



Notice of a meeting of Overview & Scrutiny Committee

Monday, 23 April 2018
6.00 pm
Pittville Room - Municipal Offices

Membership	
Councillors:	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

1.		APOLOGIES	
2.		DECLARATIONS OF INTEREST	
3.		MINUTES OF THE LAST MEETING 28 March 2018 (call-in meeting)	(Pages 3 - 12)
4.		PUBLIC AND MEMBER QUESTIONS, CALLS FOR ACTIONS AND PETITIONS	
5.		MATTERS REFERRED TO COMMITTEE	
6.	6.05pm	SUPPORT FOR AREAS OF DEPRIVATION - UPDATE Richard Gibson, Strategy and Engagement Manager	(Pages 13 - 20)
7.	6.25pm	CREMATOR PROBLEMS UPDATE Mike Redman, Director of Environment	(Pages 21 - 26)
8.	6.50pm	SCRUTINY TOPIC REGISTRATION FORM Councillor Willingham will introduce his request and the committee must decide if and how they want to scrutinise the issue (no officer implications were received from Gloucestershire County Council)	(Pages 27 - 28)

9.		FEEDBACK FROM OTHER SCRUTINY MEETINGS ATTENDED Gloucestershire Health and Care O&S Committee (6 March) – verbal update from Councillor Harvey Gloucestershire Economic Growth O&S Committee (14 March) – written update from Councillor Paul McCloskey Police and Crime Panel (16 March and 20 April) - verbal update from Councillor Helena McCloskey	(Pages 29 - 40)
10.		CABINET BRIEFING 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 41 - 42)
11.		REVIEW OF SCRUTINY WORKPLAN	(Pages 43 - 46)
12.		DATE OF NEXT MEETING 25 June 2018	

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Overview & Scrutiny Committee

Wednesday, 28th March, 2018

6.00 - 8.30 pm

Attendees	
Councillors:	Tim Harman (Chair), Jon Walklett (Vice-Chair), Colin Hay, Alex Hegenbarth, Sandra Holliday, Helena McCloskey, Paul Baker and Max Wilkinson
Also in attendance:	Councillor David Willingham, Councillor Steve Jordan, Councillor Andrew McKinlay, Councillor Roger Whyborn, Tim Atkins, Louis Krog, Rosalind Reeves and Gary Spencer

Minutes

1. APOLOGIES

Apologies had been received from Cllr Payne.

2. DECLARATIONS OF INTEREST

None declared.

3. MINUTES OF THE LAST MEETING

The minutes of the last meeting were approved and signed as a correct record.

RESOLVED that the minutes of the meeting held on the 26 February 2018, be agreed and signed as an accurate record

4. PUBLIC AND MEMBER QUESTIONS

None received.

5. CALL-IN OF DECISION REGARDING THE REVIEW OF THE TAXI AND PRIVATE HIRE LICENSING POLICY

The Chair welcomed everyone to the meeting and explained the call-in process and the procedure to be followed at the meeting. He explained that having received a representation from the National Private Hire and Taxi Association requesting a call-in and following consultation with officers he had concluded that a call-in was appropriate and it had been accepted by the Proper Officer.

In response to a question from a member regarding the grounds for the call-in, he referred to the letter of representation he had received and to the grounds for the call-in as set out in the calling-in form in appendix 1. Under Article 13 of the Council's Constitution he considered there were possibly, the following deficiencies in:

- c) consultation,
- f) clarity of aims and desires
- g) due consideration of all objections and
- h) explaining and giving reasons for the decision

He confirmed that all those reasons applied and he had received support for the call-in from members of all the political groups. He had sought legal advice that it was acceptable to refer to the letter of representation in the call-in form and this was duly attached. In response to a question from a member he confirmed that he as an elected member had agreed that there were sufficient grounds for the call-in.

The Chair invited the Cabinet Member Development and Safety, Councillor Andrew McKinlay, to be the first witness and answer questions from the committee.

Cabinet Member Development and Safety, Councillor Andrew McKinlay

What are your thoughts on the policy?

The Cabinet Member explained the process followed leading up to the decision by Cabinet on 6 March 2018 to adopt the revised policy. The details of the working group as well as consultation and feedback was set out in the Cabinet report which had been circulated. The results of the consultation were set out in detail in Appendix 4 of the Cabinet report.

He went on to highlight the 6 main elements of the new policy and in particular he highlighted the reasons for changing the grandfather rights which were fully set out in the report.

In 1988 the council had passed a policy that required all taxis to support the disabled. However the taxi drivers with the grandfather rights had continued to use saloon cars which were not accessible by disabled people and therefore not fit for purpose.

Disability access was less well-defined so a requirement for wheelchair accessibility would ensure the vehicle could be accessed by everybody. Currently the proportion of wheelchair accessible vehicles (WAVs) in the fleet provided a one in five chance that a vehicle in the taxi rank would be suitable for a wheelchair user which he stated he considered discriminatory and therefore unacceptable.

He emphasised that it was the council's policy and not the taxi drivers that was discriminatory. It would be easier to implement the government's requirement for 100% disability access and guide dog accessibility if taxis were required to be 100% wheelchair accessible.

He referred to a report produced by the Department for Transport in August 2017 entitled Accessibility Action Plan Consultation saying it gave a clear indication of government thinking on this matter. In the forward by the Government Minister at the time the Minister said *"My ambition is to ensure that people with physical and hidden disabilities have the same access to transport and opportunities to travel as everyone else..... this government is committed to improving disabled people's access to transport. As we set out in our 2017 manifesto, we believe that where you live, shop, go out, travel or park your car should not be determined by your disability."*

The report provided statistics that 7% of children, 18% of people of working age and 44% of pensionable age had some sort of disability. The report went on to detail the significant progress that had been made with buses (94%) and as of 2015 over 58% of taxis were accessible and this included all London taxis.

He referred to section 3.8 of the report which highlighted the need for all vehicles designated as wheelchair accessible by the licensing authority to comply with the specific requirements preventing passengers who use assistance dogs or wheelchairs from being refused carriage or charged extra for their journey. He stated this presented a loophole if the licensing authority did not designate any vehicles as wheelchair accessible as then the legislation would not apply. Furthermore under the Equality Act 2010, taxi drivers must make reasonable adjustments to enable disabled people to access those services. He stated that clearly 78% of taxis in Cheltenham were not conforming to this requirement.

His conclusion was that the government view was clear in that disability discrimination in public transport was unacceptable and local authorities must use their powers to rectify the situation.

How would you respond to some of the issues raised in the letter of representation from the National Association?

The Cabinet Member did not believe he had broken any law and he could prove this was the case. He pointed out that many local authorities had adopted similar policies and every challenge had failed particularly because much of the information referred to in the letter was out of date.

He disputed the allegation that there had been confusion in the consultation document and it had been absolutely clear on the options being put forward. It had been stated in the document that if drivers did not want to swap their vehicle before 2021 they could still operate as a private hire vehicle after that date should they wish.

The representation had made various references to the Equality Act 2010 part of which stated that the parts of this Act were not capable of being introduced. The Cabinet Member disputed this and stated that the government consultation in 2017 demonstrated that the government believed the act was enforceable.

Regarding the financial impact on taxi drivers, the Cabinet Member pointed out that the role of the council as the licensing authority was to ensure public safety and not to secure the income of local taxi drivers. He felt this argument had been overplayed in the representation as drivers could continue to operate with their own vehicles as private hire. Regarding the practice of selling licence plates on the grey market, this had no basis in law because the plates belonged to the licensing authority and not to the driver.

The Cabinet Member suggested that the two legal cases referred to in the representation related to cases which preceded the introduction of the Equality Act 2010 and were taken in lower courts. He referred to a more relevant case heard in January 2011 brought against Stratford-upon-Avon District Council on the grounds of insufficient consultation. The Court of Appeal had judged in this case that although Cabinet did not have all the information, the Licensing

Committee had had access to it before recommending the policy to Cabinet. The court also made a judgement on appropriate levels of consultation with disabled groups which the Cabinet Member considered knocked a lot of holes in the arguments made in the letter of representation relating to this call-in.

The representation referred to the cost of a new Wheelchair Accessible Vehicle (WAV) being in the region of £36K. The Cabinet Member outlined his own research which found that a wheelchair compliant vehicle such as a Peugeot Horizon could be purchased new for £16K and a 3 year-old vehicle for £10K and on Auto Trader he had found 26 suitable silver vehicles on sale earlier that day. He also referred to a response from a taxi driver in the consultation who had suggested that a WAV could be acquired for £2-3 K and therefore would be flooding the taxi market. The taxi drivers could not have it both ways and the Cabinet Member maintained that WAVs were no more expensive.

In conclusion he did not consider that the arguments in the letter of representation held much water and this was evidenced by the fact that at least 60 councils across the country had introduced similar policies to the one that this Cabinet had approved.

The Chair invited questions from Members to the Cabinet Member.

