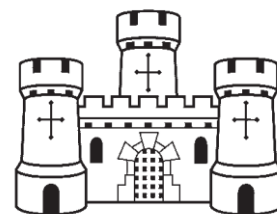


**Date of meeting** Monday, 2nd December, 2019  
**Time** 7.00 pm  
**Venue** Lancaster Buildings - Lancaster Buildings, Newcastle, Staffs  
**Contact** Jayne Briscoe 742250



**NEWCASTLE  
UNDER LYME**

**BOROUGH COUNCIL**

Castle House  
Barracks Road  
Newcastle-under-Lyme  
Staffordshire  
ST5 1BL

## **Health, Wellbeing & Partnerships Scrutiny Committee**

### **AGENDA**

#### **PART 1 – OPEN AGENDA**

- 1 APOLOGIES**
- 2 DECLARATIONS OF INTEREST**
- 3 MINUTES OF LAST MEETINGS - 9 SEPTEMBER AND 14 OCTOBER 2019** (Pages 5 - 12)  
To consider the minutes of the previous meetings of the Committee held on 9 September and 14 October 2019.
- 4 MINUTES OF THE HEALTHY STAFFORDSHIRE SELECT COMMITTEE - 9 AND DIGEST OF 28 OCTOBER 2019 MEETING** (Pages 13 - 20)  
To receive feedback from members of this committee who attended the meeting of the Healthy Staffordshire Select Committee on 9 October 2019
- 5 STAFFORDSHIRE POLICE, FIRE AND CRIME PANEL - 28 OCTOBER 2019** (Pages 21 - 24)
- 6 UPDATE FROM CABINET**  
To follow
- 7 STATUTORY GUIDANCE ON OVERVIEW AND SCRUTINY COMMITTEES** (Pages 25 - 36)
- 8 AN EXAMINATION OF THE INCIDENCE OF DOMESTIC VIOLENCE AND THE IMPACT OF LOCAL INITIATIVES**  
Report to follow
- 9 CLOUGH HALL PARK PETITION** (Pages 37 - 42)

- 10      **EVALUATION OF THE SPACE SCHEME**      (Pages 43 - 50)
- 11      **LEISURE PROVISION - OPERATION AND MARKETING OF THE FACILITIES AT J2**      (Pages 51 - 56)
- 12      **WORK PROGRAMME**      (Pages 57 - 62)

13      **DATE OF NEXT MEETING - MONDAY 2 MARCH 2020**

14      **PUBLIC QUESTION TIME**

Any member of the public wishing to submit a question must serve two clear days' notice, in writing, of any such question to the Borough Council.

15      **URGENT BUSINESS**

**Members:**      Councillors S. Burgess, Miss J Cooper (Vice-Chair), J. Cooper, A. Gardner, T. Kearon, H. Maxfield, S. Moffat, P. Northcott, K.Owen, B. Panter, I. Wilkes (Chair) and R. Wright

**Members of the Council:** If you identify any personal training/development requirements from any of the items included in this agenda or through issues raised during the meeting, please bring them to the attention of the Democratic Services Officer at the close of the meeting.

**Meeting Quorums :-** 16+= 5 Members; 10-15=4 Members; 5-9=3 Members; 5 or less = 2 Members.

**SUBSTITUTE MEMBER SCHEME** (Appendix 9, Section 4 of Constitution)

The Constitution provides for the appointment of Substitute members to attend Committees. The named Substitutes for this meeting are listed below:-

Substitute Members:	Mrs J Cooper	Hutton
	A. Fear	S. Pickup
	A. Fox-Hewitt	B. Proctor
	G. Heesom	J. Walklate

*If you are unable to attend this meeting and wish to appoint a Substitute to attend in your place you need to:*

- Identify a Substitute member from the list above who is able to attend on your behalf
- Notify the Chairman of the Committee (at least 24 hours before the meeting is due to take place) NB Only 2 Substitutes per political group are allowed for each meeting and your Chairman will advise you on whether that number has been reached

Officers will be in attendance prior to the meeting for informal discussions on agenda items.

**NOTE:** THERE ARE NO FIRE DRILLS PLANNED FOR THIS EVENING SO IF THE FIRE ALARM DOES SOUND, PLEASE LEAVE THE BUILDING IMMEDIATELY THROUGH THE FIRE EXIT DOORS.

ON EXITING THE BUILDING, PLEASE ASSEMBLE AT THE FRONT OF THE BUILDING BY THE STATUE OF QUEEN VICTORIA. DO NOT RE-ENTER THE BUILDING UNTIL ADVISED TO DO SO.

Classification: NULBC **UNCLASSIFIED**

*Health, Wellbeing & Partnerships Scrutiny Committee - 09/09/19*

## **HEALTH, WELLBEING & PARTNERSHIPS SCRUTINY COMMITTEE**

Monday, 9th September, 2019  
Time of Commencement: 7.00 pm

**Present:** Councillor Ian Wilkes (Chair)

Councillors:	S. Burgess	T. Kearon	K. Owen
	Miss J Cooper	A. Lawley	B. Panter
	J. Cooper	H. Maxfield	R. Wright
	A. Gardner	P. Northcott	

Officers:	Andrew Bird	Head of Recycling, Waste and Fleet Services
	Robin Wiles	

Also in attendance:	Councillor Mark Holland	Portfolio Holder - Leisure, Culture and Heritage
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### **1. APOLOGIES**

An apology was received from Councillor Moffatt who was represented by Councillor Lawley.

### **2. DECLARATIONS OF INTEREST**

Councillor Northcott declared an interest as a nominated County Council member with no voting rights.

### **3. MINUTES OF LAST MEETING**

**Agreed:** That the minutes of the last meeting held on 19 June 2019 be agreed as a correct record.

### **4. UPDATE FROM CABINET**

The Leader of the Council submitted a report which updated members on items raised by Committee members at the last meeting on 19 June.

The response from the Home Office to the request concerning monkey dust was circulated.

Safeguarding training for Community Hall management and Parish Councillors had been added to the safeguarding action plan for inclusion by March 2020.

### **5. MINUTES OF THE HEALTHY STAFFORDSHIRE SELECT COMMITTEE - 15 JULY 2019**

A request was made for the Borough Cabinet Member, who is a member of the Healthy Staffordshire Select Committee, to submit a report to this Committee in relation to the items discussed at the Select Committee.

**Agreed:** That the District/Borough Councils digest of the Healthy Staffordshire Select Committee held on 15 July be noted.

6. **STAFFORDSHIRE POLICE, FIRE AND CRIME PANEL - 15 JULY 2019**

**Agreed:** That the report of the Chairman of the Police, Fire and Crime Panel held on 15 July 2019 be noted.

7. **CORRESPONDENCE FROM THE MINISTER FOR CRIME, SAFEGUARDING AND VULNERABILITY**

This agenda item concerned the letter from the Home Office circulated and reported at Item 4 – Update from the Cabinet.

8. **DEMENTIA FRIENDLY ACTIVITIES IN NEWCASTLE UNDER LYME**

The Partnerships Locality Officer updated members on the progress in relation to the Council's Dementia Action Plan together with activities to promote Dementia Awareness and Dementia Friendly Communities in the Borough.

The financial implications of carrying out the work with limited resources were highlighted with the role of partners in developing the database viewed as crucial.

Members suggested that outcome dates be included in the plan.

All Members would receive an invitation to attend the local Dementia Champion training with the aim that a Dementia Champion be recruited.

**Agreed:** That the report be noted.

9. **WORK PROGRAMME**

The Chief Executive submitted the Work Programme for consideration by members.

Councillor Panter raised an issue regarding the relationship between social media and mental health and Councillor Panter agreed to report to a future meeting of the Committee following an examination of this topic. Councillor Panter also had an interest in the location of diabetes awareness clinics within the Borough and agreed to submit a report to a future meeting of the Committee on the results of his investigations.

Councillor Holland reminded members of the responsibility to undertake work which was directly relevant to this Committee with Councillor Kearon, in strengthening the direction of Councillor Holland's comments with a plea to members to focus on matters which were in the control of this Committee to influence. With regard to the frequency of meetings Councillor Kearon pointed out that Task and Finish Groups were a timely and effective way to scrutinise.

The report on J2, scheduled to be considered at this meeting, was not available and it was agreed that a special meeting of this committee be held to discuss the marketing of the facility.

**Agreed:** That the work programme be noted.

10. **PUBLIC QUESTION TIME**

There were no members of the public present at the meeting.

11. **URGENT BUSINESS**

There were no items of urgent business

12. **DATE OF NEXT MEETING - 2 DECEMBER 2019**

**Chair**

Meeting concluded at 8.05 pm

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## **HEALTH, WELLBEING & PARTNERSHIPS SCRUTINY COMMITTEE**

Monday, 14th October, 2019  
Time of Commencement: 7.00 pm

**Present:** Councillor Ian Wilkes (Chair)

Councillors:	S. Burgess	Hutton	K.Owen
	Miss J Cooper	T. Kearon	R. Wright
	A. Gardner	H. Maxfield	
	G. Heesom	S. Moffat	

Officers:	Jayne Briscoe	Democratic Services Officer
	Caroline Elwood	Interim Head of Legal /
		Monitoring Officer
	Jo Halliday	Head of Housing
	Sarah Moore	Partnerships Manager

Also in attendance:	Councillor Mike Stubbs	
	Councillor Simon Tagg	Leader of the Council and
		Portfolio Holder - Corporate and
		Service Improvement, People
		and Partnerships
	Councillor Jill Waring	Portfolio Holder - Community
		Safety and Wellbeing

### **1. APOLOGIES**

An apology was received from Councillor Northcott, Councillor John Cooper, who was represented by Councillor Hutton and from Councillor Panter who was represented by Councillor G Heesom.

### **2. DECLARATIONS OF INTEREST**

There were no declarations of interest stated.

### **3. CONSIDERATION OF THE CALL IN - 4 SEPTEMBER CABINET DECISION - CCTV**

Councillor Kearon, as lead call in member set out the reasons for the call in.

Councillor Kearon stated that the Labour Group were not opposed to CCTV and were in agreement that CCTV had a role in keeping residents safe. Call-in members however sought to ensure that the proposed course of action was value for money.

Councillor Kearon noted that the Borough Council would be entering into a partnership arrangement with Stoke on Trent City Council and considered that the details of the scheme should be explored in more detail by this Committee and the Finance, Assets and Performance Scrutiny Committee.

Continuing, Councillor Kearon pointed out that Stoke on Trent City Council was in a difficult budgetary situation which had included cuts in staffing levels and sought assurance that the CCTV staffing levels would not be reduced. Councillor Kearon asked if the monies paid to Stoke on Trent City Council would be ring fenced and if service level indicators were included in the contract.

Councillor Kearon considered that the Borough Council was providing a 'proof of concept' to other councils and, in view of this, Stoke on Trent City Council should bear the cost of connection.

The Leader referred to the delay incurred in implementing the proposals caused by the call-in. The Borough Council had undertaken a thorough review of existing CCTV provision with the assistance of key stakeholder, including the BID who had contributed £40K to the total cost of £80k. Members of this Committee had also visited the CCTV facilities at Stoke on Trent City Council (10/09/2018)

In response to the points raised, the Leader explained that the CCTV service was unaffected by budgetary cuts at Stoke on Trent City Council and that a legal framework agreement would include procurement, commissioning and performance management

The Finance, Assets and Performance Scrutiny Committee had the opportunity to examine the contract through the quarterly performance monitoring report in December 2019. This Committee could also monitor progress of the CCTV contract at the April 2021 meeting, subject to members approval at the December meeting.

