

27 November 2015

## **COMMUNITY SERVICES AND LICENSING COMMITTEE**

A meeting of the Community Services and Licensing Committee will be held on **THURSDAY, 10 DECEMBER 2015** in the Council Chamber, Ebley Mill, Ebley Wharf, Stroud at **19:00**.



David Hagg  
Chief Executive

**Please Note:** This meeting will be filmed for live or subsequent broadcast via the Council's internet site (www.stroud.gov.uk). By entering the Council Chamber you are consenting to being filmed. The whole of the meeting will be filmed except where there are confidential or exempt items, which may need to be considered in the absence of the press and public.

### **AGENDA**

- 1        **APOLOGIES**  
To receive apologies of absence.
  
- 2        **DECLARATIONS OF INTEREST**  
To receive declarations of interest.
  
- 3        **MINUTES**  
To approve and sign as a correct record the minutes of the meeting held on 3 September 2015.
  
- 4        **PUBLIC QUESTION TIME**  
The Chair of the Committee will answer any questions from members of the public, submitted in accordance with the Council's procedures.

**DEADLINE FOR RECEIPT OF QUESTIONS**  
Noon on Monday 7 December 2015.

Questions must be submitted in writing to the Chief Executive, Democratic Services, Ebley Mill, Ebley Wharf, Stroud, and sent by post, by fax (01453 754957), or by Email: [democratic.services@stroud.gov.uk](mailto:democratic.services@stroud.gov.uk).

- 5        **UPDATE ON COMMUNITY AND CARE SCRUTINY COMMITTEE**  
To receive an update from Councillor Doina Cornell on the above.
  
- 6        **WORK PROGRAMME - 10 DECEMBER 2015**  
To consider the Work Programme for 2015/16 and update accordingly.
  
- 7        **REVENUE ESTIMATES – REVISED 2015/16 AND ORIGINAL 2016/17**  
To receive the revised estimates for 2015/16 and original estimates for 2016/17.
  
- 8        **REVIEW OF DESIGN AND TENDERING PROCESS FOR DURSLEY POOL  
FITNESS EXTENSION**  
To review the design and tendering process of the project.
  
- 9        **PERFORMANCE MONITORING**  
To receive an update on Performance Monitoring.
  
- 10       **MEMBERS' QUESTIONS**  
See Agenda Item 4 for deadline for submission.

#### **Members of Community Services and Licensing Committee**

Councillor Chris Brine (Chair)	Councillor Elizabeth Peters
Councillor Jonathan Edmunds (Vice-Chair)	Councillor Gary Powell
Councillor June Cordwell	Councillor Nigel Prenter
Councillor Stephen Davies	Councillor Steve Robinson
Councillor Julie Job	Councillor Chas Townley
Councillor John Jones	Councillor Penny Wride
Councillor Russell Miles	

## COMMUNITY SERVICES AND LICENSING COMMITTEE

3 September 2015

7.00 pm – 9.55 pm

Council Chamber, Ebley Mill, Stroud

# 3

### Minutes

#### Membership

Councillor Chris Brine (Chair)	P	Councillor Elizabeth Peters	P
Councillor Jonathan Edmunds (Vice-Chair)	P	Councillor Gary Powell	P
Councillor June Cordwell	P	Councillor Nigel Prenter	P
Councillor Stephen Davies	P	Councillor Stephen Robinson	P
Councillor Julie Job	P	Councillor Chas Townley	P
Councillor John Jones	P	Councillor Penny Wride	P
Councillor Russell Miles	A		

P = Present    A = Absent

#### Other Councillors Present

Councillor Geoffrey Wheeler

#### Officers Present

Head of Environmental Health	Community and Facilities Manager
Principal Accountant	Solicitor
Principal Procurement Officer	Democratic Services Assistant
Licensing Officer	
Public Spaces Officer	

#### Others Present

Interim Director of Public Health - Sarah Scott

Police & Crime Commissioner - Martin Surl

#### CSLC.010

#### APOLOGIES

Apologies for absence were received from Councillor Russell Miles.

#### CSLC.011

#### DECLARATIONS OF INTEREST

None received.

**CSLC.012**            **MINUTES**

**RESOLVED**            **That the Minutes of the Meeting held on 11 June 2015 are confirmed and signed as a correct record.**

**CSLC.013**            **PUBLIC QUESTION TIME**

None received.

**CSLC.014**            **WORK PROGRAMME 2015/16**

The Committee updated the work programme for 2015/16 to include the following additional matters to be covered at its next meeting in December:

- Task and Finish Group on Youth Strategy Feedback
- Task and Finish Group on Council Tax Scoping

**RESOLVED**            **To update and add the above to the work programme.**

**CSLC.015**            **PUBLIC HEALTH ANNUAL REPORT**

The Interim Director of Public Health presented the Public Health Annual Report to the Committee. Report headlines were:

- The annual public health grant in 2013/14 was £21.7 million with spending on alcohol and substance abuse the largest area of expenditure (£6.711 million). In June 2015 an in year cut to the annual grant of 6.2% was announced.
- The development and launch of a new Joint Strategic Needs Assessment (JSNA) platform in September 2015. This was initially a self-service data repository now reviewed and redesigned as a new digital platform/virtual bookshelf which can be more readily accessed by members of the public online.
- Gloucestershire Health & Wellbeing Board has instigated a programme of events focused around the five Gloucestershire health and well-being priorities.
- Looking at public health in 2015 and beyond, the emphasis will be on delivering value for money, managing the performance of commissioned services and the development of an appropriate quality and safety service framework. This will involve shaping and refining the public health “offer” by age, place and to ensure that services are commissioned responsive to need.
- Future progress areas will include a refresh of the Gloucestershire Health & Wellbeing Board’s delivery plans, a focus on developing a more representative patient voice and the planned recruitment of a permanent Director of Public Health.

