



## Notice of a meeting of Overview & Scrutiny Committee

**Monday, 26 February 2018**  
**6.00 pm**  
**Pittville Room - Municipal Offices**

<b>Membership</b>	
<b>Councillors:</b>	Tim Harman (Chair), Jon Walklett (Vice-Chair), Colin Hay, Alex Hegenbarth, Sandra Holliday, Chris Mason, Helena McCloskey, John Payne, Paul Baker 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> Councillor McCloskey	
<b>2.</b>		<b>DECLARATIONS OF INTEREST</b>	
<b>3.</b>		<b>MINUTES OF THE LAST MEETING</b> 22 January 2018	(Pages 3 - 16)
<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>	6.05pm	<b>CBH MASTERPLAN</b> Paul Stephenson, Chief Executive and Peter Hatch, Executive Director – Property and Communities (CBH)	(Pages 17 - 18)
<b>7.</b>	6.25pm	<b>DRAFT PLACE STRATEGY UPDATE</b> Richard Gibson, Strategy and Engagement Manager	(Pages 19 - 32)
<b>8.</b>	6.45pm	<b>LEISURE@ PROJECT</b> Richard Gibson, Strategy and Engagement Manager	(Pages 33 - 36)
<b>9.</b>	7.05pm	<b>RESPONSE TO ISSUES RAISED BY THE CHELTENHAM FLOOD AND DRAINAGE PANEL</b> Martin Chandler, Development Manager – Applications	(Pages 37 - 44)

10.	7.25pm	<b>WASTE &amp; RECYCLING PERFORMANCE FOLLOWING SERVICE CHANGE</b> Councillor Coleman, Cabinet Member Clean and Green Environment and Sanjay Mistry, Project Manager	(Pages 45 - 52)
11.		<b>FEEDBACK FROM OTHER SCRUTINY MEETINGS ATTENDED</b> Gloucestershire Economic Growth O&S Committee (22 February) – written update from Councillor Paul McCloskey (to follow)  Police and Crime Panel (5 February) - written update from Councillor Helena McCloskey	(Pages 53 - 54)
12.		<b>CABINET BRIEFING</b> An 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 work plan	(Pages 55 - 56)
13.		<b>REVIEW OF SCRUTINY WORKPLAN</b>	(Pages 57 - 60)
14.		<b>LOCAL GOVERNMENT ACT 1972 - EXEMPT INFORMATION</b> <b>The committee is recommended to approve the following resolution:-</b>  “That in accordance with Section 100A(4) Local Government Act 1972 the public be excluded from the meeting for the remaining agenda items as it is likely that, in view of the nature of the business to be transacted or the nature of the proceedings, if members of the public are present there will be disclosed to them exempt information as defined in paragraph 3, Part (1) Schedule (12A) Local Government Act 1972, namely:  Paragraph 3; Information relating to the financial or business affairs of any particular person (including the authority holding that information)	
15.		<b>EXEMPT MINUTES OF THE LAST MEETING</b> 22 January 2018	(Pages 61 - 62)
16.		<b>DATE OF NEXT MEETING</b> 23 April 2018	
		BRIEFING NOTES (not for discussion) • Council Chamber sound system	

**Contact Officer:** Saira Malin, Democracy Officer, 01242 775153  
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## Overview & Scrutiny Committee

**Monday, 22nd January, 2018**  
**6.00 - 8.10 pm**

<b>Attendees</b>	
<b>Councillors:</b>	Tim Harman (Chair), Jon Walklett (Vice-Chair), Colin Hay, Sandra Holliday, Chris Mason, Helena McCloskey, John Payne, Paul Baker and Max Wilkinson
<b>Also in attendance:</b>	Tim Atkins (Managing Director of Place and Economic Development), Councillor Matt Babbage (Chair of BSWG), Tracey Crews (Director of Planning), Richard Gibson (Strategy and Engagement Manager), Councillor Steve Jordan (Leader) and Councillor Paul McCloskey (Gloucestershire Economic Growth Scrutiny Committee rep)

## Minutes

### 1. APOLOGIES

Apologies had been received from Councillor Hegenbarth. Councillor Holliday had advised that she would be late and subsequently arrived at 6.50pm.

### 2. DECLARATIONS OF INTEREST

No interests were declared.

### 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 November 2017, 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. BUDGET PROPOSALS 2017-18

Councillor Babbage, as Chair of the Budget Scrutiny Working Group (BSWG) explained that the BSWG were tasked with scrutinising the approach to the budget rather than the budget itself. Before outlining the discussion points raised by the BSWG, Councillor Babbage took the opportunity to thank Officers for their hard work on what was undoubtedly a huge undertaking and members of the BSWG for their input. Key points included:

- Members gave consideration the government announcement that councils could increase council tax by 3%. Comments from members included: the introduction of a 3% rise now would not contribute significantly to the budget, which at this stage was balanced, but it was felt that this could be considered in future years.
- Members were mindful that the budget had been balanced largely through the use of the budget strategy reserve and whilst this was acceptable, to both members and the council's auditors, the BSWG felt that this was not sustainable.
- The no-detriment clause meant that the business rates pool could potentially have a positive impact on the budget, with Gloucestershire having been selected to run a pilot.
- As in previous years, the Housing Revenue Account (HRA) was positively received.

Some members queried why the BSWG did not think it appropriate to increase council tax by 3% when it had commented that the use of reserves was not sustainable, and why it had not pushed for a focus on identifying additional savings. Councillor Babbage agreed that savings should form part of the future solution but stressed that existing initiatives were already seeing slippage and therefore it would be difficult to generate additional savings in the short term.

In response to a member question, Councillor Babbage confirmed that the council tax base did form part of the budget but did not have exact figures to hand.

Members of the committee who also sat on the BSWG took the opportunity to thank the Cabinet Member Finance for the support she offered the group and to commend the newly improved narrative within the budget papers which helped people to understand the intricacies of the budget.

No decision was required.

## **7. DEVELOPMENT OF THE PLACE STRATEGY**

Richard Gibson, Strategy and Engagement Manager, introduced the discussion paper and outlined what the Place Strategy set out to do. This was not a CBC document but rather a collectively owned, high profile document which set out a vision for Cheltenham. He talked through an updated PowerPoint presentation (Appendix 1) which summarised the progress that had been made since the Placemaking vision was agreed by Council in March 2017. This included a reminder of key strengths and challenges, proposed revisions to the outcomes and values, as well as summaries of the updated framework and key themes and ambitions for each outcome.

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

- There was data to support the assertion that there was an exodus of young people and an influx of older people. The Gloucestershire 2050 Vision had also identified the demographic challenge as the number one challenge for the County but Officers working on the Place Strategy

acknowledged the risk of focussing on a particular demographic (young people).

- Although actual crime rates in Cheltenham were still relatively low, promoting community safety remained an important issue to ensure that people feel safe in their home and in their neighbourhood.
- It was widely accepted that there was a need to invest in education and skills so that residents could benefit from the highly skilled cyber related jobs that would be created as a result of new employers in Cheltenham. The Local Enterprise Partnership (LEP) had discussed the challenges associated with this and had been tasked with devising a possible solution.
- When referring to the 'local economy' this was in the context of Gloucestershire rather than simply Cheltenham.
- A number of actions would be developed to support themes and ambitions and Officers were due to meet with cultural partners in the coming week to discuss how festivals and culture could be supported.
- The Place Strategy was being developed alongside the Corporate Strategy and it was this document which would set out how the council would resource specific projects.

Comments from members included:

- In terms of affordable housing, this was relative to how much people earned and as such, a balanced housing market was key.
- Some members felt that consideration should be given to ensuring that Cheltenham retains a healthy mix of festivals.
- Could some reference be made to how Cheltenham fits within the context of Gloucestershire and the United Kingdom.
- Perhaps it should be articulated more clearly that there was a thriving business community within Cheltenham, which rather than being competitive in nature, was instead supportive of one another.

The Strategy and Engagement Manager explained confirmed that the draft Place Strategy would be tabled with the committee in February but members felt that this was something that affected all members and as such it would be more appropriate for a member seminar to be arranged, which would allow all members to feed into the process, ahead of Cabinet and Council.

No decision was required.

### **8. PUBLIC REALM PROJECT INITIATION DOCUMENT (PID)**

The Director of Planning acknowledged that the condition of the public realm was an issue that had been raised by many different parties for some time now and the PID represented the start of a project to improve the high street public realm. With the total masterplan estimated to cost between £2.4m and £3.5m and a budget of only £725k, the whole masterplan area had been divided into six sections; with Rodney Road, along to Cambray Place being identified as a priority area. Three principal cost options were developed to gauge affordability which were: a lower cost option (using standard highway materials generally, with mid-range quality pre-cast concrete products); a mid cost option (using a mix of mid-range pre-cast concrete products and low cost natural stone products in pedestrian areas) and; a higher cost option (using UK sourced

Yorkstone natural stone with local Forest of Dean paving in highlight areas). She noted that the third option had been benchmarked against other local retail centres such as Gloucester, Hereford, Cirencester and Stroud.

The Director of Planning gave the following responses to member questions:

- It was hoped that the contract for the additional £197k match funding from the European Structural Investment Fund would be signed by next week but it was stressed that this was match funding linked to certain criteria.
- The difference in cost between the mid and high cost options came as a result of where the Yorkstone was sourced; UK or non-UK products. Products from India and China offered greater value for money and the council were being careful to ensure that suppliers had adequate policies such as child labour policies, etc. There was also an awareness that this approach had caused delays at the Brewery site and as such initial contact had been made with a number of UK companies that dealt with these suppliers, regarding whether they had a stockpile of appropriate product.
- The end result would be a higher level of finish than some areas had at the moment and in order to maximise what could be achieved within the budget, there would be a need to build transitioning of products into the design.
- The cost difference between the three options was sizeable, with the lower cost option being £500k, the mid cost option being £667 and the high cost option, using the same specification of products to the mid cost option but simply sourcing them from outside of the UK, was £787k. In the wider context (of the entire highstreet) the mid cost option came in under budget, allowing for work to other areas to be undertaken.
- Some highstreet properties did not have rear servicing and as such it would be necessary to continue to allow vehicles (including refuse and bullion vehicles) onto the highstreet. With the need for continued access for these vehicles, the products had been chosen on that basis, but consideration was being given to how the use of trees and street furniture might necessitate the use of light loaded vehicles and how properties with rear servicing could be encouraged to use it.
- There was a separate piece of work being undertaken regarding signage for key gateways and the town centre itself.
- The £725k was a confirmed budget, with £385k from CBC and the rest from GCC.
- A stakeholder engagement plan had been developed and apologies were given if the relevant GCC members were not being kept informed, as this should not have been the case.
- A copy of the plan, highlighting the phase 1 area would be circulated to members by email outside of the meeting.

The committee agreed that they would ask for general updates at key junctures in the project, as well as being given sight of any exemption reports that were tabled with the Project Board, as they felt that this would provide a sufficient overview of the project and progress.

**9. WEST CHELTENHAM URBAN EXTENSION AND REGENERATION PROGRAMME DEFINITION DOCUMENT (PDD)**

The Director of Planning referred members to page 42 of the agenda pack which detailed the various projects and activities which formed part of the programme. She explained that the programme had been established to oversee the number of projects, planning applications and council initiatives planned for the west of Cheltenham. A programme delivery team was formed, with a CBC Programme Manager taking responsibility for day-to-day co-ordination activities and a Programme Board would oversee delivery and provide audit over the risk register, which was a living document and as such, was regularly updated.

A member commended the approach that had been adopted, to facilitate and co-ordinate a variety of related projects but did comment that he had found some of the language that had been used in the PDD to be more complex than perhaps had been necessary.

The committee agreed that they wanted to be kept informed and therefore asked for updates at key junctures, as well as being given sight of any exemption reports. There was also a request that a presentation be arranged for all members at some point in the future, that gave an overview of all activities associated with this programme, though it was acknowledged that it would be some time before some of the projects within the programme, would come to fruition.

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

Updates relating to recent meetings of the Health and Care Overview and Scrutiny Committee (9 January) and the Gloucestershire Economic Growth Scrutiny Committee (29 November) had been circulated with the agenda. In the absence of Councillor Harvey, members were asked to contact him directly with any comments or questions relating to the HOSC update.

In addition to the update which had been circulated with the agenda, Councillor P McCloskey noted that Gloucestershire had now awarded the contract to address black spots in the town but queried who would be ensuring that these issues were addressed. He also expressed his support for the Strategic Planning Co-ordinator for Gloucestershire role, which he felt would be key to ensuring success.

A member, whilst pleased to see that 2050 had been on the agenda, was concerned about rumours regarding the suggestion that an international airport was being discussed when he had heard little about local interconnectivity. In relation to 'Education, Employment and Skills' he felt that there was real opportunity to get developers to pay to for young people to learn skills on building sites and noted that there were places in the world, which provided free tuition to those that agreed to remain in an area for a period of time and that kind of approach should be considered in Gloucestershire.

The Chairman reminded members that the official launch event for 'Gloucestershire 2050' was scheduled for Thursday 1 February and he hoped all members would be able to attend.

The Police and Crime panel had not met since the last meeting of this committee.

### **11. CABINET BRIEFING**

The Leader referred members to the briefing that had been circulated separately to the agenda (Appendix 2). The Leader made the following comments in relation to discussions that had taken place earlier in the meeting and in addition to his written update:

- Concern had been raised about implications if ever any of the festivals in Cheltenham ceased running or moved elsewhere. He commented that while this is always a risk, 'Cheltenham Festivals Limited is specifically committed to run events in Cheltenham so they would not move out of the town. He also highlighted the great efforts that were being made to increase the number of festivals and fill any gaps throughout the year. For instance CBC were working with the BID which is proposing to fund new events such as 'Light Up Cheltenham' in February.
- The Strategic Planning Co-ordinator post was 50% funded by GCC, with the each of the six districts and LEP having committed £5k. He explained that the post was for an initial term of 3 years only, because this was considered a sufficient amount of time to be able to demonstrate whether it was useful or not, highlighting that a similar approach had been adopted when setting up the Cheltenham Development Task Force.
- There was nothing more to add in relation to the Airport.
- He was aware that a scrutiny task group had devised a list of proposed improvements for Cheltenham Spa Railway in 2015, which had been accepted by Cabinet and he was happy to include this within the council's response to the rail franchise consultation. He was aware that both the LEP and GCC would be making their own submissions and GCC had committed to sending through a draft so that they could compliment rather than contradict one another.
- Publica had posed the question of whether a Member Liaison Group, was still required given the many other arrangements that were in place to allow CBC to monitor performance. Publica, Cotswolds and West Oxfordshire did not feel it was necessary and the Forest of Dean had expressed the opinion that it could be useful. The Leader reminded members of the original proposal that each council could nominate 4 members to sit on the Member Liaison Group.

