



## Overview and Scrutiny Committee

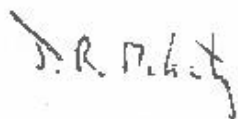
**Meeting: Monday, 7th March 2016 at 6.30 pm in Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP**

|                    |   |
|--------------------|---|
| <b>Membership:</b> | Cllrs. Lugg (Chair), Hampson (Vice-Chair), H. Norman (Spokesperson), Haigh, Gravells, Lewis, S. Witts, Dee, Field, Beeley, Hansdot, Pearsall, Randle, Toleman and Etheridge |
| <b>Contact:</b>    | Sonia Tucker<br>Democratic Services Officer<br>01452 396126<br>sonia.tucker@gloucester.gov.uk   |

## AGENDA

|           |  |
|-----------|--|
| <b>1.</b> | <b>APOLOGIES</b><br><br>To receive any apologies for absence.  |
| <b>2.</b> | <b>DECLARATIONS OF INTEREST</b><br><br>To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.   |
| <b>3.</b> | <b>MINUTES (Pages 5 - 8)</b><br><br>To approve as a correct record the minutes of the meeting held on 8 February 2016.   |
| <b>4.</b> | <b>PUBLIC QUESTION TIME (15 MINUTES)</b><br><br>To receive any questions from members of the public provided that a question does not relate to: <ul style="list-style-type: none"> <li>• Matters which are the subject of current or pending legal proceedings, or</li> <li>• Matters relating to employees or former employees of the Council or comments in respect of individual Council Officers</li> </ul> |
| <b>5.</b> | <b>PETITIONS AND DEPUTATIONS (15 MINUTES)</b><br><br>To receive any petitions and deputations provided that no such petition or deputation is in relation to: <ul style="list-style-type: none"> <li>• Matters relating to individual Council Officers, or</li> <li>• Matters relating to current or pending legal proceedings</li> </ul>  |

|            |   |
|------------|---|
|            |   |
| <b>6.</b>  | <b>GLOUCESTER CITY HOMES PROGRESS REPORT</b><br><br>To receive a presentation from Ashley Green, Chief Executive of Gloucester City Homes, on progress made by the organisation following the transfer agreement reached between Gloucester City Homes and Gloucester City Council in March 2015.                             |
| <b>7.</b>  | <b>FINAL RECOMMENDATIONS FROM THE TASK AND FINISH GROUP ON ACTIONS TO IMPROVE HOUSING CONDITIONS IN THE PRIVATE RENTED SECTOR</b> (Pages 9 - 30)<br><br>To receive the report of the Chair of the Task and Finish Group, Councillor Mary Smith  |
| <b>8.</b>  | <b>RECOMMENDATIONS FROM THE EMPLOYMENT AND SKILLS TASK AND FINISH GROUP</b> (Pages 31 - 52)<br><br>To receive the report of the Chair of the Task and Finish Group, Councillor Phil McLellan.   |
| <b>9.</b>  | <b>FINANCIAL MONITORING QUARTER 3 REPORT</b> (Pages 53 - 66)<br><br>To receive the report of the Cabinet Member for Performance and Resources which details budget variances, year-end forecasts, and progress made against agreed savings targets for the 3rd quarter ended 31st December 2015.                              |
| <b>10.</b> | <b>RUGBY WORLD CUP FINAL REPORT</b> (Pages 67 - 72)<br><br>To receive the report of the Cabinet Member for Regeneration and Economy which details a summary of the outcomes of the Host City project as part of the Rugby World Cup celebrations. The report also notes the ongoing legacy priorities.                        |
| <b>11.</b> | <b>CULTURAL STRATEGY</b> (Pages 73 - 92)<br><br>To receive the report of the Cabinet Member for Culture and Leisure which presents the proposed draft Cultural Strategy 2016-2026 for the City of Gloucester. The Strategy identifies 6 key objectives and informs Members of the proposed establishment of a Cultural Board. |
| <b>12.</b> | <b>DATE OF NEXT MEETING</b><br><br>Monday 13 June 2016 at 18.30 hours.  |



**Jon McGinty**  
**Managing Director**

**Date of Publication: Friday, 26 February 2016**

## NOTES

### Disclosable Pecuniary Interests

The duties to register, disclose and not to participate in respect of any matter in which a member has a Disclosable Pecuniary Interest are set out in Chapter 7 of the Localism Act 2011.

Disclosable pecuniary interests are defined in the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 as follows –

| <u>Interest</u>                                   | <u>Prescribed description</u>   |
|---|---|
| Employment, office, trade, profession or vocation | Any employment, office, trade, profession or vocation carried on for profit or gain.  |
| Sponsorship                                       | Any payment or provision of any other financial benefit (other than from the Council) made or provided within the previous 12 months (up to and including the date of notification of the interest) in respect of any expenses incurred by you carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.                       |
| Contracts   | Any contract which is made between you, your spouse or civil partner or person with whom you are living as a spouse or civil partner (or a body in which you or they have a beneficial interest) and the Council<br>(a) under which goods or services are to be provided or works are to be executed; and<br>(b) which has not been fully discharged  |
| Land  | Any beneficial interest in land which is within the Council's area.<br><br>For this purpose "land" includes an easement, servitude, interest or right in or over land which does not carry with it a right for you, your spouse, civil partner or person with whom you are living as a spouse or civil partner (alone or jointly with another) to occupy the land or to receive income.   |
| Licences  | Any licence (alone or jointly with others) to occupy land in the Council's area for a month or longer.  |
| Corporate tenancies                               | Any tenancy where (to your knowledge) –<br>(a) the landlord is the Council; and<br>(b) the tenant is a body in which you, your spouse or civil partner or a person you are living with as a spouse or civil partner has a beneficial interest   |
| Securities  | Any beneficial interest in securities of a body where –<br>(a) that body (to your knowledge) has a place of business or land in the Council's area and<br>(b) either –<br>i. The total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or<br>ii. If the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, your spouse or civil partner or person with |

whom you are living as a spouse or civil partner has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

For this purpose, “securities” means shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

NOTE: the requirements in respect of the registration and disclosure of Disclosable Pecuniary Interests and withdrawing from participating in respect of any matter where you have a Disclosable Pecuniary Interest apply to your interests and those of your spouse or civil partner or person with whom you are living as a spouse or civil partner where you are aware of their interest.

### **Access to Information**

Agendas and reports can be viewed on the Gloucester City Council website: [www.gloucester.gov.uk](http://www.gloucester.gov.uk) and are available to view five working days prior to the meeting date.

For further details and enquiries about this meeting please contact Sonia Tucker, 01452 396126, [sonia.tucker@gloucester.gov.uk](mailto:sonia.tucker@gloucester.gov.uk).

For general enquiries about Gloucester City Council’s meetings please contact Democratic Services, 01452 396126, [democratic.services@gloucester.gov.uk](mailto:democratic.services@gloucester.gov.uk).

If you, or someone you know cannot understand English and need help with this information, or if you would like a large print, Braille, or audio version of this information please call 01452 396396.

### **Recording of meetings**

Please be aware that meetings may be recorded with the Mayor or Chair’s consent and this may include recording of persons seated in the Public Gallery or speaking at the meeting. Please notify a City Council Officer if you have any objections to this practice and the Mayor/Chair will take reasonable steps to ensure that any request not to be recorded is complied with.

Any recording must take place in such a way as to ensure that the view of Councillors, Officers, the Public and Press is not obstructed. The use of flash photography and/or additional lighting will not be allowed unless this has been discussed and agreed in advance of the meeting.

### **FIRE / EMERGENCY EVACUATION PROCEDURE**

If the fire alarm sounds continuously, or if you are instructed to do so, you must leave the building by the nearest available exit. You will be directed to the nearest exit by council staff. It is vital that you follow their instructions:

- You should proceed calmly; do not run and do not use the lifts;
- Do not stop to collect personal belongings;
- Once you are outside, please do not wait immediately next to the building; gather at the assembly point in the car park and await further instructions;
- Do not re-enter the building until told by a member of staff or the fire brigade that it is safe to do so.



## OVERVIEW AND SCRUTINY COMMITTEE

**MEETING** : Monday, 8th February 2016

**PRESENT** : Cllrs.Lugg (Chair), Hamson (Vice-Chair), H Norman (Spokesperson), Haigh, Gravells, Lewis, S. Witts, Dee, Hansdot, Pearsall, Toleman and Etheridge

### **Others in Attendance**

Cllr. Noakes, Cabinet Member for Culture and Leisure  
Cllr. Porter, Cabinet Member for Environment  
Mr Jason Smith, Chief Executive, Marketing Gloucester Limited  
Mr Ross Cook, Corporate Director  
Mr Lloyd Griffiths, Head of Neighbourhood Services

**APOLOGIES** : Cllrs. Field, Beeley and Randle

### **91. DECLARATIONS OF INTEREST**

There were no declarations of interest.

### **92. MINUTES**

The minutes of the meeting held on 11 January 2016 were approved as a correct record and signed by the Chair.

### **93. PUBLIC QUESTION TIME (15 MINUTES)**

There were no questions from members of the public.

### **94. PETITIONS AND DEPUTATIONS (15 MINUTES)**

There were no petitions or deputations.

### **95. GROWING GLOUCESTER'S VISITOR ECONOMY ACTION PLAN ANNUAL UPDATE 2015**

**OVERVIEW AND SCRUTINY COMMITTEE**  
**08.02.16**

The Chair welcomed Councillor Noakes, Cabinet Member for Culture and Leisure; Mr Jason Smith, Chief Executive of Marketing Gloucester Limited; and Mr Ross Cook, Corporate Director, to the meeting.

Members were presented with a report which informed them of progress made in achieving the Growing Gloucester's Visitor Economy Action Plan during 2015.

Councillor Noakes summarised the key headlines in the report before inviting comments from the Committee.

Members discussed the following matters:-

1. A Member noted that in section 10.2 of the Action Plan there was reference to the introduction of a City Brand by December 2016. The Member queried the position regarding a re-branding of the City's Museums. Councillor Noakes advised the Member that following a consultation exercise a brand had been chosen for the Museums which would be announced on 21 March 2016. As part of the discussion, Mr Smith briefed the Committee on the consultation process currently being undertaken for the new City Brand.
2. Turning to section 10.9 of the Action Plan, the Committee received an update on the meeting held between Marketing Gloucester Limited and the new Managing Director of Cotswold Tourism. Members were advised of the previous history of Marketing Gloucester Limited's involvement with the organisation. Mr Smith informed Members that in the future there would be no direct financial implications for Marketing Gloucester Limited arising from their association with Cotswold Tourism. During the discussion on this point, a Member reflected on Gloucester being adopted as a 'nurturing project' by 'Visit Britain' and the fact that the City was being marketed as a tourist destination in South Korea.
3. Councillor Noakes referred to the Gloucester Tourist Information Centre's recent success in achieving a gold award in the South West Tourism Awards and that it was the only Tourist Information from the South West to be shortlisted in the national awards.
4. The Vice-Chair asked if there were any recent figures relating to the growth in visitor economy in Gloucestershire as the graph in Section 2.3 in the draft strategic plan reflected figures up to 2010; and in terms of the 'SWOT' analysis what would be the future number one priority. Mr Smith advised the Vice-Chair that whilst these were the latest published figures, that data collected during 2015 demonstrated that Gloucester was leading the way. In relation to the 'SWOT' analysis Mr Smith confirmed that the further provision of hotels would be the top priority in future.
5. A Member noted that in the 'SWOT' analysis Gloucester was ranked as 26<sup>th</sup> out of 573 constituencies in the UK in terms of its crime rate.
6. A Member referred to the lack of a modern theatre in Gloucester. Councillor Noakes acknowledged there was a need for a multi-functional venue in Gloucester and that this had been evidenced by recent research

**OVERVIEW AND SCRUTINY COMMITTEE**  
**08.02.16**

commissioned by the Interim Culture Board. This prompted a discussion by the Committee on the type and location of such a building and how it would be funded. Mr Smith advised Members that raising finance for such an aspiration was difficult but not insurmountable as grants were available from various sources. He cited the positive advantages that a venue with a capacity of up to 2,000 people could have for the City which could potentially attract 300,000 visitors in a year.

7. A Member reflected on the international TV coverage Gloucester had enjoyed during the recent Rugby World Cup tournament and asked what would be done to maintain this publicity for the City into the future. Mr Smith responded that Marketing Gloucester Limited aimed to produce two newsworthy stories a week and that events such as the Tall Ships Festival sparked international interest in their own right. He confirmed that public relations was a key factor taken into account when planning events.
8. A Member commented that more publicity needed to be given to Gloucester's connection to the jet age. Mr Smith acknowledged the success of the Jet Age Museum and its importance to Gloucester's heritage.

The Chair thanked Councillor Noakes and Mr Smith for their presentations.

**RESOLVED – That the annual update on the Action Plan be noted.**

**96. INCREASING RECYCLING RATES AND INCOME FROM RECYCLATES**

The Chair welcomed Councillor Porter, Cabinet Member for Environment and Mr Lloyd Griffiths, Head of Neighbourhood Services, to the meeting.

Councillor Porter presented Members with a briefing which covered the following topics:-

- Current recycling performance
- Commodity income and the drop in world commodity prices
- Plans for future remodelling of the service

Members discussed the following matters:-

1. The outcomes achieved from bin audits in targeted wards in the City and the rationale behind the 'closed bin' policy. Clarification was given on the staffing costs of the bin audits.
2. The challenges posed by encouraging residents to recycle or compost food waste.
3. The difficulties encountered by refuse vehicles in negotiating narrow streets in established parts of the City and at new developments such as Kingsway where vehicular access had not been addressed during the planning stage.
4. The audit process used to monitor Amey's recycling performance. Members were advised to visit the website 'Let's Recycle' for comparative data.

**OVERVIEW AND SCRUTINY COMMITTEE**  
**08.02.16**

5. The perception that Gloucester had a 'transient' population with 'cultural differences' in comparison with other districts in the County and the effect this had on recycling rates. A Member suggested that this could be addressed by distributing leaflets and by approaching community leaders in the City for their help in spreading the message. Councillor Porter advised the Committee that 60% of the City performed well in terms of recycling.
6. Clarification was given on landfill tax paid by the County Council.

**SUSPENSION OF COUNCIL PROCEDURE RULE 6**

**On the motion of the Chair, and in accordance with the Constitution, the Committee resolved that the meeting be extended beyond two hours.**

7. An explanation was given on why some waste had been mechanically separated over the Christmas period in a particular ward.
8. Plans were discussed for remodelling the service to allow the collection of additional recyclates to coincide with replacement of the fleet vehicles at the end of 2016. The Committee noted that this was being explored by the Waste and Recycling Working Group.

The Chair thanked Councillor Porter for his presentation.

**RESOLVED – That the update be noted.**

**97. OVERVIEW AND SCRUTINY COMMITTEE WORK PROGRAMME FOR MARCH 2016**

The Committee considered the latest version of its work programme to the end of the municipal year.

**RESOLVED – That the work programme be noted.**

**98. DATE OF NEXT MEETING**

Monday 7 March 2016 at 18.30 hours.

**Time of commencement: 18.30 hours**

**Time of conclusion: 20.45 hours**

**Chair**





|                         |   |                                 |                     |
|-------------------------|---|---------------------------------|---------------------|
| <b>Meeting:</b>         | <b>Overview and Scrutiny Committee</b>  | <b>Date:</b>                    | <b>7 March 2016</b> |
| <b>Subject:</b>         | <b>Recommendations from the Overview and Scrutiny Task and Finish Group on Actions to Improve Housing Conditions in the Private Rented Sector</b> |                                 |                     |
| <b>Report Of:</b>       | <b>Councillor Mary Smith, Chair of the Task and Finish Group</b>  |                                 |                     |
| <b>Wards Affected:</b>  | <b>All</b>  |                                 |                     |
| <b>Key Decision:</b>    | <b>No</b>   | <b>Budget/Policy Framework:</b> | <b>No</b>           |
| <b>Contact Officer:</b> | <b>Julie Wight, Private Sector Housing Manager</b><br><b>Sonia Tucker, Democratic Services Officer (Scrutiny Support)</b>                         |                                 |                     |
|                         | <b>Email: julie.wight@gloucester.gov.uk</b>   | <b>Tel:</b>                     | <b>01452 396320</b> |
| <b>Appendices:</b>      | <b>1. Report of the Task and Finish Group</b>   |                                 |                     |

**FOR GENERAL RELEASE**

**1.0 Purpose of Report**

1.1 To report the recommendations of the Overview and Scrutiny Committee Task and Finish Group which was formed to identify actions to improve housing conditions in the private rented sector.

**2.0 Recommendations**

2.1 **Overview and Scrutiny Committee** is asked to **endorse** the report.

**3.0 Background and Key Issues**

3.1 The report at Appendix 1 sets out the final recommendations of the Task and Finish Group which was established following ratification by the Overview and Scrutiny Committee on 21 July 2014. The report details the purpose and process of the review, the Task and Finish Group's findings, and its recommendations. The report will be presented to the first available meeting of Cabinet in the new municipal year.

**Councillor Mary Smith**  
**Chair of Task and Finish Group**

**This page is intentionally left blank**

# Gloucester City Council

## OVERVIEW AND SCRUTINY COMMITTEE

### TASK AND FINISH GROUP

## ON ACTIONS TO IMPROVE HOUSING CONDITIONS IN THE PRIVATE RENTED SECTOR



## FINAL REPORT AND RECOMMENDATIONS

FEBRUARY 2016

Published by Democratic Services

[www.gloucester.gov.uk](http://www.gloucester.gov.uk)

## **CONTENTS**

|                  |                                    |
|------------------|------------------------------------|
| <b>Section 1</b> | <b>Introduction</b>                |
| <b>Section 2</b> | <b>Scoping of study</b>            |
| <b>Section 3</b> | <b>Summary of current position</b> |
| <b>Section 4</b> | <b>Findings</b>                    |
| <b>Section 5</b> | <b>Conclusions</b>                 |
| <b>Section 6</b> | <b>Recommendations</b>             |
| <b>Section 7</b> | <b>Acknowledgements</b>            |

## Section 1 – Introduction

---

### Background

On the 21<sup>st</sup> July 2014, Gloucester City Council's Overview and Scrutiny Committee commissioned a Task and Finish Group study to identify actions to improve conditions in the private rented sector, particularly focusing on houses in multiple occupation (referred to in the report as HMOs).

