

# Cheltenham Borough Council

## Cabinet – 13 December 2011

### Leisure and Culture Commissioning Review

<b>Accountable member</b>	<b>Councillor Andrew McKinlay, Cabinet Member for Sport and Culture</b>
<b>Accountable officer</b>	<b>Pat Pratley, Executive Director</b>
<b>Accountable scrutiny committee</b>	<b>Social and Community</b>
<b>Ward(s) affected</b>	<b>All</b>
<b>Key Decision</b>	<b>No</b>
<b>Executive summary</b>	<p>The Leisure and Culture Commissioning Review has been undertaking consultation with key stakeholders as recommended in a report to Cabinet earlier this year. The purpose of the consultation was to (a) provide an update on the review to date; (b) outline the priorities for further work, namely a review of the most appropriate service delivery arrangement for the re-developed Art Gallery and Museum; and (c) carry out consultation on the outcomes identified by the review team for the areas within scope.</p> <p>Phase 1 consultation took place in September. As outlined in the briefing note to Cabinet in November an overwhelming request was made by delegates for a further phase of consultation and that consultation to be of a more generic nature to allow for wider creative and cross-cutting thinking. The Phase 2 consultation which took place on 21 November was developed in response to that request.</p>
<b>Recommendations</b>	<b>1. Cabinet approve the outcomes for the Leisure and Culture Review as outlined in Section 6 of this report.</b>

<b>Financial implications</b>	No direct financial implications arising from the content of this report. <b>Contact officer: Paul.Jones@cheltenham.gov.uk, 01242 775154</b>
<b>Legal implications</b>	No direct legal implications arising from the content of this report <b>Contact officer: Shirin Wotherspoon;shirin.wotherspoon@teWKesbury.gov.uk, 01684 272017</b>
<b>HR implications (including learning and organisational development)</b>	No direct HR implications from the content of this report. <b>Contact officer: Julie McCarthy; Julie.Mccarthy@cheltenham.gov.uk, 01242 264355</b>
<b>Key risks</b>	<b>A risk assessment is included at Appendix 1</b>

<p><b>Corporate and community plan Implications</b></p>	<p>The Leisure and Culture Commissioning Review will lead to a set of new outcomes for the Council (and partners) to pursue to support the following corporate priorities:</p> <ul style="list-style-type: none"> <li>• People are able to lead healthy lifestyles</li> <li>• Arts and culture are used as a means to strengthen communities, strengthen the economy and enhance and protect our environment</li> <li>• We attract more visitors and investors to Cheltenham</li> </ul>
<p><b>Environmental and climate change implications</b></p>	<p>The council is developing its commissioning toolkit. As reported in July an assessment of the in-house provider's ability to deliver to a set of outcomes had been undertaken. Part of that assessment included a review of the ability to contribute to the Council's strategic objectives which include the objective of enhancing and protecting our environment.</p> <p>In the event of a procurement exercise taking place following the option appraisal for the Art Gallery and Museum environmental and climate change implications will be built into any specification which may be issued to the market for a response.</p>

## 1. Background

- 1.1 On 15 November 2011, Cabinet received a briefing note outlining the Phase 2 consultation approach for the Leisure and Culture Commissioning Review with a promise to bring any proposals for revised outcomes back to Cabinet for approval.

## 2. Reasons for Recommendations

- 2.1 The outcomes recommended in this report will form an important element of the options appraisal work to determine the most appropriate service delivery arrangement for the re-developed Art Gallery and Museum. The outcomes will also form part of the Council's 2012-13 corporate plan.

## 3. Phase 2 Consultation Event

- 3.1 A workshop was held on 21 November 2011 at which 34 stakeholders from across the leisure, culture and arts sector took part. The workshop was independently chaired by Jon Finch, Director of Engagement (West) for the Museums, Libraries and Archives (MLA).
- 3.2 As previously reported, Members may recall that there was overwhelming support for further consultation following the Phase 1 events but also a request to be allowed to focus on the "what might be different" with some inspirational case studies.
- 3.3 Feedback from the first event also highlighted the fact that the segmentation of the consultation into service specific workshops was seen by a number of delegates as inhibiting wider creative and cross-cutting thinking. The Phase 2 event was a workshop which covered the entire scope of the leisure and culture commissioning review.