In conclusion the Leader commended the proposals and asked members to move forward with the original Cabinet decision.

Councillor Warring added that the current CCTV facilities at the Borough were out of date and not fit for purpose; businesses were in agreement that the system should be improved as soon as possible.

The Vice-Chair supported the original Cabinet decision and urged that the proposals be implemented as soon as possible. With relation to the timescale Sarah Moore indicated that, if the proposals were approved, an April 2020 start date was anticipated.

In response to a question from Councillor Gardner Jo Halliday explained that poor performance would be challenged under the framework agreement and outlined the benefits of the proposed CCTV system.

Councillor Moffat sought assurance on the responsiveness of the service on transfer to Stoke on Trent City Council and asked whether there was a need for additional staffing capacity at the City Council to deliver the increased demand. In response the Leader referred to the long-standing relationship with Stoke City Council and the legal framework agreement.

Councillor Stubbs refuted the claim that the call-in process had caused a significant delay and considered it important that the agreement with Stoke on Trent City Council was inclusive as any changes to the contract may be costly.

Councillor Kearon concluded that the current Borough CCTV system was not fit for purpose but was concerned that Stoke on Trent City Council was significantly



extending the CCTV service without increasing staffing resources which could impact on the service.

The Leader stated that Stoke on Trent City Council had given assurances that there were proposals to recruit to additional posts within the service area. He added that it was possible for the CCTV service to be expanded to include other areas of the Borough.

**Decision:** Members voted 6 to 5 to reject the call in and to accept the original Cabinet decision made on 4 September 2019.

**Chair**

Meeting concluded at 8.00 pm

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## Minutes of the Healthy Staffordshire Select Committee Meeting held on 9 October 2019

Present: Johnny McMahon (Chairman)

### Attendance

Charlotte Atkins	Paul Northcott (Vice-Chairman)
Julie Cooper (Sub for I Wilkes)	Kath Perry
Janet Eagland	Carolyn Trowbridge
Ann Edgeller	Victoria Wilson
Phil Hewitt	
Barbara Hughes	

**Apologies:** Tina Clements, Richard Ford, Maureen Freeman, Alan Johnson, Janet Johnson, David Leytham, Jeremy Pert, Bernard Peters and Ian Wilkes

### PART ONE

#### 27. Declarations of Interest

There were no declarations made.

#### 28. Minutes of the last meeting held on 16 September 2019

**RESOLVED:** That the Minutes of the Meeting held on the 16 September 2019 were approved as a correct record and signed by the Chairman.

The Chairman informed the Committee that the Primary Care/GP Services workshop discussed at a previous meeting was being arranged.

The six Clinical Commissioning Groups (CCG) recent decision not to merge, raised the issue of different commissioning practices again, particularly the hearing aids policy in North Staffordshire. It was felt that this was part of a bigger issue of inequalities across the whole of the County and the way the CCGs worked together. The CCG would be invited to attend the Committee.

#### 29. A Stoke-on-Trent and Staffordshire Approach to Children and Young People's Emotional Wellbeing and Mental Health 2018-2023 - Update

Councillor Mark Sutton, Cabinet Member for Children and Young People; Karen Coker, Senior Commissioning Manager; Natasha Moody, Strategic Commissioning Lead; and Sarah Newton, Commissioning and Development Officer attended the meeting to present the report and answer questions. Unfortunately, a representative from the Clinical Commissioning Groups (CCGs) had not been able to attend.

The Children and Adolescent Mental Health Service (CAMHS) Transformation Board had set out its intentions for a whole system and partnership approach to transformation, to align to the vision within the pan-Staffordshire Emotional Wellbeing and Mental Health Children and Young Peoples Strategy, via a Project Initiation Document and Project Plan. The Strategy had been considered by the Select Committee in the past and had been endorsed by all parties, including all six CCG's, Stoke on Trent City Council and the County Council. The report provided an update on what had happened since then and informed Members that the Cabinet meeting on 18 December would be requested to authorise the new commissioning model.

The Plan consisted of 3 priorities; delivery of the strategy; improving pathways and whole system approach; and better access for those children and young people who require specialist intervention.

Information was also provided on the national mental health trailblazer (Wave one) which covered North Staffordshire and the Moorlands and included 31 schools (primary, secondary, colleges and alternative providers). Four Mental Health Support Teams (MHSTs) have been established, two in Stoke on Trent and two in North Staffordshire. Educational Mental Health Practitioners (EMHPs) would provide support with low level, early intervention mental wellbeing needs. More recently, East Staffordshire had also been confirmed as a Trailblazer site in wave 2. This would include up to 30 schools.

Following a question on why North and East Staffordshire had bid for trailblazer funding but not the central areas of Staffordshire such as Stafford, the members were informed that it had been the CCGs who had chosen the areas and bid for the funding and that other CCGs could bid in future rounds.

The Committee was informed that currently there were two services which provided support which included four Tier two contracts commissioned by the County Council valued at £301,016 per annum, and a bespoke jointly commissioned contract to deliver a service for Looked After Children (LAC) and care leavers, with an annual contract value of £584,259. The contracts would come to an end on the 31 March 2020 and the funding from both the County Council and the CCG's had been pooled to enable a new service to be jointly commissioned. One lead provider would be in a better position to ensure consistency and a simple pathway into services.

The new service will have a robust performance framework. The two trusts (MPFT and North Staffs Combined Healthcare) would want to capture the softer outcomes along with what they need to report on to DfE regarding the Trailblazer pilots.

The consultation process was outlined, the result of which had led to the remodelling of the service. The 2020 Emotional Health and Wellbeing Service would offer: Digital support; Direct support; Preventative work; Risk Management (Intense support for high risk children and young people); and a clearer pathway into other services such as Adult services or Acute care. All the services would run alongside those offered by schools.

The LAC and Mental Health pilots were for 5-11 year olds, who had spent three months or more in a Staffordshire County Council foster care placements. This pilot would focus on carrying out improvements to assessments that ensure they:

- Are good quality, enabling accurate identification of need

- Occur at the right time
- Are needs focussed and person centred.

Following a question on the number of children the LAC pilot was aimed to support, the Committee was informed that due to the relatively small amount of funding received, 30 to 40 children in care would benefit. It was explained that this was one of six waves of trailblazers and there would be more opportunities to bid for more funding in the future. The results of the pilots would be analysed by the Department for Education (DfE) and could be used to mainstream services in the future

There was concern that support was being centred around schools which were already struggling to meet demand.

There had also been an increase in the need for support in the form of medical assessments which were taking up to 3 months to access. The number of beds commissioned out of the County was also questioned. It was informed that the Tier four services provided by the CCG's were part of another contract but information on the number of out of county child placements used would be requested from the CCGs.

It was felt that the digital offer was not a replacement for face to face contact even though there was a place for simple low level information being available online. It was hoped that the new approach and dealing with one provider (contract) would help to improve the service and streamline services. Digital, was part of this offer and particularly benefited children placed out of the county who could still access the Digital Offer regardless of their location.

The Committee felt that there was a lack of information on the timescales involved; how social media would be tackled; and the link between physical and emotional health. It was confirmed that more work needed to be done on linking physical and emotional health, but Members were reassured that the services did recognise this. In terms of social media, the feedback received from consultees had been positive and this had been used to educate and encourage dialogue with young people. Timelines between referrals and receiving support was estimated to remain the same.

A Member felt that there was a missed opportunity in ensuring that partners and agencies were digitally linked, and information shared automatically. Officers informed the committee that often young people wanted to remain anonymous so information couldn't be collected or shared. There would still be opportunities to change the specification of the contract if needed.

The services provided under this contract were low level Tier one and two. Partners should provide a whole family approach and should be looking at early intervention to prevent children requiring services in the first place.

Healthwatch informed the Committee that from the work they had done in schools there was concern that reduced funding was affecting the ability to offer support. In response, Members were informed that the budget for the Emotional Health and Wellbeing service had not reduced and if problems were identified earlier these may be dealt with by the family, the community and the organisations who already knew the young people first before needing additional help from a service.

There were also other initiatives/boards in place such as the Maternity Transformation Programme Board (MTPB) whose remit was aligned to emotional health and wellbeing. The MTPB has a subgroup regarding Perinatal mental health and the Families Health and Wellbeing Service which includes emotional wellbeing as a high impact area within the contract. This new service was meant to complement not duplicate the support already available through existing services / support.

Figures reported in the Local Transformation Plan for 2017/18 in relation to 'Total number of individual CYP aged 0-18 receiving treatment from CAMHS services in the reporting period' were explained. There had been an historical lack of understanding regarding the algorithm for the new indicators. It had been a national problem that had been rectified and meant more accurate data would be available from this year. It was expected that the data for 2018/19 would be accurate and would be formulated in the same way as the previous year.

When discussing the effects of social media on children's mental health the Five Rights Foundation was highlighted as good practice.

**RESOLVED:**

- a) The Select Committee supported the new approach subject to the following being addressed;
  - timescales needed to be clearer
  - more support into the prevention of negative consequences of social media
  - the link between physical health and its relationship with mental health being included in the plan.
- b) The Committee also asked for service provision to include exit interviews; more digital links with partners; and emphasis on early years identification prior to services being needed.

### **30. District and Borough Health Scrutiny Activity**

The Scrutiny and Support Manager presented the report which outlined the activity the Borough and District Councils since the last time it was reported. The following updates were in conjunction with the report:

South Staffordshire District Council had cancelled their last meeting and had nothing to report.

Lichfield Borough Council had appointed a new Chairman. Their next meeting would look at the issues of Homelessness.

Newcastle Borough Council would meet on the 14 October to discuss CCTV and a call-in.

Staffordshire Moorlands District Council reported that they had difficulty getting information from the West Midlands Ambulance Service (WMAS) over the proposed reduction in rapid response unit in Biddulph. The Scrutiny and Support Manager offered his help in contacting WMAS to gain information. The Committee was informed that the

County Council held the Health Scrutiny Powers and that District and Boroughs could only ask the partners to attend meetings, but they were not obliged to attend.

**RESOLVED:** That the report be received.

**Chairman**

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## Healthy Staffordshire Select Committee – 28 October 2019 District/Borough Digest

Under the Health Scrutiny Code of Joint Working with District and Borough Councils, Authorities have undertaken to keep relevant Partners informed of their consideration of health matters having regard to the general working principle of co-operation and the need to ensure a co-ordinated Staffordshire approach. Therefore, the following is a summary of the business transacted at the meeting of the Healthy Staffordshire Select Committee held on 28 October 2019 - link to Agenda and reports pack:

<http://moderngov.staffordshire.gov.uk/documents/g10731/Public%20reports%20pack%2028th-Oct-2019%2010.00%20Healthy%20Staffordshire%20Select%20Committee.pdf?T=10>

Agenda Items	District(s)/Borough(s)
<p><b>Maternity, Children and Young People Programme</b></p> <p>The Committee considered a report of the Sustainability and Transformation Plan (STP) lead which covered the progress on the <b>Maternity Transformation Plan (MTP)</b> and an update on priorities agreed for the STP Children and Young People Programme.</p> <p>It was reported that the Children and Young Peoples Programme had, to date, not received the same level of support afforded to other STP programmes. However, following the publication of the NHS 10 Year plan, there was a greater impetus to build on the groundwork developed to date and maximise future funding and wider opportunities of that will flow through the system. The intent was to develop stronger integrated working across the whole system to improve outcomes.</p> <p>Prevention and the need for early intervention was discussed. The Committee felt that this should be part of every work stream rather than a separate one.</p> <p>The Committee asked for more information on the following areas:</p> <ul style="list-style-type: none"> <li>• The work taking place in Cannock to address the high levels of infant mortality</li> <li>• How the STP Mental Health workstream was working with other streams to ensure joined up working in areas such as SEND and Autism</li> <li>• The possible application of University North Midlands to become a Children's Hospital.</li> </ul> <p><b>Midlands Partnership NHS Foundation Trust (MPFT)</b></p> <p>The Committee had requested that the MPFT attend the meeting to provide information on the creation of the Trust following the merger between Staffordshire and Stoke on Trent Partnership NHS Trust and South Staffordshire and Shropshire Healthcare NHS Foundation Trust in June 2018.</p> <p>A lot of work had taken place to change the organisational culture and improve services in all areas. When the Trust</p>	<p>All Districts and Boroughs</p>

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was established four operating arms were established to ensure that the organisation could respond to specific challenges. These were: Children and families; Ministry of Defence; Staffordshire and Stoke on Trent; and Shropshire.