- The chair indicated that there appeared to be some discrepancy between what the Cabinet Member had said in the Cabinet meeting about further consultation and the final decision. What flexibility was there for further discussion with the taxi drivers?
- The Cabinet Member confirmed he was open to further discussions about the implementation of the policy but the timescale and timeframe were not open for further debate and he considered a three-year implementation was reasonable. These discussions could cover the types of WAVs which would be fit for purpose and safe, a review of the licensing charge, the scale of charges made to the public and the option of reviewing charges annually and any issues regarding the general running of the service.
- Although the consultation period of 12 weeks had been a sufficient length the number of respondents had been disappointing and would the Cabinet Member accept that the consultation could have been extended or been more proactive?
- The Cabinet Member had been disappointed in the level of response and he did not accept that the single response from the local Taxi Association was equivalent to 180 responses. The council had taken steps to promote the consultation via local media but it was a consultation and not a referendum and therefore people couldn't be forced to respond. In conclusion he was entirely comfortable with the consultation that had taken place.
- Although it seemed appalling that only 22% of the current taxi fleet could accommodate a wheelchair the move from 22% to 100% WAVs was quite dramatic and the impact on taxi drivers needed to be taken into account. Was such a jump reasonable and could adopting either one of the other two options given taxi drivers more flexibility?

- The Cabinet Member advised that when the 100% policy had been adopted 30 years ago, it had been assumed that the grandfather rights would gradually wither but in reality there had been no voluntary switches. The government viewed this as a failure and he could see no other way to achieve the 100% target. The authority now had 186 non-compliant vehicles which was too high for a town the size of Cheltenham.
- A Member asked how the sale of licence plates on the grey market was regulated.
- The Cabinet Member was not certain of the exact process but he understood that the car with the plate could be sold at a premium (in the order of £8-10K) and then the buyer could transfer the plate to another vehicle. It was custom and practice for the local authority to allow this to happen and many drivers prefer to buy a plate rather than buy a WAV but it had no weight in law or in the licensing policy. He emphasised that if the limit on the number of taxi drivers was removed then there would be no market for the plates and so the practice would soon discontinue.
- A member understood that the Department of Transport had not yet issued any guidance nor had the Secretary of State prescribed the percentage of WAVs which was acceptable. On this basis was the council's 100% target premature and why had the European regulations not been applied regarding definitions of WAVs and disabled access vehicles?
- The Cabinet Member advised that the government had not defined what constituted a disabled access vehicle and therefore this was not enforceable. The European regulations predated the Equality Act and therefore were not applicable. In his opinion the council's policy was only premature if the council had to wait for the government to issue further guidance but if you considered the current situation was morally wrong and put disabled people at a disadvantage, it was not premature and followed best practice in London, Bristol, Oxford and many other cities.
- In the absence of government guidelines a member asked whether the Cabinet Member had considered coming up with a specification for a disabled access vehicle?
- The Cabinet Member said this had been looked at in depth but officers were unable to find a single authority that had come up with a definition which stood up to challenge and therefore they had defaulted to a 100% policy. He added that saloon cars were low on the ground and did present difficulties for elderly people getting in and out of them whereas WAVs have been demonstrated up and down the country as being easier to get in and out of.
- A taxi driver was invited to speak by the chair and he gave examples of current taxis in the fleet such as a Hyundai SUV and a Ford Galaxy which catered for the needs of older people and it was all a matter of giving customers choice.

In conclusion the Cabinet member disputed the suggestion that the policy was introducing anything outrageous or unusual and he considered it was the right way forward.

Business Support and Licensing Team Leader, Louis Krog.

What professional advice did you give to the Cabinet Member in relation to the policy that was taken to Cabinet?

The officer explained that this was a complex issue which every licensing authority had been struggling with. The process had started in October with stakeholder meetings and the Cabinet had indicated at this point that they wanted to look at grandfather rights. A 12 week consultation had been launched, a standard period for this type of consultation which allowed the maximum time for responses given that historically the level of responses have been low.

The Cabinet had indicated that their preferred choice was to improve wheelchair access and asked officers to consider all the options including the option of 100% WAVs. Officers spoke to other councils and had discussions with vehicle manufacturers about the types of disability accessible vehicles that were available. They were advised that these types of vehicles did exist but were not mass produced and therefore were not suitable for inclusion in the policy. This avenue was still open and potentially further conversations could be had. Cabinet had taken the view that they were happy to go with a three-year implementation and that was broadly the officer advice at the time.

In response to questions the officer made the following responses:

- He confirmed that the current council policy was for 100% wheelchair access but this didn't apply to all taxis at the current time and the natural implication of removing grandfather rights would result in this 100% target being met.
- Officers had written to disability interest groups in Cheltenham that they were aware of to encourage them to respond to the consultation but they hadn't written to every relevant charity. The consultation had included Vincent and St Georges. The consultation had resulted in support from charities for the proposals.
- There was no national standard for licensing authorities regarding this matter and all have implemented their policies slightly differently however there was an increasing trend in urban areas for the type of policy the council was adopting.
- In response to a suggestion that the policy could have been implemented to only apply when a vehicle was replaced, he suggested that the implementation could run for several years and therefore progress would be much more gradual.

Donna Short, Director of the National Private Hire and Taxis Association

Would you like to clarify any points raised in your letter of representation and how would you respond to any of the points raised by the Cabinet member?

Donna Short highlighted her background and experience in this area. She explained that she had been one of 11 members of a task and finish group who had met with the Department of Transport and they were currently preparing a report for the new minister. She confirmed that the government was very interested in disability issues but as yet no national edict had been put in place.

She referred to the Equality Act 2010 and highlighted that the sections which would enforce wheelchair accessibility on both taxis and private hire vehicles had not yet been brought into force with the exception of the section dealing with the numbers of WAVs as a percentage. She referred to the legal cases detailed in her letter of representation.

Although European ministers supported the concept of the mixed taxi fleet, the government had not yet come up with a national policy. One of the reasons for this was that the government would have to demonstrate cost compliance and offer evidence that the policy was sustainable and affordable for all taxi companies.

Whilst accepting that the licence plate belonged to the local authority, she considered the value of the taxi businesses would be decimated if this policy was introduced. The customers would lose the ability to choose between a saloon vehicle and a WAV. She added that only three wheelchair users had used the taxi rank last year and of these three, two customers had preferred to get out of their wheelchair whilst travelling in the taxi. Many disabled people prefer to travel in this way as an able-bodied person and it was detrimental to remove this customer choice.

The Cabinet Member had referred to taxi drivers being able to revert to becoming private hire vehicles. She advised this would be additional cost as they would have to change the colour of their car to meet the council's policies.

Regarding the consultation, the criticism was not with the length of the consultation but its modus operandi and the way the responses had been dealt with. She raised the parallels with the *Sardar v Watford Borough Council* case referred to in her representation. The consultation had not been sent in the post to anyone and had been handed out on request with a degree of reluctance from the licensing department. A number of disability support groups had not been approached and they should have been consulted.

She indicated that she had done her own research on the second-hand market for WAVs and this had shown that of the 200 taxis being offered only 8 would have met the requirements of the Cheltenham policy. She acknowledged that the rear loading vehicles were less expensive but she was concerned about the longevity and the potential dangers to the public with such rear loading vehicles.

The chair invited questions to the witness.

- Asked how Cheltenham compared with other authorities with regard to percentages of WAVs, she advised that there had been no detailed review by the Department of Transport but her organisation had carried out a survey in 2014/2015. Of the 345 authorities who had responded,

54 had 100% wheelchair accessible taxi fleets and of those 27 were cities or Metro Boroughs.

The updated figures for Cheltenham from 2017 were 243 Hackney carriages and of those 57 were wheelchair accessible giving a percentage of 23.4%. By comparison the figures for other local authorities in the Forest, Cotswold, and Stroud were practically nil.

- Asked to justify the statement that business may fail if taxis were made 100% WAV, she advised that many ambulant disabled passengers did not like travelling in these types of vehicles which they likened to big boxes. From her experience from around the country the effect of this type of policy would be dramatic on business as many people prefer to travel in comfort in an executive type vehicle or felt more secure in a saloon car. Whilst accepting that the remit of the local authority was to ensure the safety of passengers their comfort was also an important consideration. As less than 1% of the Cheltenham population was in a wheelchair she saw no reason why everyone else should have to travel in a vehicle they might consider less comfortable.

The Chair allowed a taxi driver to speak at this point who wanted to emphasise that the business value depended on offering customer choice to a range of people with different needs. He gave airport runs as an example where passengers preferred an executive type vehicle. Recently during the snow 4x4 vehicles had been useful for transporting people to more rural areas.

- Asked why she thought comparisons with cities and metro boroughs were not relevant, she emphasised that unlike other types of public transport, taxis were private companies and they had to meet the costs of making their vehicles more accessible. If there was a minimal demand in the town the size of Cheltenham she questioned why this was necessary. The difference between Cheltenham and other towns was that there was no requirement for onward transport. Apart from the train station there was no onward transport to airports for example.
- Asked if she felt the 23.45% of WAVs in Cheltenham was inadequate how would she improve this situation, she suggested that this could be encouraged by discounting licence fees for WAVs to form incentive and looking at private hire vehicles where wheelchair users could pre-book.
- Challenged on her statement that business could be decimated without any evidence to support it, she advised that she had no figures from other authorities who had implemented such a policy. However the requirements in the policy were already quite restrictive i.e. Euro 6 compliant, silver and age and the WAV requirement would make it even more restrictive.

Chairman of the Licensing Committee, Councillor David Willingham

Councillor Willingham explained that the Licensing Committee's responsibility for public safety and their duty to have due regard for equality issues.

When considering the proposals he had put to the Licensing Committee he considered it was discrimination if a wheelchair user approached the taxi rank and was unable to access the first taxi. There had been several meetings of the working group and they had met with Hackney carriage drivers and the details

were set out in the Cabinet report. Some of the issues raised by the trade were not issues that the council could deal with.