**RESOLVED**            **To note the update.**

**CSLC.016**            **POLICE AND CRIME COMMISSIONER FOR GLOUCESTERSHIRE – ANNUAL UPDATE**

The Committee received an oral update from the Police and Crime Commissioner who gave an overview of current strategy. Key issues highlighted were:

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- A more streamlined and operationally efficient organisational structure. Gloucestershire is now policed as one county rather than the six divisions previously. The number of police superintendents has been reduced from eight to two.
- Heavy investment in new technology; the majority of police officers now have a mobile device which enables them to process 85% of their administrative work on this device rather than at the police station. This was rolled out from July.
- A review of police buildings and estates to ensure that they are fit for purpose. Compass House, Gloucestershire's new state of the art custody facility, was opened in January 2015.
- Partnership work with second sector agencies and the voluntary community sector is a key area of focus and investment. The Commissioner's Fund was set up to support schemes put forward by local residents to make their communities safer and reduce the perception of criminality within the local community. This fund currently supports twenty seven neighbourhood projects in Stroud including the Door Youth Project and a support system for older people, the GL11 Community Hub in Cam.

In reply to questions, the Police and Crime Commissioner confirmed:

- Two new mobile police stations have been purchased and will be in service shortly; they will not have a predetermined route but will have the flexibility to be able to respond to community need.
- There are currently no plans to close Stroud Police Station.
- The future of Gloucestershire's magistrate courts will be determined by the Ministry of Justice's ongoing national review of the court system.
- Parking obstructions are police issues but low operational priority for police officers; the GCC manages the enforcement of on street parking restrictions.
- The police send a response officer out to all burglaries to make an initial assessment.

**RESOLVED**                      **To note the update.**

**CSLC.017**                      **UPDATE ON APPOINTMENTS TO OUTSIDE BODIES – 2015/16**

**RESOLVED**                      **1. To note the update, and that  
2. No further appointments to outside bodies are required for 2015/16.**

**CSLC.018**                      **BUDGET MONITORING REPORT 2015-16 - QUARTER 1**

The Principal Accountant provided the Committee with an update on the General Fund Revenue budget and the Capital programme for 2015/16. Report headlines were:

- (111K) Underspend Housing General Fund - Salary savings within savings within private housing and underspend on homelessness.
- (32K) Overspend in Community Safety - Income shortfall on Careline line, Careline contract renewal overspend and overspend on abandoned vehicles.

- (28K) Underspend in Sport & Health Development - Salary saving and delay in launching cycle scheme.
- (35K) Underspend in Revenue and Benefits - Salary savings within the service.
- All Community Services Capital Schemes are on target (see Table 3 – Capital Outturn Forecast page 12). The level of capital spend for the first three months of the year is relatively low. Overall delivery of the capital programme is on track with significant spend budgeted for the Dursley Pool Fitness Extension.

**RESOLVED**                      **To note the outturn forecast for the General Fund Revenue Budget and the Capital programme for 2015/16.**

**CSLC.019**                      **GAMBLING ACT 2005 – STATEMENT OF PRINCIPLES**

The Licensing Officer introduced the Report on the Council's Statement of Principles under the Gambling Act 2005 which:

- Outlined the principles the Council will apply when exercising its functions under the Gambling Act 2005 for the three year period commencing January 2016 when the current Statement expires.
- Had been subject to public consultation from 15 June 2015 to 21 August 2015 (see Appendix 1 - Schedule of Consultation Responses and Working Party Comments).

**RESOLVED**                      **To note the report, and**  
**RECOMMENDED**              **The adoption of the revised Statement of Principles**  
**TO COUNCIL**                      **under the Gambling Act 2005.**

**CSLC.020**                      **LICENSING ACT 2003 – STATEMENT OF POLICY**

The Licensing Officer introduced the Report on the Council's Statement of Licensing Policy under the Licensing Act 2003 which:

- Outlined the principles the Council will apply when exercising its functions under the Licensing Act 2003 for a five year period commencing January 2016 when the current Statement expires.
- Had been subject to public consultation from 15 June 2015 to 21 August 2015 (see Appendix 1 – Schedule of Consultation Responses and Working Party comments).

**RESOLVED**                      **To note the report, and**  
**RECOMMENDED**              **The adoption of the revised Statement of**  
**TO COUNCIL**                      **Licensing Policy under the Licensing Act 2003.**

**CSLC.021**                      **TREE MANAGEMENT POLICY**

The Public Spaces Officer outlined a report to Committee on the adoption of a policy for the management of the Council's tree stock to ensure that the Council:

- Complies with its duty of care to ensure that trees in its ownership are managed in accordance with relevant legislation and in a manner that ensures public safety and minimises risk to property.
- Delivers a consistent service across the Authority; the Policy provides clarity to Officers and the public as to what constitutes a reasonable request for tree works.
- Ensures value for money in respect of tree works.
- Reflects best practice in respect of tree management by allowing resources to be redirected away from damaging and unnecessary tree works and towards a proactive inspection regime.

**RESOLVED**

1. **That the following wording be added to the list of Policies as set out in Appendix A to the draft Tree Management Policy:**

**“Prior to works being carried out on mature tree the potential for bat roosts will be assessed. If it is found that there are features within the tree that are likely to be suitable for bat roosts, a survey will be carried out. If bat roosts are found to be present appropriate mitigation measures will be implemented before any work takes place”.**

2. **To note the report and to adopt the draft Tree Management Policy.**

**CSLC.022**

**PERFORMANCE MONITORING**

Councillors John Jones and Julie Job gave a performance management update:

- The underspend of £40K to the service figures for homelessness prevention was an indicator that the Council’s early intervention strategies in this area was proving effective. The recovery process has been improved over the last year resulting in a higher level of income being obtained.
- Dursley Pool Fitness Extension has now reached level 8 of the risk assessment due to extra materials and costs incurred. The Committee were reminded that a project update will be provided by the Dursley Pool and Sports Centre Manager at the next CSLC meeting in December.
- Future confirmed projects include the Walled Garden Project (MITP) and the replacement of pay parking machines.

**RESOLVED**

**To note the update.**

**CSLC.022**

**MEMBERS’ QUESTIONS**

None received.

The meeting closed at 9.55 pm.