A member voiced his support for the continuation of a Member Liaison Group, however, another member queried how, given that only 10% of members would be given a place on the group, the remaining members would achieve any oversight or understanding. He noted that he had highlighted the provision within the constitution which allowed Joint Committees to report directly to council some time ago and had heard nothing more since. The Leader confirmed that the Constitution Working Group were going to look at the issue but noted that this was not relevant to Publica as this was no longer a Joint Committee and instead a separate company.

### **12. REVIEW OF SCRUTINY WORKPLAN**



The work plan had been circulated with the agenda. The Democracy Officer noted that the CBH Masterplan had now been confirmed for the February meeting and that the Arle Nursery Strategic Review had also been added to the agenda for that meeting.

In response to a member question, the Democracy Officer also confirmed that the waste and recycling item would include lessons learnt in terms of the cancellation of kerbside waste and recycling collections during the adverse weather.

A member asked that another update from the Police and Crime Commissioner be scheduled for 2018.

Some members raised the issue of on and off street parking and suggested that this would be an interesting topic to discuss, with relevant officers from CBC and GCC, at a future meeting. The lead members would give consideration to this request and agree on an approach.

In terms of the request to add the review of scrutiny to the next meeting, the Chairman felt that this agenda was already

Councillor Wilkinson confirmed that his request at the previous meeting had related to private schools in Cheltenham. The work plan would be updated and the lead members would discuss if and how this matter would be progressed.

### **13. LOCAL GOVERNMENT ACT 1972 - EXEMPT INFORMATION**

Upon a vote it was unanimously

**RESOLVED that in accordance with Section 100A(4) Local Government Act 1972 the public be excluded from the meeting for the remaining agenda items as it is likely that, in view of the nature of the business to be transacted or the nature of the proceedings, if members of the public are present there will be disclosed to them exempt information as defined in paragraph 3, Part (1) Schedule (12A) Local Government Act 1972, namely:**

**Paragraph 3; Information relating to the financial or business affairs of any particular person (including the authority holding that information)**

### **14. NORTH PLACE UPDATE**

The Managing Director of Place and Economic Development gave a verbal update in relation to North Place.

### **15. APPROVAL OF EXEMPT MINUTES**

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

Upon a vote it was unanimously

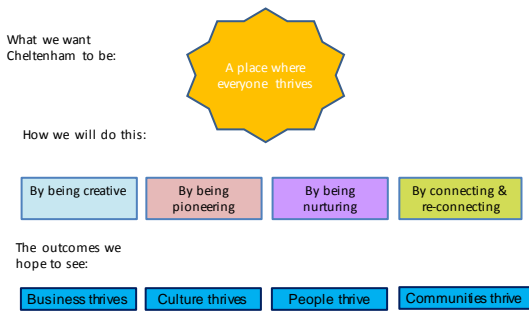
**RESOLVED that the exempt minutes of the meeting held on the 27 November 2018, be agreed and signed as an accurate record.**

### **16. DATE OF NEXT MEETING**

The next meeting was scheduled for the 26 February 2018.

Tim Harman  
**Chairman**

### Placemaking vision – as agreed at Council March 2017



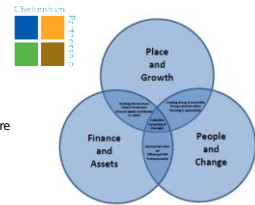
### Place-making – what’s happened since

New Communities Partnership launched in November to lead on a combined people and communities outcome

Civic Society Conference held in June

Proposed CBC Senior Management Structure

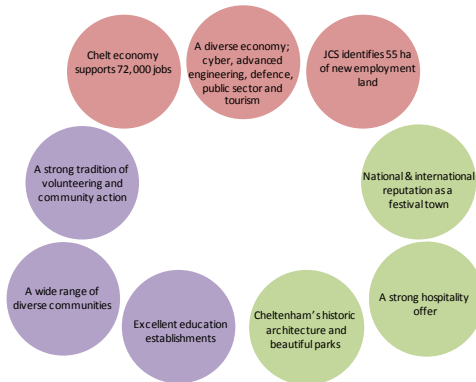
Launch of new 5 year tourism strategy for Cheltenham



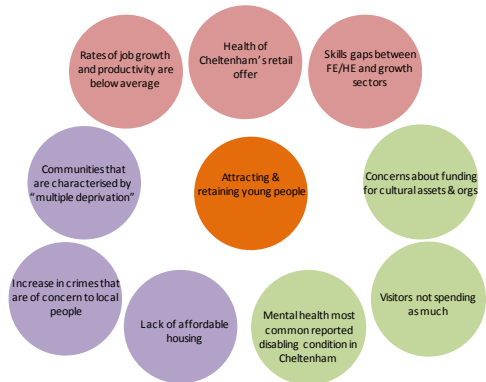
Cheltenham Plan Vision agreed by Council in December

- Cheltenham is a place where people live in strong, safe, healthy, well-served and well-connected communities....
- Cheltenham is a place with a prosperous and enterprising economy where education, skills and employment opportunities are increasing and diversifying...
- Cheltenham is a place where the quality and sustainability of our cultural assets and natural and built environment are valued and recognised ...

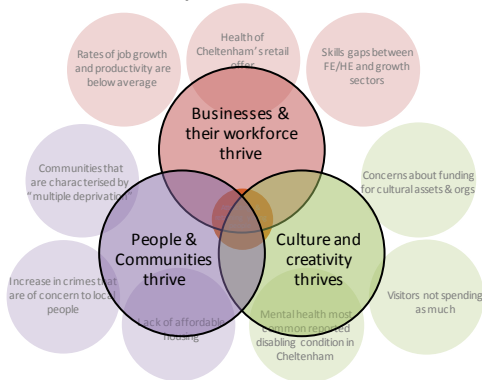
### A reminder of some of our key strengths



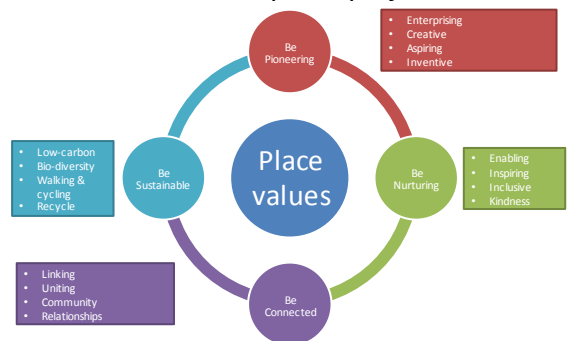
### A reminder of some of our key place challenges



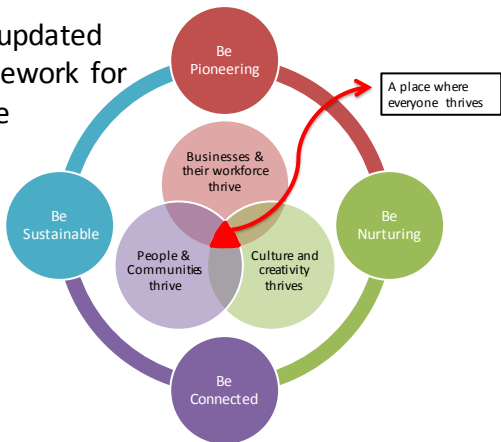
### Revised place outcomes



### Revised place values – how we could deliver our place projects

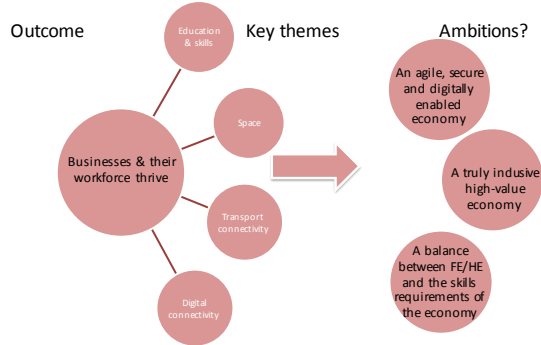


Our updated framework for place

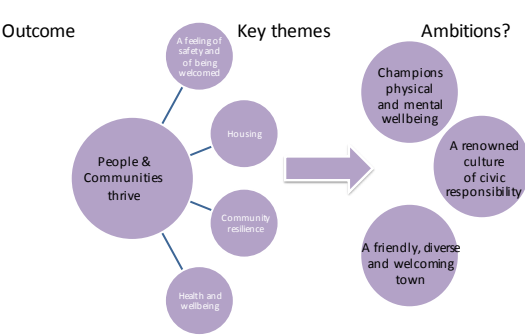


How we can use the framework to develop our place priorities

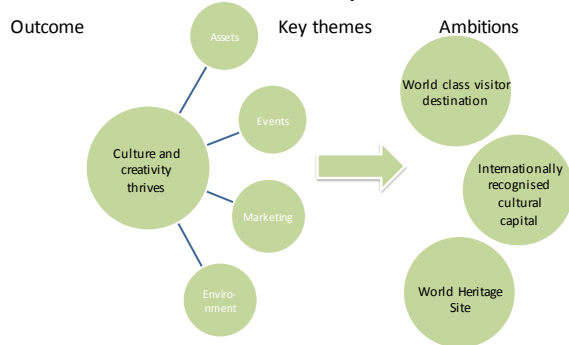
Businesses & their workforce thrive



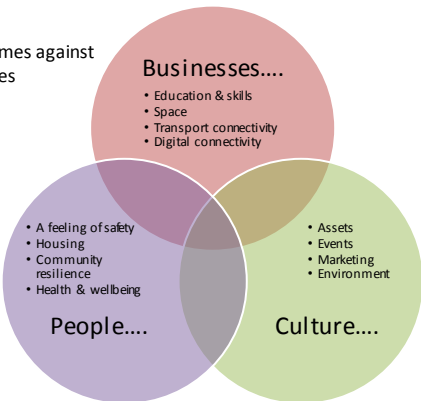
People & Communities thrive

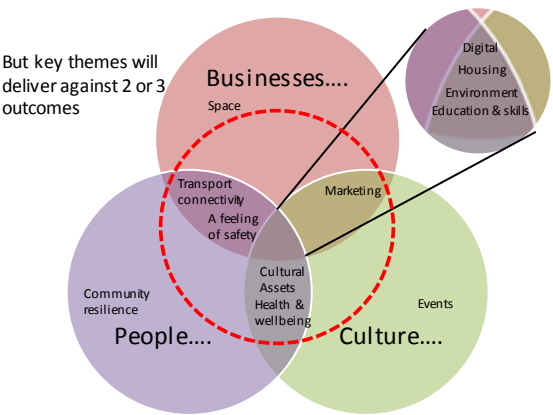


Culture & creativity thrives

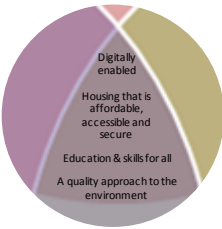


Key themes against outcomes





Are these our priority themes for the success of Cheltenham?



Possible Place actions

Place Outcome			Place theme	The possibility
Bus	Cult	Com		
✓	✓	✓	Education and skills	Create a pioneering cyber security pathway links the primary, secondary, FE and HE educational offer to the needs and resources of the new cyber security centre.
✓	✓	✓	Environment	Investment in public spaces with a focus on presenting Cheltenham as a world class destination
✓	✓	✓	Housing and homelessness	A review of options for a step change in the pace of delivery of housing (including housing that is affordable) and a collective approach to reducing homelessness
✓	✓	✓	Digital connectivity	Deliver UK Cyber business park
✓	✓	✓	Cultural assets	Secure a new vision for Cheltenham Town Hall
✓	✓	✓	Health and wellbeing	Increase opportunities for physical activities and community based health and wellbeing projects with the ambition of Cheltenham being a town that promotes physical and mental wellbeing
✓	✓	✓	Marketing	Create a Community Based Interest Company that supports collaborative action on how we best maximise the visitor economy
✓	✓	✓	Transport connectivity	Deliver a transport plan focused on increasing connectivity across the town, delivering modal shift
✓	✓	✓	A feeling of safety and of being welcomed	Commitment to put in place a joined-up approach to safeguarding that will nurture and support those that are most vulnerable
✓	✓	✓	Space & support a new supply of modern and flexible business space	Facilitate the delivery of new employment land as set out in IC3
✓	✓	✓	Enabling resilient communities	Commitment to creating sustainable communities in both new residential developments and in our existing communities
✓	✓	✓	Cultural events and activities	World War 1 centenary commemoration Tour of Britain 2018



Concluding remarks

- We need to use the new framework to determine what our place ambitions are and what the supporting projects should be
- We need to assess projects against our place values
- We need to consider the governance of the place strategy

## Page 14

### Place – key dates

- O+S 22.1.18
- Strategic Leadership Group 29.1.18
- Cultural providers 31.1.18
- Partnership workshop 6.2.18
- O+S 26.2.18
- Cabinet 6.3.18
- Council 26.3.18

**Briefing for Overview and Scrutiny Committee – 22<sup>nd</sup> January 2018**

The Forward Plan lists the reports expected to come to Cabinet in the next 3 or 4 months. This note supplements that with other issues that may be of interest to O&S.

**Gloucestershire Airport**

A Leader decision has been taken as council shareholder to confirm support for the new senior management structure which in addition to the Managing Director includes 3 posts - a Commercial Director, Financial Controller and Compliance & Operations Manager. Darren Lewington has decided to leave the company after over 25 years' service and recruitment to fill the 3 posts is underway.

As part of strengthening the company, the shareholders have agreed to reduce direct nominations of company directors to one each. This will need to be formally confirmed by decisions to change to company articles and shareholders agreement.

The shareholders carried out a recruitment process for Non-Executive Directors. There were 48 applications with 12 invited for interview. The interview panel was made up of councillors and officers from the 2 shareholders with HR support from Julie McCarthy from Publica. Lis Carter and Mark Ryan, representing the company, also met each candidate and fed back their views before decisions by the panel. The strength of applicants was such that the shareholders have proposed to appoint 4 new directors all of whom have accepted.

A special Shareholder Forum has been proposed for 31<sup>st</sup> January to make sure all the correct governance is in place enable everything mentioned above to happen.