He indicated that the only contentious issue for the Licensing Committee had been grandfather rights. At the final vote seven members of the main committee had been present and the voting was split 3:4 (for the new policy) indicating a range of different views. He emphasised that although the Licensing Committee was an important consultee, their role was to inform Cabinet in their decision-making process and it was for Cabinet to make the final decision.

He had taken it upon himself to advise the National Star College and the Leonard Cheshire home of the consultation via email and telephone but they had declined to respond.

Referring to the letter of representation from the National Association he highlighted that the cases referred to were pre Equality Act. Some further consideration could be given to the positioning of taxi ranks and their signage. An officer from GCC had attended one of the one of the working group meetings and Councillor Willingham stated that he had also raised issues about taxi rank signage with officers at GCC.

Although there was quite a lot of discretion in how local authorities implemented their policies they did have to be rational, reasonable, necessary, proportional and enforceable. In his view the three-year implementation timetable was reasonable and should allow taxi drivers sufficient time to manage their finances accordingly. He also commented that that a number of taxi drivers had been able to afford personalised number plates. He argued that the policy was necessary and proportionate and had been supported by disabled groups.

In conclusion he confirmed that he would be very happy for the discussion forum to continue so that elected members and officers could meet with the trade to discuss mitigation measures.

Following conclusion of the witness sessions, the chair outlined the options that were available to the committee. In the discussion that followed members concluded that Cabinet had been reasonable in the decision they had made.

A Member commented that the only option to ensure the number of WAVs increases was to remove the grandfather rights. He referred to the comment that disabled people tended to use private hire vehicles rather than taxis and suggested that this could be because they may not be confident of finding a suitable vehicle in the taxi rank. He had not been convinced by the argument that Cheltenham was different to Metro cities in providing facilities for the disabled. All shops had to be legally accessible for the disabled so there was no reason why taxis should not be the same and no one with a disability should be disadvantaged. There was an argument for a mixed fleet but until there was a clear definition of a disability access vehicle this was not an option that could be considered. He proposed that the committee support the decision but that there should be further consultation with the trade about licensing fees and possible mitigation measures.

Other Members agreed that having heard all the evidence that there was no other option currently that would improve the facilities in Cheltenham. The solution was not perfect but they felt Cabinet had made the right decision.

Another Member still had reservations about the level of consultation that had been done and felt that there could have been proactive engagement with affected groups. Whilst agreeing with the decision they suggested the council could write to government pointing out the difficulties that the lack of legislation in this area was causing local licensing authorities.

In his summing up the Chair agreed with these conclusions but was concerned about the practicalities arising from the decision. He suggested that there should have been longer ongoing conversations with taxi drivers leading up to the decision being made and now urged the Cabinet Member to listen carefully to their views regarding any mitigation measures. If the government was to come up with a definition of a disabled access vehicle then perhaps the option of a mixed fleet could be revisited.

After due consideration of the evidence presented at the call-in in relation to the reasons for the call-in and given the powers available to the Committee the O&S Committee resolved unanimously to:

- 1. Support the decision made by Cabinet on 6 March 2018 regarding the review of taxi and private hire licensing policy without qualification**
- 2. Note that there will be further consultation with the taxi drivers on appropriate mitigation issues and request that these be in a spirit of constructive dialogue**
- 3. Request the Chair to send a letter to Alex Chalk MP and Laurence Robertson MP requesting them to raise the matter with government and ask when the minister would be clarifying government policy on this issue.**
- 4. Request a report is brought back to O&S in the Autumn 2018 on the results of the consultation in 2 above.**

6. DATE OF NEXT MEETING

Date of next meeting will be 23 April 2018

Tim Harman
Chairman

Discussion Paper

Overview and Scrutiny Committee 23 April 2018

Support for areas of deprivation - update

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

Why has this come to Scrutiny?

At the Overview and Scrutiny Meeting held on 11 September 2017, as part of the update item on the Police and Crime Panel, a discussion was held on the income deprivation affecting children index (part of the Indices of Deprivation 2015) where part of Hesters Way was ranked 402nd out of 32,844 areas nationally. Members of the committee requested more information about the scale of deprivation in the area and whether it was improving in relative terms.

This information was supplied as a briefing note to the Overview and Scrutiny meeting on 30 October 2017 with a view to have a wider discussion at a later date. This note updates members of the Overview and Scrutiny Committee and seeks input into how they would like to progress this important agenda.

About the Indices of Deprivation 2015

The Index of Deprivation 2015 is an overall relative measure of deprivation, published every few years by the Government, which is constructed by combining seven domains of deprivation which are as follows:

- The Income Deprivation Domain measures the proportion of the population experiencing deprivation relating to low income. The definition of low income used includes both those people that are out-of-work, and those that are in work but who have low earnings.
- The Employment Deprivation Domain measures the proportion of the working-age population in an area involuntarily excluded from the labour market. This includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities.
- The Education, Skills and Training Deprivation Domain measures the lack of attainment and skills in the local population. The indicators fall into two sub-domains: one relating to children and young people and one relating to adult skills.
- The Health Deprivation and Disability Domain measures the risk of premature death and the impairment of quality of life through poor physical or mental health. The domain measures morbidity, disability and premature mortality.
- The Crime Domain measures the risk of personal and material victimisation at local level.
- The Barriers to Housing and Services Domain measures the physical and financial accessibility of housing and local services. The indicators fall into two sub-domains: 'geographical barriers', which relate to the physical proximity of local services, and 'wider barriers' which includes issues relating to access to housing such as affordability.
- The Living Environment Deprivation Domain measures the quality of the local environment. The indicators fall into two sub-domains. The 'indoors' living

environment measures the quality of housing; while the 'outdoors' living environment contains measures of air quality and road traffic accidents.

There are two supplementary indices, which are subsets of the Income Deprivation Domain, which are:

- The Income Deprivation Affecting Children Index (IDACI) measures the proportion of all children aged 0 to 15 living in income deprived families.
- The Income Deprivation Affecting Older People Index (IDAOPI) measures the proportion of all those aged 60 or over who experience income deprivation.

The extent of deprivation in Cheltenham

Table 1 ranks all 75 Cheltenham lower super output areas (LSOAs) from most deprived to least deprived. We have three LSOAs in the 10% most deprived, a further five in the 10%-20% most deprived and 20 LSOAs in the 10% least deprived. Within Gloucestershire, it is acknowledged that Cheltenham district displays the largest contrasts in deprivation.

A map of deprivation (by quintiles) is included at the rear of the document along with more detailed information relating to the eight areas in the most deprived 20% in Table 2

What the Indices of Deprivation tell us:

From table 2, it is apparent that the main drivers of deprivation in Cheltenham are the following:

- Education and skills deprivation (ie the lack of attainment and skills in the local population) with five areas in top 10% most deprived within this domain.
- Employment deprivation (ie proportion of the working-age population in an area involuntarily excluded from the labour market) with four areas in top 10% most deprived within this domain.
- Income deprivation (ie proportion of the population experiencing deprivation relating to low income) with three areas in top 10% most deprived within this domain.

Looking at educational & skills deprivation in a bit more detail, there are two sub-domains: one relating to children and young people and one relating to adult skills which are designed to reflect the 'flow' and 'stock' of educational disadvantage within an area respectively. That is, the 'children and young people' sub-domain measures the attainment of qualifications and associated measures ('flow'), while the 'skills' sub-domain measures the lack of qualifications in the resident working-age adult population ('stock').

Five areas are in the in top 10% most deprived for children and young people and four areas are in the top 10% most deprived for adult skills.

We know there is a strong link between an individual's educational and skills attainment and their ability to sustain employment and therefore sustain a satisfactory level of household income. This is key component of the income deprivation affecting children index ie the proportion of all children aged 0 to 15 living in income deprived families.

Activity to date

The Place Strategy sets out a collective vision for Cheltenham being a place where "everyone thrives" with a focus on businesses, culture and communities. It identifies that the education and skills agenda in an area that requires more investment with the opportunity to create pathways that connect our primary, secondary, further education and higher education assets to our growing jobs market. Alongside the aspirations to build socially sustainable communities, reduce vulnerability and harm and create more employment and training initiatives, the strategy will help focus our minds on collective actions that will ultimately benefit areas of deprivation.

Cheltenham Borough Council and Cheltenham Borough Homes have continued to sustain a focus on supporting residents living in areas of deprivation. This includes:

- Ongoing support for Hesters Way Partnership and Hesters Way Neighbourhood Project which together manage the Hesters Way and Springbank community resource centres
- Putting a new management structure in place for the Oakley Community Resource Centre
- Acting as the locally trusted organisation for the St. Peters and The Moors Big Local project
- The creation of the St. Pauls community hub

The newly formed Communities Partnership has begun the process of identifying priority areas for action. At a workshop in February it identified the following priorities for multi-agency activity:

- Oakley – Partnership activity to encourage better engagement between agencies and local residents.
- St Pauls, Hesters Way and Springbank – Partnership activity to reduce incidences of anti-social behaviour especially among young people
- The Moors – Partnership activity to reduce incidences of organised crime in the area
- Rowanfield, St Marks and Monkscroft – Partnership activity to reduce incidences of domestic abuse and the impact of dangerous drug networks.

In addition, at the Overview and Scrutiny meeting on 26 February 2018, members heard about the Estates Regeneration programme that will lead to the development of a masterplan for an ambitious programme of physical regeneration.