The Task and Finish Group was formed in December 2014. The report details the purpose and process of the review, the Task and Finish Group's findings, and its recommendations.

### Membership

The following cross-party Members took part in the study:-



Councillor Mary Smith  
Chair



Councillor Andrew Gravells



Councillor Jim Beeley

The Group was supported by Julie Wight, Private Sector Housing Manager, Michelle Thomas, Private Sector Housing Officer, and Sonia Tucker, Democratic Services Officer.

## Section 1 – Introduction (continued)

---

### Terms of Reference (as defined in the scoping document shown in Section 2 of this report)

The agreed **ambitions** for the review were:-

*‘To agree an action plan to implement proactive programmes intended to improve the worst privately rented accommodation in HMOs’*

*‘To agree how these improvements can be sustained into the future’*

*‘To identify if there is a case for additional licensing schemes’*

The **anticipated outcomes** for the review were set as:-

- Improved condition of rented accommodation in HMOs in the City

### Length of Study

When the terms of reference were drawn up, it was anticipated that the review would take 3-6 months. However, from the outset it became clear that time had to be allowed for the Officers to undertake their series of proactive visits in order for them to be able to report back on progress made.



To allow for this factor, the study was more protracted with meetings of the Task and Finish Group being programmed around the work of the Officers.

Overview and Scrutiny Committee was briefed on the Group’s progress when Councillor Smith, Chair of the Task and Finish Group, attended their meeting on 14 September 2015 in order to give Members a verbal interim report.

Additionally, during the course of the study, there were 3 press releases issued in June, October and November of 2015 which raised the profile of the work carried out by the Private Sector Housing staff by informing the public of successful prosecutions.

## Section 2 – Scoping of Study (the Terms of Reference)

| <b>SCRUTINY REVIEW – ONE PAGE STRATEGY</b> |  |
|--|--|
| Broad topic area                           | Private Rented Housing<br>Councillors Smith (Chair), Councillor Gravells, Councillor Beeley  |
| Specific topic area                        | Proposed Actions to Improve Housing Conditions in the Private Rented Sector  |
| Ambitions for the review                   | <ul style="list-style-type: none"> <li>• To agree an action plan to implement proactive programmes intended to improve the worst privately rented accommodation in HMOs.</li> <li>• To agree how these improvements can be sustained into the future.</li> <li>• To identify if there is a case for additional licensing schemes.</li> </ul>   |
| How do we perform at the moment?           | Team currently works in a reactive way responding to service requests. This approach only deals with the symptoms and not the causes of poor housing.  |
| Who should we consult?                     | <ul style="list-style-type: none"> <li>• Tenants</li> <li>• Landlords</li> <li>• Other colleagues within the Council</li> <li>• Other authorities</li> <li>• Health colleagues</li> <li>• Local Government Association</li> <li>• Police</li> <li>• Immigration Services</li> <li>• Fire Service</li> <li>• Advice Agencies</li> <li>• Trading Standards</li> <li>• 'Turning Point'</li> <li>• GEAR</li> </ul> |
| Background information                     | <ul style="list-style-type: none"> <li>• Gloucester House Conditions Surveys 2005 and 2011</li> <li>• House of Commons Communities and Local Government Committee, The Private Rented Sector.<br/><a href="http://www.publications.parliament.uk/pa/cm201314/cmselect/cmcomloc/50/50.pdf">http://www.publications.parliament.uk/pa/cm201314/cmselect/cmcomloc/50/50.pdf</a></li> </ul>                         |
| Support                                    | <ul style="list-style-type: none"> <li>• Julie Wight and Michelle Thomas, Private Sector Housing Team</li> <li>• Democratic Services</li> <li>• Legal Services</li> <li>• Housing enabling and Homelessness Services</li> <li>• Community Engagement Services</li> </ul>   |
| How long will it take?                     | 3-6 months<br>(Series of proactive inspection programmes to be implemented for one year from early 2015)   |
| Outcomes                                   | Improved condition of rented accommodation in HMOs in the city   |

## Section 3 - Summary of Current Position

---

### Introduction

The Private Sector Housing team had been aware for some time that in the City there were unlicensed HMOs and also other HMOs (that did not require a licence) that were in a poor condition, particularly in Barton and Tredworth, Westgate and Moreland wards.

Following a question from Overview and Scrutiny Committee about the condition of the private rented sector in the City, a report was submitted to Cabinet on 24 June 2014 which proposed the following options:-

- Designating an area for selective licensing and using the income to support a staff resource for continued proactive inspection projects.
- Prioritising workloads and targeting reactive work to the highest priority service requests to create capacity with the existing staff resource
- Working with legal services to ensure suitable resource is available for increased enforcement work
- Using existing HMO licence income to provide additional support for the team during the proactive programme period. Identifying unlicensed HMOs will increase income which can be re-cycled into staff resource.
- Exploring public health funding opportunities
- Using an Asset Based Community Development (ABCD) approach for dealing with neighbourhood issues by using the resources and skills within the communities as support. For example, good landlords in the target areas can provide advice and information to those landlords who do not understand the regulations around renting properties.
- Partnership working with other agencies such as the Fire Service, Immigration Authority and Trading Standards

As a result of the report it was agreed that the HMO licence income could be used to resource an additional member of staff to free up one member of the team to work entirely proactively to identify unlicensed HMOs and other HMOs in poor condition. This initiative would also include partnership working with Gloucestershire Fire and Rescue Service and other organisations where appropriate.

### It was agreed that the proactive work would:-

- Improve conditions in rented accommodation in the target areas
- Establish whether there was a case for additional licensing schemes
- Identify where there were rogue landlords operating in the areas
- Publicise action to encourage further improvements
- Identify properties that have been illegally converted into HMOs or self-contained units



## Section 3 - Summary of Current Position (continued)

---

### What might the proactive work uncover?

- Unlicensed HMOs
- Poor conditions in HMOs
- Poor quality accommodation with resident landlords
- Unregulated B&Bs
- Poor quality in staff accommodation above commercial premises
- Illegal immigrants
- Vulnerable people such as exploited migrant labour, people in need of support, young vulnerable adults
- Other related issues such as environmental health, anti-social behaviour, general neglect

It was acknowledged that the project would necessitate support from the City Council's Public Protection, Neighbourhood Management, Homelessness and Building Control teams in addition to external agencies such as the Police, Fire and Rescue Service, Trading Standards and Immigration Services, and the Council's partner, One Legal

### Definition of an HMO (House in multiple occupation)

An HMO is a privately rented property where there are two or more households with 3 or more individuals, except where:-

- A resident owner has up to 2 lodgers
- The property is composed of purpose built flats
- The property is composed of self-contained flats that meet current building regulations standards

A flat can be an HMO.

A household is defined as a group of related people or a couple.



### Mandatory Licensing

Mandatory licensing currently only applies to HMOs that are 3 or more storeys high and accommodate 5 or more tenants where there is some degree of sharing. There are currently 168 licensed HMOs in the City and it is evident that the licensing scheme has resulted in improved housing conditions for these types of properties. Enforcement action is taken where properties identified as HMOs are not licensed.

The Private Sector Housing Team recognised at the outset that their proactive work was likely to uncover more unlicensed HMOs and would result in the requirement for further resources.

## Section 4 – Findings

---



### Introduction

This section summarises the discussions held at the Task and Finish Group meetings and the actions which were identified during these meetings.

### Meeting 1 – 17 December 2014

The Group discussed the background to the study and agreed the scope of the project by completing a one page document which set out the ambitions for the review and the anticipated outcomes.

### Outcomes from the meeting held on 17 December 2014

1. Julie Wight and Michelle Thomas outlined the targeted approach which the private sector housing team intended to take in order to identify areas of the City where there were particular issues with properties and landlords.
2. The Group was informed of the powers that private sector housing staff had in relation to entering properties and issuing cautions. The Group heard of the spot checks carried out at weekends which had proved successful.
3. The role of the Fire Service and Trading Standards was discussed and the Group noted that the private sector housing team had good liaison with both services.
4. The merits of the accreditation scheme for landlords was discussed, with the Group acknowledging that only the better landlords were likely to seek accreditation.
5. The Group agreed that relevant findings would be referred to the County Council's Health and Wellbeing Board, as necessary.

## Section 4 – Findings (continued)

---

### Meeting 2 – 17 February 2015

The Group welcomed the following witnesses:-

- Katherine Jenkins, Interim Chief Executive, Elim Housing (GEAR Projects)
- Steve Isaac, Solicitor, One Legal

### Outcomes/Learning Points from meeting

1. Katherine Jenkins briefed the Group on the work of GEAR which had become subsumed within Elim Housing in October 2014. GEAR ran various projects in the City including 'dry' houses for those with addictions. The Group learned that GEAR received high support referrals for housing for troubled individuals who had chaotic lifestyles. After 6 months these persons were moved into private rented accommodation with a lower level of support provided by organisations 'Green Square' and 'P3' for a further 6 months. Katherine Jenkins reported that some landlords were reluctant to take on tenants from supported housing because of perceived problems associated with such tenancies. These landlords were not subject to the same scrutiny as housing associations, but tenants could use a support worker or advocate to raise concerns on their behalf.
2. As a result of the discussion with Katherine Jenkins there was recognition of how the Council's initiatives might impact negatively on vulnerable tenants who were likely to be living in the worst privately rented accommodation in the City. It was agreed that a leaflet produced by the City Council to raise tenants' awareness of poor housing conditions would be passed to Katherine Jenkins in order for it to be incorporated in briefing sessions for 'Green Square' and 'P3'.
3. There would be partnership working with Gloucestershire Fire and Rescue Service and Gloucestershire Trading Standards Service. For example, an inspection of a premises in Southgate Street revealed a fire safety issue in both the accommodation and the commercial unit below. In this case a joint approach was particularly effective in addressing the hazards for the tenants.
4. From March 2015 there would be a series of unannounced inspections in targeted wards in the City. The City Council's Homelessness Team would be on standby in case any emergency housing needs emerged from the inspections.
5. Legal support for the Private Sector Housing Team's work was also discussed at this meeting with the representative from One Legal.

## Section 4 – Findings (continued)

---

### Meeting 3 – 29 June 2015

There had been a deliberate gap since the last meeting held in February 2015 to allow the Private Sector Housing Team to carry out their programme of unannounced inspections.

### Outcomes/Learning Points from meeting

1. The Group was pleased to note the recent [prosecution](#) of father and son landlords who were operating an unlicensed HMO in the Barton area of the City. This was as a direct result of the proactive work of the Private Sector Housing Team. It was agreed that further press releases would be produced to maintain public interest in the project.
2. The Private Sector Housing Officer briefed the Group on inspections she had made to 24 properties in the City. On many of these occasions she had been accompanied by a member of the Fire and Rescue Service and occasionally by a County Trading Standards Service Officer. Due to the severity of the hazards identified it had been necessary to revisit the properties several times. Below is a snapshot of just some of the properties visited.

#### 2.1 Flat above a shop in Barton Street

*Warrant granted for entry as the property was feared to be overcrowded. Poor condition, rat infested, faulty fire alarm. Believed the flat was occupied by up to 18 people. Faulty electric supply also found in shop and cellar. Prohibition order issued to limit number of occupants to 10. Electrical faults reported to Western Power.*

#### 2.2 Commercial building in Westgate Street

*Discovered that premises above shop being used for residential purposes by at least 8 people. No washing facilities, poor kitchen, fire concerns. Prohibition order issued. Social services contacted as 2 young children found to be living on the premises.*



## Section 4 – Findings (continued)

---

### Meeting 3 – 29 June 2015

#### 2.3 Property in Barton Street

*Warrant granted due to previous dealings with property and landlord. Poor condition, defective fire alarm, means of escape compromised by large kitchen appliances and white goods in 1<sup>st</sup> floor hallway and on 2<sup>nd</sup> floor landing, indicating the property could be overcrowded as there was not enough room or facilities in the existing kitchen. Entry gained into 3 bedrooms. 2 of the tenants had children in their rooms, a young baby and a boy aged approximately 8 years old. Although unable to access all the rooms there was evidence that at least 12 tenants were living there, making it an unlicensed HMO. Owner was very hostile and used racially abusive language.*

*After revisits Emergency Prohibition Order granted and owner and manager were successfully prosecuted in June 2015 for failing to register the house as an HMO. The resultant press release attracted a lot of publicity (referenced in 1. above).*

The Group recommended that Officers took the necessary precautions to protect their personal safety at all times and suggested that they should carry personal alarms.



(Barton Street, Gloucester)

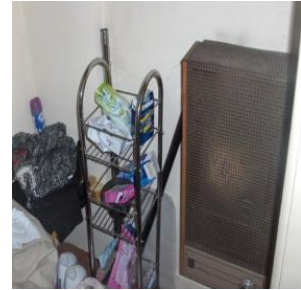
## Section 4 – Findings (continued)

---

### Meeting 3 – 29 June 2015

#### 2.4 Property in Regent Street

*Flats converted without planning consent or building regulations. No fire detection, fire doors and top flat has no safe means of escape. Improvement notice served.*



#### 2.5 Property in Nettleton Road

*6 tenants living in property prohibited for use. Prosecution file prepared. (This led to a successful prosecution in October 2015).*

#### 2.6 Property in Eastgate Street

*Nail bar with room above. Fire extinguisher out of date, hallway at rear of shop in secondary escape route blocked with cooker and fridge freezer. Fire door locked and when opened revealed obstructed by full metal gate which was chained and padlocked. Exposed asbestos ceiling in shower room. Emergency prohibition order issued. Health and Safety team also inspected shop and found damaged extraction equipment, dirty toilet and non PAT tested electrical equipment.*



3. The Private Sector Housing Manager briefed the Group on the additional licensing scheme operated at Oxford City Council and noted the general consent process which Oxford had gone through, including a 10 week consultation period. The Group agreed that further information should be sought from Oxford City Council on their scheme.
4. It was agreed that further press releases would be issued to highlight the important work of the Private Sector Housing team and to maintain public interest.
5. The Chair agreed to attend Overview and Scrutiny Committee on 14 September 2015 to give the Committee an update on the Group's progress.



## Section 4 – Findings (continued)

---

### Meeting 4 – 6 January 2016

#### Summary of activity since the last meeting

Since the previous meeting of the Group in June 2015, the Private Sector Housing Team had continued with their programme of unannounced inspections, revisits and preparation of prosecution files.

On 14 September 2015, the Chair of the Group attended a meeting of the Overview and Scrutiny Committee to brief the Members on the Group's progress.

In October 2015 there was a successful prosecution of the owner of a property in Nettleton Road for continuing to let the property despite having been served with a Prohibition Order. This was publicised as part of a [press release](#) highlighting the Council's initiatives on 'rogue' landlords.

In November 2015, the owner of a house in Barton Street was successfully prosecuted for failing to manage the property and for failing to provide gas and electrical safety certificates to the Council. This case received good publicity when it was [reported](#) in the press.



## Section 4 – Findings (continued)

---

### Meeting 4 – 6 January 2016

#### Discussion with Ashley Bayliss, Homelessness and Housing Options Team Leader, Gloucester City Council

1. Mr Bayliss commended the Private Sector Housing Team on the work undertaken to secure properties to help the Council in discharging its homelessness responsibilities and for their current initiative to raise the standard in the private rented sector.
2. He advised the Group that it was difficult to identify vulnerable families who could not access the benefits system or were in the country illegally.
3. The Group noted that Prohibition Orders could limit the number of people in a property, but many displaced tenants then disappeared. It was agreed that early involvement with the Homelessness team could help identify these persons.
4. Mr Bayliss reported that people often took in a room mate to share the cost of the rent which could lead to overcrowding which was overlooked by some landlords.
5. The Group noted that as a result of the proactive inspections, the Private Sector Housing Officer had become aware of a ring of landlords operating in the Barton and Tredworth ward who were involved in selling illegal cigarettes and money laundering. The Police and the Gloucestershire Trading Standards Service had been notified of this.
6. The Chair asked Mr Bayliss if anything further could be done to assist. Mr Bayliss replied that good communications and early involvement between the two teams was key.

#### Other matters discussed at the meeting

1. The Private Sector Housing Officer circulated an updated progress report, including photographs, on the proactive inspections carried out. The Group noted that 36 cases were pending.
2. The Group noted that the outcome of a consultation carried out by the Local Government Information Unit on 'Tackling Rogue Landlords and Improving the Private Rented Sector' was awaited.



## Section 4 – Findings (continued)

---

### Meeting 4 – 6 January 2016

3. There was a discussion on the recent [consultation](#) on extending mandatory licensing of HMOs, the results of which were awaited. The Group noted that Oxford City Council required all their HMOs to be licensed, but that there were 5,000 HMOs in Oxford and a large team including 9 administrative officers to run the scheme.
4. The Group agreed that the Private Sector Housing Team's initiative was vital as it was helping to raise standards in rented accommodation and protecting the health and safety for the most vulnerable tenants in Gloucester. It was noted that the Private Sector Housing Officer was half way through the project which had been funded for 1 year. The Group considered that the post should continue to be funded until at least April 2017.