Following the discussion and questions, the Committee asked to be consulted on any proposed changes to the George Bryan Centre; how the amalgamation of mental health and physical health professionals was being approached; and information how crisis intervention was working for young people.

The next meeting will be held on Monday 3 February 2020.

Classification: NULBC **UNCLASSIFIED**

## **Staffordshire Police, Fire and Crime Panel**

Report of the Chairman of the Police, Fire and Crime Panel

To Member Local Authorities

In accordance with agreed practice I am reporting on matters dealt with by the Police, Fire and Crime Panel at its meeting on Monday 28 October 2019.

The main items considered were:

**Police Establishment Numbers** – The Panel continue to seek clarification from the Commissioner of the numbers of warranted officers recruited over the 2018/19 and 2019/20 financial years, in order to satisfy itself that the undertaking given by the Commissioner to Council Tax payers that the increase in Precept would fund an additional 69 Police Officer posts was being adhered to. The Panel questioned the Commissioner on the base figures on which that additional 69 had been calculated.

The Commissioner reported on the Force Target Operating Models (TOM) (ie number of personnel required) for 2017-2021 indicating that the actual number employed by 31 March 2020 was expected to exceed the TOM by 3 posts at a total of 1639.5. He also referred to recent Home Office announcements on increases in policing numbers in 2020/21 giving an additional 90 posts in Staffordshire. More details on those posts and their funding was awaited.

Discussion widened to comparative figures for budgets and establishment figures for similar/neighbouring Force areas and more information was requested in view of the Panels concerns that the Staffordshire Force is ranked 3<sup>rd</sup> from bottom of the Table for numbers of warranted officers per 100,000 population.

### **Disposal of Surplus Police Service Buildings/Stations/Posts**

A member of the public attended the Panel and asked the Commissioner to consider removing the Eccleshall Police Station site from sale on the open market to enable the community to draw up a viable proposition for its future use. The questioner submitted that Community Groups were unable to compete with commercial organisations and suggested that the site had to be retained for community use. For his part the Commissioner reported a wish to see the site used by the community however he had a duty to realise best value. He further queried the community's intended use for the site reporting on conflicting proposals.

With regard to other sites, the Commissioner reported the completed sale of Stations at Stoke, Newcastle under Lyme and Kinver, the anticipated completion of the sale of the Wombourne site in November 2019, the listing of the Eccleshall and Blythe Bridge sites as Assets of Community Value and the intended re-marketing of the Tunstall and Stone sites.

### **Collaborative Working – Fire and Rescue and Police Services**

The Commissioner reported on the pleasing and innovative approach being adopted by both Services and paid particular tribute to the positive attitude of staff affected by

the re-organisation of various support functions to provide a 'Joint Enabling Service'. To date Communications, Procurement, Estates and Facilities and HR had been integrated with the Finance function to follow later in the year, subject to consultation.

With regard to the joint use of facilities by the 2 Services, the Commissioner reported that the co-location of the Tamworth neighbourhood policing Team with the Fire and Rescue Service at Tamworth Community Fire Station was nearing completion. Planning continued for the move of the northern policing response team to Hanley Community Fire Station. Both proposals would provide on going financial benefits and capital receipts.

At the time of the appointment of a single Section 151 Officer for both the OPFCC and the Fire and Rescue Service, the Panel requested a six month update on the practical implementation of that combined role. The Commissioner reported that the skills and expertise of the postholder combined with the reallocation of some of the posts' previous duties meant that the merger of roles had been successful with the postholders experience in developing collaborative working bringing benefits across the board.

### **Specific Initiatives pursued by the Fire and Rescue and Policing Services**

The following initiatives/work streams were specifically referred to in the Commissioner's report and discussed by members as appropriate:

- *Fire and Rescue Service* – The Safe and Well Campaign – Future work would seek to overcome restrictions on data sharing by public bodies, to assist the Service in expanding the campaign to wider groups in the community.
- *Fire and Rescue Service* – Work to address the increase in recorded Secondary Fires (ie small outdoor fires not involving People or Property) .
- *Fire and Rescue Service* – Hosting a visit by Home Office representatives to view the Community Sprinkler Project, and the opportunity it presented for Staffordshire to give an input into future building safety legislation.
- *Police Service* – The success of the expanded SPACE Programme during the summer school holiday period. Data was awaited on levels of reported Anti Social Behaviour during the corresponding period
- *Police Service* - Early Intervention work carried out in Partnership with the Prince's Trust with 64% of young people who were engaged in the Programme achieving a positive outcome in terms of education, training or employment.
- *Police Service* - 101 Reporting Service – Discussions were on going with the Chief Constable to address fluctuations in performance.

### **Medium Term Financial Strategies – Updates**

*Fire and Rescue Service* -The Budget and MTFs were reported to be on target. £0.3m of an efficiency/saving target of £0.5million applied for 2019/20 as the final year of a four year budgetary commitment to the Home Office had been realised to date. The MTFs remained constant with a forecast funding gap of circa £3million at

2022/23. Of note was indications from the Home Office that for 2020/21 current funding levels would be protected and an inflationary increase provided.

*Police Service* - The report focussed on the extent to which national factors, such as pay awards, ROCU (Regional Organised Crime Unit) funding and Precept Referendum changes (predicted to be reduced to 2% for 2020/21) had affected the overall budgetary position.. A significant increase in the funding gap of circa £5.7m by 2022/23 resulted. Overall spend levels were favourable with General Reserves reinstated to approximately 3% of total budget. Uncertainty around future funding presented difficulties in submitting positive proposals to address funding shortfalls. For example Government pledges for additional police officers (estimated to provide 90 more officers in Staffordshire) did not set out long term funding arrangements for those posts. In addition, the suggested return of the Precept Referendum limit to 2% had consequences for future budgets which had been based on the assumption of a 2.99% increase. The Commissioner's response to national consultation was calling for local flexibility on Precept levels.

For more information on these meetings or on the Police, Fire and Crime Panel in general please contact Julie Plant (01785 276135 e mail [Julie.plant@staffordshire.gov.uk](mailto:Julie.plant@staffordshire.gov.uk)) or Helen Phillips (01785 276143 or [helen.phillips@staffordshire.gov.uk](mailto:helen.phillips@staffordshire.gov.uk))

*Details of Panel meetings are issued to contact officers in each of the District/Borough Councils in the County and Stoke-on-Trent City Council for posting on their own web sites.*

Stephen Sweeney

Staffordshire Police, Fire and Crime Panel Chairman

Staffordshire County Council

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## NEWCASTLE-UNDER-LYME BOROUGH COUNCIL

### EXECUTIVE MANAGEMENT TEAM'S REPORT TO HEALTH WELLBEING AND PARTNERSHIPS SCRUTINY COMMITTEE

2 December 2019

1. **Report Title**                      **Statutory Guidance on Overview and Scrutiny Committees**  
  
**Submitted by:**                      **Chief Executive**  
  
**Portfolios:**                          **All**  
  
**Ward(s) affected:**                  **All**

#### **Purpose of the Report**

To update Members on the recent statutory guidance issued by the Ministry of Housing, Communities and Local Government to help Councils carry out their Overview and Scrutiny functions effectively. This has been complemented by launch of The Good Scrutiny Guide by the CfPS which replaces their earlier guidance issues in 2014. The two papers are intended to ensure councils are aware of the purpose of Overview and Scrutiny, know what effective Scrutiny looks like, and understand how to conduct it and the benefits it can bring.

#### **Recommendations**

That Members:

1. Note the requirements within the Statutory Guidance and the recommendations within the CfPS Good Scrutiny Guide.
2. Agree to benchmark current practice against the Statutory Guidance and to explore the option of commissioning external support to assist in the benchmarking process.
3. Agree to develop an Action Plan based on the recommendations within the Statutory Guidance and the Good Scrutiny Guide.
4. Agree to develop an "Executive-Scrutiny Protocol" in accordance with the guidelines at Appendix A
5. Agree to commission training for Scrutiny Members to build on their current skills in undertaking effective scrutiny reviews

#### **Reasons**

Local Authorities must have regard to the statutory guidance from the Ministry of Housing, Communities and Local Government when exercising their functions, i.e. the guidance must be followed unless there is good reason not to in a particular case. The Good Scrutiny Guide does not have the formal status of statutory guidance but represents best practice across the sector.

## 1. **Background**

- 1.1 The Ministry of Housing, Communities and Local Government issued new Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities in May of this year primarily aimed at Senior Leaders, Members of Overview and Scrutiny Committees and Support Officers. Although the Guidance recognises that authorities themselves are best-placed to know what Scrutiny arrangements are most appropriate for their own individual circumstances, it includes a number of policies and procedures which all Councils are urged to adopt. In his foreword the Minister urges all Councils to cast a critical eye over their arrangements in the light of the guidance and above all to embed a culture which allows Overview and Scrutiny to flourish.
- 1.2 The Centre for Public Scrutiny (CfPS) subsequently issued their Good Scrutiny Guide which was designed to complement the Statutory Guidance. Taken together the two reports provide a practical guide to effective scrutiny.

## 2. **Issues**

- 2.1 The Statutory Guidance states that effective overview and scrutiny should:
- Provide constructive “critical friend” challenge
  - Amplify the voices and concerns of the public
  - Be led by independent people who take responsibility for their role
  - Drive improvement in public services
- 2.2 It goes on to identify the key factors which help determine whether scrutiny will succeed or fail. These include:
- The organisational culture
  - The allocation of sufficient resources,
  - The selection of committee members
  - The power to access information
  - Effective work planning.
- 2.3 These key factors are explored further below.

## 3.0 **Culture**

- 3.1 Chapter 2 of the Statutory Guidance deals with organisational culture and underlines that, while everyone in the authority has a role in creating a strong culture to support the Scrutiny function, it is important that this is led and owned by Elected Members. Both Members and Senior Officers should note that the performance of the Scrutiny function will often also be considered by external bodies, such as regulators and inspectors and therefore highlighted in public reports, so that the lack of effective Scrutiny can help create a negative public image of the work of the Council as a whole.
- 3.2 The guidance advises that authorities can help establish a strong organisational culture in the following ways:

**Recognising Scrutiny’s legal and democratic legitimacy** – by recognising that it was created to act as a check and balance on the Executive and it is a statutory requirement for authorities to establish Overview and Scrutiny committees



**Identifying a clear role and culture** – by ensuring Scrutiny has a clear focus and role and can demonstrate it adds value. This means it needs to focus on delivering work of genuine value and relevance to NULBC. Councils should also ensure that there is a clear division of responsibilities between the Audit and Scrutiny function.

