



Overview and Scrutiny Committee

Meeting: Monday, 2nd November 2020 at 6.30 pm in Virtual Meeting

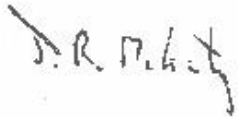
Membership:	Cllrs. Coole (Chair), Ryall (Vice-Chair), Dee, Finnegan, Haigh, Hilton, Hyman, Lewis, Organ, Pullen, Stephens, Taylor, Toleman, Tracey, Walford and Wilson
Contact:	Democratic and Electoral Services 01452 396126 democratic.services@gloucester.gov.uk

AGENDA

	<p>VIEWING ARRANGEMENTS FOR REMOTE MEETINGS</p> <p>View the meeting here: https://bit.ly/2TkPYvy.</p> <p>The meeting is being broadcast live using Microsoft Teams. We recommend that you install the Microsoft Teams app on your device for the best viewing experience. If viewing via a web browser, please note that this is not possible if using Safari; instead please download the Microsoft Teams app or the Microsoft Edge browser.</p> <p>Further advice on accessing meetings through Teams, is available here: https://support.office.com/en-us/article/Attend-a-live-event-in-Teamsa1c7b989-ebb1-4479-b750-c86c9bc98d84.</p>
1.	<p>APOLOGIES</p> <p>To receive any apologies for absence.</p>
2.	<p>DECLARATIONS OF INTEREST</p> <p>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.</p>
3.	<p>DECLARATION OF PARTY WHIPPING</p> <p>To declare if any issues to be covered in the Agenda are under party whip.</p>
4.	<p>MINUTES (Pages 7 - 12)</p> <p>To approve as a correct record the minutes of the meeting held on 5th of October 2020.</p>
5.	<p>PUBLIC QUESTION TIME (15 MINUTES)</p>

	<p>To receive any questions from members of the public provided that a question does not relate to:</p> <ul style="list-style-type: none"> • Matters which are the subject of current or pending legal proceedings, or • Matters relating to employees or former employees of the Council or comments in respect of individual Council Officers <p><i>If you would like to ask a question at this meeting, please contact democratic.services@gloucester.gov.uk as soon as possible and by Wednesday 28th of October 2020 at the latest.</i></p>
6.	<p>PETITIONS AND DEPUTATIONS (15 MINUTES)</p> <p>To receive any petitions and deputations provided that no such petition or deputation is in relation to:</p> <ul style="list-style-type: none"> • Matters relating to individual Council Officers, or • Matters relating to current or pending legal proceedings <p><i>If you would like to present a deputation or petition at this meeting, please contact democratic.services@gloucester.gov.uk as soon as possible and by Wednesday 28th of October at the latest.</i></p>
7.	<p>OVERVIEW AND SCRUTINY COMMITTEE WORK PROGRAMME AND COUNCIL FORWARD PLAN (Pages 13 - 38)</p> <p>To receive the latest version of the Committee's work programme and the Council's Forward Plan.</p>
8.	<p>WASTE STREET SCENE AND GROUNDS MAINTENANCE OPTIONS (Pages 39 - 96)</p> <p>To receive the report of the Leader of the Council and Cabinet Member for Environment which recommends the next steps for the delivery of Waste, Street Scene and Grounds Maintenance services beyond the current contract end date of 31 March 2022, and provides a Best Value Review and detailed assessment of options in line with the Cabinet decision of 15 July 2020.</p> <p>Please note that Appendix 2 is exempt from disclosure to the press and public by virtue of Paragraph 3 of Schedule 12A of the Local Government Act 1972 as amended (information relating to the financial or business affairs of any particular person including the authority holding that information). If Members wish to discuss Appendix 2 the Committee will need to resolve to exclude the press and public before doing so.</p>
9.	<p>IMPLEMENTATION OF THE COUNCIL MOTION ON 'BLACK LIVES MATTER' (Pages 97 - 118)</p> <p>To consider the report of the Leader of the Council which outlines progress and plans with the implementation of the 'Black Lives Matter' motion that was approved by Council at its meeting on the 9th of July 2020.</p> <p>Please note that Appendix 3 is exempt from disclosure to the press and public by virtue of Paragraph 2 of Schedule 12A of the Local Government Act 1972 as amended (Information which is likely to reveal the identity of an individual.). If Members wish to discuss Appendix 3 the Committee will need to resolve to exclude the press and public before doing so.</p>

10.	GLOUCESTER (COVID-19) RECOVERY PLAN - DEMOCRATIC GOVERNANCE (Pages 119 - 124) To receive an update on the Democratic Governance service recovery workstream of the Gloucester Recovery Plan.
11.	DATE OF NEXT MEETING Monday 30 th of November 2020.