Suggestions about the way forward

The committee may wish to commission more research into the level of educational and skills attainment in these two areas to understand more fully the impacts on household incomes and the life chances of local children and adults.

The committee may wish to convene a future O+S discussion item to which a range of statutory and community partners could be invited.

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TABLE 1 - Rank of all 75 Cheltenham lower super output areas

1= most deprived. Rank out of 32844 neighbourhoods nationally.

Top 10%	10% - 20%	Bottom 10%
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LSOA NAME	IMD national rank
St MARK'S 1	2101
HESTERS WAY 3	2222
St PAUL'S 2	2413
HESTERS WAY 1	3825
OAKLEY 3	4629
SWINDON VILLAGE 2	5223
OAKLEY 1	5409
SPRINGBANK 2	5833
St PAUL'S 3	6686
St PETER'S 3	6826
HESTERS WAY 2	6896
OAKLEY 2	7651
OAKLEY 4	8509
LANSDOWN 1	8602
SPRINGBANK 1	9849
St MARK'S 3	10745
ALL SAINTS 3	12035
St PAUL'S 1	12154
WARDEN HILL 3	12487
SPRINGBANK 3	12521
St PETER'S 2	12827
St MARK'S 4	14455
St PETER'S 1	14645
St PETER'S 4	15702
St PAUL'S 4	16007
St MARK'S 2	16221
LANSDOWN 3	17934
COLLEGE 2	18120
SPRINGBANK 4	18886
LANSDOWN 4	18890
PITTVILLE 4	18911
PITTVILLE 3	19247
UP HATHERLEY 3	21107
SWINDON VILLAGE 1	23139
CHARLTON KINGS 2	24724
HESTERS WAY 4	24845
ALL SAINTS 2	24972
SWINDON VILLAGE 4	25236
PITTVILLE 2	25484
PRESTBURY 2	25872
COLLEGE 1	25962
SWINDON VILLAGE 3	26072
LANSDOWN 2	26280
BENHALL AND THE REDDINGS 3	26444
PARK 3	26715
BATTLEDOWN 2	26772

ALL SAINTS 1	27142
PARK 2	27565
LECKHAMPTON 2	28149
WARDEN HILL 4	28256
PITTVILLE 1	28338
BENHALL AND THE REDDINGS 2	28507
COLLEGE 4	29075
PRESTBURY 1	29437
CHARLTON PARK 3	29470
WARDEN HILL 2	30036
PARK 1	30282
BATTLEDOWN 1	30950
BENHALL AND THE REDDINGS 1	31040
UP HATHERLEY 4	31070
LECKHAMPTON 3	31081
CHARLTON KINGS 3	31095
PRESTBURY 3	31813
UP HATHERLEY 2	31940
CHARLTON PARK 1	32292
CHARLTON PARK 2	32324
PARK 4	32357
CHARLTON KINGS 1	32369
UP HATHERLEY 1	32398
CHARLTON KINGS 4	32569
PRESTBURY 4	32595
COLLEGE 3	32664
LECKHAMPTON 1	32666
WARDEN HILL 1	32690
BATTLEDOWN 3	32768

MAP 1 – map of deprivation in Cheltenham showing national quintiles

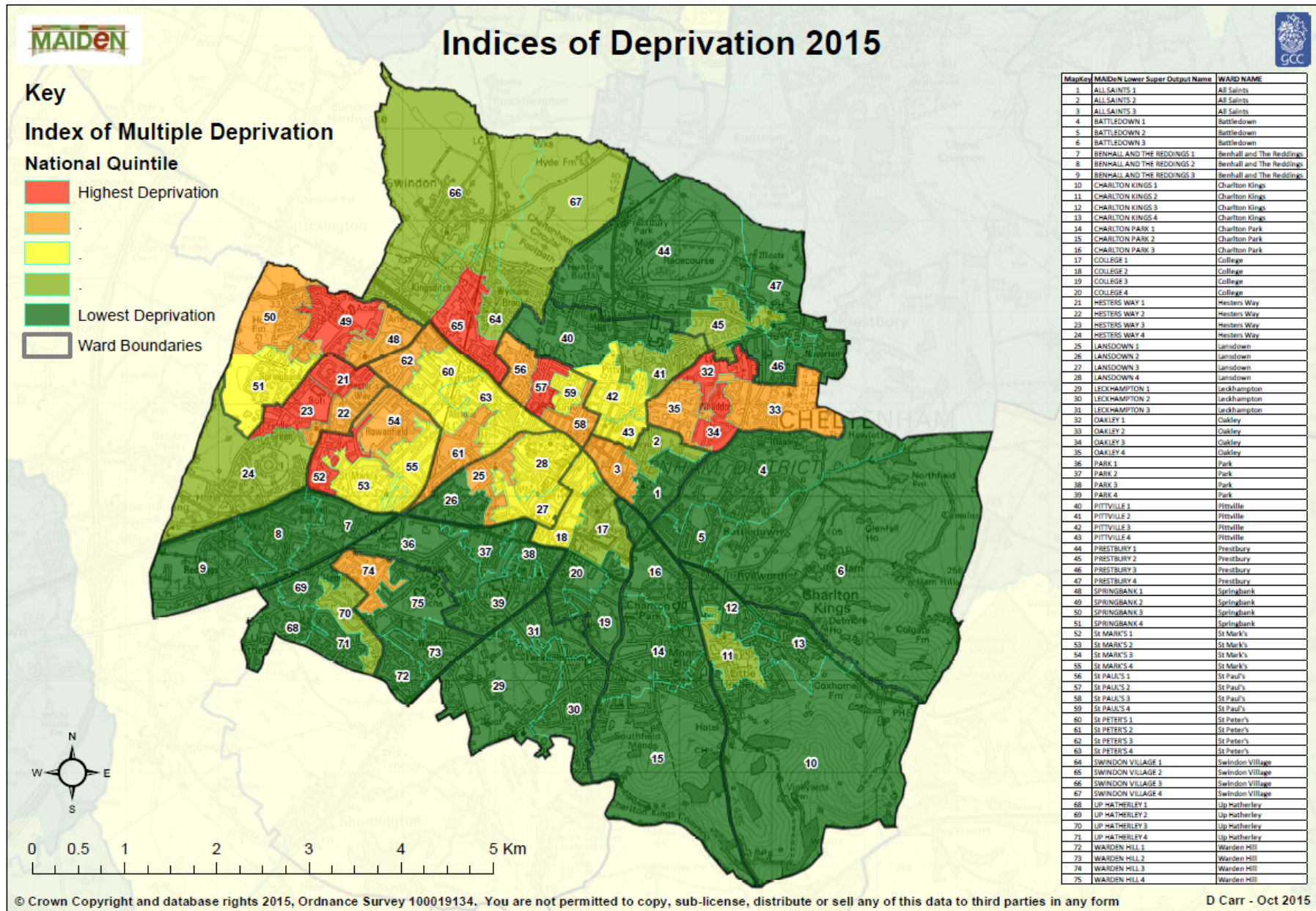


TABLE 2 - Indices of Deprivation 2015 – National Rankings

LSOA NAME	IMD national rank	INCOME national rank	EMPLOY MENT national rank	EDUCATION SKILLS AND TRAINING national rank	HEALTH DEPRIVATI ON AND DISABILITY national rank	CRIME AND DISORDER national rank	BARRIERS TO HOUSING AND SERVICES national rank	LIVING ENVIRON MENT national rank	INCOME DEPRIVATION AFFECTING CHILDREN INDEX (IDACI) national rank	INCOME DEPRIVATION AFFECTING OLDER PEOPLE (IDAOP1) national rank	CHILDREN AND YOUNG PEOPLE SKILLS SUB- DOMAIN national rank	ADULT SKILLS SUB- DOMAIN national rank
HESTERS WAY 1	3825	4094	1621	6015	5115	3405	24986	14356	7349	11303	9096	3981
HESTERS WAY 3	2222	1484	2484	2218	4448	3622	16093	8676	402	9878	2534	2483
OAKLEY 1	5409	3443	4856	2217	6259	15271	28594	14601	2457	4746	1749	3531
OAKLEY 3	4629	2948	4546	1119	8702	18135	23315	10576	2528	4286	1390	1640
St MARK'S 1	2101	2128	1107	3246	3693	6010	9603	12063	2124	5806	3720	3156
St PAUL'S 2	2413	2179	3745	2104	2160	2894	14612	9604	915	496	2283	2524
SPRINGBANK 2	5833	4920	8871	5109	4929	4084	5070	27001	3956	2318	2724	9621
SWINDON VILLAGE 2	5223	4101	4853	5581	6504	4750	22062	8280	3703	6860	6948	4595

1= most deprived. Rank out of 32,844 neighbourhoods nationally.

Top 10%

10% - 20%

Bottom 10%

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Information/Discussion Paper

Overview and Scrutiny – 23rd April, 2018

Cremator problems update

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 committee requested an update on progress relating to the recent issues with the existing cremators at Cheltenham Bouncer's Lane Crematorium, including details of the problems encountered, how long it took to be resolved, how it was resolved, how many people it affected, how many complaints were received and what lessons have been learnt as a result.