**Ensuring early and regular engagement between the executive and scrutiny** – Councils should ensure early and regular discussions take place between Scrutiny and the Cabinet regarding the Cabinet Work Plan. However, the Cabinet should not try to exercise control over the work of the Scrutiny Committee, whether that is through whipping, patronage or by directing specific matters are considered. Everyone should recognise that Scrutiny has a role of “critical friend” and is not “de facto” opposition.

**Managing disagreements** – effective Scrutiny can involve looking at politically contentious issues with the potential for the Cabinet to disagree with the findings, or recommendations, of the Committee. One suggestion is that an “Executive-Scrutiny Protocol” can provide a framework in these circumstances and the example from the Statutory Guidance is at Appendix A.

**Providing the necessary support** – the level of resources for Scrutiny is for the Council to determine but should be adequate to provide an effective Scrutiny function and support should also be given by Members and Senior Officers to Scrutiny Committees.

**Ensuring impartial advice from officers** – Officers must be free to provide impartial advice to Scrutiny Committees and the Head of Paid Service, s151 Officer and Monitoring Officer have a particular role in ensuring timely and high quality advice is provided.

**Communicating Scrutiny’s role and purpose to the wider authority** – there can be a lack of awareness amongst both Members and Officers of the specific role of Scrutiny and its relevance to the Council’s wider work and so Councils should take particular steps to raise awareness of the role.

**Maintaining the interest of full Council in the work of the Scrutiny Committee** – steps should be taken to ensure full Council is informed of the work of the committee. This might include appropriate reports and recommendations being submitted to full Council to supplement the annual report.

**Communicating Scrutiny’s role to the public** – Councils should ensure that Scrutiny has a profile in the wider community by engaging the Council’s Communication team to get the message across.

**Ensuring Scrutiny members are supported in having an independent mind-set** – formal meetings provide Scrutiny Members with the opportunity to question Senior Members (often from the same political party) and Senior Officers and it is a fundamental requirement that members must adopt an independent mind-set. In practice the Scrutiny Chair will have a role in identifying and managing contentious issues.

#### 4.0 **Resourcing**

- 4.1 The Guidance recognises that the resource an authority allocates to the Scrutiny function plays a pivotal role in determining how successful the function is and the value it adds to the Council. Resources are a matter for individual authorities but there must be a recognition that creating and sustaining an effective Scrutiny function requires them to allocate resources to it.

4.2 Support is not solely about budgets and officer time but also about the way the wider authority engages with the Scrutiny function. The guidance states that the factors an authority should consider include:

- Scrutiny's legal powers and responsibilities
- The particular role and remit Scrutiny will play at NULBC
- The training requirements of Scrutiny Members and Support Officers especially in effective questioning and making effective recommendations
- The need for ad hoc external support where expertise does not exist in the Council
- Recognition that effectively resourced Scrutiny adds value and improves the ability to meet the needs of local people and can help policy formulation and so minimise the need for the call in of Executive decisions

4.3 Officer resource models vary, but the Guidance stresses that Councils must ensure that all Officers tasked with providing Scrutiny support are able to provide impartial advice.

## 5.0 **Selecting Committee Members**

5.1 Selecting the right members to serve on Scrutiny Committees is essential if Committees are to function effectively. The Guidance stresses that a Committee of Members with the necessary skills and commitment is far more likely to be taken seriously by the wider authority.

5.2 Members of the Cabinet may not be Members of a Scrutiny Committee and the Constitution should set out how conflicts of interest between Executive and Scrutiny responsibilities should be managed, including where Members stand down from the Executive and move to Scrutiny and vice versa. Family links should also be considered and it is strongly recommended that the Chair must not preside over the scrutiny of their relatives.

5.3 When selecting individual Members to serve on Scrutiny Committees the Council should consider their experience, expertise, interests, ability to act impartially, ability to work as part of a group and capacity to serve. It is not appropriate to consider the perceived level of support or opposition to a particular party and care must be taken by the Chair to ensure that the Committee is not viewed as "de facto" opposition to the Executive.

5.4 The Chair plays a leadership role on a Scrutiny Committee as Chairs are largely responsible for establishing the profile, influence and ways of working. The Chair should possess the ability to lead and build a sense of teamwork and consensus amongst Committee Members.

5.5 The Guidance recommends Members must be offered induction when they take up their role and ongoing training particularly to ensure Members are aware of their legal powers and clear how to prepare and ask relevant questions at Scrutiny sessions.

## 6.0 **Power to Access Information**

6.1 Scrutiny Committees need to be able to access any relevant information the Council holds and receive it in good time if they are to be able to do their job effectively. The Access to Information Regulations give enhanced powers to Scrutiny Committee to have access to confidential and exempt information.

6.2 Whilst requests for information should be judged on their merits authorities should adopt a default position of sharing the information they hold, on request, with Scrutiny Members. If it is necessary to refuse to provide information, then particular care must be taken to ensure requests are not refused for party political reasons or reputational expediency and before

refusing to share information serious consideration should be given to sharing the information in closed session.

- 6.3 Scrutiny Members should have access to a regularly available source of key information about management of the Council especially on performance, management and risk.
- 6.3 Committees should also be aware of the legal power to require members of the executive and officers to attend before them to answer questions.
- 6.4 From time to time the Committee may need to approach external organisations to supplement information held within the Council should be taken to explain the role of Scrutiny and to consider the option of an informal approach to help reassure the company on the purpose of the approach and the manner in which evidence will be given. Although approaches to external organisations will be on a case by case basis in the case of contentious issues the Committee may want to emphasise this is an opportunity “to set the record straight” in a public setting.
- 6.5 Finally, in this section the Guidance notes that Committees may have a keen interest in “following the Council Pound” ie scrutinising those organisations that receive public funding to deliver goods and services. This is a legitimate interest and councils are urged to consider requiring such bodies to appear before, or to supply information to, Scrutiny Committees in their contract documentation.

## 7. **Planning Work**

- 7.1 Effective Scrutiny should have an impact and make a tangible difference to the work of the Council. This means that work should be planned so that there is a long term agenda but with enough flexibility to accommodate any urgent short term issues which might arise in the year. Where there is more than one Scrutiny Committee consideration needs to be given to how to coordinate the various Committees to make best use of resources.
- 7.2 Scrutiny works best with a clear role and functions, which then provides focus and direction. Scrutiny Committees have the power to look at anything which affects the area, or the area’s inhabitants, but need to be able to prioritise and consider whether the relative importance of a particular topic justifies the positive impact the Scrutiny Committee’s involvement can bring, as it is impossible to scrutinise all matters. In identifying topics the Committee should be supported by key Senior Officers and will need to gather evidence to inform the work planning process.
- 7.3 The Guidance suggests that gathering evidence requires conversations with:
  - **The public** – formal consultation is unlikely to be effective and often asking individual members to have conversations with individuals and groups in their area can work better. Council Communication Officers can help Scrutiny engage with the public and local knowledge and expertise from members and officers can all make a contribution
  - **Local Authority Partners** – a range of partners are likely to have useful insights including public sector, voluntary sector, contractors and commissioning partners, town and parish councils, neighbouring authorities, LEPs and large local employers
  - **The Cabinet** – although the executive must not direct the Scrutiny programme, ongoing discussions with Cabinet Members will help Scrutiny Members better understand how their work might be aligned to ensure there is the best opportunity to influence the Council’s wider work

- 7.4 To be plan an effective work programme Scrutiny Committees may need to access information from a range of areas, including performance indicators, finance and risk, corporate complaints, business and option appraisals as well as general feedback from members' surgeries and reports and recommendations from the local government ombudsman. As committees can meet in closed session this should not preclude the sharing of commercially confidential information.
- 7.5 Shortlisting topics can be achieved in various ways but the kind of questions which the committee might ask include:
- Do we understand the benefits Scrutiny can bring
  - How could we best carry out work on this topic
  - What would be the best outcome of this work
  - How would this work engage with the activity of the Cabinet and or partners
- 7.6 The guidance concludes that the Committee needs to accept that shortlisting can be difficult and that there may be issues which a Committee wish to look at which is not possible.
- 7.7 Selected topics can be scrutinised in several ways:
- **As a single item on a committee agenda** – whilst this may mean there is limited opportunity for effective Scrutiny, this may be appropriate for some issues or where the Committee wants to maintain a formal watching brief over an issue.
  - **At a single meeting** – this could be a Committee meeting or at a less formal meeting. There may be the opportunity to have a single public meeting about a matter or have a meeting where evidence is taken from a number of witnesses.
  - **At a Task and Finish Review of 2/3 meetings** – short, sharp Scrutiny reviews are likely to be effective even for more complex topics. Properly focused they ensure members can swiftly reach conclusions and make recommendations perhaps over a couple of months or less.
  - **Via a long term Task and Finish Review** – this has been the more traditional model with say 6/7 meetings over several months and will still be appropriate for a complex topic where the Scrutiny Committee needs to go into significant detail. However, the resource implications and it length can make it unattractive for all but the most complex issues.
  - **By establishing a “standing panel”** – this falls short of setting up a new Committee but may reflect the need to keep a watching brief over a critical local issue where members feel they need to convene regularly to carry out that oversight. However, the resource implications mean this will be rarely used.

## 8. **Evidence Sessions**

- 8.1 Evidence sessions are a key way in which Scrutiny Committees inform their work. This may happen at formal committee meetings, in less formal task and finish groups or at standalone sessions. The Guidance stresses that good preparation is a vital part of conducting effective sessions with Members having a clear idea of what the Committee hopes to get out of each session and appreciating that success will depend on their ability to work together on the day.

- 8.2 Effective planning need not be onerous. It can be as simple as setting overall objectives and then considering what type of questions will best elicit the information. This applies as much to individual agenda items as for longer evidence sessions and means there should always be consideration in advance of what scrutiny is trying to get out of a particular evidence session. Chairs play a vital role in leading discussions on objective setting and ensuring all members are aware of the specific role each will play during the evidence session.
- 8.3 The Guidance recognises that although as far as possible there should be consensus amongst members on the objectives for a session, members may have different perspectives and so have divergent views on a particular matter and the Chair needs to be bear this in mind.
- 8.4 At the end of the session the Chair should draw together themes and highlight key findings. It may be helpful to have a short “wash up” meeting to review whether objectives were met and to see if lessons could be learned for future meetings.
- 8.5 Recommendations should be developed by members but with due regard to Officer advice, especially by the Monitoring Officer. Scrutiny Reports will normally be drafted by Officers as directed by Members and, whilst practice varies, reports are normally developed through two or three main stages:
- A “heads of report” – which sets out general findings which Members can discuss as they consider the overall structure and focus of the report and its findings.
  - The development of the findings – which will set out some of the areas on which recommendation’s might be made.
  - The drafting of the full report.
- 8.6 Recommendations should be evidence based and SMART (specific, measurable, achievable, relevant and timed) and it may be appropriate to share them in draft with relevant parties. The Guidance stresses that sharing draft recommendations with Cabinet Members is an opportunity for errors to be identified and for a general “sense-check” but should not provide an opportunity for the Executive to revise or block recommendations. Generally 6-8 recommendations are adequate although a more complex matter may require more.
9. **Centre For Public Scrutiny – The Good Scrutiny Guide**
- 9.1 The CfPS has also published “The Good Scrutiny Guide” which has been written to complement the Statutory Guidance. Unlike the Statutory Guidance it has no formal status, but is a comprehensive guide of best practice consisting of some 56 pages divided into 6 sections.
- 9.2 The CfPS provides a free helpdesk as a resource for all Councils and Councillors wishing to understand how better to carry out the scrutiny role. The Helpdesk is able to provide advice on the Rules and Procedures under which Scrutiny operates, can advise on best practice and signpost to other organisations and resources.
- 9.3 The Guide is divided into the following sections:
- **An overview of Scrutiny** – stresses the importance of organisational culture in making Scrutiny effective and sets out the range of statutory functions which act as the foundation of Scrutiny work.

