible outlet for wood, comingled being looked at by Ubico	Oct 15	Oct 15	G
11	Second condition assessment	Agreed for early October	Oct 15	Oct 15	G
12	CBC/Ubico Contract variation	Ongoing – to be finalised at Gateway Review on the 7 <sup>th</sup> October	Oct 15	Oct 15	G
13	Handover	Plan has been drafted	Oct 15	Oct 15	G
14	Commencement of bulking and marketing	Yet to begin	Oct 15	Oct 15	G
15	In talks with Printwaste over the operational handover	Commenced	Nov 15	Nov 15	G

## Budget

Provide an overview of the programme budget::

### Overall Commentary

- The negotiation of the sale of plant and equipment is within budget
- The support costs for the Materials Marketing Expert are also within budget





## Benefits Realisation

Report on the programme's progress towards realising benefit (based on programme's business case)

Benefit	Commentary	RAG
1	Expanding skills, knowledge and experience within the Ubico business that can be applied elsewhere. Greater level of control. Single provider benefits.	G
2	Future strategic benefits to the partnership.	G
3	Operational costs will definitely be cut, however other financial benefits are dependent on the commodity market	G

### Notes:

- 1) [RAG Status definitions](#)

Key	
	Will not meet end date without management intervention
	Progress is delayed, and mitigating actions are in place
	No issues exist that will delay the delivery
	Completed

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# ***Information/Discussion Paper***

## **Overview and Scrutiny – 21 September 2015**

### **2020 Vision Programme**

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 At its meeting on 13 October, Cabinet will be considering a report regarding this council's engagement with 2020 Vision. The report is then due to be considered by Council on 19 October.
- 1.2 In order to inform the recommendations Cabinet is asking Overview and Scrutiny to consider and comment on the proposed recommendations for this council's involvement in 2020 Vision but also to give a view on whether Cabinet should consider alternative options for sharing with the 2020 Vision partner councils, as explained in this report.

#### **2. Background**

- 2.1 Members will be aware that 2020 Vision is a partnership between this council, Cotswold District Council (CDC), West Oxfordshire District Council (WODC) and Forest of Dean District Council (FODDC).
- 2.2 2020 Vision sets out an ambition for the authorities to become more efficient and effective by working together. The vision is:

*"A number of councils, retaining their independence and identities, but working together and sharing resources to maximise benefit leading to more efficient, effective delivery of local services".*

- 2.3 Following the Activist report in December 2014, Cabinet endorsed a number of recommendations to progress 2020 Vision including a recommendation for the

*"establishment of a shared services partnership venture in early 2015, between the 4 authorities, managed by a Joint Committee operating under a Memorandum of Understanding (MoU) for an interim period pending a further report being considered in the autumn of 2015".*

- 2.4** The programme is being governed by a Member Governance Board (MGB) of the Leaders and relevant Cabinet Members for 2020 Vision. On 21 August, the MGB considered a number of key documents and the financial case for 2020 Vision.
- 2.5** The MGB endorsed a number of recommendations for onward consideration by the partner Councils, the main ones being:
- To establish the 2020 Vision Joint Committee by April 2016 and the delegation of GOSS and ICT on its creation;
  - To approve the business case;
  - To enter into the shared services partnership structure and appointment of a Partnership Managing Director;
  - To receive a report and business case during 2016 for the establishment of a local authority company.
- 2.6** The MGB Council report and appendices is attached at Appendix A.

### **3. Proposed role of the 2020 Vision Joint Committee**

- 3.1** The Joint Committee would be governed by a constitution which is attached to the MGB report. The recommendation is that the committee would have 2 principal roles; (1) policy and procedure formulation (HR, ICT and finance/procurement rules) and (2) strategic direction and oversight of the partnership venture and overseeing its performance, development and operation.

### **4. CBC financial context**

- 4.1** The medium term financial strategy (MTFS), agreed by Council in February this year, identified a funding gap over the next 4 years of c £3.7M which was reduced by a programme of initiatives to £1.5M. 2020 Vision has, therefore, a significant role to play in enabling this council to deliver a balanced budget in the short to medium term.
- 4.2** In considering the potential options open to the council, members will need to be mindful of the need to deliver a balanced budget. Members will also be aware that the external auditor will be providing a value for money (VFM) conclusion on the council's financial statements.
- 4.3** The MTFS is currently being updated to re-forecast the council's funding gap. A number of uncertainties have been identified which will impact upon the residual gap, namely:
- Income from recycling is anticipated to see a significant reduction due to global events such as a fall in the price of crude oil and other economic factors;
  - Whilst the town is seeing increasing levels of redevelopment this will have a short-term impact of reduced business rates income whilst schemes progress;

- Revenue for car parking has seen a reduction which needs to be stabilised in the short-medium term.

**4.4** In the light of the council's financial context, it is important to note that, as currently configured, the 2020 Vision programme benefits from £3.8M Transformation Challenge Funding (TCF). It will be important, therefore, moving forward with any option, that this council is able to secure its share of that TCF funding, in particular to support investment in ICT.

## **5. Recap on the reasons for looking to share more services**

**5.1.1** Members will recall that in 2014 the 2020 Vision Programme Board commissioned Activist to develop a strategic business case. Members identified the following drivers for entering into the 2020 Vision partnership:

**Financial:** the need to respond to long-term financial pressures

**Efficiency:** continuing to find ways of delivering value for money

**Resilience:** each authority needing a wider pool of expertise and greater capacity

**Impact:** more depth in strategic capacity needed to drive service improvement and wider social and economic benefits in each locality

**Democracy:** sufficient resources to be able to exercise choice and community leadership and to champion local needs and priorities

## **6. 2020 Vision Business Case**

**6.1** Based on the updated projections in the business case the annual partnership savings are estimated as being £5.7M p.a. by 2019-20 (based on forming a local authority company).

**6.2** Savings to this council at this point total £581K. Primarily these savings arise from reduced management and administration costs, and from the recommendation to share new services, e.g. customer services, revenues and benefits including council tax and property services.

**6.3** Further savings of £227K for this council could potentially be achieved through the establishment of a local authority company.

**6.4** Savings from the programme therefore have a significant role to play in closing this council's updated MTFS funding gap in the short to medium term.

## **7. Gateway Reviews and Quality Assurance**

**7.1** CIPFA and Proving Services carried out a quality assurance review of the business case looking at both the robustness of the savings and also the deliverability of the 2020 Vision programme. They concluded that a valuable but relatively low set of financial savings could confidently be realised from this next phase of sharing. They also believed there to be more substantial savings from a deeper collaboration.

- 7.2** The assessment of the overall achievability of the programme is assessed as moderate to high, risks were identified as a result of this council's concerns with regard to the proposed role, responsibilities and extent of remit of the Partnership Managing Director, and the differences in vision, culture and operating model (commissioning) of this council to its partners.
- 7.3** The programme has conducted gateway reviews in line with Prince 2 MSP (Managing Successful Projects) to confirm the soundness of the recommendations being made. The Head of Audit Cotswolds has confirmed that all the programme gateway reviews have been concluded successfully.
- 7.4** Cheltenham Borough Council also conducted its own quality assurance process through an "informal" CBC gateway review. The review acknowledged the risks identified by CIPFA and recommended these be addressed by the MGB and programme team as a matter of priority. The risks have been recognised in this council's corporate risk register update.

## **8. Options**

- 8.1** Whilst the MGB has recommended the creation of the 2020 Vision Joint Committee, in order to inform the Cabinet and council recommendations Overview and Scrutiny is being asked to:
- 8.1.1** Consider and comment on the MGB recommendations as outlined in the attached report;
- 8.1.2** Provide a view on the options for this council's engagement with 2020 Vision.
- 8.2** The options for consideration are:
- Option 1 - Full membership of the Joint Committee (as recommended by the MGB)
  - Option 2 - "Arms-length" customer of the partnership venture
  - Option 3 - "Preferred partner" engagement with the Joint Committee
  - Option 4 - No engagement with the 2020 partners for sharing new services
- 8.3** Of the 4 options being proposed for consideration, 3 include this council engaging to some degree, either full or partial, with 2020 Vision. The fourth option would involve no engagement with the 2020 partners for sharing new services. Options 2 and 3 will be reliant upon agreement being reached with the other partners as to the precise nature of the engagement.
- 8.4** The main issue at hand is around the level and degree of engagement that this council feels appropriate with 2020 Vision and how this impacts on the outcomes that this council agreed it wanted to achieve, financial and non-financial, from further sharing of services.
- 8.5** It must be stressed that the prospect of undoing the GOSS and ICT shared service arrangements has not been considered because these are established shared services which have, and will continue, to deliver savings to this council. To undo these shared services would be a retrograde step and it would not be possible to justify in terms of time and expense. The presumption is therefore that this council will continue to receive services from GOSS and ICT shared service. It will be necessary to discuss how this will be achieved with the other partner councils



depending on the recommendations to Cabinet and council.

**8.6** A high level assessment of the 4 options has been made against the drivers in **section 5**.

**9. Options Assessment**

**9.1 Option 1 – Full Membership of the 2020 Vision Joint Committee (MGB Proposed Approach)**

**9.1.1** The MGB report explains the reasons for recommending this approach. In their original report Activist recommended a new partnership venture be established, under a Joint Committee, which should operate as an initial stage before the partners decided whether they wish to retain a Joint Committee or proceed to create a local authority company.

**9.1.2** The savings attributable to the Joint Committee approach are as outlined in the business case.

**9.1.3** The Joint Committee approach, with a further business case for a local authority company, was the basis of the December 2014 Cabinet report and was agreed by all 4 partner councils as the approach that the partnership should take to deliver the drivers and outcomes being sought from 2020 Vision.

**9.1.4** Under the MGB recommended approach heads of paid service would act as lead commissioners for the partnership venture services and the partnership would look to share client arrangements where possible and more efficient to do so; for example, currently each council client manages ICT and GOSS individually. The prospect for sharing commissioning knowledge, skills and capacity is also something that the partnership wishes to investigate in the longer term. Any new sharing of services would always be the subject of a business case which had been approved by Cabinet as is required by this council’s constitution.

**9.2 Option 2 - “Arms-Length” Customer of the Partnership Venture**

**9.2.1** Under this arrangement the council would be, in essence, a customer of the partnership venture. The relationship would be a semi-contractual one governed by a s101 agreement similar to that as for GOSS and ICT now.

<b>Option 2 – “Arms-Length” Customer of the Partnership Venture</b>	
<b>Drivers</b>	<b>Risks/Issues</b>
Financial	<ul style="list-style-type: none"> <li>- Potential adverse impact on short-medium term savings</li> <li>- Impact on potential longer-term savings through arms-length relationship, e.g. from the creation of local authority company if the business case is made</li> <li>- Discussions with partners necessary regarding TCF funding</li> <li>- Potential impact on external auditor VFM conclusion</li> <li>+ Partners have a track record of delivering savings</li> <li>+ Fast start-up (no procurement processes)</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>- Ability to deliver efficiency savings (policy development and services) lessened as loses the economies of scale of 4 partners</li> </ul>

	- Ability to share client arrangements not possible
Resilience	- Depending on impact on savings levels other service reductions will be necessary - Shared commissioning and client arrangements lost in this relationship
Impact	- Reliance on a more contractual relationship with the service provider as opposed to a collaborative approach - Ability to access a broader pool of talent and skills from across the partners potentially lessened - Risk of loss of exposure to a range of ideas and creativity that partners bring
Democracy	+ Separate identity of authorities protected + Direct accountability to electorate for decisions maintained

**9.2.2** As an “arms-length” customer of 2020 Vision, this council would commission new services on an individual basis and would look to develop an outcomes framework, service level agreement and service standards with the partnership venture. New arrangements would be based on a business case which would consider alternative options to deliver the outcomes. The timescales and resources for this will need to be considered.

**9.2.3** The council would need to “client” the arrangement with the partnership venture. The council would not benefit from sharing client monitoring arrangements and would need to make financial provision for client management in any business case presented. It would need to provide for client resilience from within its own capacity and financial resources.

**9.2.4** A Liaison Board could be created comprising, say 2(3) CBC Members, and 1 CBC senior officer and the Partnership Managing Director, meeting twice a year, giving Members an opportunity to make suggestions, give feedback in relation to the services and consider wider issues relevant to the agreement between this council and the partnership venture. This Liaison Board would not have any formal decision making powers as these would be reserved to the Joint Committee.

**9.2.5** This council’s normal scrutiny arrangements would apply.

**9.3 Option 3 - “Preferred Partner” Engagement with the Joint Committee**

**9.3.1** Under this option whilst the relationship would still be a semi-contractual one again under s101 arrangement, the council would have secured a “preferred partner” arrangement with the other partner councils.

**9.3.2** The key elements to this arrangement that the council might seek to secure would be an “observer” status on the Joint Committee and the ability to be a founding member of a local authority company if that option was agreed by this council.

**9.3.3** CBC is a founding partner of GOSS and ICT shared service and, therefore a “preferred partner” status would seem a reasonable request. Such an arrangement could provide a number of opportunities. Firstly, it would enable CBC Members to see how the Joint Committee works in practice. Secondly, it would enable informal relations with Members and officers to continue to develop in the Joint Committee

setting. And, finally, it would provide the other partners with a degree of comfort as to the potential for further sharing in the future.

<b>Option 3 – “Preferred Partner” Engagement with the Joint Committee</b>	
<b>Drivers</b>	<b>Risks/Issues</b>
Financial	<ul style="list-style-type: none"> <li>+/- Potential impact on short-medium term savings will be less under this arrangement</li> <li>+/- Opportunity to benefit from longer-term savings from the creation of a company could be possible as a “preferred partner”</li> <li>+/- Possibly less impact on TCF funding as closer alignment to original purpose for the bid</li> <li>+/- Risk of qualified external auditor VFM conclusion may be lessened</li> <li>+ Partners have a track record of delivering savings</li> <li>+ Fast start-up (no procurement processes)</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>- Ability to deliver efficiency savings (policy development and services) lessened as loses the economies of scale of 4 partners</li> </ul>
Resilience	<ul style="list-style-type: none"> <li>- Depending on level of savings foregone, other service reductions likely</li> <li>- Shared commissioning and client arrangements not available in the short-term</li> <li>+ Longer term prospects to share client arrangements if a local authority company is created</li> </ul>
Impact	<ul style="list-style-type: none"> <li>- No direct influence over the development of the partnership venture</li> <li>- No access to a broader pool of talent and skills</li> <li>+ Opportunity as an observer on the Joint Committee to be exposed to the range of ideas and creativity that partners bring</li> </ul>
Democracy	<ul style="list-style-type: none"> <li>+ Separate identity of authorities protected</li> <li>+ Direct accountability to electorate for decisions maintained</li> </ul>

**9.3.4** Under this option the client and liaison arrangements for Option 2 would still be relevant. What would be different in the medium term would be that CBC would, subject to agreeing the business case and the agreement of partners, be involved in the creation of the local authority company. Following on from this, it would seem sensible that if a company were created that the councils would look to have some arrangements for shared client management and this could then lead to the potential to look at shared commissioning arrangements in the longer term.

**9.3.5** The council would seek to agree with the other partner councils that it would benefit from any new joining fees as a founding partner as well as reductions in overhead costs as has been the case with Ubico when new partners have joined the company.

**9.3.6** The council’s normal scrutiny arrangements would apply.

**9.4 Option 4 - No Engagement with 2020 Partners**

**9.4.1** Under this option the council would not look to share any new services with the 2020 partners. The council would be reliant upon securing further cost reductions through,

in-house service transformation, entering into shared service arrangements with other councils or out-sourcing its service provision.

<b>Option 4 – No Engagement with 2020 Partners</b>	
<b>Drivers</b>	<b>Risks/Issues</b>
Financial	<ul style="list-style-type: none"> <li>- Major impact on the ability of CBC to set a balanced budget in the short-medium term with increased need to cut discretionary services</li> <li>- Ability to deliver more savings through restructures not possible without accepting reduction in service</li> <li>- Strong possibility that discretionary service cuts required to balance the budget</li> <li>- Strong possibility that external auditor VFM conclusion will have an “except for” conclusion with regard to 2020 Vision savings</li> <li>+ Opportunity to develop new strategic relationships to deliver longer term savings</li> <li>- Risks with regard to the use of TCF funding not being used for its original purpose</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>- Inability to deliver further efficiencies without another strategic local authority partnership</li> <li>- Efficiency savings reliant upon investment in technology which would need to be funded from council budgets</li> </ul>
Resilience	<ul style="list-style-type: none"> <li>- Smaller services lead to less resilience</li> <li>- The ability to respond to new initiatives, e.g. devolution will be impacted</li> </ul>
Impact	<ul style="list-style-type: none"> <li>- Reputational impact on the council if services need to be cut or reduced</li> <li>- No access to a broader pool of talent and skills to enhance community leadership</li> <li>- Potential loss of exposure to a range of ideas and creativity that partners bring</li> </ul>
Democracy	<ul style="list-style-type: none"> <li>+ Separate identity of authorities protected</li> <li>+ Direct accountability to electorate for decisions maintained</li> </ul>

**9.4.2** Where shared services arrangements were put in place the commissioning and client arrangements would be as explained in para 9.2.2. Where an option to outsource services was to be pursued the client arrangements would need to be carefully considered as these would depend on the sourcing option chosen, e.g. generally speaking an out-sourced arrangement will require a much more robust client management focus.

**9.4.3** Under this arrangement CBC would presumably no longer be the accountable body for the TCF monies and this would therefore need to be dealt with.

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

**10.1** The main source of evidence is the 2020 Vision Member Governance Board council Report plus appendices attached at Appendix A to this report.

## 11. Next Steps

- 11.1 Members of the Committee are requested to give their feedback to the report and its contents so that these may be considered by Cabinet in formulating its recommendations.

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<b>Background Papers</b>	2020 Vision Member Governance council Report 21 August 2015
<b>Contact Officer</b>	Pat Pratley; Deputy Chief Executive 01242 775175 Pat.pratley@cheltenham.gov.uk
<b>Accountability</b>	The Leader - councillor Steve Jordan
<b>Scrutiny Function</b>	Overview and Scrutiny

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# 2020 Partnership Decision Report for Councils

Version 4, 21<sup>st</sup> August 2015

## Council Report to MGB - Version history

Version	Date issued	Summary of change	Version owner
0	21 <sup>st</sup> July 2015	First draft released to programme team for review	Ralph Young
1.0	4 <sup>th</sup> August 2015	Incorporates feedback from the programme team	Ralph Young
1.1	9 <sup>th</sup> August 2015	Combined track changes from JP/DB	Ralph Young
2.0	10 <sup>th</sup> August 2015	Clean final draft for Programme Team	Ralph Young
3.0	14 <sup>th</sup> August 2015	Incorporates feedback from the programme team	Kath Hoare
4.0	19 <sup>th</sup> August 2015	Incorporates feedback from the gateway reviews	Ralph Young

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**Report to: 2020 Member Governance Board – 21 August 2015****Subject: 2020 Partnership Decision Report for Councils****1. Purpose:**

- 1.0 This report sets out the proposed way ahead for the 2020 Vision Programme and makes recommendations that if accepted will allow the 2020 Partner Councils to sustain their current range of services whilst making savings of over £5.7m per annum by 2020.

**2. Introduction and Background**

- 2.0 In December 2014 each Council, through their respective decision making arrangements, resolved to:

- Establish a shared services partnership venture in early 2015 between the four authorities, managed by a joint committee operating under a Memorandum of Understanding for an interim period pending a further decision in the autumn of 2015.
- Establish the roles of Interim Lead Commissioner, Interim Managing Director of the partnership venture and the appointment of the Programme Director.
- Agree the creation of a project to develop effective commissioning arrangements for each authority, including exploring the potential for sharing commissioning functions where possible.

- 2.1 The decision was informed by a report drafted by Activist which set out a number of outcomes, recommendations and principles that the new Partnership Venture will need to deliver against.

- 2.2 The 2020 Vision sets out an ambition for the authorities to become more efficient and effective by working together but without sacrificing their political sovereignty, culture and local decision making— in fact, their ability to take the decisions needed for their locality would be strengthened.

- 2.3 The four authorities share a focus on efficiency and on achieving value for money for council tax payers. This concern for efficiency goes hand-in-hand with the partner authorities' shared vision of a district council having a wider responsibility for what is often characterised as 'place-shaping'. The authorities play a community leadership role - looking after the long-term environmental, social and economic needs of their localities, their citizens and businesses - and must act as champions of their communities on behalf of their citizens.

- 2.4 A key shared challenge is in addressing the year-on-year reductions in central government grant to local authorities. Each council's medium term financial strategies requires significant savings. Additionally, all four councils face a longer-term challenge of how to deal with the increasing costs of funding the employers' contributions to the Local Government Pension Scheme and potential further funding cuts from Government of up to 40%.
- 2.5 The authorities have made it clear that they would prefer not to make reductions in service levels or cut non-statutory services if at all possible.
- 2.6 Additionally, whilst there was a strong emphasis on the need for efficiency savings, there was also recognition that sharing could provide access to greater capacity and help make services more resilient.
- 2.7 The report also identified a series of challenges that members said they would like to see addressed as part of the detailed design phase of the Partnership Venture. These include the preservation of the sovereignty and identity of each local authority; the importance of maintaining local knowledge so that the public and members knew that they had staff they could rely on to respond effectively; and protecting what is unique about each authority. Additionally each authority wanted access to impartial commissioning and client side advice from people they trust.
- 2.8 The key messages from the Member Governance Board representatives are:
- Evolution rather than revolution
  - Ease of access to advice from trusted advisors working in the interests of each Council
  - Ease of access to good quality commissioning skills for each of the Councils
  - Potential for increased shared working over time
  - A desire to retain control over some services at least in the short term
- 2.9 So the challenge is how to maximise potential shared working efficiency savings whilst protecting local distinctiveness and democratic independence.

### **3. Context and Drivers for Change**

- 3.0 During their work Activist carried out interviews with members and senior managers and tested out what was driving each authority to explore the Vision 2020. While there was a strong emphasis on the need for efficiency savings, there was also recognition that sharing could provide access to greater capacity and help make services more resilient.
- 3.1 Those drivers may provide an initial impetus for change. However, they were also seen as a necessary foundation for two more strategic drivers. The partners were not defeated by the scale of the financial challenges: they expressed confidence that the authorities could still continue to improve their services further. Collaboration would also enable them to have a greater strategic impact as community leaders.

- 3.2 By addressing these drivers, it would also be possible to address the need to defend the value of the district council tier of the nation's democracy. Only by being able to marshal the resources needed to be able to exercise policy choices can the authorities respond to and address the needs of the people who live and work in and visit their localities - localities of which they have a unique and intimate understanding.
- 3.3 The Activist report found that members had a great deal of confidence in their officers' ability to tackle challenging projects and programmes. That confidence is built on a history of investment in the knowledge and skills needed.

3.3.1 Table 1: Summary of Drivers for 2020 Vision

Financial: we need to respond to long-term financial pressures on the four councils.

Efficiency: we need to continue to find ways of delivering value for money (even if we didn't face the current financial pressures).

Resilience: each authority needs a wider pool of expertise and greater capacity to respond to events.

Impact: more depth in strategic capacity is needed to support the drive towards service improvement and wider social and economic benefits in each locality.

Democracy: each authority needs to have sufficient resources to be able to exercise choice and community leadership so that it can champion local needs and priorities.

- 3.4 In summary, the reasons why each partner is progressing the 2020 Vision are very similar; the partners have much in common and have a track record of working together that gives them the confidence that it could be possible to achieve even more through closer collaboration.
- 3.5 The Chancellor (George Osborne) has recently launched the 2015 Spending Review with each unprotected government department, including DCLG, being required to produce savings plans of 25% and 40%. The outcome of the Spending Review will be announced on 25th November 2015. As part of the Spending Review, the government will look at "transforming the approach to Local Government financing and further decentralising power, in order to maximise efficiency, local economic growth and the integration of public services". Each partner council will consider the local impact upon their Medium Term Financial Strategy as part of their budget setting process. Although each Council has identified further cuts to central government funding within their Strategies, it is possible that the cuts will be greater than currently anticipated and therefore further savings will need to be found.

3.6 Each Council’s Medium Term Financial Strategy already includes significant savings from the 2020 Vision which are contributing to overall savings targets. The Strategies will be updated over the next few months to incorporate the outcome from the Spending Review, the revised 2020 vision programme costs and benefits as set out in section 13 of this report, and other local financial matters.

**4. Outcomes**

4.0 The Activist work tested what the partners would want to achieve from 2020 Vision. Given the feedback and points raised, they developed a proposed outcomes framework which was agreed by the Councils in December 2014. This framework is set out below and is of central importance in informing decisions on service design and the choice of sourcing options.

4.0.1 Table 2: Agreed Outcomes Framework

**In creating 2020 Vision, we need to achieve the following end results:**

Outcome	Contributory outcomes
Savings	Delivers realistic and sustainable revenue savings.  Provides a positive return on investment in the medium to long term.  Enables us to make further savings through partnership and better asset management.  Enables opportunities for income generation.
Influence	Respects our separate identities as individual authorities.  Ensures our decision making will remain locally accountable.  Strengthens our ability to exercise community leadership on behalf of our localities.  Allows us to retain strong local knowledge in our frontline services.  Provides each authority with impartial commissioning and client side advice from people they trust.
Quality	Enhances and maintains good quality services to the public.  Allows us to nurture our partnerships and take advantage of new ones.  Creates organisations that are flexible and adaptable to future changes.  Has governance and structures that are streamlined and easy to

	<p>understand.</p> <p>Is widely acknowledged to be socially responsible.</p>
Creativity	<p>Empowers staff to be creative, collaborative and enquiring.</p> <p>Supports our commitment to a public service that responds to and empowers our local communities.</p> <p>Fosters and rewards an innovative, can-do approach to delivering services.</p>

4.1 The agreed outcomes framework has been used as the basis to test the suitability of the proposals and the business case.

**5. Commissioning**

5.0 A review of commissioning across the Partnership has concluded that the four Councils have a common understanding of commissioning and take a pragmatic and open-minded approach. There are, however, some differences in the way each Council approaches commissioning; how they are structured; and where their respective strengths and areas for development are.

5.1 The ‘as-is’ picture of commissioning at each Council has highlighted many key areas where the four Councils share the same approaches:

- There is a shared understanding of 2020 Vision, and the partnership venture, as a potential way for each Council to become more efficient and effective by working together but without sacrificing their sovereignty.
- All Councils have a pragmatic outcome focused approach to commissioning seeking to ensure their local communities can access high quality and appropriate services.
- All share a desire to make sure their decision making processes are supported by impartial specialist advice from a trusted advisor with sound local knowledge.
- All Councils aspire to find the best sourcing solutions and are open to innovation.
- All appreciate the wide variety of skills and experiences needed for effective commissioning.
- All are committed, to some degree, to sharing commissioning resources including client activity.

5.2 In light of the above, there are some shared principles of commissioning that all four Councils should be able to sign up to:

- Each partner council will have access to commissioning support, including trusted advisors that will enable it to develop and set its strategic policies, source service provision, and manage its contracts and relationships with a range of service providers.
- While this support will be directly managed by each council to enable that council to control and manage that work, this support does not necessarily need to be employed by that Council, albeit there would need to be suitable governance structures in place. This principle is already established, to some degree, within current structures.
- Each Council should be able to access further skills, experience and expertise from technical experts that may be directly employed, part of a shared unit or employed by another Council or organisation.
- Each of the four Councils must be able to approach commissioning in their preferred way and be free to be agnostic in terms of commissioning decisions.
- Commissioning criteria need to be able to reflect local requirements (as well as shared).
- Sharing commissioning activity is a principle the partner Councils aspire to.
- Shared client arrangements is a principle the partner Councils aspire to and can see the merits of this early on for example with regard to GOSS and ICT.
- The partnership venture is one of a number of key providers from whom councils may commission.

5.3 Consequently a Commissioning Strategy has been developed and is included at Appendix B. The Commissioning Strategy sets out the proposed approach to commissioning for each Council and describes how commissioning will be organized and undertaken across the partnership.