Jon McGinty
Managing Director

Date of Publication: Friday, 23 October 2020

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 (a) under which goods or services are to be provided or works are to be executed; and (b) which has not been fully discharged
Land	Any beneficial interest in land which is within the Council's area. 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) – (a) the landlord is the Council; and (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 – (a) that body (to your knowledge) has a place of business or land in the Council's area and (b) either – i. The total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or 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 and are available to view five working days prior to the meeting date.

For enquiries about Gloucester City Council’s meetings please contact Democratic Services, 01452 396126, 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.

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OVERVIEW AND SCRUTINY COMMITTEE

MEETING : Monday, 5th October 2020

PRESENT : Cllrs. Coole (Chair), Ryall (Vice-Chair), Dee, Finnegan, Haigh, Hilton, Hyman, Lewis, Pullen, Stephens, Taylor, Toleman, Tracey, Walford and Wilson

Others in Attendance

Councillor Norman, Cabinet Member for Performance & Resources
Corporate Director

APOLOGIES : Cllrs. Organ

2. DECLARATIONS OF INTEREST

There were no declarations of interest.

3. DECLARATION OF PARTY WHIPPING

There were no declarations of party whipping.

4. MINUTES

RESOLVED: - that the minutes of the meetings held on the 7th of September 2020 were approved and signed as a correct record by the Chair.

5. PUBLIC QUESTION TIME (15 MINUTES)

There were no public questions.

6. PETITIONS AND DEPUTATIONS (15 MINUTES)

There were no petitions and deputations.

7. OVERVIEW AND SCRUTINY COMMITTEE WORK PROGRAMME AND COUNCIL FORWARD PLAN

7.1 The Chair suggested that the Gloucester (Covid-19) Recovery Plan – *Visitors and Cultural Recovery* is considered alongside the Cultural Strategy

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Update on the 30th of November as there would likely be crossover between the two items. Committee Members agreed with this.

- 7.2 Councillor Haigh stated that she would be keen for the Committee to look at the Council 's Public Art Strategy, an issue which the Committee had taken an interest in the past. The Chair stated that they would look at how best this could be brought before the Committee when they met with the Vice-Chair and Spokesperson.

RESOLVED that: - the Gloucester (Covid-19) Recovery Plan – *Visitors and Cultural Recovery* would be moved to the 30th of November meeting ; the Chair alongside the Vice-Chair and Spokesperson would look at how best to fit the Public Art Strategy into the Committee work programme.

8. GLOUCESTER (COVID-19) RECOVERY PLAN: CITY COUNCIL SERVICE RECOVERY

- 8.1 The Cabinet Member for Policy & Resources, Councillor Norman, introduced the item outlining that the presentation would focus on the impact of COVID-19 and key aspects in the recovery of City Council Services. She then expressed her thanks to City Council staff for their commitment, drive and dedication to their work during these unprecedented times, with many having to adjust to working exclusively from home for the first time.
- 8.2 The Corporate Director conducted the presentation informing Members that it would address the approach and scope of work carried out in relation to City Council Services recovery since lockdown was eased. He explained that at the start of the pandemic most staff were working from home except for staff from some certain service areas who were not able to do so. This included key staff from the Crematorium, Waste Services, in addition to other staff who needed to work in the office. He added that the Council's investment in IT and shift to agile working such as the implementation of Microsoft Teams had supported working from home for both staff members and Councillors. Furthermore, some staff had helped with the Community Hub and others had volunteered to standby to supplement waste staff although they were ultimately not required. Moreover, the Corporate Director outlined that communication was maintained through fortnightly Q&A sessions with all staff which frequently had over 100 participants, regular staff and Councillor bulletins, and regular meetings with Group Leaders during the period when Committee meetings had been cancelled. Lastly, he explained that the Corporate Director (Partnerships) had attended meetings as part of the County Council Resilience Response Forum Group.
- 8.3 In relation to the easing of lockdown and implementing recovery plans, the Corporate Director highlighted that several measures had been put in place. This included holding Council and Committee meetings online, customer services delivered through the phone and online, the development of the City Council Recovery Plan, and publishing risk assessments for different areas of the Council and they returned to operations. Regarding the risk assessments, he outlined that these had been drafted by service managers

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and reviewed by Health & Safety/ Environmental Health Team – in consultation with Trade Unions. In relation to the return to work on premises, the Corporate Director outlined that for those who decided to work in the office, there were socially distanced and designated workspaces and a booking system which staff were required to use in order to record the number of staff present at premises. Staff were also required to wear face coverings in areas where social distancing was difficult to maintain. On average, there were approximately 15-20 staff in the office each day. Furthermore, meeting rooms were available but with limited capacity. The Corporate Director highlighted that current government advice had however changed to stay working from home if you can and the advice to staff had been changed to reflect this. Nonetheless, some staff chose to continue working in the office due to their personal wellbeing or circumstances.