## Section 5 – Conclusions

---

### **The Task and Finish Group reached the following conclusions:-**

1. 37 inspections of properties in the targeted wards have revealed that 25 are poorly managed. Many have very serious hazards or have been found to be overcrowded and 6 were found to be unlicensed HMOs. There are currently another 33 properties on a pending list which are scheduled for investigation.
2. The work has resulted in three successful prosecutions with costs being awarded to the Council/Legal services. The work has also produced additional income of £4,370 from the six unlicensed HMOs that subsequently became licensed.
3. 25 enforcement notices have been served addressing 40 Category 1 hazards which will save the NHS a one off cost in excess of £4000 (this is based on an established formula equating the elimination of a housing hazard with the cost to the NHS to deal with the injury or ill health caused by that hazard).
4. The inspections have uncovered properties that have been converted into self contained flats without planning and building regulation authorisation. These have been classed as HMOs and many were found to be poorly converted and substandard.
5. The project has also resulted in accurate Council Tax band valuation changes being made. For example, properties classed as a single dwelling have now been re-banded to flats, resulting in the correct Council Tax charges being imposed by the City Council.
6. The Council will benefit from the closer working relationship with Gloucestershire Trading Standards Service. Joint working to recover monies from prosecuted landlords under the Proceeds of Crime Act 2002 has been proposed for future cases, where appropriate. This could potentially be an income generator for the Council because landlords are required to repay all benefits (such as rental income and assets bought with the rental income) that were accrued whilst a property was being operated illegally.

## Section 5 – Conclusions (continued)

---

7. This work has also started to have positive impacts for other areas within the Council. We know that we have a significant problem with dumped rubbish and badly presented refuse in certain wards and this is in part due to the overcrowding of HMOs. The more we can reduce the numbers living in a house, the less waste they will produce and we can also work with the landlords of these properties to ensure they take more responsibility in dealing with their tenants waste.
8. Evidence of landlords involved in money laundering and selling illegal cigarettes has been discovered during the inspections and this has led to positive benefits for the Police and Gloucestershire Trading Standards Service.
9. The Government is targeting rogue landlords and has recently published two consultation documents. The first 'Tacking rogue landlords and improving the private rental sector' suggests an increase in penalties against landlords operating illegally. The second 'extending mandatory licensing of Houses in Multiple Occupation and related reforms' looks to increase the number of HMOs that would require a licence. **If we now reduce our staffing levels, we will not be in a position to react to any changes in the HMO licensing scheme.**
10. **There is clear evidence from the Task and Finish Group's study that the proactive work of the Private Sector Housing team needs to continue.**



## Section 6 – Recommendations

---

### The Task and Finish Group’s ambitions for the study were:-

- *To agree an action plan to implement proactive programmes intended to improve the worst privately rented accommodation in HMOs*
- *To agree how these improvements can be sustained into the future*
- *To identify if there is a case for additional licensing schemes*

### The Task and Finish Group’s recommendations are:-

1. The current programme of proactive work to improve the worst privately rented accommodation in HMOs should be maintained into the future.
2. Funding to support the Private Sector Housing Officer’s work should continue until at least April 2017 to allow these improvements to be sustained into the future.
3. The City Council should await the outcome of the recent Government consultation on extending mandatory HMO licensing before taking any further steps to introduce a discretionary licensing scheme.

**RECOMMENDED**

## Section 7 – Acknowledgements

---

The Task and Finish Group would like to thank the following individuals/organisations for their input to the study:-

- Katherine Jenkins, former Interim Chief Executive, Elim Housing (GEAR Projects)
- Graham Parker and other colleagues from the Gloucestershire Fire and Rescue Service
- Colleagues from Gloucestershire Trading Standards Service
- Steve Isaac, One Legal and other One Legal colleagues
- Ashley Bayliss, Homelessness and Housing Options Team Leader, Gloucester City Council
- Public Protection Team, Gloucester City Council

Particular thanks go to:-

- Julie Wight, Private Sector Housing Manager, Gloucester City Council
- Michelle Thomas, Private Sector Housing Officer, Gloucester City Council
- Sonia Tucker, Democratic Services Officer, Gloucester City Council

*Thank You!*

**This page is intentionally left blank**



|                         |   |                                 |                     |
|-------------------------|---|---------------------------------|---------------------|
| <b>Meeting:</b>         | <b>Overview and Scrutiny Committee</b>  | <b>Date:</b>                    | <b>7 March 2016</b> |
| <b>Subject:</b>         | <b>Recommendations from the Overview and Scrutiny Task and Finish Group on Employment and Skills Opportunities for Young People in Gloucester</b> |                                 |                     |
| <b>Report Of:</b>       | <b>Councillor Phil McLellan, Chair of the Task and Finish Group</b>   |                                 |                     |
| <b>Wards Affected:</b>  | <b>All</b>  |                                 |                     |
| <b>Key Decision:</b>    | <b>No</b>   | <b>Budget/Policy Framework:</b> | <b>No</b>           |
| <b>Contact Officer:</b> | <b>Angela Presdee, Economic Development Manager</b><br><b>Sonia Tucker, Democratic Services Officer (Scrutiny Support)</b>                        |                                 |                     |
|                         | <b>Email: angela.presdee@gloucester.gov.uk</b>  | <b>Tel:</b>                     | <b>01452 396974</b> |
| <b>Appendices:</b>      | <b>1. Report of the Task and Finish Group</b>   |                                 |                     |

**FOR GENERAL RELEASE**

**1.0 Purpose of Report**

1.1 To report the recommendations of the Overview and Scrutiny Committee Task and Finish Group which was formed to review employment and skills opportunities for young people in Gloucester.

**2.0 Recommendations**

2.1 **Overview and Scrutiny Committee** is asked to **endorse** the report.

**3.0 Background and Key Issues**

3.1 The report at Appendix 1 sets out the final recommendations of the Task and Finish Group which was established following ratification by the Overview and Scrutiny Committee on 14 September 2015. The report details the purpose and process of the review, the Task and Finish Group's findings, and its recommendations. The report will be presented to the first available meeting of Cabinet in the new municipal year.

**Councillor Phil McLellan**  
**Chair of Task and Finish Group**

**This page is intentionally left blank**



# Gloucester City Council

## OVERVIEW AND SCRUTINY COMMITTEE

### TASK AND FINISH GROUP

## ON EMPLOYMENT AND SKILLS OPPORTUNITIES FOR YOUNG PEOPLE IN GLOUCESTER



## FINAL REPORT AND RECOMMENDATIONS

FEBRUARY 2016

Published by Democratic Services

[www.gloucester.gov.uk](http://www.gloucester.gov.uk)

## **CONTENTS**

|                  |                                    |
|------------------|------------------------------------|
| <b>Section 1</b> | <b>Introduction</b>                |
| <b>Section 2</b> | <b>Scoping of study</b>            |
| <b>Section 3</b> | <b>Summary of current position</b> |
| <b>Section 4</b> | <b>Findings</b>                    |
| <b>Section 5</b> | <b>Conclusions</b>                 |
| <b>Section 6</b> | <b>Recommendations</b>             |
| <b>Section 7</b> | <b>Acknowledgements</b>            |

## Section 1 – Introduction

---

### Background

On 14 September 2015, Gloucester City Council's Overview and Scrutiny Committee commissioned a Task and Finish Group study in employment and skills.

The Task and Finish Group was formed in November 2015 specifically to look at employment and skills opportunities for young people in Gloucester. The report details the purpose and process of the review, the Task and Finish Group's findings, and its recommendations.

The Task and Finish Group based its findings on interviews with Witnesses and the examination of various factual pieces of information. The Group had planned to interview some young persons, but because of the short time available to complete the study it was only possible to gather a limited amount of anecdotal evidence.

### Membership

The following cross-party Members took part in the study:-



Councillor Phil McLellan  
Chair



Councillor Andy Lewis



Councillor Laura Pearsall



Councillor Neil Hampson

The Group was supported by the Council's Economic Development Manager, Angela Presdee, and Sonia Tucker, Democratic Services Officer (Scrutiny Support).

## Section 1 – Introduction (continued)

---

### Terms of Reference (as defined in the scoping document shown in Section 2 of this report)

The agreed **ambitions** for the review were:-

*'To identify barriers to young people reaching their potential'*

The **anticipated outcomes** for the review were set as:-

- Barriers to young people reaching their potential will be identified.
- Gloucester's position as compared to other districts in the County will be explored.
- Employers' skills gaps will be identified.
- Employers will be better informed on what trainees in the City have to offer.
- Potential opportunities for the City Council to assist will be explored including working in partnership and joining in careers events.



## Section 2 – Scoping of Study (the Terms of Reference)

| <b>SCRUTINY REVIEW – ONE PAGE STRATEGY</b> |   |
|--|---|
| <b>Broad topic area</b>                    | Employment and Skills<br>Councillors Phil McLellan (Chair), Neil Hampson, Laura Pearsall  |
| <b>Specific topic area</b>                 | Looking at employment and skills opportunities for young people   |
| <b>Ambitions for the review</b>            | To identify barriers to young people reaching their potential   |
| <b>How do we perform at the moment?</b>    | It's not clear that we are giving young people the skills they need and there are barriers to them reaching their potential.<br>Are wage rates generally lower in the City than elsewhere in County?<br>Do we need to attract high skills employers?<br>Do we need to consider some of the barriers that may impact or play a part such as skills gaps; inconsistency with careers guidance and support; education and training provision aligning to meet the needs of local businesses; poor supply and quality housing and lack of affordable homes? |
| <b>Who should we consult?</b>              | <ul style="list-style-type: none"> <li>• Gfirst Local Economic Partnership and Gfutures</li> <li>• Gloucestershire County Council (Peter Holmes)</li> <li>• JobCentrePlus</li> <li>• Other colleagues within the Council</li> <li>• Gloucestershire College</li> <li>• G15</li> <li>• A few local training providers (such as Prospect Training, Bridge Training, Arriva Training)</li> <li>• Employers in the City</li> <li>• Representatives from the Small and Medium Enterprises Group and the Federation of Small Businesses</li> </ul>            |
| <b>Background information</b>              | Gloucestershire Strategic Economic Plan & Gloucestershire Skills Statement<br><a href="http://www.gfirstlep.com/gfirst-LEP/Our-Priorities/Our-Vision/">http://www.gfirstlep.com/gfirst-LEP/Our-Priorities/Our-Vision/</a><br>Gloucester City Council Corporate Plan<br>Gloucestershire County Council Youth Employment Skills Strategy<br><a href="http://www.gloucestershire.gov.uk/article/111644/Skills-and-jobs">http://www.gloucestershire.gov.uk/article/111644/Skills-and-jobs</a>   |
| <b>Support</b>                             | <ul style="list-style-type: none"> <li>• Member of the Council's Economic Development Team</li> <li>• Democratic Services Officer (Scrutiny Support)</li> </ul>   |
| <b>How long will it take?</b>              | 3 months. To be concluded by the end of February 2016.  |
| <b>Outcomes</b>                            | <ul style="list-style-type: none"> <li>• Barriers to young people reaching their potential will be identified.</li> <li>• Gloucester's position as compared to other districts in the County will be explored.</li> <li>• Employers' skills gaps will be identified.</li> <li>• Employers will be better informed on what trainees in the City have to offer.</li> <li>• Potential opportunities for the City Council to assist will be explored including working in partnership and joining in careers events.</li> </ul>                             |

### Section 3 - Summary of Current Position

---

The Task and Finish Group was formed to identify barriers to young people reaching their potential and to look at ways of overcoming these barriers.

The Group believed that following the dismantling of the Careers Service there were inconsistencies in the advice being given to young people with some schools providing better direction than others. This was later corroborated by discussions with Witnesses and anecdotal evidence supplied by the Task and Finish Group Members themselves.

It appeared that there were less highly skilled employers in the City with a greater proportion of employees in the City being paid lower level wages than in other parts of the County. The Group was interested in looking at what could be done to encourage more highly skilled employers to Gloucester.

It was not clear that the courses offered by colleges and training organisations necessarily matched the demands of local businesses and this was something that the Group would explore during the study.



In terms of apprenticeships, the Group recognised that many local employers including Gloucester City Council had a good track record of offering placements, many of which had led to trainees securing jobs within the City Council or with other organisations. The Group considered that there were still not enough apprenticeships on offer in the City. Additionally, some schools did not cite apprenticeships as a route in their careers advice and were focused on encouraging young people to take the University route.

The Group was also aware that some young people dropped out of training schemes and wanted to understand the reasons why.

Other factors such as the poor housing and the shortage of affordable homes would also be examined during the study, as barriers to young people finding and securing jobs.

## Section 4 – Findings

---

### Introduction

This section summarises the discussions held at the Task and Finish Group meetings and the actions and outcomes which were identified during these meetings.

### Meeting 1 – 25 November 2015

The Group discussed the background to the study and agreed the scope of the project by completing a one page document which set out the ambitions for the review and its anticipated outcomes.

### Outcomes from meeting held on 25 November 2015

- The Group identified a variety of Witnesses who would be invited to future meetings. These included representatives from Job Centre Plus, training organisations and from small businesses. The views of the G15 partnership of secondary schools, Milestone School and Gloucestershire College would be sought and colleagues from the County Council would be asked to participate.

### Meeting 2 – 13 January 2016

The Group welcomed the following Witnesses:-

- Peter Holmes, Head of Extended Learning, Gloucestershire County Council
- Maeve Maxwell, Project Officer, Yes2Jobs Campaign and G15 Partnership

### *What did the Group Learn from the Witnesses?*

1. The 'Yes2Jobs' campaign was a successful cross-party initiative set up by Gloucestershire County Council 4 years ago which sought to promote and prepare young people for the workplace.
2. A fractured careers advice service and guidance resulted in some young people not getting the impartial advice they needed in schools, with some schools performing better than others. Schools had not been given extra funding to provide advice. The County Council, 'Yes2Jobs' and 'Grow Gloucestershire' had collaborated to produce a booklet 'What's Next?' which was targeted at and posted to 14-16 year olds. Some schools appeared to only be interested in encouraging pupils in a University route and did not spotlight vocational training or apprenticeships.

## Section 4 – Findings (continued)

---

### Meeting 2 – 13 January 2016

3. The Group was advised to consider participation in events such as the 'Skills Fest' and the potential to organise a local 'Ambitions' event.
4. There was a higher proportion of NEETS (a young person who is no longer in the education system and who is not working or being trained for work) in Gloucester and it was difficult to track these individuals once they had left school. Whilst support was available via the County Council's Youth Support Team, this was an area that could benefit from further partnership working and better co-ordination.
5. Reference was made to the University of Gloucestershire's 'GROW' initiative which aimed to reach out to schools to raise participation rates in higher education.
6. The 'GROW' Awards also showcased and recognised the talents of young people.



7. With the upturn in the economy, many young people found it easier to obtain employment, but there was concern for vulnerable young people who often found it difficult to access the jobs market because of personal issues. These were the individuals who were difficult to engage with. An EU funded project was being developed that would provide additional targeted support to help these young people. The County Council and Gloucestershire College had worked together on 'Supported Internships' which was a national initiative. One of the successful outcomes was a partnership with a local hotel chain who had supported young people and given them the confidence to work. This had resulted in work experience opportunities and in some young people securing work afterwards.
8. Some local training providers and Gloucestershire College offered a broad range of more vocational type training and the Military Preparation College (MPCT) sought to recruit young people into military organisations which had proved successful.





## Section 4 – Findings (continued)

### Meeting 2 – 13 January 2016

9. In terms of apprenticeships, Gloucester employers had a good track record providing apprenticeship placements, particularly in traditional industries such as manufacturing and construction.



Additionally, local training companies and Gloucestershire College performed well in offering apprenticeships. Gloucester City Council's own Apprenticeship Scheme was commended.

However, demand for all these placements outstripped the opportunities available.

The impact of the introduction of the Government's Apprenticeship Levy was considered

10. The good work of the G15 partnership of secondary schools, Milestone School, and Gloucestershire College, was explored. It was noted that G15 had worked with a local training provider and the County Council to create and deliver a successful 'Inspiring Enterprise' programme which showcased the entrepreneurial and enterprising skills of 16 individuals.
11. It was no longer mandatory for work experience placements to be organised by schools due to issues such as health and safety etc., and this was seen as a great loss for pupils, who were able to gain an insight into the world of work.
12. It was suggested that the City Council might explore supporting young people by encouraging staff to participate in getting involved in mock interviews and 'Dragon's Den' events via the Education Business Partnership run by G Futures.



**This is an audition for your career.  
Make sure you know your lines.**

## Section 4 – Findings (continued)

---

### Meeting 3 – 25 January 2016

The Group welcomed the following witnesses to the meeting:-

- Sharon Jones, Youth Programmes Manager, Prospect Training
- Steve Weldon, Advice and Guidance Manager, Gloucestershire College
- Jason Dunsford, Employment and Skills Manager, G Futures
- Di Haines, Business Engagement Manager, Job Centre Plus
- Sam Holliday, Development Manager, Federation of Small Businesses
- Barry Jackson, Founder Director, Aspire Academy

### ***What did the Group Learn from the Witnesses?***

1. It was challenging for disadvantaged young people who were dealing with personal and housing issues to get training placements. Many trainees left within the first 6 weeks of their training or failed to commit because of their personal issues.
2. Swindon had achieved the Quality in Careers Standards Kite Mark. It was suggested that progress towards this status in Gloucester would improve the quality of advice given. There was also reference to the Gatsby Foundation report 'Good Career Guidance' which provided a set of 8 benchmarks of good practice.
3. Careers guidance should reflect the types of jobs that were available as it was recognised some of the jobs on offer now did not exist 10 years ago. Jobs fairs presented a good opportunity for young people to meet with employers and to see the types of jobs on offer. It was important for parents to attend these events too in order to understand the rapidly evolving jobs market. However, not all companies had the time to commit to these fairs.
4. Some schools were very engaged and arranged for mock interviews and workplace visits to be organised. 'Young Entrepreneurs' events were also successful.
5. There was funding for short interventions such as CV writing for young people aged 19+ through the National Careers Service.
6. There were to be new changes to Ofsted inspections in schools which would put more emphasis on careers advice and guidance.
7. There was to be a review of the careers advice industry and potential consideration of a single point 'one stop shop'.