**Chair**

2015/16 Work Programme for Community Services and Licensing Committee

**(NB. Additional matters will be added by the Committee)**

<b>Date of meeting</b>	<b>Matter to be considered (i.e. insert report / project title)</b>	<b>Notes (e.g. lead member and officer)</b>
11.06.15	i. Work Programme 2015/16	Chair and Strategic Head Customer Services
	ii. Appointment of Performance Monitoring Representatives	Chair
	iii. Appointments to Outside Bodies	Chair
	iv. Task and Finish Group on Youth Strategy verbal update	Cllr S Robinson as lead on Task and Finish Group
03.09.15	i. Update on Appointments to Outside Bodies	Chair
	ii. Public Health Annual Report	Director of Public Health
	iii. Statement of Principles for Gambling	Principal Licensing Officer
	iv. Statement of Licensing Policy	
	v. Police and Crime Commissioner (PCC) verbal report	Annual event PCC and Community & Facilities Manager
	vi. Tree Maintenance Policy	Public Space Manager
	vii. Budget Monitoring Report 2015/16 (Q1)	Accountancy Manager
	viii. Performance Monitoring	Cllr J Jones and Cllr J Job
10.12.15	i. Budget Proposals for 2016/17	Accountancy Manager
	ii. Verbal update on Review of Design and Tendering process for Dursley Pool Fitness Extension	Dursley Pool & Sports Centre Manager (update following a Members Information Sheet Nov 2015)
	iii. Performance Monitoring	Cllr J Jones and Cllr J Job
	iv. Update on Community and Care Scrutiny Committee	Cllr Doina Cornell
04.02.16	i. Budget Monitoring 2015/16 (Q3)	Accountancy Manager
24.03.16	i. Performance Monitoring	Cllr J Jones and Cllr J Job



**Information sheets**

<b>Date sent (ref no.)</b>	<b>Topic</b>	<b>Notes (e.g. responsible officer)</b>
5/6/15	Licensing Policies	Senior Licensing Officer
5/6/15	Community Services and Licensing Information Sheet	Strategic Head of Customer Services

**Forward Plan** - Report, Member Information Sheet (MIS), Task and Finish (T&F), Information Evening

<b>Date</b>	<b>Topic</b>		<b>Lead Officer/Member</b>
Sept/Oct 2015	Facilities and Community Services staff restructure (phase 2)	MIS	Facilities and Community Services Manager
22 Oct 2015	Update on Welfare Reform, Universal Credit, Social Rented Sector Room Restriction, Discretionary Housing Payments	Members Information Evening for all councillors	Chair of CS&L Committee, Strategic Head Customer Services
Nov 2015	Review of Design and Tendering process for Dursley Pool Fitness Extension	MIS	Dursley Pool & Sports Centre Manager
March 2016	Health and Wellbeing Plan annual update	MIS	Head of Environmental Health
17 March 2016	Provisional date arranged, agenda TBA	Members Information Evening	Chair of CS&L Committee, Strategic Head Customer Services
Sept 2016	Youth Strategy	Report (T&F to consider earlier date of March 2016)	Cllr S Robinson (lead on Task and Finish Group) and Senior Hear by Right Officer
TBA	County Council Health and Social Care Scrutiny Committee feedback	MIS or verbal update	Cllr D Cornell

**STROUD DISTRICT COUNCIL**  
**COMMUNITY SERVICES AND LICENSING**  
**COMMITTEE**

**AGENDA**  
**ITEM NO**

**7**

**10 DECEMBER 2015**

<b>Report Title</b>	<b>COMMUNITY SERVICES AND LICENSING COMMITTEE REVENUE ESTIMATES – REVISED 2015/16 AND ORIGINAL 2016/17</b>
<b>Purpose of Report</b>	To present to the committee the revised estimates for 2015/16 and original estimates for 2016/17
<b>Decision(s)</b>	<b>The Committee RECOMMENDS to Strategy and Resources Committee</b> a) the estimates set out in the report be approved b) Growth and investment, as set out in paragraph 11 of the report is included in the Council's budget plans for 2016/17
<b>Financial Implications and Risk Assessment</b>	The estimates have been incorporated into the Council's MTFP which is being presented to Strategy and Resources committee in January 2016.  David Stanley, Accountancy Manager Tel: 01453 754100 Email: <a href="mailto:david.stanley@stroud.gov.uk">david.stanley@stroud.gov.uk</a>
<b>Legal Implications</b>	There aren't any significant legal implications arising from this report. Karen Trickey, Legal Services Manager & Monitoring Officer Tel: 01453 754369 Email: <a href="mailto:karen.trickey@stroud.gov.uk">karen.trickey@stroud.gov.uk</a>
<b>Report Author</b>	Adele Rudkin, Accountant Tel: 01453 754109 Email: <a href="mailto:adele.rudkin@stroud.gov.uk">adele.rudkin@stroud.gov.uk</a>
<b>Options</b>	The Administration will be considering its budget options at the Strategy & Resources committee meeting on 07 January 2016. Council will consider the overall budget position for 2016/17 on 28 January 2016.
<b>Performance Management Follow Up</b>	Budget monitoring reports are presented to committee in September and February each year, with the outturn reported to Strategy and Resources Committee in June 2016.
<b>Background Papers/ Appendices</b>	None

## Background

1. The Medium Term Financial Plan (MTFP) sets out a projection of General Fund Expenditure over the 5 year period 2015/16 to 2019/20. This report sets out a detailed analysis of the changes to the Community Services and Licensing committee budget for 2015/16 (Revised Estimates) and 2016/17 (Original Estimates).
2. **Due to the volume of information contained in the report, it would be helpful where members have questions on matters of detail if they could be referred to the report author or the appropriate service manager before the meeting**

## Revenue Budget position

3. The net General Fund Revenue budget for 2015/16, approved by Council in January 2015, was £15.298m. The original budget for the Community Services and Licensing committee was £5.683m. This is then used as the base budget for the 2015/16 revised estimates and 2016/17 original estimates, incorporating changes arising from unavoidable inflationary cost pressures, budget pressures and efficiency savings.
4. The original estimate for Community Services & Licensing Budget for 2016/17 is **£5.839m, an increase of £156k** on the base budget. This is largely due to accounting adjustment for pension costs **£186k**, with other significant budget changes being pay inflation and national insurance changes of **£138k**, budget pressures of **£18k**, and budget and efficiency savings of **(£101k)**. Table 1 provides a summary of the changes to the 2015/16 and 2016/17 estimates.