- 8.4 Regarding The Gateway which had been closed since March 2020, the Corporate Director informed the Committee that preparations had been underway to reopen on an appointment only basis, however, these plans had been put on hold in line with the change to the government's work from home guidance in September 2020. He added that Customer Services and Housing were able to provide their services online and via telephone whilst working from home with some limited in person services for Housing. These changes to working from home had seen some improvements such as: reduction in call waiting times to 44 seconds, reduction in missed calls from around 17% to 4%, email response time to less than 2 working days. Moreover, although there had been a 20% increase in the percentage of calls for housing, the number of missed calls had reduced to 0.7% from 1.2%.
- 8.5 The Corporate Director informed Members that regular feedback had been sought and received from all staff, for example, through the Change Champions. Some of the positives included: increased productivity, increased flexibility and thus the ability to balance work and home life, and reduction in travel related costs. Some of the drawbacks identified included: no distinction between work and home life, an anticipated increase in utility bills, and decreased social interaction with teams and other staff members. The Corporate Director outlined that the feedback had been taken on board and would be addressed by Leadership. Some of the potential measures which they would look at included IT stock to cover for faulty equipment to minimise downtime, arranging for teams to work in the office on the same days, and looking at how to make home workstations more appropriate for the long term. The Corporate Director outlined that Leadership would consider a response to the financial issues raised by working from home for example in relation to bills and planned to issue Best Practice Guidance which would provide guiding principles for staff. As well as considering any views and recommendations from the O&S Committee, he explained that next steps would include keeping abreast of the latest government guidance, developing further risk assessment for service areas as the need arises, remaining mindful of the 5'Rs' in the Gloucester Recovery Plan and integrating City Council Services Recovery with the other recovery streams.

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- 8.6 The Chair echoed the sentiment that working from home had presented some challenges, however both staff members and Councillors had managed this well. They then invited questions from Committee Members.
- 8.7 Councillor Wilson thanked the Corporate Director for the update. Responding to Councillor Wilson 's queries around meeting rooms, the Corporate Director advised that the rule of six did not apply to people at work and only applied to social gatherings. However, meeting rooms would have limited capacity relative to the room in order to ensure that appropriate social distancing could be observed. Moreover, meetings were limited to one meeting in each meeting room in a day. This would be monitored by the Custodians alongside the meeting room booking system. In relation to Councillor Coole 's question, the Corporate Director outlined that there was differing advice from the Local Government Association (LGA) and elsewhere on whether Councillors were considered employees for the purposes of the rule of six.
- 8.8 In response to Councillor Haigh's question around potential limitations to accessing Council Services for those who would normally access council services in person and did not have access to phones or the internet, Councillor Norman outlined that her understanding was that the freephone which could also be dialled from public phones had worked well for people who would potentially fall under this category. Similarly, she was not aware of anyone not being able to access services due to a lack of phone/internet access. Councillor Norman added that homeless individuals in the City had been put in hotels at the start of the national lockdown in line with government rules, and those not in these services were being engaged with partner services. There were several channels available to access Council services. In relation to Councillor Haigh's question on the Council's out of hours powers, the Corporate Director stated that the Council did not have any additional powers as a result of COVID-19 regulations. However, the County Council Public Health did have a number of powers and the City Council alongside other district councils were working with them as partners through the Response Recovery Group and with the police. Moreover, the Licensing and Enforcement teams were also working closely with the police. Finally, he explained that his advise would be that members of the public who have seen a clear breach of the COVID-19 regulations should contact the police's non-emergency/emergency phone number (depending upon whether the situation was life threatening) as necessary.
- 8.9 Councillor Pullen echoed Councillor Norman's comments commending staff for their hard work during the COVID-19 pandemic. The Corporate Director and Councillor Norman then responded to his queries as follows. On the topic of the induction process for new staff joining the Council during the pandemic, the Corporate Director advised that the Council was employing the best and safest ways to bring new staff on board. This included, interviewing new appointees online, delivering IT to them, and, where appropriate, socially distanced work with their teams. The best practices would be included in guidance for managers in due course. Secondly, on the

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topic the support available to staff in customer services who had to deal with difficult situations without the usual face to face interaction they would have with team members to discuss these incidences, Councillor Norman explained that Customer Services had excellent management support and team leaders who dialled into calls to check how the team was getting on and could takeover calls which were particularly difficult. She added that the teams' observation was that there had actually been less difficult and problematic calls during lockdown, and more positive responses to the customer feedback survey. Additionally, the new contact centre had helped the team with working from home. Lastly, in relation to the potential financial implications of working from home, the Corporate Director added that Leadership had listened to staff's concerns and they were considering how to respond in a fair and equitable way.