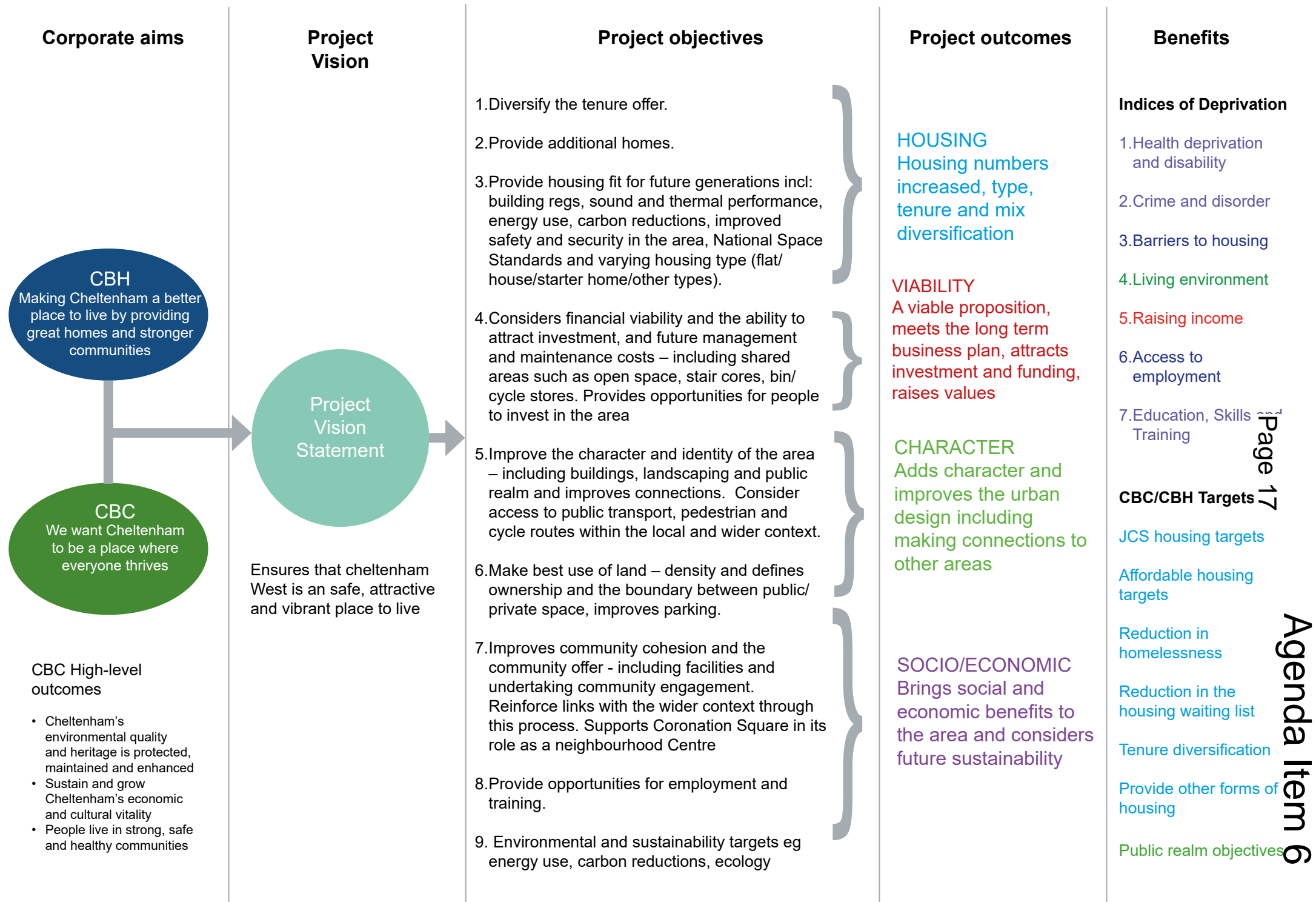
**Rail Franchise**

The government have launched a consultation about what happens to the great western rail franchise (see link below) following the scheduled end of the current franchise in March 2019. The deadline for feedback is 21<sup>st</sup> February 2018 – is this something O&S want to get involved in?

<https://www.gov.uk/government/consultations/great-western-rail-franchise>

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# ***Discussion Paper***

## **Overview and Scrutiny Committee**

**26 February 2018**

### **Development of the Place Strategy**

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** Council on 27th March 2017 agreed a place-making vision for Cheltenham and that this would form the basis of an action plan that would come back to Council in March 2018 along with the Council's Corporate Strategy 2018-19.
- 1.2** The agreed vision was:  
"We want Cheltenham to be a place where everyone thrives. We will do this by linking our heritage to an exciting future by being;
- Creative
  - Pioneering
  - Nurturing
  - Connected and re-connected"
- 1.3** Council also agreed that the place strategy action plan will deliver the following four outcomes:
- Businesses thrive in Cheltenham
  - Culture thrives in Cheltenham
  - People thrive in Cheltenham
  - Communities thrive in Cheltenham
- 1.4** Work has been progressing to develop the place strategy over the past few months; in terms of partner and stakeholder engagement the place strategy has been discussed at a Civic Society Conference held in June and at a number of partnership meetings held over the Summer and Autumn. We have also held discussions with local businesses and are about to hold discussions with cultural partners.
- 1.5** The place strategy outcomes are already helping to shape some of our key projects such as the 5 year tourism strategy, the Cheltenham Town Hall project and how we best improve our public realm.

#### **2. What is the place strategy**

- 2.1** Cheltenham's place strategy will set out:
- A collective assessment of the challenges that the town faces, and the strengths we can build on.
  - A shared vision for Cheltenham –setting out our ambitions for the kind of town we want Cheltenham to be in the future.
  - A framework for action – what are the priority projects that will make the biggest impact on

our outcomes and ambitions

- 2.2** Whilst Cheltenham Borough Council will take the lead in its development, we want the strategy to be owned by everyone who has a stake in the success of Cheltenham. As such the strategy will:
- Harness the ambitions for success shared by local businesses, agencies and organisations
  - Reflect the pride that people living in Cheltenham feel for their town, and
  - Tell a story of ambition to the outside world, both nationally and internationally, to those people wishing to visit, study in or invest in Cheltenham.
- 2.3** Members of Overview and Scrutiny Committee may wish to refer to the March 2017 Council report to remind themselves of the engagement work undertaken to define the place-making vision.

### **3. The draft place strategy**

- 3.1** Last month's O+S Committee received a presentation about the key elements of the place strategy, namely:
- The key challenges that we want to address;
  - The proposed vision and outcomes;
  - The proposed key themes and ambitions for each outcome;
  - An analysis of key themes against the outcomes to identify a set of priority issues.
- 3.2** This was one of a number workshops held in the previous month. These included:
- CBC service managers 25.1.18
  - Cheltenham Strategic Leadership Group 29.1.18
  - Cultural providers 31.1.18
  - Partnership workshop 6.2.18
- 3.3** The comments received from these workshops have all helped to shape the latest draft of the place strategy which is attached as appendix A.
- 3.4** The structure of the place strategy has evolved to provide a more robust framework for the action plan. The structure is as follows:
- 3.5 A vision:**
- Cheltenham is a place where all our people and the communities they live in thrive
  - Cheltenham is a place where culture and creativity thrive and are celebrated and enjoyed throughout the year
  - Cheltenham is a place where businesses and their current and future workforces thrive
  - Cheltenham is a place where everyone thrives, without exception
- 3.6 Three ambitions:**
- Cheltenham is the most digitally enabled town
  - Cheltenham champions physical and mental wellbeing
  - Cheltenham has an international reputation for culture, heritage & sport
- 3.7 Nine aspirations based around the following themes:**
- Enabling resilient and welcoming communities
  - Housing
  - A feeling of safety

- Education and skills
- Digital and transport connectivity
- Business space & support
- Cultural assets
- Marketing
- Environment

**3.8 Four values:**

- Being nurturing
- Being sustainable
- Being pioneering
- Being connected

**3.9** The action plan is structured around the vision, ambitions and values and sets out some indicative projects that will help deliver the vision.

**3.10** It is important to note that this is still a working document and there will be more work to do to finalise the document before it goes to Council at the end of March 2018.

## **4. Questions for Scrutiny**

**4.1** Does the proposed structure help identify the key actions.

**4.2** Do the ambitions feel like the right ambitions to prioritise within the place strategy.

**4.3** Do the actions feel like the right actions to be included within the place strategy.

## **5. CBC Corporate Strategy 2018/19**

**5.1** Development work on the 2018/19 corporate strategy is underway, though is not ready yet to share with Overview and Scrutiny. As the input of members is valued, it is proposed to organise a members' seminar in mid-March to ensure that members' view are captured as part of the process.

## **6. Next Steps**

**6.1** Comments from Scrutiny will be addressed in the revised place strategy and action plan which will go to Cabinet on 6 March 2018 before the final version goes to Council on 26 March 2018 for final approval.

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<b>Background Papers</b>	Place Strategy - Cheltenham Placemaking Vision – Report to Council; 27 March 2017
<b>Contact Officer</b>	Richard Gibson, Strategy and Engagement Manager, 01242 235 354, richard.gibson@cheltenham.gov.uk
<b>Accountability</b>	Leader of the Council
<b>Scrutiny Function</b>	All
<b>Attachments</b>	Appendix A – draft place strategy

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**Working draft  
Cheltenham's Place Strategy  
Overview and Scrutiny Committee  
26 Feb 2018**

**Cheltenham** is an amazing place that many of us are incredibly passionate about.

We have grown from our humble medieval origins to a buzzing borough of 115,000 people

We are about to enter another period of significant change for the town, making the most of this growth is going to be absolutely critical for our future success.

A range of organisations have come together to help define what Cheltenham should feel like and look like in the future. We are calling this our Vision for Cheltenham

We hope you will take time to contribute your voice to the conversation.....

*In this plan, you will find out more about the following:*

- **What** our vision is for the future of Cheltenham
- The reasons **why** we need a vision for Cheltenham;
- The four values that help us think about **how** we are going to deliver the actions
- Three ambitions and nine aspirations that help us think about **what** actions we will need to take to deliver the vision
- An action plan that sets out **what** we are going to deliver the actions.
- **How** we will know whether we have been successful or not

## WHAT is our vision for Cheltenham?

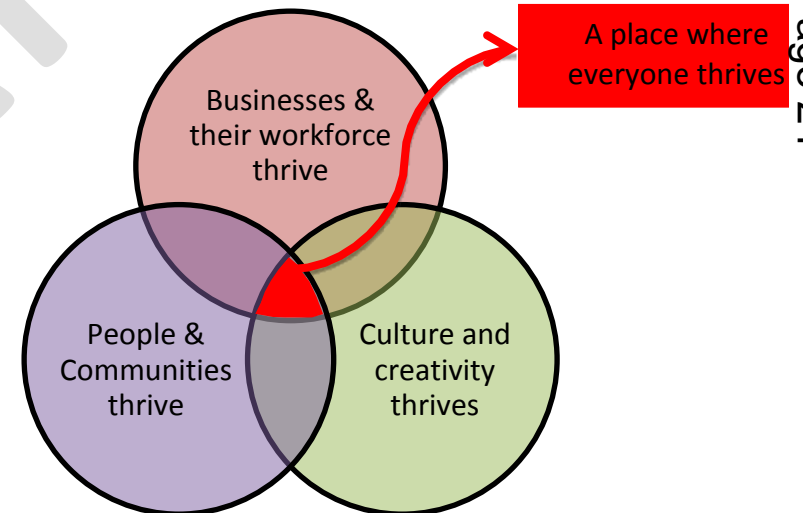
### ***Our vision is:***

Cheltenham is a place where all our people and the communities they live in thrive

Cheltenham is a place where culture and creativity thrive and are celebrated and enjoyed throughout the year

Cheltenham is a place where businesses and their current and future workforces thrive

Cheltenham is a place where everyone thrives, without exception





## WHY a vision for Cheltenham?

Over the next decade, Cheltenham is set to grow. The Gloucester, Cheltenham and Tewkesbury Joint Core Strategy sets out a housing target of at around 11,000 new homes to be built in Cheltenham up to 2031 along with a target of around 55ha of new employment land.

We believe that Cheltenham is an amazing place. But we have three issues where we believe Cheltenham can do better and, if we want to deliver our vision of Cheltenham being a place where everyone thrives, during a period of significant growth, we need to take action.

1) We have a relatively affluent economy that supports around 72,000 jobs in a range of industries including defence, aerospace, electronics and the visitor economy. Our key growth sector is cyber industries and given our relationship with GCHQ we are in a unique position to use this sector to drive our ambition in super-fast digital connectivity, innovation in technology and productivity.

We have a strong educational sector with a range of providers. As Cheltenham engages with the growth agenda there is an increasing demand for a skills and apprenticeships.

*But we know we need to do more as our rate of economic growth and jobs growth is below the average. Worklessness rates in parts of Cheltenham remain higher than they should be. We also need to ensure that all our residents are able to access good quality jobs through having the right education and skills.*

**Our vision is that Cheltenham is a place where businesses and their workforce can thrive**

2) Cheltenham already has an international reputation as a thriving centre for culture, heritage and sporting events. Our most famous festivals include the Cheltenham, Literature Festival with ticket sales of xx and the Cheltenham (Gold Cup) Festival that has ticket sales of approx. 250,000. Embracing culture in its broadest sense, we celebrate the best of literature, art, music, sport and science from the most avant-garde to the most accessible and mainstream.

There is so much potential to build on these, to use creativity as an inclusive tool to stimulate the local economy, attract visitors, engage young people, and reach out to all communities.

*But cultural providers are worried by their longer term funding challenges and also feel that the town does not fully optimise the power and potential of the creative economy and cultural activities to be central to Cheltenham's success.*

**We want Cheltenham to be a place where culture and creativity thrives**

3) We have many diverse communities in Cheltenham that are supported by a vast range of voluntary and community groups such friends of groups, resident associations, partnerships and parish councils. Working with community group has delivered some fantastic outputs, for example the BMX pump-track in Leckhampton, the restoration of the Pittville gates and the annual Midsummer Fiesta.

*But we know that we need to do more; whilst the borough has areas that are amongst the most affluent in the country, there are parts of the borough that are in the 10% most deprived areas nationally. But we know that we need to do more to retain our young people as forecast tell us that by 2029 there will be proportionally more older people (over 65s) than young people (18 and under) living in Cheltenham. This is not helped by the high cost of housing in Cheltenham and difficulties of affordable and quality rented accommodated on secure tenancies. We therefore need to bring forward the right type of housing to support the growth in employment; this includes delivery of housing that is affordable, accessible, safe and secure.*

**We want Cheltenham to be a place where people and communities can thrive**

By addressing these long-term challenges, working together and seizing the opportunity that this new growth can bring, we will make sure Cheltenham remains an amazing place into the future and be a place where everyone thrives

# Taking action to deliver our vision

## Our ambitions

To help us think about the right actions we need to take to deliver our vision, we have committed to three ambitions for Cheltenham; these are ambitions that we want our residents, our businesses and our organisation to be proud of. These are the ambitions that we want Cheltenham to be known for.