5.4 Each individual Council will still be able to specify its required service standards and outcomes. Service performance will continue to be monitored and reported through each Council's individual performance management arrangements.

## 6. Service Design Principles

6.0 To maximise the efficiency of shared services it is beneficial to develop a 'common core' across all four councils.

6.1 There are four core areas where it is proposed to agree an approach across all 4 Councils. The first three are recommended to be delegated to the Joint Committee with the fourth area dealt with at an operational level. This does not mean that by default all policies will be identical but that policy areas where local differences in approach are acceptable should be agreed collectively by the partnership members. These are as follows:

- Financial Rules and Policies – These are already largely the same but with some minor local differences.
- HR Policies and Procedures (including job evaluation, grading and benefits) – Many of the policies have been standardised. However, each council operates a different job evaluation and grading process and also has variations on benefit

packages. Although there may be genuine evidence-based reasons for some differences (where staff are being recruited from different market areas) it would be beneficial for these to be collectively recognised and agreed in the new operating model. This will be a hugely challenging issue to overcome but it is essential in providing a consistent approach which will allow total flexibility of staff movement within the partner organisations.

- Common ICT Platforms & Applications – There is already a high degree of commonality across the 4 Councils but as systems come up for renewal there will be further opportunities for developing common approaches. A joint ICT strategy has been established and a joint applications strategy is being prepared.
- Customer Focussed Service Redesign - Each council has developed differing approaches to business processes which is both inefficient and reduces the ability to be flexible with allocation and utilisation of staff resources.

6.2 It is recognised that this will be an evolutionary process where certain services and functions will start off not being shared and each council will decide when it might be prepared to share. Therefore having a model that remains constant but allows for this evolution to occur will be beneficial.

6.3 Any approach should be capable of being applied to either a Joint Committee or a jointly owned Teckal Company and of being established quickly following decisions being made on which services and functions that will initially be shared and any services which will not be shared. The preferred model should also allow for services to be easily transferred from non-shared areas into shared service areas at future dates should councillors decide to do so.

6.4 It has previously been recognised that capacity across the Partnership is not extensive and that we shall have to make best use of the skills and talents of the senior staff we have. Furthermore, it is generally understood that the achievement of the 2020 Vision is an evolutionary process which requires a pragmatic approach. A key principle is to maximise the most senior resource in a sensible and pragmatic way.

## **7. Partnership Venture Shared Services**

7.0 A key principle contained within the Activist Report is that each Council can determine which services and functions it decides to share, or not to share, across the Partnership, although it is also accepted that these will need to be kept under review if the business case efficiencies are to be delivered. In order to build up a detailed business case it is essential to have an understanding of each council's position.

7.1 The Member Governance Board has assessed all of the areas and has agreed the following services should be recommended for initial sharing.

7.2 In general terms all services have some potential for sharing to a greater or lesser degree and should be considered over the course of the programme period.

7.3 In addition to GO Shared Services, ICT and Public Protection (excluding Cheltenham and subject to a final decision by Forest of Dean) which have been agreed for broader sharing, there is a strong case for sharing a number of services early:

- Building Control
- Legal (Cheltenham Borough Council currently have a separate arrangement with One Legal)
- Land & Property Services
- Customer Services

7.4 The following Services could have shared management but a more extensive shared service may need to be at a later phase:

- Revenues and Benefits (currently subject to significant national policy change and Forest of Dean's existing arrangement with Civica)

## **8. Partnership Venture Shared Services Operational Design**

8.0 There are three principal areas in which the 2020 Vision agreed outcomes can be delivered through shared services:

- Shared Management
- Shared Specialist Staff
- Shared Administrative, Technical and Customer Support

8.1 The greatest savings are achieved through reducing the management overheads on services. These can also generally be the quickest to be achieved. For these savings to be maximised it is preferable to have maximum flexibility across the overall partnership utilising staff to a broad effect. The more role separation there is within the overall partnership the higher the management costs.

8.2 Although, direct savings from specialist staff are nowhere near as significant as from shared management, they do provide much needed capacity and resilience for District Councils. Each Council has developed skills and expertise within certain areas often not replicated in others. This provides an opportunity to build on these skills to provide services to all of the Councils, thus enabling potential savings in externally procured advice and support.

8.3 The 2020 Vision Partnership has a significant advantage of having already established shared back office support for all of the Finance and HR functions through the GO Shared Services Partnership. However, there are many other areas which could benefit from a similar approach. At the moment a lot of administrative and technical support is



focussed within relatively small teams leading to a limited ability to deliver maximum efficiencies.

- 8.4 The Member Governance Board has agreed an outline framework for the detailed organisation design of individual shared services.

8.4.1 Table 3: Shared Services Operational Design Approach



#### **Local Services**

These services will be delivered in a unique way, according to locally agreed outcomes. These services will be delivered from each council's geographical location maintaining local responsiveness, accountability and decision making. Operational services will be managed by a local Service Manager.

#### **Specialist Services**

These services will be delivered within a single aligned framework, reducing duplication and improving resource management which will deliver efficiencies. These services could be delivered from either a central hub location and/or local council locations.

#### **Business Support Services**

Business and administrative support functions will be created and aligned to existing customer contact centres at the participating councils. The business support service could be delivered from a central location, but some functions may be delivered from local bases and staff will be able to work remotely creating a virtual environment.

## 9. Approach to Customer Service & Branding

- 9.0 Each Council will retain its current branding – our aim is to ensure that external customers will continue to identify the services they receive with their local council. To achieve this staff working in the new partnership will need to have an adaptive style that allows them to take on the identity, values and culture of each Council. At the same time we will also need to develop an identity and brand (there may need to be more than one) for use internally within the partnership. These need to be ‘portable’ so that they could be transferred into a company model if that is what is decided in due course. Work on this issue is in hand and needs to be completed by February 2016 when the new Joint Committee is scheduled to go live, with operational shared services going live in April 2016.
- 9.1 Customer contact will be via existing channels; a local presence will be maintained to deal with local contact. That said, we will aim to maximise the use of technology in allowing 24-hour self-service wherever possible. This ‘channel- shift’ will help to reduce customer demand and increase our capacity to resolve remaining face to face customer contact ‘right first time’.
- 9.2 Each Council will retain its own dedicated communications function and local communications releases will remain under the parent Council’s branding. There may be times when the partnership venture may need to undertake some communication activity; this need is even more likely if it is decided to form a company. In such circumstances the overriding principle will be that partner councils will be consulted before any proposed release.

## 10. Organisational model and structures

- 10.0 The Member Governance Board has considered a range of models which have been evaluated by each Council’s Senior Management Teams against the Outcomes Framework set out in the Activist Report.
- 10.1 The interim operating model shown in Appendix A could be implemented by April 2016. This would move the programme forward and deliver the initial financial and other benefits as set out in the Business Case. This would then enable further consideration to be given, during 2016, to the benefits and timing of establishing a Teckal company or remaining with the Joint Committee.
- 10.2 Consequently, the Member Governance Board has agreed to recommend to each Council that the interim operating model should be adopted and be implemented by April 2016, subject to this final business case decision being considered.
- 10.3 A consequence of adopting this structure leads to the need to redesign each Council’s senior management structure. This will be the responsibility of each council’s Head of Paid Service and their recommended structures will be presented to each Council as appropriate.

10.4 The financial implications of the proposed changes to structures are given in section 13 of this report.

## 11. HR and Employment Matters

11.0 All staff within the retained services and functions would continue to be employed by their Council and directed by their Council. However, subject to the agreement of each Council, the HR Policies and Terms and Conditions for staff would be determined by the Joint Committee to ensure a fair and equitable approach to all staff across the partnership.

11.1 There are initially two choices for those staff working within Partnership Venture shared services. These are:

- Temporarily leave staff with their current employers and establish legal agreements to provide authority for individuals to act on behalf of all partners.
- Permanently transfer all Partnership Venture staff to a Lead Employer or Employers, or an alternative employment vehicle.

11.2 The intent is to move towards a form of single employment model for all staff. This will remove the current built-in quadruplicating of effort incurred through having four separate employment relationships.

11.3 Advice from GOSS and Legal Officers is that the simplest most effective option is initially to temporarily leave staff with their current employers pending a future decision on the creation of a new employment vehicle.

### 11.4 Leadership and Organisational Development

11.5 Early work has been undertaken with managers and staff, to look at leadership and culture for the Partnership. General feedback from staff has been positive with some common messages emerging as follows:

- A positive desire to work together
- Optimism in the future
- A desire to shape things together to build something new and sustainable
- A collective vision to deliver excellent public services that supports customer needs, so customers feel valued, listened to and receive a reliable and responsive service tailored to their needs
- An enthusiasm to develop the best organisation, with well trained, flexible adaptable staff.

The three areas that were discussed are described below with some examples of outputs

The principle themes emerging were as follows:

- Leadership and Management Style
- Engaging and credible

- Innovative and inspiring
- Excellent people skills, engaging and recognizing staff
- Open and honest
- Respect and Trust
- Collaborative
- Resilient
- Responsible and accountable
- Outcome focussed

#### Culture and Values

- Developing a culture that is Open and Honest
- Compassionate and supportive
- Innovative
- Inclusive
- Empowered and challenging
- Customer Focus – satisfied and engaged
- Proud
- Value people
- Flexible
- Collaborative
- Can do

This feedback will form the basis of the work with staff on leadership and culture to help to refine this further.

11.9 The geographical spread of the partnership will mean that senior leaders are likely to be less visible than at present - so we will maximise the use of technology to ensure that they remain easily accessible. Developing leadership skills throughout the organisation is therefore critical in ensuring staff at every level have the skills and confidence to act independently. Our learning and development and our culture will develop to support this and our total reward package will recognise this.

11.10 Detailed work on organisational development will be undertaken to translate this intent into action. We have started this work already, working with the LGA to research what a great approach to reward, managing and leading people and culture can look like. This work will be completed by the Autumn and this together with other research (see below) and employee engagement will support the development of our approach.

#### 11.11 **Managing Recruitment, Redeployment, Retraining, Retirement, and Redundancy**

11.12 Change is always challenging for employees particularly where there is uncertainty of future employment. In managing recruitment, redeployment, retraining, retirement and redundancy the approach will be that of balancing business and individual requirements and needs.

11.13 Recruitment will be undertaken through an open, transparent process following current HR polices. Where changes result in employee displacement, we are committed to minimising the impact of change as far as is reasonably possible and will make every

effort to seek alternative employment for displaced employees where suitable vacancies exist. Wherever possible we will endeavour to avoid compulsory redundancies, this may include natural wastage, seeking volunteers for early retirement and restricting recruitment. If such measures are insufficient and jobs of existing employees are at risk, we will make all reasonable efforts to seek suitable alternative employment.

11.14 Appropriate support mechanisms will be put in place to help individuals cope with change including training and advice and outplacement and retirement support.

#### 11. 15 **Total Reward and Recognition**

11.16 We want to develop the new partnership as a great place to work, recruiting and developing passionate people. We recognise that our staff are our greatest asset. We are committed to becoming an employer of choice and to developing our people and building capacity working together in order to deliver continuous improvement of our service and performance.

11.17 There is a growing employer consensus that local government's approach to reward management needs to be revisited. Nationally the Local Government Employers' organisation is looking at how the national agreement can be updated to provide authorities with an appropriate framework. The role of the Regional Employers' Organisation is to support councils in developing new approaches to reward, for example, competency and skill-based pay progression, total reward, market-related pay and marketing the reward offer.

11.18 'Total Reward' is of interest because it looks at all types of reward - non-financial as well as financial, indirect as well as direct. It describes a value proposition which embraces everything that people want from the employment relationship and should be developed and implemented as an integrated and coherent whole. It is important to understand how total reward motivates people at work and what elements people most value and why.

11.19 There are four components that help motivate staff:

- Individual Growth – Development, Training, Career enhancement, Performance management
- Compelling Future - Vision/values, Growth/success, Image/brand
- Total Pay – Base and Variable Pay, Benefits, Recognition
- Positive Workplace - People focus, Leadership, Collegiality, Job content, Trust/commitment, Involvement/openness

11.20 Different Groups within the workforce will respond to different elements depending upon their age, gender and personal circumstances and therefore any strategy will need

to provide a wide range and choice and be flexible enough to adapt and change as individuals who work for us grow and develop

- 11.21 Total reward encompasses all areas of work that are valued by employees, as well as pay and benefits. The aim is to develop one simple reward and recognition strategy for all employees; this will include one pay structure, flexible benefits and other areas of recognition.
- 11.22 In the short term employees will be employed by their current employer and will continue to work within their current individual organisational policies and procedures. A review of current policies and procedures will be undertaken to identify opportunities for alignment.
- 11.23 Whilst no one approach has been described for pay and benefits, it is intended to develop a medium and long term strategy that could encompass principles such as a pay structure and progression that ensures the values, behaviours, performances and attitudes required are rewarded and recognised.
- 11.24 It is important to recognise that pay is not the sole motivator and the strategy will cover other areas of reward such as recognition, work/life balance, culture, learning and personal growth, flexible and agile working and environment (office space and job design and community impact). This will be developed through co-creation with staff to tailor the total reward programme to the partnerships culture, and business objectives.

#### 11.25 **Dealing with Change**

- 11.26 Any organisation that is undergoing transformational change has a duty of care to equip its staff and management teams with the right skills and knowledge to work through, and lead, change programmes effectively. Large-scale change requires people to invest a great deal of energy and emotion in getting to grips with new methods and in living with extended periods of uncertainty. At the heart of the matter is the way our staff experience and respond to change. We need to understand and address 5 key forces of change, forces that drive human behaviour and which come under threat during major organisational change such as the 2020 Vision Programme:

**1. Certainty.** An immediate consequence of change is uncertainty. At worst, people fear for their jobs and at the very least they can become unclear about what the future holds and their role within it. The antidote to uncertainty is trust, and the key ingredient of trust is communication.

**2. Purpose.** As an organisation changes course, things can become unclear. People's sense of direction is diminished and they become less confident about what they are doing. We need to give people a crystal clear purpose and a reason to persevere despite inevitable difficulties.

**3. Control.** Change can lead to strong feelings of unease as people sense that they have lost power over their working lives and become victims to outside forces – we need to point out what they *can* do as opposed to what they've lost.

**4. Connection.** We all form strong attachments to people and things. We need to celebrate the past – its successes and failures – and mourn its passing before people can let go of old practices and travel happily into the future.

**5. Success.** Anyone who has introduced change at work knows that there is risk that performance can get worse before it gets better; it's about celebrating each triumph and building up support to tip the balance in favour of change.

11.27 Recent work with the public protection team on 'Leading through Change' has provided team members with support and insight on change and its impact and how they respond to it, equipping them to manage themselves and others through change. This work will continue with teams as we move to developing new shared services.

## **12. Legal & Governance Matters**

12.0 It is proposed to establish the Joint Committee early in 2016 under Section 101 and 102 of the Local Government Act 1972 with the draft constitution given in Appendix D

12.1 The Partnership Managing Director will be accountable to the Joint Committee for the overall achievement of the 2020 Vision objectives and outcomes. Additionally this post would be able to provide support to councils where necessary - for example by ensuring that sufficient expert support and advice is available.

12.2 The Partnership Managing Director will support the Joint Committee in determining all delegated functions such as policies across all 4 partners on Finance and Procurement; HR, including staff terms and conditions; ICT infrastructure and IT Applications.

12.3 Monitoring and review of Partnership Venture services will be reported by the Partnership Managing Director to the Joint Committee.

12.4 Each Council would nominate a lead director to act as Head of Paid Service (either individually or shared). This Lead Director would be responsible for the delivery of all functions (both services and commissioning roles) not delegated to the Joint Committee. They would be responsible in liaison with their Councillors to determine the structures, staffing levels and services to be retained in order to meet the needs of that Council.

12.5 All decisions relating to functions not delegated to the Joint Committee will continue be taken solely by that Council supported by their nominated Lead Director.

12.6 As the law currently stands, it will not be possible for a statutory joint scrutiny committee to be established in relation to the 2020 Vision Joint Committee. In this case

the Councils' existing scrutiny arrangements would apply to the decisions of the Joint Committee and call in of key decisions would be determined by whichever Council's Standing Orders and Rules of Procedure are applied to the Joint Committee.

- 12.7 An alternative approach would be for the Councils to agree informal (i.e., non-statutory) arrangements along the lines of those in section 8 of the proposed Joint Committee Constitution. This approach has been successfully adopted by other Joint Committees.
- 12.8 The legal and governance arrangements of the Joint Committee do contain provisions to enable a partner Council to exit the arrangements should they wish to do so.

### 13. Financial Matters

- 13.0 The full business case, which has been produced in accordance with the guidance contained within the Treasury Green Book, is attached at appendix C. The programme costs have been updated to reflect the latest available information (e.g. programme office annual costs, known costs of redundancy, funding decisions taken by the Member Governance Board) and latest estimates (e.g. costs of redundancy, backfill, investment in IT systems). It is proposed that there is an annual review of the overall programme costs which will be used to inform the partner Councils' budget setting processes and provide assurance that the programme is resourced appropriately. The financial benefits have also been refreshed to reflect the latest data available.
- 13.1 The business case has been subject to approval by each Council's Section 151 Officer and has been independently reviewed and validated by CIPFA working in association with Proving Services based at the Cranfield Business School.
- 13.2 There is a proposed total investment of £10.1m over a 10 year period which is forecast to return cumulative savings totalling £38m over the same period with annual revenue savings of £5.7m after 5 years.
- 13.3 The previous version of the financial business case was based upon the information available at that point in time. Based upon the limited data available, the gross programme costs were estimated to be £8.7m. The programme costs have been updated to reflect the latest available information (e.g. programme office annual costs, known costs of redundancy, funding decisions taken by the Member Governance Board) and latest estimates (e.g. costs of redundancy, backfill, investment in IT systems).
- 13.4 The gross programme costs are now estimated to be £10.1m. A provision for additional costs of £1.4m has been incorporated within the business case in respect of:
- Provision for the programme office to be resourced for up to 4 years (Outline Business Case assumed 2.5 years) £0.7m;
  - Provision for backfill of Officer posts during the period of transformational change to create the shared services £0.3m;
  - Increased provision for redundancy costs based upon latest estimates £0.3m;



- Including full public protection project costs (Outline Business Case assumed some duplication of costs with programme office costs). This has been offset by revised support costs from GO Shared Services.
  - Funding decisions taken by the Member Governance Board (e.g. funding Ubico joining fees for West Oxfordshire and Forest of Dean District Councils) £0.1m.
- 13.5 There still remains significant uncertainty around estimates for costs such as investment in ICT and redundancy costs. Programme costs will be updated as the programme progresses and will be regularly reported to the Joint Committee.
- 13.6 A total of £3.8m of the programme costs will be funded by Government through Transformation Challenge Award (TCA) Funding.
- 13.7 Should the estimated costs become a reality, and it is not possible to fund the costs from under-spends elsewhere in the programme, the Joint Committee will consider options and make appropriate recommendations to the Councils. The potential impact upon the net programme cost for each council is set out below:

13.7.1 Table 4: Net Programme Costs

	<b>Estimated Programme costs (Strategic Outline Case)</b>	<b>Revised Programme costs</b>	<b>Increased Council Contribution</b>
Cheltenham BC	£1.095m	£1.224m	£0.129m
Cotswold DC	£1.230m	£1.678m	£0.448m
Forest of Dean DC	£1.355m	£1.706m	£0.351m
West Oxfordshire DC	£1.265m	£1.732m	£0.467m

13.8 The increase in net programme costs is lower for Cheltenham BC because the inclusion of the full public protection costs does not affect Cheltenham BC as they are shared across the three participating councils but the lower GO Shared Services programme support costs do as they are split across all four councils.

13.9 The net present cost of the programme has been calculated both with and without the Transformation Challenge Award Grant funding. In both cases there is a positive net present value of the Programme, as set out below:

13.9.1 Table 5: NPV findings

	<b>Net Present Value £</b>	<b>Payback Period Years</b>
<b>Without TCA Grant</b>	19,276,824	6
<b>With TCA Grant</b>	22,939,919	4

13.10 Despite all of the savings generated by sharing services to date, the partner councils continue to share a challenge in adapting to the year-on-year reductions in central government grant to local authorities. The savings targets for the period 2015/16 to 2018/19 are set out in the table below, together with each Council's plans to deliver the savings and the potential contribution from the 2020 Vision.

13.10.1 Table 6: Revised financial contribution from 2020 Vision to Councils' savings targets

	<b>CBC</b> <b>(£000)</b>	<b>CDC</b> <b>(£000)</b>	<b>FODDC</b> <b>(£000)</b>	<b>WODC</b> <b>(£000)</b>
Total Annual Savings Target	3,727	1,644	2,112	1,110
2020 Vision Savings	1,252	1,657	1,338	1,496
Other Identified Savings	1,791	589	941	0
Shortfall (Surplus)	684	(602)	(167)	(386)

13.11 The summary financial business case is set out below:

13.11.1 Table 7: Financial case for the overall programme

	2014/15 £000	2015/16 £000	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000	April 2020- March 2024 £000	Total £000
<b>Programme Costs</b>	<b>430</b>	<b>2,774</b>	<b>3,715</b>	<b>1,873</b>	<b>1,308</b>	<b>40</b>	<b>0</b>	<b>10,140</b>
<b>Funded by:</b>								
TCA Grant	430	2,774	596	0	0	0	0	3,800
Council Contributions	0	0	3,119	1,873	1,308	40	0	6,340
<b>Total</b>	<b>430</b>	<b>2,774</b>	<b>3,715</b>	<b>1,873</b>	<b>1,308</b>	<b>40</b>	<b>0</b>	<b>10,140</b>
<b>Savings Annual</b>	<b>0</b>	<b>491</b>	<b>1,827</b>	<b>952</b>	<b>1,419</b>	<b>474</b>	<b>580</b>	<b>5,743</b>
<b>Savings Cumulative</b>	<b>0</b>	<b>491</b>	<b>2,318</b>	<b>3,270</b>	<b>4,689</b>	<b>5,163</b>	<b>22,084</b>	<b>38,015</b>

## 13. 11.2 Table 8: Summary costs and benefits

The summary costs and benefits for each council are set out in the table below:

2020 Vision Summary of Savings	Savings	CBC	CDC	FoDDC	WODC
<b><u>Savings Already Delivered – In Base Budgets</u></b>					
Ubico - TBC/FoDDC/WODC	326,000	89,000	165,000	11,000	61,000
Joint Working - Legal and Prop/IT	247,000	90,000	57,000	60,000	40,000
Procurement	57,000	15,000	34,000	8,000	0
<b>Savings Already Delivered</b>	<b>630,000</b>	<b>194,000</b>	<b>256,000</b>	<b>79,000</b>	<b>101,000</b>
<b><u>Shared Services Phase 1 – Savings Deliverable 2016/17 – 2017/18</u></b>					
<b>Savings from:</b>					
Trusted Advisors, Legal, Property, Revenues and Benefits, Customer Services, Public Protection and procurement savings related to supplies and services budgets.					
Gross Savings	2,156,000	405,000	627,000	497,000	627,000
Vacancy Factor/Joint Working Increases	(166,000)	(30,000)	(49,000)	(38,000)	(49,000)
<b>Net Future Shared Services Savings</b>	<b>1,990,000</b>	<b>375,000</b>	<b>578,000</b>	<b>459,000</b>	<b>578,000</b>
<b><u>Shared Services Phase 2 – Savings expected to be delivered 2018/19</u></b>					
<b>Savings from:</b>					
Commissioning/Policy Support, Planning, Housing Support, Procurement savings related to supplies and services budgets.					
Gross Savings	987,000	133,000	273,000	237,000	344,000
Vacancy Factor/Joint Working Increases	(72,000)	(9,000)	(20,000)	(17,000)	(26,000)
<b>Net Future Shared Services Savings</b>	<b>915,000</b>	<b>124,000</b>	<b>253,000</b>	<b>220,000</b>	<b>318,000</b>
<b><u>Shared Services Phase 3 – Savings expected to be delivered 2019/20 Onwards</u></b>					
<b>Savings from:</b>					
GO Shared Services, IT, Audit Services, Building Control, Procurement savings related to supplies and services budgets. For Building Control this could be income generation or cost savings – net impact is shown.					
Gross Savings	360,000	88,000	90,000	94,000	88,000
Vacancy Factor/Joint Working Increases	(26,000)	(6,000)	(7,000)	(7,000)	(6,000)
<b>Net Future Shared Services Savings</b>	<b>334,000</b>	<b>82,000</b>	<b>83,000</b>	<b>87,000</b>	<b>82,000</b>
<b><u>Other 2020 Vision Savings</u></b>					

2020 Vision Summary of Savings	Savings	CBC	CDC	FoDDC	WODC
Waste services - FoDDC/WODC/CDC	530,000	0	200,000	150,000	180,000
Leisure FoDDC	75,000	0	0	75,000	0
Shared Property Resources	560,000	250,000	110,000	100,000	100,000
<b>Total Other Savings</b>	<b>1,165,000</b>	<b>250,000</b>	<b>310,000</b>	<b>325,000</b>	<b>280,000</b>
<b>Company Model – Savings to be delivered 2017/18 Onwards through staff turnover</b>					
<b>Forming Company Model</b>	<b>709,000</b>	<b>227,000</b>	<b>177,000</b>	<b>168,000</b>	<b>137,000</b>
<b>Total 2020 Vision Net Savings</b>	<b>5,743,000</b>	<b>1,252,000</b>	<b>1,657,000</b>	<b>1,338,000</b>	<b>1,496,000</b>
Gross Programme Costs	10,140,000	2,174,000	2,628,000	2,656,000	2,682,000
Less TCA Grant	(3,800,000)	(950,000)	(950,000)	(950,000)	(950,000)
<b>Net Programme Costs</b>	<b>6,340,000</b>	<b>1,224,000</b>	<b>1,678,000</b>	<b>1,706,000</b>	<b>1,732,000</b>
<b>Payback period</b>		<b>1 year</b>	<b>1 year</b>	<b>1.3 years</b>	<b>1.2 years</b>

## 14 Consultation & Engagement

- 14.0 Staff have been engaged in the proposal as it has developed through briefing sessions, team briefing arrangements in each council and information provided through a shared Intranet portal. An engagement team has been created, charged with keeping staff informed and gathering feedback.
- 14.1 There has also been the recruitment of 30 volunteers from staff to act as engagement champions across the partner councils, to discuss issues with their colleagues and pick up issues. All staff have had an opportunity to become an engagement champion and it is hoped that this will be a further means of picking up equalities issues.
- 14.2 A 10-week public consultation has started, seeking views about the Programme and the shared services that are being considered. This will run until 15 September 2015. The results of the consultation will be reported verbally when the report is presented to each Council.
- 14.3 Consultation has also started with the Trade Unions and engagement with elected members is being managed by each Council.