- 8.10 In reference to the earlier discussion around booking meeting rooms, Councillor Finnegan noted that common sense must prevail. Councillor Finnegan then outlined a case she had dealt with in her ward involving a young person who had experienced difficulties accessing key services. Councillor Norman advised that this seemed to be a more complex case involving different key services. She added that if Councillors had issues with assisting individuals such as in that case, they should contact the relevant Cabinet Member.
- 8.11 Councillor Hilton commended staff for their work during the pandemic. The Corporate Director and Councillor Norman then responded to his queries as follows. Firstly, current legislation did not allow hybrid Council and Committee meetings, however, this could potentially change in the future. Secondly, the Council was looking at the potential benefits of webcasting in the future, however all factors were being considered. For example, the Policy & Governance Manager was keeping an eye on viewing figures with the current online Council and Committee meetings to ascertain interest. Thirdly, the Corporate Director noted that Councillor Hilton had identified a lot of the relevant issues with regard to future elections in the new COVID-19 world. These issues were being considered by the Returning Officer and the Democratic Services team.
- 8.12 Councillor Haigh expressed her concern that members of the public would not have access to a Freephone during the planned IT outage between the 9th of October to the 11th of October. The Corporate Director outlined that a response would be circulated o Committee Members.
- 8.13 Councillor Norman addressed questions raised by Councillor Tracey as follows. On the topic of the gateway reopening, she reiterated that whilst it had been the administration 's plan to reopen The Gateway, the change to the government's work from home in guidance in September had put these plans on hold. Furthermore, she advised that she would look into the signage at The Gateway and whether it needs to be changed. Additionally, all Officers had a direct dial from which they could be contacted and there was

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an out of hours number which was staffed by the Senior Management Team for emergencies.

8.14 The Chair concluded the meeting by thanking Councillor Norman and the Corporate Director. They also noted the importance of looking after mental health during these unprecedented times and reminded Committee Members of the provision of the Employee Assistance Programme.

8.15 **RESOLVED:-** that the Overview & Scrutiny Committee NOTE the update.

9. DATE OF NEXT MEETING

Monday 2nd of November 2020.

Time of commencement: 6:30pm

Time of conclusion: 7:55pm

Chair

FORWARD PLAN

FROM OCTOBER 2020 TO SEPTEMBER 2021

This Forward Plan contains details of all the matters which the Leader believes will be the subject of a Key Decision by the Cabinet or an individual Cabinet Member in the period covered by the Plan (the subsequent 12 months). A Key Decision is one that is:

- a decision in relation to a Cabinet function which results in the Local Authority incurring expenditure or making of a saving which is significant having regard to the budget for the service or function to which the decision relates; or
- a decision that is likely to have a significant impact on two or more wards within the Local Authority; or
- a decision in relation to expenditure in excess of £100,000 or significant savings; or
- a decision in relation to any contract valued in excess of £500,000

A decision maker may only make a key decision in accordance with the requirements of the Cabinet Procedure Rules set out in Part 4 of the Constitution.

Cabinet Members

Portfolio	Name	Email Address
Leader and Environment (LE)	Councillor Richard Cook	richard.cook@gloucester.gov.uk
Deputy Leader and Performance & Resources (P&R)	Councillor Hannah Norman	hannah.norman@gloucester.gov.uk
Planning & Housing Strategy (P&HS)	Councillor Andrew Gravells	andrew.gravells@gloucester.gov.uk
Economic Recovery & Growth (ER&G)	Councillor Dawn Melvin	dawn.melvin@gloucester.gov.uk
Culture & Leisure (C&L)	Councillor Steve Morgan	steve.morgan@gloucester.gov.uk
Communities & Neighbourhoods (C&N)	Councillor Jennie Watkins	jennie.watkins@gloucester.gov.uk

The Forward Plan also includes Budget and Policy Framework items; these proposals are subject to a period of consultation and the Overview and Scrutiny Committee has the opportunity to respond in relation to the consultation process.

A Budgetary and Policy Framework item is an item to be approved by the full City Council and, following consultation, will form the budgetary and policy framework within which the Cabinet will make decisions.