- **Scrutiny's Stakeholders** – notes that there are a wide range of stakeholders both within the Council and external to it. Comments on the value of a “Executive-Scrutiny Protocol” and stresses there is no “off the peg protocol” instead the value is in the conversations which precede any document and sets out common themes and principles. Looks at how to work effectively with stakeholders and how to give the public a stake in the scrutiny process. Recommends that Scrutiny has a webpage which clearly sets out Scrutiny's role and links to evidence of recent impact
- **Role and Priority** – urges a move away from a “general watching brief” over everything in the local area to a move to adopt a more primary area of focus. Stresses the need for effective work planning to include an annual work plan but with flexibility for some shifts in priority in topics during the year. Outlines methods and prioritisation and topic choice and gives advice on pre- Scrutiny, post-decision Scrutiny and the call in process
- **Using Evidence and Gaining Experience** – looks at the principle sources of information within the local authority and suggests circulation of an “Information Digest” with key information for Members. Urges Members to “triangulate” evidence by looking at other sources of data to see what themes emerge. Sets out the process for scoping a review, looks at how to gather evidence and how to prevent “scope creep” by departing from the scope and advises how to engage the public.
- **Making and Proving Impact** – emphasises this is done by the Committee making effective, high quality recommendations and understanding how those make a difference to local people's lives. Looks in more detail at how to draft recommendations, how to get a response from the Executive and how to monitor recommendations over time. Looks at the value of the Annual Scrutiny Report to Council.
- **Committee structure, chairing and resourcing** – notes there are many different models and approaches to Scrutiny and looks at membership of the Committee, including the possibility of co-option.

## 10. Proposal

- 10.1 Members are recommended not only to note the requirements within the Statutory Guidance and the CfPS Good Scrutiny Guide but to agree to benchmark current practice against the Guidance. This would probably be best achieved with external support to assist in the process, both from a resource perspective, and in order to bring an independent and objective rigour to the review. Members are also recommended to consider developing an Action Plan based on any recommendations from the review and to look at commissioning training for members to build on their current skills in undertaking scrutiny reviews.
- 10.2 A further specific recommendation is that Members agree to develop an “Executive-Scrutiny Protocol” in accordance with the guidelines at Appendix A. This is recommended by both the Statutory Guidance and CfPS Good Scrutiny Guide as adding value in structuring a conversation between the Cabinet and Scrutiny Committees by developing and reviewing practical expectations, themes and principles between the parties.

## 11 Reasons for Proposed Solution

- 11.1 Members must have regard to the Statutory Guidance and an exercise to benchmark current practice against the recommendations within the Guidance would be appropriate, especially in view of the forthcoming Peer Review which is due to take place in early 2020. A detailed

review would act as a springboard for an Action Plan and development opportunities for members in order to build on the work of the three Scrutiny Committees to date.

- 11.2 An Executive-Scrutiny Protocol is seen as a benefit as it provides a framework for disagreement and debate and the way to manage it should it happen. Much of the benefit of a Protocol is considered to be in the dialogue between the parties in negotiating the Protocol.

## 12 **Options Considered**

- 12.1 Members have the option of receiving and noting the report without taking any specific action as a result, however this makes it more difficult to demonstrate there has been due regard for the Statutory Guidance,

## 13. **Legal and Statutory Implications**

- 13.1 Local Authorities must have regard to the statutory guidance from the Ministry of Housing, Communities and Local Government when exercising their functions ie the guidance must be followed unless there is good reason not to in a particular case. The Good Scrutiny Guide does not have the formal status of statutory guidance but represents best practice across the sector.

## 14. **Equality Impact Assessment**

- 14.1 None specifically

## 15. **Financial and Resource Implications**

- 15.1 There will be resource implications if external support is sought and this will need to be scoped.

## 16. **Major Risks**

- 16.1 The performance of the scrutiny function will often be considered by external bodies, such as regulators and inspectors and therefore highlighted in public reports, so that the lack of effective scrutiny can help create a negative public image of the work of the Council as a whole. The Council's forthcoming peer review will be likely to focus on how effective the scrutiny function is as part of the review as a whole.

## 17 **Sustainability and Climate Change Implications**

- 17.1 None specifically.

## 18. **Key Decision Information**

- 18.1 Not applicable.

## 19. **Earlier Cabinet/ Committee Resolutions**

- 19.1 None specifically.

## 20. **List of Appendices**

- 20.1 Appendix 1 – Creating an Executive – Scrutiny Protocol

21. **Background Papers**

21.1 The Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/800048/Statutory\\_Guidance\\_on\\_Overview\\_and\\_Scrutiny\\_in\\_Local\\_and\\_Combined\\_Authorities.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/800048/Statutory_Guidance_on_Overview_and_Scrutiny_in_Local_and_Combined_Authorities.pdf)

CfPS – The Good Scrutiny Guide

<https://www.cfps.org.uk/wp-content/uploads/CfPS-Good-Scrutiny-Guide-v5-WEB-SINGLE-PAGES.pdf>



## **APPENDIX A**

### **Annex 1: Illustrative Scenario – Creating an Executive-Scrutiny Protocol**

An executive-scrutiny protocol can deal with the practical expectations of scrutiny committee members and the executive, as well as the cultural dynamics.

Workshops with scrutiny members, senior officers and Cabinet can be helpful to inform the drafting of a protocol. An external facilitator can help bring an independent perspective.

Councils should consider how to adopt a protocol, e.g. formal agreement at scrutiny committee and Cabinet, then formal integration into the Council's constitution at the next Annual General Meeting.

The protocol, as agreed, may contain sections on:

- The way scrutiny will go about developing its work programme (including the ways in which senior officers and Cabinet members will be kept informed);
- The way in which senior officers and Cabinet will keep scrutiny informed of the outlines of major decisions as they are developed, to allow for discussion of scrutiny's potential involvement in policy development. This involves the building in of safeguards to mitigate risks around the sharing of sensitive information with scrutiny members;
- A strengthening and expansion of existing parts of the code of conduct that relate to behaviour in formal meetings, and in informal meetings;
- Specification of the nature and form of responses that scrutiny can expect when it makes recommendations to the executive, when it makes requests to the executive for information, and when it makes requests that Cabinet members or senior officers attend meetings; and
- Confirmation of the role of the statutory scrutiny officer, and Monitoring Officer, in overseeing compliance with the protocol, and ensuring that it is used to support the wider aim of supporting and promoting a culture of scrutiny, with matters relating to the protocol's success being reported to full Council through the scrutiny Annual Report.

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## NEWCASTLE-UNDER-LYME BOROUGH COUNCIL

### REPORT TO HEALTH AND WELLBEING SCRUTINY COMMITTEE

02 December 2019

**Report Title:** Clough Hall Park Petition

**Submitted by:** Chief Executive

**Portfolios:** Community Safety and Wellbeing

**Ward(s) affected:** Talke and Butt Lane

#### **Purpose of the Report**

To inform members of the decision of 20 November Full Council in response to Officers feedback following receipt of the Clough Hall Park petition.

#### **Recommendation**

That members of the Committee request officers to report to the next meeting of this Committee on Initiatives undertaken by the Council and its partners to enhance the use of Clough Hall park

#### **Reasons**

Response to a petition to September Full Council

#### 1. **Background**

Members received a petition concerning Clough Hall Park at the September meeting of Full Council. At Full Council meeting on 20 November meeting the Portfolio Holder for Community Safety and Wellbeing set out the initiatives undertaken by the Council and Partners to help eliminate instances of anti-social behaviour in the park.

#### 2. **Issues**

A petition of 518 signatories was presented to Full Council in September by Councillor Robinson in respect of residents' concerns regarding anti-social behaviour at Clough Hall Park.

#### 3. **Proposal**

That officer's report to a future meeting of this Committee on initiatives undertaken by the Council and in Partners in response to the concerns raised by the petition.

#### 4. **Reasons for Proposed Solution**

To undertake a full review of the initiatives undertaken and report to members.

#### 5. **Options Considered**

N/A

#### 6. **Legal and Statutory Implications**

N/A

7. **Equality Impact Assessment**

N/A

8. **Financial and Resource Implications**

N/A

9. **Major Risks**

There is a risk of reputational damage to the Council if it does not deliver its statutory duties lawfully and effectively.

10. **Sustainability and Climate Change Implications**

N/A

11. **Key Decision Information**

N/A

12. **Earlier Cabinet/Committee Resolutions**

N/A

13. **List of Appendices**

N/A

14. **Background Papers**

Report to 20 November Full Council

**NEWCASTLE-UNDER-LYME BOROUGH COUNCIL**

**EXECUTIVE MANAGEMENT TEAM'S  
REPORT TO COUNCIL**

**20 November 2019**

**Report Title:** Clough Hall Park Petition

**Submitted by:** Sarah Moore – Partnership Manager, Joanne Halliday – Head of Housing, Assets and Regeneration and Roger Tait – Head of Operations

**Portfolios:** Community Safety and Wellbeing

**Ward(s) affected:** Talke and Butt Lane

**Purpose of the Report**

To report back to Members, Officers' feedback to the recent Clough Hall Park Petition requests.

**Recommendation**

- . To refer the petition to the Health and Well Being Scrutiny Committee for consideration

**Reasons**

The report has been written in response to a recent Public Petition to Full Council regarding perceived anti-social behaviour in Clough Hall Park.

**1. Background**

- 1.1 Over the summer period, a number of incidents involving young people and anti-social behaviour were reported to the Council and partners for further action at Clough Hall Park. These incidents ranged from low level anti-social behaviour, an assault, motorbike nuisance, arson and damage to a bin and other perceived nuisance behaviour. Unfortunately the majority of these incidents have not resulted in those involved being formally identified, making it very difficult for the Council and partners to take further enforcement action.

Local Councillors and community champions have been informed of the limitations to the Council's (and partners) use of powers and have been encouraged to report any further incidents or information and intelligence regarding those involved. The area has been added to the Police's patrol strategy, a portable CCTV camera has been installed as a temporary measure to try to capture some of the issues and a number of interventions have taken place with some young people being identified, where partners are working with the local High School to prevent and deter further incidents.

In the period April – September 2019 the Council received a total of 10 complaints regarding anti-social behaviour, 3 of these complaints were regarding a single incident.

In the period June – September 2019, Newcastle Neighbourhood Policing Team received 14 complaints regarding anti-social behaviour, which was reported to be a considerable increase to the previous quarter. On further investigation the increase was determined to be as a result of an incident connected to pupils at the school in June. At the time of writing the Council, Staffordshire Police and Staffordshire Fire and Rescue have received 1 complaint of anti-social behaviour in the location since 08/09/19, involving a motorbike.

## 2. **Issues**

### 2.1 **Overview of the Petition to Full Council**

A petition of 518 signatories was presented to Full Council in September by Cllr Robinson in respect of resident's concerns regarding anti-social behaviour at Clough Hall Park.

It makes requests to the Council in respect of:

1. Introduction of a Public Spaces Protection Order (PSPO) in the park
2. Installation of CCTV at the location
3. Improvement to boundary fencing at the location
4. Regular locking/unlocking of the park at night and after dark.