**Table 1 – Summary of changes from the 2015/16 Original Budget**

	2015/16 Original Estimate (£'000)	2015/16 Revised Estimate (£'000)	2016/17 Original Estimate (£'000)
<b>Community Services &amp; Licensing</b>			
<b>Original Budget</b>	<b>5,683</b>	<b>5,683</b>	<b>5,683</b>
2014/15 budgets carried forward		162	0
Technical adjustments		(26)	(26)
Reversal of prior year Budget Proposals			(30)
Pay inflation, National Insurance 2016/17			138
Price inflation & income inflation		(2)	(3)
<b>Base Budget</b>	<b>5,683</b>	<b>5,817</b>	<b>5,762</b>
Previous policy decisions			(26)
Budget pressures		16	18
Efficiency savings		(42)	(101)
Pension accounting adjustment			186
<b>Net Service Revenue Expenditure</b>	<b>5,683</b>	<b>5,791</b>	<b>5,839</b>

**Table 2 - Details of the changes to the Committee's revenue budgets**

<b>Community Services &amp; Licensing Committee</b>	<b>2015/16 Original Estimate (£)000's</b>	<b>2015/16 Revised Estimate (£)000's</b>	<b>2016/17 Original Estimate (£)000's</b>
Community Safety	117	99	78
Abandoned Vehicles	6	5	6
Careline Services	(40)	(30)	(25)
Neighbourhood Wardens	242	238	255
Car Parks Enforcement	63	62	69
Stroud and Dursley CCTV	41	41	41
<b>Subtotal Community Safety</b>	<b>428</b>	<b>415</b>	<b>423</b>
Hear by Right / Youth Services	90	118	92
Strategic Head (Customer Services)	195	188	198
Grants to Voluntary Organisations	337	337	337
Customer Service Centre	386	386	421
Gardening Assistance Scheme	15	15	0
Homelessness	132	131	130
Homelessness Prevention	182	182	146
Housing Strategy	86	85	92
Housing Act Advances	4	4	4
Private Housing	241	238	250
<b>Subtotal Housing (General Fund)</b>	<b>660</b>	<b>655</b>	<b>621</b>
Public Space Service	299	298	320
Cemeteries	63	63	67
Amenity Areas	119	119	144
Commons and Woodlands	14	14	14
Stratford Park Grounds Maintenance	170	183	183
Stratford Court	13	0	0
Grassed Areas Contribution to HRA	170	170	170
Public Conveniences	289	288	330
<b>Subtotal Public Spaces</b>	<b>1,138</b>	<b>1,135</b>	<b>1,228</b>
Business Rate Collection	(100)	(100)	(101)
Council Tax Collection	305	305	319
Council Tax Support Admin	136	130	106
Rent Allowances and Rebates	(77)	(77)	(77)
Housing Benefit Administration	141	140	185
<b>Subtotal Revenues and Benefits</b>	<b>405</b>	<b>398</b>	<b>432</b>

<b>Community Services &amp; Licensing Committee</b>	<b>2015/16 Original Estimate £'000's</b>	<b>2015/16 Revised Estimate £'000's</b>	<b>2016/17 Original Estimate £'000's</b>
Licensing	(66)	(67)	(59)
Arts and Culture	4	0	0
Museum in the Park	453	464	490
Subscription Rooms	283	282	302
Tourism	151	151	157
<b>Subtotal - Arts and Culture</b>	<b>892</b>	<b>897</b>	<b>950</b>
Health and Wellbeing	35	35	37
Sport and Health Development	122	153	130
<b>Subtotal - Sport &amp; Health Dev.</b>	<b>157</b>	<b>187</b>	<b>167</b>
Dursley Pool and Sports Centre	265	353	236
Joint Use Sports Centres	70	61	65
Stratford Park Leisure Centre	727	727	727
<b>Subtotal - Sports Centres</b>	<b>1,062</b>	<b>1,141</b>	<b>1,028</b>
<b>COMMUNITY SERVICES Total</b>	<b>5,683</b>	<b>5,791</b>	<b>5,839</b>

\* Support service charges are not included within the committee's budgets for reporting purposes and will be included within the overall General Fund budget to Strategy and Resources committee.

## 5. Technical and Prior-year adjustments

The 2015/16 revised estimate includes budgets carried forward from 2014/15, as approved by Strategy and Resources on 25 June 2015 of **£163k**.

The following budgets have been amended reflecting the time-limited budget proposals from previous years:

- **Removal** - Welfare Reform – **£30K**
- **Addition** - In House Enforcements Agents (**£35K**) – part of the budget proposals agreed at Council on January 2015 to provide a service In-house and create additional income to fund other essential services. A lower risk strategy has been adopted initially with enforcement now being carried out at the first stage and more problematic debts will continue to be passed to our existing providers for enforcement and removal. This will mean gradual change as we move towards a full enforcement agent service. A budget pressure of **£15K** has been added into 2016/17 budget to reflect this.

In 2015/16, there is a **transfer of service** included in the technical adjustment total. This reflects the re-structure of the Community Safety and Facilities Service. This is a percentage re-apportionment of the management salary budget that will now sit within Strategy and Resources Committee.

## **6. Inflation**

### **Pay Inflation**

For 2016/17 salary budgets have been increased by an initial 1% in line with budget strategy. Specific pay budgets have also been increased to reflect the higher Living Wage of £8.25, as set by the Living Wage Foundation in October 2015.

### **National Insurance Contributions**

From 6<sup>th</sup> April 2016 Employers National Insurance Contributions will be changing due to the introduction of the new State Pension. Both employers and employees will pay the standard rate of National Insurance instead of the contracted-out rate. For employers the standard rate of National Insurance is 13.8% of all earnings above the secondary threshold, we will no longer get the national 3.4% rebate on the proportion of earnings.

### **Price inflation**

A 2% increase on contract budgets has been added to allow for inflation and 3% on software licenses in line with the budget strategy.

### **Income inflation**

The Budget Strategy report recommended that fees and charges for 2016/17 should be increased by 2% unless to do so would have a detrimental impact on the service. With these two issues in mind, a number of income targets have been revised slightly and the remaining income budgets have only been increased where it is considered achievable.

The 2015/16 original estimates take into account revised prices for Community Safety and Cultural Services set under delegated authority.