For each decision included on the Plan the following information is provided:

- (a) the matter in respect of which a decision is to be made;
- (b) where the decision maker is an individual, his/her name and title if any and, where the decision maker is a body, its name and details of membership;
- (c) the date on which, or the period within which, the decision is to be made;
- (d) if applicable, notice of any intention to make a decision in private and the reasons for doing so;
- (e) a list of the documents submitted to the decision maker for consideration in relation to the matter in respect of which the decision is to be made;
- (f) the procedure for requesting details of those documents (if any) as they become available.

(the documents referred to in (e) and (f) above and listed in the Forward Plan are available on request from Democratic Services democratic.services@gloucester.gov.uk, Tel 01452 396126, PO Box 3252, Gloucester GL1 9FW. Contact the relevant Lead Officer for more information).

The Forward Plan is updated and published on Council's website at least once a month.

KEY	= Key Decision	CM KEY	= Individual Cabinet Member Key Decisions
NON	= Non-Key Decision	CM NON	= Individual Cabinet Member Non-Key Decision
BPF	= Budget and Policy Framework		

CONTACT:

For further detailed information regarding specific issues to be considered by the Cabinet/Individual Cabinet Member please contact the named contact officer for the item concerned. To make your views known on any of the items please also contact the Officer shown or the portfolio holder.

Copies of agendas and reports for meetings are available on the web site in advance of meetings.

For further details on the time of meetings and general information about the Plan please contact:

Democratic and Electoral Services on 01452 396126 or send an email to democratic.services@gloucester.gov.uk.

SUBJECT (and summary of decision to be taken)		PLANNED DATES	DECISION MAKER & PORTFOLIO	NOTICE OF PRIVATE BUSINESS (if applicable)	RELATED DOCUMENTS (available on request, subject to restrictions on disclosure)	LEAD OFFICER (to whom Representations should be made)
OCTOBER 2020						
KEY	Kings Square Redevelopment <u>Summary of decision:</u> To consider a progress report on the redevelopment of Kings Square and to approve the capital budget required to implement the scheme. <i>Wards affected: Westgate</i>	14/10/20	Cabinet Leader of the Council			Ian Edwards, Head of Place Tel: 01452 396034 ian.edwards@gloucester.gov.uk
NON	Social Value Policy <u>Summary of decision:</u> To adopt the Social Value Policy and tool kit following consultation. <i>Wards affected: All Wards</i>	14/10/20	Cabinet Cabinet Member for Communities and Neighbourhoods			Adam Wassell, Economic Development and Regeneration Officer Tel: 01452 396974 Adam.Wassell@gloucester.gov.uk

NOVEMBER 2020

KEY	Waste, Street Cleansing and Grounds Maintenance Services	2/11/20	Overview and Scrutiny Committee			Jonathan Lund, Corporate Director Tel: 01452 396276 jonathan.lund@gloucester.gov.uk
	<u>Summary of decision:</u> Following consideration of an options report on 17 June 2020, to receive an update report and make any necessary decisions arising from the agreed way forward. <i>Wards affected: All Wards</i>	11/11/20	Cabinet Cabinet Member for Environment			
NON	Revocation of Planning Briefs, Supplementary Planning Guidance and Supplementary Planning Documents	11/11/20	Cabinet			Claire Haslam, Principal Planning Officer Tel: 01452 396825 claire.haslam@gloucester.gov.uk
	<u>Summary of decision:</u> To revoke and withdraw from publication redundant planning documents previously adopted or approved by Council. <i>Wards affected: All Wards</i>	19/11/20	Council Cabinet Member for Planning and Housing Strategy			

KEY	<p>Community Infrastructure Funding Statement (IFS)</p> <p><u>Summary of decision:</u> To consider the annual Infrastructure Funding Statement that sets out planning obligation and Community Infrastructure Levy (CIL) receipts and expenditure, both actual and anticipated.</p> <p><i>Wards affected: All Wards</i></p>	<p>11/11/20</p> <p>19/11/20</p>	<p>Cabinet</p> <p>Council Cabinet Member for Planning and Housing Strategy</p>			<p>Paul Hardiman, Joint Core Strategy CIL Manager paul.hardiman@gloucester.gov.uk</p>
KEY	<p>Community Infrastructure Levy (CIL) Governance</p> <p><u>Summary of decision:</u> To consider governance arrangements of the local CIL allocation.</p> <p><i>Wards affected: All Wards</i></p>	<p>11/11/20</p>	<p>Cabinet</p> <p>Cabinet Member for Planning and Housing Strategy</p>			<p>David Evans, City Growth and Delivery Manager david.evans@gloucester.gov.uk</p>