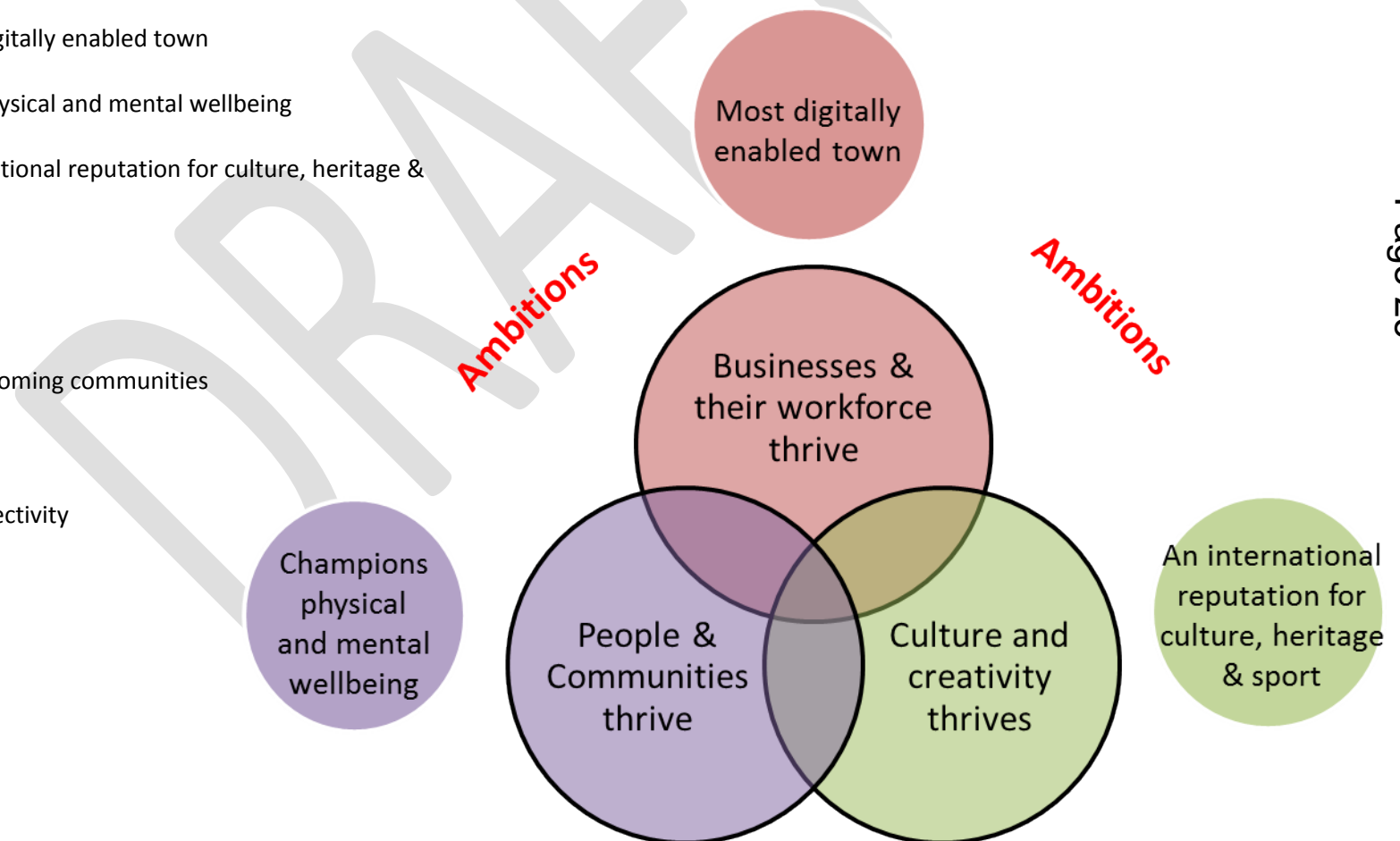
The ambitions are:

- Cheltenham is the most digitally enabled town
- Cheltenham champions physical and mental wellbeing
- Cheltenham has an international reputation for culture, heritage & sport

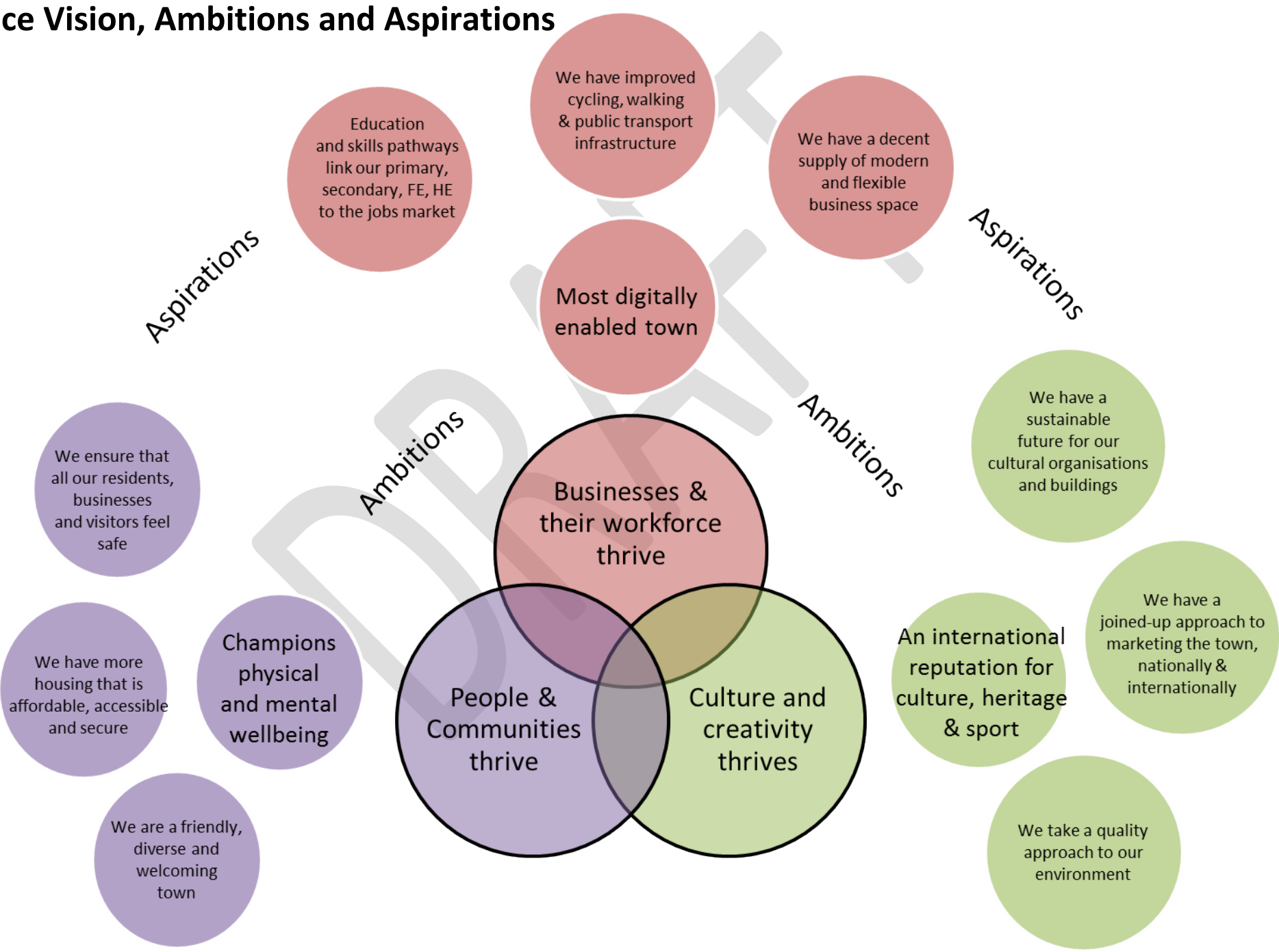
## Our aspirations

- Enabling resilient and welcoming communities
- Housing
- A feeling of safety
- Education and skills
- Digital and transport connectivity
- Business space & support
- Cultural assets
- Marketing
- Environment

For each ambition, we are proposing three supporting aspirations; these form the basis of our actions. These are based around the following themes:



# Place Vision, Ambitions and Aspirations



# Place Strategy – proposed actions

Vision		Ambitions	Supporting aspiration	Possible actions
Cheltenham is a place where everyone thrives	Businesses and their workforce thrive	Cheltenham is digitally enabled and better connected, where residents, businesses and visitors benefit from fast and secure digital infrastructure.	Cheltenham invests in education and skills pathways that link our primary, secondary, FE, HE and community providers to the opportunities of the Gloucestershire economy	Facilitate the delivery of the national cyber security centre
			Cheltenham has a supply of modern and flexible business space to meet the demands of existing businesses and the demands from businesses wishing to relocate to the town	Create a pioneering cyber security skills pathway links the primary, secondary, FE and HE educational offer to the needs and resources of the new cyber security centre.
			In Cheltenham we have improved the connectivity and use-ability of our cycling, walking and public transport infrastructure so that motor vehicles no longer dominate Cheltenham's roads	Through promoting inclusive growth, employment and training initiatives are created that link local residents to growth
				Deliver a transport plan focussed on increasing connectivity across the town, easing congestion through encouraging modal shift
	People and communities thrive	Cheltenham champions physical and mental wellbeing for all		Invest in the town's wellbeing infrastructure including opportunities for leisure-at Cheltenham to be a sporting hub and increase opportunities community based health and wellbeing projects
			Cheltenham is committed to taking action to ensure that there is more housing that is affordable, accessible and secure	A review of options for a step-change in the pace of delivery of housing (including housing that is affordable) and a collective approach to reducing homelessness
			Cheltenham takes collective action to ensure that all our residents, businesses and visitors feel safe	Commitment to a joined-up approach to safeguarding children and adults that will nurture and support those that are most vulnerable through strengths-based approaches
			Cheltenham is known as a friendly, diverse and welcoming town that is a product of our collective commitment to build strong, cohesive communities	Commitment to creating sustainable communities in both new residential developments and in our existing communities.
	Culture and creativity thrive	We have an international reputation for our year round programme of cultural, heritage and & sporting events		Build on the opportunities of Cheltenham Festival of Cycling, the World War 1 centenary commemorations and festivals of light to aim for a year round programme of events.
			Cheltenham takes a quality approach to the its environment, its parks, gardens and green spaces, its built environment and the public realm	Deliver significant investment into our town centre public spaces that will increase the enjoyment of using the town centre for residents, shoppers and visitors
			By placing our cultural offer centre stage in our wider offer, Cheltenham creates a sustainable future of its cultural organisations and buildings	Develop a new vision and masterplan for Cheltenham Town Hall that enables a significant increase in our festival and events programme
			Cheltenham benefits from a joined-up approach to marketing the town, nationally and internationally that appeals to both investors and visitors but that also builds civic pride for residents.	Create a new delivery model that supports collaborative action on how we best maximise the visitor economy through marketing Cheltenham as a world-class visitor destination

## Our values

*To help us think about how we respond to the long-term challenges, we have developed four values that will guide how we work. Whilst the values are challenging and forward-looking, they are also part of the place, grounded in the history and heritage of Cheltenham.*

### ***Our values...being sustainable***

- Resource-wise
- Low-carbon
- Bio-diversity
- Recycle

Cheltenham has a long tradition of stimulating local environmental action; from the mid90s, local charity Vision 21 was at the forefront of promoting sustainable development in Cheltenham and beyond.

By adopting the value of sustainability we are recognising that our long term success as a town relies on both protecting and enhancing the environmental resources that underpin it, and paying due regard to social needs.

### ***Our values....being pioneering***

- Enterprising
- Creative
- Aspiring
- Inventive

Cheltenham's founding father, the Manx-born Captain Henry Skillicorne, took an unprepossessing village on the edge of the Cotswolds and by the sheer pioneering force of his will began developing the spa and the town around it.

At the end of the eighteenth century, Edward Jenner sent the first vaccines around the world from here. In the 1940s, George Wilkinson and John Moore starting the longest-running literature festival in the world.

The list goes on. Cheltenham was founded by and thrives on these pioneering spirits. It is natural for us to continue this work, taking similarly pioneering, bold, risk-taking approaches to help everyone to thrive here.

## ***Our values...being nurturing***

- Enabling
- Inspiring
- Inclusive
- Kindness

Cheltenham is a beautiful, historic spa town based on the health giving nature of our waters, it's a gracious, green town with broad streets and generous public spaces, fine educational establishments and an exceptional quality of family life.

We're not complacent. We're building on and distributing this shared inheritance, through our festivals supporting and nurturing emerging and local talent, our business initiatives and our powerful network of charities. We will support, celebrate and nurture the local and visitor economy, our communities and young people, so that everyone thrives.

### ***Our values...connecting & re-connecting***

- Linking
- Uniting
- Community
- Relationships

We've always prided ourself on our connectivity. Always an important staging post, we had the fastest train route in the world in the 1930s with the "Cheltenham Flyer". Our digital and tech connectivity is assured with the influence of GCHQ and the launch of the Cheltenham Cyber Hub. It's no coincidence that Cheltenham and Gloucester were chosen as the first towns in the UK to trial high street digital hubs.

Our unique sporting, arts and science festivals continue to create incredible opportunities for people to connect to one another, to exchange ideas and, of course, have fun.

Our legacy of connectivity gives us a really strong platform to explore and embrace as many opportunities as possible, to reach out, connect and re-connect everyone to a thriving future

# Measuring our impact

**This document has set out our vision, values, ambitions, aspirations and actions – these are the areas where we want to make a difference. This are some ideas for how we will measure the impact of our new vision.**

## **Cheltenham is a place where everyone thrives**

- The rewards of economic growth are shared inclusively across the town with more local residents being supported into employment.
- Through apprenticeship schemes, business support and mentoring, there are more opportunities for people to have a stake in the success of the town.
- Through fostering their ideas, innovation and creativity more young people are involved in putting on events and activities.
- People feel safe living in Cheltenham; there is less crime and we have collective approach to safeguarding that means that there are less vulnerable children and adults being referred to social care.

## **Businesses and their workforce thrive**

- Cheltenham has grown its economy
- It has increased its productivity rate
- Our retail ranking has improved through a total quality approach to the town centre
- New employment land and premises has been developed to cater for this growth in business.