## **7. Budget Pressures & Savings**

Table 3 provides a detailed overview of the budget pressures for 2015/16 and 2016/17, which have been incorporated into the General Fund budget.

The council has been working on identifying savings for the Medium Term Financial Plan (MTFP) since July 2015 and these have been reviewed by Strategic Heads and Committee chairs and vice-chairs. Further consultation on the budget and efficiency savings took place with all committee members in September 2015.

**Table 3 – Budget Pressures and Savings**

<b>Budget</b>	<b>Reason for Budget Pressure or Saving</b>	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>
Community Safety	Increased charges for Tunstall Service which supports Careline	16	16
Cultural Services	Rise in Insurance premium for storing Museum artifacts at Lansdown Art College		2
Community Services	Excess mileage budget removed from budgets where there were consistent underspends	(31)	(31)
Cultural Services	Transfer of Wootton JUSC back to Sports Wootton Ltd - removal of budget	(11)	(11)
Homelessness	Savings offered from overall surplus budget within payroll		(2)
Community Safety	Salary Savings due to restructure of Community services and Facilities Management service		(18)
Environmental Health	Cessation of Gardening Assistance Scheme		(15)
Homelessness prevention	Additional funding not required as Central government have increased their grant		(20)
Subscription Rooms	Proposed generation of additional income		(5)
Community Services	Previous Policy Decisions - Dursley Pool (£81K), Waste Management Contract £75K, In house enforcement agents (£20K)		(26)
<b>Total Community Services and Licensing Committee</b>		<b>(26)</b>	<b>(109)</b>

## 8. Pension Accounting Adjustment

In order to meet CIPFA's accounting requirements around the net total cost of services, certain pension costs should be included in service budgets, but are in effect reversed out 'below the line' so as not to impact on council tax payers. For 2016/17, the amount we need to reflect in service budgets has increased by £186k.

## 9. Capital Programme

Table 2 below sets out the revised budget for the committee's capital schemes for 2015/16 and the 2016/17 capital programme. This takes into account changes in the capital budgets already approved by Council and any slippage of capital expenditure already reported to the committee. It does not include any new capital schemes – these will be considered by Strategy and Resources committee in the Capital Programme report in January 2016.

**Table 4 – Capital schemes 2015/16 and 2016/17**

<b>Community Services and Licensing Capital Schemes</b>	<b>2015/16 Original (£)000's</b>	<b>2015/16 Revised (£)000's</b>	<b>2016/17 Original (£)000's</b>
LA Social Housing	72	72	0
Private Sector Housing Strategy	340	401	215
Dursley Pool Fitness Extension	1,250	1,336	0
Walled Garden project (MITP)	140	164	0
Other Capital spend	0	0	0
<b>TOTAL Capital</b>	<b>1,802</b>	<b>1,973</b>	<b>215</b>

Strategy and Resources committee will consider the overall Capital Programme for the council at their meeting in January 2016, and any change to the profile of spend will be reported at that meeting. It is not expected that any change to the total capital budget for the schemes shown above will be required. There remains some uncertainty around the level of resource for the Private Sector Housing capital scheme, as the funding for Disabled Facilities Grants is included in the Better Care Funding provided to Gloucestershire County Council. For the purposes of this report we have assumed that the County Council will continue to fund the Gloucestershire Districts at 2014/15 levels.

## **10. Growth and Investment**

The Growth and Investment items that Community Services committee is recommending to Strategy and Resources committee are shown below:

- **Welfare Reform (£30k in 2016/17 only)** – continued support for organisations such as the CAB, Stroud Food Bank and the Credit Union who provide essential services to vulnerable people during difficult financial times.



**STROUD DISTRICT COUNCIL**  
**COMMUNITY SERVICES AND LICENSING**  
**COMMITTEE**

**AGENDA**  
**ITEM NO**

**8**

**10 DECEMBER 2015**

<b>Report Title</b>	<b>REVIEW OF DESIGN AND TENDERING PROCESS FOR DURSLEY POOL FITNESS EXTENSION</b>
<b>Purpose of Report</b>	To Review the Design and Tendering Process of the Project.
<b>Decision(s)</b>	<b>To note the report</b>
<b>Consultation and Feedback</b>	N/A
<b>Financial Implications and Risk Assessment</b>	There are no financial implications directly arising from this report  Ian Garrett – Principal Accountant Tel: 01453 754344 Email: ian.garrettstroud.gov.uk  Report author to comment on the Risk Assessment
<b>Legal Implications</b>	There are no material legal implications arising from this report.  Alan Carr Solicitor Tel: 01453 754357 Email: alan.carr@stroud.gov.uk
<b>Report Author</b>	Angela Gillingham/General Manager (Dursley Pool & Sports Centre) Tel: 01453 546441 Email:angela.gillingham@stroud.gov.uk
<b>Options</b>	1. Consider recommendations for future projects
<b>Background Papers/ Appendices</b>	Appendix A – Extension Timeline and outcomes.

**1. BACKGROUND**

1.1 Dursley Pool Fitness Extension project expenditure was originally set at £1.4m in December 2012, with a build price of £1.1m including contingency. The remainder of costs were for design, consultancy and equipment. £150,000 was added to the project to provide a Combined Heat and Power solution in December 2014.

- 1.2 In December 2014 the project's cost consultant reported a significant increase in the construction industry with the build price of £1,326,830. This later translated into an industry growth of 19.7%. As a result additional funds of £95,000 were agreed at Strategy and Resources committee in June 2015 as long as a review of the project process and design took place.

## **2 FITNESS EXTENSION REVIEW**

- 2.1 See Appendix 1

## **3 FINDINGS OF THE REVIEW**

- The reception and front entrance had not been considered for development within the original project concept due to original plans being kept on one level.
- Accurate costs cannot be applied to designs until they have been fully developed
- £100,000 contingency was added to the project however this did not take into account industry growth of 19.7%.
- Combined Heat and Power funds and scope was not added to the original project as part of the original design
- Expenditure was not recalculated until the project was fully underway despite the time frame from the original calculations.
- All procurement options were not explored in depth due to Stroud District Council having a preferred procurement route for building projects at this time.
- Procuring Architects separately to building contractors takes a long time which ultimately has an effect on the overall costs.