## Section 4 – Findings (continued)

---

### Meeting 3 – 25 January 2016

8. The number of traineeships in Gloucester offered through a local training company and Gloucestershire College was the highest in the County. These included tuition in maths and English and could lead to the opportunity for an apprenticeship.
9. Youth unemployment rates in Gloucester had fallen and those who had failed to secure jobs were often those individuals dealing with personal issues or who were disabled. It was also noted that there were sectors with skills gaps and that employers had found it easier to recruit when unemployment levels were high.
10. There was a current shortage of employees in the fields of health and social care and in hospitality, with young people seeming to be reluctant to enter these professions. Additionally, the prohibitive cost of learning to drive was an issue for many young people wishing to consider certain sectors such as the care industry or the haulage industry as a career. This could have a knock on effect on haulage jobs in the future as it was difficult to attract young people into these roles.
11. In terms of the construction industry, many companies had brought people in from outside the county by bus, meaning that there were fewer opportunities for local people. Gloucestershire College had funding for courses in construction, but they were constrained by the £50 cost of the Construction Safety Training System Test which had to be taken.
12. 90% of small businesses in the County employed less than 10 people and it was difficult to raise their profile as they were often not represented at careers events. Business owners of small companies were often busy running their own businesses. Interestingly, in a recent survey of 11 year olds, 50% expressed an interest in starting up their own business.
13. The requirement for qualifications in maths and English was seen as a barrier to those young people trying to enter employment, as many did not achieve the required target/level of qualification.
14. Social media and ICT were seen as key skills which young people could offer to prospective employers.



## Section 4 – Findings (continued)

---

### Meeting 3 – 25 January 2016

15. The results of a recent survey commissioned by the Federation of Small Businesses on the top five skills lacking in young people had been surprising as they mostly related to personality traits and not qualifications. They were:-
- General attitude to work
  - Communication skills
  - Self-management (time keeping etc.)
  - People skills
  - Literacy
16. Many parents were not aware that there were over 250 trades available as modern apprenticeships and still regarded these placements as being in trades such as hairdressing and car maintenance, meaning that they were unlikely to encourage their children to consider vocational training. This was an education and awareness issue for parents and older people. It was noted that some small businesses were just too small to give the necessary commitment to a full-time apprenticeship placement, but it was possible they would consider sharing one on a part-time basis.



17. Parents often believed that only a University place was a measure of success. However, having a University degree did not necessarily increase a person's skills and experience to guarantee job opportunities. Young people needed to be made aware that there were alternatives to avoid them dropping out of 6<sup>th</sup> form studies if they found they were struggling. It was noted that schools with 6<sup>th</sup> forms received funding according to the number of pupils they had and that a teacher who encouraged a pupil to consider an apprenticeship route might ultimately compromise the school's funding.

## Section 4 – Findings (continued)

---

### Meeting 3 – 25 January 2016

18. Work experience was no longer mandatory in schools due to factors such as the costs of risk assessments and insurances. Added to this, the costs of transport and reluctance to release pupils out of curriculum sometimes deterred schools from attending events, placements or work experience. The value of some of the work experience placements was also questioned, as some young people ended up being given menial tasks such as tea making which was not the best use of time for either the employer or the pupil. Small businesses often struggled to offer work experience as they did not have the time to get wound up in 'red tape' and paperwork. Employers were being encouraged to host 'open days' in order to build up relationships and raise their profile with a potential workforce.

As regards work experience for school leavers, this was helpful, when it was available. Reference was made to a national scheme which obligated large companies to offer work experience.



The Council would find out whether its partner, Amey, could offer this opportunity.

19. The average young person could now expect to have about 10 different jobs in their career. The 'gold watch' days, or a career for life, were a thing of the past.
20. Gaming, ICT and sports, were all fields attractive to young people. However, there were limited vacancies in gaming and it was important that training courses matched employer demands and the opportunities that were available.
21. It was considered that there was little recognition of the skillsets required for the retail sector, customer services and for shop assistants, and that each job should be regarded as highly skilled in its own right.
22. It was important for young people to be imaginative and flexible in their career choices. There was the perception that the focus on life skills was missing in some schools and that there was too much emphasis on attaining qualifications and no recognition of achievements outside of school. It was noted that some young people did not realise what attributes they had to offer a prospective employer, such as Duke of Edinburgh Awards, voluntary work, etc.

## Section 4 – Findings (continued)

---

### Meeting 3 – 25 January 2016

23. Colleges and universities needed to match training programmes to the labour market to ensure there were enough jobs to match those young people training to them. An analysing tool 'Insight' provided by the West of England Local Enterprise Partnership provided local labour market information had proven very useful, as had a booklet provided by the Gloucestershire Local Enterprise Partnership.
24. Due to the recent pension changes, people were now working into their late 60's, meaning there was not the same turnover in jobs as there had been in the past and this was perceived as a potential barrier to young people in securing jobs.
25. Wage rates were lower in the City than in other areas of the County, with many jobs paying the minimum wage which would be replaced by the living wage in April 2016.
26. Transport issues were identified as a barrier to young people seeking training or jobs. It was important to have improved transport in rural areas. It was noted that some providers looked at where new developments were built in order to match and provide future bus routes. Some young people had never been on a bus and would see travelling to Cheltenham as a deterrent.

There were schemes such as the '[Think Travel](#)' initiative at the County Council which offered free bus travel or a new bike/safety equipment up to a maximum of £175 to enable access to employment or training. It was considered that even if employers provided transport for the first few months it would allow time to explore alternative transport arrangements such as car sharing, etc.

A scheme to teach young people how to drive would make a big difference and open up job opportunities as some employers provided vehicles such as those in the health and social care industry.

27. The Council could consider including a policy in its local City Plan seeking developers to provide employment and training packages which would include commitments to apprenticeship and other training placements.
28. It was important to attract highly skilled employers and potential investors to Gloucester. This could be achieved by supplying a good labour force and accessible new employment land.
29. It was difficult for employers to know where to advertise vacancies as there were so many websites. This was also a problem for young people.

## Section 5 – Conclusions

---

The Task and Finish Group's ambition was to identify barriers to young people reaching their potential. During the course of the study the following barriers were identified:-

### Barriers

#### 1. Careers Advice

There was a fractured careers advice service resulting in inconsistencies in the advice being given to young people. Careers advisers in schools often did not have this as a dedicated role and it was sometimes 'bolted on' to another post. Some schools performed better than others in this respect.

There was also the perception that because of the funding given to 6<sup>th</sup> forms that there was financial pressure on schools to encourage young people to stay on in schools and then go on to university when they might be better suited to vocational training routes such as apprenticeships.

At some schools attendance at careers events was patchy because of the cost of transport and reluctance to take pupils out of curriculum.

Some parents because of their own experiences or personal issues failed to encourage their children to attend careers event or give them any guidance on careers matters and were unaware of the types of modern jobs that were available, many of which had not existed 10 years ago. This was seen as an education/awareness issue for parents.

#### 2. Work Experience

As work experience was no longer mandatory in schools because of the costs of risk assessments and insurances, pupils were no longer getting the opportunity to visit workplaces and build relationships with employers.

There was also a perception by some employers that work experience was not a positive experience and a drain on their time and this sometimes resulted in young people being given menial tasks to perform which were of little value to either party.

Small businesses were often too small and too busy to offer the time to young people.

It was recognised that there were still not enough work experience placements for school leavers.



## Section 5 – Conclusions (continued)

---

### 3. Ability to Drive

The cost of learning to drive was seen as an obstacle to young people finding employment, particularly in the care sector as many of the roles in domiciliary care required driving licences and many did not pay travel time, and this was a disincentive.

### 4. Need for qualifications in maths and English

The requirement for qualifications in maths and English was a stumbling block for many young people in obtaining employment although some training organisations provided this as part of a course to help overcome this problem.

### 5. Attitude and personal attributes

In some instances, young people provided obstacles themselves through their own attitude and personality, although it was recognised that this could be the result of personal issues and their home environment.

The top 5 skills lacking in young people according to a survey by the Federation of Small Businesses were:-

- General attitude to work
- Communication skills
- Self-management (time keeping etc.)
- People skills
- Literacy

Additionally, some young people failed to recognise their own skills and did not realise that achievements outside of education such as voluntary work, sporting prowess, etc. could commend them to a prospective employer.





## Section 5 – Conclusions (continued)

---

### 6. **Apprenticeships**

Some schools failed to promote apprenticeships to young people for funding and other reasons.

There was evidence of prejudice by some parents and older people who had misconceptions about the variety of modern apprenticeships available and only saw them as traditional roles such as hairdressing and car maintenance. This was a huge education and awareness raising issue for parents and young people.

As 90% of small businesses in the County employed less than 10 people it was challenging for them to offer apprenticeships and many of them were unaware of skills young people could offer, particularly with their expertise and knowledge around ICT and social media. There could be a case for small businesses sharing an apprentice.

It was evident that demand for apprenticeships outstripped supply.

### 6. **Housing, home and personal issues**

It was recognised that some young people were dealing with challenges posed by poor housing, personal issues, and their home environment. The shortage of affordable housing and the cost of rental properties in the City was seen as a barrier.

### 7. **Travel Barriers**

Reduced bus routes in rural areas prevented young people from being able to access some jobs in Gloucester.

It was noted that some young people would not consider a job if it necessitated them having to make a couple of bus journeys.

Transport links and the cost of learning to drive was seen as a real barrier.

### 8. **Job Turnover**

With people now having to work until their late 60's, there was not the same turnover in jobs as there had been in the past.

## Section 6 – Recommendations

---

**The Task and Finish Group’s recommendations are as follows:-**

**1. Careers Advice and Guidance**

Consideration to be given to introducing a Gloucester careers kitemark in partnership with the County Council and other interested bodies.

**2. Partnership Working – careers events**

Consideration to be given to the City Council hosting an ‘Ambitions’ type event, similar to that operated at Stroud, with the help of sponsors and interested bodies. There could also be participation in the ‘Skills Fest’ event.

**3. Co-ordinated approach**

Consideration to be given to the City and County Council working together to identify vulnerable young people in families receiving support from the City Council, Families First, Department of Work and Pensions and the Youth Support Team, in order to develop their employability skills and experience.

**4. Mock Interviews, ‘Dragon’s Den’ scenarios**

Consideration to be given to Gloucester City Council exploring its corporate social responsibilities and allowing staff and Councillors to participate in mock interviews and ‘Dragon’s Den’ scenarios as part of its Volunteering Scheme.

**5. Work Experience**

Using the contact networks of the Federation of Small Businesses, Major Employers’ Group and City Centre Retail Partnership, more work experience opportunities should be given to young people (up to the age of 24). This would also include the City and County Council and their partners. Companies should also be encouraged to have ‘open days’.

**6. Apprenticeships**

Small businesses could be encouraged to offer apprenticeships, possibly on a shared basis, using the network of the Federation of Small Businesses.



## Section 6 – Recommendations (continued)

---

### 7. **Employment and Training Packages for new employers coming to Gloucester**

Consideration should be given to the City Council including in its Local Plan an obligation for developers to prepare employment and skills plans with the help of the City Council and other key partners. Such plans would set out the type of training and employment opportunities that would be offered by the developer such as apprenticeships, training placements, work experience, and the use of trades in the local area. This could be a recommendation to Planning Policy Sub-Committee and also reflected in the Joint Core Strategy. New investors or employers moving to the City should also be approached by the City Council to see what the Council, in conjunction with partners, could do to assist them.

### 8. **Developing and Upskilling Employees**

Consideration should be given to the City and County Council promoting opportunities to develop and upskill staff, particularly those in the retail sector, in partnership with the Major Employers' Group, Federation of Small Businesses and the City Centre Retail Partnership.

### 9. **Travel**

Consideration should be given to the City Council including in its Local Plan an obligation for new employers coming to Gloucester to have their own travel schemes to assist employees in getting to work, particularly those living in rural areas. This could be a recommendation to Planning Policy Sub-Committee. This could include providing transport for the first few months to allow workers to explore car sharing alternatives, etc.

### 10. **City Council's Website**

The City Council's website should have links to 'Yes2Jobs', Jobs Centre Plus and any other relevant websites.

**RECOMMENDED**

## Section 7 – Acknowledgements

---

The Task and Finish Group would like to thank the following individuals/organisations for their help and support during the study:-

- Peter Holmes, Gloucestershire County Council
- Maeve Maxwell, G15
- Sharon Jones, Prospect Training
- Steve Weldon, Gloucestershire College
- Jason Dunsford, G Futures
- Di Haines, Job Centre Plus
- Sam Holliday, Federation of Small Businesses
- Barry Jackson, Aspire Academy

Particular thanks go to:-

- Angela Presdee, Economic Development Manager, Gloucester City Council
- Sonia Tucker, Democratic Services Officer, Gloucester City Council

*Thank You!*



|                         |  |                                 |                                      |
|-------------------------|--|---------------------------------|--------------------------------------|
| <b>Meeting:</b>         | <b>Overview and Scrutiny<br/>Cabinet</b>   | <b>Date:</b>                    | <b>7 March 2016<br/>9 March 2016</b> |
| <b>Subject:</b>         | <b>Financial Monitoring Quarter 3</b>  |                                 |                                      |
| <b>Report Of:</b>       | <b>Cabinet Member for Performance and Resources</b>  |                                 |                                      |
| <b>Wards Affected:</b>  | <b>All</b>   |                                 |                                      |
| <b>Key Decision:</b>    | <b>No</b>  | <b>Budget/Policy Framework:</b> | <b>No</b>                            |
| <b>Contact Officer:</b> | <b>Andrew Cummings, Management Accountant</b>  |                                 |                                      |
|                         | <b>Email: Andrew.cummings@gloucester.gov.uk</b>  | <b>Tel:</b>                     | <b>396231</b>                        |
| <b>Appendices:</b>      | <b>1. Progress against savings targets</b><br><b>2. Capital monitoring</b><br><b>3. Income Targets</b> |                                 |                                      |

**FOR GENERAL RELEASE**

**1.0 Purpose of Report**

1.1 For Cabinet to note the financial monitoring report details including budget variances, year-end forecasts, and progress made against agreed savings targets for the 3rd quarter ended 31st December 2015.

**2.0 Recommendations**

2.1 Overview & Scrutiny Committee is asked, subject to any recommendations it wishes to make to Cabinet, to **note** the contents of the report.

2.2 Cabinet is asked to **RESOLVE** that

- (1) The savings achieved in year to date total £1.002m be noted.
- (2) The forecast year end position which is currently for a reduction to the Council’s General Fund balance of £244k be noted. This is an improvement of the Quarter 2 position of £278k.
- (3) The actual and expected levels of income for the Council shown at Appendix 3 be noted.
- (4) The details of specific budgetary issues identified by officers and the actions being taken to address those issues be noted.
- (5) The current level of Capital expenditure as shown on Appendix 2 be noted.

### 3.0 Background and Key Issues

- 3.1 The figures contained within this report forecast the year end position. This is based on the actual expenditure to the end of quarter 3 which is then forecast forwards based on budget monitoring meetings between service managers and financial services staff. The year-end forecast is the best estimate at the current time of the year-end position on the Council's General Fund.
- 3.2 The estimated reduction in the General Fund balance would still ensure that the general fund balance remains above the Council's stated minimum of position of £1.6m.
- 3.3 A summary table below shows the projected position for each service area as well as the change in projected variances since the Quarter 2 position.

### 4.0 Whole Council Summary

- 4.1 The forecast position for the end of the year is a reduction of the Council's General Fund by £244k. This is an improvement from the forecast performance at Quarter 2 of £278k.

| <b>Council Total</b>                     | <b>2015/16<br/>Budget</b> | <b>Year<br/>End<br/>Forecast</b> | <b>Variance</b> | <b>Change<br/>since<br/>Q2</b> |
|--|---------------------------|----------------------------------|-----------------|--------------------------------|
| <b>Corporate Director - Vacant</b>       | 3,383                     | 3,404                            | 21              | (59)                           |
| <b>Corporate Director - Ross</b>         | 6,187                     | 6,924                            | 737             | 31                             |
| <b>Regen and Economic Development</b>    | (508)                     | (469)                            | 39              | 79                             |
| <b>Finance and Business Improvement</b>  | 3,196                     | 2,813                            | (383)           | (115)                          |
| <b>Funding and Corporate Adjustments</b> | (12,226)                  | (12,428)                         | (202)           | 30                             |
| <b>Total</b>                             | <b>32</b>                 | <b>244</b>                       | <b>212</b>      | <b>(34)</b>                    |

- 4.2 This position reflects the current level of savings achieved, as well as new financial pressures identified during 2015/16, and any areas which are expected to be under their budget for the year. At this stage of the financial year it is considered to be unlikely that any new savings with a significant in year financial impact will be discovered. Where service managers have identified opportunities to limit expenditure against budgets in the upcoming quarter this has been included within the year-end forecast.