## **Culture, creativity and our environment thrives**

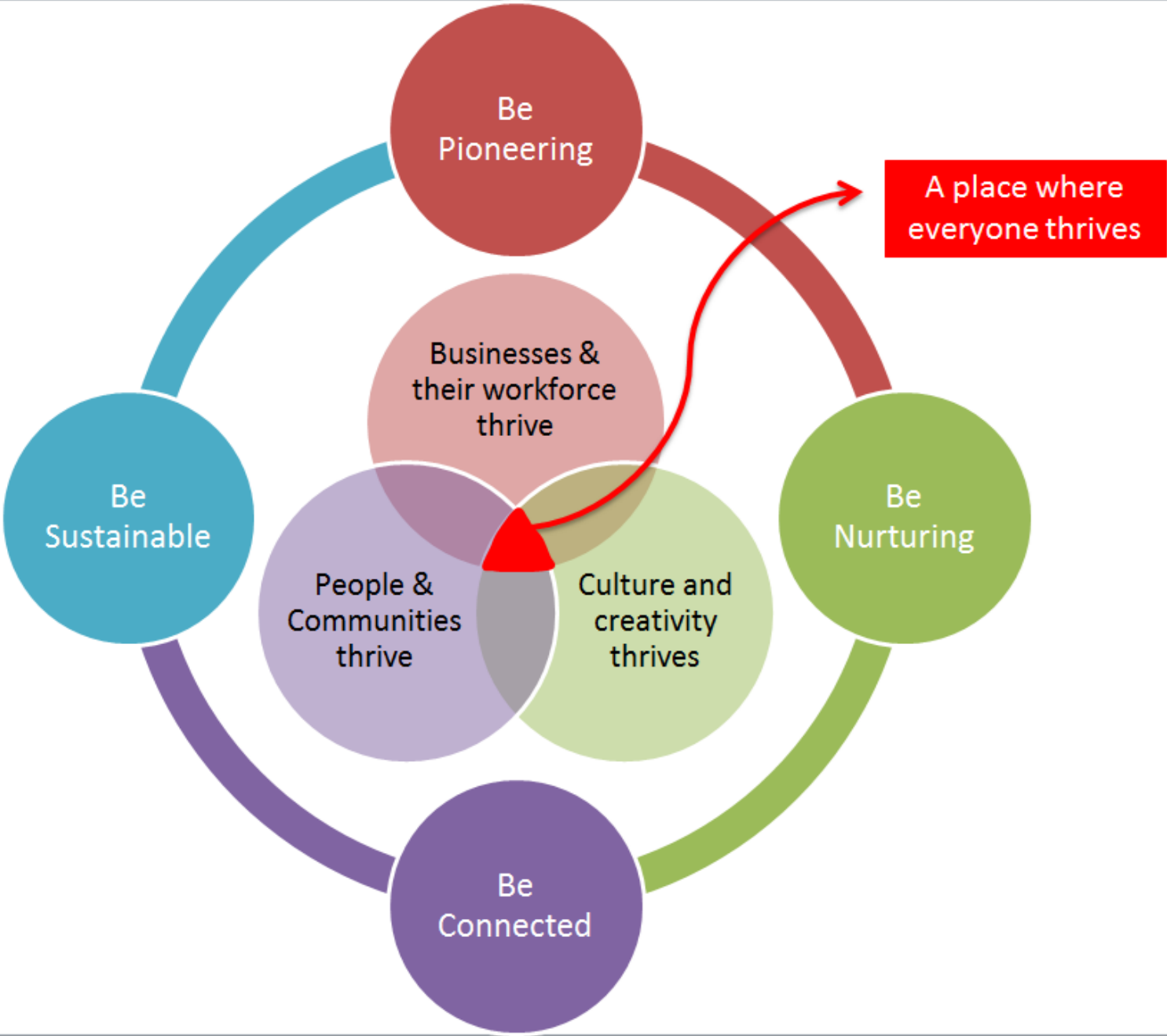
- Cheltenham benefits from a 5% growth in the value of the visitor economy year on year from a baseline of £154 million
- Our festivals and events offer is broader, more frequent and more diverse to enable a growth in domestic overnight stays

- Through better international marketing and connections, we have increased the number of overseas visitors holiday trips
- Through a more coherent conference offer to UK businesses, we have encouraged an increase in the number of business tourists.

## **People and our communities thrive**

- Cheltenham is known as a friendly, caring town, accessible to all, where everyone is welcomed
- There are more opportunities to volunteer, to give their time and effort to making Cheltenham and its organisations and communities a better place.
- The health and wellbeing of all Cheltenham residents is improved giving everyone the chance to be physically active and emotionally resilient.
- We have an investment framework that ensure that our communities and our environment benefit from economic growth

Our place framework



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# ***Discussion Paper***

## **Overview & Scrutiny Committee**

**26<sup>th</sup> February 2018**

### **Leisure@Cheltenham Redevelopment Project - Project Governance Approach**

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 On 11<sup>th</sup> December 2017 Council approved the revised capital costs and a revised approach to managing a programme of capital works to Leisure-at Cheltenham.
- 1.2 This discussion paper is being presented to this committee to explain the detail of how the project will be managed and for a decision to be made on whether further scrutiny is required.

#### **2. Procurement and contractual arrangements**

- 2.1 Council approved a revised approach to managing the financing and project management of the scheme which lead to the Council contracting direct with Alliance Leisure Services (ALS) and who will then deliver the project on behalf of the Council. It will be ALS that contract with the construction company, not CBC. In this regard, Alliance Leisure Services will be a development partner of the Council.
- 2.2 In terms of procurement, Alliance Leisure Services has been procured through the Denbighshire Access Agreement and Framework Contract. This is a 4-year Development Framework that Denbighshire County Council procured after extensive tendering process to demonstrate value for money that complied with OJEU rules. The access framework is available to all Public Sector organisations and utilises JCT or NEC construction contracts.
- 2.3 Under the framework agreement, ALS undertake initial scoping work at risk and work up a feasibility study to determine affordability. Once the final scope of the project is determined by the client, ALS come back with a cost certainty proposal and the client then enters into a call off contract with ALS.
- 2.4 This method of procuring capital works using the development partner route reflects the fact that local councils have decreasing resources to manage larger capital projects and enables councils to:
  - Reduce the impact on internal resources in local authorities
  - Obtain cost certainty at the beginning of the contract which is adhered to – cost certainty means cost certainty
  - Gain clarity on what is being delivered as a result of the upfront testing, design and detail prior to signing a contract to provide cost certainty
  - Create best value for local authorities through market costing before the contract is signed and holding to prices throughout the project
  - Transfer the project management and contract management to a readymade team

who are experienced in particular areas of work

- Transfer the financial risk to the partner (Alliance Leisure Services), to protect local authorities from cost over-runs during and/or at the end of the project.

## 3. Project governance and day-to-day management

**3.1** In terms of project governance, the project will be co-sponsored project between The Cheltenham Trust and Cheltenham Borough Council with strategic oversight being provided by the Joint Commissioning Group. The Joint Commissioning Group is the mechanism by which Cheltenham Borough Council and The Cheltenham Trust work together using a co-commissioning approach to deliver capital development projects relating to CBC owned and TCT managed venues.

**3.2** Current membership of the Group is:

Cllr Flo Clucas	Cabinet Member, Cheltenham Borough Council
Jaki Meekings-Davis	Trustee, The Cheltenham Trust
Julie Finch	CEO, The Cheltenham Trust
Mark Sheldon	Director Resources and Corporate Projects, Cheltenham Borough Council
Stephen Petherick	Head of Commercial and Customer Services
Richard Gibson	Lead Commissioner for the Trust, Cheltenham Borough Council
Jackie Rigby	Programme Manager, Cheltenham Borough Council
Garrie Dowling	Senior Property Surveyor

**3.3** Scrutiny of the project will be via the Cheltenham Trust's Audit and Governance Committee and the Council's Overview and Scrutiny Committee.

**3.4** In terms of project management, this will be undertaken in the following ways:

**3.5** **Alliance Leisure Services** (ALS) will manage the project through to completion to an agreed cost and time, owning the risks on overspend and ensuring that adequate on the ground resources are available. The roles included in the contract encompass quantity surveyor skills, architect and project manager.

**3.6** ALS will work through **Savernake Property Consultants** (SPC) to manage the project and a sum of £55k is included in the project costings. SPC will provide the following services.

**3.7** At the design development stage:

- Attend, chair and contribute to design team meetings as appropriate
- Co-ordinate the design development process and monitor works complete to Gateway Review
- Develop the construction risk register
- Monitor and review the programme and update as necessary
- Develop Employer's Requirements in conjunction with the Contractor
- Establish checking / approval procedure for the technical specification
- Review outline proposals and indicative cost proposals as they develop
- Negotiation with the contractor to facilitate the preparation of Contractor's proposals, including drawings, schedule of works and specification
- Preparation of building contract documentation
- Check and comment upon the Principal Contractor's Construction Phase Health and Safety Plan

**3.8** At site operation stage, SPC will:

Overview & Scrutiny Committee, 26th February 2018

Leisure@ Cheltenham redevelopment project - project governance approach

- Attend, chair and contribute to construction phase progress meetings on a monthly basis
- Attend monthly site visits to check progress / quality (On site every 2 weeks)
- Prepare and distribute minutes to meetings
- Monitor and review the construction phase programme
- Check and report on quality of materials and workmanship on site including checking conformity to contract documents
- Agree costs of variations and issue contract instructions
- Issue appropriate contract certificates
- Agree stage payments / valuations of works and issue appropriate notices
- Management of building budget and contract variations
- Monthly budget update
- Completion and handover of the works to include preparation of snagging list, approval of final build account and completion certification

**3.9** **CBC** has appointed a client-side project manager to support CBC's senior property surveyor in overseeing the works. A sum of £30k was included in the capital budget to fund this. The project manager will undertake project governance management in line with the Council's project management guidelines. This will include the development of a project initiation document, risk management and reporting to project board and the Council's senior leadership team. The advisor will also report back to the JCG as necessary, attend key meetings and will work with ALS and SPC to capture any exceptions or key risks. This advisor will also sit on the Project Team.

**3.10** The Director Resources and Corporate Projects will be the responsible CBC officer for cost and quality delivery.

**3.11** In addition, CBC will work with Stephen Petherick, Head of Commercial and Customer Services at the Trust, who will act as a senior user for the project. He will also attend the Project Team.

## **4. Summary**

**4.1** The revised approach to management of the project has meant that its successful delivery has become the responsibility of Cheltenham Borough Council and, as such the project is required to work within Cheltenham Borough Council project governance and management guidelines.

**4.2** The Council has contracted direct with Alliance Leisure Services (ALS) who will deliver the project on behalf of the Council as the asset owner.

**4.3** ALS's role will be to manage the design and build element of the project through to completion to an agreed cost and time, owning the risks on overspend and ensuring that adequate on the ground resources is available.

**4.4** All other project impacts and risks will be the responsibility of CBC and as such, there is the need to ensure project governance processes are followed and project management resources are allocated to manage this element of the project.

## **5. Next Steps - possible next steps for the committee to consider eg potential witnesses, further report, site visit etc.**

- 5.1** The project initiation document will be submitted to the Overview and Scrutiny Committee for information, once completed.

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<b>Background Papers</b>	Report to Cabinet 5 December 2017, Council 11 December 2017, "Revised financing arrangements for improvements to Leisure-at-Cheltenham"
<b>Contact Officer</b>	Jane Stovell, Project manager, 01242 264367, Jane.stovell@cheltenham.gov.uk
<b>Accountability</b>	Councillor Flo Clucas, Cabinet Member Healthy Lifestyles

# ***Information/Discussion Paper***

## **Overview and Scrutiny – 26 February 2018**

### **Response to issues raised by the Cheltenham Flood and Drainage Panel**

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 The Cheltenham Flood and Drainage Panel presented to the Overview and Scrutiny committee on 28 November 2017. The reason for this was due to the complexity of flood risk and the suggestion that it was not fully understood by the public.
- 1.2 In response to the presentation, the committee decided that it would like a report from the Development Management team on the following issues:
- 1.3 *Can comprehensive training be arranged for officers and members of the Planning Committee in flooding and drainage issues, and if so, when?*
- 1.4 *Can officers explain if and how the Cheltenham Flood and Drainage Panel could be given the same status as the Civic Society and Architects' Panel?*
- 1.5 *Can a summary be provided of the Council's responsibilities in terms of planning, with specific reference to policies, roles, Flood Risk Assessments, Sustainable drainage schemes, and Section 106 agreements?*
- 1.6 This report will seek to answer these questions and also provide context for flood risk generally, in this regard, it will answer para 1.5 first before answering the other two queries.

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

- 2.1.1 What are the Council's responsibilities in terms of planning and flood risk?
- 2.1.2 To understand the Council's responsibilities in terms of planning and flood risk, it is first important to understand what flood risk is and how it is dealt with in the planning system.
- 2.1.3 Flood risk is an important material consideration when assessing planning applications and has taken on an extra level of scrutiny in Cheltenham since the floods of 2007.
- 2.1.4 Decision-makers need to be aware of both national and local policy so this report will seek to explain what current guidance requires.
- 2.2 The National Planning Policy Framework
- 2.2.1 The NPPF has a specific chapter on flooding (10. Meeting the challenge of climate change, flooding and coastal change) and the framework is also supported by technical guidance on flood risk which sets out how policy should be implemented.