## 15 Equalities Impact Assessment

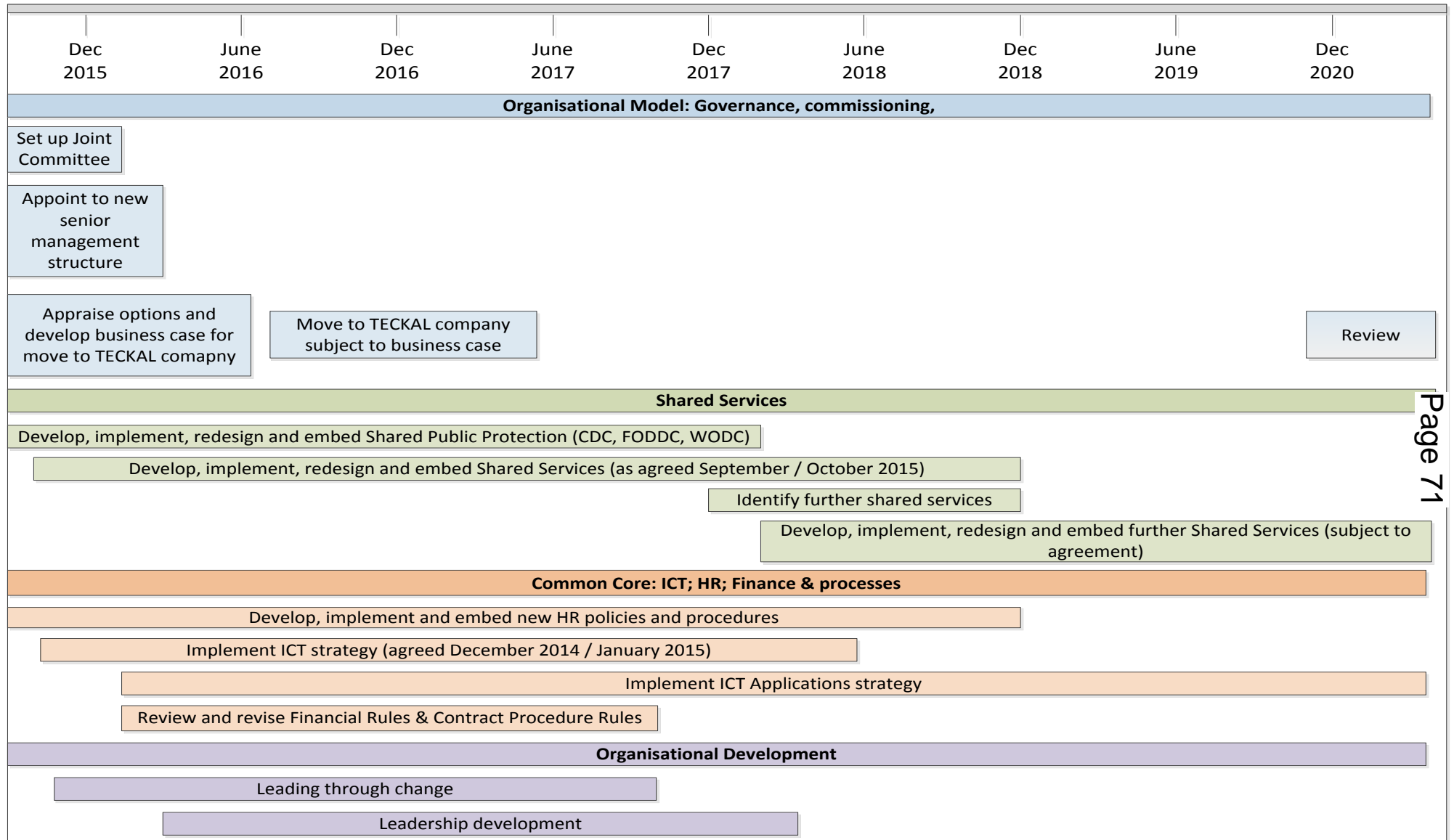
- 15.0 An equalities assessment has been jointly completed for the proposal and this identified no significant impact on protected groups.

- 15.1 The resulting Equalities Impact Statement is given at Appendix E. Further Equalities Impact Assessments may be required as services are commissioned

## 16 **Implementation Plan & Timescales**

- 16.0 The plan for implementation is to manage this complex set of changes using a recognised programme management approach. This will ensure:
- Strong programme governance which means that there is good control and management of individual projects within the context of all the changes, so each plays its part in delivering the vision and the associated benefits;
  - Proactive stakeholder engagement which means that people can get involved, help shape project outputs and can work out what changes they need to make to play their part in achieving the vision.
- 16.1 Reviews are held regularly throughout the lifecycle of the programme as well as after project and programme completion. The objective review of project/programme performance will enable useful organisational learning which can be used both during the programme and carried forward into future programmes and projects. There is a good track record of this happening in previous programmes and projects and this learning has been used to design the current programme and project management arrangements.
- 16.2 Further details on programme management arrangements are given in the Business Case.
- 16.3 An indicative timetable for implementing the 2020 Vision is provided in Table 9 below. The approach to delivering the 2020 Vision is evolutionary and subject to a series of decision points. The plan will be regularly reviewed and updated as decisions are taken.

16.3.1 Table 9 Indicative timetable for delivering Vision 2020



16.4 Since the Vision 2020 reports were agreed by Councils in December 2014 / January 2015 the following has been achieved:

- Set up a Member Governance Board to oversee the Vision 2020 programme including the development of proposals to set up the Partnership Venture and the commissioning framework
- Agreed Memorandums of Understanding at each Council
- Set up the Vision 2020 programme and appointed resources to it
- FODDC & WODC became shareholders in Ubico in April 2015. FoDDC transferred Depot services to Ubico and WODC transferred Street Cleaning, Grounds Maintenance and Trade Waste services to Ubico.
- The Shared Public Protection project has got underway and is making good progress
- Video conferencing facilities have been put in place at all four councils to enable meetings across partner authorities
- All four councils are working together with respect to ICT in preparation to deliver the agreed partnership ICT strategy, once the CBC IT infrastructure programme is completed in Autumn 2015.

### 17 Future Development

17.0 Further work will be undertaken to design the future approach to Customer Services. This will need to take account of the new service delivery model whilst providing a seamless transition for customers. There is great potential to improve the customer experience through the customer-focussed redesign of services. Customer contact will remain via existing channels and a local presence will be maintained to deal with local contact. The proposal would be to maximise the use of technology in allowing 24-hour self-service wherever possible. This 'channel- shift' will help to reduce customer demand and increase our capacity to resolve remaining face to face customer contact 'right first time'.

17.1 A project has commenced to understand the present traded services opportunities and consider the potential for future trading profit opportunities. The project is being externally supported and is being jointly funded with the Cherwell, South Northamptonshire and Stratford Partnership. This project will be delivered through a combination of internal fact finding and compilation, and external support to review market opportunities and assess our readiness for growth of traded services.

17.2 Further work is being undertaken in preparation for the decision regarding the establishment of a Teckal Company. This decision will need to take account of the legal, governance, HR, potential for trading and tax implications of the creation of a company. It is anticipated that this work will be completed to enable the Councils to make a decision in June/July 2016 on the basis that a Teckal Company could be established at the earliest by April 2017.



## 18 Recommendations

- 18.0 It is recommended that the Member Governance Board should recommend to each Council:
- a. to enter into the Shared Services Partnership Structure described in Appendix A;
  - b. the establishment of a consequential revised Senior Management Structure for their Council as appropriate;
  - c. adopt the Commissioning Strategy given at Appendix B;
  - d. approve the Business Case shown at Appendix C;
  - e. note the financial implications, costs and benefits shown in Section 13 of the report
  - f. agrees to the establishment of the 2020 Vision Joint Committee in accordance with Sections 101 and 102 of the Local Government Act 1972, Section 9EB of the Local Government Act 2000 and the Local Authorities (Arrangement for the Discharge of Functions)(England) Regulations 2012, with draft Constitution as given in Appendix D;
  - g. delegates authority to the [Head of Paid Service / Strategic Director ], in consultation with the Leader, the Section 151 Officer and the Monitoring Officer to finalise and complete the Inter Authority Agreement (including the Constitution) [the Year One Business Plan and Budget] and other documentation on terms to be approved by the [Legal Team Manager/Head of Legal/Borough Solicitor] and to take all necessary steps to create the 2020 Vision Joint Committee by April 2016;
  - h. agrees that the existing Member Governance Board arrangements will continue until the 2020 Vision Joint Committee is created.
  - i. upon the establishment of the 2020 Vision Joint Committee:
    - authorises the delegation to the 2020 Vision Joint Committee of this Council's functions as described in the draft Constitution for the 2020 Vision Joint Committee;
    - agrees to appoint Forest of Dean Council as Administering Authority to provide administration support to the Joint Committee, employ the staff required to carry out the functions delegated to the Joint Committee and enter into any contracts required on behalf of the Joint Committee;
    - appoint the following Councils to provide the following functions of the Joint Committee;

Forest of Dean – Monitoring Officer

Cotswold – S151 Finance Officer

Forest of Dean – Clerk to the Joint Committee; and

agrees to appoint [      and      ] to the 2020 Vision Joint Committee as the council's representatives .

- j. that the Joint Committee appoint David Neudegg as the Partnership Managing Director
- k. each Partner Authority shall make available, pursuant to Section 113 LGA 1972, to the Joint Committee such of its staff as are required by the Joint Committee to fulfil the functions delegated to it
- l. Receives a report and business case during 2016 on the establishment of a local authority company for the delivery of the functions of the 2020 Partnership, or alternatively the continuation of the Joint Committee
- m. delegates authority to [Head of Democratic Services / Monitoring Officer] to make any consequential amendments to the Councils' constitution.

## Proposed Partnership Structure

### Description

In this model the Partnership is under the leadership of a Partnership Venture Commissioning Group led by the Partnership Managing Director. This Group is accountable to the four Councils and the Joint Committee to ensure that the overall aims and objectives of the 2020 Partnership are achieved. It is responsible and accountable for all functions that are delegated to the Joint Committee and for ensuring that the appropriate skills and resources are available to each Council to enable them to carry out their individual functions and activities in an economic and effective way.

Each Council will appoint a Lead Director to act as Head of Paid Service who will be responsible for each council's staff, retained non- shared services (including non-shared commissioning functions) and all functions not delegated to the Joint Committee. Additionally, Lead Directors can act as the Lead Commissioner on behalf of all councils for one or more shared service.

The Partnership Managing Director and Council lead directors will form the senior management group for the Partnership. This group will:

- Act as co-coordinating group to ensure efficient and successful strategic and operational management across the Partnership for the successful delivery of the 2020 vision
- Advise the Joint Committee on effective delivery of shared services and on the key strategic core policies such as Finance, ICT, and HR.
- Ensure collaboration and co-operation between partnership shared services to maximise efficiency and effectiveness that meet the individual needs of each Council
- Ensure that service delivery is supported by a performance management system that monitors success, maximises resources, uses best practice, new technology and innovation.
- Provide collective leadership and direction to the staff and promotes a customer focused and performance driven culture which supports the strategies of each council.
- Ensure that Councillors have sufficient expert advice and support to be able to formulate and determine policy in a way consistent with the effective, financially prudent and legal operation of each council
- For each shared service The Partnership Venture Commissioning Group will assign a lead Commissioner to chair a Client Officer Group with appropriate representations from each Council to ensure that the shared service is meeting the standards and needs of all of the councils

In the model, initial shared services are managed by a series of Service Managers each with their own defined services areas. The business case is predicated on a long term potential of seven shared service heads with five being established by April 2016. Some of the services to be shared are already known such as GO Shared Services, ICT and Public Protection (WODC CDC and FODDC) and others are still to be determined based around the nine services identified for sharing within this report. This may mean further changes to existing services or the creation of new groupings. The



## Commissioning Report

Version 2.0, 24<sup>th</sup> August 2015



**Version history**

Version	Date issued	Summary of change	Version owner
0.0	21 <sup>st</sup> July 2015	First draft released to programme team for review	Ann Wolstencroft
1.0	3 <sup>rd</sup> August 2015	Incorporates feedback from the programme team	Ann Wolstencroft
2.0	24 <sup>th</sup> August 2015	Incorporates feedback from Member Governance Board	Kath Hoare

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## Introduction

This report is a high level Commissioning Strategy for 2020 Vision Partnership. It builds on the recommendations of the Activist Report and subsequent Phase 1 Commissioning Project endorsed by the Member Governance Board on 5 June 2015. This outline framework covers:

- Commissioning Principles
- Approach to Commissioning
- Service Design Principles
- Long Term Strategy & Framework Development

It must be acknowledged at this stage this is an initial strategy that will require further development and refinement and in particular more detailed engagement with members and officers in each of the 2020 Vision partner councils.

## Background

At the beginning of the 2020 vision programme Activist looked at preferred sourcing options and conducted a preliminary option appraisal to help identify the sourcing options most likely to meet the outcome framework of savings, influence, quality and creativity.

As a result two broad strategic options were recommended for consideration on the shortlist, traditional sharing (s101 and s102) and Teckal and Trading Companies. These were shortlisted as both had the merit of being able to deliver significant savings, but without the delays incurred through an expensive procurement exercise. They also had the merit of using partnership models that are tried, tested and trusted already among the partner authorities (e.g. GOSS, SWAP and Ubico).

In June 2015 the Member Governance Board endorsed a structure for the joint venture partnership as shown in the Business Case. The structure includes a designated Council Lead Director for each Council that would not only continue to manage their retained services but they would also assume responsibility for commissioning services from the joint venture partnership. It was also agreed that each Council Lead Director would be responsible for leading the commissioning of specific partnership venture services (PV services) e.g. ICT on behalf of all partners across the partnership.

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There remains the right for each council to decide which shared service it would source from the Partnership Venture and which it may source separately from another provider. It should be understood that should a partner have agreed to share a service through the Partnership Venture this will then be considered the preferred provider for an agreed period of time, e.g. 4/5 years, after which a new commissioning process may be undertaken.

In the future if the partnership moves, as planned, to a Teckal company rather than a Joint Committee the proposal would be to discuss the formation of a distinct shared commissioning function that in the longer term could take a more 'joined up' approach to commissioning to ensure that opportunities for collaboration are fully exploited.

**Shared Approaches to Commissioning**

Following the report completed by Activist further work was undertaken to set out the current commissioning activities at each Council and assess the appetite for differing degrees of shared commissioning amongst senior managers at each Council. The further report Commissioning Project – Phase 1 - May 2015 identified that the current picture of commissioning at each Council has highlighted many key areas where the four Councils share the same approaches:

- There is a shared understanding of Vision 2020, and the partnership venture, as a potential way for each Council to become more efficient and effective by working together but without sacrificing their sovereignty.
- All Councils have a pragmatic outcome focused approach to commissioning seeking to ensure their local communities can access high quality and appropriate services.
- All share a desire to make sure their decision making processes are supported by impartial specialist advice from trusted advisors with sound local knowledge.
- All Councils aspire to find the best sourcing solutions and are open to innovation.
- All appreciate the wide variety of skills and experiences needed for effective commissioning.
- All are committed, to some degree, to sharing commissioning resources including client activity.

**Operating Principles for Commissioning**



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The shared understanding above led to some 2020 Vision Commissioning principles that were endorsed by the Member Governance Board on 5<sup>th</sup> June 2015 and these are;

- Each partner council will have access to commissioning support, including trusted advisors, that will enable it to develop and set its strategic policies, source service provision, and manage its contracts and relationships with a range of service providers.
- While this support will be directly managed by each council to enable that council to control and manage that work, this support does not necessarily need to be employed by that Council, albeit there would need to be suitable governance structures in place. This principle is already established, to some degree, within current structures.
- Each Council should be able to access further skills, experience and expertise from technical experts that may be directly employed, part of a shared unit or employed by another Council or organisation.
- Each of the four Councils must be able to approach commissioning in their preferred way and be free to be agnostic in terms of sourcing decisions.
- Commissioning criteria need to be able to reflect local requirements (as well as shared).
- Sharing commissioning activity is a principle the partners Councils aspire to.
- Shared client arrangements is a principle the partner Councils aspire to and can see the merits of this early on for example with regard to GOSS and ICT.
- The Partnership Venture is one of a number of key providers from whom councils may source.

**Outcome Based Decision Making**

With some principles in place one of the initial tasks undertaken by the Programme Team and agreed by the Member Governance Board, was to make some decisions around which services would be shared in the first phase of the programme. From the beginning of discussions it was clear that there would be an initial sharing of a number of services which would be followed in the future with others. As mentioned above the work that had been completed on commissioning had identified differences in approach and therefore it was agreed that it would be good to have a consistent approach across all the partners to the decision making process.

As it was acknowledged across the partnership that effective commissioning needed to be based on outcomes so a decision making matrix was designed based on the outcome framework from the Activist report to

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undertake some preliminary analysis. Coupled with this outcome framework was another assessment based on each of the partner council’s willingness to share.

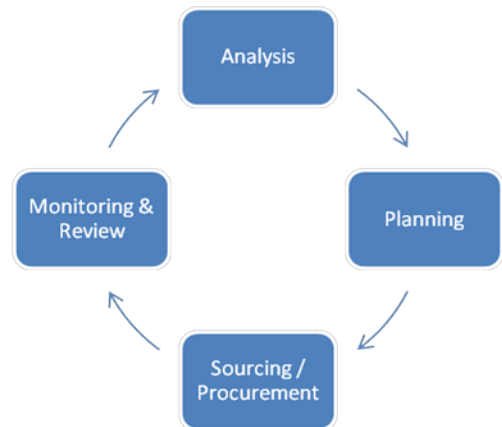
**Shared Functions**

Each council completed the documentation and that resulted in the list of services to be shared that can be found in appendix 1. This list was endorsed by the Member Governance Board on 26th June 2015.

A timetable of future commissioning reviews, based on individual partner business requirements and existing contract end dates, will be established to ensure that the partnership starts to take a joined up approach to commissioning to ensure that opportunities for collaboration are exploited.

**Approach to Commissioning**

Excellence in commissioning means getting the best possible outcomes that deliver value for money. In its simplest form the commissioning cycle can be shown with four key stages. These stages are familiar (see diagram) and are used in most organisations when completing activities, projects and procuring services on an informal basis even if not recognised as a formal structure.



**Analysis** – identifying key issues and needs, what are the priorities, what are the options and solutions.

**Planning** - What are we going to do and how are we going to do it.

**Sourcing/Procurement** - Sourcing of new capacity & de-commissioning of old capacity.

**Monitoring and Review** - Is the strategy delivering the results needed, are there unexpected consequences we need to address and in the future what changes are needed to our strategy.

Over the coming months we will be working with all four partner councils to agree approaches to commissioning but in the interim we have structured the following areas of this report on this cycle. The commissioning approach undertaken will be proportionate and take into account the size of the service and risk profile.

**Analyse - Commissioning Services from the Joint Venture Services**

As mentioned previously we have identified a first tranche of services that could be shared and there are a number of projects that have been initiated as a result of this agreement. As these projects start to scope their work one of the key areas of work will be around understanding each authority’s ambitions and analysing need. We will need to work with each of the partners to understand individual required outcomes of the service being shared. Since creativity is one of the key outcomes for the 2020 vision programme, each project will need to challenge current assumptions and encourage innovation in both the definition of the challenge and potential solutions. The focus will not just be on cost and efficiency, but also on the effectiveness of what is commissioned. It is this process of fundamental challenge that will unlock the greatest potential for change, improvement and better value-for-money.

An example of this would be customer services. This is a complex, sensitive project where each council will have its own specific required outcomes and one where local priorities might well conflict with shared ones. This is also a project where all the agreed protocols come to the forefront e.g. brand identity etc. and where the commissioning of this service for some councils, if not all, will require member involvement. It is also a project that will require an examination of the fundamental purpose of customer services and its interactions with users and communities.

Whilst it has been agreed that a number of services could be shared through the Partnership Venture as part of the commissioning process there will still be a requirements to undertake comparisons with how other authorities address the challenges and some benchmarking of services. This is to check that the service being provided through the Partnership Venture offers the most effective solution, is financially competitive, high performing and of a good quality.

**Plan - Shared Service Design and Specification**

Service design is principally focused on the nature of the service, how it is offered and communicated to a user and how the processes involved in its delivery to the user are then organised. Following agreement on which initial services are going to be shared and the set of shared outcomes from the analysis stage there then needs to be a process of service design. There are a number of services such as GO Shared Services, ICT and Public Protection where service design is either completed or more developed.



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The Programme Team recognise that service design is at the heart of some essential decisions e.g. ensuring local service delivery etc. The following principles of service design have been agreed by the Member Governance Board which included:

1. Residents and businesses will have access to knowledgeable support from staff that understand their localities and can support members with their decision-making.
2. Back office services will be centralised where possible and in a balanced way across the partnership, taking into account economies of scale achieved, any additional costs (e.g. initial staff travelling cost and time) and opportunities to reorganise or release office accommodation which delivers a capital sum or a rent.

In designing services to meet the outcomes specified by each Council it is proposed that the following checklist is taken into account and in the design of services.

User	Ensuring that the user continues to have a <b>positive experience</b> of the service. How users understand <b>who is accountable</b> for the service provided to them.
Service	Implications for the <b>nature of the service</b> and the <b>service levels</b> offered to the user. How the <b>service offer</b> is presented to the user, including the location.
Communication	The general implications for <b>user communication</b> and engagement. The organisation of <b>member and staff communication</b> and engagement.
Sourcing	The <b>sourcing options</b> that are most likely to meet the outcomes. How the partners will approach <b>collaboration</b> with other organisations.
Process	<b>Governance:</b> how democratic decisions and delegated decision-making are organised.
People	Interim <b>management arrangements</b> , i.e. how employees will be organised during the transition to any new arrangements. Implications for the future <b>culture</b> of the organisation. Implications for the <b>terms and conditions</b> of staff.
Finance	How costs and savings will be distributed between the partners. The potential for <b>income generation</b> .
Information	How <b>performance management</b> data will be managed for the new arrangements.
Infrastructure	The <b>technology</b> that will enable the new arrangements to function smoothly and efficiently.

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It is acknowledged that the partnership has long experience of working together through the establishment of GO Shared services and it is envisaged that lessons learnt from this process will be incorporated into the design of shared services. Initially the services would be shared through a section 101 agreement which is well-recognised in the sector and an immediately recognisable model for potential new partners. This would need to be changed if the services were moved to a different model e.g. Teckal Company but such changes would be subject to a further report.

**Do - Implementing the Shared Service through Service Level Agreements**

For the initial shared services it has been agreed that these would be shared through a section 101 agreement as in the case of GO Shared Services. These agreements tend to be uniform across all partners with individual councils being able to specify any additional requirements through an individual schedule.

Service level agreements will be used for specifying the service levels, performance measures and agreed length for the shared service.

**Monitor & Review – Shared Client Arrangements**

Once the partnership venture is established there will be a requirement to ensure that the service is delivering the specified outcomes within the agreed framework. There will be a requirement to provide the commissioners with up to date information about how well the service is performing. For GO shared services it is assumed that current arrangements will continue in the short term. For other shared services the approach to managing performance should be agreed at the time the service is sourced from the 2020 Partnership Venture. It is anticipated that a framework would be developed that satisfies all partner requirements.

The Joint Committee will have a responsibility for monitoring service delivery as stated in their terms of reference. They will 'receive reports on the performance of the Partnership at such intervals as may be provided by the s101 Agreement[s] or as the Joint Committee may require; make recommendations for service change as appropriate and to generally monitor the delivery of the Partnership in accordance with the s101 Agreement[s] for the Partnership'. Individual councils will also have their own scrutiny arrangements. It is also anticipated informal shared scrutiny arrangements may be developed if considered appropriate.

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It is also recognised it would be more effective (and cheaper) if some or all of the commissioning functions are shared for example, by pooling the client side of some the partners' contracts, it will be possible to ensure that they are overseen by a specialist, dedicated resource. As other shared service joint ventures have found, some co-ordination of clients' requirements and expectations also allows for a stronger and more coherent approach to be taken to the relationship with a shared service provider. Sharing could help to provide access to the specialist expertise (e.g. to manage contracts with commercial providers), it may also help to reduce the overall costs of commissioning.

The group have agreed to identify any quick wins in this area and once established put together proposals for sharing.

**Longer Term Commissioning Strategy & Framework Design**

Longer term the plan is to develop a Commissioning Strategy covering commissioning arrangements across all partners. This strategy will include the design of a flexible, commissioning framework which operates across all partnership organisations. The organisation of commissioning activity within the partnership will also require consideration and would be designed in accordance with the shared principles agreed by each Council.

Addressing the organisational design of commissioning in the partnership will involve the following:

1. A deeper understanding of the key characteristics of each individual councils approach to commissioning and seeking alignment on approach
2. An assessment of the organisational commissioning competencies across the partnership
3. An assessment of the readiness to undertake commissioning
4. Embedding challenge and innovation in finding the most effective and efficient ways of meeting shared and individual outcomes.
5. Ensuring effective political oversight and scrutiny of the commissioning process.
6. Understanding the implications for organisational structures and design related to commissioning
7. Drawing on the assessment of the readiness of the partnership councils to meet the requirements of strategic commissioning investment in staff development may be a key requirement

**Commissioning Plan / Activities**

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<b>Short Term to September 2015</b>	
<b>Activity</b>	<b>Progress</b>
Agree individual partner services which are initially going to be commissioned from partnership venture	100%
Agree collective (all four partners) commissioning approach to joint venture services.	100%
Produce a report to form appendix to the Business Case covering approach to commissioning and future approach to designing a longer term commissioning framework	100%

<b>Medium Term to April 2016</b>	
<b>Activity</b>	<b>Progress</b>
Develop short term commissioner/client arrangements for partnership venture services	
Identify principal outcomes, solution design and functions for each service that will be sourced from the 2020 joint partnership venture, identifying any retained functions.	
Develop detailed shared service specifications joint venture services.	
Develop and get sign off for detailed service level agreements including performance framework for service provision	

<b>Long term from April 2016</b>	
<b>Activity</b>	<b>Progress</b>
Design and agree long term, flexible, commissioning framework which operates across all partnership organisations	
Develop Commissioning Strategy covering long term commissioning arrangements across all partners (utilising framework) and programme of commissioning reviews based on individual partner business requirements and contract end dates	

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## APPENDIX 1

Service	Cheltenham	Cotswold	Forest	West Ox
Go Shared Services	✓	✓	✓	✓
ICT	✓	✓	✓	✓
Public Protection	✘	✓	✓	✓
Customer Services	✓	✓	✓	✓
Revenues & Benefits	✓	✓	✓*	✓
Legal	✘#	✓	✓	✓
Land & Property	✓	✓	✓	✓
Building Control	✓	✓	✓	✓

✓ - agreed to share

✘ - not being shared

\* - interested in possibility but already have a partnership with Gloucester City Council and Civica

#- at this time





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# 2020 Vision for Joint Working: *Business case*

Version 1.3, 21<sup>st</sup> August 2015



# CBC Overview and Scrutiny 21 September 2015

## Version history

Version	Date issued	Summary of change	Version owner
0.3a	21 <sup>st</sup> July 2015	First draft released to programme team for review	Jon Hyde
1.0	3 <sup>rd</sup> August 2015	Incorporates feedback from the programme team	Jon Hyde
1.1	4 <sup>th</sup> August 2015	Feedback from CFOs	Jon Hyde
1.2	17 <sup>th</sup> August 2015	Feedback from programme team	Jon Hyde
1.3	21 <sup>st</sup> August 2015	Feedback from CFO gate review	Jon Hyde

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## 1 Executive summary

Local government is undergoing rapid transformation in order to respond to the challenges associated with reduced government grants and growing pension costs. With 2015 Spending Review cuts potentially ranging from 25-40%, and annual pension contributions projected to double over the next two decades, there is a *'burning bridge'* case for the delivery of further savings, increased efficiencies and revenues.

This business case sets out a collaborative and innovative response by four councils – Cheltenham Borough Council (CBC), Cotswold District Council (CDC), Forest of Dean District Council (FODDC), and West Oxfordshire District Council (WODC). Their proposal delivers a financially sustainable platform for the medium to long term delivery of local services (£10.1m investment delivers **£5.7m annual revenue savings**), *and* provides the foundation for improved customer service.

Their approach has been validated by external experts, is based on a proven track record of similar business change successes, and is mindful of key member requirements:

- Respects each Council's separate identity
- Ensures decision making will remain locally accountable
- Strengthens ability to exercise community leadership on behalf of localities
- Retains strong local knowledge in frontline services
- Ensures each authority has impartial commissioning and client side advice from people they trust

## 2 Strategic case

### 2.1 Organisational overview

The **strategic priorities** set out in each authority's corporate plan are set out below:

Table 1: Partners' strategic priorities

Authority	Priorities
Cheltenham	<ul style="list-style-type: none"> <li>• Enhancing and protecting our environment</li> <li>• Strengthening our economy</li> <li>• Strengthening our communities</li> <li>• Enhancing the provision of arts and culture</li> <li>• Delivering value for money services</li> </ul>
Cotswold	<ul style="list-style-type: none"> <li>• Freeze Council Tax until 2016 whilst protecting front line services that matter to our residents</li> <li>• Maintain and protect our environment as one of the best places to live, work and visit</li> <li>• Work with local communities to help them help themselves</li> </ul>
Forest of Dean	<ul style="list-style-type: none"> <li>• Provide value for money services</li> <li>• Promote thriving communities</li> <li>• Encourage a thriving economy</li> <li>• Protect and improve our environment</li> </ul>
West Oxfordshire	<ul style="list-style-type: none"> <li>• Protect and enhance the environment of West Oxfordshire and maintain the district as a clean, beautiful place with low levels of crime and nuisance</li> <li>• Work in partnership to sustain vibrant, healthy and economically prosperous towns and villages with full employment</li> <li>• Be recognised as a leading council that provides efficient, value for money services</li> </ul>

The priorities demonstrate many similarities, including:

- The importance of value for money and efficiency;
- A commitment to the environment;
- Working with and supporting their communities.