2. Summary of the Issue

- 2.1 Members will be aware of the longstanding reliability problems in relation to the two cremators at the Council's crematorium. These were installed under a project which ran from 2009 to 2011, during which period the contracted company Crawfords went into liquidation, resulting in the unsatisfactory commissioning of the new plant, many aspects of which have since been found to be of poor quality.
- 2.2 A total of 12 local authorities installed plant using the same company and every one of the installations has been unsatisfactory, resulting in one crematorium at Margam in south Wales burning down and another having a serious fire.
- 2.3 Every local authority affected has since decided to replace the defective plant or build a new cremation facility.
- 2.4 In addition to trying to keep the service operational with the current poor quality equipment, Cheltenham's response to this difficult situation has been to commission a new two chapel crematorium facility to the east of the current cemetery site, which is being financed principally by borrowing, underwritten by an increase in charges to cover both interest and repayment of capital. The Council's charges remain comparable with those of other crematoria in the region.

3. Summary of recent cremator problems

- 3.1** On Friday 9th February, 2018, the Director of Environment attended the crematorium site in relation to reports that smoke was being emitted from the cremators into the operational crematory area and could at times be smelt in the south chapel. Having witnessed the situation first hand and in consultation with health and safety advisors, the Director determined that cremations should cease, pending a full assessment of the safety of the plant by maintenance engineers. Cremations scheduled for Friday 9th February were completed to minimise the disruption to families that day, but as of Monday 12th February, the business continuity plan for the service was initiated.
- 3.2** It subsequently transpired that despite regular maintenance and safety checks, there were quite extensive works needed to both cremators, including re-bricking, hearth repairs, welding of flues and replacement of an oxygen sensor which had to be sourced from and manufactured abroad. A further delay arose due to poor weather which affected the delivery of the required component.
- 3.3** Given the impact which the shutdown would have on booked cremations, it was important that funeral directors were contacted quickly to ensure that alternative arrangements could be put into place for families expecting their loved ones to be cremated from Monday 12th February onwards.
- 3.4** Due to the time of year and associated peak demand for cremations, other large crematoria in the locality (Gloucester and Worcester) said they were not in a position to take displaced cremations from Cheltenham. As a result, the service decided that the best available option was to make alternative arrangements with a private funeral provider, Westerleigh, which had sufficient capacity at its brand new facility in a countryside location just outside of Newport. Subsequently, we also needed to arrange for some cremations to take place in Somerset to meet our total requirement.
- 3.5** On the morning of Tuesday 13th February, all five coffins from Monday's services were transported to Newport, where they were cremated at Westerleigh's new Crematorium at Langstone Vale Crematorium. The same applied for all of Tuesday's services, and so on for that weeks' worth of bookings. We ensured that the process was as dignified as anyone would expect, with the coffin leaving Cheltenham Crematorium via the catafalque, through the chapel, and out of the main doors, where it was placed into the private ambulance ready for transportation. Upon arrival at Newport, the coffins were carried into the chapel, placed on the catafalque where the curtains were closed and the coffin taken into the crematory or storage area, where it waited for cremation. This again was done one coffin at a time. We used a local Funeral Director, Alexander Burns, for all of the transportation.
- 3.6** After the first week, we needed to organise an alternative crematorium to help with the number of cremations required, as Newport's Langstone Vale could not cope with the demand due to their own commitments, so the Westerleigh Group organised another of their crematoriums located at Sedgemoor in Somerset to help out. The Newport cremations were collected on the morning every day for transportation, and the Sedgemoor cremations were collected in the afternoon. Obviously, the same care and respect shown at Langstone Vale was mirrored at Sedgemoor. A third Westerleigh crematorium located in the Forest of Dean was used for a couple of cremations also. When coffins were transported to the crematoria, cremated remains from the previous days cremations were collected by the Funeral Director and

returned to Cheltenham Crematorium ready for collection.

- 3.7** Funeral directors supported the process of communications with bereaved families and were instrumental in helping the authority deal with what was an emotionally challenging situation. Some families chose to make alternative funeral arrangements either in their entirety, or in relation to the cremation rather than the funeral service.
- 3.8** Throughout this process, briefings were provided to the Funeral Directors, so all clients involved could have regular updates and real time information at what was a very worrying time for them. Although the situation wasn't ideal, the service did what it could to ensure that families could still have a funeral service in Cheltenham and that loved ones could be cremated in as timely and dignified a manner as possible. By informing the funeral directors regularly, we were ensuring that the information could be passed on to the families and options given to them. Also, by using a funeral director to transport the deceased, we ensured they were treated with as much dignity and respect as possible.
- 3.9** Clearly, this was not an ideal situation and a small number of bereaved families made known that they were unhappy to learn that cremations were going to take place remote from Cheltenham. In relation to booked services taking place from 12th February, some were also concerned about the lack of notice and perceived failure by the Council to make direct contact with families. This was because the Council's contractual arrangement is invariably with funeral directors, as opposed to the family of the deceased and it was felt that the strongest relationship was between the funeral directors and bereaved families. If the Council had sought to contact relatives directly, this would have risked further confusion and distress to the bereaved.
- 3.10** Where complaints were received, these have been dealt with through the Council's established 3 stage complaints' procedure, which gives the opportunity for independent review through the Local Government Ombudsman where a complainant remains dissatisfied with the authority's consideration of the complaint.
- 3.11** In recognition of the authority's inability to provide the intended level of service, the following specific arrangements were made:-
- A hold was placed on any new cremation service bookings;
 - Chapel service fees were waived from those who had services booked prior to 9th February (£159 per service);
 - All additional coffin transfer costs by private ambulance to the place of cremation were offered free of charge (£50 to £75 per funeral).
- 3.12** The Crematorium member working group has been kept updated regarding the issues with the current plant and continues to be a useful sounding board for progression of the new crematorium scheme.

4. Duration of disruption

- 4.1** Our cremators were out of operation for 13 working days and we started to cremate again on Thursday 1st March. We are still cremating on limited throughput, with one fully functioning cremator and another operating with limited use due to ongoing issues.

5. How many services were affected?

- 5.1** We organised transportation of the deceased and associated cremations for 93 families, with a further 71 choosing to have cremations undertaken elsewhere, at a crematorium selected by either themselves, or by their chosen Funeral Director, but with the service still held at one of the Cheltenham Crematorium Chapels.

6. Complaints Received

- 6.1** We received 3 formal complaints about the situation.

7. Lessons learnt

- 7.1** In summary, I believe the service acted swiftly and efficiently to ensure families could still have a funeral service which offered as much dignity and respect as possible, in what was an extraordinary situation. The choices made were the best and most viable available, to ensure optimum service delivery in a time of crisis and to help the bereaved families involved to suffer as little stress and impact as possible.
- 7.2** With the benefit of hindsight, there were clearly issues with the original procurement of the current cremators at Cheltenham crematorium in 2009. This process was the subject of a previous scrutiny review, which set out a range of recommendations that are helping to guide the process of the new crematorium project and associated procurement decisions. One of the key lessons with the procurement of the new plant has been a greater emphasis on quality and to ensure that maintenance is undertaken by the specialist company providing the cremator equipment, which is one of the market leaders.
- 7.3** In order to procure satisfactory plant and abatement equipment, it has been determined that this cannot be successfully accommodated within our existing crematory, so in this respect the decision to provide a new facility is considered the right one.
- 7.4** If another shutdown was required, much of the process would be similar to that employed during the recent continuity event. The choices made were considered to be the best and most viable, to ensure optimal service delivery in a time of crisis and to minimise the stress and impact on bereaved families as far as possible.

- 7.5** The principal lesson is likely to be with regard to communication. We relied heavily on Funeral Directors to pass on all relevant information and changes to their clients on our behalf. From the small number of formal complaints we have received about disrupted cremation arrangements, we have identified a need to review the Council's relationship with bereaved families and will consult with funeral directors about our role in communicating any future business continuity issues.
- 7.6** Similarly, we would welcome views from members about how best we should brief on any future service continuity issues, bearing in mind the potential for customers to approach councillors directly when problems arise.
- 7.7** A review has taken place of the range of essential spares which we have in stock for the cremators and some additional items have now been purchased, although we were already keeping the range of spares in stock recommended by our maintenance contractor. Some service items are not achieving their design life-expectancy, as a result of the cremators seemingly operating at too high a temperature. This has been a recurring problem and has not been solved by a change in our cremator maintenance contractor. This is another key justification for investment in the new facility which is currently under construction.

Next Steps – we will pursue the outstanding issues identified under the 'Lessons learnt' section above and continue to update on service issues and progress with the new crematorium through the member working group.