## **4. RECOMMENDATIONS FOR FUTURE PROJECTS**

- Provide a start up budget to explore design ideas in order to achieve greater accuracy on costs
- All building projects should carry an additional contingency to allow for industry growth
- All projects to be recalculated if there is a change in scope and predicted industry growth.

- Procurement process to be reviewed in order to see if the time it takes from project conception to procuring the services can be shortened in order to accurately prepare expenditure budgets.
- Greater exploration of combined design and build in order to reduce the time for Procurement.
- All managers embarking on large projects to receive full training on project management and procurement before the start of the project.

## 5. SUMMARY

5.1 In hindsight there are a number of areas which could have been completed differently on this project but which can also be applied as lessons learnt for future developments within the council.

5.2 The table in 5.3 shows the original expenditure and where additional funds are required to complete the project

5.3 Expenditure Summary provided in table below.

Original expenditure	£1,400,000
CHP Funding	£150,000
Section 106 allocated funding	£33,000
Changing places - disabled change facility	£18,000
Condition survey expenditure from revenue budget and toilet block demolition	£20,000
Surplus from 2014/2015 operational budget	£50,000
<b>Initial total cost</b>	<b>£1,671,000</b>
Architect/consultant/general fees	£150,000
Build costs including CHP and disabled change and contingency	£1,615,505
<b>Total Expenditure</b>	<b>£1,765,505</b>
<b>Additional Funding Required (nearest £1,000)</b>	<b>£95,000</b>

Fitness Extension Timeline  
Appendix 1

Fitness Extension timeline - Appendix 1

Date	Action	Outcome	What could have been completed differently
Nov-12	Met the Chief Executive (CE) at an informal visit to the pool to see how the centre was performing and to meet some of the team on site. The (CE) asked me if I had any ideas on <b>Invest to Save</b> . I pitched my concept to extend the facility. He was asking all managers to consider ideas.	I was asked to put together a full business proposal.	
Dec-12	Met with Building Programmes Manager SDC (BPM) to go through the figures for the extension. The costs came in at approximately £1m build based upon dimensions and materials. This was based upon a footprint of 600sqm. The measurements were based upon Sport England recommended size for the number of participants. No clear design had been made at this point as no funds had been allocated. Consultants were asked to complete the same exercise and include other costs associated with a leisure build. This included design fees, consultancy and equipment. As I had no experience in this area I asked the (BPM) to review the figures and he was happy with what they had suggested for design and consultancy costs.	Both build costs came in at £1m. A contingency of £100,000 was added along with design and equipment fees which is where the 1.4 million original figure was generated. The consultants went a step further and put together a tentative business plan based upon hitting 1000 members in year 3 of operation. All figures were very encouraging. The original building concept was based upon a single storey extension.	At this point we were only focused on the new areas which included the studios, gym and associated change facilities. We did not factor any changes to reception or the entrance. The assumption at this point was to keep reception and the entrance unchanged as we were looking at a single storey extension. <b>Potential Reception changes could have been considered at this point.</b> The economy was in the midst of a recession so the building industry costs were extremely competitive. We should have factored into the cost of the build an additional contingency figure to take into account growth within the industry. <b>Recommendations: 1. Expenditure budget for design should be available to gain accurate costs for future projects. 2. A contingency to allow for industry growth should have been allocated to the budget.</b>
Jan-13	Using the existing Operational Budget from Dursley Pool, I commissioned a latent demand study to see if the project was viable and that the vision of 1000 members would be achievable within the area. The study was conducted by Leisure data base who use local demographic information along with statistics provided by Sport England profiles on latent users. (Latent users are potential customers who would use the centre if the correct facilities were available to them within a 3 mile radius)	A full business plan was drawn up which supported the development using existing knowledge of the business, operational costs, latent demand figures and future forecast of potential income. The centre has a very popular learn to swim programme which pulls participants from a much wider demographic. This knowledge fully supported the plan as we are able to reach further than the three mile radius.	
Jan-13	Met with Dursley Town Council(DTC) to discuss the concept of the extension	DTC were happy with the proposal but keen to keep as many car parking spaces as possible, they did not want to lose the footpath as this was the only direct access from the Recreation Ground, and wanted to keep the trees. Explored the option of relocating the footpath next to the Supermarket. Agreed to arrange another meeting once the project received approval.	
Feb-13	Met consultants to go through my business plan and the costs of the build.	Costs were on par with the work the (BPM) had completed. I was confident that the build price was accurate based upon the concept.	Combined Heat and Power was not part of the discussion at this point as the project for CHP had not been agreed.
Jul-13	Presented the plan to corporate team.	Tasked to get an independent business consultant to confirm my figures.	
Aug-13	Engaged a business consultant to investigate the concept and write a business plan based upon my plan and concept. I received the consultancy report in September 2013 confirming that the plan made good business sense and the goal of removing subsidy from the council would be achievable within 10 years, with a year on year reduction.	3 quotes sourced - chose consultant - report written. This was funded from the Dursley Pool operational budget. Arranged a meeting with the consultant to discuss the findings so that I fully understood the numbers being presented within the plan. I met with SDC Accountancy Manager to verify the figures and make sure finance were happy with the business plan and could see the benefit to the council.	
Sep-13	Attended Leisure Industry Week ( LIW) a trade show for the leisure industry to research and gather background on equipment, flooring, locker provision and programmes.	Used research to write the Architect's specification and gather information on equipment costs and functionality.	
Sep-13	Section 106 money allocated to project if the project is approved.	£33,000 allocated.	
Oct-13	Prepared capital funding form and sent to (Principal Accountant) for him to circulate to Head of Service in readiness for the meeting. I also met with SDC (Procurement) to go through the process as I had not completed a formal tenders specification before.	She provided me with templates and an example of a recent IT procurement document. She went through the procurement process with me so that I understood the difference between the different levels of procurement and how it worked. This was the first of many meetings which took place regarding procurement of each area of this contract.	
Nov-13	I presented the capital plan to Heads of Service asset management group. This gave me the opportunity to present to non leisure managers who were able to ask in depth questions in relation to the plan.	The plan was given their seal of approval. The CHP was also given the green light in terms of investigation of its use at Stratford Park Leisure Centre and Dursley Pool. CHP had not been confirmed at this point so was not part of the plan or costs.	