There are some significant differences in emphasis and policies that are likely to be a reflection of differences in political control, but also in the nature of the locality. They also have differences in their size, population and prosperity. However, while there are differences between the authorities and the areas they serve, these are greatly outweighed by the similarities.

The four authorities share a focus on efficiency and on achieving value for money for council tax payers. This concern for efficiency goes hand-in-hand with the partner authorities' shared vision of a council having a wider responsibility for what is often characterised as '*place-shaping*'. The authorities play a community leadership role - looking after the long-term environmental, social and economic needs of their localities, their citizens and businesses - and must act as champions of their communities on behalf of their citizens.

A key shared challenge is in addressing the year-on-year reductions in central government grant to local authorities. Each of the councils' medium term financial strategies have significant savings requirements - even before any further reductions in funds for local government that are expected following the 2015 Spending Review. Additionally, all four councils face a longer-term challenge - how to deal with the increasing costs of funding the employers' contributions to the Local Government Pension Scheme.

The authorities have made it clear that they would prefer not to make reductions in service levels, or cut non-statutory services if at all possible.

## 2.2 Summary of drivers for 2020 Vision

- **Financial:** the need to respond to long-term financial pressures on the four Councils.
- **Efficiency:** the need to continue to find ways of delivering value for money (even if the Councils were not facing the current financial pressures).
- **Resilience:** each authority needs a wider pool of expertise and greater capacity to respond to events.
- **Impact:** more depth in strategic capacity is needed to support the drive towards service improvement and wider social and economic benefits in each locality.
- **Democracy:** each authority needs to have sufficient resources to be able to exercise choice and community leadership so that it can champion local needs and priorities.

## 2.3 Investment objectives and benefits

The investment objectives and benefits for the programme are as follows:

Table 2: Investment objectives and benefits



Investment objectives	Benefits
<b>Savings</b>	<ul style="list-style-type: none"> <li>• Delivers realistic and sustainable revenue savings.</li> <li>• Provides a positive return on investment in the medium term. <ul style="list-style-type: none"> <li>○ <b>Cheltenham Borough Council</b> savings to council tax payers of <b>£1.2m</b></li> <li>○ <b>Cotswold District Council</b> savings to council tax payers of <b>£1.7m</b></li> <li>○ <b>Forest of Dean District Council</b> savings to council tax payers of <b>£1.3m</b></li> <li>○ <b>West Oxfordshire District Council</b> savings to council tax payers of <b>£1.5m</b></li> <li>○ <b>Total estimated financial savings of £5.7m</b></li> </ul> </li> <li>• Enables further savings to be delivered through partnership and better asset management.</li> <li>• Enables opportunities for income generation.</li> </ul>
<b>Influence</b>	<ul style="list-style-type: none"> <li>• Respects each Council's separate identity as individual authorities.</li> <li>• Ensures decision making will remain locally accountable.</li> <li>• Strengthens ability to exercise community leadership on behalf of localities.</li> <li>• Retains strong local knowledge in frontline services.</li> <li>• Each authority has impartial commissioning and client side advice from people they trust.</li> </ul>
<b>Quality</b>	<ul style="list-style-type: none"> <li>• Enhances and maintains good quality services to the public.</li> <li>• Allows Councils to nurture partnerships and take advantage of new ones.</li> <li>• Creates organisations which are flexible and adaptable to future changes.</li> <li>• Has governance and structures that are streamlined and easy to understand.</li> <li>• Is widely acknowledged to be socially responsible.</li> </ul>
<b>Creativity</b>	<ul style="list-style-type: none"> <li>• Empowers staff to be creative, collaborative and enquiring.</li> <li>• Supports commitment to a public service that responds to and empowers local communities.</li> <li>• Fosters and rewards an innovative, can-do approach to delivering services.</li> </ul>

## 2.4 Existing arrangements

The 2020 partners have long experience of working together, including:

- GO Shared Services in which the four partners share Finance, HR and procurement services, enabled by integrated ERP software.

- Cotswold and West Oxfordshire's shared management structures and teams.
- Ubico, the environmental services company jointly owned by Cheltenham, Cotswold, Forest of Dean, West Oxfordshire, and Tewkesbury.
- Audit Cotswolds, which provides audit services to Cheltenham, Cotswold and West Oxfordshire (among others).
- The shared IT services for Forest of Dean and Cheltenham, and Cotswold and West Oxfordshire.

The partners also have a number of shared service partnerships with other authorities outside the 2020 partners, e.g. Forest of Dean's participation in South West Audit Partnership, and their Revenues and Benefits partnership with Gloucester City Council and Civica; Cheltenham's participation in One Legal with Tewkesbury Borough Council and Gloucester City Council; and the three Gloucestershire partners' participation in the Gloucestershire Joint Waste Partnership with the county and other district councils.

However, there are many services which continue to be provided individually on behalf of each partner council. By joining up these services, the Councils would be able to realise efficiency gains as well as improving capacity and resilience.

## 2.5 Business needs

Despite all of the savings generated by sharing services to date, the partner councils continue to share a challenge in adapting to the year-on-year reductions in central government grant to local authorities. The savings targets for the period 2015/16 to 2018/19 as per each Council's Medium Term Financial Strategy are set out in the table below, together with each Council's plans to deliver the savings.

**Table 3: Partnership savings targets**

	<b>CBC (£000)</b>	<b>CDC (£000)</b>	<b>FODDC (£000)</b>	<b>WODC (£000)</b>
Total Annual Savings Target	3,727	1,644	2,112	1,110
2020 Vision Savings included within published MTFS <sup>#</sup>	394	1,055	1,143	1,110
Other Identified Savings	1,791	589	941	0
Shortfall (Surplus)	1,542	0	28	0

<sup>#</sup> The Strategic Outline Case indicated that the financial benefits from the 2020 Vision over a ten year basis amounted to £1.3m per annum per council. Cheltenham Borough Council have not incorporated the full value of the potential savings within the MTFS.

All four councils face a longer-term challenge - how to deal with the increasing costs of funding the employers' contributions to the Local Government Pension Scheme (LGPS). Even though the scheme has recently been renegotiated to make it more sustainable, it is a growing burden.

The formation of a Teckal Company would enable the Councils to mitigate against this increasing cost burden by introducing a stakeholder pension scheme for new employees, however, further

works needs to be carried out in order to understand more fully the implications of establishing a Teckal company on the LGPS costs. In addition, certain changes to the LGPS Regulations would help to avoid increased cost of the LGPS as a direct result of the move to a Teckal company. The 2020 programme is working with the two pensions authorities (Gloucestershire County Council and Oxfordshire County Council), and nationally with the Department of Communities and Local Government on these issues. The outcome of this work will be incorporated within the business case for the creation of a Teckal company, which is due to be completed in the summer of 2016.

## 2.6 Potential business scope and key service requirements

Given the financial challenges faced, there are three principal options open to each authority to make the savings needed:

- Achieving **economies of scale**: through sharing services and management across the partnership; and additionally considering running the shared services through a Teckal company.
- **Re-designing the service**: finding new ways of delivering a service; making more use of technology; streamlining processes; or redesigning jobs.
- **Re-defining the service**: this could include making reductions in service levels; cutting non-statutory services; or transferring responsibilities to citizens and communities.

The authorities have made it clear that they would prefer not to make reductions in service levels or cut non-statutory services if at all possible. Making savings through encouraging greater customer self-reliance is an objective for a number of councils, but this can involve a lengthy process of transition and can result in failure where a council withdraws too quickly before the local community has the capacity to take on a greater share of responsibility.

Service redesign can take many forms: Job enlargement, i.e. asking managers and staff to multi-task has already been pursued in each authority, but this has its limits. Asking managers and staff to take on broader spans of control is likely to produce savings but is also likely to dilute the expertise needed for complex, technical issues. Technology driven change has an investment cost which may be prohibitive if carried out by a single authority. Fundamentally, any worthwhile service redesign is likely to generate even greater returns if shared.

In the past, the starting point for councils to achieve economies of scale was to centralise back office functions, and indeed most support services have been centralised and shared, e.g. through GO and shared IT, legal and audit partnerships. Few economies are likely to flow from sharing closely with a county council as they do not have services in common apart from support services and since most county councils' support services rely on sophisticated (and more expensive) enterprise resource planning (ERP) software (i.e. finance, HR and procurement) the cost of changing from GO's Unit 4 software is likely to be unaffordable. Sharing with a different group of district councils will also prove challenging due to these conversion costs.

Set against these constraints, each authority will need to decide whether there are alternatives to 2020 Vision that could provide savings on the scale required. The 2020 Vision is anticipated to make a major contribution to each Council's Medium Term Financial Strategies - see *Table 3: Partnership savings targets*.

## 2.7 Main risks

See Appendix A

## 2.8 Constraints

The project is subject to the following constraints:

- Political decision making;
- Statutory legislative change;
- Pensions, amendments would be required to the LGPS Pension Regulations to enable the Councils to fully benefit from pension savings available through the Teckal or Trading Company options.

## 2.9 Dependencies

The project is subject to the following dependencies that will be carefully monitored and managed throughout the lifespan of the scheme.

- That the partner councils approve the recommendations in September/October
- That the Councils are able to recruit/second officers to manage the implementation of the various projects underpinning the programme. Funding for backfilling has been provided for within the business case.

# 3 Economic case

## 3.1 Introduction

This section of the Business Case documents the wide range of options that have been considered in response to the potential scope identified within the strategic case.

## 3.2 Critical success factors

The critical success factors (CSFs) shown within the Strategic Outline Case (SOC) were as follows:

- a) The commitment of all partner councils to the programme;
- b) The successful implementation of the ICT systems to support the efficiency gains envisaged in this business case;
- c) The successful realisation of the benefits of shared working to a level envisaged in the vision of the programme.

These have been re-visited in the context of the Business Case and remain valid.

## 3.3 The long-listed options

There are numerous choices available for securing the sourcing model best able to meet the outcomes expected for 2020 Vision. Whereas in the past, the choice could be represented as a simple '*make or buy*' decision, there is now a much greater variety of sourcing options in use by local authorities. Each model has particular strengths and weaknesses and the choice of model will depend on what the commissioner is trying to achieve.

Table 4: Sourcing options

Make	Buy	Share	Divest
<ul style="list-style-type: none"> <li>• In-house transformation</li> <li>• Continuous improvement</li> <li>• Arms-length company</li> </ul>	<ul style="list-style-type: none"> <li>• Outsourcing to the private sector</li> <li>• Outsource to the third sector</li> <li>• Private-sector joint venture</li> </ul>	<ul style="list-style-type: none"> <li>• Shared services</li> <li>• Shared management</li> <li>• Public Sector joint ventures</li> </ul>	<ul style="list-style-type: none"> <li>• Transfer to community management</li> <li>• Mutualisation</li> <li>• Devolve to parish</li> <li>• Closure</li> </ul>

From the spectrum of sourcing options summarised in the table above, a long-list of options was identified in discussion with members and senior managers that are more likely to meet the needs of the partners, given the ambitions set out in 2020 Vision and the outcomes framework. Three of the main options above were easily eliminated:

- Large scale outsourcing for four authorities would be extremely time-consuming and expensive and would be unlikely to secure general support. The procurement process for services on this scale would also introduce a substantial delay and unacceptable risk to the delivery of savings;
- Transferring services to community management or devolving them to parishes would be too complex and impractical for the range of services under consideration;
- Cessation of services is precisely what 2020 Vision is designed to avoid.

The Long-list of Sourcing Options for 2020 Vision is set out in the table below:

Table 5: Long-list of options

Type	Potential Option
<b>Make</b>	As is (or suggested as ' <i>in-house transformation</i> ').
<b>Buy</b>	Private sector joint venture.
<b>Share</b>	Arms-length company (Teckal) jointly owned by partner authorities (i.e. a public sector joint venture).  Jointly owned trading company.  Shared services model (lead authority or joint committee).
<b>Divest</b>	Spin out to mutual or charitable trust.

An option appraisal to identify the sourcing options most likely to meet the outcomes framework has been carried out. Each of the long-listed models has been evaluated for its contribution to each of the outcomes using a simple rating of high, medium and low; no weightings have been applied.

Table 6: Options appraisal

	Outcomes					
Model	Savings	Influence	Quality	Creativity	Shortlist?	Key Issues
In-house transformation	L	H	M	L	No	Lacks scale economies
Private sector joint venture	L	M	L	M	No	Poor Return On Investment Long lead-in
Sharing	H	H	M	M	Yes	Tried and tested
Local authority company	H	H	M	M	Yes	Local experience
Spin-out to mutual or trust	L	M	M	M	No	Long lead-in Not at this stage

As a result of the shortlisting process, two broad strategic options were recommended for consideration on the shortlist:

- Traditional Sharing (s101 and s102)
- Teckal and Trading Companies.

### 3.4 Shortlisted options and preferred way forward

Traditional Sharing, Teckal and/or Trading Companies all have the merit of being able to deliver significant savings, but without the delays incurred through an expensive procurement exercise. They also have the merit of using partnership models that are tried, tested and trusted already among the partner authorities (e.g. GOSS, SWAP and Ubico).

Given the partners' interest in being able to expand the partnership and to trade, a Teckal company route is likely to provide the most effective and flexible approach. It would also open up the potential to employ new starters on different terms and conditions, including a stakeholder pension scheme rather than the LGPS. However, at this stage, further work is required to confirm the

approach on pensions, including establishing a consensus within all four authorities and confirming the financial affordability of such a move.

In the meantime and to avoid delays in progressing joint projects, it is recommended that the new **Partnership Venture (PV)** is established at an early stage under the control of a member-led **Joint Committee (JC)**.

The JC would manage the PV and begin to embed the new philosophy and approach wanted in the long-term:

- **Managerial leadership:** the JC would appoint an interim Partnership Managing Director and management team to lead and develop the PV and prepare for the transition to the long-term model;
- **Management culture:** a more commercially-minded and socially responsible entrepreneurial ethos would be fostered;
- **Business development:** a planned approach would be developed to pursuing opportunities to extend the partnership and secure new business.

As a result, it is recommended that the partners consider the following as a preferred way forward:

Table 7: Preferred way forward

Step	Sourcing Model	Rationale
<b>1 – Short term</b> (January 2016 to March 2017)	<p>The preferred <b>sourcing model for 2020 Vision</b> is a <b>PV</b>. This would initially function as a shared service arrangement operating under a JC made up of elected members from each authority.</p> <p>JC goes live Feb 2016</p> <p>Proposed operating model implemented April 2016</p> <p>First tranche of PV shared services operational April 2016</p> <p>New employee contracts implemented</p> <p>While the <b>PV is maturing</b> and the benefits are being realised, the partner authorities would decide on</p>	<p>Members' direct oversight would be retained using a well-established local government governance model, allowing shared co-ordination and control.</p> <p>Allows progress in delivering shared efficiencies to be made while key issues (e.g. pensions) are resolved.</p> <p>The need for a separate company for trading purposes will need to be considered if a move to company is not agreed or is delayed.</p> <p>Allows a joint decision by the authorities to be made on whether and when to progress to a different model.</p>

Step	Sourcing Model	Rationale
	whether to continue operating as a JC or moving to a company model (June 2016).	The new PV operating under a JC would develop some of the characteristics needed for a more commercial, income-generating model.
<b>2 – Medium term</b> (April 2017 to April 2021)	Teckal company operating (April 2017 at earliest)  Commissioning review of all services (2020/2021)	To deliver savings as set out in the financial case.
<b>3 – Long term</b> (2020 onwards)	The <b>potential for conversion to a mutual</b> could be explored if the option commands support and the partnership venture has developed the expertise needed to win the contract in competition.	The move to a mutual model would be a major step involving significant risks. Any new shared entity needs time to develop its skills, systems, relationship management and initial customer base before it can compete confidently.

## 3.5 Economic appraisal

### 3.5.1 Introduction

The costs and benefits of the Programme have been used to populate a cost/benefit model which adjusts for “optimism bias” on both programme costs and financial benefits.

### 3.5.2 Estimating financial benefits

Detailed salary budgets have been provided for each of the partner councils. The Councils have previous experience of implementing shared services and the experience of savings delivered has been applied to this business case. Where services are in scope for sharing, the following principles were applied in order to estimate the potential level of financial savings:

- Transactional savings of 15% can be realised where services have not been shared before;
- The level of management savings will vary according to the degree of sharing of management resources currently in place (savings from 0% to 10% depending upon the degree of sharing);
- Costs for officers to be shared will increase by 5% (on average) to reflect the cost of additional responsibilities;
- Savings reduced by 3% to reflect the fact that each Council currently has an annual ‘vacancy’ savings factor within the base budget. This vacancy factor will need to reduce to reflect a reduced employee budget;



With regard to the Trusted Advice and the managers of Shared Service positions, detailed modelling was carried out on the costs of the officer positions which would be ring-fenced into these positions. Where certain positions were vacant, it was assumed these posts would remain unfilled and the savings are available to the programme.

There is the potential for further financial benefits to be realised as a result of implementing this programme. It is possible that the Councils could spread overheads or generate income by trading (for example, by enabling the building control service to operate in a commercial arrangement or by selling support services). The proposal is to create a flexible entity where it is possible for other public sector bodies to buy services, or indeed to join as partners in the future.

The programme has commenced a piece of work to ascertain the scale of the market opportunities, identify potential clients and assess how prepared the shared services are for entering into a more commercial environment. The business case has not assumed financial benefits from these wider aspirations.

### 3.5.3 Estimating costs

Where costs are known these have been included within the business case (e.g. certain costs for external advice which has already been procured, redundancy costs already incurred, programme office costs as a recruitment process has been completed).

As the Councils have experience of creating shared services and forming new entities (Ubico Ltd and The Cheltenham Trust), provision for one-off specialist external advice has been based upon that previous experience.

Redundancy costs have been estimated by quantifying the number of officer posts which are likely to become redundant and applying an estimated redundancy and strain on pension fund cost. The estimates have been ascertained by using data from the creation of previous shared services.

The costs of investment in ICT have been provided by the CDC/WODC Head of Service based upon soft market testing.

It has been assumed that the resource requirements of the Monitoring Officer and the Chief Finance Officer support for the Joint Committee will be provided within existing capacity. Therefore, as the additional costs of operating under a JC arrangement are minimal, the business case has not included any additional costs for operating under a JC arrangement. The support costs for a Teckal company have been based upon experience from the operation of Ubico Ltd and The Cheltenham Trust.

### 3.5.4 Net present value findings

A summary of the financial benefits from the programme is set out in the table below:

2020 Vision Summary of Savings	Savings	CBC	CDC	FoDDC	WODC
<b>Savings Already Delivered – In Base Budgets</b>					
Ubico - TBC/FoDDC/WODC	326,000	89,000	165,000	11,000	61,000
Joint Working - Legal and Prop/IT	247,000	90,000	57,000	60,000	40,000
Procurement	57,000	15,000	34,000	8,000	0
<b>Savings Already Delivered</b>	<b>630,000</b>	<b>194,000</b>	<b>256,000</b>	<b>79,000</b>	<b>101,000</b>
<b>Shared Services Phase 1 – Savings Deliverable 2016/17 – 2017/18</b>					
Savings from:					
Trusted Advisors, Legal, Property, Revenues and Benefits, Customer Services, Public Protection and procurement savings related to supplies and services budgets.					
Gross Savings	2,156,000	405,000	627,000	497,000	627,000
Vacancy Factor/Joint Working Increases	(166,000)	(30,000)	(49,000)	(38,000)	(49,000)
<b>Net Future Shared Services Savings</b>	<b>1,990,000</b>	<b>375,000</b>	<b>578,000</b>	<b>459,000</b>	<b>578,000</b>
<b>Shared Services Phase 2 – Savings expected to be delivered 2018/19</b>					
Savings from:					
Commissioning/Policy Support, Planning, Procurement savings related to supplies and services budgets, Housing Support.					
Gross Savings	987,000	133,000	273,000	237,000	344,000
Vacancy Factor/Joint Working Increases	(72,000)	(9,000)	(20,000)	(17,000)	(26,000)
<b>Net Future Shared Services Savings</b>	<b>915,000</b>	<b>124,000</b>	<b>253,000</b>	<b>220,000</b>	<b>318,000</b>
<b>Shared Services Phase 3 – Savings expected to be delivered 2019/20 Onwards</b>					
Savings from:					
GO Shared Services, IT, Audit Services, Building Control, Procurement savings related to supplies and services budgets. For building control this could be income generation or cost savings - net impact is shown					
Gross Savings	360,000	88,000	90,000	94,000	88,000
Vacancy Factor/Joint Working Increases	(26,000)	(6,000)	(7,000)	(7,000)	(6,000)
<b>Net Future Shared Services Savings</b>	<b>334,000</b>	<b>82,000</b>	<b>83,000</b>	<b>87,000</b>	<b>82,000</b>

2020 Vision Summary of Savings	Savings	CBC	CDC	FoDDC	WODC
<b>Other 2020 Vision Savings</b>					
Waste Services - FoDDC/WODC/CDC	530,000	0	200,000	150,000	180,000
Leisure FoDDC	75,000	0	0	75,000	0
Shared Property Resources	560,000	250,000	110,000	100,000	100,000
<b>Total Other Savings</b>	<b>1,165,000</b>	<b>250,000</b>	<b>310,000</b>	<b>325,000</b>	<b>280,000</b>
<b>Company Model – Savings to be delivered 2017/18 Onwards through staff turnover</b>					
Forming Company Model	709,000	227,000	177,000	168,000	137,000
<b>Total 2020 Vision Net Savings</b>	<b>5,743,000</b>	<b>1,252,000</b>	<b>1,657,000</b>	<b>1,338,000</b>	<b>1,496,000</b>
Gross Programme Costs	10,140,000	2,174,000	2,628,000	2,656,000	2,682,000
Less TCA Grant	(3,800,000)	(950,000)	(950,000)	(950,000)	(950,000)
<b>Net Programme Costs</b>	<b>6,340,000</b>	<b>1,224,000</b>	<b>1,678,000</b>	<b>1,706,000</b>	<b>1,732,000</b>
Payback period		1 year	1 year	1.3 years	1.2 years

In general, savings have been allocated according to the 2015/16 baseline funding position for each partner council that is part of a shared service. The costs of the new structure for Trusted Advisers has been compared to each Council's baseline funding position and savings calculated accordingly. Some savings have been assumed by bringing some contracted out services into the 2020 Vision delivery model.

The Net Present Value (NPV) of the programme has been calculated using a cost benefit analysis model which incorporates adjustments for optimism bias (financial benefits could be overstated) and optimistic costs (costs understated). The model has been used to calculate NPV both with and without the Transformation Challenge Award Grant funding. The optimism bias adjustments mean that the payback period is different than that shown in Table 7: Preferred way forward. In both cases there is a positive NPV of the Programme, as set out below:

Table 8: NPV findings

	Net Present Value	Payback Period
	£	Years
<b>Without TCA Grant</b>	19,276,824	6
<b>With TCA Grant</b>	22,939,919	4

### 3.6 Sensitivity analysis

The cost benefit model has applied the following optimism bias adjustments to the costs and financial benefits from the programme:

- ICT Costs – 5% adjustment (assumes optimistic costs in business case);
- Redundancy Costs – 5% adjustment (assumes optimistic costs in business case);
- External adviser support – 10% adjustment (assumes optimistic costs in business case);
- Programme office/backfill requirements - 5% adjustment (assumes optimistic costs in business case);
- Financial Benefits – 5% (assumes savings optimistic in business case);
- On-going support costs for Teckal company – 5% (assumes optimistic costs in business case).

#### 3.6.1 Results of scenario planning

The net present value and payback period for the programme are very positive. No concerns over the financial viability of the programme have been identified.

### 3.7 Preferred option

The preferred option as set out in detail at 3.4 can be summarised as:

- forming a Joint Committee early in 2016,
- transferring responsibility for the initial shared services to the Joint Committee from April 2016.
- the business case for a Teckal company to be considered during Summer 2016.

## 4 Commercial case

### 4.1 Introduction

In order to progress shared services savings quickly, it is proposed to initially operate them under a JC with the Councils continuing to act as employers. This will allow progress in achieving shared efficiencies whilst developing the detailed arrangements for the establishment of the new sourcing model.

### 4.2 Required services

The joint committee will focus upon providing strategic direction and overseeing the performance, development and continued operation of the Partnership on behalf of the Councils.

The JC will have the following **roles**:

#### Strategic Direction

- Responsible for the on-going strategic delivery and governance of the Partnership Venture Shared Services to the required standards.

#### Financial

- Develop and approve the Partnership Financial Case from time to time and to make recommendations to the Partner Councils accordingly for adoption.

- Receive reports on and monitor the Partnership Financial Case.
- Oversee the delivery of the financial savings and benefits as set out in the Partnership Financial Case.

### **Delivery**

- Responsible for the delivery of the Partnership Venture in accordance with the Business Case (timescales, costs and performance) and to agree tolerances, identify and manage risks, issues or concerns as necessary.

### **Monitoring**

- Approve annual service plans and performance reports for each of the Partnership Venture Services
- Receive reports on the performance of the Partnership Venture Services at such intervals as may be provided by the s101 Agreement[s] or as the Joint Committee may require; to make recommendations for service improvements as appropriate and to generally monitor the delivery of the Partnership in accordance with the s101 Agreement[s] for the Partnership Venture.

### **Improvement**

- Responsible for the on-going enhancement of the Partnership Venture and the Partnership Venture Services.
- Receive reports on improvements or changes to service delivery of the Partnership Venture Services from the Partnership Managing Director and to recommend for approval major changes to the service delivery to the Partner Councils as necessary.
- Receive reports on any potential expansion of the Partnership Venture and to make recommendations to the Partner Councils accordingly.
- Receive reports on any requests for service contracts outside of the existing Partner Councils from the Partnership Managing Director and to make recommendations to the Partner Councils accordingly.

### **Disputes**

- Receive reports on cases where conflicts between the interests of the Partner Councils have arisen or are likely to arise and to agree the manner in which such conflicts will be managed or resolved if possible.

The interim joint committee will oversee development of a report to the partner authorities on Teckal company recommendations, which will be presented in the summer of 2016. Should they be approved, as the plans for a move to a company model take effect, it may be helpful to create a shadow company board which would represent the company in negotiating the service contracts with the partner authorities. This will help to avoid the new company having to work to a contract that it had no part in negotiating and so had not been able to satisfy itself was realistic.

### 4.3 Potential for risk transfer

At this stage, Programme risks are overseen by the Member Governance Board and are escalated to the partner authorities as necessary. Ultimately all risks remain with the partner councils.

### 4.4 Proposed charging mechanisms

The partner councils have approved the principles under which costs and benefits will be shared.

### 4.5 HR implications (including TUPE)

It is anticipated that the TUPE – Transfer of Undertakings (Protection of Employment) Regulations – will not apply to this investment at this stage. Under the JC model, the staff will remain employed by their existing employers. Employment issues will be considered as part of the Teckal report to councils in the Summer of 2016. It is anticipated that the staff employed by each of the authorities will share common terms and conditions, in order to develop closer working and sharing. This will be done through consultation and discussion with employees. Further work will be undertaken to align rewards and benefits for all staff working for the authorities through a Total Reward Strategy. Reduction in staff numbers will be carried out in accordance with the policies in each authority and where possible where there are job losses, natural wastage and volunteers will be sought.