From a planning perspective, the government defines flood risk as:

**2.2.2** *For the purposes of applying the National Planning Policy Framework, “flood risk” is a combination of the probability and the potential consequences of flooding from all sources – including from rivers and the sea, directly from rainfall on the ground surface and rising groundwater, overwhelmed sewers and drainage systems, and from reservoirs, canals and lakes and other artificial sources.*

**2.2.3** The NPPF states that “*Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere*” (para 100).

### **2.3** The Joint Core Strategy

**2.3.1** The JCS acknowledges the significance of flood risk in Cheltenham as follows (para 5.3.3):

**2.3.2** *Cheltenham Borough occupies a low-lying urban area of the lower Severn catchment. Of particular relevance is the River Chelt which flows through the centre of Cheltenham and is regulated by a flood alleviation scheme. The high degree of urbanisation, coupled with the small size of the catchments and impermeable underlying rock, mean that the greatest flood risk in the area is from surface water overloading of the old drainage system, particularly during intense rainfall events.*

**2.3.3** The relevant policy in the JCS (INF 2) requires the following:

*Development proposals must avoid areas at risk of flooding, in accordance with a risk-based sequential approach. Proposals must not increase the level of risk to the safety of occupiers of a site, the local community, or the wider environment either on the site or elsewhere. For sites of strategic scale, the cumulative impact of the proposed development on flood risk in relation to existing settlements, communities or allocated sites must be assessed and effectively mitigated.*

*Minimising the risk of flooding and providing resilience to flooding, taking into account climate change, will be achieved by:*

*i. Requiring new development to, where possible, contribute to a reduction in existing flood risk*

*ii. Applying a sequential test for assessment of applications for development giving priority to land in Flood Zone 1, and, if no suitable land can be found in Flood Zone 1, applying the exception test*

*iii. requiring new development that could cause or exacerbate flooding to be subject to a flood risk assessment which conforms to national policy and incorporates the latest available updates to modelling and climate change data and historic data and information and guidance contained in the authorities’ Strategic Flood Risk Assessments and Supplementary Planning Documents, in order to demonstrate it will be safe, without increasing flood risk elsewhere*

*iv. Requiring new development to incorporate suitable Sustainable Drainage systems (SuDS) where appropriate in the view of the local authority to manage surface water drainage: to avoid any increase in discharge into the public sewer system; to ensure that flood risk is not increased on-site or elsewhere; and to protect the quality of the receiving watercourse and groundwater. Where possible, the authorities will promote the retrofitting of SuDS and encourage development proposals to reduce the overall*

*flood risk through the design and layout of schemes which enhance natural forms of drainage. Developers will be required to fully fund such mitigation measures for the expected lifetime of the development including adequate provision for on-going maintenance.*

*v. Working with key partners, including the Environment Agency and Gloucestershire County Council, to ensure that any risk of flooding from development proposals is appropriately mitigated and the natural environment is protected in all new development.*

## **2.4 Cheltenham Borough Local Plan (Adopted 2006)**

### **2.4.1** The adopted local plan sets out a straight-forward approach to development in policy UI2 (Development and Flooding). This policy states that:

*Development will only be permitted where it would:*

*a) In the case of new development, not increase the quantity or rate of surface water run-off; or*

*In the case of redevelopment, reduce the quantity or rate of surface water run-off and;*

*b) Not have a direct and adverse effect on a watercourse or its flood defences; and*

*c) Not impede access to flood defence and management facilities*

## **3. Roles and responsibilities**

### **3.1.1** To assist the Borough Council with their decision making, applications which trigger flooding considerations are referred to statutory consultees who provide advice on the details submitted. Statutory consultees are set out within the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the Council is statutorily required to consult with the following bodies:

#### **3.1.2 The Environment Agency** - Major development in flood zone 2 or flood zone 3

#### **3.1.3 The Lead local flood authority (Gloucestershire County Council)** - Major development with surface water drainage considerations

#### **3.1.4** The authority is also required to consult the Environment Agency for sites located within flood zone 1 but which have critical drainage problems as notified by the EA.

#### **3.1.5** The work of the Environment Agency is well understood: they are responsible for managing the risk of flooding from main rivers, reservoirs, estuaries and the sea. They have a strategic overview of all sources of flooding and they engage with the planning system by commenting and critiquing Flood Risk Assessments through consultations.

#### **3.1.6 The Lead Local Flood Authority:**

#### **3.1.7** In preparing this paper, the LLFA were consulted on how they see their role in the planning system. The following response was provided:

#### **3.1.8** *Gloucestershire County Council became the Lead Local Flood Authority (LLFA) following the Flood and Water Management Act in 2010 and in April 2015 were made a statutory consultee on surface water drainage for major planning applications.*

- 3.1.9** *The aim of consultation is to ensure that future developments will manage surface water in a more sustainable way that does not increase flood risk to the site or elsewhere as well as aiming to enhance water quality. The LLFA, while assessing an application, will check that the development uses a range of Sustainable Drainage Systems (SuDS) to mimic the natural environment as closely as is reasonably practical. For example, using infiltration or a watercourse as the method of discharge instead of a confined public sewer, limiting the rate and volume of surface water discharging from the site and, in extreme events, ensuring that excess surface water that cannot be managed by the drainage system is directed away from properties on and off site.*
- 3.1.10** *The LLFA will advise the Local Planning Authority whether to object, accept or condition an application based on whether the drainage meets the required criteria.*
- 3.1.11** From a planning perspective, 'major' is defined as developments which create over 10 houses, more 1000sq.m floorspace, or have a site area greater than 1 hectare.
- 3.1.12** Cheltenham Borough Council also employs an engineer and part of their role is to consider flood risk management. From their perspective, their role within the planning system is to identify, record, and ultimately take steps to mitigate flood risk. Specifically, they have commented as follows:

*The floods of 2007 identified many at risk areas, and since then much work has been undertaken to reduce the risk either by way of improved maintenance regimes or as in many cases by the implementation of structural interventions; i.e. the construction of flood mitigation schemes.*

*The principles of avoiding flood risk areas and applying sustainable drainage systems (SuDS) where possible and appropriate are well established and for developers to demonstrate that they have been considered.*

*Developments of 10 residential properties or more are referred for comment to Gloucestershire County Council as Lead Local Flood Authority (LLFA). They have a dedicated SuDS team.*

*For smaller developments, and if consulted, I will be looking to ascertain whether or not a serious attempt has been made to apply SuDS and limit the post development surface water discharge rate from the site to an acceptable level (usually associated with greenfield run-off rates).*

*There is no shortage of guidance on SuDS and Gloucestershire County Council has produced one such guide. It is a substantial document but the key point to remember is the hierarchal approach that should be applied to the discharge of surface water; in order of preference:*

- 1. to the ground via infiltration;*
- 2. to a surface water body including a watercourse;*
- 3. to a public surface water sewer; or*
- 4. to a combined sewer.*

*Evidence of this hierarchal approach should be demonstrated by the applicant.*

- 3.1.13** When determining planning applications, case officers work closely with the EA, LLFA and Borough Council's engineer to ensure that flood risk is appropriately understood and suitably mitigated. This is helped by the submission of Flood Risk Assessments (FRAs).



## **3.2** Flood Risk Assessments

**3.2.1** A site-specific flood risk assessment is carried out to assess the flood risk to and from a development site. The assessment should demonstrate to the decision-maker how flood risk will be managed now and over the development's lifetime, taking climate change into account, and with regard to the vulnerability of its users.

**3.2.2** An assessment is required for the following:

- Development in flood zone 2 or 3, including minor development and change of use;
- Development with a site area greater than 1 hectare in flood zone 1;
- Development with a site area less than 1 hectare in flood zone 1 where they could be affected by sources of flooding other than rivers and the sea (for example surface water drains, reservoirs);
- Development in an area within flood zone 1 which has critical drainage problems as notified by the Environment Agency.

**3.2.3** Government advice states that;

**3.2.4** *"The information provided in the flood risk assessment should be credible and fit for purpose. Site-specific flood risk assessments should always be proportionate to the degree of flood risk and make optimum use of the information already available..."*

**3.2.5** *"A flood risk assessment should also be appropriate to the scale, nature and location of the development. For example, where the development is an extension to an existing house which would not significantly increase the number of people present in an area at risk of flooding, the local planning authority would generally need a less detailed assessment to be able to reach an informed decision on the planning application. For a new development comprising a greater number of houses in a similar location, or one where the flood risk is greater, the local planning would need a more detailed assessment."*

**3.2.6** The objectives of a flood risk assessment are to establish the following:

- Whether a proposed development is likely to be affected by current or future flooding from any source;
- Whether it will increase flood risk elsewhere;
- Whether the measures proposed to deal with these effects and risks are appropriate;
- The evidence for the local planning authority to apply (if necessary) the sequential test, and;
- Whether the development will be safe and pass the exception test, if applicable.

## **4.** Sustainable drainage systems (SuDS)

**4.1.1** A sustainable drainage system seeks to mimic nature in terms of managing surface water. Such a system can be delivered in a variety of ways but the basic premise is to manage rainfall close to where it falls and slow down run-off before it enters watercourses. This reduces the risk of "flash-flooding" which occurs when rainwater

rapidly flows into the public sewerage and drainage systems.

### **5. Can training be arranged for members of the Planning Committee?**

- 5.1** The simple answer is yes. Officers attended a session hosted by the LLFA soon after their inception which provided a useful overview of the work of the LLFA and how they engage with the planning system. It is considered that running a similar session for members would prove very helpful as it will provide context for the work of the committee.
- 5.2** At the time of writing this report, the planning committee had been advised that the session was being made a priority in terms of member training, and officers were trying to arrange a suitable date. The LLFA have confirmed that they are happy to conduct the training.

### **6. The status of the Cheltenham flood and drainage panel**

- 6.1.1** Overview and scrutiny asked for an explanation as to whether or not the panel could be given the same status as the Civic Society and Architects' Panel. For context, these groups are recognised within the Council's scheme of delegation as local amenity groups whereby their comments on planning applications can trigger committee decisions. In this respect, they have recognition similar to parish council's when it comes to decision-making.
- 6.1.2** It is always possible to create new amenity groups that are recognised by the Constitution, but in relation to this specific topic officers would urge caution in the first instance.
- 6.1.3** The Architects' Panel and Civic Society are recognised in the Constitution given their ability to provide design advice, in the absence of a statutory consultee. Whilst good design can be considered in an objective manner, there is perhaps less of a science to it than flood risk, and this is why different opinions can prove very helpful for case officers. Members of planning committee will be well aware where views of the two groups have proved helpful in carrying out negotiations and formulating recommendations.
- 6.1.4** With regard to flood risk, government advice is quite clear on who should be consulted on planning applications and what their remit is. The LLFA and the EA are statutory consultees on matters of flood risk and drainage, and decision-makers should be led by their professional advisers. If an amenity group was formally recognised, this could put the authority in a difficult position whereby different consultees are disagreeing with each other on the same subject matter. This is not to say that the recent work of the Cheltenham Flooding and Drainage Panel is not without merit, their scrutiny has indeed proved helpful, but the preferred position has to be that all interest groups are in agreement with the statutory consultees on matters of flood risk – it should not be an area in which there is a wild divergence in opinion.
- 6.1.5** The Local Government Association provides some useful guidance in relation to managing flood risk (link below). Part of this advice states the following:
- 6.1.6** *LLFAs should encourage local communities to participate in local flood risk management. Depending on local circumstances, this could include developing and sharing good practice in risk management, training community volunteers so that they can raise awareness of flood risk in their community, and helping the community to*

*prepare flood action plans. LLFAs must also consult local communities about their local flood risk management strategy.*

**6.1.7** <https://www.local.gov.uk/topics/severe-weather/flooding/local-flood-risk-management/managing-flood-risk-roles-and>

**6.1.8** In light of the desires of the Cheltenham Flooding and Drainage Panel, it would appear that the best starting point is engagement with the LLFA so that knowledge can be shared across both organisations. It maybe that this is something that Borough Council could facilitate, but given the nature of both organisations, involvement from the Borough Council seems unnecessary. Direct communication between the two groups rather than two separate bodies scrutinising the same planning applications seems a much more effective use of resource.

**6.1.9** Once a sensible level of discussion has taken place between the two groups, it would then be appropriate to report back to the borough on progress and next steps, perhaps through Overview and Scrutiny.

## **7. Next Steps –**

**7.1** In light of the above, it is recommended that the following steps take place:

- a) Training is arranged for members of Planning Committee to help them better understand matters relating to flood risk, drainage, and the work of the LLFA;
- b) The Cheltenham Flood and Drainage Panel work directly with the LLFA to improve understanding and lines of communication.
- c) The Cheltenham Flood and Drainage Panel report back to Overview and Scrutiny to outline their experience and how it may impact upon consultation comments received from the LLFA.

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### **Contact Officer**

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## **Cheltenham Borough Council – Overview & Scrutiny Committee**

**26 February 2018**

### **Waste & Recycling Performance Following Service Change**

#### Scope

At its meeting on 30<sup>th</sup> October 2017, Cheltenham Borough Council's (CBC) Overview & Scrutiny Committee requested an update be provided on the initial results of the waste and recycling service redesign. At that time, the new service had only been recently launched and so having had the opportunity to review how the new scheme has been welcomed by residents, this briefing note sets out the performance achieved since the service launch date on 16<sup>th</sup> October 2017.

#### Background

CBC revised its previous waste and recycling collection service in 2011 which resulted in: refuse collections moving to a fortnightly frequency, food waste being collected separately on a weekly basis, a charge made to residents for the fortnightly collection of garden waste, and plastic bottles & kitchen card being added to the range of materials collected for recycling by way of a kerbside sort method on a fortnightly basis.

New recycling collection vehicles were purchased in 2010 to support this service change and these were at the end of their useable life in July 2017. This allowed the opportunity to make changes to the service through having to procure new vehicles.

The changes made in 2011 resulted in the authority achieving a 46% combined recycling, reuse and composting rate which was higher than the anticipated 42% (as modelled) and resulted in additional operational strain being put on the kerbside recycling service fleet and increased costs.

There were also a number of large scale property developments built during the 5 years (2011 – 2016) which increased the total property number and affected the efficiency of the collection services.

In addition, the then current type of recycling vehicle used for the kerbside sort recycling collections - 18 tonne Terberg – Kerbsiders, were no longer available, and so the procurement of an alternative type of recycling collection vehicle was required.

#### New Service Model

The Council was keen to improve its recycling rate, reduce the amount of residual waste to landfill and improve the recycling service with as a minimum enhancement - the addition of mixed plastics and heavy cardboard being collected from the kerbside. A project board was formed including key staff from CBC, Joint Waste Team (JWT) and Ubico. The Cabinet Lead was kept up-to-date of the project through monthly update meetings.

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The JWT supported the Council in identifying potential recycling collection service options and Ubico was then tasked with undertaking modelling of these options to determine the likely cost and associated performance.

This modelling work was then independently reviewed by the Somerset Waste Partnership which has extensive related experience in service modelling. The assumptions made were supported and the final modelled recycling collection options were presented to CBC.

The Council carried out two consultations with residents to test the appetite for each of the recycling collection options. The consultation results together with the modelling were then presented to Cabinet and Full Council in separate reports with a recommendation by the Project Board to retain a kerbside sort method of recycling collection and add the collection of Mixed Plastics (pots, tubs & trays), OCC (brown coloured) cardboard, textiles & shoes, small waste electricals and household batteries.

The chosen option suggested a recycling, reuse and composting performance increase of 2% (46% rising to 48%), once the service had bedded in and the estimated best case additional cost of £146k per annum as detailed in Appendix A – Council Report on Waste & Recycling Service Redesign. The report also presented the anticipated worst case scenario of £305k and potential mitigations if the costs rose from the best case scenario. It should be noted that the worst case scenario was predicated on receiving less income in respect of recycle material value. The cost of collection was assumed to be the same in both cases presented to Council.

### Service Launch

New recycling collection vehicles were procured along with new reusable blue coloured sacks for cardboard being provided to residents to help them sort their recycling materials.

Ubico used round scheduling software to create new collection rounds and information on day changes and the new service was then provided to residents.

The new service was launched on 16<sup>th</sup> October 2017.