## 3. **Consideration of Petition requests**

### 3.1. **Introduction of Public Spaces Protection Order (PSPO)**

Public Spaces Protection Orders (PSPO) propose to deal with a particular nuisance in a particular area that is having a detrimental effect on the quality of life of the local community. It can prohibit certain things or require specific things to be done. An example of when a PSPO may be issued could be to help keep dogs under control within a public place such as a park. It may require that the dog is kept on a lead at all times and/or the dog is only allowed in certain areas. Alternatively, it may prohibit the consumption of alcohol in a specific place.

When deciding whether a PSPO should be issued at a location, the local authority must consider two things: firstly whether the behaviour is having a detrimental effect, or is likely to have this effect and secondly, whether the effect/likely effect of the activities is of a persistent nature making the behaviour unreasonable and rendering the order justified. This is decided by taking into account all available information including complaints received and the numbers of incidents over a period. If a PSPO is considered appropriate, a minimum 12 week consultation period is required before it can be authorised.

A PSPO can be made to apply to all people, or limited only to certain people aged 18 and over, and can be restricted to specific times in a specific location. Failure to comply with the order can result in a fine or a fixed penalty notice, which in the Borough is generally issued on the Council's behalf by a Police Officer.

Officers have considered the use of PSPOs in a number of locations, where there has been anti-social behaviour, involving young people and they are considered to be unfavourable because the penalty for a breach is financial, which in itself has not previously been a suitable or effective deterrent for young people aged under 18.

It is acknowledged that there are far more effective anti-social behaviour powers available for use by the Council, such as Community Protection Notices, which are used to ensure that parents of young people identified as being involved in anti-social behaviour, control their children's behaviour and therefore enforces the parental responsibility. The benefit of this power is that they can be used retrospectively and in conjunction with other sanctions, such as tenancy enforcement with a landlord and if not adhered to can progress to criminal sanctions and injunctions (as appropriate). Officers recommend that this is the preferred enforcement tool to use at the location because it is more efficient and effective with the cohort and issues identified at the location.

### 3.2. **Installation of CCTV**

Installation of CCTV at the location to increase surveillance could be considered but would not be a quick fix to any of the issues in the park at the current time. Officers have liaised with partners to fund portable cameras for use in hotspots areas, which are installed for a temporary period to monitor reported issues involving crime and disorder.

Officers are currently working closely with partners to progress an upgrade to the existing CCTV system in Newcastle town centre. This process has proved to be time consuming and costly to date. Partners have facilitated funding for the capital costs and Officers have explored options for future monitoring as a partnership arrangement with Stoke-on-Trent City Council, who have a purpose built CCTV centre set up.

Similarly, in order to seek to install permanent CCTV at the Clough Hall location, there would need to be considerable further investigation to explore the feasibility and suitability at the park, including;

- a survey by the colleagues from the Crime Prevention Team at Staffordshire Police to advise on most suitable options for surveillance and lighting at the location;
- establish if the required technical infrastructure is in place at the location to facilitate installation and whether appropriate electrics and media links are available (if not these would also need to be sourced and installed to enable the project to go ahead);
- if external funding can be identified to pay for the capital costs of the infrastructure and equipment installation;
- if revenue funding can be identified by the Council and/or its partners to cover the additional costs associated with monitoring and maintaining the equipment.

### **3.3. Improvement to boundary fencing**

Enhancing the fencing from standard 6 foot park fencing to say 10 foot high fencing would have significant costs which are not currently included in the corporate capital programme. The benefits of increasing the fencing would have limited benefits as some of the incidents have occurred in the day time when the park is open. For the fencing to be effective in the evenings then the park would need to be locked and adequate surveillance in place.

The Assets Team at the Council have walked the full boundary of the park and could not see any fences down or broken. The only area that may appear a little damaged is to the rear of a small number of private houses, which is understood to be the responsibility of the owners / residents.

### **3.4. Regular locking/unlocking of the park**

Locking and unlocking of parks and open spaces, including Clough Hall Park, used to be undertaken on a daily basis by the Park Attendant Service, alongside a number of other cleansing, maintenance and security duties. The locking and unlocking rota comprised around 30 sites across the Borough, with around 80 different gates and doors, and required a significant staff resource to complete it 7 days per week, 364 days per year.

The security benefits of locking parks at night are not considered to be particularly effective, as access can still be gained by those determined to do so, and Police colleagues have indicated concerns regarding gaining access for their officers when called to an incident, if the gates are locked.

The Park Attendant Service has been reviewed and restructured on 3 occasions since 2011, with the aim of making efficiency savings and refocusing it's work into high priority tasks. The locking and unlocking rota was reviewed in 2012 and ceased at this time, as it was considered to be non-productive and resource intensive. However, there was a proviso that short term locking and unlocking of identified sites could be accommodated if particular issues arose in response to community concerns.

When the subsequent 2 restructures took place, culminating in the 2017 review, the Park Attendant Service was reduced down to two attendants and therefore any capacity to carry out locking and unlocking was lost. No locking or unlocking has been carried out since this time with the remaining limited park attendant capacity being directed into inspection, cleansing and maintenance tasks. It is considered that the cost of reinstating capacity to lock and unlock parks would be prohibitive, with limited security benefit.

#### 4      **Recommendations**

- 4.1    To refer the petition to the Health and Well Being Scrutiny Committee for consideration

#### **5.      Legal and Statutory Implications**

- 5.1    The Council has a statutory duty to work in partnership to prevent crime and disorder in the Borough.
- 5.2    The Council owns and maintains the Clough Hall park facility and the Pavillion at the location.

#### **6.      Equality Impact Assessment**

- 6.1    An Equality Impact Assessment has not been developed for this area of work.

#### **7.      Financial and Resource Implications**

- 7.1    There are no specific additional financial implications or commitments required from the recommendations of this report.

#### **8.      Major Risks**

- 8.1    There is a risk of reputational damage to the Council if it does not deliver its statutory duties lawfully and effectively.

#### **9.      Sustainability and Climate Change Implications**

- 9.1    N/A

#### **10.     Key Decision Information**

- 10.1   N/A

#### **11.     Earlier Cabinet/Committee Resolutions**

- 11.1   N/A

#### **12.     List of Appendices**

- 12.1   N/A

#### **13.     Background Papers**

- 13.1   N/A



## **NEWCASTLE-UNDER-LYME BOROUGH COUNCIL**

### **REPORT TO HEALTH, WELLBEING AND PARTNERSHIPS SCRUTINY COMMITTEE**

**02 December 2019**

**Report Title:** SPACE 2019

**Submitted by:** Natalie Noone, Senior Partnerships Officer

**Portfolios:** Community Safety and Wellbeing

**Ward(s) affected:** All

#### **Purpose of the Report:**

This report seeks to update the Scrutiny Committee on the coordination and delivery of SPACE 2019 for Newcastle under Lyme. This will include addressing the following questions:-

1. Does the Committee feel that the SPACE programme for Newcastle to date has been an effective way of addressing the issues of youth ASB?
2. Are there any improvements to the way that the programme was coordinated and delivered that should be considered to the 2020 programme subject to available funding?

#### **1. Introduction:**

- 1.1 SPACE 2019 is a programme of activities that runs during the school summer holidays across Staffordshire & Stoke-on-Trent. Young people aged between the ages of 8 and 17 can access the scheme. The Partnerships Team at Newcastle under Lyme Borough Council coordinate the programme for Newcastle under Lyme with funding from Staffordshire Commissioners Office.
- 1.2 Core funding is provided by the Staffordshire Commissioner for Police, Fire and Rescue and Crime across Staffordshire and Stoke-on-Trent. Activities have been delivered over the 7-week summer holiday of 2019 between the 22<sup>nd</sup> July and the 30<sup>th</sup> August.
- 1.3 SPACE 2019 in Newcastle was co-ordinated by a partnership working group facilitated by the Borough Council's Senior Partnerships Officer with involvement from JOG partners:-
  - Staffordshire County Council – Families First.
  - Staffordshire Police.
  - Newcastle Borough Council Leisure section.
  - SCVYS.

- 1.4 The total amount of funding allocated for the delivery of SPACE 2019 in the Borough was £21,891.84. The Provision was split into 2 elements:-

#### The Core Universal Offer

Four external providers and the Borough Councils leisure facility were to provide a wide range of activities across the age range and these included:-

- Jubilee2 Gym Passes (£9,444.97)
- Bee Active (£3,936.87)
- Staffordshire Clubs for Young People (£2,640)
- Streetgames (£3,920)
- Time4Sport (£1,950)

#### The Targeted Offer

A further 100 young people aged between 8 and 17 were given free Jubilee2 gym passes. These young people were identified / referred by professionals and in need of positive intervention to divert them away from engaging in anti-social behaviour.

## **2. Coordination and Programme Delivery Overview:**

- 2.1 Newcastle Borough Council coordinated and publicised SPACE 2019 programme of activities which included local media, social media, promotion through partners, schools and the local college. Queries were dealt with directly by Newcastle Borough Council and the services commissioned were evaluated on completion of the scheme along with provider's feedback and young person's feedback.
- 2.2 The evaluations completed highlighted the following for each activity:-

#### **Jubilee2 Gym Passes**

- 400 Universal membership passes (£15 per person) and 100 targeted (free of charge) membership passes were available for individuals aged 11 to 17 years old, (see breakdown of the gender and age ranges in the tables below).
- Leisure activities included swimming, climbing sessions and gym sessions.
- The membership pass has allowed them to use the facilities everyday throughout the holidays. Young people could use the gym daily between 10am to 5pm. They could go swimming daily (during any of the public/general swim sessions). This also includes / access to evening sessions and early morning.
- Climbing wall sessions had to be pre booked.
- Promotion undertaken through schools and social media seemed to attract most responses; parents seemed to be key in getting many young people signed up.
- Feedback was generally very positive and included feedback statements such as:
  - 'A great scheme to allow our daughter to use the pass everyday' & 'Great value for money'.
- In summary there were total attendances of; Gym sessions: 2,970, Swimming: 2,419, Climbing: 169 attendances. All available memberships were used as part of the universal offer (400). The targeted memberships (100) were more sporadic

in attendance and there were only 20% of these who attended the full programme each week.

### **Universal Offer**

Age	Female	Male
11	9	16
12	45	49
13	50	55
14	47	44
15	21	35
16	9	8
17	6	6
<b>Total</b>	<b>187</b>	<b>213</b>

### **Targeted Offer**

Age	Female	Male
11	3	8
12	8	6
13	7	10
14	10	11
15	10	13
16	3	8
17	0	3
<b>Total</b>	<b>41</b>	<b>59</b>

### Other Providers Attendance Overview

Provider	No. YPs	Attendances	Hours
StreetGames	271	720	1265
Time4Sport	43	154	308
Bee Active	19	54	324
SCYP	254	339	508
J2	500	5187	5187
<b>Total</b>	<b>1087</b>	<b>6454</b>	<b>6502</b>

### Bee Active

- Provided a mix of all sports, games, crafts for children aged 8-12 years.
- Activities were held at Newcastle under Lyme College and Newcastle under Lyme School between the hours of 9:30 – 3:30 between Wednesday to Friday.
- The feedback that Bee ACTIVE received was all very positive, parents were happy with the programme that was provided and very grateful that this was open to them. This year there were only a small number of cancellations which is great to see. It worked well, working alongside support workers and also they booked it on behalf of the parents of the families they had supported.
- Overall there were 180 sessions of multi-sport activity, including lunch, provided for children between the ages of 8 & 12 – all recipients from targeted cohorts referred by relevant agencies.
- Only 2 ‘no shows’ at most sessions – generally the same individuals.