## 5 Financial case

### 5.1 Introduction

The purpose of this section is to set out the financial implications of the preferred option (as set out in the economic case section) and the proposed deal (as described in the commercial case section).

### 5.2 Impact on the organisation's income and expenditure account

The financial case for the **overall programme** is set out below:

Table 11: Financial case for the overall programme

	2014/15 £000	2015/16 £000	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000	April 2020- March 2024 £000	Total £000
<b>Programme Costs</b>	<b>430</b>	<b>2,774</b>	<b>3,715</b>	<b>1,873</b>	<b>1,308</b>	<b>40</b>	<b>0</b>	<b>10,140</b>
Funded by:								
TCA Grant	430	2,774	596	0	0	0	0	<b>3,800</b>
Council Contributions	0	0	3,119	1,873	1,308	40	0	<b>6,340</b>
<b>Total</b>	<b>430</b>	<b>2,774</b>	<b>3,715</b>	<b>1,873</b>	<b>1,308</b>	<b>40</b>	<b>0</b>	<b>10,140</b>
Savings Annual	0	491	1,827	952	1,419	474	580	<b>5,743</b>
<b>Savings Cumulative</b>	<b>0</b>	<b>491</b>	<b>2,318</b>	<b>3,270</b>	<b>4,689</b>	<b>5,163</b>	<b>22,084</b>	<b>38,015</b>

The financial case for **Cheltenham Borough Council** is set out below:

	2014/15 £0	2015/16 £0	2016/17 £0	2017/18 £0	2018/19 £0	2019/20 £0	April 2020- March 2024 £0	Total £0
<b>Programme Costs</b>	<b>66</b>	<b>592</b>	<b>822</b>	<b>357</b>	<b>327</b>	<b>10</b>	<b>0</b>	<b>2,174</b>
Funded by:								
TCA Grant	66	592	292	0	0	0	0	<b>950</b>
Council	0	0	530	357	327	10	0	<b>1,224</b>
<b>Total</b>	<b>66</b>	<b>592</b>	<b>822</b>	<b>357</b>	<b>327</b>	<b>10</b>	<b>0</b>	<b>2,174</b>
Savings Annual	0	155	303	330	166	124	174	<b>1,252</b>
<b>Savings Cumulative</b>	<b>0</b>	<b>155</b>	<b>458</b>	<b>788</b>	<b>954</b>	<b>1,078</b>	<b>4,744</b>	<b>8,177</b>

The financial case for **Cotswold District Council** is set out below:

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	April 2020- March 2024	Total
	£0	£0	£0	£0	£0	£0	£0	£0
<b>Programme Costs</b>	<b>132</b>	<b>689</b>	<b>965</b>	<b>505</b>	<b>327</b>	<b>10</b>	<b>0</b>	<b>2,628</b>
Funded by:								
TCA Grant	132	689	129	0	0	0	0	<b>950</b>
Council	0	0	836	505	327	10	0	<b>1,678</b>
<b>Total</b>	<b>132</b>	<b>689</b>	<b>965</b>	<b>505</b>	<b>327</b>	<b>10</b>	<b>0</b>	<b>2,628</b>
Savings Annual	0	215	597	294	288	119	145	<b>1,657</b>
<b>Savings Cumulative</b>	<b>0</b>	<b>215</b>	<b>812</b>	<b>1,106</b>	<b>1,394</b>	<b>1,512</b>	<b>6,406</b>	<b>11,445</b>

The financial case for **Forest of Dean District Council** is set out below:

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	April 2020- March 2024	Total
	£0	£0	£0	£0	£0	£0	£0	£0
<b>Programme Costs</b>	<b>90</b>	<b>759</b>	<b>965</b>	<b>505</b>	<b>327</b>	<b>10</b>	<b>0</b>	<b>2,656</b>
Funded by:								
TCA Grant	90	759	101	0	0	0	0	<b>950</b>
Council	0	0	864	505	327	10	0	<b>1,706</b>
<b>Total</b>	<b>90</b>	<b>759</b>	<b>965</b>	<b>505</b>	<b>327</b>	<b>10</b>	<b>0</b>	<b>2,656</b>
Savings Annual	0	19	509	146	404	121	139	<b>1,338</b>
<b>Savings Cumulative</b>	<b>0</b>	<b>19</b>	<b>528</b>	<b>674</b>	<b>1,078</b>	<b>1,199</b>	<b>5,133</b>	<b>8,631</b>



The financial case for **West Oxfordshire District Council** is set out below:

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	April 2020- March 2024	Total
	£0	£0	£0	£0	£0	£0	£0	£0
<b>Programme Costs</b>	<b>142</b>	<b>734</b>	<b>965</b>	<b>505</b>	<b>326</b>	<b>10</b>	<b>0</b>	<b>2,682</b>
<b>Funded by:</b>								
TCA Grant	142	734	74	0	0	0	0	<b>950</b>
Council	0	0	891	505	326	10	0	<b>1,732</b>
<b>Total</b>	<b>142</b>	<b>734</b>	<b>965</b>	<b>505</b>	<b>326</b>	<b>10</b>	<b>0</b>	<b>2,682</b>
Savings Annual	0	101	419	181	561	111	122	<b>1,497</b>
<b>Savings Cumulative</b>	<b>0</b>	<b>101</b>	<b>521</b>	<b>702</b>	<b>1,264</b>	<b>1,375</b>	<b>5,797</b>	<b>9,760</b>

In section 2.5 table 3 set out each Council's financial savings targets for the period 2015/16 to 2018/19 and the respective plans for delivering the savings. The table has been updated below to show the revised contribution from the 2020 Vision.

**Table 12: Revised financial contribution from 2020 Vision to Councils' savings targets**

	CBC (£000)	CDC (£000)	FODDC (£000)	WODC (£000)
Total Annual Savings Target	3,727	1,644	2,112	1,110
Potential 2020 Vision Savings	1,252	1,657	1,338	1,496
Other Identified Savings	1,791	589	941	0
Shortfall (Surplus)	684	(602)	(167)	(386)

### 5.3 Impact on the balance sheet

Investment in ICT will increase the value of intangible assets held across the partnership. Funding of one-off revenue costs will either reduce the partner authorities' revenue reserves, or will utilise in year funding.

### 5.4 Overall affordability

The proposed cost of the project is £10.1m over the 5 years of the expected lifetime of the programme. The Councils have already significantly provided for the programme costs within their Medium Term Financial Strategies. The Member Governance Board / Joint Committee will keep the programme finances under review, any additional funding request will be recommended to the

Councils as the programme progresses and actual costs become known. Funding of core programme expenditure (i.e. of benefit to all partner authorities) will be initially funded from the £3.8m award of Transformation Challenge Award Funding.

## 6 Management case

### 6.1 Introduction

This section of the Business Case addresses the 'achievability' of the scheme. Its purpose therefore, is to build on the Strategic Outline Case by setting out in more detail the actions that will be required to ensure the successful delivery of the scheme in accordance with best practice.

### 6.2 Programme management arrangements

The programme is managed using a MSP (Managing Successful Programmes) structure incorporating a Programme Board (the Member Governance Board) and Programme Team supported by a pool of specialist resource and advisors responsible to the Programme Director. The programme organisation can be summarised as follows:

- **Member Governance Board** – made up of the Leader and Portfolio Holder from each partner Council. The board has delegated authority on behalf of the partner Councils to deliver the 2020 programme including oversight of the setup of the PV and commissioning framework in line with the 2020 Vision. Programme delivery is subject to a series of decision points by Partner authorities.
- **Programme Team** – made up of the three senior managers appointed by the Member Governance Board to deliver the 2020 Vision supported by a strategic programme manager; strategic advisors and programme resources (see programme office). The Head of Paid Service at FoDDC and the acting Heads of Paid Service for the other Councils sit on the programme team in order to co-create programme development and to enable business as usual to be maintained in the partner Councils, however they do not report into the Member Governance Board.
- **Programme Office** – the programme team is supported by a pool of people including a number of strategic advisors, programme managers, a change and engagement officer, a communications officer and specialist resource such as HR, finance, legal and audit.

The programme management arrangements are built to ensure strong governance and proactive stakeholder engagement; both of these being critical to the successful delivery of the 2020 Vision and the associated Benefits.

### 6.3 Project management arrangements

Projects are managed using a Prince 2 framework with an Agile project management approach, providing robust, responsive governance. Projects vary greatly in size and complexity, so the project management put in place is tailored accordingly.

Programme and project management organisation and processes have been designed to ensure that there are good links between each project and the programme, whilst allowing each project to run autonomously within the programme framework.

Programme and projects links include:

- Project sponsors drawn from senior managers on the Programme Team
- A programme manager is assigned to each project to act as a liaison between the programme and the project. Their role is to manage interdependencies between projects; help resolve issues that are not entirely within the project's control; continuously improve the programme management approach to better support effective and efficient project delivery, risk management, benefits realisation, stakeholder communications and engagement. In addition the programme manager is an effective escalation route to the programme as and when needed.
- Project and programme plans, risk registers, communications and engagement plans, and benefits realisation plans are coordinated, regularly reviewed and changes are highlighted through monthly status reports.

#### 6.4 Use of special advisers

Special advisers have been used in a timely and cost-effective manner. Details are set out in the table below:

Table 13: Special advisers

Specialist Area	Adviser
Financial	AON Hewitt – pensions advice CIPFA – external assurance of the business case
Technical	Activist Group, Eunomia Ltd
Legal	Bevan Brittan

#### 6.5 Outline arrangements for change and contract management

At the project level, any proposed change to project objectives, deliverables, scope or timescales must be raised with the project manager. Change request implications are evaluated by the project manager and project board. The project sponsors have final say on changes. If a change is approved, the project manager will update relevant sections of the Project Initiation Document, project plans, and the risk and issue logs.

Where changes impact upon programme interdependencies, these must be raised with the programme manager for consideration. If a solution cannot be established between project and programme managers, this will be escalated to the programme team for resolution.

#### 6.6 Outline arrangements for benefits realisation

The programme uses standard MSP and Prince 2 based approaches to benefits realisation. Programme benefits are shown in section 2.3 of this document, and progress towards their realisation is monitored by the Programme Team and Member Governance Board via status reporting.

Progress towards benefits realisation is also monitored at the project level, and a business change manager is identified for each project to ensure that project outputs are converted into business benefits.

### **6.7 Outline arrangements for risk management**

The programme uses standard MSP and Prince 2 based approaches to risk management. Risk registers are held at project and programme level, and any project level risks identified which pose a broader threat or opportunity to the programme are escalated up to the programme register. Individual partner authorities also hold risks to their own organisations relating to the programme, in their own corporate risk logs.

Reviews of risk occur on a regular basis at all levels of project and programme governance – risk is a standing agenda item at project progress meetings.

### **6.8 Outline arrangements for post project and programme evaluation**

After project and programme completion, an end of project or programme review will take place to consider the following points:

- Achievement of the project's/programme's objectives
- Performance against planned time and cost
- Did the project/programme deliver the intended benefits?
- Lessons learned – What went well?; What went badly?; What advice would you give to future project/programme managers and team members?

This objective review of project/programme performance will enable useful organisational learning which can be carried forward into future programmes and projects. There is a good track record of this happening in previous programmes and projects and the learning has been used to design the current programme and project management arrangements.

Reviews are held regularly throughout the lifecycle of the programme as well as on completion, to ensure learning happens within the programme and not just for future programmes.

### **6.9 Gateway review arrangements**

This Business Case has been subject to a number of gate reviews to reach this point. To date, these have comprised:

- A legal gate review
- A high level gate review involving all of the major contributors (HR, legal, ICT, finance)
- A detailed financial gate review by the Chief Finance Officers

The gateway review provides assurance as to the robustness of key documents governing the programme and the ability to move forward. The output of the gate reviews inform programme office and are used to provide assurance to the Member Governance Board and councils.

Partner councils may also undertake their own gate reviews to satisfy themselves that the business case is right for their organisation. Going forward, formal Gateway reviews will be carried out before each key decision point.

### 6.10 Contingency plans

Should this programme fail to secure the buy in of all four partner councils, work would be undertaken to see whether there was sufficient merit in proceeding with three, or even two partners. At the same time, options for bringing other organisations into the partnership would be explored.

## 7 Appendix A: Programme risk log

ID	Description	Date raised	Last updated	Owner	Impact	Likelihood	Score	Control	Action	Deadline
4	If there is failure to reach agreement between members across all four Councils the programme may not be delivered	01/09/2014	03/08/2015	SRO (Andrew North)	5	3	15	Reduce	Member Governance Board, widespread engagement and shared management arrangement.	Autumn 2015
22	Programme does not progress as Members do not have their concerns properly addressed	01/09/2014	03/08/2015	SRO (Andrew North)	5	3	15	Reduce	Ensure Members are able to share their ideas and expectations – disagreements are aired and debated. Expressly discuss issues of control and sovereignty. Establish clear understanding of each council's appetite for change and their commitment to a shared vision. Member values and priorities made integral to investment objectives.	Autumn 2015

ID	Description	Date raised	Last updated	Owner	Impact	Likelihood	Score	Control	Action	Deadline
7	If there is a lack of employee support and significant resistance to change the programme delivery and realization of benefits will be delayed	01/09/2014	03/08/2015	DN	4	3	12	Reduce	Proactive engagement and communication with staff is crucial. 'Leading through change' programme being developed for roll out to all staff Direction of travel is well known Need to engage with employees at the appropriate time and employee and stakeholder engagement would be a key strand within the programme. Employee sessions have shown that they are concerned about pace of change, uncertainty and resources.	Ongoing
11	If the programme is too difficult to reverse once fully implemented there may be a reticence to make a full commitment to its delivery	01/09/2014	03/08/2015	SRO (Andrew North)	4	3	12	Reduce	Councillors need to fully understand proposals so important to have good member engagement from an early stage Contract length and phasing may need to be considered	Ongoing
12	If any part of the new organisation fails there will be a negative impact on the reputation of all four councils	01/09/2014	03/08/2015	HoPS	4	3	12	Avoid	The Councils need to ensure that robust governance arrangements are in place to manage the partnership venture.	Ongoing
20	Changes to Local Government from external factors (e.g. outcomes from future Comprehensive Spending Review, new legislation, devolution) impact upon ability to resource the programme	01/09/2014	03/08/2015	HoPS	3	4	12	Reduce	To be managed by partner councils as part of performance management arrangements. Interim management arrangements to be put in place to manage business as usual.	Ongoing

ID	Description	Date raised	Last updated	Owner	Impact	Likelihood	Score	Control	Action	Deadline
25	Lack of clarity on scope of engagement, leading to confused messages	01/09/2014	03/08/2015	SRO (Andrew North)	4	3	12	Reduce	All members of programme and engagement team are aware of and confident in the engagement plan. Consistent key messages are used in communications with stakeholder groups. All engagement work across programme co-ordinated and consistent.	Ongoing
26	ICT - availability / capacities of technical resources required to fully research and understand the current configuration of the existing networks and systems used across the 4 partner Councils.	01/09/2014	03/08/2015	HoPS	4	3	12	Reduce	This to some extent has been mitigated by commissioning external ICT support, and partnership working with WODC/CDC but will be monitored throughout the project.	Ongoing
27	ICT - scope will creep as technical problems / challenges continue to be uncovered.	01/09/2014	03/08/2015	ICT Managers	4	3	12	Reduce	This is being addressed by working closely with Andy Barge / Giles Rothwell who are responsible for the FoD / CBC ICT shared service and Phil Martin / John Chorlton who are responsible for WODC / CBC ICT shared service . Initial work is identifying the strengths and weaknesses of how the 4 Councils current infrastructure support current needs with a view to shaping how best to support the needs of the new structure in future.	Ongoing



ID	Description	Date raised	Last updated	Owner	Impact	Likelihood	Score	Control	Action	Deadline
28	During the programme there may be a reduction in performance due to the impact of the programme on capacity within the four Councils.	14/10/2014	03/08/2015	HoPS	4	3	12	Reduce	Ensure communication about any changes and the reasons for them is clear and understood. Provide support for problematic areas at the appropriate time. Ensure sufficient resources are available to backfill capacity where appropriate	Ongoing
30	If projects are not aligned, we may inadvertently limit future sharing options e.g. REST and shared public protection.	20/11/2014	03/08/2015	Programme Director	4	3	12	Reduce	Rigorous programme management practice (including reporting) and regular communication between project and programme managers.	Ongoing
33	The 2020 programme requires effective collaboration between officers and members drawn from four councils. If officers and members are unable to collaborate effectively, this could impact significantly upon achievement of the programme's objectives.	09/02/2015	03/08/2015	SRO (Andrew North)	4	3	12	Reduce	Deborah Bainbridge developing a team building programme.  Member and senior officer collaboration events held	Ongoing
14	If the pensions liability advice is not accurate, all 4 Councils' existing pension schemes may be adversely affected.	01/09/2014	03/08/2015	JP	5	2	10	Reduce	Advice from the actuary says that pensions savings are realistic in the 10 year period. Work stream being led by Jenny Poole from GOSS – programme board received report and advice from actuary. Further action to be taken to feed into workstream about company options Dec '15 to June '16	Ongoing
8	If there is the perception of "Takeover, level of employee support will be reduced	01/09/2014	03/08/2015	DN	3	3	9	Reduce	Establishment of a new employment vehicle and shared management arrangement can reduce risk	Ongoing

ID	Description	Date raised	Last updated	Owner	Impact	Likelihood	Score	Control	Action	Deadline
9	If staff are opposed to transfer to new employment body and revised T&Cs there may be an increase in staff turnover and loss off skills	01/09/2014	03/08/2015	DN	3	3	9	Reduce	Initial employee sessions have not demonstrated that there is staff opposition. Unions broadly supportive T & Cs will need to developed as part of a new reward and recognition package	Ongoing
13	If there are future political changes (nationally or locally) there may not be the political support that is currently available	01/09/2014	03/08/2015	HoPS	3	3	9	Accept	Governance models will need to be robust Proposal could be scalable to other councils or functions Cross party advisory group will build political consensus.	Ongoing
15	If there was trade union opposition then the project delivery may be more difficult or delayed	01/09/2014	03/08/2015	HoPS	3	3	9	Reduce	Trade union engagement is on-going	Ongoing
19	Pension savings are not deliverable due to LGPS regulations or application of regulations by administering authorities	01/09/2014	03/08/2015	DN	3	3	9	Reduce	Lobby DCLG for changes to LGPS pension regulations to enable the partner councils to under-write the LGPS pension liabilities and continue to make contributions as in the existing delivery model. Use of professional advisers to find solutions.	Ongoing
29	Contracts with third parties may not be transferrable into the new partnership. Some contracts cannot be transferred to the new partnership so either they cannot be part of the scope or there could be considerable costs to terminate.	14/10/2014	03/08/2015	HoPS	3	3	9	Reduce	Ensure a full contracts register is drawn up, including termination dates and conditions, and factor into the plan.	Ongoing

ID	Description	Date raised	Last updated	Owner	Impact	Likelihood	Score	Control	Action	Deadline
6	If Programme resources / costs are insufficient the programme delivery and realization of benefits will be delayed	01/09/2014	03/08/2015	SRO (Andrew North)	4	2	8	Avoid	Previous programme experience used to estimate programme costs. Programme Management processes will identify issues to be addressed. If resources insufficient - Re-scope the Programme plan so that workload is manageable. Increase investment in resources to meet timescales. Input to partner council financial planning process.	Ongoing
24	Programme progressing too quickly resulting in demotivated staff which has an adverse impact on service delivery	01/09/2014	03/08/2015	SRO (Andrew North)	4	2	8	Reduce	Produce and communicate clear, phased timetable for programme. Key messages are consistent and feedback is prompt. Test stakeholders' readiness to move on to next phase of engagement.	Ongoing
31	As partnership working develops and/or individual council's reduce the size of their labour force it may not be possible for individual councils to sustain a response to a civil emergency beyond a short initial period – the more so if the emergency affects more than one District	16/12/2014	03/08/2015	HoPS	4	2	8	Reduce	Project in development to address this.  Proposed Measures Review existing emergency response structures Review scope to 'pool' resources and develop revised response arrangements Ensure any new employed arrangements include a contractual requirement to respond in an emergency	Ongoing

ID	Description	Date raised	Last updated	Owner	Impact	Likelihood	Score	Control	Action	Deadline
2	If risk is measured and managed differently across the four Councils there may be a conflict of priorities within the programme	01/09/2014	03/08/2015	HoPS	3	2	6	Avoid	Co-ordinated approach through joint discussions between risk owners. Regular sharing and review of corporate and programme risk registers. Any conflict in risk priorities to be raised with Programme Team for resolution. Proposal to align risk management methodologies across partners to be considered as a candidate project.	Ongoing
5	If expected benefits are not realised there may be a move to return to previous organisational structures	01/09/2014	03/08/2015	SRO (Andrew North)	3	2	6	Reduce	Programme resources and clear benefits realisation plan must be in place	Ongoing
34	The cost of the programme may exceed the allocated programme budget	20/03/2015	03/08/2015	Programme Director	3	2	6	Reduce	Ensure rigorous financial monitoring and control is exercised through programme governance arrangements. Programme Board to request individual Councils to provide additional funding if required.	Ongoing
36	A crisis in one partner organisation could affect service delivery in partner organisations if capacity diverted across the partnership to help address crisis	03/07/15	03/08/2015	HoPS	3	2	6	Reduce	Controls to be built into future governance of partnership.	Ongoing
35	Discussions about the devolution agenda could divert/distract from discussion required to reach agreement on 2020 vision development	03/07/15	03/08/2015	HoPS	2	1	2	Accept	Clear briefing required to show that the 2020 vision is aligned with devolution agenda	Ongoing

In Scope Service Areas	2015/16 Employee Costs per Service Area					Phasing of Savings			Programme Savings Allocation					Basis of Saving	
	CBC £	CDC £	FofDDC £	WODC £	Total Employee Costs £	Phase 1 2016/17- 2017/18 £	Phase 2 2018/19 £	Phase 3 2019/20 onwards £	Total Savings £	CBC £	CDC £	FofDDC £	WODC £		Total Savings £
<b>2015/16 Employee Costs per service area</b>															
Current Trusted Advisors	353,600	251,400	352,000	334,500	1,291,500	(99,000)	-	-	(99,000)	(99,000)	(98,000)	(67,000)	(98,000)	(362,000)	Savings from changes in senior organisational structure including deletion of CBC CEX post.
Admin Support	98,600	25,700	68,500	39,800	232,600	(52,000)	-	-	(52,000)	(52,000)	20,000	(23,000)	5,000	(50,000)	Realignment of cost by sharing administrative support across partners.
Commissioning Support	677,600	425,100	361,800	220,300	1,684,800	-	(115,000)	-	(115,000)	(115,000)	(52,000)	(58,000)	(52,000)	(277,000)	Estimated shared service saving based on 15-20% reduction in staff costs.
Building Control	481,300	216,000	278,500	202,100	1,177,900	-	-	(33,000)	(33,000)	(33,000)	(30,000)	(40,000)	(29,000)	(132,000)	Estimated shared service saving based on 15-20% reduction in staff costs (Note: CBC's saving shared 50:50 with TBC due to existing shared service arrangement).
Planning	-	1,340,500	739,400	1,222,000	3,301,900	-	-	-	-	-	(141,000)	(80,000)	(126,000)	(347,000)	
Policy Support	-	451,400	767,200	1,554,400	2,773,000	-	-	-	-	-	(35,000)	(59,000)	(120,000)	(214,000)	
Legal	-	386,700	199,800	55,200	641,700	(50,000)	-	-	(50,000)	(50,000)	(16,000)	(13,000)	(15,000)	(94,000)	Estimated saving from renegotiation of One Legal contract.
Property	442,700	234,800	238,900	353,800	1,270,200	(25,000)	-	-	(25,000)	(25,000)	(26,000)	(14,000)	(25,000)	(90,000)	Estimated shared service saving based on 5-10% reduction in staff costs.
Revenues & Benefits	1,053,300	621,900	-	1,133,100	2,808,300	(105,000)	-	-	(105,000)	(105,000)	(88,000)	(100,000)	(87,000)	(82,000)	Estimated shared service saving based on 10% reduction in staff costs.
Housing Support	-	182,700	150,700	250,200	583,600	-	-	-	-	-	(27,000)	(22,000)	(33,000)	(380,000)	
IT / GOSS / Audit Services	-	3,097,700	989,000	884,700	4,971,400	-	-	(43,000)	(43,000)	(43,000)	(49,000)	(44,000)	(49,000)	(185,000)	Estimated shared service saving based on 10% reduction in staff costs (Note: Staff not directly employed by CBC but saving shared).
Customer Services	323,200	573,800	471,100	159,100	1,527,200	(54,000)	-	-	(54,000)	(54,000)	(100,000)	(51,000)	(55,000)	(260,000)	Estimated shared service saving based on 15% reduction in staff costs with additional saving from existing vacant post across partners.
Public Protection	-	798,900	645,800	1,218,500	2,663,200	-	-	-	-	-	(298,000)	(207,000)	(325,000)	(830,000)	
Vacancy Factor						11,500	3,400	2,000	16,900	16,900	28,000	23,000	30,000	97,900	Estimated cost of existing vacancy savings.
Joint Working Increases in Salary						18,500	5,600	4,000	28,100	28,100	48,000	39,000	51,000	166,100	Estimate of likely cost of shared working allowances based on current working models.
Procurement Savings						(20,000)	(18,000)	(12,000)	(50,000)	(50,000)	(50,000)	(50,000)	(50,000)	(200,000)	Procurement savings target.
	<b>3,430,300</b>	<b>8,606,600</b>	<b>5,262,700</b>	<b>7,627,700</b>	<b>24,927,300</b>	<b>(375,000)</b>	<b>(124,000)</b>	<b>(82,000)</b>	<b>(581,000)</b>	<b>(581,000)</b>	<b>(914,000)</b>	<b>(766,000)</b>	<b>(978,000)</b>	<b>(3,239,000)</b>	
						<b>Other 2020 Vision Savings</b>									
										-	(200,000)	(150,000)	(180,000)	(530,000)	Savings anticipated by partners from reviews of their current waste service provision.
										-	-	(75,000)	-	(75,000)	Savings arising from changes in FODDC leisure provider.
										(250,000)	(110,000)	(100,000)	(100,000)	(560,000)	Estimated savings from making use of property assets collectively across partnership and inclusive of savings generated by Accommodation Strategy.
										(250,000)	(310,000)	(325,000)	(280,000)	(1,165,000)	
						<b>Forming Company Model Savings</b>									
										(227,000)	(177,000)	(167,000)	(137,000)	(708,000)	Total estimated pension savings net of costs of operating a company model.
						<b>Savings already banked within MTFS</b>									
										(89,000)					Ubico - new partners joining
										(15,000)					Banking tender savings
										(80,000)					ICT Shared Service - Phase 2 Savings
										(10,000)					Expansion of One Legal
										(194,000)	(256,000)	(80,000)	(101,000)	(631,000)	
										<b>(1,252,000)</b>	<b>(1,657,000)</b>	<b>(1,338,000)</b>	<b>(1,496,000)</b>	<b>(5,743,000)</b>	

2020 Vision Business Case - Analysis of Programme Costs

	Total Programme Costs		
	Original Programme Cost	Growth in Programme Costs	Revised Programme Cost
Expert Advice	470	0	470
Backfill	3,186	785	3,971
ICT	3,010	221	3,231
Costs of Transformational Change	2,077	392	2,469
<b>Totals</b>	<b>8,743</b>	<b>1,398</b>	<b>10,141</b>

## 2020 Vision Joint Committee

### The Constitution

#### First draft

#### 1. DEFINITIONS AND INTERPRETATION

##### 1.1 Definitions

Definitions used in this Constitution shall be the same as those set out in the Agreement, unless the context otherwise requires.