### Initial Performance

With such a service change it is common for there to be an initial spike in participation which results in a high level of recycling, this is largely due to the promotional campaign in preparation of the service launch and residents enthusiasm in using the new service. However, commonly this spike then begins to decrease over time as some people lose their enthusiasm and the participation and associated amount of material captured will decrease before plateauing, but this new level of performance will be higher than the starting position.

The spike in performance can last up to 6 months so at this point in time it is difficult to anticipate what the plateau level might be and therefore take meaningful decisions to permanently amend any part of the service.

The model anticipated residents sorting materials in 2 x recycling boxes (glass and paper in one, mixed plastics and tins/cans in the other) and cardboard being contained in a blue bag. Take up in requesting boxes for recycling was much higher than anticipated, resulting in 10,000 being delivered prior to commencement of the new service.

Currently, substantial amounts of recycle are being presented at the kerbside. Levels of pre-sorting and separating materials by residents prior to collection in the boxes varies significantly. Ubico have timed the sorting process with the new Romaquip vehicles. It is taking between 50-60 seconds longer to complete a collection when materials are unsorted (50-60 seconds when sorted compared with 1min 40 seconds - 2 mins when unsorted).

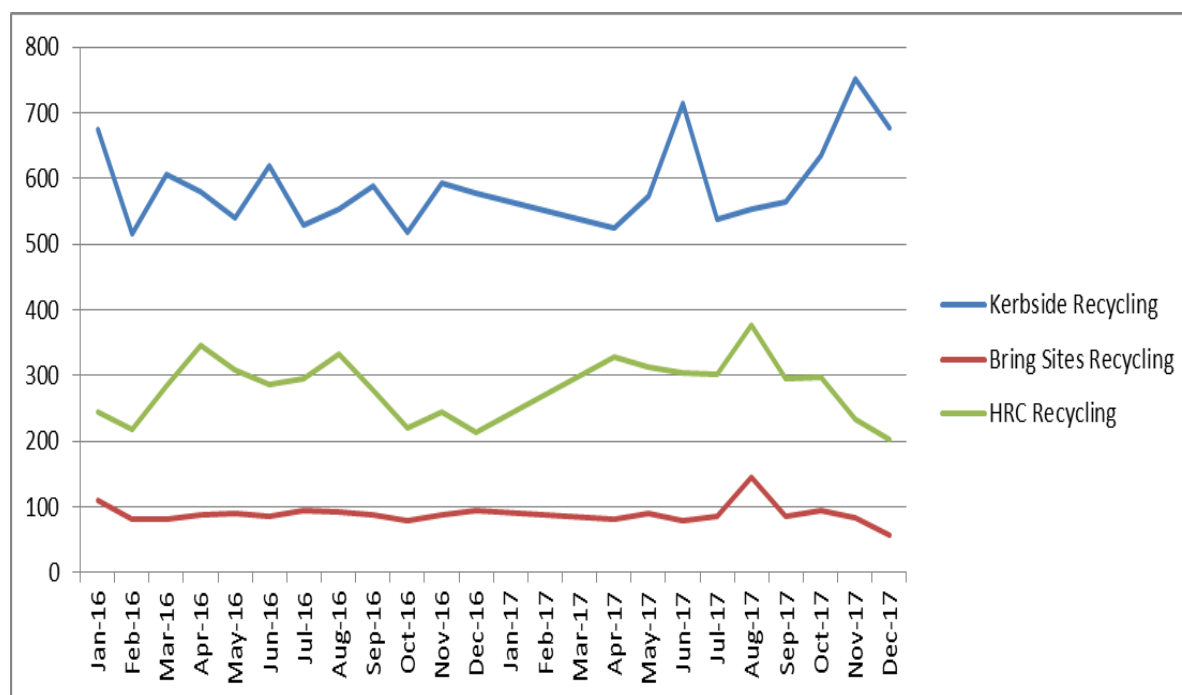
In addition, many residents are currently presenting excess cardboard over and above what will fit in the bag provided.

Ultimately, this is requiring additional resources to collect the material being presented at the kerbside and to consistently complete recycling rounds within the allowable time and stop any outstanding collections rolling over to the next collection day. Some days have been found to be challenging in relation to completing round which has affected resident's collections. A communications plan is also being developed aimed at thanking residents for the high level of recycling, but also highlighting and emphasising the need to sort materials. In addition the environmental services policy is programmed to be updated for Councillors consideration, ensuring that the community are advised of industry best practice in recycling activities and the council is obtaining best value from the service.

Overall, the new Romaquip vehicles have been found to be effective and fit for purpose for the job that they are designed for. However, as with any kerbside sort vehicle, once any bay has been filled, the vehicle has to return to the tip. At this stage it is too early to draw any conclusions on whether specific bays e.g. food, glass, paper, are filling more quickly than others but crews have reported variances on materials collected across different geographic areas of Cheltenham borough. In addition, some roads in Cheltenham have not been accessible with the collection vehicle assigned on their round which has resulted in some residents experiencing delays in collection. These issues are being reviewed and alternative collection arrangements are being implemented.

It's also common for there to be issues needing to be resolved in such a large service redesign affecting so many households, and Ubico together with officers from CBC and the JWT are working through these collection issues, and implementing measures to ensure that residents receive the services as planned.

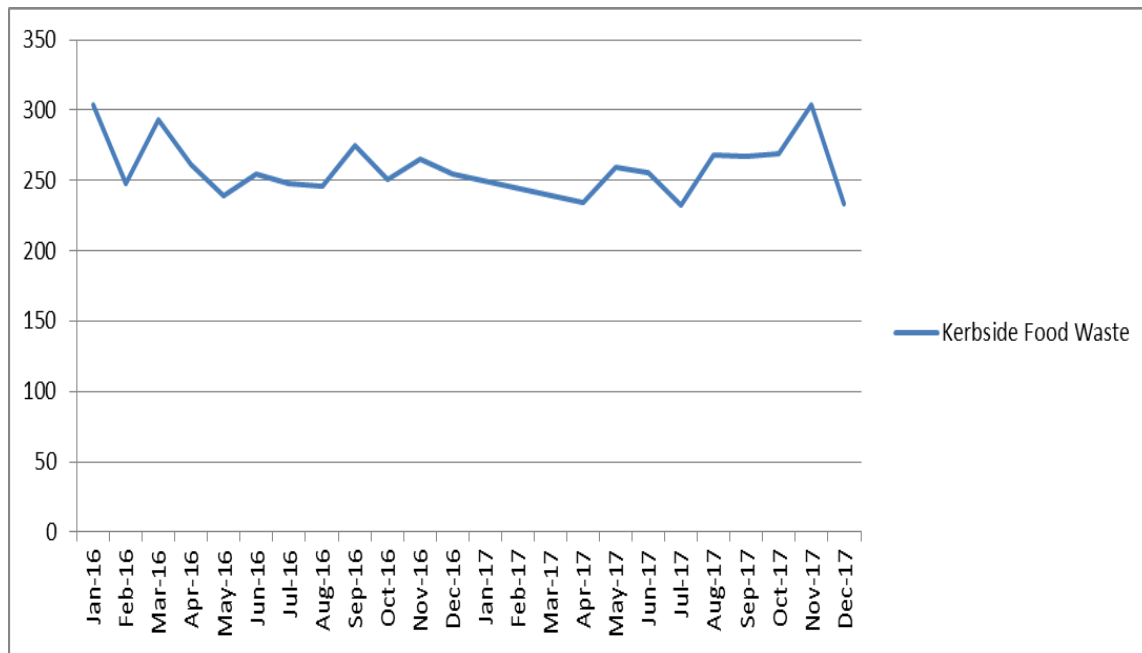
Shown below is the tonnage of recycling material which was collected from the kerbside in the year running up to the new service launch and the increase in performance which was seen in the second half of October and November 2017. The graph also shows the performance achieved at the Bring Sites and Household Recycling Centre;



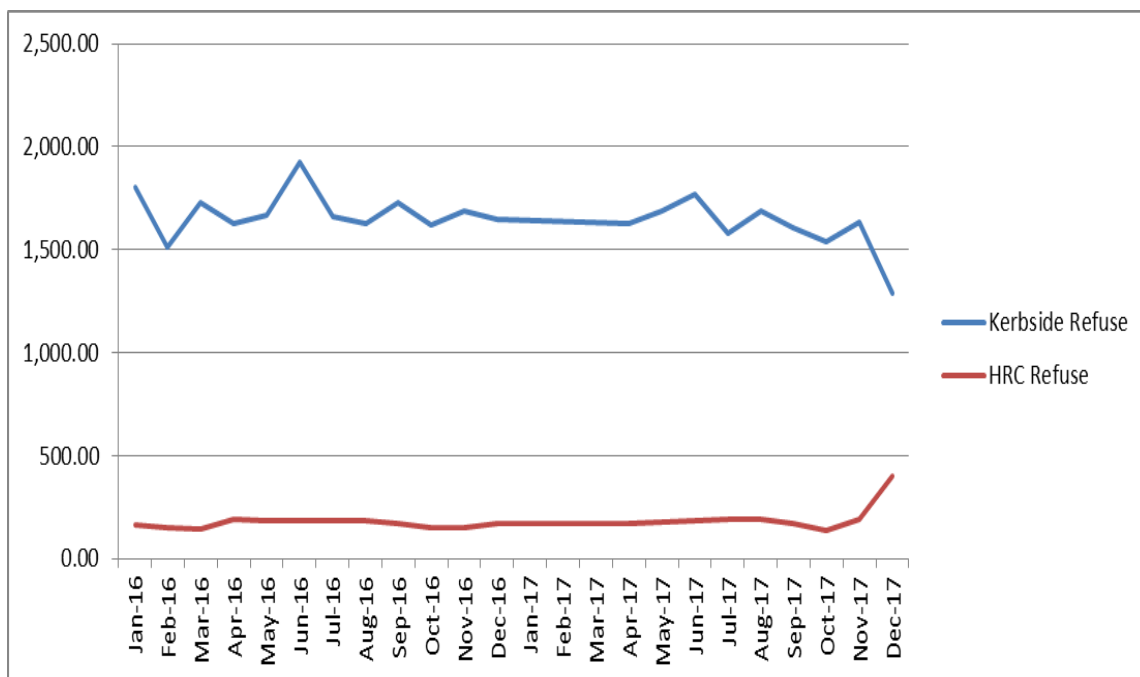
Recycling performance in October was higher at the kerbside and consistent from the bring sites and HRC, and November saw a significant increase at the kerbside together with a decrease at HRC but this was largely due to a fall in the amounts of wood and scrap metal taken to the facility and no clear transfer of materials to the kerbside.

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Kerbside performance decreased in December 2017 but this was due to the disruption caused as a result of the two periods of inclement weather which affected the number of collections made and therefore the quantity of material captured.



By comparison the amount of food waste collected in the second half of October and November 2017 also increased Food waste also significantly decreased in December which could be due to the Xmas and New Year waste & recycling retrieval period



Refuse collected at the kerbside in November was lower than the same time last year however, the HRC saw an increase, but it is not possible to determine what this is made up of and whether or not the two are linked.

December saw a decrease in refuse from the kerbside which is likely to be as a result of the fewer numbers of collections due to the inclement weather and an increase in the amount refuse taken to the HRC. This would have been partially as a result of the inclement weather missed collections and residents disposing of waste themselves.



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However, the combined refuse tonnage from the kerbside and HRC for December is lower than the same time last year across both services. This could be caused in part by residents having a greater range of materials recycled at their property.

The refuse collected in January is likely to be higher as a result of the Christmas period catch-up and the spill over from the inclement weather disruptions in the Christmas week and this is likely to have a negative effect on performance.

Shown below is the combined recycling, reuse and composting performance achieved for the 2016/17 financial year compared with the performance achieved so far this financial year (2017/18);

Category	Apr-16	May-16	Jun-16	Jul-16	Aug-16	Sep-16	Oct-16	Nov-16	Dec-16	Jan-17	Feb-17	Mar-17	Total
Residents' Recycling, reuse and compost rate	50.41%	53.12%	53.58%	53.82%	52.85%	52.51%	50.22%	47.52%	44.18%	44.62%	44.87%	49.09%	46.32%
	Apr-17	May-17	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17	Jan-18	Feb-18	Mar-18	Total
Residents' Recycling, reuse and compost rate	51.72%	51.73%	54.11%	51.42%	54.60%	52.65%	54.18%	49.22%	45.89%				50.13%

The period shown in yellow is the point when the waste and recycling service redesign was implemented and there is a clear increase in the October, November and December's performance.

The amount of garden waste significantly reduces during the winter which negatively affects the combined recycling and composting performance in January and February however, even with this decrease, it's still likely that the Council will beat the modelled 2% increase in performance for this year. Taking account of the fact that the increase is only based on 6 months of the new kerbside service, it's likely that next year will be even better than 2%.

### Conclusions

- 1) Current information from Ubico suggests that the recycling material being collected at the kerbside has increased by around 25% by quantity compared with the previous service. With the modelling anticipating a 2% increase in the combined recycling, reuse and composting rate this is resulting in increased resources having to be used to collect it. Although this is a fantastic take up by residents, this is resulting in additional costs being incurred by Ubico. The new service model anticipated resident's sorting their recycling materials into 2 x recycling boxes and a cardboard bag prior to presentation, as this directly impacts on the time taken to load materials into the vehicle. Ubico reports that in a number of areas this is not being seen and is placing additional pressure on the collection crews and extending the time taken for staff to tip the materials into the vehicle.
- 2) As with any new service introduction there are several operational problems to deal with. Shortly into the new service there was the Christmas and New Year period, with the usual catch-up collections taking place. The new service had not settled in and to compound the problem during this period there were large amounts of snowfall on two separate occasions. This again increased costs due to staff having to work increased amounts of overtime.
- 3) In order to control some of the additional costs mitigation measures have already been undertaken. This includes revising some waste and recycling rounds to ensure that there is a more even spread of work throughout the week. Ultimately the service needs time to settle down having benefitted from operational changes before the true financial implications are known and any level of additional resource requirements going forwards. Since mobilisation, both adverse weather and the Christmas period have meant that the new service has not enjoyed a sustained period of business as usual in order to bed in. Nevertheless, additional recycling collection resources are in place and officers at CBC are working closely with Ubico to resolve remaining collection issues and to specifically focus on returning to a

reliable and consistent service to any residents who have been acutely affected by delayed or missed collections.