## 4. Workshop Objectives and Content

- 4.1 Workshop objectives were to: (a) respond to the "what might be different" question through invited speakers giving their experiences of leisure and culture re-purposing/regeneration; (b) reshaping/revising the draft outcomes; (c) creating a better understanding of the shared ambition for the re-developed Art Gallery and Museum and the concept of a cultural quarter.
- 4.2 The Council was fortunate to secure two external speakers. Nina Dawes (OBE), Chief Executive of Lichfield District Council, gave the key note address. Nina used the story of the Staffordshire Hoard to demonstrate how, through partnerships, Lichfield is re-positioning itself for the benefit of the whole economy and community. Julie Finch, Head of Museums and Archive at Bristol City Council used the story of Mshed, Bristol's £27M city history museum, to demonstrate what is

possible through capital investment in cultural facilities to support regeneration and how this can be used as a catalyst to “discover the rest of Bristol”.

- 4.3 As well as providing feedback on outcomes (section 6), the main focus for delegates was the sharing of views and ideas on what should be the ambition for the re-developed Art Gallery and Museum, an option appraisal of alternative delivery arrangements having been identified as the key priority for the commissioning review.

## 5. Key Messages

- 5.1 Delegates were genuinely interested and enthused to be able to participate in the event and the general feeling was one of a productive session where people had an opportunity to speak. The more generic nature of the event allowed for more creative thinking and addressed the concerns regarding segmentation of the first event.
- 5.2 In relation to the work of the review, there was a widely held recognition of the need/desire to secure a sustainable future for the services in the context of decreasing public funding. In relation to culture in particular there was a request that artistic and cultural excellence should be key to the identity of Cheltenham as a cultural destination.
- 5.3 Regarding the AG&M in particular, there was strong support for a greater and shared understanding of the ambitions for the re-developed museum; in particular as a centre of excellence. This chimes with the ethos of the re-developed museum in terms of its role as the custodian of a nationally designated collection, as well as the partnerships the museum service has already forged with Gloucestershire University and the Gloucestershire Guild of Craftsmen.
- 5.4 What did emerge also through the discussion was a request, through effective partnership and collaboration, to develop a clear identity for Cheltenham, as a place, with a broad cultural offer in which the AG&M would be positioned in the future.
- 5.5 Finally, delegates also welcomed the key message that the commissioning review was about three things; what we do now; what we want to do; and how we do it in the future. In response to the final point, there was an understanding and acknowledgement that in commissioning services in the future there was a need to find the best means of governance to achieve our ambitions.

## 6. Outcomes

- 6.1 One of the objectives of this first phase of the commissioning review is to develop a set of outcomes that defines what it is we want to achieve with the four service areas and their associated buildings. Using the feedback from the consultation event, a revised set of outcomes have been prepared and these are set out below:

### 6.2 Town Hall and Pittville Pump Room

The primary outcome has been amended significantly. The outcome originally set out in the July Cabinet report talked about the service being delivered with minimal call on Council funding. Following listening to stakeholders in both consultation exercises, the outcome has been amended to be both more aspirational and to talk about the return that the council gets from its investment.

Revised primary outcome
The Town Hall and Pittville Pump Room aspire to be first class venues that inspire people through hosting a wide range of entertainment, events and festivals.
Revised secondary outcomes
<ul style="list-style-type: none"><li>• Grow and develop existing audiences and visitors that use the Town Hall and Pittville Pump Room and provide access to a diverse range of entertainments and activities.</li><li>• The council generates the greatest return (financially, economically and socially) from its investment in the buildings.</li><li>• Increase the number of people that enjoy new experiences whilst acquiring valuable skills and knowledge.</li></ul>

### Art Gallery and Museum

The primary outcome has been amended significantly. The outcome originally set out in the July Cabinet report talked about people enjoying increased awareness of Cheltenham’s cultural heritage. Following listening to stakeholders in both consultation exercises, the outcome has been amended to be both more aspirational particularly in terms of the role of the redevelopment project acting as a catalyst for the regeneration of St. Mary’s and library sites and encouraging more learning and spiritual uses.