[Note for the purposes of this document the following definitions:

**Accounting Authority:** the Partner Authority which provides the Joint Committee's Section 151 Officer and which maintains the Joint Committee's accounts

**Annual Action Plan:** means a plan for the performance by the Joint Committee of its functions and activities in any Financial Year to be contained in the Business Plan prepared for that Financial Year and including an audit plan and risk register;

**Annual Budget:** means the annual budget of the Joint Committee for a Financial Year approved or amended by the Partner Authorities

**Business Plan:** means the rolling three year business plan approved by the Joint Committee on an annual basis

**Clerk:** means the clerk of the Joint Committee

**Commissioning Officers' Group:** the Partnership Managing Director and the Partner Authorities Heads of Paid Service

**Delegating Authorities:** those of the Partner Authorities which delegate a particular Function or activity to a Delivering Authority

**Delivering Authority:** the Partner Authority which delivers a particular Function or activity on behalf of itself and the Delegating Authorities

**Executive:** each Partner Authority's Cabinet

**Financial Year:** means a calendar year commencing on 1 April in any year;

**Functions:** means the functions set out in Appendix 1 below

**Material Change:** means a change proposed to the Agreement between the Partner Authorities or to the operation of the Joint Committee which a Partner Authority (acting reasonably) considers to be a material change to the nature of the Joint Committee including a change which has a material impact on service design or the cost of the services provided or the operation of the Joint Committee and which it considers must be subject to approval by elected members of the Partner Authority

**Partner Authorities:** Cheltenham BC, Cotswold DC, Forest of Dean DC and West Oxfordshire DC

**Providing Authority:** the Partner Authority which provides the following to the Joint Committee:

- The Joint Committee's Clerk and administration
- The Joint Committee's Monitoring Officer
- Legal advice
- Human Resources advice
- Section 151 officer
- [Employing/contracting body]

[NB: there may be different Providing Authorities for the various roles and responsibilities]

**Purpose and Terms of Reference:** means the purpose and terms of reference of the Joint Committee set out in Appendix 2 below

**Scrutiny Arrangements:** means the overview and scrutiny arrangements at each Partner Authority as required by the Local Government Act 2000 Act

**Scrutiny Committee:** means the overview and scrutiny committees at each Partner Authority established in accordance with the Scrutiny Arrangements

**Standing Orders and Rules of Procedure:** means the standing orders and rules of procedure for meetings of the Joint Committee and its sub-committees which shall be those of one of the Partner Authorities (as agreed) (subject to any such amendments or additions as the Joint Committee sees fit) together with the financial regulations and contract procedure rules for the Joint Committee which shall be the regulations and rules of one of the Partner Authorities (as agreed) (subject to any such amendments or additions as the Joint Committee sees fit) which apply from time to time

**Substitute Member :** has its usual meaning]

## **2. FUNCTIONS AND ACTIVITIES TO BE UNDERTAKEN BY THE JOINT COMMITTEE ON BEHALF OF THE PARTNER AUTHORITIES**

- 2.1 The Partner Authorities have each agreed and resolved that the Joint Committee should discharge the Functions.
- 2.2 The Partner Authorities acknowledge that any decision taken by the Accounting Authority or a Providing Authority that puts a Partner Authority in breach of any contract shall not be implemented and any costs or losses incurred by a Partner Authority arising from any such decision shall be apportioned equally between the Partner Authorities in accordance with the cost sharing principles [agreed by the Partner Authorities].

## **3. COMPOSITION OF THE JOINT COMMITTEE**

- 3.1 Each Partner Authority shall appoint two of its elected members as its representatives on the Joint Committee one of whom will be a member of that Partner Authority's Executive, and the other



may be either a member of the Partner Authority's Executive or Council.

- 3.2 Each Joint Committee Member shall have one vote at meetings of the Joint Committee.
- 3.3 Each Joint Committee Member shall remain in office until removed or replaced by his appointing Partner Authority, or in the case of a Joint Committee member who is a member of an Executive until he ceases to be a member of the Executive of his appointing Partner Authority. Notice of the removal or replacement of a Joint Committee Member shall be given to the Clerk [to the Joint Committee].
- 3.4 The proceedings of the Joint Committee shall not be invalidated by any vacancy or any defect or purported defect in the appointment of any Joint Committee Member.
- 3.5 Any Partner Authority may, by giving written notice to the Clerk, nominate a Substitute Member to attend a meeting of the Joint Committee.
- 3.6 Where a Substitute Member takes the place of a Joint Committee Member who is a member of his appointing Partner Authority's Executive then such Substitute Member must also be a member of his appointing Partner Authority's Executive.
- 3.7 A Substitute Member shall have the same rights of speaking and voting at meetings of the Joint Committee as the Joint Committee Member for whom he is substituting.
- 3.8 The Partnership Managing Director, the Partner Authorities' Heads of Paid Service, together with the Joint Committee's s151 Officer, Monitoring Officer / Legal Advisor and the Clerk, shall be entitled to attend meetings of the Joint Committee to advise the Joint Committee on matters relevant to the functions and activities of the Joint Committee but shall have no voting rights.
- 3.9 Each Partner Authority may send any of its officers (as it considers to be appropriate) to meetings of the Joint Committee, or any sub-committee of it, to support its Joint Committee Members or those invited to observe the meetings.

#### **4. ROLE OF JOINT COMMITTEE MEMBERS**

- 4.1 The responsibilities of a Joint Committee Member shall be as follows:
  - 4.1.1 to act in the interests of the Joint Committee as a whole except where this would result in a breach of statutory or other legal duty to their Partner Authority or would be in breach of their Partner Authority's adopted code of conduct for elected members;
  - 4.1.2 to be committed to, and act as a champion for, the achievement of the Joint Committee's Purpose and Terms of Reference;
  - 4.1.3 to be a good ambassador for the Joint Committee and to encourage other councils to join the Joint Committee;
  - 4.1.4 to attend Joint Committee meetings regularly, vote on items of business and make a positive contribution to the achievement of the Joint Committee's Purpose and Terms of Reference;

- 4.1.5 to act as an advocate for the Joint Committee in seeking any necessary approval from their Partner Authority to the draft Business Plan and the Annual Budget

## **5. RESPONSIBILITIES OF THE CHAIRMAN AND VICE-CHAIRMAN**

- 5.1 The responsibilities of the Chairman are as follows:

- 5.1.1 to act as an ambassador for the Joint Committee and to represent the views of the Joint Committee to the general public and other organisations;
- 5.1.2 to ensure that the meetings of the Joint Committee are conducted efficiently and in accordance with the Standing Orders and Rules of Procedures;
- 5.1.3 to encourage the Joint Committee to delegate sufficient authority to the Partnership Managing Director, the Accounting Authority and each Providing Authority to enable the Joint Committee's functions and activities to be carried out efficiently between meetings of the Joint Committee;
- 5.1.4 to monitor the performance of the Partnership Managing Director;
- 5.1.5 to establish a constructive working relationship with, and to provide support for any sub-committees and to the Partnership Managing Director, the Commissioning Officers' Group, the Accounting Authority and each Providing Authority or any other officers to whom the Joint Committee have delegated any of its powers and functions;
- 5.1.6 to ensure that the Joint Committee monitors and controls the use of delegated powers; and
- 5.1.7 to liaise with the Clerk to the Joint Committee regarding the Joint Committee's meetings and the conduct of its business.

- 5.2 The role of the Vice-Chairman is to deputise for the Chairman during any period of the Chairman's absence or at other times as appropriate and his responsibilities shall be the same as those of the Chairman.

- 5.3 Subject to the protocol set out in Appendix 3 below, the Chairman shall have a second or casting vote when presiding at a meeting of the Joint Committee.

## **6. MEETINGS OF THE JOINT COMMITTEE**

- 6.1 Part I of Schedule 12 of the Local Government Act 1972 shall apply to meetings of the Joint Committee.

- 6.2 At its first meeting and at each Annual General Meeting thereafter the Joint Committee shall:

- 6.2.1 elect from among the Joint Committee Members the first Chairman and Vice-Chairman by a simple majority of votes provided that if a deadlock occurs between two or more Joint Committee Members a second secret ballot shall immediately be conducted for the election of the Chairman and Vice-Chairman;

- 6.2.2 adopt a Scheme of Delegation; and
- 6.2.3 approve the schedule of meetings for the remainder of the year.
- 6.3 Subject to paragraph 6.5 below, and the need exceptionally to call additional meetings, the Joint Committee shall meet at least [four] times each year. The Chairman shall decide the venue, date and time of all meetings of the Joint Committee. Wherever practicable, at least 10 Business Days' notice of such meetings shall be given to each Joint Committee Member, the Partnership Managing Director, the Joint Committee's s151 Officer, the Monitoring Officer, the Legal Advisor and to each Partner Authority's Head of Paid Service by the Clerk.
- 6.4 Meetings of the Joint Committee shall be open to the public and press except during consideration of items containing confidential or exempt information in accordance with the provisions of sections 100 to 100K of the Local Government Act 1972; and reports to and the minutes of the Joint Committee shall (subject to the provisions of sections 100 to 100K of the Local Government Act 1972) be available to the public and press as though they were the reports or minutes of a meeting of a Partner Authority.
- 6.5 Any Joint Committee Member may requisition a meeting of the Joint Committee by giving notice of such requisition to the Chairman and to the Clerk. Immediately upon receipt of such requisition, the Chairman shall call a meeting of the Joint Committee in accordance with paragraph 6.3 which shall be no later than 10 Business Days after the receipt by the Clerk of the notice of requisition.
- 6.6 The Standing Orders and Rules of Procedure shall be applicable to meetings of the Joint Committee. The Standing Orders and Rules of Procedure may only be amended or replaced if the amendment or replacement is agreed by not less than three-quarters of the Joint Committee Members.
- 6.7 The quorum for a meeting of the Joint Committee shall be [4] Joint Committee Members, which shall include at least one Joint Committee Member appointed by each Partner Authority; no business may be transacted at a meeting of the Joint Committee unless a quorum is present.
- 6.8 If a quorum is not present within 30 minutes of the time set for the commencement of a meeting of the Joint Committee (or a quorum ceases to be present during a meeting) the meeting shall be adjourned to the same time and venue five Business Days later or to such other date, time and venue as the Chairman (or other person who is chairing the meeting) shall determine.
- 6.9 The Chairman or Vice-Chairman may be removed by a majority vote of all of the Joint Committee Members present at a meeting of the Joint Committee subject to the Chairman or the Vice-Chairman being given the opportunity to address the meeting before the vote is taken to put his case as to why he should not be removed.
- 6.10 If the Chairman or the Vice-Chairman is removed by a majority vote of the Joint Committee or resigns or is otherwise unable to continue as Chairman or Vice-Chairman he may be replaced by the election of another Joint Committee Member as Chairman or Vice-Chairman as the case may be by a majority vote of the Joint Committee (in accordance with the provisions of paragraph 6.2).
- 6.11 The Chairman shall normally preside at all meetings of the Joint Committee. If the Chairman is not present within 15 minutes of the time for the commencement of a meeting, or being present does

not wish to preside or is unable to do so, then the Vice-Chairman shall preside at that meeting. If (in the event of the absence or non-availability of the Chairman) the Vice-Chairman is not present within 15 minutes of the time for the commencement of the meeting or does not wish to preside or is unable to do so, the meeting shall appoint another Joint Committee Member to chair the meeting.

## **7. DELEGATION TO SUB COMMITTEES AND OFFICERS**

7.1 The Joint Committee may arrange for any of its functions to be discharged in accordance with the provisions of a Scheme of Delegation as approved by the Joint Committee.

7.2 The Joint Committee may appoint working groups to consider specific matters and report back to the Joint Committee or any sub-committee with recommendations.

## **8. SCRUTINY ARRANGEMENTS**

8.1 Subject as set out in this paragraph 8 the decisions made by the Joint Committee shall for the time being be subject to the Scrutiny Arrangements of each Partner Authority and each Partner Authority acknowledges the requirements in paragraph 8.8 below for cooperation between the respective Scrutiny Committees of each Partner Authority.

8.2 Any decision of the Joint Committee, except those agreed as urgent in accordance with paragraph 8.3 shall not be implemented until the Scrutiny Arrangements of the Partner Authority whose membership has called in the decision or action has been completed.

8.3 Where a decision of the Joint Committee must be implemented without delay and as a matter of urgency the Clerk shall ensure that the chairmen of the Partner Authorities' Scrutiny Committees are immediately advised of the proposed urgent decision and their approval sought for call-in not to apply to that decision. Where such approval is given confirmation of that approval and the reasons for the decision being urgent shall be stated in the minutes of the Joint Committee meeting.

8.4 A summary record of decisions made by the Joint Committee will be made available to the public via the website of the Providing Authority which provides the Clerk within two Business Days of the decision being made. At the same time the Providing Authority which provides the Clerk will provide a copy of the summary record of decisions to all Partner Authorities for them to make available to their members as they see fit. The summary record will indicate which of the decisions are subject to the urgency provision and therefore are not available to be 'called in' prior to implementation.

8.5 Decisions of the Joint Committee (unless the Partner Authorities' Scrutiny Committees' chairmen agree otherwise in accordance with paragraph 8.3) shall be subject to call-in processes of each Partner Authority. If not called in during that period any decision shall then be available for implementation.

8.6 The Joint Committee Members and the relevant officers from each Partner Authority shall fully cooperate with the relevant Scrutiny Committee of any of the Partner Authorities and attend as directed by the Scrutiny Committee. The Partnership Managing Director may identify the appropriate officer(s) to attend a Scrutiny Committee. The Joint Committee Chairman may

nominate the Joint Committee Member(s).

- 8.7 Where a decision is called in by more than one Partner Authority, the Scrutiny Committee of each of the Partner Authorities calling in the decision will be invited to meet jointly to hear evidence, views, options considered, reasons for decision and to ask questions of appropriate Joint Committee Member(s) and the Partnership Managing Director and others invited to participate.
- 8.8 After these "hearings", each relevant Scrutiny Committee will meet separately to decide on what comment, view or recommendations (if any) it wishes to make to the Joint Committee.
- 8.9 Where the account to be given to the Scrutiny Committee requires the production of a report, then the Joint Committee Member or officer concerned will be given sufficient notice to prepare the documentation.
- 8.10 Once it has formed recommendations on a call-in (or proposals for development in accordance with paragraph 8.14) a Scrutiny Committee shall prepare a formal report and submit it for consideration by the Joint Committee.
- 8.11 The Joint Committee shall consider the report of a Scrutiny Committee at its next suitable meeting and shall issue a formal response to such a report.
- 8.12 The Clerk shall monitor the operation of the provisions relating to call-in and urgency annually, and submit a report to the Joint Committee with proposals for review if necessary.
- 8.13 A Scrutiny Committee should notify one of the Joint Committee Members for its Partner Authority if it includes in its work programme any aspect of policy development or review relating to the work or functions of the Joint Committee.

## **9. BUSINESS PLAN**

- 9.1 No later than [31 July] in each year the Partnership Managing Director shall submit a draft Business Plan to the Head of Paid Service of each Partner Authority in respect of the next ensuing three Financial Years (covering that Financial Year and the following two Financial Years) (which draft Business Plan shall include a draft Annual Action Plan for the next Financial Year).
- 9.2 The Heads of Paid Service of the Partner Authorities shall within [20 Business Days] of receipt of the draft Business Plan consider and provide comments on or suggest amendments to the Partnership Managing Director to be included in a revised draft Business Plan and/or draft Annual Action Plan.
- 9.3 Subject to having considered any comments or suggested amendments from the Heads of Paid Service by no later than [30 September] in each year the Partnership Managing Director shall submit to the Joint Committee the draft Business Plan in respect of the next ensuing three Financial Years (covering that Financial Year and the following two Financial Years) (which draft Business Plan shall include a draft Annual Action Plan for the next Financial Year).
- 9.4 The Joint Committee shall consider the suitability of the draft Business Plan and draft Annual Action Plan for the performance during the next three Financial Years of the functions and activities delegated to it by the Partner Authorities (together with the contractual commitments of the Partner Authorities under any relevant contracts) in accordance with the Joint Committee's

Purpose and terms of Reference and shall use its reasonable endeavours to approve the draft Business Plan and draft Annual Action Plan (subject to such amendments as the Joint Committee may require) by no later than [30 November] in each year.

- 9.5 The Joint Committee shall perform the statutory functions delegated to it by the Partner Authorities and the activities referred to in paragraph 2 in conformity with the approved Business Plan (including the Annual Action Plan).
- 9.6 At any time within a Financial Year the Joint Committee may agree by a majority vote of the Joint Committee Members a proposal to amend the Business Plan (including the Annual Action Plan) for that Financial Year to accommodate any unforeseen circumstances and to assist the Joint Committee in achieving its Purpose and Terms of Reference.
- 9.7 Where the Joint Committee is to consider amendments to the Business Plan (including the Annual Action Plan) in accordance with paragraph 9.6 above, the Partnership Managing Director shall forthwith notify the Heads of Paid Service of each of the Partner Authorities of the proposed amendments. Each Partner Authority shall have a period of [20 Business Days] from receipt of the proposed amendments in which to consider them and where a Partner Authority (acting reasonably) considers the proposed amendments to be a Material Change that Partner Authority shall forthwith (and in any event within five Business Days of expiry of the [20 Business Day] notice period) notify the Partnership Managing Director that such amendments constitute a Material Change that requires the approval of the Partner Authority.
- 9.8 Where no Partner Authorities serve notice (in accordance with paragraph 9.7) on the Partnership Managing Director, the Joint Committee may implement such proposed amendments subject where necessary to having secured any necessary change in the budget in accordance with paragraphs 10.3 to 10.7 inclusive.
- 9.9 Where one or more of the Partner Authorities has notified the Partnership Managing Director that it considers the proposed amendments to be a Material Change, the Joint Committee shall not implement such proposed amendment unless and until the notifying Partner Authority has approved the proposed amendments and informed the Partnership Managing Director that it has approved such proposed amendments. Until such time as the proposed amendments have been approved, the current approved Business Plan (as may have been amended from time to time in accordance with this Constitution) shall apply.

## **10. ANNUAL BUDGET**

- 10.1 The Joint Committee and the Partner Authorities will prepare the Annual Budget for future Financial Years in accordance with the following deadlines:
- 10.1.1 No later than [31 July] in each Financial year the Partnership Managing Director shall submit a draft Annual Budget to the Heads of Paid Service of the Partner Authorities in respect of the next Financial Year.
- 10.1.2 The Heads of Paid Service of the Partner Authorities shall within [20 Business Days] of receipt of the draft Annual Budget consider and provide comments on or suggest amendments to the Partnership Managing Director to be included in a revised draft

Annual Budget..

- 10.1.3 No later than [30 September] in each Financial Year the Joint Committee will approve the draft Annual Budget;
  - 10.1.4 No later than [31 October] in each Financial Year each Partner Authority will submit a report to its elected members to obtain approval for the draft Annual Budget and consider whether the draft Annual Budget should be included in its medium term financial plan;
  - 10.1.5 No later than [30 November] in each Financial Year each Partner Authority will provide any comments or proposed amendments to the draft Annual Budget to the Joint Committee;
  - 10.1.6 No later than [15 January] in each Financial Year the Joint Committee's s151 Officer will insert the actual costs to the Joint Committee into the draft Annual Budget and circulate it to the section 151 officer and Head of Paid Service of each Partner Authority and to the Joint Committee;
  - 10.1.7 No later than [15 February] in each Financial Year each Partner Authority will approve any amendments to the draft Annual Budget; and
  - 10.1.8 The Joint Committee will approve the Annual Budget by no later than [28 February] in each Financial Year.
- 10.2 If the Partner Authorities or the Joint Committee are unable to approve the draft Annual Budget for a Financial Year before [26 February] in any year, the Joint Committee shall perform its delegated functions and activities set out in paragraph 2 in conformity with the approved Annual Budget for the previous Financial Year subject to such adjustment for inflation as is reasonably required and to meet any increased costs of employment until such time as an Annual Budget is approved in accordance with this Paragraph 10.
- 10.3 At any time within a Financial Year the Joint Committee may agree by a majority vote amendments to the Annual Budget for that Financial Year to accommodate any unforeseen change in circumstances and to assist the Joint Committee in achieving the performance of its functions and other activities in accordance with the Joint Committee's Purpose and Terms of Reference.
- 10.4 Where the Joint Committee is to consider amendments in accordance with paragraph 10.3 above, the Partnership Managing Director shall forthwith notify the Head of Paid Service of each of the Partner Authorities of the proposed amendments to the Annual Budget. Each Partner Authority shall have a period of [20 Business Days] from receipt of the proposed amendments in which to consider them and to notify the Partnership Managing Director that such amendments require the approval of the Partner Authority.
- 10.5 Where no Partner Authorities serve notice (in accordance with paragraph 10.4) on the Partnership Managing Director the Joint Committee may implement such proposed amendment.
- 10.6 Where one or more of the Partner Authorities has notified the Partnership Managing Director that it needs to approve the proposed amendments, the Joint Committee shall not implement such

proposed amendments unless and until the notifying Partner Authority has approved the proposed amendments and informed the Partnership Managing Director that it has approved such proposed amendments.

- 10.7 The Partner Authorities shall each pay their contribution of the Annual Budget to the Accounting Authority in accordance with clause 13 and Schedule 5 of the Agreement and any additional contributions which may arise as a result of the operation of paragraphs 10.3 to 10.6 above shall be paid in accordance with clause 6.2.1 of the Agreement.

#### **11. JOINT COMMITTEE MEMBER CONDUCT**

- 11.1 Joint Committee Members shall be subject to the code of conduct for elected members adopted by the Partner Authority that nominated them to be a Joint Committee Member.

#### **12. LIABILITY OF JOINT COMMITTEE MEMBERS**

A Joint Committee Member shall have the same responsibilities and liabilities as those that apply when sitting on other committees and bodies as an appointed representative of his nominating Partner Authority.

#### **13. DISSOLUTION AND RE-FORMING OF JOINT COMMITTEE ON ANOTHER LOCAL AUTHORITY JOINING**

- 13.1 If it is agreed by all the Partner Authorities that should another local authority be permitted to join the Joint Committee, then the Joint Committee shall be dissolved with a view to a new Joint Committee being established, the constitution of which being on similar terms to this Constitution (as varied by the proposed Partner Authorities).

### **APPENDIX 1**

#### **Functions and activities delegated to the Joint Committee**

The role of the 2020 Vision Partnership Joint Committee (“the Joint Committee”) is (subject as follows) to:

1. Provide strategic direction for the continued improvement and development of the Partnership Venture; and



Direction, development and performance management of the Partnership Venture Services delegated to it by the delegating authorities

2. Secure the delivery of the following Functions and activities delegated to it by the Partner Authorities:
  - Human Resources policies and procedures (see Appendix i).
  - ICT network infrastructure, applications policies and procedures.
  - Finance and Procurement Rules, procedures, administration and best practice.
3. Undertake the functions set out in Appendix ii (which are currently delegated under the existing shared services arrangements (GOSS and ICT))
4. Provide strategic direction and oversee the performance, development and continued operation of the Partnership Venture on behalf of the Partner Councils and in accordance with the standards and specifications set out by those Partner Councils.

**Appendix i****Delegated Employment Matters**

Each Partner Council delegates the following functions to the Joint Committee to apply to all staff employed by those Councils:

- HR Policies and Procedures
- Pay and Grading Policy
- Total Reward Policy (including financial and non-financial benefits)

Each Partner Council delegates the following functions in relation to Shared Services to the Joint Committee to undertake in accordance with approved policies:

- Appointment of Shared Service Heads
- To agree the staffing establishment required for each Service to meet the needs of the Partner Councils
- To determine pay and grading of staff
- To appoint and discipline staff
- To pay honoraria and acting up allowances
- To determine other benefits and allowances as are agreed
- To ensure that staff are appropriately skilled and trained

Note: It is agreed that in relation to the following posts:

- Cheltenham wish to exclude: Head of Paid Service; Managing Director REST; Deputy Chief Executive; Director Cheltenham Development Taskforce; Director of Resources; [Section 151 officer]; Monitoring Officer.
- Other Councils to consider this for themselves

Whilst the Joint Committee will make recommendations as to the terms and conditions of employment for the post in question to the Partner Council in question the final determination of those terms and conditions shall be made by the Partner Council making the appointment.

**Appendix ii****Functions delegated under existing shared service arrangements****GO Shared Services**

The following services:

**FINANCE AND PROCUREMENT****Finance**

- Accounts payable
- Purchase ordering
- Accounts receivable
- General ledger management
- Cash and bank input
- VAT
- Bank reconciliation
- Cheltenham Box Office Reconciliation
- Trust Funds
- Mortgages, Car Loans and Loans to Third Parties
- Freedom of Information Requests
- Mayor's/Chairman's Charity
- Leasing (Financial aspects) – Employee cars/pooled cars
- Leasing – Other Leases
- Support services costing
- Journals
- Statement of Accounts
- Collection Fund Accounting
- Fixed Asset accounting
- Financial Strategy/Budget Preparation
- Business Partnering
- Cheltenham Borough Homes Ltd
- Gloucestershire Airport
- Government returns – RO, RA, QRO, CO etc.
- Technical Accounting support
- Council Tax insert note
- Benchmarking
- Statistical reporting
- Treasury Management
- Insurance Support and advice
- Collate Precept data from Parish Council, Upper Tier Authorities, Police Authorities

**Procurement**

- Common Procurement Strategy, reflecting local flexibility
- Common Contract Rules
- Common suite of Standard Documentation
- Standardised procurement web pages
- Common Contract Register
- Full tender/quotation process
- Contract Management
- Contract Monitoring
- Spend Analysis, Reporting and identification of procurement savings
- Common Work Plan
- Supplier Adoption on E-portal where in use
- Category Management
- Purchase Order Management
- Purchase Cards
- Procurement Training provided by Shared Service

## **HR AND PAYROLL**

### **Human Resources (HR)**

- Workforce Intelligence
- Recruitment
- Leavers
- Induction
- CRB, Vetting and Barring Scheme, Independent Safeguarding Authority
- Employee Relations/Case work
- Grievance, Disciplinary & Capability
- Absence Management
- Change Management
- Redundancy
- Job Evaluation
- HR Procedure & Policy Development
- Health, Fire and Safety
- Benefits
- Employee Job Cycle
- Maternity/Paternity
- Pensions
- Long Service Awards
- Retirements and Flexible Retirements
- Death in Service
- Annual Leave and Flexi Leave
- Performance and appraisals
- Reward and recognition
- Apprenticeships, future jobs fund, backing young Britain
- Structure Charts

- Periodic staff communications
- Organisational HR Strategy
- Learning & organisational development, learning skills, knowledge, behaviours
- Other

### **Payroll**

- Payroll Function

### **Business Systems Support and Maintenance**

All as more particularly described in Schedule 1 of the s101 Agreements dated 1<sup>st</sup> April 2012 made between: Cheltenham Borough Council (1) and Cotswold District Council (2) (as subsequently amended by Variation Deed dated 29th April 2014); Forest of Dean District Council (1) and Cotswold District Council (2) (as subsequently amended by Variation Deed dated 14th April 2014); and West Oxfordshire District Council (1) and Cotswold District Council (2) (as subsequently amended by Variation Deed dated 29th April 2014)

### **GO Support and Hosting**

The following ICT support and maintenance services (but specifically excluding Business Systems Support and Maintenance):

- Service Desk
- Data Centre Services (Server Hosting and Administration)
- Applications Support
- Data Communications and Network Management
- Network/Desktop Integration
- Interfaces
- ERP Service Continuity and Disaster Recovery
- Service Management and Evolution
- Configuration Management
- Security Management
- Printing/Scanning
- Procurement/Replacement of Hardware
- Recycling/Disposal of Hardware

All as more particularly described in Schedule 1 of the s101 Agreement dated 26<sup>th</sup> March 2013 made between Forest of Dean District Council (1), Cheltenham Borough Council (2), Cotswold District Council (3) and West Oxfordshire District Council (4) as amended by a Variation Deed dated 29<sup>th</sup> April 2014 made between the same parties

### **ICT**

The provision of:

- ICT Business Solutions
- ICT Operations

## APPENDIX 2

## Terms of Reference of the Joint Committee

**Strategic Direction**

- To be responsible for the on-going strategic delivery and governance of the Partnership Venture Shared Services to the required standards set out in the s101 Agreement[s].