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<b>Nov/Dec 13</b>	As the project had been given the go ahead from the asset management group, the (CE) presented the business plan to the Council Leader, and the Chair and Vice Chair of Community Services Committee .	All supported the project. As a result I was asked to present the plan at the community services committee.	
<b>Dec-13</b>	Presented the plan to Community Services Committee.	The plan was fully supported by the committee with a recommendation that it goes to S&R in the new year.	
<b>Dec-13</b>	Met with (SDC Legal) regarding the legal requirements and to gain understanding of what I would have to do if the project was approved. I had another meeting with (BPM) regarding the procurement process and the level of detail needed within the Architects specification.	Advised to put a form into SDC legal outlining the project and a member of the team would be assigned to the project. Completed the instruction to legal in December 2013. Started writing the Architects Specification.	
<b>Jan-14</b>	Met (Manager, Museum in the Park) as he was going through a similar process with the walled garden project.	He gave me advice based upon his experience and a sample specification which he used to procure his architect for his project.	
<b>Jan-14</b>	Met chair of community services committee to go through the benefits of the project so that she could answer questions at the council meeting	I was not asked to attend this meeting.	It would have been beneficial for me to have attended this meeting so that I could have answered the questions in detail.
<b>Jan-14</b>	Project given the go - ahead at the council budget meeting on the 23rd January 2014.	Detailed work on the specification for the Architect.	
<b>Feb-14</b>	Met with SDC Accountancy Manager regarding the process and next steps.	Project team set up which included: Strategic Head Customer Services, Accountancy Manager, Business Programmes Manager, Principle Procurement Officer, Infrastructure Manager, SDC legal and General Manager Dursley Pool & Sports Centre. Meetings were set up on a monthly basis to oversee each stage of the project.	
<b>Mar-14</b>	First project team meeting took place. I let the team know that the consultancy company had offered to run the entire project as a Design and Build and would bring it in on time and within the original budget.	I put this forward at the project team meeting, however Legal and Procurement made it clear that they felt it would have to go through the formal tender process. Legal suggested that a Design and Build model was a high risk approach and the risk to the council would be reduced were the two elements kept separate.	I did not know enough about building contracts and had to go with expert advice. I would in future explore the design build as this could have saved the council time and consequently money due to the rise in building costs. At this point we did not know the building industry was starting to recover. <b>Recommendation: 3. Once project is agreed go back to the expenditure and re-evaluate the costs. 4. Explore all procurement options before a decision is made. 5. Establish and agree risks from the outset, seeking further advice from Corporate team as appropriate.</b>
<b>Mar-14</b>	Updated Community Services Committee on the approach taken and who was representing the project team	Was asked to give relevant updates as and when necessary.	
<b>Mar-14</b>	Met with Legal and Business Programmes Manager to go through the architects contract type and specification.	Agreed the contract and Legal prepared the paperwork. Legal agreed the specification for the architect.	
<b>Mar-14</b>	Had first Combined Heat and Power( CHP) meeting with Strategic Head, Development Services, Senior Policy Officer, Business Programmes Manager, Community and Facilities Manager, Facilities Management Officer and Dursley Pool Technical Manager.	More work was to be completed on the CHP to make sure the costs of running it were beneficial to the centre. At this point it was assumed that the CHP would fit into the existing plant. It was not until later into the project when further investigation took place did it become apparent that the CHP would have to go into the new extension plant.	<b>Recommendation: 6. Although not agreed and fully specified the CHP could have been factored into the original architects specification and designed into the main project from the beginning. This would have set the project at £1,550,00 from the offset.</b>
<b>March/April 2014</b>	Placed advert for the architect in the Architects Journal.	Received 23 expressions of interest. 16 Architects responded. 7 were shortlisted. This process took 4.5 months to complete.	Can this process be stream lined. <b>Recommendation: 7. reduce the time taken to procure as this has an effect on project price.</b>
<b>Apr-14</b>	Looked Into Sport England funding	The timescales did not suit the project so could not bid for any external funding from Sport England.	Could have included funding timetables from prospective major funders in original draft.
<b>May-14</b>	New Legal representative appointed.		
<b>May-14</b>	CHP meeting.	CHP to be included in the extension project. Specification had already gone out to Architect. Full costs not agreed however advised that £150,000 was available for Dursley Pool.	Full specification still to be worked out. At this point we still did not know the full size of the unit needed.
<b>May-14</b>	visited EXPO in Birmingham - Trade show for the fitness industry to gain further insight into equipment needed. Received procurement training on the portal.	Started work on establishing equipment requirements. Procurement training to be used for the building contractor.	
<b>May-14</b>	Two project team meetings took place as we were in the middle of procuring the architect.	Informed team of progress at each meeting.	
<b>Jun-14</b>	Shortlisted Architects with Buildings Programme Manager.	Met with legal to ensure he was happy with the Invitation To Tender (ITT) documents. Sent the ITT documents to the 7 shortlisted architects. Rejection letters sent to unsuccessful architects.	
<b>Jun-14</b>	Responded to architect questions and arranged meetings for them to visit the site.	This process continued within the timeframe specified in the ITT documents.	