## 5.0 Corporate Director 1

| <b>Corporate Director 1</b>           | <b>2015/16<br/>Budget</b> | <b>Year<br/>End<br/>Forecast</b> | <b>Variance</b> | <b>Change<br/>since<br/>Q2</b> |
|---------------------------------------|---------------------------|----------------------------------|-----------------|--------------------------------|
| Planning                              | 454                       | 439                              | (15)            | -14                            |
| Legal and Democratic Services         | 1,100                     | 991                              | (109)           | -108                           |
| Communications                        | 125                       | 120                              | (5)             | 1                              |
| Housing Services                      | 761                       | 730                              | (31)            | 8                              |
| HR                                    | 346                       | 248                              | (98)            | 4                              |
| Guildhall and Museums                 | 422                       | 685                              | 263             | 29                             |
| Catering Review and Cultural Strategy | 0                         | 19                               | 19              | 19                             |
| Internal Audit                        | 175                       | 172                              | (3)             | 2                              |
| <b>Total</b>                          | <b>3,383</b>              | <b>3,404</b>                     | <b>21</b>       | <b>(59)</b>                    |

- 5.1 The position for the directorate as a whole is forecast to now be overspent by only 21k. The majority of service areas within the directorate are forecast to be underspent or within their budget. These savings, however, have both offset by the budgetary pressure created by the Guildhall and Museums savings targets.
- 5.2 The significant improvement in the Legal and Democratic Service relates to income received from Central Government. In 2014/15 the Council made a provision for costs, of over £100k, incurred in reimbursement of previously collected fees for land searches. This was the result of a legal ruling which impacted Councils nationally. The Council has now received grant funding from Government to help fund this cost. As a full provision was made in 2014/15 the grant funding in 2015/16 can be taken to the General Fund to compensate for the loss incurred last year. The land searches service has now been transferred to the planning service but is reported here against legal services to ensure full consistency with the monitoring early in the year.
- 5.3 The Guildhall has been using income generation as the primary means of achieving the savings target of £150k in year. There has been some success in this approach as many of the Guildhall functions have seen a significant increase in income generated. For example revenue generated from ticket sales for the Cinema and live events is currently forecast to be approximately 10% up on 2014/15. Another notable success is the income generated by Blackfriars Priory which has currently generated £15k more than in 2014/15. The current position at the Guildhall is a forecast overspend of £71k which would represent £79k of savings achieved against the target.
- 5.4 The Guildhall Bar and Cafe is performing significantly better than in 2014/15. A surplus of £20k is currently forecast when last year's position was to only break even. However, the Bar is budgeted to make a surplus of £58k so this improvement still represents a budget pressure for the Council. It is hoped that recommendations from the Catering Review will alleviate this pressure in 2016/17.
- 5.5 The Museums have been able to make little progress in achieving the savings target of £132k for the year. There has been an increase in income for the year but this has been offset by the increased costs of advertising and publicity incurred to generate the income. The expected year end position for the Museum is an

overspend of £159k (including the savings target). As the recommendations of the Commercial Services Review and the ongoing Cultural Strategy are implemented these will form a key factor in delivering the savings target for 2016/17.

- 5.6 Two significant pieces of external work have been undertaken in 2015/16. The first is the Catering Review intended to advise the Council of possible actions to improve the performance of catering services and the second is the, still ongoing, Cultural Strategy. These are shown separately on this report at their estimated cost for the year as they do not directly relate to only one service. Their costs were not known when the Quarter 2 monitoring report was produced.
- 5.5 The HR Service is still forecasting a significant saving of £98k for the year. This is as a result of the high level of vacancies carried within the team before the transfer of the service due to the County Council. This shared service will deliver annual savings of approximately £56k from the 2016/17 year onwards which have been included in the recent Council Money Plan.
- 5.7 Within planning and development there are has been a significant increase in income received as a result of planning applications. The current forecast is that this income may be as much as £150k in excess of the budget for the year. This money is currently being used to fund extra costs in year relating to the review of the Joint Core Strategy, carrying out the City plan and the use of Temporary Staff in management positions. The service as a whole is therefore expected to be underspent by only £15k, in spite of this income increase.

## 6.0 Corporate Director 2

| <b>Corporate Director 2</b>                        | <b>2015/16<br/>Budget</b> | <b>Year<br/>End<br/>Forecast</b> | <b>Variance</b> | <b>Change<br/>since<br/>Q1</b> |
|--|---------------------------|----------------------------------|-----------------|--------------------------------|
| Neighbourhood Services                             | 4,523                     | 5,293                            | 770             | 156                            |
| Environmental Planning and the<br>Countryside Unit | 427                       | 418                              | (9)             | (3)                            |
| Voluntary Sector                                   | 381                       | 374                              | (7)             | 3                              |
| Shopmobility                                       | 4                         | 58                               | 54              | 3                              |
| Cem and Crem                                       | (857)                     | (971)                            | (114)           | (89)                           |
| Markets  | (212)                     | (143)                            | 69              | 5                              |
| Contact Centre                                     | 753                       | 693                              | (60)            | (14)                           |
| TIC  | 151                       | 182                              | 31              | (4)                            |
| Public Protection                                  | 1,017                     | 1,020                            | 3               | (26)                           |
| <b>Total</b>                                       | <b>6,187</b>              | <b>6,924</b>                     | <b>737</b>      | <b>31</b>                      |

- 6.1 A significant overspend is still expected on this directorate but the overall position has changed only slightly since the Quarter 2 forecast.
- 6.2 The significant change since Quarter 2 relates to Neighbourhood Services. This is as a result of the final years savings from the Amey contract, and staff restructuring being known for the year. No further savings are expected from the Amey contract for 2015/16 but significant savings are expected in 2016/17 and are currently being explored with Amey. In the time since the Quarter 2 report a number of workshops have been held between Members, Council Officers and Amey Senior Management



to continue to work towards delivering the savings targets required of the partnership. In addition to this, the restructuring of the Neighbourhood Services team has now been completed and although generating only a small saving this year will deliver the full £100k savings target in the next financial year.

- 6.3 Within the Neighbourhood Services line is the previously reported issue where the Council has to compensate Amey for a loss in income suffered from the sale of recyclable materials. The estimated shortfall at this time is £320k. This is in line with the estimates made at Quarter 2. Amey are providing regular updates on the income received and these are being scrutinised by Officers. Work will be undertaken with Amey at the year end to agree the final amounts payable. .
- 6.4 The markets service expected overspend has increased slightly to £69k. This remains the result of no significant savings projects having yet been completed towards the £50k savings target as well as forecast shortfalls against the income budgets for both the Eastgate Market and Hempsted Market. Income achieved at Eastgate market is expected to be higher than forecast at Quarter 2 but there have also been a number of repairs which have had to be carried out at the market which, at this stage, are expected to use the extra income generated.
- 6.5 The Cem and Crem income forecasts have been increased since Quarter 2. This is as a result of forecasting winter income to occur in the same pattern as 2014/15, which delivered a significant saving. Officers are continuing to monitor this closely and work with the Service manager on updating forecasts.
- 6.6 The Contact Centre and Customer Services has seen an increased in the expected savings resulting from lower than budgeted use of postal services. The level of this saving has now increased to £35k in the current financial year. To reflect the fact that much of this reduction is expected to be an ongoing saving this budget has been reduced in the Money Plan for 2016/17.

## 7.0 Regeneration and Economic Development

| <b>Regeneration and Economic Development</b> | <b>2015/16 Budget</b> | <b>Year End Forecast</b> | <b>Variance</b> | <b>Change since Q2</b> |
|--|-----------------------|--------------------------|-----------------|------------------------|
| Asset Management                             | (487)                 | (470)                    | 17              | 29                     |
| Economic Development                         | 367                   | 347                      | (20)            | (19)                   |
| Parking                                      | (856)                 | (816)                    | 40              | 66                     |
| Marketing Gloucester                         | 468                   | 470                      | 2               | 3                      |
| <b>Total</b>                                 | <b>(508)</b>          | <b>(469)</b>             | <b>39</b>       | <b>79</b>              |

- 7.1 The overall position for this area is to be overspent against General Fund budgets by £39k.
- 7.2 The primary cause of this change is the separation of income from the Barbican car park from the other car parks. The car park at Barbican is an asset arising from the SWRDA transfer and therefore cannot be included as income for the General Fund and will be placed in the Regeneration Reserve. The income from this car park is expected to be about £70k for its first full year of operation and its removal from the year-end forecast is the reason for the reduction in car parking surplus shown in the table above.

7.3 Where the portfolio of SWRDA assets generates income in excess of costs this is transferred into the regeneration reserve. This transfer was £154k in 2014/15. The year end position is not clear at that stage but it is expected that this transfer will be more in 2015/16 and there should be a minimum of £200k transferred into the reserve at the end of the financial year. This is then available for spend on regeneration projects.

7.4 The increase in costs for asset management relates to the budgets for repairs and maintenance which are expected to be overspent for the year. The Council has seen a significant increase in the costs and repairs required over the previous quarter. To minimise the impact of this increase only those repairs which are essential will be completed in the last quarter of the financial year.

**8.0 Head of Financial Services**

| <b>Finance and Business Improvement</b> | <b>2015/16 Budget</b> | <b>Year End Forecast</b> | <b>Variance</b> | <b>Change since Q2</b> |
|---|-----------------------|--------------------------|-----------------|------------------------|
| Financial Services                      | 752                   | 729                      | (23)            | 34                     |
| Revenues and Benefits                   | 81                    | (193)                    | (274)           | (67)                   |
| Business Improvement                    | 960                   | 882                      | (78)            | (63)                   |
| IT                                      | 1,403                 | 1,395                    | (8)             | (19)                   |
| <b>Total</b>                            | <b>3,196</b>          | <b>2,813</b>             | <b>(383)</b>    | <b>(115)</b>           |

8.1 There has been a further reduction in the expected cost to the Council of providing housing benefit in the year. This is a result of the identification of overpayments of benefit where the Council is seeking the recovery of sums overpaid. The use of real time information has seen an improved ability to identify overpayments. It should be noted that small percentage variations in either income or expenditure would affect this but the forecasting now in place will ensure that any changes can be captured and reported.

8.2 The Business Improvement Service has not recruited to a number of vacancies throughout the year and this has led to a reduction in the forecast level of expenditure. The service is now expected to deliver a saving of £78k in year.

8.3 The forecast cost of financial services has increased since the Quarter 2 report as the year end outturn now includes the implementation costs for the new shared service financial system with Malvern Hills District Council. The service as a whole is still expected to be underspent for the year, having already achieved its savings target, as two vacancies have not been recruited to in order to provide the budget for the implementation costs.

**9.0 Progress against savings targets**

9.1 Full details of the Council’s progress against its savings targets are shown at Appendix 1. The Appendix shows the expected in-year impact of savings. Where savings are identified as not achieved work is continuing to achieve those savings but no impact is expected in 2016/17.

9.2 The savings achieved to date from the Amey contract relate to savings which have not had any impact on Service provision. These are a change in the staffing of the yard at the depot (£17k), a removal from Amey of the responsibilities around education and communications for waste and recycling carried out by Council staff (£30k) and a reduction in the number of loaders working on the recycling vehicles (£89k).

9.3 A restructuring in Neighbourhood Services has recently taken place which will deliver some savings in 2015/16 but a full year impact in 2016/17. The restructuring in Planning was not complete at the time of writing and this is expected to deliver minimal savings in 2015/16. However, the move to a Building Control Shared Service has saved in excess of the target by £38k.

## 10.0 Capital Programme

10.1 The Capital Programme budget currently stands at £8.94m. At the end of quarter 3 capital expenditure stands at £1.861m in total. It is expected that expenditure will increase as projects progress during the year, the forecast outturn position is £4.058m.

10.2 Expenditure in quarter 3 totalled £836k, the majority of this expenditure was across four projects; ICT projects, Kings Quarter, City Centre CCTV and Housing projects which include Disabled Facilities Grant Scheme and the Housing Market Partnership Grant.

10.3 The forecast outturn includes projects which are expected to now be undertaken in the following financial year. These include the Eastgate rooftop carpark project, City Centre Investment Fund projects and Floodworks which is a programme of work in 2015/16 and future years. Projects carried forward into 16/17 will be included in the 16/17 Capital Programme; all new capital projects must be approved by the officer led Capital Projects Steering Group once the Capital Programme has been approved.

## 11.0 Prompt payment performance

11.1 The Council aims to make payments to all suppliers promptly and in accordance with contract terms. The performance on invoice payments during the quarter is below.

|  | <u>October</u> | <u>November</u> | <u>December</u> | <u>Qtr 3</u>    |
|--|----------------|-----------------|-----------------|-----------------|
| Number paid within 30 days                                       | 768 92%        | 793 97%         | 671 98%         | <b>2232 96%</b> |
| Number paid over 30 days   | 63 8%          | 27 3%           | 12 2%           | <b>102 6%</b>   |
| Average Days to Pay<br>(from receipt of invoice to payment date) | 9              | 6               | 4               | <b>6</b>        |

## **12.0 Asset Based Community Development (ABCD) Considerations**

12.1 There are no ABCD implications as a result of this report.

## **13.0 Alternative Options Considered**

13.1 When consider how to reduce budgetary pressure or make savings officers explore a wide range of options.

## **14.0 Reasons for Recommendations**

14.1 It is a good practice for members to be regularly informed of the current financial position of the Council. This report is intended to make Members aware of any significant issues in relation to financial standing and any actions that officers are taking in response to identified variances.

## **15.0 Future Work and Conclusions**

15.1 Work will continue to reach savings targets or limit in year budget pressures. A further financial monitoring report will be produced for members at the end of the second quarter.

## **16.0 Financial Implications**

16.1 All financial implications are contained within the report which is of a wholly financial nature.

## **17.0 Legal Implications**

17.1 There are no legal implications from this report

(One Legal have been consulted in the preparation this report.)

## **18.0 Risk & Opportunity Management Implications**

18.1 There are no specific risks or opportunities as a result of this report

## **19.0 People Impact Assessment (PIA):**

19.1 A PIA screening assessment has been undertaken and the impact is neutral. A full PIA is not required.

## **20.0 Other Corporate Implications**

### Community Safety

20.1 None

### Sustainability

20.2 None

### Staffing & Trade Union

20.3 None

## Budget Savings Monitoring - 2014/15 and 2015/16

L

### Savings Not Delivered in 2014/15

| Service                | Officer | Details: aim of the project   | 2014/15<br>£000 | Achieved<br>£000 | In Progress<br>£000 | At Risk<br>£000 | Not<br>Achieved | Comments   | Status |
|------------------------|---------|---|-----------------|------------------|---------------------|-----------------|-----------------|--|--------|
| Neighbourhood Services | RC/LG   | Amey contract review, ongoing project from 2013/14 with requirement to identify further savings | (70)            | (70)             | 0                   | 0               | 0               | As part of the 2015/16 budget process Amey are producing proposals for further contract savings.                                     | 😊      |
| Neighbourhood Services | RC/LG   | Environmental Team Review   | (100)           | 0                | (50)                | (50)            | 0               | Restructuring complete. Some savings achieved in 15/16. Full year expected in 16/17.   | 😐      |
| Public Protection      | GR      | Shopmobility  | (50)            | 0                | 0                   |                 | (50)            | Options to deliver the service with the voluntary sector are still being explored. It is possible there will be no savings in 15/16. | 😞      |
| Public Protection      | GR      | Market Service  | (50)            | 0                | 0                   |                 | (50)            | Market testing underway to evaluate future service provision. Savings are not expected in year.                                      | 😞      |
| Cultural Services      | MS      | Museums Operational Review  | (50)            | (18)             | 0                   | 0               | (32)            | Cultural Services review completed and recommendations to deliver savings are being implemented.                                     | 😐      |
| Cultural Services      | MS      | Guildhall Operational review  | (50)            | (39)             | (11)                | 0               | 0               | Cultural Services review completed and recommendations to deliver savings are being implemented.                                     | 😐      |
| Regeneration           | AH      | Asset Management Service Review   | (100)           | (100)            | 0                   | 0               | 0               | Structure Implemented in February 2015, full savings now realised in 2015/16   | 😊      |
| <b>Total</b>           |         |   | <b>(470)</b>    | <b>(227)</b>     | <b>(61)</b>         | <b>(50)</b>     | <b>(132)</b>    |  |        |

### Savings Target 2015/16

| Service                | Officer | Details: aim of the project   | 2015/16<br>£000 | Achieved<br>£000 | In Progress<br>£000 | At Risk<br>£000 | Not<br>Achieved | Comments  | Status |
|------------------------|---------|---|-----------------|------------------|---------------------|-----------------|-----------------|---|--------|
| Neighbourhood Services | RC/LG   | Cemeteries and Crematorium  | (50)            | (50)             | 0                   | 0               | 0               | Monitoring of income against budget will continue during 2015/16                                  | 😊      |
| Neighbourhood Services | RC/LG   | Amey contract review, ongoing project from 2013/14 with requirement to identify further savings | (300)           | (66)             | 0                   | 0               | (234)           | Some savings identified and the process of identifying further savings is identified.             | 😞      |
| Business Improvement   | SN      | Aspire - Phased reductions in management fee  | (200)           | (200)            | 0                   | 0               | 0               | Management fee has been reduced for 2015/16   | 😊      |
| Business Improvement   | SN      | Energy Savings  | (100)           | (100)            | 0                   | 0               | 0               | Capital works completed in 14/15 ongoing monitoring in 15/16 to ensure expected savings delivered | 😊      |
| Public Protection      | GR      | Voluntary sector SLA's  | (50)            | (50)             | 0                   | 0               | 0               | Through agreed change in level of SLA funding   | 😊      |
| Cultural Services      | MS      | Museums Operational Review  | (100)           | 0                | 0                   | 0               | (100)           | Cultural Services recommendations not yet implemented. Cultural strategy in progress.             | 😞      |

| Service                                | Officer | Details: aim of the project                | 2014/15<br>£000 | Achieved<br>£000 | In Progress<br>£000 | At Risk<br>£000 | Not<br>Achieved | Comments   | Status |
|--|---------|--|-----------------|------------------|---------------------|-----------------|-----------------|--|--------|
| Cultural Services                      | MS      | Guildhall Operational review               | (100)           | 0                | (17)                | (83)            | 0               | Cultural Services review completed and recommendations to deliver savings are being implemented.   | ☹️     |
| Development Services                   | AW      | Planning Services Review                   | (100)           | (39)             | 0                   | 0               | (61)            | Restructuring in progress. Amounts delivered are through Building Control shared Service   | ☹️     |
| Financial Services                     | JT      | Financial Services Review                  | (70)            | (70)             | 0                   | 0               | 0               | Savings delivered through deletion of vacant role, savings delivered through banking procurement with balance to be delivered through shared financial systems and processes | 😊      |
| Business Improvement                   | SN/JT   | CIVICA, review further savings on contract | (100)           | (100)            | 0                   | 0               | 0               | Savings delivered through agreed contract extension  | 😊      |
| Legal Services                         | SM      | Legal Services review                      | (50)            | (50)             | 0                   | 0               | 0               | Saving delivered through agreement with One Legal  | 😊      |
| Communications                         | SM      | Shared Working Arrangements                | (50)            | (50)             | 0                   | 0               | 0               | Structure Implemented in Febuary 2015, full savings now realised in 2015/16  | 😊      |
| <b>Total</b>                           |         |  | <b>(1,270)</b>  | <b>(775)</b>     | <b>(17)</b>         | <b>(83)</b>     | <b>(395)</b>    |  |        |
| <b>2014/15 Savings Brought Forward</b> |         |  | <b>(470)</b>    | <b>(227)</b>     | <b>(61)</b>         | <b>(50)</b>     | <b>(132)</b>    |  |        |
| <b>2015/16 Savings</b>                 |         |  | <b>(1,270)</b>  | <b>(775)</b>     | <b>(17)</b>         | <b>(83)</b>     | <b>(395)</b>    |  |        |
| <b>Total</b>                           |         |  | <b>(1,740)</b>  | <b>(1,002)</b>   | <b>(78)</b>         | <b>(133)</b>    | <b>(527)</b>    |  |        |