4) There have been some repeated missed collections and in some instances specific roads have experienced missed collections. Missed collections to complete roads have largely been due to the inability of the new vehicles gaining access. These have now been identified and alternative collection arrangements are being implemented. 7 The costs currently being incurred are likely to change taking account of further mitigation measures and increased income from the additional materials. It is anticipated that it will take 3 months to review the service and then a recommendation will be made on changes required to further mitigate the additional costs. Clearly there will be reduced waste taken to landfill, resulting in some landfill diversion incentive payments and a higher level of recycling will result in a greater level of recycling credit income. That said it is too early to be able to predict the financial outcome of this until the service is operating as 'business as usual'

5) The launch of the recycling service redesign has clearly been successful in meeting the objective of encouraging greater recycling and increased waste diverted from landfill. As with any service redesign the service provider - Ubico has had to tackle a number of operational issues. Over the next few months a clearer picture will emerge of performance, the amount of waste going to landfill and what the level of recycling is likely to be in 2018/19.

### **Inclement Weather – December 2017**

During December 2017 Cheltenham experienced two instances of significant snowfall which hampered the refuse and recycling collection services operated by Ubico Ltd and for a number of days the crews were unable to make any collections safely.

CBC has an Emergency Waste Collection Policy which sets out the process for managing during times of inclement weather and other issues which might affect the collection services. During an emergency the policy process is completed several times to take account of any changing weather conditions and decisions are taken based on the best information available at that time.

Ubico as the service provider has primary duty of care to its employees and so the decision to suspend any collections is made by them in consultation with CBC officers and JWT

The JWT supports CBC by scrutinising any decisions made to suspend by Ubico and coordinating the relevant information to the key stakeholders including Customer Services, Customer Relations and the Communications Team who then feed the information out to the wider audience. The JWT then works with both Ubico and the Council in planning the mitigation measures and agreeing the catch-up process.

The inclement weather, increase in demand as a result of the recycling service redesign and the Christmas Bank Holiday catch-up arrangement's meant that there was very little capacity available to assist with the catch-up during the period directly after the snowfall during Christmas week and as a result the decision was taken to suspend collections for some areas of the borough, and collect double on the next scheduled collection day.

Following concerns being raised regarding the amount of waste amounting in specific areas in Cheltenham, a further decision was taken by the Council to pay for a skeletal Ubico team to target accessible areas of the borough on New Year's Day and a number of collections were made which was positive and aided the catch-up.

#### Review & Conclusion

The key stakeholders reviewed the series of events and the policy and concluded that the processes contained within were sound and the policy is robust, but greater clarity was needed over the key decision makers able to take timely decisions.

It was recognised that the second bout of snowfall during Christmas week came at the very worst time and in effect created the perfect storm because there was very little additional capacity available to assist with the catch-up and a number of key members of staff were on annual leave.

Had Ubico not have already been programmed in to work on the three Saturday's following Christmas Day then the catch-up could have been made far quicker.

With these lessons in mind work is underway to identify a larger pool of officers to be included in the process and provide greater cover for any absence or leave.

Background document: Waste & Recycling Service Redesign and Routes Optimisation report (Council / 12 December 2016)

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### PCP Report for O&S – 26 February 2018

The main agenda item at the meeting on 5<sup>th</sup> February was the Commissioner's budget for 2018/19.

In September, the Home Office announced an immediate 1% increase in police officers' base pay plus a 1% one-off non-consolidated payment. The Commissioner subsequently guaranteed the same award to police staff. The one-off payment was obviously not included in the budget for 2017/18 and has to be funded from general reserves. The budget for 2018/19 assumes a further 1% pay award for all staff. The one-off award reduces the general reserve from 5% of the budget to 4.5%.

In December, the Provisional Police Grant Report (PPGR) 2018/19 announced that the Home Office grant would remain the same as in 2017/18 and that the PCCs could increase their precept by £12 on a Band D property without the need of a local referendum. The final PPGR will be laid before Parliament this month. With no change in the grant, Gloucestershire will continue to receive £85.30 per head of population against a national average of £104.50. Some forces receive £150. The freezing of the grant fails to take account of inflation and rising costs.

The Commissioner, following a quickly arranged public consultation decided to raise the precept by suggested amount of £12 on a Band D property. This would mitigate rising costs and enable four areas to police work to benefit.

1. Neighbourhood Policing, £0.779M
2. Child Protection and Childhood Sexual Exploitation, £0.488M
3. Body-Worn Video, £0.300M
4. Victim focussed Criminal Justice, £0.174M

This investment provides 23 extra police officers and 7 police staff. There would be no requirement to take out new permanent borrowing for capital expenditure.

The vote to approve the PCC's budget was unanimous.

### **Chief Executive's Report**

Once again, details of decisions deemed not to be in the public interest were not provided to the Panel. We were told the two decisions taken since the November meeting were "minor", but the Panel must fulfil its legal obligation to scrutinise the PCC.

Cllr Helena McCloskey

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**Briefing for Overview and Scrutiny Committee – 26<sup>th</sup> February 2018**

The Forward Plan lists the reports expected to come to Cabinet in the next 3 or 4 months. This note supplements that with other issues that may be of interest to O&S.

**Rail Franchise**

As mentioned on my last briefing the government have launched a consultation about what happens to the great western rail franchise (see link below). As agreed at the previous O&S meeting I have now circulated the draft CBC response to members of the former Cheltenham Spa Railway Station scrutiny task group for feedback by 16<sup>th</sup> February so a formal submission can go in by the 21<sup>st</sup> February deadline.

<https://www.gov.uk/government/consultations/great-western-rail-franchise>

**Arle Nursery**

Following the decision taken to introduce a new sustainable planting regime, the review of options for Arle Nursery is nearing completion and is due to go to cabinet shortly. Does O&S want further input on this issue before then?

**Publica**

Further to the issue raised at the last O&S meeting, the Publica Board have formally proposed that the setting up of a Member Liaison Group be deferred and a decision on whether or not it is needed taken once Publica has been operating for a year (ie November 2018).

Officers/members within CBC have discussed this in the context of the original 'Leaders Agreement' between the councils prior to Publica being created. Current thinking is as follows:-

- Members Representative Board

This would be retained as described in the agreement because it is part of the formal decision making process for the Leaders as member representatives of their councils e.g. Reserved Matters. It was noted that the Members' Agreement includes provisions to manage situations where the Leaders/Member representatives are unlikely to reach a unanimous decision (given that decision making only requires 75% of the votes).

- Portfolio Holder meetings

These would also be retained and take place as set out in the agreement on a quarterly basis with service commissioners and members of the company's Board to review the company's performance against Annual Service plans and KPIs.

- Members' Liaison Group

The agreement describes this Group as comprised of backbenchers, which provides a degree of scrutiny and acts as a sounding board. Assuming our normal scrutiny processes are sufficient to provide the necessary degree of scrutiny, a broader group comprising the Leaders, cabinet members and others, may provide a more effective and inclusive as sounding board. This broader group would be an informal forum which could meet, perhaps, twice a year or otherwise as necessary and could be an informal extension of an existing formal structure (namely the MRG). It was, therefore, felt for CBC the Member Liaison Group as described in the agreement was not necessary if such a broader informal forum was established in its place.

- Annual meeting

It was considered that in addition to the informal forum mentioned above, an annual stakeholder meeting would also be beneficial.

Does O&S have any further views on this?



Item	Outcome	What is required?	Report Author/Presenter
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**Meeting Date: 26 February 2018 (report deadline: 14 February 2018)**

CBH Masterplan re: indices of deprivation	Consider how the CBH Masterplan that is being developed can/may help improve areas of deprivation	Discussion	Paul Stephenson / Peter Hatch
Draft Place Strategy update	Consider the draft place strategy comment as necessary	Discussion paper / presentation	Richard Gibson
Leisure@ Project – Governance approach	Explain how the project will be managed and scrutiny to decide if and how they want to undertake further scrutiny	Discussion paper	Richard Gibson
Officer response to issues raised by the Cheltenham Flood and Drainage Panel	Officers have been asked to respond to the queries raised	Discussion paper	Martin Chandler
Waste & Recycling Performance Following Service Change	Update on performance of the new service and lessons learnt in relation to cancelled collections due to adverse weather conditions	Discussion paper/ presentation	Scott Williams (author) and Cllr Coleman and Sanjay Mistry to present
Council chamber sound system	Rationale for a new sound system in the council chamber	Briefing note (not for discussion)	Rosalind Reeves

**Meeting date: 23 April 2018 (report deadline: 11 April 2018)**

Communities Partnership (re: indices of deprivation)	Consider what the newly formed partnership is doing/planning to help improve areas of deprivation	Discussion	Richard Gibson
Arle Nursery Strategic Review	Consider draft Cabinet recommendations and comment as necessary	Discussion paper	Mark Sheldon

**Meeting Date: 25 June 2018 (report deadline: 13 June 2018)**

End of year performance review	Consider the end of year performance and comment as necessary	Discussion	Richard Gibson
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Item	Outcome	What is required?	Report Author/Presenter
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Items for future meetings (a date to be established)			
North Place	Further update as necessary	May – June 2018	Tim Atkins
Cheltenham Spa Railway Station STG	Review progress against recommendations 12 months on	12 months on from Cabinet response (not yet scheduled on forward plan)	
Cycling and Walking STG recommendations	Review progress (further update will be delayed until further progress has been achieved in this area)	2018	TBC
Gloucestershire Airport Ltd	An update on the governance review and chance to meet the Board	2018	Tbc
Indices of Deprivation	Raised as a possible STG. The lead members wish to consider the CBH Masterplan and meet with reps from the Communities Partnership before deciding if and how to proceed	Feb and April 2018 - tbc	CBH / Communities Partnership
Private schools in Cheltenham?	To be invited along to give details of what they do to maintain their charitable status and an overview of what they are doing for Cheltenham as a whole (is this a priority for the committee??)	Tbc	Tbc
Scrutiny review	We could bring the response to the select committee report BUT this will not meet the Feb meeting as per CH request!	Tbc	Tbc

O&S Committee 2017/18 work plan

Item	Outcome	What is required?	Report Author/Presenter
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Police and Crime Commissioner	Invite the P&CC along to give an overview of performance and highlight any issues	Tbc	Martin Surl, P&CC
GCC Highways and CBC parking item	Discuss how the two work together to ensure a coherent approach	Tbc	Tbc

Annual Items		
Budget proposals (for coming year)	January	Chair, Budget Scrutiny Working Group
Draft Corporate Strategy	February	Richard Gibson, Strategy and Engagement Manager
End of year performance review	June	Richard Gibson, Strategy and Engagement Manager
Scrutiny annual report	Sept	Saira Malin, Democracy Officer
Quarter 2 performance review	November	Richard Gibson, Strategy and Engagement Manager

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## Briefing Notes

Committee name: Overview and Scrutiny

Date: 26<sup>th</sup> February 2018

Responsible officer: Democratic Services Manager, Rosalind Reeves  
Responsible member: Cabinet Member Corporate Services, Councillor Roger Whyborn

*This note contains information to keep Members informed of matters relating to the work of the Cabinet or a committee but where no decisions from Members are needed. If Members have questions relating to matters shown, they are asked to contact the Officer indicated.*

### Council Chamber sound system

#### Background and story so far

There is considered to be general agreement amongst members that the Council Chamber sound system is in need of renewal. There are limitations of the current equipment which is now over 12 years old and no longer manufactured and it is not cost effective to carry out anything other than ad hoc repairs as required. Some £75,000 has been put into the draft budget for full Council, being at the high end of what other councils have spent on similar projects. (A Cabinet Member working group has met twice on this subject. In between those two meetings an invitation to tender (ITT) has been developed by CBC, and is now returned by suppliers. Suppliers have been asked to produce a pricing schedule on the basis of a list of essential items and to also provide quotes on a list of features that might be desirable at some point in the future. The tenders will be evaluated on both quality and cost.

At the time of writing bids have not been evaluated and scored so no purchase decisions can be finalised but the bids do give some order of magnitude and enable some prioritisation.

#### Priorities:

If the most expensive options were purchased an expenditure well above the budget figure is expected to result. This would equip both the Council chamber and Pittville room with a fully wireless integrated system, together with new audio-visual projection equipment, also enabling state of the art webcasting, digital voting, audio-visual recording, and full integration with modern.gov system support and maintenance back-up . However the quantum of this does not seem to be a prudent use of council resources, so some prioritisation is in order.

The working group was able to give clarity on the priorities as follows:

- The working group whilst not able to comment in detail on the pricing of the optional items gave a very clear steer that the council should concentrate its efforts on the 'essentials' as set out in the ITT.
- It was clear that the base system would probably cost in excess of £40,000.
- They had already made clear that a good quality assistive listening package was essential and that recording of meetings, at least audio-recordings was highly desirable.

Wider soundings indicated a strong preference from some members to include webcasting, particularly in recognising the potential for this media to reach hitherto unreached groups, especially those who are not politically engaged. This is possibly even more the case with recordings than live streamings. There is the further potential to make this facility available for outside groups who use the Council chamber if facilities support was available.

It is worth repeating part of Exeter City council's response to us as follows:

"We find that we never really have more than 15-20 people watching a broadcast at once when it's a committee meeting but after a few days, the viewing figures are generally around 2000 views. We live streamed a Scrutiny Committee on the 9th Nov which has currently had 1,600 views here: An Extraordinary meeting of the Council on the 12th Oct has now had more than 6,000 views.... Another Extraordinary meeting was held on the 19th July which has now had about 8.600 views:"

### **Direction of travel:**

I am therefore minded to recommend to Cabinet that we prioritise spending as follows:

- Provide new hardwired conference audio system to the Council Chamber as per the ITT specification, with all necessary system control, sound mixing and amplification,
- Provide 'Assistive Listening' solution to the Council Chamber and Public Gallery in order to comply with the Equality Act.
- Installation and commissioning, including training.
- Simple –though potentially expandable - webcasting and audio-visual recording system.

I am also minded to recommend putting aside the (c£25K) balance of £75,000 for the following:

- The system in the Pittville room is currently fully functional, but at some point in the next few years will require renewal, particularly if it sees increased usage in the future.
- Likewise the visual (projector) system is fully functional, but will soon require renewal.
- Support costs for webcasting and up to 5 years of maintenance contract.

This will give us a good quality and fit-for-purpose system in the chamber with assistive listening, and well as introducing to Cheltenham the ability for both local media and the general public to see and hear electronically what goes on in Council meetings without attending.

This has been very successful at Exeter City Council, and is also in use elsewhere in the county. This approach gives a route forward, and importantly reserves funds for the renewal of other systems, as in the Pittville Room and the visual projection system, at whatever point needed.

### **Next Steps:**

This briefing note will sent to Cabinet on 6th March 2018. A full report will be brought to Cabinet once the evaluation of tender bids is completed.

Cllr Roger Whyborn  
Cabinet Member (Corporate Services)

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14th February 2018