### Staffordshire Clubs for Young People

- Provided youth club and archery sessions in Clough Hall Park and Talke
- The Talke afternoon club worked really well with a lot of parents giving positive feedback, this has prompted SCYP to plan for a food and fun Friday over next year’s summer period. It was noted that there was a lot more uptake from the younger age ranges for the provision than the older.
- As an addition as a reward for those regular attendants SCYP arranged a trip out for them which could be repeated should SPACE go ahead next year.
- There were 13 sessions hosted over the period.

### Streetgames

- Multisport activities on parks and open spaces at the following locations; The Whammy, Audley, Bradwell, Silverdale, Kidsgrove within the afternoons and evenings weekly or twice weekly.
- The young people who attended really enjoyed the activities on offer. Football, cricket and dodgeball were the most popular sports followed by other ‘invasion’ games created by the coaches like Capture the Flag.

- The parents that interacted with were really complementary to the coaches about the sessions and the fact that there were activities on offer for the young people to attend. This sentiment was also echoed by members of the community that enquired about the sessions when walking by.
- The parents that we interacted with were really complementary to the coaches about the sessions and the fact that there were activities on offer for the young people to attend. This sentiment was also echoed by members of the community that enquired about the sessions when walking by.
- The young people were particularly keen to take part in cricket due to the 'buzz' created by the Cricket World Cup. Large games of cricket took place at sessions throughout the holidays.
- 234 young people in the 5 targeted communities engaged in positive sporting activities – a reduction in levels of ASB for the period should ensue. A total of 1090 attendances were recorded.

### **Time4Sport**

- A programme of weekly multi sports took place at Clough Hall Park Kidsgrove (ST7 1DJ), Audley Park (ST7 8HB) and The Whammy (ST5 6HH).
- In total 13 sessions over the 2019 summer holidays were provided for young people aged 8-17 years old.
- Comments from individuals involved included..... 'We loved the dodgeball and rounder's activities'. 'It was great to make new friends and try new sports I have never tried before'. 'Hoping this will continue the next holidays'. 'Great to do some sports in the holidays. A lot of my friends don't live local so it was good to meet some new friends and try a range of sports'. 'My two loved the activities sessions Time 4 Sport did, we will back for more every week!'
- Numbers up from last year. Promotion of activities from everyone has helped the increase in numbers.
- 43 young people attended sessions in 3 targeted locations – 18 of these attended all the sessions provided in their location with an impressive average 80% attendance.
- Comments from the young people involved suggest a general satisfaction with the activity they attended.

### **3. Observations and learning from the evaluations:**

- 3.1 Advertisement and publicity of the SPACE scheme was considerably earlier this year with a save the date poster that went live early June with the full programme advertised mid-June. This contributed to a more coordinated approach and allowed for provisions to be booked up before the school holidays commenced. Gym passes were able to be obtained before the holidays which allowed for them to start the membership as soon as the 22<sup>nd</sup> July.
- 3.2 In comparison to SPACE 2018 where it was decided that we would only accept referrals for children & young people living within in Newcastle-under-Lyme this year it was extended to include those attending schools within Newcastle under Lyme. This allowed for groups of friends to attend the provision regardless if one lives outside of a Newcastle Borough post code area so to not exclude from them peer network.

- 3.3 The partnership approach to the co-ordination of SPACE activities in Newcastle ensured that we were able to best utilise the knowledge and skills of partners across sectors.
- 3.4 Most of the activities met, or exceeded targets for attendance and received positive feedback from attendees and agencies involved.
- 3.5 Generally speaking activities that required no booking were easier to manage, but the nature of such activities meant that levels of attendance did fluctuate.
- 3.6 Drop-in activities were focused on target hotspot areas as identified through the JOG: these being Audley, Kidsgrove, Knutton, Cross Heath, Silverdale and Park Site.
- 3.7 Healthier fitter lifestyles offered to younger individuals and the experience to participate at a young age, has been encouraged to continue after the summer holiday period.
- 3.8 It was reported that a range of positive new peer relationships have been made and that the children and young people attending learnt about working in a team with their peers.
- 3.9 For subsequent years it is recommended that could consider possibly having a different membership offer for 8 to 10 year olds, as there were a number of younger individuals wanting to attend. This would of course be subject to available funding.
- 3.10 A total of 6279 attendances of young people attended the SPACE scheme in 2019, who live within Newcastle under Lyme, which can be seen on the table below.
- 3.11 There were total of the following attendances for; Gym sessions: 2970, Swimming: 2419 and Climbing: 169.

Provider	No. YPs	Attendance	Hours
StreetGames	234	545	1090
Time4Sport	43	154	308
Bee Active	19	54	324
SCYP	254	339	508
J2	500	5187	5187
<b>Total</b>	<b>1050</b>	<b>6279</b>	<b>6327</b>

**4. Legal and Statutory Implications**

4.1 N/A

**5. Equality Impact Assessment**

5.1 N/A

**6. Financial and Resource Implications**

6.1 Due to the funding only allowing for a certain amount of provision there were certain young people who could not attend. This was the case for the Jubilee2 gym passes as most went within a three week period from advertisement. If any further funding is obtained next year we will look to increase the capacity of the provision and provide more gym passes.

6.2 Unfortunately for the scheme this year we did not have the benefit of the Detached Youth Service provision due to transformation of the service. This meant that a number of activities during the summer period could not go ahead this time which were predominantly outings, specific trips and fishing sessions. This provision for SPACE 2018 made up a total of 59 sessions that contributed to younger person's activities that they could engage in and had been missed this time.

4.3 The coordination of SPACE 2019 for Newcastle under Lyme was done through the Partnerships team within the Borough Council working with internal colleagues and partners.

**7. Major Risks:**

7.1 The level of OPCC funding for next year 2020 is unknown at this stage so we may not be able to provide this service.

**8. Sustainability and Climate Change Implications**

8.1 N/A

**9. Key Decision Information**

9.1 N/A

**10. Earlier Cabinet/Committee Resolutions**

10.1 N/A

**11. List of Appendices**

11.1 N/A

**12. Background Papers**

12.1 N/A





## NEWCASTLE-UNDER-LYME BOROUGH COUNCIL

### Report to Scrutiny

02 December 2019

**Report Title:** Operation and Marketing of Jubilee2

**Submitted by:** Executive Director Operational Services

**Portfolios:** Leisure and Culture

**Ward(s) affected:** All

#### **Purpose of the Report**

The report sets out the current operational issues at Jubilee2 and their impact on the centres' performance. Its purpose is to update Scrutiny on these issues along with marketing and other initiatives to manage risks identified.

#### **Recommendation**

That scrutiny provides constructive challenge to the approach set out to drive improvement in the service.

#### **Reasons**

Accountability for an environment where responsibility for services and decisions is clear and where those holding responsibility are answerable for future successes or failure of the service area.

#### **1. Background**

- 1.1 At your meeting of 19 June 2019 a request was made for Officers to provide a report to the Committee on the operation and marketing. This report sets out a number of current issues affecting the operation of the facility and a range of actions that are being taken to improve operational performance.
- 1.2 There are in the region of 3,000 members at Jubilee2 (J2), who along with pay and play customers drive significant footfall to the centre on a daily basis. The extensive facilities include: a competitive swimming pool; a studio pool with a moveable floor; a 14m high climbing wall and a 4m bouldering wall; a one-hundred station fitness centre; three studios; and changing and ancillary accommodation. An innovative activity programme is offered ensuring that the facility has a broad appeal to the residents, visitors and those working and studying in the Borough
- 1.3 Jubilee2 was developed to replace the ageing facilities at the Jubilee Baths and Knutton Recreation Centre. The capital investment of £10.5m produced a saving of £0.5m a year in revenue as the centre recovered its operating costs. The approved business model was based on market conditions at the time the centre was being developed and opened (2012). Since that time the health and fitness market has matured and changed significantly. National chains and proprietary owned boutique operators now account for a significant share of the local market.
- 1.4 Unfortunately a number of latent building defects have had an adverse effect on the operation and customer experience. These relate specifically to leaks from the Aqua Sauna affecting the changing village below and the quality of finish of the roof which is the cause of ongoing leaks on the main stair case.
- 1.5 These building defects have detracted from the quality of the facility having a negative effect on membership sales, income and incur additional expenditure.

- 1.6 Having recognised the impact of this on customers and performance at J2, this report identifies a number of initiatives that the service are seeking to progress to improve revenue performance, while supporting the process to address the outstanding building defects.

## 2. **Issues**

- 2.1 Due to the issues above the overall subsidy for Jubilee2 in recent years has exceed that budgeted. Subsequently an action plan has been prepared to identify opportunities to drive additional income and reduce expenditure. The actions and progress are summarised below in relation to the following areas.

- Improved Sales and Marketing
- Gym Refurbishment
- Reinstatement of the Aqua Sauna
- Generation of Advertising Income
- Climbing wall redevelopment
- Improved collection of direct debits
- Review and early implementation of new scale of fees and charges.

- 2.2 In addition to exploring new initiatives to drive income Officers are also implementing measures to reduce expenditure which include the following:

- Improved absenteeism management
- Improved energy management based on energy audit findings
- Installation of on-site chlorine generation from salt
- Replacement pool filter media, changing from sand to glass

### 2.3 Improved Sales and Marketing

In 2018 the marketing audit identified improvements in marketing and branding to attract and retain new customers. Subsequently Alliance Leisure was appointed in September 2019 to support marketing activities. Their support involves social media campaigns, the development of an annual marketing and retention plan, mystery shopping visits, staff training and support for commercial development. The contract with Alliance Leisure is to jointly deliver 15% growth in membership by September 2021, with a resultant increase in income to the Council of £45,000 per year.

### 2.4 Replacement of fitness equipment

The fitness suite at Jubilee2 currently consists of 100 pieces of fitness equipment which was installed as part of the original fit out of Jubilee2 in 2011. This layout was designed at the time to meet customer expectation following input from leading industry providers it has become apparent that there are opportunities, to provide a more diverse fitness offer, improve membership satisfaction, utilise the floor space to its maximum potential, and provide a commercial opportunity to increase membership up-take and retention.

The existing fitness equipment is now eight years old and is now coming towards the end of its useful life. This is therefore leading to the equipment breaking down more frequently and sometimes for a sustained period of time which has a negative impact on the customer's experience

A customer consultation exercise completed identified there is the need to incorporate functional, training, personal training, and small exercise classes into the gym.

Using the UK Leisure Framework an access agreement has been entered into with Alliance Leisure to provide advice on the optimum layout of the gym to drive revenue. The gym refurbishment is to be completed in April 2020 and will support additional membership sales.

### 2.5 Reinstatement of the Aqua Sauna

The Aqua Sauna had been leaking into the changing village below for a number of years. On the 13th May following Council investigations the Aqua Sauna was closed and subsequently stripped out to identify the full extent of the problem and any potential damage to that area of the building.

Following customer consultation professional advisors appointed to redesign the layout of the Aqua Sauna. The main contractor has been engaged with, made aware of the issues and are developing

their proposal to redevelop the Aqua Sauna. The Contractor's proposals to rectify the Aqua Sauna are anticipated in November 2019. Subject to the Council's agreement and financing of the scheme works are anticipated to commence as soon as possible. The re-launch of this area will greatly assist with retention of members.

2.5 Advertising Income

The information screens around the building have been identified as a resource for Income generation to support the overall revenue budget. A soft market test and procurement exercise undertaken in April-June 2019 led to Cabinet approval to award Strategi Solutions a contract to sell advertising space on the information screens. The anticipated income to the Council is expected to be £15,000 per annum from April 2020.