Appendix 2

Capital Programme 2015/16

| Scheme                                   | Current budget   | Actual Spend to date | Forecast Outturn | Variance - Budget v |
|--|------------------|----------------------|------------------|---------------------|
| City Centre Investment Fund              | 1,496,840        | 148,502              | 354,449          | -1,142,391          |
| Enhanced Lighting Scheme                 | 2,160            | 2,078                | 2,160            | 0                   |
| Kings Quarter                            | 1,170,000        | 371,728              | 1,170,000        | 0                   |
| Townscape Heritage Initiative            | 1,168,815        | 54,989               | 284,000          | -884,815            |
| SWRDA Asset Transfer Improvement Works   | 7,645            | 780                  | 7,645            | 0                   |
| HCA Grant Money                          | 79,270           | 0                    | 0                | -79,270             |
| ICT Projects                             | 256,375          | 295,968              | 256,375          | 0                   |
| Main Buildings Improvement Fund          | 400,000          | 96,433               | 140,000          | -260,000            |
| Repairs Eastgate Rooftop Carpark         | 718,890          | 3,706                | 4,000            | -714,890            |
| Smaller Asset Management Works           | 308,360          | 33,779               | 64,780           | -243,580            |
| Flood Works                              | 727,445          | 79,850               | 150,000          | -577,445            |
| Crematorium Heat Exchanger               | 10,000           | 1,938                | 2,000            | -8,000              |
| Crematorium Programme of Works           | 35,000           | 34,779               | 35,000           | 0                   |
| Guildhall Sound Desks                    | 50,000           | 39,775               | 44,800           | -5,200              |
| Refurbish Play Areas                     | 64,505           | 8,685                | 64,505           | 0                   |
| Other Grant Funded Projects incl S106    | 867,430          | 148,165              | 273,945          | -593,485            |
| Alney Island Works                       | 126,360          | 89,505               | 92,000           | -34,360             |
| City Centre CCTV                         | 600,235          | 22,544               | 570,235          | -30,000             |
| GL1 Works                                | 58,960           | 3,645                | 5,000            | -53,960             |
| All Mains Buildings Voltage Optimisation | 45,175           | 0                    | 0                | -45,175             |
| Cherry & White Market Gazebo             | 10,520           | 10,520               | 10,520           | 0                   |
| LED Lighting                             | 19,160           | 0                    | 19,260           | 100                 |
| Housing Projects                         | 720,910          | 413,998              | 507,633          | -213,277            |
| <b>TOTAL CAPITAL PROGRAMME</b>           | <b>8,944,055</b> | <b>1,861,365</b>     | <b>4,058,307</b> | <b>-4,885,748</b>   |

| <b>Financing Source</b> | <b>2015 / 16<br/>£000</b> |
|-------------------------|---------------------------|
| External Grants         | 3,212,949                 |
| Section 106             | 702,138                   |
| Capital Receipts        | 3,901,365                 |
| Borrowing               | 1,127,603                 |
| <b>Sub total</b>        | <b>8,944,055</b>          |



| <b>Service Area</b>                          | <b>Income to<br/>end of<br/>Month 9<br/>£000</b> | <b>Budgeted<br/>Income<br/>2015/16<br/>£000</b> | <b>Forecast<br/>Income<br/>£000</b> | <b>Forecast<br/>Variance<br/>£000</b> |
|--|--|---|-------------------------------------|---------------------------------------|
| Development Services                         | (496)  | (530)   | (685)                               | (155)                                 |
| Museums                                      | (96)   | (125)   | (122)                               | 3                                     |
| Guildhall                                    | (383)  | (334)   | (487)                               | (153)                                 |
| Guildhall Bar and Cafe                       | (106)  | (174)   | (142)                               | 32                                    |
| <b>Corporate Director - Vacant</b>           | <b>(1,081)</b>                                   | <b>(1,163)</b>                                  | <b>(1,436)</b>                      | <b>(273)</b>                          |
| Shopmobility                                 | (12)   | (25)  | (13)                                | 12                                    |
| Private Sector Housing                       | (99)   | (74)  | (110)                               | (36)                                  |
| Cem and Crem                                 | (1,286)  | (1,616)   | (1,798)                             | (182)                                 |
| The Arbor                                    | (117)  | (133)   | (160)                               | (27)                                  |
| Food Safety and Licensing                    | (276)  | (327)   | (335)                               | (8)                                   |
| Markets                                      | (300)  | (472)   | (405)                               | 67                                    |
| Waste Management                             | (938)  | (1,210)   | (1,370)                             | (160)                                 |
| Tourist Information Centre                   | (301)  | (424)   | (382)                               | 42                                    |
| <b>Corporate Director - Ross Cook</b>        | <b>(3,329)</b>                                   | <b>(4,281)</b>                                  | <b>(4,573)</b>                      | <b>(292)</b>                          |
| Parking                                      | (1,465)  | (2,082)   | (2,159)                             | (77)                                  |
| Asset Management Investment Properties       | (1,237)  | (1,669)   | (1,738)                             | (69)                                  |
| <b>Regeneration and Economic Development</b> | <b>(2,702)</b>                                   | <b>(3,751)</b>                                  | <b>(3,897)</b>                      | <b>(146)</b>                          |
|  |  |   |                                     |                                       |
| <b>Overall Council Position</b>              | <b>(7,112)</b>                                   | <b>(9,195)</b>                                  | <b>(9,906)</b>                      | <b>(711)</b>                          |

**This page is intentionally left blank**

# Gloucester City Council

|                         |  |                                 |                     |
|-------------------------|--|---------------------------------|---------------------|
| <b>Meeting:</b>         | <b>Overview and Scrutiny</b>                         | <b>Date:</b>                    | <b>7 March 2016</b> |
|                         | <b>Cabinet</b>                                       |                                 | <b>9 March 2016</b> |
| <b>Subject:</b>         | <b>Rugby World Cup Final Report</b>                  |                                 |                     |
| <b>Report Of:</b>       | <b>Cabinet Member for Regeneration &amp; Economy</b> |                                 |                     |
| <b>Wards Affected:</b>  | <b>All</b>   |                                 |                     |
| <b>Key Decision:</b>    | <b>No</b>  | <b>Budget/Policy Framework:</b> | <b>No</b>           |
| <b>Contact Officer:</b> | <b>Ross Cook, Corporate Director</b>                 |                                 |                     |
|                         | <b>Email: ross.cook@gloucester.gov.uk</b>            | <b>Tel:</b>                     | <b>39-6972</b>      |
| <b>Appendices:</b>      | <b>None</b>  |                                 |                     |

## FOR GENERAL RELEASE

### 1.0 Purpose of Report

- 1.1 To provide Members with a summary of the outcomes of our Host City project as part of the Rugby World Cup 2015 (RWC) celebrations and to note the ongoing legacy priorities.

### 2.0 Recommendations

- 2.1 **Overview and Scrutiny** is asked to note the outcomes of being a RWC Host City and the ongoing legacy priorities that have evolved since that time.
- 2.2 **Cabinet** is asked to **RESOLVE** that the outcomes of being a RWC Host City and the ongoing work of the RWC Legacy Group set up to ensure a real legacy is achieved be noted.

### 3.0 Background and Key Issues

- 3.1 The City of Gloucester was extremely proud to be chosen to be a RWC Host City, and the whole city came out in support of the once in a lifetime opportunity for the city. 10,000s people visited the city throughout the tournament period, with approximately 50,000 people visiting the Fanzone and many more visiting the city and watching the matches at Kingsholm.
- 3.2 The success of being a Host City was well documented at the time, and the city received worldwide coverage, particularly on the day that Scotland played Japan at Kingsholm. The whole city showed itself off to the world audience and truly put Gloucester on the map.
- 3.3 The Fanzone was a major success and the investment of bringing the tournament to the city far exceeded all expectations. The city centre was awash with visitors

and events such as the Scrumpy Trail and the Cultural Programme, all bringing the whole city alive.

3.4 Since the tournament has finished, the legacy work has continued and the momentum of bringing the RWC to Gloucester has seen numerous opportunities for further investment in the city. This report highlights some of the results of being a Host City, as well as setting out some of the current and future projects that have come to fruition as a result of the tournament coming to Gloucester.

### 3.5 Legacy Priorities

3.5.1 In the build up to the commencement of the tournament, the RWC Project Board identified three legacy priorities –

- Putting Gloucester on the Map
- Improved Sporting Facilities
- Increasing Involvement / Volunteering

3.5.2 These priorities have already seen considerable investment in the city as a result of being a Host City, and many more of the social and economic benefits will become clearer in the months and years to come. A full Economic Impact report for the whole England 2015 tournament is awaited and Gloucester is to be used as a case study. We will publicise this report as soon as it is available.

### 3.6 Investments and Improvements – Ongoing Legacy

3.6.1 As detailed above, there have already been a number of significant investments and improvements that came about as a result of being a Host City. This work will continue, and below are some of the key outcomes to date.

3.6.2 Sporting Facilities – We have already seen the investment being made by University of Gloucestershire and the plans to redevelop their Oxstalls Campus. This will see much improved sporting facilities on the site and neighbouring Plock Court and Bakers College. In addition, the plans to create a new Sports Hub at Blackbridge are taking shape and a community engagement programme will soon commence. Prior to the RWC, the City Council supported the Gloucester Citizen “Sporting Legacy” programme that saw £30,000 from three Councils, being given to sports clubs across all three areas.

3.6.3 The RWC saw a considerable amount of Inward Investment within the city with a number of well-known businesses opening in the city in advance of the tournament starting. During the tournament, we were able to welcome a number of potential investors to see what Gloucester can offer, and this has helped reinforce the message that Gloucester is open for business. Furthermore, by firmly putting Gloucester on the map, we have seen continued interest from countries such as Japan, who will be hosting the 2019 RWC and are keen to work with the city and learn from our experiences.

3.6.4 Hosting such a high profile Sporting Event has also resulted in a number of new sporting events being organised in the city. The Gloucester 10K has now become a key event in the runner’s diary and there are plans to hold a new Triathlon and Gloucester City Marathon in 2016. A number of rugby related events such as

Rugby in the Park and Gloucester Rugby's Beach Rugby tournament will be exciting additions to the sporting diary. All of these and many more sporting events are encouraging more people to get involved and given them the opportunity of trying a new sport and getting fit. The RFU and GRFU used the RWC to encourage more people to take up rugby, whether as players, officials, club officials or supporters. We hope to see further investment and outcomes from this in the coming years.

- 3.6.5 Being a Host City also saw some improvements being made at Kingsholm Stadium, including improved floodlights and new media facilities, as well as improvements to the ground, including reusing the artificial grass that was used at the Fanzone.
- 3.6.6 Throughout the tournament, the city experienced a number of new cultural activities, which was supported by over £80,000 of Arts Council funding. This saw international artists such as the Red Hot Chilli Pipers, Argentinian Dancers, a performance of the Haka, amongst a number of exciting new acts, performing in the city and has helped to create an increased cultural appetite that is being taken forward by the newly formed Cultural Board and soon to be published Cultural Strategy, that will set out the city's vision and priorities for Cultural activities over the next 10 years.
- 3.6.7 As part of the cultural programme, the city has seen a rise in the number of professional Street Art installations. This followed the success of the Paintjam event held in 2014 and this will continue to be a key part of both the cultural offer, including a new event in 2016, but also to continue to improve the city Street-scene.
- 3.6.8 The RWC brought forward a number of physical improvements across the city. This included the repainting of many items of street furniture and the four bins installed outside of Kingsholm that depicted images of each of the teams playing during the four Gloucester matches. There were further improvements, such as the resurfacing of Kingsholm Road and the introduction of new lamppost banners, the sprucing up of many parks and open spaces, as well as changes to the Train Station and surrounding areas. Ongoing improvements were made to Kings Square such as new paving and improvements. We are now looking at further improvements to Kings Square, including the feasibility of installing a permanent Big Screen.
- 3.6.9 Clearly being a Host City has put Gloucester on the world map and we have seen a significant increase in tourist activity both during and since the tournament took place. The Scrumpty Trail was a huge success and plans for further trails are being considered as well as seeing Scrumpty form part of other events and celebrations across the city. The positive economic impact for the tourist and service sector will no doubt be felt for many years to come. To assist with this, we were pleased to receive funding to provide "Welcome Host Training" to a large number of people working in the Service Sector, such as Taxi Drivers and Catering staff. Gloucester Museum held its "WOW Rugby" exhibition throughout the tournament, including items such as the Invictus poems signed by Francois Pienaar, which were auctioned for charity raising over £1,000 for local charities. This has helped to create ongoing support and interest in all of the Museums across the city.
- 3.6.10 The number of Volunteering opportunities both during and since the tournament has seen a continued interest and pride in the city and across many different

communities. Many residents got involved during the tournament, whether as official "Pack" volunteers, as well as helping at the Fanzone, across the city, hosting community events and getting more involved with their local sports and community groups. The City Council supported a number of community events during the RWC and will continue to support communities through our grants scheme.

3.6.11 One of the notable successes during the RWC was the Community Film Project that saw a number of Community Groups produce short films about their community and being proud of coming from Gloucester. The films were shown on the Fanzone Big Screen throughout the tournament.

3.6.12 Of course the successes of being a Host City could not have been achieved by any one organisation alone, and was built on fantastic partnership working. This has cemented relationships with a number of key partners and will ensure that partnership working is fundamental to the way we work in the future. We would like to put on record our thanks to everyone who was involved in making this event such a success.

#### **4.0 Alternative Options Considered**

4.1 Being a RWC Host City was an unqualified success and this was down to the way the project was run and the commitment and hard work of many individuals and groups. The decision to bid to be a Host City was a major consideration due to the costs involved. However, it was a huge success and the benefits of doing this will no doubt be felt by the city for many years to come.

#### **5.0 Financial Implications**

5.1 The Council set itself an extremely tight budget to deliver this project, and whilst a number of minor issues remain to be resolved, we are projecting that the whole project will have been delivered within the budget set. This has been achieved by careful management of the expenditure and looking at alternative funding and reduced / removal of unnecessary costs wherever possible.

(Financial Services have been consulted in the preparation of this report)

#### **6.0 Legal Implications**

6.1 The City Council has delivered all aspects of the Host City Agreement it had with England Rugby and so there are no outstanding legal implications.

(One Legal have been consulted in the preparation of this report)

#### **7.0 Risk & Opportunity Management Implications**

7.1 The main risks of being a Host City were exceeding the budget of £350,000 and any potential negative media coverage. However, the event was delivered within budget and was such a success and all media coverage was extremely positive about the city and our residents who took the tournament to their hearts.

## **8.0 Asset Based Community Development**

- 8.1 The success of being a RWC Host City was in no small part achieved by the support and commitment of many local community groups who set up numerous events and activities to help promote and celebrate everything Gloucester can offer. This showed just what amazing communities we have across the city and the assets they have available to them to create such community spirit.

## **9.0 Other Corporate Implications**

### Community Safety

- 9.1 None identified

### Sustainability

- 9.2 None identified.

### Staffing & Trade Union

- 9.3 None identified.

**Background Documents:** None

**This page is intentionally left blank**





|                         |   |   |                      |
|-------------------------|---|---|----------------------|
| <b>Meeting:</b>         | <b>Overview and Scrutiny</b>  | <b>Date:</b>  | <b>7 March 2016</b>  |
|                         | <b>Cabinet</b>  |   | <b>9 March 2016</b>  |
|                         | <b>Council</b>  |   | <b>24 March 2016</b> |
| <b>Subject:</b>         | <b>Cultural Strategy</b>  |   |                      |
| <b>Report Of:</b>       | <b>Cabinet Member for Culture &amp; Leisure</b>   |   |                      |
| <b>Wards Affected:</b>  | <b>All</b>  |   |                      |
| <b>Key Decision:</b>    | <b>Budget/Policy Framework:</b>   | <b>Yes</b>  |                      |
| <b>Contact Officer:</b> | <b>Ross Cook – Corporate Director</b>   |   |                      |
|                         | <b>Email:</b>   | <b><a href="mailto:ross.cook@gloucester.gov.uk">ross.cook@gloucester.gov.uk</a></b> | <b>Tel: 396276</b>   |
| <b>Appendices:</b>      | <b>1. Cultural Strategy</b><br><b>2. Indicative Outline Budget for the Cultural Board</b> |   |                      |

**FOR GENERAL RELEASE**

**1.0 Purpose of Report**

1.1 This report presents the proposed draft Cultural Strategy 2016 – 2026, for the City of Gloucester. The Strategy identifies 6 key objectives and informs Council of the establishment of a Cultural Board.

**2.0 Recommendations**

2.1 **Overview and Scrutiny Committee** is asked to note the work to date and make any comments on the proposed Cultural Strategy prior to its adoption.