Background Papers

Contact Officer

Mike Redman, Director of Environment,
Cheltenham 264160, email:
mike.redman@cheltenham.gov.uk

Accountability

Councillor Chris Coleman, Cabinet member
Clean and Green



SCRUTINY TOPIC REGISTRATION

Date:	24 th January 2018
Name of person proposing topic:	Cllr Dr David Willingham Cllr Max Wilkinson
Contact:	
Suggested title of topic:	Town-wide parking strategy
What is the issue that scrutiny needs to address?	
<p>In August 2017, Gloucestershire County Council expanded residential parking zones in Cheltenham, introducing permit parking in areas around Cheltenham Spa Station, and the West End area near the Lower High Street.</p> <p>In representations made at the time, the County Council were advised that this was likely to cause parking to be displaced to adjacent areas, and of the need for post-implementation reviews to be performed.</p> <p>Once the scheme was implemented, this parking displacement occurred. As predicted, it simply moved the commuter parking and the problems this brings to residents, from one area to another. It is clear that there are issues related to the most recent parking scheme affecting residents of several wards. The requirement for post-implementation reviews does not seem to have been given adequate consideration, and residents have been left in limbo waiting for the County Council act.</p> <p>The absence of a coherent town-wide parking strategy and the current piecemeal approach, lacks vision, fails to see the wider picture and is unsustainable. If unaddressed, the knock-on effects are likely to be detrimental to the economy and environment of our town.</p>	
What do you feel could be achieved by a scrutiny review (outcomes)	
<p>As a matter of urgency, the scrutiny committee needs to identify what can be done for the residential areas affected by parking displacement following the most recent parking changes. Gloucestershire County Council need to attend the committee, and detail how they will address residents' concerns.</p> <p>Scrutiny may wish to consider how it wants future parking schemes to be consulted on. For example, it may wish to consider how parking displacement is taken into account in proposals, how communities at risk of parking displacement should be consulted with and how post-implementation reviews are schedule to address snagging issues within newly implemented parking zone as well as parking displacement.</p> <p>In the longer term, a coherent parking strategy needs to be developed for our town. This needs to be done transparently, in local meetings that the public can attend and contribute to, and partners including Gloucestershire County Council and representatives of our town's business community, need to attend.</p> <p>The work needs to consider the wider picture, considering not just the needs of residents, but also the needs of businesses and our town's economy and environment. Work also needs to be done to ensure that there is sufficient encouragement for those who can make the modal shift away from driving to do so, which means considering how improvements to</p>	

public transport, park-and-ride or cycling infrastructure can encourage more people to use those methods to get into town.

In areas close to Cheltenham Spa station, the parking displacement into residential streets is caused by a lack of adequate facilities at the station, and there may be a specific piece of scrutiny work specifically on this, as a different set of partners may need to be involved.

If there a strict time constraint?	No, but the issue is a high priority
Is the topic important to the people of Cheltenham?	Yes, it detrimentally interferes with residents' daily lives
Does the topic involve a poorly performing service or high public dissatisfaction with a service?	Yes
Is it related to the Council's corporate objectives?	Yes, community cohesion
Any other comments:	

No implications were received from officers at Gloucestershire County Council (who are responsible for on-street parking).

Gloucestershire Economic Growth Scrutiny Committee – March 2018

The review of the effectiveness of the last two out visits is scheduled for the September meeting.

The March meeting focused on three items from that morning's meeting of the Steering Group (Minutes not yet available from this meeting):

Presentation from Highways England

Highways England had taken over from the Highways Agency. It operated on a five year cycle – cycle one being 2015 to 2020, cycle 2 - 2021 to 2025. Money to do the feasibility work on the A417 was approved in 2014 to go into cycle 1 (this is the money being spent now to determine the preferred route), the actual funds for the build phase were earmarked for cycle two, so construction would not start until 2021.

Andrew Page-Dove, SW Regional manager of Highways England gave a fascinating presentation. They have an annual budget of about £4Billion, but they also have finite resources so additional funding would not necessarily result in more activity. It was also explained that every junction on the M5 is suffering from 'concrete cancer', so a significant slice of their budget would be going towards maintenance for the next ten to fifteen years.

There was agreement that Gloucestershire's priorities were the A417 missing link, Junction 10 and Junction 9 – in that order. Stroud, whose Local Plan had been approved some time ago were feeling somewhat aggrieved. A number of project included in their approved local plan included significant infrastructure spend. It had become clear that just because a Local Plan had been approved, it should not be assumed that Highways England would be starting work.

One outcome of the discussion with Highways England was that a number of one on one meeting would take place, not least with Cheltenham regarding Junction 10 and the Cyber Park. Another item to note was that Highways England was only interested in the strategic road network. They had no view on a third crossing over the Severn (part of Vision 2050) – and by implication, no money to support such a project. At least people knew where they stood.

Vision 2050

Dr Matthew Andrews from the University was scheduled to attend the meeting, but this has now been rescheduled for our September meeting. There was a wide-ranging discussion about the Launch event, and the need to ensure that young people (i.e. those who might still be around in 2050) were heavily involved. (I suspect that much thought has actually been given to engaging the next generation in this project, but lack of detailed knowledge never seem to stop people expressing opinions.)

Brexit

Back in December it was suggested by the district leaders that *'the council should be doing more to analyse the potential impact of Brexit with regular updates provided to members'*. Attached to this document is a briefing paper that went to the main committee. It does give some thoughts, and there are some links to more detailed background papers.

Future Work Plan

The draft work plan (more of an organic, living document) can be found here:
<http://glostext.gloucestershire.gov.uk/documents/s44170/Work%20Programmme%202018%20-%202019.pdf>

The Committee were surprised to be asked to scrutinise the Vision 2050 proposal to change the Cotswolds AONB into a National Park. Hopefully, clearer Terms of Reference will be available in time for the June meeting. That said, some preliminary work has already been started:

Work Programme: Economic Growth Scrutiny Committee

At the Economic Growth Scrutiny Committee meeting on 14 March 2018, members were advised of a proposal from the Economic Growth Joint Committee, requesting that the Scrutiny Committee consider undertaking a piece of work on the anticipated economic implications of an aspiration by the Cotswold Conservation Board to achieve National Park (NP) status for the Cotswold AONB (Cotswold Area of Outstanding Natural Beauty).

Questioning the origin of the proposal, the committee agreed that, (prior to consideration of the request at the scrutiny committee meeting on 20 June 2018): -

- 1. A letter be issued to the District Council's within the proposed area of the National Park, seeking approval that the proposed work be undertaken as a collective joint scrutiny exercise in association with the affected authorities;*
- 2. Clarification on the ambitions for the review be sought from the Economic Growth Joint Committee, (in the form of a one page strategy scoping document);*
- 3. A briefing note on the proposal by the Cotswold Conservation Board to be circulated as background information;*
- 4. The Cotswold Conservation Board to be invited to the scrutiny committee meeting on 20 June 2018 to present information on the proposed bid. (Subject to the committee's agreement, this could be supplemented by invitations to other stakeholders, including representatives from other local authorities and authorities already holding AONB status).*
- 5. Since the committee meeting on 14 March 2018, a one page strategy, (produced by the Chairman of the Joint Committee), was presented to the Overview and Scrutiny Management Committee on 23 March 2018, forming part of the Economic Growth's Scrutiny Committee report to**

OSMC. The one page strategy was to advise OSMC of the proposed work item and seek a steer on the request from the Economic Joint Committee.

6. *At the request of the Chairman of the Environment and Communities Scrutiny Committee, it has been requested that environment scrutiny committee members be involved in the review, (Cllrs Kevin Cromwell and Stephen Hirst are members of both committees).*

No decision on the request from Economic Growth Joint Committee has been made. [There are those that wonder why Cotswolds isn't taking the lead on this subject.]

It is proposed that the scrutiny committee make an informed decision at the committee meeting on 20 June 2018, following the committee's discussion on the outcomes of the committee meeting on 14 March 2018, and following a presentation from the Cotswold Conservation Board.

Subject to the committee's decision on 20 June 2018, it will be necessary to submit the agreed one page strategy to OSMC for approval.

Joanne Moore
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There is lots more background documentation, should anyone require further details.

Paul McCloskey
12th April 2018

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Gloucestershire Brexit Position

AGENDA NO: 4

Meeting	Gloucestershire Economic Growth Joint Committee
Report author	Nigel Riglar – Commissioning Director: Communities & Infrastructure, Gloucestershire County Council
Background documents	<p>Reports including: Dhingra et al. 2017. The impact of Brexit on foreign invest in the UK. Paper Brexit T03. http://cep.lse.ac.uk/pubs/download/brexit03.pdf ONS, UK foreign direct investment, trends and analysis, January 2018. https://www.ons.gov.uk/economy/nationalaccounts/balanceofpayments/article/s/ukforeigndirectinvestmenttrendsandanalysis/january2018#uk-foreign-direct-investment-with-the-european-union Department for International Trade Update papers Gloucestershire SME Export Potential. A report by Shared Intelligence LGA response, Migration Advisory Committee call for evidence https://www.local.gov.uk/parliament/briefings-and-responses/response-migration-advisory-committee-call-evidence-contribution</p>
Location/Contact for inspection of background documents	As listed above or on request from the report authors.
Main consultees	There have been no formal consultees yet for this subject.
Planned dates	N/A
Purpose of report	To update and enable the GEGJC to understand the position relating to Brexit and to receive a position paper to advise on potential 'lines of enquiry' and particular issues of relevance to Gloucestershire.
Recommendations	<p>The Joint Committee resolves to:</p> <ol style="list-style-type: none"> 1. Note the content of the report and consider the 'lines of enquiry'.
Reasons for recommendations	To consider the action which needs to be taken to prepare for a post-Brexit scenario.
Resource Implications	There are no direct resource implications associated with this decision.

Background

Joint Committee expressed an interest in understanding the latest position relating to Brexit and the possible implications for Gloucestershire. This paper outlines the current position and some 'lines of enquiry' to consider for the future, once the Brexit position is more formally understood nationally.

At present, there remain three main considerations that create divergences in policy and a challenge in delivering a final Brexit position. These are summarised as:

- the length of the transition period and the extent to which the UK is tied to EU rules during that period;
- the extent of alignment with EU regulation post-Brexit;
- the customs agreement/customs arrangement deal and the implications of that for trading agreements with other countries.