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<b>Jun-14</b>	Met the newly appointed chair and vice chair for Community Services and Licensing Committee.	Went through the project with them so they were fully aware of what the council was trying to achieve regarding the extension.	
<b>Jul-14</b>	Scored tenders and appointed preferred architect.		
<b>Aug-14</b>	Updated project team on the chosen architect.	Notified the Architect of their appointment. Sent out rejection letters to unsuccessful bidders.	
<b>Aug-14</b>	Received project management training as new process had been put in place for managing future projects.		<b>Recommendation : 8. Project management training to be delivered prior to start of major project - although guidance was given throughout.</b>
<b>Aug-14</b>	Architect starts on the project.	Design team is set up which include: Lead Architect, Cost Consultant, Mechanical Engineer, Electrical Engineer, Structural Engineer, Health & Safety Consultant, Building Programmes Manager(SDC) Dursley Pool Technical Manager and General Manager.	It was agreed at the first meeting that the original single storey option was not viable based upon the relocation of the gas house, the reduction in car parking, limited access to the existing pool plant. <b>Recommendation : 9. At this point a new costing could have been completed although cost consultant felt it could still be achieved within the budget.</b>
<b>Sep-14</b>	Meeting arranged between Architect, SDC Planning and Dursley Pool General Manager.	SDC planning happy with design suggestions but points out conservation area so need to factor in the movement of trees early in the process. No obvious objections and explains to the architect what is expected from a planning perspective and the timescales. Two storey extension favoured in order to reduce the impact on parking, maintained plant room access save trees and footpath and to allow for the size of the gym and dance studio along with additional plant room if needed to host CHP.	
<b>Sep-14</b>	Met with Head of Asset Management SDC with regards to parking concerns in castle street.	Met with manager at Supermarket who agreed the use of their car park for staff and customers. Received a letter to confirm these arrangements.	
<b>Sep-14</b>	Council leader received a verbal update on the project and sent a newsletter to Community Services Committee.		
<b>Sep-14</b>	Took Architect to LIW to view flooring options, lockers and gain a feel for the equipment and fixings which were needed in the gym and studios.	Architect gathered materials and contacts and gained a greater understanding of what the council was trying to achieve.	
<b>Oct-14</b>	Hosted a number of consultation evenings through October - December 2014 with DTC , current customers and non users.	Gathered feedback from the general public on the build. DTC passed a majority vote to support the project with 1 councillor abstaining. All consultation events were positive.	
<b>Oct-14</b>	Updated the project team on the progress of the project and the timescales we were now working towards.		
<b>Oct-14</b>	CHP had to be added into a new plant room which increased the specification of the project.	Building Programmes Manager confirmed £150,000 had been allocated for Dursley Pool CHP. This would include design fees into the new centre and to go towards the new plant room.	
<b>Oct-14</b>	Cost consultant reported an increase in cost over budget by 15% build costs.	CHP had been added which increased overall costs. Looked to value engineer and make changes where possible. Needed to future proof the centre so a decision was made amongst the project team that value engineering should only be considered as long as it does not affect the overall performance of the centre.	Once again this strengthens the recommendation to have a contingency to support economic growth on capital projects.
<b>Oct-14</b>	Due to the uneven levels of the current facility, the gym floor was being raised to meet existing levels. Because of this, a new entrance would be needed.	This was not factored into the original plan back in 2012, however in order to give the site a seamless affect of one building the decision was made by the design team to go ahead and cost the solution. Due to the height of the existing centre the ramp size was increased in order to meet the requirements of our disabled customers. <b>Please note: the original plan was to keep the entrance and make no changes. It was not until the design took shape that it became obvious that this was not an option.</b>	
<b>Oct-March2014/2015</b>	Various searches took place to ensure the building specification covered all areas in order to give the building project the greatest chance to deliver on time.	This was funded out of the allocated project funds.	

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		A decision was made to use the equipment money to help fund the shortfall in the build as the loan payback costs were over estimated within the business plan. This meant the project was still operating within the 1.4 million and the equipment could be leased.	
<b>Nov-14</b>	Updated project team on the costs and progress.		
<b>Nov-14</b>	Took architect to a number of centres to look at layouts, flooring and sizes of studios and gym.	This helped the architect understand the vision for the centre. We met with a number of equipment suppliers as well as operators.	
<b>Dec-14</b>	Newsletter sent out to Community Services and Licensing Committee giving an update on the project.		
<b>Dec-14</b>	Cost consultant reported a significant increase in the construction industry and reported the latest cost to be £1,326,830	Planning application submitted. It was now crucial that we receive planning and finish the specification so we can procure the contractor as each month would put a significant increase on the build price.	
<b>Dec-14</b>	Prepared the building contractors tender documents so that they would be ready to go out onto the South West Procurement portal in the New Year planning pending.	This was the first tender which I placed upon the portal. Full support provided by the Principle Procurement Officer.	
<b>Jan-15</b>	External funding applied for to upgrade the disabled change facility for our wet side training.	£18,000 made available to fund this part of the project on top of the original funding from changing places. Specialist in disabled change facilities.	
<b>Jan-15</b>	Planning consent received.	Architect and consultants completed the full specification so that we could procure the contractor.	
<b>Jan-15</b>	Cost consultant reported that there was no longer any point in producing costs due to the continued increase and we would have to wait until the contracts are returned as the industry was continuing to gain momentum with regards to growth.	Informed project team of rising costs.	
<b>Feb-15</b>	13 Pre Qualification Questionnaires (PQQ) returned and shortlisted. Shortlist conducted by Building Programmes Manager, Dursley Pool Technical and General Manager. 5 companies shortlisted to complete the full ITT.	Met Design Team and went through the contractors shortlisted. All were happy that those short listed were reliable building companies with whom the consultants had worked with on previous builds.	
<b>Feb-15</b>	Prepared rejection correspondence to the unsuccessful contractors and sent out via the portal.	No challenges on the decision.	
<b>Feb-15</b>	Design team completing the building specification ready to send out.		
<b>Mar-15</b>	Legal attended the design team meeting to discuss the type of contract for the building contractor.	Cost consultant agreed to put the contract together based upon the outcome of the meeting.	
<b>Mar-15</b>	ITT documents loaded onto portal.		
<b>Mar-15</b>	Architect confirmed an increase in design fees to take into account the rising costs and CHP addition to the project.	After some negotiations, it was agreed that the final fees were to be based upon the cost consultants forecast in December 2014 and not the final build price. All consultants were surprised at how quickly the prices were rising.	
<b>Apr-15</b>	Met potential contractors on site in order for them all to scope the works.		
<b>Apr-15</b>	Started writing the report for S&R committee as the team knew we would need additional funding.	Cost consultant confirmed a 19.7% increase in building costs and still rising.	
<b>May-15</b>	Tenders returned and analysed by cost consultant.	The tender was based upon the lowest price which met the specification, not simply the lowest figure tendered. The lowest price did not fully meet the specification therefore the second lowest was chosen as the preferred contractor. All quotes were valid for 12 weeks. All contract prices came in over budget.	
<b>Jun-15</b>	Presented the need for the additional money at S&R. £95,000 was needed to fund the project as additional money had been identified as part of general pool operations.	The additional £95,000 was approved.	