NON	<p>Armed Forces Community Covenant Update</p> <p><u>Summary of decision:</u> To update Cabinet on the work done by Gloucester City Council to support current and ex-service personnel as part of the Gloucestershire Armed Forces Community Covenant.</p> <p><i>Wards affected: All Wards</i></p>	11/11/20	Cabinet Cabinet Member for Communities and Neighbourhoods			Ruth Saunders, Head of Communities Tel: 01452 396789 ruth.saunders@gloucester.gov.uk
NON	<p>Local Nature Partnerships Environment and Climate Action Group Report</p> <p><u>Summary of decision:</u> To receive the Local Nature Partnerships Environment and Action Group Report Cabinet Member for Environment.</p> <p><i>Wards affected: All Wards</i></p>	11/11/20	Cabinet Cabinet Member for Environment			Meyrick Brentnall, Climate Change and Environment Manager Tel: 01452 396829 meyrick.brentnall@gloucester.gov.uk

NON	<p>Regulation of Investigatory Powers Act 2000 (RIPA) - Review of Procedural Guide</p> <p><u>Summary of decision:</u> To request that Members review and update the Council's procedural guidance on RIPA.</p> <p><i>Wards affected: All Wards</i></p>	11/11/20	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
NON Page 19	<p>Community Wellbeing Engagement Update</p> <p><u>Summary of decision:</u> To update Cabinet on the activity of the Engagement Officers in the Community Wellbeing Team.</p> <p><i>Wards affected: All Wards</i></p>	11/11/20	Cabinet Cabinet Member for Communities and Neighbourhoods			Leanne Purnell, Community Wellbeing Officer Tel: 01452 396069 leanne.purnell@gloucester.gov.uk
NON	<p>Asset-Based Community Development (ABCD) Policy</p> <p><u>Summary of decision:</u> To review the ABCD Policy.</p> <p><i>Wards affected: All Wards</i></p>	11/11/20	Cabinet Cabinet Member for Communities and Neighbourhoods			Ruth Saunders, Head of Communities Tel: 01452 396789 ruth.saunders@gloucester.gov.uk

NON	<p>Council Motion - Black Lives Matter</p> <p><u>Summary of decision:</u> To set out proposals for a the establishment of a Commission to review race relations and a review of statues, monuments and plaques in the City connected with the slave trade.</p> <p><i>Wards affected: All Wards</i></p>	11/11/20	Cabinet Leader of the Council			Anne Brinkhoff, Corporate Director Tel: 01452 396745 anne.brinkhoff@gloucester.gov.uk
DECEMBER 2020						
KEY	<p>The Forum</p> <p><u>Summary of decision:</u> To consider a progress report on the development of the Forum. To approve the investment required for Phase 1 implementation and the Development Agreement for Phases 1 and 2.</p> <p><i>Wards affected: Westgate</i></p>	9/12/20 28/01/21	Cabinet Council Leader of the Council			Ian Edwards, Head of Place Tel: 01452 396034 ian.edwards@gloucester.gov.uk

Page 21	NON	Cultural Strategy Update <u>Summary of decision:</u> To provide Members with a 6 monthly update in relation to the Cultural Strategy Action Plan. <i>Wards affected: All Wards</i>	30/11/20 9/12/20	Overview and Scrutiny Committee Cabinet Cabinet Member for Culture and Leisure			Philip Walker, Head of Cultural Services Tel: 01452 396355 philip.walker@gloucester.gov.uk
	NON	Draft Budget Proposals (including Money Plan and Capital Programme) <u>Summary of decision:</u> To update Cabinet on the draft budget proposals. <i>Wards affected: All Wards</i>	7/12/20 9/12/20	Overview and Scrutiny Committee Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
	NON	Treasury Management Six Monthly Update 2020/21 <u>Summary of decision:</u> To update Cabinet on treasury management activities. <i>Wards affected: All Wards</i>	9/12/20	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk

NON	<p>Financial Monitoring Quarter 2 Report</p> <p><u>Summary of decision:</u> To receive an update on financial monitoring information for the second quarter 2020/21.</p> <p><i>Wards affected: All Wards</i></p>	<p>30/11/20</p> <p>9/12/20</p>	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>
NON	<p>Performance Monitoring Quarters 1-2 Report</p> <p><u>Summary of decision:</u> To note the Council's performance in quarters 1 and 2 across a set of key performance indicators.</p> <p><i>Wards affected: All Wards</i></p>	<p>30/11/20</p> <p>9/12/20</p>	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Tanya Davies, Policy and Governance Manager Tel: 01452 396125 tanya.davies@gloucester.gov.uk</p>