This could lead to two scenarios commonly known as hard and soft Brexit. In these cases, there are considerations that must be made including:

- Hard Brexit: the UK and the EU will not be part of a free trade agreement, which means they will charge each other the tariffs that each charge to countries in the World Trade Organisation (WTO). Goods passing the EU-UK border will be subject to this cost. We might also assume that there will be other barriers to international trade (non-tariff barriers) such as custom checks or border controls.
- Soft Brexit: tariffs could remain at zero if the UK joins a free trade area with the EU, while other non-tariff barriers are likely to increase.

Aside from this and since the announcement of the UK's decision to leave the EU, there has been non-trade related uncertainty over many key policies and positions such as citizenship, appetite for inward investment, non-domestic workforce as well as key EUSIF funding programmes. The Local Government Association has an on-going consultation on implications of Brexit and the emerging UK Shared Prosperity Fund (UKSPF) which is understood to be the successor on a domestic level to the European Union Structural and Infrastructure Funds (EUSIF).

Detail

The government's ability to make concrete decisions and position statements about national policy is hindered until negotiations are further advanced. It is therefore not possible to be clear about what the actual impact will be in terms of either new opportunities or challenges and what action the council and its partners can take to enable businesses in Gloucestershire to increase their productivity and profitability.

There are a number of areas that should be explored once more detailed policy direction has been set. This could form the basis of a review, understanding the position from local employers and their employees as well as the County and Districts own position relating to finances and workforce. These areas include:

- Considering the current **EU funding** position and any opportunity to review the County's joint investments;

- Understanding the **business base** of Gloucestershire and how sectors may be impacted;
- Reviewing the **inward investment offer** in the light of potential changes in trading arrangements;
- Opportunities for exploiting new **export markets** as a result of new trade agreements;
- The need to review **skills provision** to address the workforce and skills requirements of local businesses;
- Concerns expressed by businesses relating to their **workforce** which rely on staff from other European Countries in a variety of sectors;
- Concerns expressed by businesses e.g. in the manufacturing sector that are part of complex **supply chains** that involve the frequent movement of components between different European countries.

Funding

Gloucestershire needs to consider what might replace the European Structural Investment Fund (ESIF). This means looking at the current round of European Regional Development Funds and the ESIF funding to understand any gaps that might appear if EU Funding is not replaced. This could involve reviewing remaining funding allocations with the LEP, understanding the balance and its potential, and considering where there is any scope to re-invest. This should also be part of a wider conversation relating to devolution, business rates reform and pooling finance, as with the current business rates pool, to broaden the tax base.

Economy

Much of the evidence base created so far by policy think tanks considers a number of different measures setting out relative impact of localities. To understand the impact of Brexit on the Gloucestershire economy requires consideration of the following questions: what sectors are growing or are the largest, what is the dependency for these sectors on EU-workers, what sectors could potentially shrink (e.g. through automation), and how does this compare to the rest of the UK?

In considering these questions, a snapshot of research highlights that:

- Analysis from Localis¹ considers three structural labour market risks: migrant labour supply, automation of manual jobs and skills base. This measure ranks Gloucestershire 12th reflecting low exposure across the three measures.
- Analysis from the Centre for Cities² report on the impact of Brexit on GVA (output), put Gloucester 30th out of 70 in a list of UK cities with occupations most likely to shrink; and ranks Gloucester as 20th out of 62 UK cities based (with 1 being the hardest hit by hard Brexit and 62 being the least hit).
- In Gloucester the public sector is a very large employer, there is a very low proportion of private to public sector jobs which may reduce the overall impact.
- The biggest contributors to Gloucestershire's GVA in 2016 were public services (including defence, education and health) followed by wholesale, transport and accommodation, and then manufacturing.

¹ http://www.localis.org.uk/wp-content/uploads/2017/11/012_Localis_InPlaceofWork_AWK_REV3.pdf

² <http://www.centreforcities.org/publication/cities-outlook-2018/>

- GCHQ, as a major employer already in the area, is expected to grow in the next few years as investment takes place.

The current review of Gloucestershire's data intelligence is taking place and will align with any future activity relating to Brexit.

Investment and Trade

Foreign Direct Invest (FDI) raises productivity and wages – through multinational firms bringing technical knowledge to the UK and improving the output of domestic firms e.g. through tougher competition. Evidence shows³ that being part of the EU is associated with positive FDI flows, which is in part due to the easy access the EU single market. At this point in time, it is not known how Brexit will affect FDI but the overall considerations should consider that:

- The EU is the region that the UK has the greatest inward and outward foreign direct investment (FDI) relationships⁴.
- In 2016-17 there were 101 new projects from FDI and 3,402 new jobs created in the South-West of England⁵.
- By sector the largest number of jobs from FDI in the UK were in advanced engineering, automotive, business and consumer services, financial services, and software and computer services.
- In 2016 5,810 businesses actively exported in the South West region, and an estimated 709 active exporters within the GFirst LEP region. Shared Intelligence estimated that 678 exported to non-EU countries (United States, Australia and Switzerland the top three destinations) and 177 to EU countries.⁶

Understanding the overall impact as negotiations proceed will be helpful to ensure what action needs to be taken in the long-term to support trade and investment.

Skills and workforce

All the evidence (although speculative) points to a post-Brexit poorer performing national economy. High numbers of non-UK EU nationals work in key services such as social care, construction, and local industries such as tourism⁷. Even without Brexit and the skills drain that is likely to occur there are too few high skilled workers and too many low and medium-skilled workers⁸.

The public sector as a major employer in the County and should therefore consider its own workforce and ability to retain its staff, while ensuring replacement demand is matched by any immigration challenges. A review of its current workforce and the implications of any changes could be considered in the future.

³ Dhingra et al. 2017. The impact of Brexit on foreign invest in the UK. Paper Brexit T03. <http://cep.lse.ac.uk/pubs/download/brexit03.pdf>

⁴ONS, UK foreign direct investment, trends and analysis, January 2018.

<https://www.ons.gov.uk/economy/nationalaccounts/balanceofpayments/articles/ukforeigndirectinvestmenttrendsandanalysis/january2018#uk-foreign-direct-investment-with-the-european-union>

⁵ Department for International Trade.

⁶ Gloucestershire SME Export Potential. A report by Shared Intelligence 2017.

⁷ LGA response, Migration Advisory Committee call for evidence <https://www.local.gov.uk/parliament/briefings-and-responses/response-migration-advisory-committee-call-evidence-contribution>

⁸ Ibid.

Gloucestershire also needs to be prepared to work with the government to create a skills system that works for local people and businesses. If Brexit does lead to major job losses in the future, Gloucestershire needs to look at ways to mitigate losses and improve job prospects for unemployed residents as it is already through its skills strategy.

Next steps

As outlined in the body of this report, there is limited action that can be taken in the short-term and until the outcome of the Brexit negotiations are fully understood.

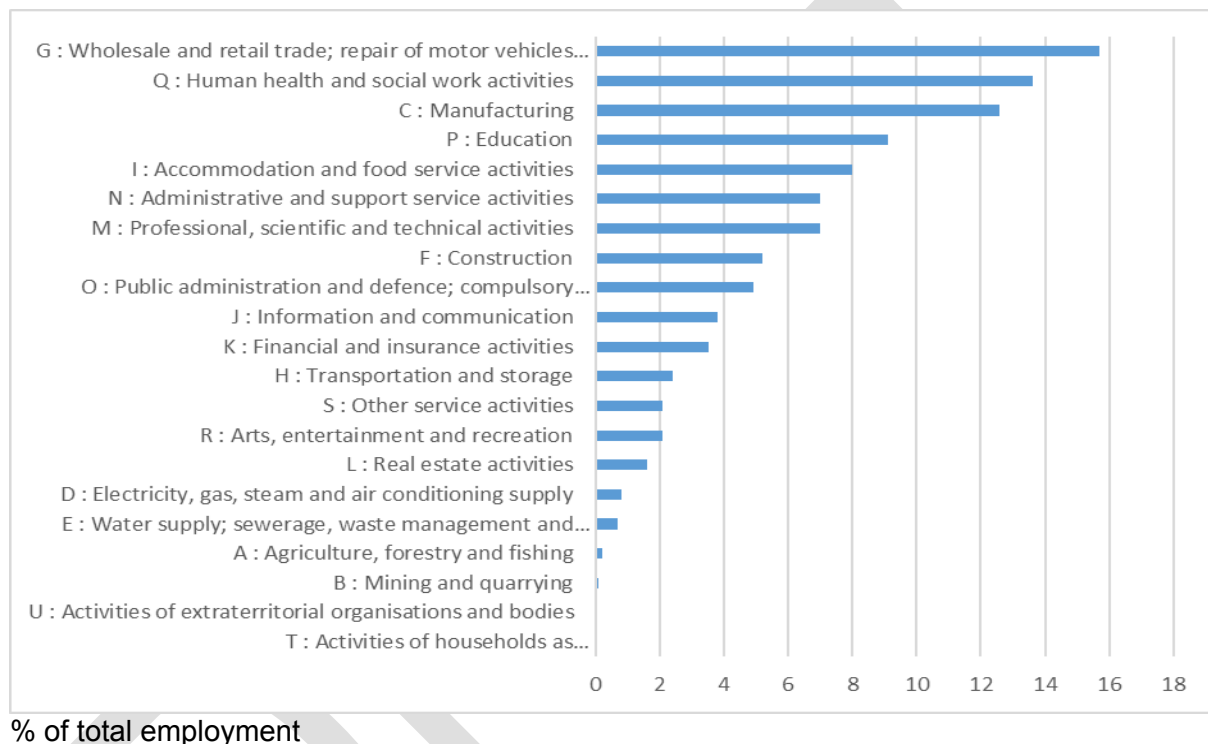
Notwithstanding this, the locality will continue to:

- review the evidence base of the County – getting to know the business base, its specialisms and challenges with regard to investment, workforce and skills;
- ensure GFirst LEP engages with its sector groups to understand impact;
- position itself with any legacy EU funding opportunities;
- align future business and skills surveys with latest employer feedback.