<b>Revised primary outcome</b>
Use the opportunity of the new art gallery and museum to create an arts, heritage, learning and spiritual experience that will inspire.
<b>Revised secondary outcomes</b>
<ul style="list-style-type: none"> <li>• More diverse audiences are introduced to, and participate in heritage activities by specifically targeting six key audiences.</li> <li>• Increase visitor engagement, participation, learning and enjoyment.</li> <li>• More people are engaged in a range of voluntary activities.</li> <li>• Use the opportunity of the new art gallery and museum to act as a catalyst to develop the economic resilience of arts and crafts organisations through improved relationships and connections.</li> </ul>
<b>Heritage Lottery Fund outputs</b>
<p>In overall terms the development will provide the following:</p> <ul style="list-style-type: none"> <li>• Picture gallery;</li> <li>• Public archive and other study areas;</li> <li>• Flexible and temporary exhibition galleries;</li> <li>• Dedicated space for formal and informal learning;</li> <li>• Improved facilities for outreach, lifelong learning and arts development;</li> <li>• Improved (on-site) stores and workshop facilities;</li> <li>• Improved public access for visitors with mobility or other difficulties; A new integral pedestrian link – running between Clarence Street and Chester Walk – which will provide a ‘new gateway’ to Cheltenham’s oldest building, medieval St. Mary’s Church;</li> <li>• A new home for the town’s tourism services.</li> </ul>

### Leisure@ and Sports, Play and Healthy Lifestyles

<b>Revised primary outcome</b>
More people are inspired to be physically, socially and mentally active and are able to enjoy life to the full.
<b>Revised secondary outcomes</b>
<ul style="list-style-type: none"> <li>• More people are supported to make the right lifestyle choices to manage their own health.</li> <li>• More people enjoy new experiences whilst learning valuable skills and knowledge.</li> <li>• More families are able to be together to enjoy a range of fun leisure activities.</li> <li>• More people have active and healthy lifestyles by participating in positive leisure activities that they are able to access at affordable prices with a particular focus on:             <ul style="list-style-type: none"> <li>• Older people;</li> <li>• Children and Young People;</li> <li>• Disabled people – both children and adults;</li> <li>• Black and minority ethnic groups;</li> <li>• People from lower socio-economic groups.</li> </ul> </li> </ul>

**6.3** If Cabinet approve these outcomes, they will be used in the second phase of the commissioning review whereby our in-house Town Hall/Pittville Pump Room and Leisure@ and Sports, Play and Healthy Lifestyles service providers will be asked to deliver against them. As set out in the July Cabinet report, the priority for the review remains a consideration of the most appropriate organisational option that can deliver the proposed outcomes and measures of success for the Art Gallery and Museum whilst also meeting the requirements of the HLF special conditions and any other funders. The options for the Art Gallery and Museum will be used in the option appraisal

process.

6.4 The outcomes will also be used to inform the development of the 2012-13 corporate strategy.

## 7. Consultation and feedback

7.1 Further consultation will take place as part of the options evaluation process for the Art Gallery and Museum and will be scheduled for the new year.

7.2 Consultation with the Cabinet Member's Working Group on the revised outcomes and on the results of the 21<sup>st</sup> November consultation event will take place at the group's meeting on 5<sup>th</sup> December. Feedback will be reported verbally to Cabinet.

## 8. Performance management –monitoring and review

8.1 The Leisure and Culture Review is part of the council's Strategic Commissioning programme and reports each month to its programme board. The council's Senior Leadership Team, chaired by the Chief Executive, also receives and reviews a monthly status report.