**Financial**

- To develop and approve the Partnership Financial Case from time to time and to make recommendations to the Partner Councils accordingly for adoption.
- To receive reports on and monitor the Partnership Financial Case.
- To oversee the delivery of the financial savings and benefits as set out in the Partnership Financial Case

**Delivery**

- To be responsible for the delivery of the Partnership Venture in accordance with the Business Case (timescales, costs and performance) and to agree tolerances, identify and manage risks, issues or concerns as necessary.

**Monitoring**

- To approve annual service plans and performance reports for each of the Partnership Venture Services
- To receive reports on the performance of the Partnership Venture Services at such intervals as may be provided by the s101 Agreement[s] or as the Joint Committee may require; to make recommendations for service improvements as appropriate and to generally monitor the delivery of the Partnership in accordance with the s101 Agreement[s] for the Partnership Venture.

**Improvement**

- To be responsible for the on-going enhancement of the Partnership Venture and the Partnership Venture Services.
- To receive reports on improvements or changes to service delivery of the Partnership Venture Services from the Partnership Managing Director and to recommend for approval major changes to the service delivery to the Partner Councils as necessary.
- To receive reports on any potential expansion of the Partnership Venture and to make recommendations to the Partner Councils accordingly.
- To receive reports on any requests for service contracts outside of the existing Partner Councils from the Partnership Managing Director and to make recommendations to the Partner Councils accordingly.

**Disputes**

- To receive reports on cases where conflicts between the interests of the Partner Councils have arisen or are likely to arise and to agree the manner in which such conflicts will be managed or resolved if possible.

**APPENDIX 3****Protocol in respect of the Chairman's Casting Vote**

The Joint Committee agrees the following Protocol in respect of the Chairman's right to cast a second or casting vote in the event of an equality of votes at a Joint Committee meeting:

**Deferral Vote**

In the event of an equality of votes the Joint Committee Members agree to proceed as follows:

- the Chairman shall move to defer the agenda item ('Deferral Vote')
- If the Deferral Vote is passed by a majority the item shall be deferred and the deferral process will be triggered
- If the Deferral Vote is tied, the Chairman shall have a casting vote to decide whether to defer the item or not
- If the Deferral Vote is lost then the agenda item shall stand and be voted on, with the Chairman having a casting vote.

**Deferral Process**

The deferral process shall be as follows:

- The agenda item shall be deferred for a period of not less than five Business Days ("Deferral Period") and the Joint Committee meeting shall be adjourned to a date beyond the expiry of the Deferral Period as determined by the person chairing the meeting. During the Deferral Period the Joint Committee Members shall be able to consult their Partner Authorities and discuss the agenda item with other Joint Committee Members.
- At the adjourned Joint Committee meeting the agenda item shall be discussed again and any written views received from Partner Authorities shall be reported to the Joint Committee for consideration by the meeting.
- If, at the adjourned meeting, there is an equality of votes in relation to that agenda item the person chairing that meeting shall have a casting vote.

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## Equality Impact Assessment

### 1. Person responsible for this assessment:

<b>Name:</b> Mike Clark	<b>Telephone:</b> 01285 623565
<b>Service:</b> Corporate Planning, Cotswold and West Oxfordshire District Councils	<b>E-Mail:</b> mike.clark@cotswold.gov.uk
	<b>Period over which analysis carried out:</b>  July 2015

### 2. Name of the policy, service, strategy, procedure or function:

**2020 Vision for Joint Working**

### 3. Briefly describe its aims and objectives

Cheltenham Borough and Cotswold, Forest of Dean and West Oxfordshire District Councils agreed, in June 2014, a Vision statement for the 2020 Vision for Joint Working, as follows:

*“a number of councils, retaining their independence and identity, but working together and sharing resources to maximise mutual benefit leading to more efficient, effective delivery of local services”.*

This was described as four Independent Councils determining their own policies, priorities and decisions supported by a small number of expert advisors who commission and monitor services either from the private and voluntary sectors or from local authority owned service delivery companies.

Work is in progress on developing models and approaches to achieve this vision. The objectives currently are to:

Respect and retain the political independence of each council.

Deliver annual savings of £5.7m after 5 years.

Create new employment arrangements for staff across the four member authorities.

Move to interim shared management arrangements

Posts relating to the management of the project have been established (eg Managing Director, Lead Commissioner, Programme Director and others).

Consultation on the proposal has started, as described below, and the Cabinets of the four councils will be asked to agree principles and an organisational model, including those services which will be shared and retained by each council, at their meetings in September 2015.

#### 4. Who is intended to benefit from it and in what way?

The benefits are considered to be as follows:

- Financial: there is a need to respond to long-term financial pressures on the four councils. This proposal is expected to achieve annual savings for the four partner authorities of £5.7m after five years.
- Efficiency: there is a need to continue to find ways of delivering value for money (even without the current financial pressures).
- Resilience: each authority needs a wider pool of expertise and greater capacity to respond to events.
- Impact: more depth in strategic capacity is needed to support the drive towards service improvement and wider social and economic benefits in each locality.
- Democracy: each authority needs to have sufficient resources to be able to exercise choice and community leadership so that it can champion local needs and priorities.

In summary, whilst the benefits as stated in the proposal are organisational, this will be reflected as a benefit to the public in the level of Council Tax and the efficient operation of services.

For staff, the proposal may result in career development and better ways of working. One of the challenges of shared working is the accessibility of managers. Whilst technology will enable managers to be available when they are not on the same site as their staff, it is envisaged that the proposal will lead to greater empowerment of those in management positions and non - management staff being more empowered to make their own decisions. Training will be provided to allow this to happen.

#### 5. What outcomes are expected?

The proposal relates to the way in which services are provided, not to the type or level of service provided to the public. It is the councils' intention that the public will not notice any adverse effect on services and that each council will retain its own identity and branding, and determine their own policies, priorities and decisions.

The proposals will, however, impact on staff. Whilst some services are proposed to be retained by the councils, at least in the short term, others will be shared across the councils. This will result in some staff in the shared services working for a larger number of councils than at present (some are already shared

across two or all four councils). It is likely that the proposal will create career development opportunities for staff. It is too early to assess whether the proposals will result in the relocation of staff or any compulsory redundancies.

The proposals also include the standardisation of Human Resources policies and procedures, including job evaluation, grading and benefits packages across the partner authorities.

**6. Please describe how you have engaged with others, including staff, on this policy, service, strategy, procedure or function? In particular please describe your engagement with Protected Groups.**

**Details of engagement:**

Staff have been engaged in the proposal as it has developed through briefing sessions, team briefing arrangements in each council and information on the Connect shared service portal. An engagement team has been created, charged with keeping staff informed and gathering feedback.

A 10-week public consultation has started, seeking views about the Programme and the shared services that are being considered. This will run until 15 September 2015.

Consultation has also started with the Trade Union and also consideration is being given to engaging councillors who have not been involved so far.

There is also a proposal to recruit 30 engagement champions across the partner councils, to discuss issues with their colleagues and pick up issues. All staff will have an opportunity to become an engagement champion and it is hoped that this will be a further means of picking up equalities issues.

**7. Please outline the evidence you have used for this analysis**

**e.g. Results of recent consultations, surveys or other engagement**

**Demographic data and other statistics**

**Feedback from engagement with protected groups**

This is an initial Equality Impact Assessment and is based on the feedback received so far. This Assessment will be updated as the proposal develops and in the light of the results of consultations with staff and the public.

**8. What effect could your policy, service, strategy, procedure or function have on different groups ?**

	Negative	Neutral	Positive	Please explain the effect	If there is an adverse effect, what mitigating actions are in place or could be taken ?  What additional actions can be taken to advance equality of opportunity and foster good relations?
<b>Age</b>		x		It is not considered that the 2020 Vision proposals will result in any changes in services received by the public. It is too early to assess the effect on staff at present.	
<b>Disability</b>		x		As above	
<b>Gender Re-assignment</b>		x		As above	
<b>Marriage and Civil Partnership</b> <i>(Note: analysis only required for elimination of discrimination)</i>		x		As above	
<b>Pregnancy and Maternity</b>		x		As above	

<b>Race including Gypsy &amp; Traveller</b>		<b>x</b>		As above	
<b>Religion or Belief</b>		<b>x</b>		As above	
<b>Sex</b>		<b>x</b>		As above	
<b>Sexual Orientation</b>		<b>x</b>		As above	
<b>Other groups/issues</b> (eg Long term unemployed, Rural Isolation )		<b>x</b>		As above	

**9. Where actions have been identified, please complete the table below.**

Future Action	Timescale	Who will deliver?	Resource implications	Comments
None identified as a result of this Assessment. This Assessment will, however, be updated as the proposal develops and in the light of the results of consultations with staff and public.				

## Declaration

We are satisfied that an Equality Impact Assessment has been properly carried out on this policy, service, strategy, procedure or function. We understand that the Analysis is required by the Council and we take responsibility for the completion and quality of this analysis.

Completed by: Mike Clark

Date: 20<sup>th</sup> July 2015

Role: Corporate Planning Manager, Cotswold and West Oxfordshire District Councils

Date for Review: To be determined



**Cheltenham Borough Council**  
**Overview and Scrutiny Committee – 21 September 2015**  
**LGA Peer Review action plan – progress update**

<b>Accountable member</b>	<b>Councillor Jordan, Leader of the Council</b>
<b>Accountable officer</b>	<b>Andrew North, Chief Executive</b>
<b>Ward(s) affected</b>	<b>None</b>
<b>Key/Significant Decision</b>	<b>No</b>
<b>Executive summary</b>	<p>In September 2014 an LGA peer challenge review was undertaken. The peers used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material that they read.</p> <p>The team were very positive about the council saying that we have clear ambitions for place and are driven by the needs of the customer and community. They recognised that there is a clear demonstration of community leadership by members and an empowered organisational culture with a dedicated, passionate, focused and motivated workforce.</p> <p>They did however make a number of suggestions as to how we could improve our performance and in response Officers devised an action plan. The action plan was approved by Cabinet in November 2014 and they asked that the Overview and Scrutiny Committee review progress. In January 2015 the committee decided that they would review progress in approximately 6 months.</p> <p>Appendix 2 sets out progress against the actions which were agreed and the committee should review progress, as well as deciding whether they consider there to be any value in inviting the peer team back to carry out a follow-up to the original review.</p>
<b>Recommendations</b>	<p><b>The committee are recommended to;</b></p> <ol style="list-style-type: none"> <li><b>1. Note progress as set out on the LGA Peer Review action plan update and comment as necessary</b></li> <li><b>2. Decide whether they consider there to be any value in inviting the Peer Review Team to undertake a follow-up review.</b></li> </ol>
<b>Financial implications</b>	<p>There are no direct financial implications arising from this report.</p> <p><b>Contact officer: Nina Philippidis, Business Partner Accountant</b>  <b>nina.philippidis@cheltenham.gov.uk, 01242 264121</b></p>

<b>Legal implications</b>	There are no specific legal implications arising from the recommendations in this report.  <b>Contact officer: Peter Lewis, peter.lewis@teWKesbury.gov.uk</b>
<b>HR implications (including learning and organisational development)</b>	Significant progress has been made against the action plan detailed at Appendix 1 however a small number of actions are yet to be completed. Capacity to undertake these outstanding action will need to be carefully monitored  <b>Contact officer: Julie McCarthy, julie.mccarthy@cheltenham.gov.uk, 01242 264355</b>
<b>Key risks</b>	There are no significant risks associated with this decision which need to be included on the corporate risk register.  Specific actions will be picked up by relevant service managers and any associated risks in ensuring that actions are progressed will be monitored through service risk registers.
<b>Corporate and community plan Implications</b>	The suggested areas for improvement will assist the council in meeting its corporate and community plan objectives.
<b>Environmental and climate change implications</b>	n/a
<b>Property/Asset Implications</b>	n/a

## 1. Background

- 1.1 In September 2014 the council invited a peer challenge team led by LGA to visit the council for 3.5 days to provide an external 'health-check' of the organisation. The peer challenge team were asked specifically to look at the effectiveness of the council's governance arrangements and scrutiny.
- 1.2 In carrying out their review they spoke to members of the Cabinet, O&S, partners, service managers, the Executive Board and other officers so they got a cross section of views. They also examined documents relating to O&S such as the annual report and workplan.
- 1.3 The peers used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material they read. The team provide feedback as critical friends, not as assessors, consultants or inspectors. They were very positive about the council saying that we have clear ambitions for place and are driven by the needs of the customer and community. They recognised that there is a clear demonstration of community leadership by members and an empowered organisational culture with a dedicated, passionate, focused and motivated workforce.
- 1.4 They did however make a number of suggestions as to how we could improve our performance and in response, officers devised an action plan. The action plan was approved by Cabinet in November 2014 and they asked that Overview and Scrutiny review progress. In January 2015 the Overview and Scrutiny Committee agreed that they would review progress in 6 months, but given that the focus of their June meeting had been external visitors (Sandford Lido and the Police and Crime Commissioner) the committee deferred the review of progress until the September meeting.

- 1.5 Appendix 2 sets out progress against the actions which were agreed by Cabinet in November 2014 and the committee should consider this and comment as necessary.
- 1.6 The agreed plan identified 14 actions which would address the suggestions made by the peer team. 10 (71.5%) of these actions had been completed and the remaining 4 (28.5%) were amber, as work was ongoing.
- 1.7 In view of the progress that has been made, the committee should decide whether they consider there to be any value in inviting the peer team to carry out a follow-up review. When making this decision members should be mindful of the resources that are required to support such a review.

**2. Reasons for recommendations**

- 2.1 The committee agreed in January 2015 that they would review progress against the action plan and decide whether there was any value in inviting the peer team to undertake a follow-up review.

**3. Alternative options considered**

- 3.1 It may be that the committee are satisfied with the progress that has and is being made and decide that there would be little or no value in the peer team being asked to undertake a follow-up review.

**4. Consultation and feedback**

- 4.1 The Accountable Member (the Leader) and Officer (the Chief Executive) have reviewed the action plan update and are satisfied with the progress that has been made. They are both of the opinion that there would be little or no value to a follow-up review by the peer team, noting the resource implications of doing so.

**5. Performance management –monitoring and review**

- 5.1 The committee should consider if, how and when they want to review progress again.

<b>Report author</b>	<b>Contact officer:</b> Saira Malin, Democracy Officer saira.malin@cheltenham.gov.uk, 01242 775153
<b>Appendices</b>	1. Risk Assessment 2. LGA peer review action plan – progress summary
<b>Background information</b>	1. Overview and Scrutiny Committee minutes of the 12 January 2015 meeting

The risk				Original risk score (impact x likelihood)			Managing risk				
Risk ref.	Risk description	Risk Owner	Date raised	Impact 1-5	Likelihood 1-6	Score	Control	Action	Deadline	Responsible officer	Transferred to risk register
	If members do not monitor the actions resulting from the peer review there is a risk that the momentum may be lost	Andrew North	13/08/15	2	2	4	Reduce	Report to O&S and set follow up date if required	21/09/2015	Rosalind Reeves	No
<p><b>Explanatory notes</b></p> <p><b>Impact</b> – an assessment of the impact if the risk occurs on a scale of 1-5 (1 being least impact and 5 being major or critical)</p> <p><b>Likelihood</b> – how likely is it that the risk will occur on a scale of 1-6 (1 being almost impossible, 2 is very low, 3 is low, 4 significant, 5 high and 6 a very high probability)</p> <p><b>Control</b> - Either: Reduce / Accept / Transfer to 3rd party / Close</p>											

**Cheltenham Borough Council**

**Corporate peer challenge – 16 to 19 September 2014**

**Action plan – progress update**

<b>Key suggestion and ideas for consideration</b>	<b>Management Comments</b>	<b>Proposed action</b>	<b>Progress at September 2015</b>	<b>Lead officer</b>
Align strategies and plans in line with your new corporate plan and then effectively communicate to all	The corporate strategy for 2015/18 is currently being developed.	In developing the new corporate strategy ensure alignment to existing strategies and plans. Once strategy is drafted and approved ensure that it is communicated clearly to stakeholders and employees.	GREEN The corporate strategy has been aligned to the Medium Term Financial Strategy and sets the framework for the Asset Management Strategy. Once approved the corporate strategy was made available on the council website and a copy was circulated to all partners.	Richard Gibson Strategy and engagement strategy.
Consider longer term financial planning, greater level of sensitivity analysis and scenario planning	The council currently produces a three year plan on the basis that it is hard to estimate beyond this period. Production of a plan for a longer period which could cut across several borough and general election periods would be significant work. However the proposal is an interesting one which will be considered.	Obtain copy of the MTFS produced by Sevenoaks DC to ascertain the level of detail and to talk to the finance team to ascertain how it is prepared. BTG group to consider how scenario plans and sensitivity analysis can be used on the strategy to ensure that options are fully tested and understood.	AMBER The section 151 officer has discussed the approach taken by Seven Oaks with their Director of Finance and has a copy of what they produce for publication. This information has now passed to the interim Section 151 Officer and the GOS team for consideration and discussion at the councils internal Bridging the Gap meeting.	Mark Sheldon Director of resources
Reflect how to use the considerable talents that members bring	There is a wealth of talent within the member pool and they bring a range of skills and knowledge. Members are engaged in working groups both cabinet and scrutiny. Overview and scrutiny committee to consider what actions they feel are appropriate.	Ask members to complete an audit of skills Cabinet to use this when setting up working groups Cabinet and managers to consider how members could be engaged on an informal basis through workshops to help support policy development	GREEN A member skills audit was carried out in December 2014 and 15/40 members responded. This information was presented to the Group Leaders and has been used to make direct contact with members about specific task groups. This will be revisited as part of member induction after the 2016 elections.	Rosalind Reeves Democratic services manager
Consider how scrutiny might reappraise its work programme with particular reference to the opportunity to play a part in scrutinising the progress of critical projects	The committee are considering the report at their meeting on 3 November and will consider the proposal	The O&S Committee will consider Project Initiation Documents for all major projects and decide how and when they want to scrutinise the project. This process has been trialled on two occasions and officers and members seems comfortable that it is working but the process has not yet been formalised.	AMBER The committee have considered two PIDs to date and both members and officers seemed comfortable with the process, though it has not yet been formalised.	Rosalind Reeves Democratic services manager
Clarify and communicate the purposes, accountabilities and key personnel for your range of delivery vehicles	This had already been identified by members and managers are taking steps to ensure that members are aware of the roles and accountabilities.	Appropriate member seminars and through useful information leaflets.	GREEN Following member feedback the 'who does what' for UBICO will be circulated to all members by the end of September 2015. This will now be adapted for the other commissioned services and rolled out.	Ken Dale Business improvement manager
Consider a fundamental review of project management, risk management and procurement	There have been reviews undertaken on both the AG&M project and the cemetery and crematorium – both of which provide useful lessons learnt as to whether it is the process, culture or application. The peer review team are right to suggest that given the direction	SLT/SM to have a session considering the lessons learnt from both the cemetery and crematorium project and the AG&M project and consider what lessons learnt mean for existing processes. Risk management training is already	AMBER Ken: a project workshop was facilitated by GCC in April 2015 and as a result a number of actions were agreed and thee related to; <ul style="list-style-type: none"> <li>- Organisational capacity &amp; control</li> <li>- Benefits management</li> <li>- Financial and resource management</li> <li>- Governance</li> </ul>	Mark Sheldon Director of resources

	of travel it is important to ensure that our risk management, procurement and project management processes are able to support the pace of change.	planned for all managers at the end of October. Consideration should be given to separate risk sub groups for key programmes and projects.	The groups tasked with taking these actions forward reported progress to SLT and Service Managers on 13/07. The council's procurement strategy was updated taking in account the report and recommendations from Grant Thornton on the AG&M overspend and approved by Cabinet on 14/7/15. Staff have been made aware of the revised strategy and supporting toolkit.	
Reassess how you manage the interface between priorities and capacity	The senior leadership team undertake a resource management process which reviews capacity and priorities. Given the pace of change and the reduction in capacity within the organisation it is agreed that it is important to undertake a review of our approach.	Reassess the approach to resource management to ensure that it is appropriate. The review to be aligned to the development of the new corporate strategy and to be in place by 31 March 2015.	GREEN Some small improvements have been made to the resource planning process. SLT consider resource planning on a quarterly basis and are asked to commit resources to projects and programmes or reassign priorities. As part of the development of the corporate strategy process, an assessment of the resources required was made and committed to by SLT.	Ken Dale Business improvement manager
Consider ways to engage and consult more widely the public and customer through consultation	Consultation is undertaken on specific issues rather than a blanket approach on all services. This has been found to be more effective as it targets specific issues and is a more cost effective way of engaging with the public.	As part of the development of the corporate strategy for 2015/18 undertake a consultation exercise to ensure that there is wider engagement on the strategic direction of travel for the council.	GREEN The draft corporate strategy was considered by the Overview and Scrutiny Committee and formed part of the public consultation on the Budget Strategy in December 2014.	Richard Gibson Strategy and engagement strategy.
Consider a staff survey and keep focus on staff morale through change	GO shared services have recently appointed a new head of HR. This will be discussed with her as to how best this could be achieved in an effective and meaningful way. Employees do have the ability to post comments on the intranet and this is a useful way of testing opinion on specific matters.	Employee sessions to be held in November and the idea of regular staff surveys or other means of engagement to be tested out with them at these sessions	GREEN An employee engagement survey was launched by the Chief Executive on 11th June 2015. 115 employees completed the on-line survey by the closing date, 17th July 2015. A summary of the data will be shared with all employees via managers and the intranet and the SLT will determine any actions that need to be taken to improve engagement.	Andrew North Chief Executive
Keep your IT requirements and plans front and centre	Since the peer review was undertaken further work has been undertaken on the infrastructure of the network which has helped to stabilise the current systems. Support has been provided through our GO partners to assist the shared service in helping to improve the current infrastructure.	IT Business relationship manager post created for period of six months to support the shared service with service redesign and transformation. Regular updates to users Infrastructure upgrades to stabilize the system Regular updates to SLT on progress	AMBER The ICT Business Relations Manager has now been appointed to a permanent post in the ICT shared service. Significant progress has been made to stabilise the ICT infrastructure and the council received PSN accreditation for 2015. Further investment to support the acceleration and completion of the ICT infrastructure programme was supported by Council on 20/7/15. A briefing note outlining progress with the upgrade strategy and the reason for further investment was issued to both staff and members in July 2015.	Mark Sheldon Director of resources

Key messages from staff focus group	Management comments	Proposed action		Lead officer
Greater visibility of the senior team	As there are now fewer direct employees nearly all of which are based in the municipal offices this will be easier to manage	Employee sessions to be held in November and exec board to test out with employees as to what they want via visibility	GREEN Three employee sessions were held on 28th November, 1st and 8th December 2014. Employees were asked to help create a 'Cheltenham Commitments' document by answering 2 questions, 1) What commitments do you want from the organisation and 2) what commitments are you willing to give to the organisation. Visibility was not mentioned. Following this on 24th March 2015 at the 2020 manager's session we asked what would managers want to see from leaders and visibility was one of the top items. Ongoing progress is being monitored as part of the 2020 programme.	Andrew North Chief Executive
Ensuring appraisals are effective and make a difference to staff	Appraisal process has been updated. Session held with service managers to	Employee focus group to be set up to ascertain how the process worked this	GREEN At the Employee Sessions in Nov 2014 we sought feedback on the refreshed appraisal	Jan Bridges Learning &

	get feedback on the process	year and what other improvements are required.	documents and competency framework to ascertain whether they needed further refinement. We asked employees to tell us: what they liked; their dislikes and how to improve them.  Employees told us the paperwork was simpler and more relevant to their roles and helped to generate discussions about performance. Improve it by increasing the frequency of reviews and ensure agreed development is actioned. Provide clarity on what 'excellence' looks like. To address these, the appraisal guidance has been amended to include a quarterly review of both actions and development. L&OD plan to undertake training needs analysis reviews with all managers and a what 'excellence' looks like document has been created and agreed with SLT and Service managers.	Organisational Development Manager
Promote more effective working with members	Member/officer relationships are key to a successful organisation.	Training sessions have already been organised for employees on report writing, O&S and working with members	GREEN Employee sessions covering report writing and scrutiny were held in September and October 2014. Consideration will be given as to whether a session on Member/Officer relations should be included as part of the post-election Induction 2016.	Rosalind Reeves Democratic Services Manager
Develop a communication plan for change (you said...we did)	There is already the Cheltenham Futures programme which has a communication strand, and work is ongoing to develop an engagement and communication plan for 2020 Vision	Develop appropriate communication strategies for key change programmes	GREEN For 2020, the council's main change programme, a communication and engagement plan has been devised and is run by the programme office. 2020 also has its own web presence which is used to communicate key messages.	Pat Pratley Deputy Chief Executive

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**Cheltenham Borough Council**  
**Overview and Scrutiny – 21 September 2015**  
**Council – 19 October 2015**  
**Annual Report on Overview and Scrutiny**

<b>Accountable member</b>	<b>Chair of Overview and Scrutiny Committee, Councillor Tim Harman</b>
<b>Accountable officers</b>	<b>Democratic Services Manager, Rosalind Reeves</b>
<b>Accountable scrutiny committee</b>	<b>Overview and Scrutiny Committee</b>
<b>Ward(s) affected</b>	<b>All indirectly</b>
<b>Significant Decision</b>	<b>No</b>
<b>Executive summary</b>	<p>The Overview and Scrutiny Committee manages and coordinates scrutiny at the council, with scrutiny task groups carrying out the detailed work and reporting back to the main committee.</p> <p>Under these arrangements the Overview and Scrutiny Committee is required to produce an annual report for Council and this is contained in appendix 2. This report sets out the achievements of scrutiny over the last 12 months and in particular highlights the outcomes of a range of scrutiny task groups.</p> <p>Scrutiny welcomes the opportunity for Council to debate this report and give its views on the success or otherwise of the scrutiny arrangements.</p>
<b>Recommendations</b>	<p><b>The Overview and Scrutiny Committee is asked to endorse the Annual Report of Overview and Scrutiny 2014-15 and forward it to Council to be noted.</b></p> <p><b>The Council is asked to note the Annual Report of Overview and Scrutiny 2014-15.</b></p>
<b>Financial implications</b>	<p>There are no financial implications arising from this report.</p> <p><b>Contact officer: Paul Jones, paul.jones@cheltenham.gov.uk, 01242 775154</b></p>

<b>Legal implications</b>	<p>The Authority must have at least one overview and scrutiny committee. Scrutiny committees may review both executive and non-executive functions and can make reports and recommendations to Council or Cabinet on those functions and “on matters which affect the authority’s area or the inhabitants of that area</p> <p><b>Contact officer: Peter Lewis, peter.lewis@teWKesbury.gov.uk, 01684 272012</b></p>
<b>HR implications (including learning and organisational development)</b>	<p>There are no direct HR implications arising from this report.</p> <p><b>Contact officer: Julie McCarthy, Julie.McCarthy@cheltenham.gov.uk 01242 26 4355</b></p>
<b>Key risks</b>	<p>The original risk assessment which accompanied the report to Council in December 2011 has been updated with an assessment of the current risks affecting the effectiveness of the O&amp;S arrangements and is attached as Appendix 1.</p>
<b>Corporate and community plan Implications</b>	<p>An effective overview and scrutiny process can contribute to positive outcomes on any of the objectives in the Corporate Strategy.</p> <p>Increased public involvement in Overview and Scrutiny will support the corporate objective ‘Our residents enjoy a strong sense of community and are involved in resolving local issues’.</p>
<b>Environmental and climate change implications</b>	<p>None</p>

<b>Report author</b>	<p><b>Contact officer: Saira Malin, Democracy Officer, Saira.Malin@cheltenham.gov.uk, 01242 77 5153</b></p>
<b>Appendices</b>	<ol style="list-style-type: none"> <li>1. Risk Assessment</li> <li>2. Annual Report</li> </ol>
<b>Background information</b>	<p>Minutes of Overview and Scrutiny 21 September 2015 where the annual report was endorsed</p>