2.2 **Cabinet** is asked to **RECOMMEND** to Council that

- (1) the Cultural Strategy 2016 - 2026 be adopted;
- (2) the Council notes the establishment of a new Cultural Board, as set out in paragraphs 3.5 – 3.7;
- (3) the Council authorises the Corporate Director to enter into an agreement with the formed Cultural Board on terms approved by the Council Solicitor to deliver the Cultural Strategy on behalf of the Council for the period 2016- 2018; and
- (4) appoints the Cabinet Member for Culture and Leisure as the Council’s nominee on the new Cultural Board

### **3.0 Background and Key Issues**

- 3.1 The current Cultural Strategy was adopted in 2007 and has delivered a number of key projects and set a clear path for how culture is delivered in the City. However, with that Strategy now coming to the end of its natural life, we have been working on a revised Strategy for the period 2016 – 2026.
- 3.2 To help deliver this, an Interim Cultural Board was established in 2015 and Festivals and Events International (FEI) were appointed as consultants to draft the strategy, including carrying out consultation with all interested groups and individuals. The consultation took a number of different forms, including focus groups, workshops and face to face discussions. Further details of the Consultation process is set out in Appendix G of the consultant's report. The attached Strategy is formed from the final report provided by FEI.
- 3.3 Having carried out a reflective review of the current cultural offer within the City, including a benchmarking exercise of existing activity, as well as a thorough challenge to the expectations and deliverability of cultural activity in the City for the next ten years, the draft Strategy identifies 6 clear Objectives –
- Objective 1 – Develop Artists and Arts Organisations
  - Objective 2 – Broaden the Cultural Offer
  - Objective 3 – Develop a Vibrant City Centre
  - Objective 4 – Develop Audiences
  - Objective 5 – Put Gloucester on the Cultural Map
  - Objective 6 – Make Things Happen
- 3.4 The report seeks approval of the Cultural Strategy 2016 – 2026 and associated Action Plan, but also acknowledges that this cannot be delivered by the City Council alone and Section 5 of the Strategy sets out how it should be delivered.
- 3.5 Key to this is the establishment of a Cultural Board that will be tasked with the delivery of the Strategy and identifying partners to deliver this together for the first 2 years of the Strategy. The City Council will not be responsible for setting up the Board, but will be one of the equal partners and will look to work with the Board to deliver the Strategy. The Board will consist of approximately twelve people and the opportunity to apply to join the Board will be advertised . An Independent Chair will also be advertised for and will be appointed. It is proposed that the Cabinet Member for Cultural and Leisure be appointed as the City Council's representative.
- 3.6 It is proposed that the Board should be set up as a Charitable Incorporated Organisation (CIO) and as such will be able to seek external funding and support. An indicative outline three year budget for the Board is attached at Appendix 2.

3.7 The Indicative budget identifies required income for year one, from the Arts Council and the City Council. As part of the City Council's 2016/17 budget setting, a sum of £20,000 has been identified to support the establishment of the new Cultural Board. An agreement between the City Council and the Cultural Board is necessary to deliver the Objectives set out in the Cultural Strategy for the period 2016-18 following which the Board will continue to operate as a private independent company. It is also proposed that the following services in kind will be provided by the Council to help establish the Board:

- HR support- £4,000
- Marketing- £8,000 (from the Communications contractual arrangement with the County Council)
- Administration- £5,000
- Accommodation/utilities - waive licence fee of £4,500
- Stationery- £800
- Accountancy- £1,000

3.8 It is noted that the indicative budget includes the employment of a Director to help shape and deliver the Strategy.

3.9 In addition to the Council's commitments, the Board will be seeking further financial support and in-kind support.

#### **4.0 Alternative Options Considered**

4.1 The existing Cultural Strategy could be refreshed with a revision of objectives identified. However, it is felt that a new Strategy and the establishment of a new Cultural Board is the right vehicle to build on the cultural offer in the City and to ensure that Gloucester is firmly on the map

#### **5.0 Reasons for Recommendations**

5.1 The current Cultural Strategy requires renewing and updating, and having carried out a significant consultation exercise, a new Strategy has now been produced and is presented to Cabinet and on to Council for approval.

5.2 It is acknowledged that the City Council cannot deliver the Strategy alone, and so it is proposed to support the establishment of a Cultural Board. The City Council will be one of the key partners and will look to set up an agreement with the Board for the delivery of the objectives set out in the Strategy in the early years.

5.3 This is the path recommended by The Arts Council who have supported Gloucester City Council with £15,000 towards the work required to produce the new Strategy and who have indicated further financial support towards the setting up of a Cultural Board and the employment of a Director.

## **6.0 Future Work Conclusions**

- 6.1 Following adoption of the Cultural Strategy, the Council will work with partners to formally establish the Cultural Board and to then set up the required agreement with the Board to deliver the objectives set out in the Strategy for the period 2016-18.

## **7.0 Financial Implications**

- 7.1 The City Council has already agreed to set aside £20,000 in 2016/17 and 2017/18 towards the establishment of the Cultural Board and to enable funding from the Arts Council of £100,000 to be delivered in the City. In addition, the Council will seek to offer some payments in kind and all necessary agreements will need to be concluded before any payments are made.

## **8.0 Legal Implications**

- 8.1 The delivery of the objectives in the Cultural Strategy 2016- 2026, if adopted, will be the responsibility of the Council.
- 8.2 It is proposed that the Council provides £20,000 financial support to a newly created company to deliver the objectives for the first 2 years of the Strategy. It is possible for this Council to provide support to the company by entering into a contractual arrangement for the delivery of specified objectives in the Strategy and a Licence to occupy in respect of accommodation (as a benefit in kind). As the contractual sum is below the EU procurement threshold, the Council may support this company without first going out to tender. It is important to note, however, that the Council cannot provide on- going support without complying procurement legislation and the Council must also be mindful of the constraints imposed by the State Aid requirements.
- 8.3 Although the company is an independent private company, in which the Council has no direct interest, it is proposed that the Council has the right to nominate 1 councillor to the Board. It will then be possible for the council nominee to promote the interests of the Council on this Board.

## **9.0 Asset Based Community Development**

- 9.1 Many of the Cultural activities across the City are delivered by community groups and organisations based. The Strategy looks to build on those strengths and to support community lead events.

## **9.0 Risk & Opportunity Management Implications**

- 9.1 The decision to support the establishment of the Cultural Board and then commissioning it to deliver the Cultural Strategy means that the Council will relinquish some of the control as to how this will be delivered. Whilst this could be seen as a risk, it is felt that entrusting the Board to deliver this will create greater opportunities for culture in Gloucester.

**10.0 People Impact Assessment (PIA):**

10.1 A PIA screening review was undertaken. It did not identify any potential or actual negative impact. For this reason, a full PIA is not required.

**11.0 Other Corporate Implications**

Community Safety

11.1 None.

Sustainability

11.2 None.

Staffing & Trade Union

11.3 None.

**Background Documents:** None

**This page is intentionally left blank**

Gloucester City Council

# GLOUCESTER'S CULTURAL VISION AND STRATEGY 2016 - 2026



PUTTING CULTURE  
AT THE HEART OF  
GLOUCESTER FOR  
THE GOOD OF ALL





# CONTENTS

FOREWORD

OUR VISION

KEY FACTS ABOUT GLOUCESTER

CULTURE IN GLOUCESTER

THE STRATEGY

DELIVERING OUR CULTURAL STRATEGY

Page 80







Gloucester is clearly a city 'on the up' but we still have a long way to go to have the cultural offering that residents deserve, not just for their own enjoyment and wellbeing but also for the economic benefit of the city.

That is why the City Council has been instrumental in setting up a Culture Board. It knows that it can't act alone to develop culture in our city. It is also vital that we develop culture alongside the bricks and mortar regeneration which is already underway.

I'd like to thank the key players who worked so hard to produce this updated cultural strategy which will help continue the cultural growth in Gloucester. The new Culture Board will have a lot of work to do to deliver the aspirations identified, but by continuing to work in partnership with the support from Arts Council England as well as so many local organisations, then surely culture will be at the heart of the city for the good of all. I'm sure you're as excited about the future as I am.

---

**Lise Noakes**  
Cabinet Member for Culture and Leisure  
Gloucester City Council



Gloucester is a city with a famous history: what this strategy aims to do is ensure that it also enjoys a famous future.

The city council understands the transformative role culture can play in our lives: it creates jobs and economic growth; it builds stronger communities; it offers hope and aspiration to children and young people; it puts places on the map.

The key to this strategy will be effective partnerships. As well as the city council, the university, the cathedral, the business community, the city's arts organisations and its schools and colleges – all have a role to play in making Gloucester an exceptional place to live, work and play. We look forward to playing our part in making those partnerships, and that exciting future, become a reality.

---

**Phil Gibby**  
Area Director, South West, Arts Council England





# OUR VISION

## Putting Culture at the Heart Of Gloucester for the Good of All.

We are committed to making Gloucester a better place to live, work and play by engaging and empowering local communities and leaders to transform the city.

Gloucester will be known for its distinctive culture; which will be innovative and excellent, quirky and edgy, diverse and community-based with a strong focus on young people.

### DEVELOPING OUR STRATEGY

Gloucester is changing, things are happening, but we have not yet realised our cultural potential; too often seen as a cultural desert and poor relation to our neighbours, we recognise that we have a long way to go. This ten-year cultural plan is a positive statement of our ambition, building on the strengths of our diverse communities and pointing to the opportunities for development of culture in the City.

This strategy is integrated with the City Council's other strategic plans, particularly the City Vision 2012-2022 and the Regeneration and Economic Development Strategy whose vision is that 'Gloucester will be a flourishing, modern and ambitious City which all residents can enjoy'.

A cultural plan cannot be delivered by the City Council alone and we have developed our vision and strategy after consultation with a wide range of artists, arts organisations, community leaders and the public. Without these people, groups and organisations the scale of change envisaged will be impossible to achieve. We need to develop new ways of working which will ensure that the whole community is engaged in developing culture in Gloucester.

### OUR DEFINITION OF CULTURE

For the purpose of this strategy the term Culture focuses on arts and heritage and is used to describe activities such as the visual arts, music, the performing arts, crafts, the creative industries, the arts-science interface and the provision of facilities and services such as theatres, museums and galleries, cinemas, community halls and archives in addition to the protection of the historic environment and the inclusion of artworks in the public

realm. Sports and leisure, whilst vitally important are not so underdeveloped, and are not therefore included in this current strategy.

### WHY CULTURE MATTERS TO GLOUCESTER

*Culture should never be a privilege; it is a birth right that belongs to us all ... and if you believe in publicly-funded arts and culture, as I passionately do, then you must also believe in equality of access, attracting all, and welcoming all.*  
- David Cameron, Prime Minister, January 2016

Great cities are defined by their culture. They are defined by their history; through their local heritage, museums and archives, historic buildings, festivals, food and local traditions. But a great city is also defined by its contemporary culture; its artists and arts venues, film and music, photography and crafts, fashion and design, and its buzzing restaurants, pubs and night clubs.

Great cities are also defined by their ambitions for the future.

The arts, culture, and creative industries are widely acknowledged for their positive impact on the economy and society. Employment in the the creative industries is recognised by the Department for Culture Media and Sport (DCMS) as one of our most powerful tools in driving growth. The latest economic growth figures released by DCMS confirm that the creative industries are booming, growing by 8.9 per cent in 2014, almost double the wider UK economy's growth as a whole. The creative industries were worth £84.1bn to the UK economy in the year 2013-2014, up from nearly £77bn the year before, with employment also up by 5.5 per cent to 1.8 million jobs.





## Economic development

Culture is a vital component of economic growth. The number of jobs in the creative and digital sector elsewhere in the country is well documented and often strongly connected to the cultural sector. Culture helps to attract visitors and investment, creates jobs and generates economic activity. Culture is important as a means of attracting and retaining talent and as part of a high quality education experience that helps to attract further and higher education students.

## Community regeneration

Culture can be an important tool in community regeneration projects. It can bring communities together, attract investment and help to foster a strong sense of place and identity. Culture can also improve health and education and whilst enhancing the economic profile of an area, can

help ensure that these changes are sustainable. Increasingly, the arts and culture are also used to foster social inclusion, promote mental health and wellbeing, and inspire children and young people. Across all public services from education to health, from inward investment to community, culture can act as a catalyst for human and city regeneration and growth.

## A way of life

We believe there is a real opportunity for culture to increase the liveability of Gloucester, from providing entertainment and intellectual pursuits, to expertise in areas such as heritage and inclusion. We also want the intrinsic value of culture and creative learning to be at the heart of our community. We believe that culture should be integral to the way we do things in Gloucester as part of the core fabric of our city; we believe in culture as a way of life.

*When I arrived in Gloucester in 1981, I thought it was a cultural desert. How things have changed in recent years with the introduction of concerts and festivals (Tall Ships, History, Food, Street performances etc.) throughout the year. Keep going Gloucester and make our city a centre of cultural excellence!*

**John Smith, Resident of Longlevens**



# KEY FACTS ABOUT GLOUCESTER

## HISTORY

- Gloucester has been variously described as "The Gateway to the West" and "The Crossroads of England"
- It is the cathedral city and county town of Gloucestershire located in the South West of England. The City lies close to the Welsh border, and is on the River Severn, approximately 32 miles (51 km) north-east of Bristol, and 45 miles (72 km) south-southwest of Birmingham
- In 1827 Gloucester became a port city following the completion of the Gloucester and Sharpness canal. On completion it was then the longest, deepest and widest ship canal in Britain. The Docks contains fifteen Victorian warehouses which make up what is Britain's most inland port and are now a major tourist attraction
- Gloucester was home to iconic manufacturing firms including the Gloucester Aircraft Company and Fielding & Platt
- The City contains 707 listed buildings including 37 Grade I's
- The City is the birth place of Robert Raikes, the founder of the Sunday School Movement and John Stafford Smith, who composed the American National Anthem
- The historic Roman streets, magnificent Norman Cathedral and Victorian Docks have been used for various films and TV productions including Harry Potter and Doctor Who. Disney recently shot scenes for the sequel to Alice in Wonderland at the Docks.

## DEMOGRAPHICS

- The City has a population of 123,439 (ONS Mid-Year Population Estimates 2012). It is the most populated conurbation within the County of Gloucestershire and has the highest population density
- Gloucester will experience the greatest population growth of all county districts, expected to increase by 20.1% or 23,800 people between 2010 and 2035
- Gloucester is a relatively young city with 25% of the population aged 19 and under (highest in the South West) and 39% under 30. The City is expected to experience the greatest increase of Gloucestershire's

districts in the number of children and young people between 2010 and 2035, with an increase of 16.4%

- It is a diverse City, the black and minority ethnic population (BME) stands at 9.8% with approximately 100 languages and dialects spoken.

## EDUCATION

- The City boasts high performing schools and over 17,000 college and university students
- It is home to top education providers including further and higher education campuses for the University of Gloucestershire, the University of the West of England and Gloucestershire College
- Over 30% of Gloucester's working age population has achieved NVQ level 4 or higher.

## ECONOMY

- Gloucester is home to world leading advanced engineering companies providing cutting edge technical products and services e.g. Prima Dental
- Gloucester has a strong finance and insurance cluster including being the location for the HQ of the specialist insurance company Ecclesiastical Insurance Group
- Gloucester has the headquarters of EDF Energy, one of the largest energy companies in the UK
- The City supports a growing cluster of information security, web hosting, CAD/CAM development, defence communications and security, ICT infrastructure development and IT content management businesses
- The City has a strong independent retail and leisure sector with over 100 independent city centre shops
- Gloucester attracts 5.9 million visitor trips each year. Annually, visitor spend is £207 million
- The City's physical regeneration continues apace, having secured over £700 million of private sector investment, and Objective 7 of the Council's 2016 Regeneration and Economic Development Strategy is to 'Recognise and Improve the City's cultural offer; hand in hand with the successful regeneration of the city'.



# CULTURE IN GLOUCESTER

Gloucester is, in many ways, a vibrant progressive city that is forging ahead with an exciting redevelopment and regeneration programme. The Gloucester Docks development has been largely successful and is now attracting 5 million visitors a year. Further regeneration projects are in train, notably the redevelopment of the areas known as Blackfriars, the Kings Quarter, the University's Oxstalls Campus and the Cathedral's Project Pilgrim.

However, with respect to cultural provision, Gloucester lags behind cities of similar size and status, nor does it compare especially well with regional neighbours. This is evidenced, in part, by not having any organisation, venue or performing company that is included in Arts Council England's National Portfolio. There is, despite some new and notable exceptions, a real lack of high quality arts and cultural provision in the City; the night-time economy, outside the new Docks, is generally underdeveloped; heritage interpretation, despite some outstanding assets and investment, does not yet provide an exciting visitor experience; and the cultural sector generally is underdeveloped, fragmented and feels undervalued.

The extensive research and consultation exercise, undertaken as part of our planning, has confirmed this assessment and a willingness to help lead the required change. It has also identified a very positive range of activity, organisations and community events on which to build for the future, including:

- Gloucester's Music Scene: one of the City's strengths ranging from the Three Choirs Festival, the Gloucester Blues Festival, the SportBeat Music Festival to a diverse pubs and clubs sector. Music training and development is delivered strongly by organisations like Music Works and Gloucester Academy of Music
- History and Heritage: with its 700 listed buildings, historic Roman streets, magnificent Norman cathedral and Victorian docks, Gloucester has some of the best heritage assets in the country, many the subject of successful Heritage Lottery Fund bids. The annual History Festival and Heritage Open Days are growing significantly and the City has four main museums with potential to develop
- Festivals and Events: Gloucester has some extraordinary public spaces in which to stage events and Marketing Gloucester and Gloucester Quays organize a large range

of successful events, supported with funds from the Council, including the biennial Tall Ships and the Victorian Christmas Market

- Strike a Light Festival: of new, cutting edge theatre and dance is now staging its sixth edition and runs two festivals a year (April and October). Developing as a producer that supports artists, recently supported Marketing Gloucester in the delivery of the cultural programme of the Rugby World Cup in Gloucester
- Inclusive Art and Dance: championed by G-Dance and Art Shape through initiatives like the Arts Inc Academy, designed for disabled and disadvantaged young people, giving them access to an exciting arts programme alongside their non-disabled peers
- Gloucester Cathedral: for many the heart of the City, the Cathedral stages over 110 cultural events a year including the hugely popular Crucible sculpture exhibition organised by Pangolin Gallery. It is currently embarking on a 10 year programme of regeneration and community engagement
- University of Gloucestershire: has recently opened a new performing arts and events venue at its Oxstalls campus and plays an active part in the cultural life of the city. It plans a significant increase in the number of students based in Gloucester's Oxstalls Campus
- Gloucester Guildhall and Blackfriars Priory: managed by the City Council these two venues present an increasingly vibrant programme of music, comedy, film, visual arts, dance, theatre and events at capacities up to 400
- Create Gloucestershire: made up of over 130 members and associate members from across the county's arts and cultural sector who think, research, test and share ideas to encourage arts to become "everyday" in Gloucestershire
- Gloucestershire Arts Council: a thriving creative community, including individual practitioners, small businesses, small professional organisations, amateur and voluntary groups making use of community venues like the King's Theatre, the Olympus Theatre and St Barnabas Hall.