2.6 Climbing Wall Redevelopment

The climbing wall has failed to achieve its budgetary income target since opening, principally due to the opening of three dedicated climbing centres in the area at the time that J2 opened. Market research has been undertaken to identify alternative options for the use of the climbing wall area and an interactive climbing experience has been identified as the best fit to replace the climbing wall. An indicative scheme has been developed and capital costs for the scheme are to be finalised by January 2020. A business case is under development as proof of concept as a commercial operation that will support the longer term viability of Jubilee2.

2.7 Improved collection of direct debits

The current direct debit process relies on internal capacity which has reduced in recent years. The main concern is around the collection of monies owed on cancellation. Some months the Council writes off up to £3,000 in fees owed under contract. A soft market test has identified that there are specialist companies that demonstrates a significant opportunity for an improved service and reduction in fees written off. An options appraisal for the long term future management arrangements for the collection of memberships by direct debit is currently being prepared for consideration by EMT. The soft market test option identified that there is a potential to recover additional gym income through enhanced direct debit collection process and for realigning staff capacity to focus on customer retention.

2.8 Review and early implementation of new scale of fees and charges.

In discussion with Alliance we have reviewed our membership fee structure and price point and are looking to introduce changes from January, along with an impact sales campaign. The proposal is to reduce the membership fee where a 12 month contract is entered into and remove off-peak membership.

2.9 Improved absenteeism management

During 2018-19 absenteeism levels at Jubilee2 were well above the corporate target of 2 days each quarter per employee. This led to a significant overspend of around £55,000. The introduction of new corporate procedures has helped to manage absenteeism more efficiently and effectively across the service. In the first two quarters of 2019-20 absenteeism has fallen to below the corporate target.

2.10 Improved energy management based on energy audit findings

The utility bills in particular gas and electricity have exceeded budget in recent years. In recognising that some heat loss is occurring as a result of roofing defects it is essential to ensure that the heating and ventilating plant is operating at optimum efficiency. Therefore in June 2019 an energy audit was undertaken. The Audit identified immediate projected savings for gas and electricity of £9,600 through the reconfiguration of the air handling units and recommended a business case is developed to reclaim surplus heat being generated by the CHP unit.

2.11 Installation of on-site chlorine generation from salt

The original chlorine dosing equipment used calcium hypochlorite and was becoming problematic as it was coming towards the end of its life expectancy. More recent developments in technology provided the opportunity to replace the existing system with one that produces chlorine on site from salt. This has the following advantages: Salt is considerably cheaper than sodium hypochlorite; it is

more environmentally sustainable and produced locally (Cheshire); is safer to handle; and as it is produced according to the demands placed on the pool by bathers less chemicals are introduced to the pool water. In July 2019 a business case was approved to purchase an onsite chlorination system (from salt), which was installed in August 2019 and is likely to achieve a £6,000 a year saving.

2.12 **Replacement pool filter media, changing from sand to glass**

The pool water is filtered through sand filters. As part of the preventative maintenance programme for the pool plant it was identified that the sand in the teaching pool filters needed replacing in order to maintain the quality of the pool water. There are two options available for replacing the filter medium, these being sand or recycled glass. There is no price difference between the two, however glass was chosen as a recycled material and the experience of other recent conversions illustrating that they take less water to clean (backwash).

3. **Proposal**

- 3.1 That scrutiny provides constructive challenge to the approach set out to drive improvement in the service.

4. **Reasons for Proposed Solution**

- 4.1 To improve the operation and marketing of J2 as major elements of service performance.

5. **Options Considered**

- 5.1 That scrutiny supports or provides constructive challenge to the approach set out to drive improvement in the service.

6. **Legal and Statutory Implications**

- 6.1 Section 1 of the Localism Act 2011 provides the Council with the power to do anything that general individuals may do. This power extends to doing things that an individual may do which are unlike anything that the Council currently does. This power can be used for commercial purposes or otherwise. The Council may exercise this power for the benefit of the authority, its area or persons resident or present in its area.

7. **Equality Impact Assessment**

- 7.1 There are no equality implications arising directly for the Council

8. **Financial and Resource Implications**

- 8.1 The actions to date account for an improved position - forecast to be an improvement on last year's outturn of £131,323 against a target of £137,360

9. **Major Risks**

- 9.1 There are a number of risks to the operation that require proactive management. These are summarised as follows:
- 9.2 Competitive Risks – The service managing a mid-range priced leisure club next door to an established national budget gym chain.
- 9.3 Economic Risks – The budget provision at J2 excludes lifecycle costs. A business case has to be developed for expenditure to maintain the facilities in line with customer expectations.

- 9.4 Operational risks – officer capacity and critical latent defects
- 9.5 Reputation risks – loss of confidence in the building by staff and customers due to ongoing defects and closure of Aqua Sauna resulting in a reduction in the service offer and decline in membership.
- 9.6 Legal risks – lack of co-operation from building contractor in addressing building defects

10. **Sustainability and Climate Change Implications**

- 10.1 A number of initiatives are being taken forward, such as balancing of heating and ventilating controls, procurement of fitness equipment with an improved energy rating. These will reduce the building carbon footprint.

11. **Key Decision Information**

- 11.1 Not applicable.

12. **Earlier Cabinet/Committee Resolutions**

- 12.1 Cabinet July 2019

13. **List of Appendices**

None

14. **Background Papers**

None

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## HEALTH, WELLBEING AND PARTNERSHIPS SCRUTINY COMMITTEE

Work Programme 2019/20

Chair: Councillor Ian Wilkes

Vice-Chair: Councillor Julie Cooper

Members: Burgess, John Cooper, Gardner, Kearon, Moffat, Maxfield, Owen, Panter, Wright

Portfolio Holders covering the Committee's remit:

Councillor Jill Waring - Cabinet Member – Community Safety and Well Being

Councillor Mark Holland - Cabinet Member - Leisure and Culture



The following services fall within the remit of this Scrutiny Committee:

Health and Wellbeing	Leisure Facilities (Leisure Centers etc.)
Anti-Social Behavior	Museum and Art Gallery
CCTV	Community Recreation
Homelessness	Community Centers
Civil Contingencies / Emergency Planning	Parks and Gardens – Recreation and Leisure
Community Safety (Police and Crime Panel and Safer and Stronger Board (Crime and Disorder Reduction Partnership)	Britain in Bloom
Domestic Violence Reduction	
Business Crime Reduction	

Classification: NULBC **UNCLASSIFIED**

The core Work Programme is determined at the beginning of the municipal year. Issues can be added throughout the year with the Chair's approval or where a new priority area comes to the Committee's attention.

For more information on the Committee or its work Programme please contact Jayne Briscoe on 01782 742250 or at [jayne.briscoe@newcastle-staffs.gov.uk](mailto:jayne.briscoe@newcastle-staffs.gov.uk)

DATE OF MEETING	ITEM	BACKGROUND/OBJECTIVES
Monday 10 <sup>th</sup> September 2018	Newcastle Town Centre	To consider the Councils responsibilities, strategies, initiatives and involvement with partner agencies and including: <ul style="list-style-type: none"> <li>• The Purple Flag Scheme</li> <li>• Update on the Review of the Public Space Protection Order (PSPO)</li> <li>• 'Make in Count' Scheme</li> <li>• Homelessness</li> </ul>
	Emergency Planning	Scrutiny of the Boroughs preparations for the impact of Winter on the Provision of, and demand for, services. NB The remit for this Committee includes Civil Contingencies/Emergency Planning.
	Britain in Bloom	Evaluation report on the Boroughs involvement and participation in the 2018 Scheme.
	Update on Mental Health Challenge	
	Work Programme	To discuss the work programme and progress of scrutiny activity and to consider any amendment/additions to the Programme.
Monday 3 <sup>rd</sup> December 2018	Leisure Provision	<ul style="list-style-type: none"> <li>• Community Recreation and Leisure Strategy</li> <li>• Evaluation of impact and effectiveness of Educational Programmes</li> </ul>

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		<ul style="list-style-type: none"> <li>Kidsgrove Sports Centre – Community Group Business Plan</li> </ul>
	SPACE Scheme	Evaluation report on effectiveness of 2018 Scheme.
	Parkinson's Disease Feedback	Support and advice service for people with diabetes and Parkinson's Disease. From Councillors Panter and Maxfield on their review.
	Work Programme	To discuss the work programme and progress of scrutiny activity and to consider any amendment/additions to the Programme.
	CCTV Report on options to enhance the current CCTV provision within the Borough	
	Britain in Bloom (from 10 <sup>th</sup> September meeting)	Evaluation report on the Borough's involvement and participation in the 2018 scheme.
Monday 4 <sup>th</sup> March 2019	Consultation on the Future of Local Health Services in Northern Staffordshire	NSCCG invited to attend.
	Work being done to address the issue of monkey dust	
	Opportunities for adult learning at Brampton Museum	
	Feedback to officers on the Active Lives surveys	
Wednesday 19 <sup>th</sup> June 2019	Safeguarding	
	Work Programme	Review of the Impact of the Committee's Work. To discuss the work programme and potential topics that Committee members would like to scrutinise over the forthcoming year.

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Monday 9 <sup>th</sup> September 2019	Dementia	Dementia friendly activities in Newcastle-under-Lyme.
Monday 2 <sup>nd</sup> December 2019	Leisure Provision	Consideration of the marketing of J2.
	SPACE Scheme Evaluation	
	Domestic Violence	An examination of the incidence of domestic violence and the impact of local initiatives. Representatives from the Commissioner's Officer and Staffordshire County Council/Stoke-on-Trent City Council invited to attend.
Monday 2 <sup>nd</sup> March 2020		Investigation of ways to encourage greater use of the parks and green spaces to encourage physical and mental wellbeing.
Monday 1 <sup>st</sup> June 2020	Emergency Planning	Specifically in relation to climate change and the impact of flooding.
<p>Suggestions for potential future items:</p> <ol style="list-style-type: none"> <li>Feedback/Monitoring reports from bodies on which the Borough Council has member representation: <ul style="list-style-type: none"> <li>Healthy Staffordshire Select Committee -District and Borough Digest – summary of work of Committee</li> <li>Staffordshire Police and Crime Panel – summary of Panel discussions (ongoing)</li> </ul> </li> <li>Review of SPACE provision (December 2019 Committee)</li> <li>NHS Provision in North Staffordshire ( consultation exercise anticipated in Autumn 2018)</li> <li>Mental Health Challenge (ongoing)</li> <li>Dementia (considered at September 2019 meetings, ongoing)</li> <li>Child Sexual Exploitation (CSE) (report considered at 19<sup>th</sup> June 2019 meeting)</li> <li>Safeguarding (report considered at 19<sup>th</sup> June 2019 meeting)</li> <li>Domestic Violence (December 2019 committee)</li> <li>Counter Terrorism</li> <li>Purple Flag</li> <li>19<sup>th</sup> June 2019 June Meeting items suggested <ul style="list-style-type: none"> <li>An examination of the incidence of domestic violence and the impact of local initiatives – December 2019</li> </ul> </li> <li>Emergency planning specifically in relation to climate change and the impact of flooding.</li> <li>Examination of ways to encourage greater use of the parks and green spaces to encourage physical and mental wellbeing – March 2020</li> </ol>		

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| 13. | To receive a report of air quality (reported to 25 <sup>th</sup> November 2019 Economy, Environment and Place Scrutiny Committee) |
| 14. | Plans for the delivery of a no deal Brexit (County Council examining this)  |

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