Appendix 1

Wholesale and retail trade is the largest sector in the Gloucestershire economy with 45,000 jobs in 2016. However, this figure has remained stable since 2009. The second largest industry in 2016 – manufacturing – has grown by 6% (+2,000 jobs) between 2015 and 2016.

Figure 1: Industrial sections in Gloucestershire, 2016

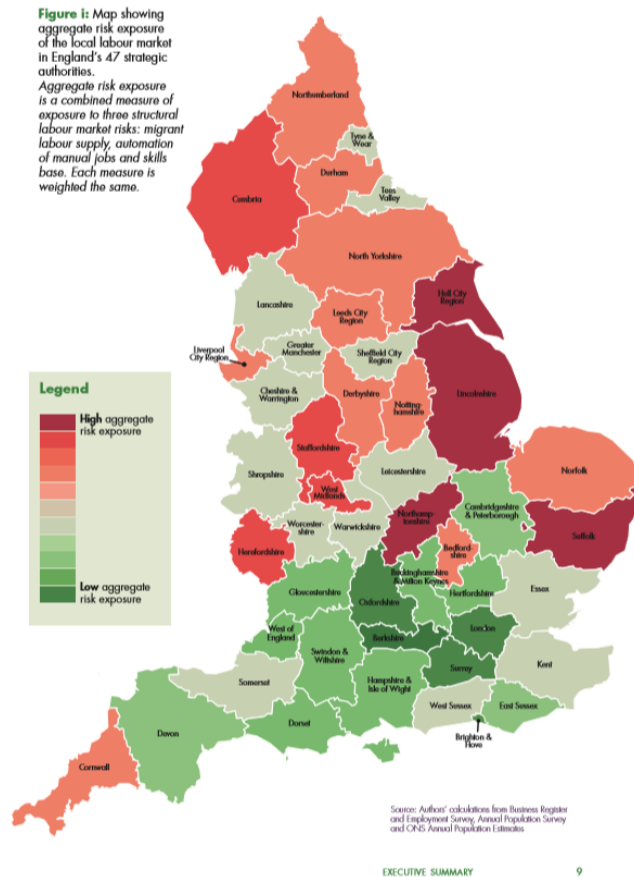


Over the 2015-2016 period Accommodation and Food Services has grown by 10% (+2,000 jobs). Experimental statistics from the ONS for the 2015-2016 period shows that this sector was the second largest employer of EU nationals. Continued growth in this sector might be important to mitigate any potential shortage of workers in this sector. Further analysis is required to see how the size of these sectors compare to the rest of the UK and to see who the major trading partners are for Gloucestershire and the South-West for each individual industry.

Evidence base

There are a number of reports published in the recent past which consider different measurements of impact. Localis considers the Impact of Brexit on the labour market, considering migrant labour supply, automation of manual jobs and skills base as its key measures while Centre for Cities and Nesta consider impact of Brexit on output (GVA, Brexit and trade barriers). These particular reports also consider different geographies – urban densities vs. strategic authorities. It is key at this juncture to look at a broad base to consider the areas which may require focus at a later date.

Localis map of aggregate risk exposure of the country's 47 Strategic Authorities. This places Gloucestershire at a low risk level.



EXECUTIVE SUMMARY

9

Recent evidence from NESTA (built on by the Centre for Cities) looks at the jobs which are most at risk of shrinking be that through automation, globalisation or Brexit. The results for the UK below show that over half (53.1%) of the minor occupation groups are linked strongly to administrative and customer service work.

Jobs at risk of shrinking

Minor occupation group at risk (%)

Share of all jobs

Sales assistants and retail cashiers	19.5
Other administrative occupations	11.0
Customer service occupations	9.0
Administrative occupations: finance	7.0
Elementary storage occupations	6.6

Source: Bakhshi et al. 2017, Future of Skills: Employment in 2030, London: Nesta and Pearson; ONS 2017, Business Register of Employment Survey; Census 2011.

Impact of Brexit on Local Authorities (% change Gross Valued Added)

Local authority	Soft Brexit	Hard Brexit
Hardest hit: City of London	-1.9	-4.3
Gloucester	-1.4	-2.5
Cheltenham	-1.2	-2.4
Tewkesbury	-1.2	-2.1
Cotswold	-1.1	-2.1
Forest of Dean	-0.8	-1.4
Least hit: Hounslow	-0.2	-0.5

Source: Dhingra et al. 2017, The Local Economic Effects of Brexit, Paper No' CEPBREXIT10, LSE.

Finally, research by the Centre for Economic Performance at the London School of Economics looks at the local impacts of the increases in trade barriers associated with Brexit, focusing on soft and hard Brexit. The primary urban area of Gloucester features as the 20th out of 62 'hardest hit' location by the impact of Brexit on economic output (measured by Gross Value Added and ranked by hard Brexit).

The variation in LA level shocks is considerably higher under hard Brexit. Gloucester and Cheltenham are in the top quartile of hardest hit locations from a hard Brexit, while Tewkesbury and Cotswold are in the second to bottom quartile, and Forest of Dean is in the least hit quartile based on projected change in GVA. The research suggests this is because some local authorities are particularly specialised in sectors that are expected to be badly hit by hard Brexit.

Briefing for Overview and Scrutiny Committee – 23rd April 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 2050

As you will be aware, the Gloucestershire 2050 Vision consultation runs until end July 2018. The organisers are running one consultation event in each district and have chosen the Gloucestershire Business Show at the Racecourse as the location for their Cheltenham event. As a ticketed business event this will limit the breadth of the Cheltenham population who can join in. Since the specific aim is to target views of young people CBC is hoping to add consultation at further events such as the Midsummer Fiesta.

For members, the aim is to hold a second seminar possibly on 28th June, prior to debating the 2050 issues at the 23rd July Council meeting. The hope would be to have cross party discussion before then about whether there is an agreed motion to debate. Given the nature of some ideas suggested for the 2050 Vision there are also discussions with other councils about the approach they are taking and particularly within the JCS area about the potential for a joint response.

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Item	Outcome	What is required?	Report Author/Presenter
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Meeting date: 23 April 2018 (report deadline: 11 April 2018)			
Support for areas of deprivation – update	Consider what the newly formed partnership is doing/planning to help improve areas of deprivation	Discussion	Richard Gibson
Cremator Problems Update	Get update on progress relating to the recent issues with the existing cremators (details of the issue, how long it took to be resolved, how it was resolved, how many people it affected and how many complaints were received and what lessons have been learnt)	Discussion	Mike Redman
Topic registration form (re: residents parking)	Consider the request for scrutiny of residents parking across the town (and officer implications if any are received)	Decision	Councillor David Willingham
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
Arle Nursery Strategic Review	Consider draft Cabinet recommendations and comment as necessary	Discussion	Mark Sheldon / Emma Morgan
North Place update	Update on progress relating to this site (this will be exempt)	Discussion	Tim Atkins
Meeting date: 10 September 2018 (tbc)			
Scrutiny annual report	Endorse draft scrutiny annual report and forward to Council for comment	Decision	Democratic Services
Meeting date: 29 October 2018 (tbc)			
CBH Masterplan update	Update on the messages coming from the consultation and details of any options to be	Discussion	Paul Stephenson and Peter Hatch

Item	Outcome	What is required?	Report Author/Presenter
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	considered (date tbc)		
Meeting date: 26 November 2018 (tbc)			
Quarter 2 performance	Consider performance and comment as necessary	Discussion	Richard Gibson
Meeting date: 14 January 2019 (tbc)			
Budget proposals (2019-2020)	Consider views of the BSWG on the budget proposals for the coming year	Discussion	Chair of BSWG
Meeting date: 11 February 2019 (tbc)			
Draft Corporate Strategy	Consider the draft Corporate Strategy and comment as necessary	Discussion	Richard Gibson
Meeting date: 1 April 2019 (tbc)			
Meeting date: 3 June 2019 (tbc)			
End of year performance	Consider performance and comment as necessary	Discussion	Richard Gibson
Meeting date: 1 July 2019 (tbc)			

Items for future meetings (a date to be established)

Item	Outcome	What is required?	Report Author/Presenter
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North Place	Further update as necessary	Ongoing	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 – a site visit may be arranged	2018	Tbc
Indices of Deprivation (work ongoing)	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 (Lead Members to consider if this is a priority for the committee??)	Tbc	Tbc
Scrutiny review	To be undertaken after the elections and to seek the views of all members (including cabinet members)	Tbc	Tbc
Police and Crime Commissioner	Invite the P&CC along to give an overview of performance and highlight any issues	Tbc	Martin Surl, P&CC

O&S Committee 2017/18 work plan

Item	Outcome	What is required?	Report Author/Presenter
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CBH Masterplan	A member seminar arranged at the request of the O&S Committee (DSU to make necessary arrangements and to communicate to members nearer the time)	11 October 2019	Paul Stephenson and Peter Hatch (CBH)
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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