## OBJECTIVE 1 DEVELOP ARTISTS AND ARTS ORGANISATIONS

Develop artists and arts organisations so as to build the cultural and creative industries

- Attract and nurture creative people to the city, developing a creative factory of talent whilst acting as a catalyst for growth in the hospitality sector and the creative industries
- Create affordable workplaces for artists and micro-arts organisations to develop new work in the City as equally important to big bricks and mortar projects
- Develop the quality of the Guildhall and Museum's programmes to attract a broader audience and releasing the potential of our cultural venues for innovation, entrepreneurial development and fundraising
- Invest in Gloucester's existing artists and arts organisations who can produce high quality work and the leaders who can deliver

### ACTION

1. Develop an arts, culture and creative industries hub and incubator in one of the City's many underutilised buildings
2. Consider an alternative delivery model such as a charitable Trust for the Council-run cultural venues - the Guildhall, Blackfriars Priory, the City Museum and Art Gallery, the Folk Museum - to release their potential for innovation, entrepreneurial development and fundraising
3. Encourage grass-roots community arts activity that works with the NHS and others to deliver health and wellbeing outcomes
4. Develop a Cultural Leadership Group to ensure a future generation of cultural leaders in the city
5. Fundraise to support investment in high quality projects and fundraising capacity building in the sector

*Gloucester has so much to offer culturally. To see people working collaboratively and to see artists making work from Gloucester and touring it nationally is so exciting. Gloucester is on the cusp of becoming a city with a high cultural offer, where work is programmed, where festivals are common place, where young people have consistent and high quality activities in their city and Gloucester residents are able to affordably access brilliant arts on their doorstep.*

**Sarah Blowers, Strike a Light**

## OBJECTIVE 2 BROADEN THE CULTURAL OFFER

Broaden the cultural offer to support social and economic development

- Improve the quality of life of the people of Gloucester by increasing cultural provision and participation, leading to increased social cohesion, civic pride, confidence and ambition and ultimately improved health and wellbeing
- Ensure that the City's cultural plans match the ambition of its physical regeneration and are embedded at the heart of the Regeneration and Economic Development Strategy and the G-First Local Enterprise Partnership
- Ensure that proper cultural infrastructure is in place for the long-term to enable the City to benefit fully from the regeneration improvements, thereby realising the full economic and social benefits that cultural regeneration can achieve
- Support young people to develop their musical talent and participation by investing in a place for them to develop, rehearse and record new work and learn new skills
- Build partnerships with national cultural organisations that have the potential to bring large-scale projects to the city whilst home grown infrastructure matures

### ACTION

6. Work closely with the Council's Economic Development team, the Media and Culture Group of G-First LEP and Marketing Gloucester to ensure that cultural planning is aligned
7. Scope the potential for a new large-scale arts and cultural venue in the city centre that could also be used as space for other commercial activity
8. Make contact with national cultural organisations that have the potential to bring substantial projects to the city, particularly for young people and in the areas of music and heritage
9. Support the development of Gloucester Carnival as the most inclusive carnival in the UK and create a greater sense of community ownership and quality
10. Support Gloucester based arts organisations like G-Dance and ArtShape to collaborate further, making inclusive art and dance programmes for the community

# THE STRATEGY

## OBJECTIVE 3 DEVELOP A VIBRANT CITY CENTRE

Develop a vibrant city centre full of cultural activity and things to do

- Encourage all communities, and particularly young people and families, to use the city centre as a safe and enjoyable focal point to their lives, building a sense of place and community
- Find a better way of telling Gloucester's heritage and history story involving our museums, tourist information centre and other attractions, including consolidating the expected impact of Project Pilgrim

### ACTION

11. Commission a regular programme of high quality outdoor arts events, including street arts and parades, using the city's fantastic outdoor spaces
12. Review the current programme of events and festivals supported by Marketing Gloucester and the Council to ensure they meet the objectives of this strategy, including economic impact, pride in the city and community cohesion
13. Scope the potential for a new visitor orientation centre in the city centre that could include the Tourist Information Centre and heritage interpretation involving the museums



## OBJECTIVE 4 DEVELOP AUDIENCES

Develop audiences who enjoy the new cultural opportunities being created

- Build audiences for new cultural developments by stimulating local appetite and demand for quality cultural experiences through a long term audience development strategy
- Attract visitors to Gloucester's new high quality cultural activity

### ACTION

14. Map out and raise investment for a long term audience development strategy that sits alongside the developing cultural infrastructure
15. Work with Marketing Gloucester to develop a cultural tourism marketing strategy and campaign, collaborating with neighbouring towns and regions, to promote the existing and newly developed, quality, heritage and cultural attractions of the City

## OBJECTIVE 5 PUT GLOUCESTER ON THE CULTURAL MAP

Put Gloucester on the cultural map by developing high profile events

- Develop distinctive Signature Events that raise the image and profile of the city to attract visitors, building on our strengths in heritage and music
- Consider bidding for UK City of Culture 2025 as a Major Event to inspire the sector and the City, acting as a beacon to signal the cultural regeneration of Gloucester

### ACTION

16. Invest in and develop one or two existing Growth Events, and encourage the creation of new events with potential, into a small portfolio of nationally significant Signature Events. Examples include the existing Strike a Light Festival, the Gloucester History Festival and a potential Folk Festival
17. Evaluate the potential investment required and return on investment to develop a bid for UK City of Culture in 2025 as a Major Event to inspire the sector and the City, acting as a beacon to signal the cultural regeneration of Gloucester



## OBJECTIVE 6 MAKE THINGS HAPPEN

Make things happen to continue the momentum for change

- Develop a new way of making things happen where people feel involved and create the right level of cultural leadership in the city who can deliver
- Bring together Gloucester's thriving creative community, empowering them to collaborate effectively and take charge of developing their own cultural future
- Develop and implement a fundraising plan to support the initiatives in this strategy, commissioning and funding local arts organisations to deliver

### ACTION

18. Set up a Cultural Partnership consisting of a wide Cultural Forum and led by a Culture Board acting as a Taskforce to make things happen
19. Develop an online platform to support and advocate for the development of the cultural and creative sector to engage and build creative and art based communities and to promote cultural activity in Gloucester similar to the Creative Assembly websites of Torbay, Swindon and others
20. Apply for funding from Arts Council England and other fundraising to support the strategy



This cultural strategy cannot be delivered by the City Council alone and must involve a wide range of artists, arts organisations, partner organisations and community leaders if it is to be successful.

It is these people, groups and organisations who will have to bring about the change to which we aspire and a new way of working which we believe will engage the whole community in developing culture in Gloucester.

We intend to set up a new cultural partnership to bring together all of these groups and to delegate delivery of this Strategy to them. This will be a strategic development organisation, facilitating and fundraising for projects and then creating partnership or commissioning for delivery. This partnership will consist of two distinct elements; the Cultural Forum and the Culture Board.

### THE CULTURAL FORUM

The Cultural Forum will be a vital part of the partnership whose purpose is to support the development of culture in Gloucester; contribute to the strategy of the Culture Board and to receive updates on its delivery. This will be an open, self-selecting group of those with an interest in the success of culture in Gloucester. It will involve representatives from the broad culture sector and the public. The Forum will meet twice a year with meetings organised and chaired by the Culture Board. One of these will be an annual meeting, open to the public, where the Culture Board provides a progress report to the Forum.

### THE CULTURE BOARD

This will be the leadership group tasked with delivering this strategy by identifying partners and holding them to account to deliver what has been agreed. This will include working with such organisations as the City Council, Marketing Gloucester, the Cathedral and University as well as a whole range of smaller organisations. A group of approximately twelve people with an Independent Chair and a nominated representative of the Council, they will act as the trustees of a proposed new charitable organisation that will manage the cultural partnership. An open call for trustees will be made with a formal appointments process. A key role of the Board will be fundraising, from both the



public and private sectors, to support the development of this Strategy with delivery commissioned from existing and new cultural organisations in Gloucester.

Having undertaken an appraisal of the options for delivery of this cultural partnership we have concluded that a new Charitable Incorporated Organisation or CIO is the right vehicle to achieve our aims of leadership by the sector; focusing on the City of Gloucester; effective fundraising and rapid progress towards our goal of putting culture at the heart of Gloucester for the good of all.

### DIRECTOR

The partnership will engage a full-time Director to raise funds directly, support the fundraising work of the Board, develop cultural activity through partnership and oversee the day to day administration of the Forum and Board. It is expected that one of the members of the new partnership will host the Directorship and a small office.

## RESOURCES

This strategy has been prepared on the basis that there will be limited funding available from the local authority and partnership funding will be essential if the strategy is to be successful. Ultimately the partnership will be self-financing, raising substantial funds for delivery of the strategy's development projects, and supporting its own core costs. Seed funding will be required for the first three years and Arts Council England (ACE) have indicated that this might be available. Gloucester City Council and other partners will need to match fund any investment from ACE, some of which can be value-in-kind support.

Potential partners and those involved in the Interim Culture Board to date include:

- Arts Council England
- Gloucester Cathedral
- University of Gloucestershire
- G-First Local Enterprise Partnership
- Gloucestershire County Council
- Developers and major employers

It is also important to support cultural developments through the planning system by taking note of the National Planning Policy Framework which seeks to support local strategies that deliver community and cultural facilities in response to demand, and by using instruments like Section 106 agreements and the Community Infrastructure Levy.

A Business Plan for delivery has been prepared.

## MONITORING AND REVIEW

This is a long-term plan for the successful cultural regeneration of Gloucester. We will monitor activity on an on-going basis against the Objectives and Actions from a formal review carried out annually by the Cultural Forum and Culture Board. These reviews will also examine the local, regional, national and international context to make sure that the vision and strategy remain valid.

## PROGRAMME

Given the long-term nature of some of the projects and our starting point, this strategy is defined over a 10 year period, although it will be important to deliver a significant amount of activity in the first three years. Setting up the partnership and recruiting the director are important first steps. The strategy will be assessed against the following milestones to ensure progress is made to deliver the cultural regeneration of Gloucester:

*Coordinating and having shared responsibility for a joined up cultural strategy is something that has been missing from Gloucester. Art and culture creates social cohesion, bringing people together from a wide range of backgrounds and abilities. It's crucially important for the city to have cultural events and activities continue. It lifts peoples' spirits and creates pride in the city.*

Cath Wilkins, Director Of GDance



| Activity and Year (April to March)  | Year 1<br>2016/17 | Year 2<br>17/18 | Year 3<br>18/19 | Year 4<br>19/20 | Year 5<br>20/21 | Year 6<br>21/22 | Year 7<br>22/23 | Year 8<br>23/24 | Year 9<br>24/25 | Year 10<br>25/26 |    |    |
|---|-------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|------------------|----|----|
|   | Q1                | Q2              | Q3              | Q4              | Q1              | Q2              | Q3              | Q4              | Q1              | Q2               | Q3 | Q4 |
| 1 Develop an arts, culture and creative industries hub and incubator  | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 2 Consider an alternative delivery model for the Council run cultural venues                                  | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 3 Encourage grass-roots community arts activity to deliver health and wellbeing outcomes                      | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 4 Develop a Cultural Leadership Group to ensure a future generation of cultural leaders in the city           | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 5 Fundraise to support investment in high quality projects from Gloucester artists and organisations          | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 6 Work closely with economic development colleagues to ensure that planning is aligned                        | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 7 Scope the potential for a new large-scale arts and cultural venue   | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 8 Make contact with national cultural organisations that have the potential to bring projects to the city     | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 9 Support the Carnival Arts Partnership in its vision to develop Gloucester Carnival                          | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 10 Support Gloucester based arts organisations making inclusive art and design programmes for the community   | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 11 Commission a regular programme of high quality outdoor arts events, including street arts and parades      | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 12 Review the current programme of events and festivals to ensure they meet the objectives of this strategy   | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 13 Scope the potential for a new visitor orientation centre in the city centre                                | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 14 Map out and implement a long term audience development strategy  | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 15 Work with Marketing Gloucester to develop a cultural tourism marketing strategy and campaign               | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 16 Invest in and develop a small portfolio of nationally significant Signature Events                         | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 17 Evaluate and develop a bid for UK City of Culture in 2025  | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 18 Set up a cultural partnership consisting of a wide Cultural Forum and Culture Board                        | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 19 Develop an online platform to support and advocate for the development of the cultural and creative sector | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |
| 20 Apply for funding from Arts Council England and other fundraising to support the strategy                  | █                 | █               | █               | █               | █               | █               | █               | █               | █               | █                | █  | █  |



Photo credits:  
Gloucester Citizen  
Marketing Gloucester Ltd  
Joana Hodson  
Lise Noakes  
Tony Hickey  
Mark Freshney  
Nick Turner

Gloucester City Council  
CULTURAL VISION  
AND STRATEGY  
2016-2026

**This page is intentionally left blank**

## APPENDIX 2

| <b>Gloucester Culture Board</b>     |                  |                |                |                |                |
|-------------------------------------|------------------|----------------|----------------|----------------|----------------|
| <b>Indicative Outline Budget</b>    |                  |                |                |                |                |
| <b>2016-2019</b>                    |                  | <b>Year 1</b>  | <b>Year 2</b>  | <b>Year 3</b>  |                |
| <b>£</b>                            |                  | <b>2016/17</b> | <b>2017/18</b> | <b>2018/19</b> |                |
| <b>Expenditure</b>                  |                  |                |                |                |                |
| <b>Start up costs</b>               |                  |                |                |                |                |
| Legal costs                         |                  | 7,500          | v              |                |                |
| Director & Board recruitment        |                  | 4,000          | v              |                |                |
| Director & Board recruitment        |                  | 3,500          |                |                |                |
|                                     | <b>Sub-Total</b> | <b>15,000</b>  |                | -              | -              |
| <b>Marketing</b>                    |                  |                |                |                |                |
| Design                              |                  | 5,000          | v              |                |                |
| Website                             |                  | 4,000          |                |                |                |
| Printed materials                   |                  | 5,000          |                |                |                |
| Launch Event                        |                  | 3,000          | v              |                |                |
|                                     | <b>Sub-Total</b> | <b>17,000</b>  |                | <b>17,500</b>  | <b>17,500</b>  |
| <b>Staff</b>                        |                  |                |                |                |                |
| Director                            |                  | 50,000         |                | 51,000         | 52,000         |
| Administrator                       |                  | 5,000          | v              |                |                |
| Telephone                           |                  | 500            |                |                |                |
| Travel                              |                  | 1,000          |                |                |                |
|                                     | <b>Sub-Total</b> | <b>56,500</b>  |                | <b>57,500</b>  | <b>58,500</b>  |
| <b>Overheads</b>                    |                  |                |                |                |                |
| Office rental                       |                  | 4,000          | v              |                |                |
| Utilities                           |                  | 500            | v              |                |                |
| Stationary                          |                  | 800            |                |                |                |
| Accountancy                         |                  | 1,000          | v              |                |                |
| Bank charges                        |                  | 67             |                |                |                |
| IT support                          |                  | 300            |                |                |                |
|                                     | <b>Sub-Total</b> | <b>6,667</b>   |                | <b>6,667</b>   | <b>6,667</b>   |
| <b>Fundraising</b>                  |                  |                |                |                |                |
| Fundraising costs                   |                  | -              |                | 5,000          |                |
|                                     | <b>Sub-Total</b> | <b>-</b>       |                | <b>5,000</b>   | <b>5,000</b>   |
| <b>Total Fixed Costs</b>            |                  | <b>95,167</b>  |                | <b>86,667</b>  | <b>87,667</b>  |
| <b>Contingency</b>                  |                  | 4,758          |                | 4,333          | 4,383          |
| <b>Fixed costs plus Contingency</b> |                  | <b>99,925</b>  |                | <b>91,000</b>  | <b>92,050</b>  |
| <b>Project Costs</b>                |                  |                |                |                |                |
| Commissions                         |                  | 20,000         |                | 250,000        | 500,000        |
|                                     | <b>Sub-Total</b> | <b>20,000</b>  |                | <b>250,000</b> | <b>500,000</b> |
| <b>Total Expenditure</b>            |                  | <b>119,925</b> |                | <b>341,000</b> | <b>592,050</b> |
| <b>Income</b>                       |                  |                |                |                |                |
| Arts Council England                |                  | 50,000         |                |                |                |
| Gloucester City Council - cash      |                  | 20,000         |                |                |                |
| In kind support                     |                  | 30,000         | v              |                |                |
| Partner 3                           |                  | -              |                |                |                |
| Partner 4                           |                  | -              |                |                |                |
| <b>Sub-Total core funding</b>       |                  | <b>100,000</b> |                | <b>100,000</b> | <b>100,000</b> |
| <b>Fundraising</b>                  |                  | <b>20,000</b>  |                | <b>250,000</b> | <b>500,000</b> |
| <b>Total Income</b>                 |                  | <b>120,000</b> |                | <b>350,000</b> | <b>600,000</b> |
| <b>Surplus/Deficit</b>              |                  | <b>75</b>      |                | <b>9,000</b>   | <b>7,950</b>   |

**This page is intentionally left blank**