BPF	<p>Local Council Tax Support Scheme</p> <p><u>Summary of decision:</u> To advise Members of the requirement to review the Local Council tax Support Scheme (LCTS).</p> <p><i>Wards affected: All Wards</i></p>	<p>2/11/20</p> <p>9/12/20</p> <p>28/01/21</p>	<p>Overview and Scrutiny Committee</p> <p>Cabinet</p> <p>Council Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>
<p>NON</p> <p>Page 23</p>	<p>City Council Energy Costs and Reduction Projects Annual Report</p> <p><u>Summary of decision:</u> To update Cabinet on the City Council Energy Costs and Reduction Projects.</p> <p><i>Wards affected: All Wards</i></p>	<p>9/12/20</p>	<p>Cabinet Cabinet Member for Environment</p>			<p>Mark Foyn, Property Commissioning Manager Tel: 01452 396271 mark.foyn@gloucester.gov.uk</p>
NON	<p>Health and Safety Policy Update</p> <p><u>Summary of decision:</u> To receive an update on the Health and Safety Policy.</p> <p><i>Wards affected: All Wards</i></p>	<p>9/12/20</p>	<p>Cabinet Cabinet Member for Performance and Resources</p>			<p>William Larcombe Tel: 01452 396057 william.larcombe@gloucester.gov.uk</p>

NON	Safeguarding Policy Update <u>Summary of decision:</u> To receive an update on the Gloucester City Council Safeguarding Policy. <i>Wards affected: All Wards</i>	9/12/20	Cabinet Cabinet Member for Communities and Neighbourhoods			Leanne Purnell, Community Wellbeing Officer Tel: 01452 396069 leanne.purnell@gloucester.gov.uk
JANUARY 2021						
KEY Page 24	Festivals and Events Programme <u>Summary of decision:</u> To seek approval for the 2021-22 Festivals and Events Programme. <i>Wards affected: All Wards</i>	13/01/21	Cabinet Cabinet Member for Culture and Leisure			Philip Walker, Head of Cultural Services Tel: 01452 396355 philip.walker@gloucester.gov.uk

NON	<p>Equality and Diversity Update</p> <p><u>Summary of decision:</u> To update Cabinet on the Equality and Diversity work and progress made against the action plan.</p> <p><i>Wards affected: All Wards</i></p>	13/01/21	Cabinet Cabinet Member for Communities and Neighbourhoods			<p>Gupti Gosine, Community Wellbeing Manager Tel: 01452 396288 gupti.gosine@gloucester.gov.uk</p>
FEBRUARY 2021						
<p>BPF</p> <p>Page 25</p>	<p>Final Budget Proposals (including Money Plan and Capital Programme)</p> <p><u>Summary of decision:</u> To seek approval for the final Budget Proposals for 2021-2, including the Money Plan and Capital Programme.</p> <p><i>Wards affected: All Wards</i></p>	<p>10/02/21</p> <p>25/02/21</p>	<p>Cabinet</p> <p>Council Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>

NON	<p>Growing Gloucester's Visitor Economy Action Plan Annual Update 2020</p> <p><u>Summary of decision:</u> To update Members on the progress that has been made in achieving the Growing Gloucester's Visitor Economy Action Plan during 2020.</p> <p><i>Wards affected: All Wards</i></p>	10/02/21	Cabinet Cabinet Member for Culture and Leisure			Philip Walker, Head of Cultural Services Tel: 01452 396355 philip.walker@gloucester.gov.uk
NON Page 26	<p>Stronger and Safer Gloucester Partnership Annual Report</p> <p><u>Summary of decision:</u> To update Cabinet on the review of the Stronger Safer Gloucester Partnership.</p> <p><i>Wards affected: All Wards</i></p>	10/02/21	Cabinet Cabinet Member for Communities and Neighbourhoods			Emily Bolland, Community Engagement Officer Tel: 01452 396268 emily.bolland@gloucester.gov.uk

MARCH 2021						
NON	Pay Policy Statement 2021-22 <u>Summary of decision:</u> To seek approval for the annual Pay policy Statement 2021-22 in accordance with Section 38 of the Localism Act 2011. <i>Wards affected: All Wards</i>	10/03/21 25/03/21	Cabinet Council Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
Page 27 PPF	Treasury Management Strategy <u>Summary of decision:</u> To seek approval for the Treasury Management Strategy. <i>Wards affected: All Wards</i>	10/03/21 25/03/21	Cabinet Council Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
NON	Capital Strategy <u>Summary of decision:</u> To approve the Capital Strategy 2021-22. <i>Wards affected: All Wards</i>	10/03/21	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk