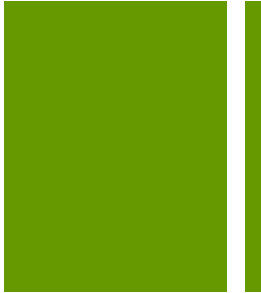
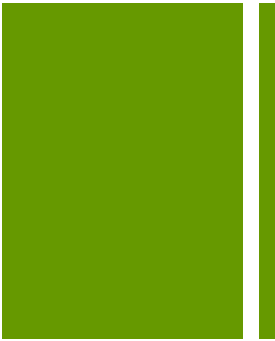
The risk				Original risk score (impact x likelihood)			Managing risk			
Risk ref.	Risk description	Risk Owner	Date raised	Impact 1-4	Likelihood 1-6	Score	Control	Action	Comments as at August 2015	
	If O&S does not take an active role in the major change programmes it may lose its opportunity to influence the scrutiny arrangements in any new proposed ways of working	Chair of O&S	21/09/2015	3	3	9	Reduce	O&S to include scrutiny of change programmes in its workplan and ensure it is consulted on any future scrutiny arrangements	A member seminar is being arranged for September prior to the business case for 2020 vision being on the O&S agenda in September.	
	If any new arrangements are not supported by a change in culture across members and officers they may not be successful in delivering the outcomes required.	Rosalind Reeves	27/9/11	3	3	9	Reduce	Get members and officers buy in during the review by seeking their views and ideas. Seek advice on cultural change during the next phase.	There is now a much better understanding of the new scrutiny arrangements by officers and members who have been involved in scrutiny task groups and the relationship between Cabinet and scrutiny has been developed over the last 12 months. Member and officer training will be arranged for after the May 2016 elections.	
	If the council cannot dedicate resources to support the scrutiny process	Rosalind Reeves	1/12/11	3	2	6	Accept	Optimise the use of existing resources in the new arrangements	The importance of facilitation support from Democratic Services for scrutiny task groups has been highlighted by members as a success factor. Democratic Services resources are	

	then the O&S process will not be fully effective.									limited so members will need to carefully prioritise all scrutiny task group reviews to ensure they make optimum use of the resources available. This was reinforced by the LGA peer review team who suggested that the scrutiny work plan should focus on high priority areas given the limited resources available.
	If the task groups operate outside of the democratic process, then scrutiny could become disjointed and progress difficult to control and track.	Rosalind Reeves	1/12/11	3	2	6	Accept	Guidance to officers supporting task groups on keeping documentation and reporting back to Democratic services.		See note above. Task groups facilitated by officers outside democratic services have sometimes been less well documented and more difficult to track progress but officers have been encouraged to adopt standard procedures and good practice. This has been assisted by the production of a scrutiny guide available on the intranet.
	If members do not put themselves forward for task groups the workload could be unevenly shared across members and be a source of potential conflict or result in task groups not having the right skill mix.	Groups Leaders	1/12/11	3	3	9	Reduce	Utilise the skills audit  Group Leaders to manage, monitor and encourage participation  Task groups to maintain records of attendance		Members have been putting themselves forward for task groups but this still tends to be a similar set of members. The Members' Skills audit has been useful in identifying topics which individual members may be interested in or have specialist knowledge about, but not all members responded. We need a better understanding of why some members are not engaging the scrutiny process.
	If scrutiny does not have any dedicated budget it will be difficult to promote public involvement and	Council	1/12/11	2	3	6	Accept	Utilise relevant project budgets  Consider allocating small budget to O&S as		Scrutiny does not have a dedicated budget but this has not been a significant issue to date. It could become more of an issue if O&S wanted to buy in some outside

	engagement							part of budget round	expertise at any point.
<b>Explanatory notes</b> <b>Impact</b> – an assessment of the impact if the risk occurs on a scale of 1-4 (4 being the greatest impact) <b>Likelihood</b> – how likely is it that the risk will occur on a scale of 1-6 (6 being most likely) <b>Control</b> - Either: Reduce / Accept / Transfer to 3rd party / Close									

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# Scrutiny Annual Report 2014 – 2015 (a summary of highlights)



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- 1 Foreword from the Chair of O&S
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## 1. Foreword

Chair of Overview and Scrutiny Committee:  
Councillor Tim Harman



I am pleased to present the Overview and Scrutiny annual report for 2014-15.

The role of the committee is to co-ordinate the Overview and Scrutiny function of the Council; which it does by commissioning scrutiny task groups to carry out detailed work and ensuring that they have clear Terms of Reference. It is also responsible for receiving call-ins of Cabinet decisions and determining how they should be dealt with.

2014-15 has been a busy year with the final reports from the Budget Scrutiny, Members' ICT Policy, Public Art Governance and Shopmobility scrutiny task groups having gone to Cabinet. There are two task groups; the Cheltenham Spa Railway and Cycling and Walking, which are preparing to take their recommendations to Cabinet in October 2015 and a task group has also been established with Gloucester City Council to undertake joint scrutiny of Broadband.

The work of the Overview and Scrutiny Committee is not limited to services delivered by Cheltenham Borough Council and with this in mind the committee has, over the last year, met with the Police and Crime Commissioner and received a presentation from the Lido Trust. It also looks forward to future visits from Severn Trent Water to discuss lessons learned following major works throughout the town and the Gloucestershire Hospitals Trust who have been invited to discuss future plans for hospitals across Gloucestershire.

I would like to take this opportunity to thank, not just members of the Overview and Scrutiny Committee, but members from across the council who have contributed to the scrutiny process, as well as the officers who have supported the Committee and various task groups.

The committee will continue to scrutinise issues which are important to the town and I would encourage members and residents to raise issues that, if appropriate, the Committee or a task group, can scrutinise further.

## 2. Andrew North Chief Executive

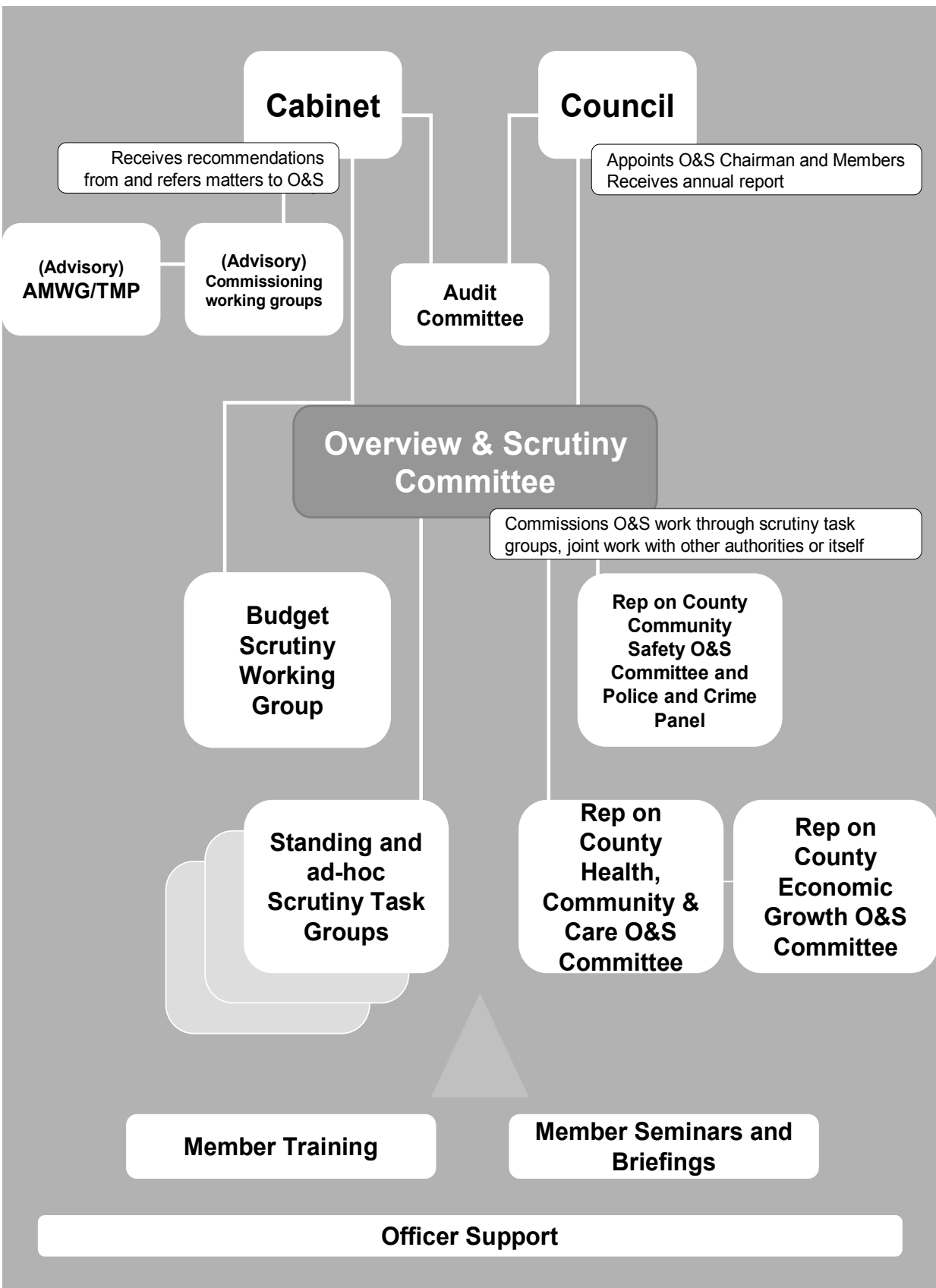


I said in my introduction last year that “effective Overview and Scrutiny is a vital part of local democracy as it plays a key role in holding the Cabinet, officers and the wider council to account. It is important therefore to reflect on how well it has done this, as well as what difference it has made to the community at large.” We had the opportunity to do this in September 2014 when the council invited a peer challenge team led by LGA to visit the council for 3 days to provide an external ‘health-check’ of the organisation. The peer challenge team were asked specifically to look at the effectiveness of the council’s governance arrangements and scrutiny.

I am pleased to say that overall the peer group concluded that scrutiny was working well under the new arrangements and they were impressed by the achievements to date by scrutiny task groups which were set out in the annual report. One improvement area that they identified was in the area of the scrutiny work programme which they felt needed to be rationalised. They encouraged members to feed into the process and challenge themselves when devising the work programme to ensure scrutiny’s limited resources were focussing on the high value areas. They also recommended that the council needed to make more use of the skills of the members and engage a wider group of members into the scrutiny process. The outcome of the review was an action plan which O&S are now monitoring. Actions have included a Members’ skills audit and O&S has been reviewing Project Initiation Documents (PIDS) to assess their level of involvement in projects going forward.

Members have honed their scrutiny skills on a number of scrutiny task groups which have delivered benefits for the council and the community it serves. The council is going through a period of major change with commissioning, shared services, devolution and new models for delivering services all on the agenda. All this in a climate of continuing financial pressures and reductions in government funding. The challenge for scrutiny members is to ensure they play an active role in all these change programmes and help to shape the future models, particularly in ensuring the appropriate scrutiny arrangements are in place and in monitoring delivery of agreed benefits.

A handwritten signature in black ink, appearing to read 'Andrew North'. The signature is fluid and cursive, written in a professional style.



#### 4.0 Budget scrutiny working group

Chairman: Councillor Chris Nelson

The budget scrutiny working group forms a permanent part of the scrutiny arrangements at Cheltenham Borough Council. The rationale being that the budget is a complex area that cannot be scrutinised effectively as a one-off exercise. Members of this working group have built up their expertise and understanding of financial matters so that they can review the budget strategy, the bridging the gap programme and be in a position to respond to the budget proposals as well as scrutinising the business cases of major projects within the commissioning framework.

Chair of the working group, Councillor Chris Nelson said that "The Budget Scrutiny Working Group continues to do good work, examining key Council budgetary proposals and contributing to the formulation of important Council initiatives that have significant financial implications (such as the recent REST management review). The Working Group has also played its part in testing the value for money of the authority's accommodation strategy and investigating the reasons for the financial over-spend associated with the Wilson Art Gallery and Museum extension project."

The working group considered the budget proposals at their meeting in January 2015 and as a result made a number of recommendations to O&S which were forwarded to Cabinet. These recommendations covered their views on the use of the New Homes Bonus, the council tax freeze, pooled business rates and the use of the capital receipts from North Place. They were all taken account of in the final budget proposals to Council in February and the Cabinet Member Finance thanked the group for their valuable input.

During the year the budget scrutiny working group have been responsive to urgent requests and have scrutinised the accommodation strategy in some detail and the financial aspects of the REST project before that went to Council. They have now been given an important action by Council to ensure that the financial benefits of the REST project are delivered.

The Director of Resources also commented that " this has been a very valuable process which has given members an opportunity to input into the development of the budget proposals and key initiatives which has added value to the process. The financial position remains very challenging and it is very both helpful and important to have a forum for deeper consideration of the issues facing the council and wider member influence over the strategy for dealing with it."

#### 4.1 Members' ICT Policy Scrutiny Task Group

Chair: Councillor Matt Babbage

**Task group members:** Councillors Matt Babbage, Chris Mason, John Payne, Dan Murch and Max Wilkinson

**Officer support:** Mark Sheldon, Dan Hares and Rosalind Reeves

The Members ICT Policy task group was set up to approve the policy which had been drafted to support the continued roll-out of iPads to members. The group held a single meeting, at which it agreed the policy and scrutinised the business case for the roll out.

The policy was adopted in April 2015 and at present, 30 of 40 councillors have opted to loan a council Pad. The resulting print savings will cover the cost of the roll out and there are the added benefits to the environment given the reduction in paper copies being produced. The working group also recommended that Members' ICT should be regularly reviewed to ensure that our members can continue to take advantage of new technology as it becomes available.

## 4.2 Public Art governance Scrutiny Task Group



**Task group members:** John Payne and Chris Ryder  
**Officer support:** Wilf Tomaney, Shirin Wotherspoon and Rosalind Reeves

In November 2014 Overview & Scrutiny Committee requested that a workshop be set up where scrutiny members could meet with members of the Public Art Panel to review the governance of the panel. The task

group commended the work of the panel and made 9 recommendations relating to governance which included;

- Revised terms of reference for the panel
- Extending the membership of the panel
- Allocation of funding to allow for the Public Art Strategy to be refreshed
- Clarity as to who should be making decisions and when they should be publicised.

The recommendations were welcomed by the Cabinet Member Healthy Lifestyles in February 2015 and in March 2015 recommendations were approved with only minor amendments.

Since the recommendations were accepted a number of decisions have been published which has made the work of the Public Art Panel more transparent.

## 4.3 Shopmobility Scrutiny Task Group Chair: Councillor Jacky Fletcher

**Task group members:** Councillors Jacky Fletcher, John Payne and Louis Savage

**Officer support:** Wilf Tomaney and Rosalind Reeves

The Shopmobility unit was served notice to quit its existing premises in the Beechwood Arcade by June 2015, though it was subsequently given leave to remain until November 2015. In view of the urgency, the task group was set up by the Chief Executive in consultation with the chair and vice-chair of the O&S committee, as permitted by the constitution.



The review included assessment of the current site, staffing and budgets, charges for the service, customer base, advertising and promotion and research into the Shopmobility brand in other towns. The group worked quickly, meeting in June and agreeing their recommendations in time for O&S in June and Cabinet in July.

The group felt that it was vital that the service continue to be provided and moving

forward the service would need to fully exploit opportunities with partners and increase its income by promoting the service more widely. One of the recommendations from the group was therefore to consider strategies to enhance the service including partnership options with other local service providers. The recommendations were agreed by the O&S Committee and subsequently noted by Cabinet in July 2015.

The task group are pleased to see that there is now a public consultation on the service and the way it is provided, as well as its future location and look forward to learning the outcome.

#### 4.4 Cheltenham Spa Railway Station Scrutiny Task Group

Chair: Councillor Roger Whyborn

**Task group members:** Councillors Flo Clucas, Chris Mason, Dan Murch, John Payne and Max Wilkinson

**Officer support:** Jeremy Williamson (Cheltenham Development Task Force) and Saira Malin

Initiated in September 2014, the task group were asked to better understand the franchise renewal process. The group were also tasked with developing a wish-list of improvements to the station, transport links and rail service itself and establish if and how they were being progressed. In April 2015 the DfT extended the London train service franchise with the existing franchisee, First Great Western, by a period of three and a half years and therefore the task group did not undertake to understand the franchise renewal process further and instead focussed on the other objectives.

Having met with a variety of experts, including representatives from Network Rail, First Great Western and Stagecoach West; the group have agreed a number of recommendations which will be considered by Cabinet in October.



#### 4.5 Cycling and Walking Scrutiny Task Group

Chair: Councillor Max Wilkinson

**Task group members:** Councillors Chris Ryder, Helena McCloskey, Barbara Driver and Rob Reid

**Co-opted members:** John Mallows (Cheltenham and Tewkesbury Cycling campaign), Bronwen Thornton (Walk21) and John Newbury (Living Streets)

**Officer support:** Rhonda Tauman, Wilf Tomaney and Tess Beck



Set up in September 2014 following the submission of a 'scrutiny topic registration form', the task group were tasked with identifying opportunities for improving provision for cycling and walking in Cheltenham and making recommendations which would facilitate these improvements.

The group met with a variety of officers from the borough and county, as well as seeking advice from experts and they even undertook a field trip to Bristol to see what could be achieved through implementing a cycling and walking

The task group have devised a number of recommendations and will be tabling these with Cabinet in October.

This task group demonstrated the value that co-opted members can add to the work of a task group given their specialist knowledge.

## Other scrutiny successes

### 5.0 LGA Peer Review

In September 2014 the council invited a peer challenge team led by the LGA to provide an external 'health-check' of the organisation and were asked specifically to look at the effectiveness of the council's governance and scrutiny arrangements.

Overall, the peer team concluded that scrutiny was working well under the new arrangements; however, they also identified areas for improvement in relation to the scrutiny work programme which they felt needed to be rationalised.

They suggested that the work programme should focus on the high value areas, given the limited resources and they also recommended that the council needed to make more use of the skills of the members and engage a wider group of members into the scrutiny process. Officers developed an action plan which O&S were tasked with monitoring and actions included a Members' skills audit and O&S reviewing Project Initiation Documents (PIDS) to decide their level of involvement in projects.

### 5.1 Presentation by Sandford Lido Trust

Representatives of the Sandford Lido Trust were invited to present their future plans to the Overview and Scrutiny Committee. The committee learned that the Lido, could on any given day, attract as many as 4000 visitors and the Trust were able to raise the issue of their lease. With only 5 years remaining, they felt it might hinder their ability to apply for funding and the committee requested that the relevant officers make contact with the Trust in order to open negotiations on the renewal/renegotiation of the lease.

### 5.2 Q&A session with Police and Crime Commissioner

Members welcomed the opportunity to meet with Martin Surl, the Police and Crime Commissioner for Gloucestershire. Whilst responsibility for the scrutiny of this role officially lies with the Police and Crime Panel at County level, the Commissioner was generous enough to attend a meeting of the Committee and answer questions from members about current issues and future plans for policing of the Cheltenham area.

## 7. Overview and Scrutiny – what's next?

- We are about to commence joint scrutiny of broadband with Gloucester City Council.

- As part of Democracy Week (12-18 October 2015) we will be promoting scrutiny as a means for the wider public to raise issues and get involved in the work of the council.
- The NHS Trust will be attending a future meeting of the Committee to discuss plans for Gloucestershire Hospitals (a date is yet to be agreed).
- An introduction to Overview and Scrutiny is being planned for after the 2016 elections, as part of the Members Induction programme to develop members' skills and understanding of the scrutiny process. Sessions will also be arranged for Officers.
- We would welcome any suggestions or thoughts on how we can make the overview and scrutiny process better. Please contact one of the Democratic Services team.

## 8. Contacts

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**SCRUTINY TOPIC REGISTRATION**

Do YOU have a topic that you think Cheltenham Borough Council should scrutinise? Please fill out the following form and return to Democratic Services.

<b>Date:</b>	
<b>Name of person proposing topic:</b>	
<b>Contact details: email and telephone no:</b>	
<b>Suggested title of topic:</b>	
<b>What is the issue that scrutiny needs to address?</b>	
<b>What do you feel could be achieved by a scrutiny review (outcomes)</b>	
<b>If there a strict time constraint?</b>	
<b>Is the topic important to the people of Cheltenham?</b>	
<b>Does the topic involve a poorly performing service or high public dissatisfaction with a service?</b>	
<b>Is it related to the Council's corporate objectives?</b>	
<b>Any other comments:</b>	

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O&S Task group	Purpose	Status summary	Nominations/Membership (chairman in bold)	Facilitating Officer	Sponsoring Officer	Cabinet Member	Proposed by	Terms of Ref agreed by O&S	Recs to O&S	Report to Council	Report to Cabinet	Cabinet follow up	O&S Follow up schedule
<b>KEY TO COLOURS</b>													
	Active STGs												
	On hold												
	Standing group												
	Not prioritised by O&S												
Cheltenham Railway Station	To review the issues arising from the renewal of the Great Western Franchise in 2016. This would include understanding how this links with the proposals to refurbish the station.	The Leader suggested that O&S may want an STG to look at the franchise renewal and station improvements. The task group drafted a response to the Western Route Study which was tabled as a motion and agreed at Council before being submitted as the council's formal response. The group have met with representatives from Travelwatch South West, the Chamber of Commerce, Network Rail and Frist Great Western to date. They are scheduled to meet with a representative of Stagecoach West in May and will then finalise their report and recommendations in consultation with the Leader and/or Cabinet Member Development and Safety in June/July. The final report has been scheduled on the O&S work plan for September 2015.	Cllr Clucas, Murch, <b>Whyborn</b> and Wilkinson, Payne and Mason	Saira Malin	Exec Board	Leader (Cllr Jordan)	Leader, Cllr Jordan	Jul-14	Oct-15	Nov-15			
Cycling and Walking	To review the facilities for cycling and walking in the town.	O&S at its July meeting agreed to set up a STG to look at this issue. The timing was appropriate as any new road networks in Cheltenham currently being planned should be designed to facilitate cycling and walking. First meeting held on the 15/10 and task group agreed approach. The group continue to meet with various groups and representatives. The final report has been scheduled on the O&S work plan for September 2015.	Cllrs Harman, Murch, Willimans, <b>Wilkinson</b> and Lillywhite	Tess Beck	Exec Board	Development and Safety (Cllr McKinlay)	Cllr Max Wilkinson	Jul-14	Oct-15	Nov-15			
Broadband	Members at the O&S meeting in April asked if a task group might want to look at what and where the issues in relation to slow broadband are in Cheltenham (and possibly Gloucester City if they want to undertake joint scrutiny) and use this information to help lobby GCC and/or BT and Virgin to make improvements.	Membership has been confirmed (see next column) and the first meeting is in the process of being arranged. Officers are working to collate data on what is being done by whom. Members will agree the draft terms of reference at the first meeting.	Cllrs Babbage, Britter and Whyborn and Cllrs Gordon Taylor and Neil Hampson (Gloucester City Council)	Annette Wight	Exec Board		Cllr Tim Hamman	tbc					
Budget scrutiny working group	The working group's role is to develop the budget process, support the development of Members' scrutiny role and to consider ideas from Members for reducing the budget gap.	The working group has a schedule of meetings arranged throughout the year. The new members held their first meeting on 10/07/2014 when the Chief Executive attended to outline his vision and the group considered the financial implications of Vision 20/20.	Cllrs Babbage, Nelson, Payne, Thornton, Whyborn, Wilkinson  Cabinet Member Finance to attend by invitation.	Rosalind Reeves	Mark Sheldon	Finance (Cllr Rawson)	Council	May-12	Jan-15	Feb-15	Jan-15		

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O&S Committee 2014/15 work plan

Item	Outcome	What is required?	Lead Officer
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<b>Meeting date: 21 September (report deadline: 9 September)</b>			
LGA Peer Review	Review progress against the action plan and decide if there is any value in the Review Team returning to carry out a follow up	Decision	Andrew North, Chief Executive
2020 vision	Consider the business case ahead of a decision to progress or not at Council in October	Discussion	Andrew North, Chief Executive
Recycling bulking and sales	Consider progress on the project before it is completed in October 2015	Discussion	Rob Bell, Managing Director - UBICO
Severn Trent	Consider lessons learned after completion of works in Cheltenham	Discussion	Paul Evans, Severn Trent
Scrutiny annual report	A summary of the highlights from scrutiny 2014-15	Decision	Cllr Harman, Chairman of O&S Committee
<b>Meeting date: 26 October (report deadline: 14 October)</b>			
Cheltenham Spa Railway Station STG	Consider the draft report and recommendations prior to Cabinet	Decision	STG Chair (Cllr Whyborn)
Cycling & Walking STG	Consider the draft report and recommendations prior to Cabinet	Decision	STG Chair (Cllr Wilkinson)
<b>Meeting date: 30 November (report deadline: 18 November)</b>			
Joint Waste Committee Business Plan 2016-18	Consider what is included prior to the budget setting process	Discussion	Steve Read, Head of Service – Joint Waste Committee
ICT	Review progress on the implementation of the ICT strategy	Discussion	Tbc
<b>Meeting date: 25 January (report deadline: 13 January)</b>			
Budget recommendations	STG recommendations to the Cabinet on the budget proposals for 2016/17		Mark Sheldon

O&S Committee 2014/15 work plan

Item	Outcome	What is required?	Lead Officer
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**Meeting date: 22 February (report deadline: 10 February)**

Public Art Panel STG	Review progress on the STG recommendations which went to Cabinet (Feb 2015) and agreed in March 2015	Discussion	Rowena Hay/Wilf Tomaney
Members' ICT STG	Review progress on the STG recommendations which went to Cabinet (Feb 2015) and agreed in April 2015	Discussion	Jon Walklett/tbc

**Meeting date: 11 April (report deadline: 30 March)**

Deprivation STG	Progress against recommendations (18 months since Cabinet and 12 since last at O&S)	Discussion	Various
Cheltenham Trust	Successes and lessons learned following the first 12-18 months in operation. Set parameters for future scrutiny	Discussion	Tbc
NHS Trust	Overview of plans for Gloucestershire Hospitals (date yet to be accepted)	Presentation	Clair Chilvers and Dr Sally Pearson

**Meeting date: 27 June (report deadline: 15 June)**

Procurement and Contract management strategy	12 month review of whether 'culture' has changed since adoption of the revised strategy	Discussion	Cabinet Member Corporate Services
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**Items for future meetings (a date to be established)**

North Place	Watching brief and further in-depth scrutiny as necessary	Tbc	Tbc
Economic Development	Consider draft cabinet proposals on options for future support of economic development	Tbc	Mike Redman

O&S Committee 2014/15 work plan

Item	Outcome	What is required?	Lead Officer
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Cheltenham integrated transport issues??	Look at issues (if any) that are identified by various scrutiny task groups once they have completed their work and consider how to take them forward??	Tbc	Tbc
Review of milestone relating to developing a more collaborative approach to tackle drug dealing	This was 'amber' in July 2015 when the committee considered the end of year performance and asked to review progress	Tbc	Tbc
Tourism Strategy	The council is developing a strategic approach to tourism and O&S will be involved in this process at appropriate times (Gill Morris will provide suitable dates in due course)	Tbc	Cabinet Member Sport and Culture, Cllr Rowena Hay and Gill Morris

Annual Items		
Budget recommendations	January	Chair, Budget Scrutiny Working Group
Draft Corporate Strategy	March	Richard Gibson, Strategy and Engagement Manager
Quarter 3 performance review	March	Richard Gibson, Strategy and Engagement Manager
End of year performance review	June/July	Richard Gibson, Strategy and Engagement Manager
Scrutiny annual report	July/Sept	Saira Malin, Democracy Officer
Quarter 2 performance review	November	Richard Gibson, Strategy and Engagement Manager

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