8.2 The review is supported by a Cabinet Member Working Group; a cross party group of members which considers and questions the recommendations of the review team.

8.3 Formal scrutiny of the review is undertaken by the Social and Community Overview and Scrutiny Committee which receives regular updates from the Cabinet Member for Sport and Culture.

<b>Report author</b>	<b>Contact officer: Pat Pratley, pat.pratley@cheltenham.gov.uk, 01242 775175</b>
<b>Appendices</b>	Risk Assessment
<b>Background information</b>	1. Cabinet Report, 11 July 2011 2. Cabinet Briefing Note, 15 November 2011

Risk Assessment

Appendix 1

The risk				Original risk score (impact x likelihood)			Managing risk				
Risk ref.	Risk description	Risk Owner	Date raised	Impact 1-4	Likelihood 1-6	Score	Control	Action	Deadline	Responsible officer	Transferred to risk register
1	If the proposals arising from the review are unpopular there may be significant reputational damage to the council	Pat Pratley	15/09/2010	2	4	8	Reduce	<p>Cabinet report recommends engagement and communications approach with external stakeholders which acknowledges their role in shaping the review.</p> <p>Identify all stakeholders and execute engagement plan.</p> <p>Be clear about 'what's in it for all' when developing proposals</p>	<p>Complete</p> <p>Ongoing</p> <p>Ongoing</p>	Ken Dale	Yes
2	If the review is unable to engage fully or successfully with all stakeholders outside the council, opportunities may be missed, e.g. for gaining community support for outcomes and for a holistic understanding of provision across the town.	Pat Pratley	15/09/2010	4	3	12	Reduce	<p>Risk needs to be balanced against the risks of premature engagement. Risk accepted in stage 1.</p> <p>First phase of engagement with external stakeholders</p> <p>Ensure funding partners' e.g. HLF, expectations are met</p>	<p>Complete</p> <p>Ongoing</p>	<p>Richard Gibson</p> <p>Sonia Phillips</p>	Yes

3	If the objectives of members are not aligned with those of the officer team, then the potential benefits of the review may not be realised.	Pat Pratley	15/09/2010	4	2	8	Reduce	Regular contact maintained with the Cabinet Member at Project Board meetings.  Cabinet Member Working Group now in place and will be used to test members views on desired outcomes  Review will report to informal cabinet and Soc & Comm O&S	Ongoing  Ongoing  Ongoing	Pat Pratley / Sonia Phillips	Yes
4	If the needs analysis fails to accurately capture the needs of the whole community, this could result in the wrong outcomes being established, leading to the inappropriate commissioning of provision.	Richard Gibson	15/09/2010	4	2	8	Reduce	Needs analysis will be tested with members and, subsequently, more widely.	Ongoing	Richard Gibson	Yes
5	If the options appraisal for alternative service delivery models fails to accurately capture all costs, benefits and risks associated with each option, this could lead to the wrong model being selected and/or unexpected post-implementation costs.	Pat Pratley	15/09/2010	4	3	12	Reduce	Ensure no final decisions are taken before options appraisal is adequate.  Ensure criteria for appraising options are complete and emphasise sustainability  Assess whether external support is required for options	Ongoing  January 2012  Complete	Ken Dale	Yes

								appraisal			
6	If there is insufficient internal capacity then target timescales set by the review may not be met.	Pat Pratley	21/06/2011	3	4	12	Reduce	<p>Preliminary assessment has identified potential resource shortfalls in Finance, HR, Procurement and in the Leisure and Culture teams themselves. These will be addressed through the council's corporate resource management process.</p> <p>Use external resource, funded by money already set aside by council.</p>	<p>Ongoing</p> <p>January 2012</p>	Ken Dale	Yes
7	If there is no overarching vision or identity for leisure and culture in Cheltenham, then provision may be disjointed and therefore fail to maximise benefit.	Pat Pratley	21/11/2011	3	4	12	Reduce	Consider how best to work with stakeholders to develop a vision or identity	January 2012	Pat Pratley	Yes