NON	<p>Financial Monitoring Quarter 3 Report</p> <p><u>Summary of decision:</u> To receive an update on financial monitoring information for the third quarter 2020/21.</p> <p><i>Wards affected: All Wards</i></p>	10/03/21	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
NON	<p>Performance Monitoring Quarter 3 Report</p> <p><u>Summary of decision:</u> To note the Council's performance in quarter 3 across a set of key performance indicators.</p> <p><i>Wards affected: All Wards</i></p>	10/03/21	Overview and Scrutiny Committee Cabinet Cabinet Member for Performance and Resources			Tanya Davies, Policy and Governance Manager Tel: 01452 396125 tanya.davies@gloucester.gov.uk
NON	<p>Risk Based Verification Policy Review</p> <p><u>Summary of decision:</u> To seek approval to continue with risk based verification policy.</p> <p><i>Wards affected: All Wards</i></p>	10/03/21	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk

NON	<p>Cultural Strategy Update</p> <p><u>Summary of decision:</u> To provide Cabinet with a 6 monthly update in relation to the Cultural Strategy Action Plan.</p> <p><i>Wards affected: All Wards</i></p>	10/03/21	Cabinet Cabinet Member for Culture and Leisure			Philip Walker, Head of Cultural Services Tel: 01452 396355 philip.walker@gloucester.gov.uk
NON	<p>Annual Report on Grant Funding Provided to the Voluntary and Community Sector</p> <p><u>Summary of decision:</u> To update Members on the impact of grant funding on the Voluntary and Community Sector (VCS) and value for money that has been achieved.</p> <p><i>Wards affected: All Wards</i></p>	10/03/21	Cabinet Cabinet Member for Communities and Neighbourhoods			Anne Brinkhoff, Corporate Director Tel: 01452 396745 anne.brinkhoff@gloucester.gov.uk

NON	<p>Housing, Homelessness and Rough Sleeping Strategy - Strategy and Recovery Update</p> <p><u>Summary of decision:</u> To update Cabinet on the progress of the action plan year 1.</p> <p><i>Wards affected: All Wards</i></p>	10/03/21	Cabinet Cabinet Member for Communities and Neighbourhoods			<p>Ruth Saunders, Head of Communities Tel: 01452 396789 ruth.saunders@gloucester.gov.uk</p>
APRIL 2021 - No meetings						
MAY 2021 - No meetings						
JUNE 2021						
NON	<p>2020-21 Financial Outturn Report</p> <p><u>Summary of decision:</u> To update Cabinet on the Financial Outturn Report 2020-21.</p> <p><i>Wards affected: All Wards</i></p>	16/06/21	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>

NON	<p>Treasury Management Year End Annual Report 2020-21</p> <p><u>Summary of decision:</u> To update Cabinet on treasury management activities.</p> <p><i>Wards affected: All Wards</i></p>	16/06/21	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
NON	<p>2020-21 Year End Performance Report</p> <p><u>Summary of decision:</u> To consider the Council's performance in 2020-21 across a set of key performance indicators.</p> <p><i>Wards affected: All Wards</i></p>	16/06/21	Overview and Scrutiny Committee Cabinet Cabinet Member for Performance and Resources			Tanya Davies, Policy and Governance Manager Tel: 01452 396125 tanya.davies@gloucester.gov.uk
NON	<p>Gloucester Culture Trust Update Report</p> <p><u>Summary of decision:</u> To provide Members with an update on the work undertaken by the Gloucester Culture Trust.</p> <p><i>Wards affected: All Wards</i></p>	16/06/21	Cabinet Cabinet Member for Culture and Leisure			Philip Walker, Head of Cultural Services Tel: 01452 396355 philip.walker@gloucester.gov.uk

NON	Green Travel Plan Progress Report 2021 and Update <u>Summary of decision:</u> Annual update on initiatives in the Green Travel Plan. <i>Wards affected: All Wards</i>	16/06/21	Cabinet Cabinet Member for Environment			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
JULY 2021						
NON	Strategic Risk Register <u>Summary of decision:</u> To update Members on the Council's Strategic Risk Register. <i>Wards affected: All Wards</i>	8/03/21 14/07/21	Audit and Governance Committee Cabinet Cabinet Member for Performance and Resources			Sally Coates, Senior Risk Management Advisor Tel: 01452 328896 sally.coates@gloucestershire.gov.uk
AUGUST 2021 - No meetings						

SEPTEMBER 2021

NON	<p>Financial Monitoring Quarter 1 Report</p> <p><u>Summary of decision:</u> To receive an update on financial monitoring information for the first quarter 2021/22.</p> <p><i>Wards affected: All Wards</i></p>	16/09/20	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>
NON Page 33	<p>Performance Monitoring Quarter 1 Report</p> <p><u>Summary of decision:</u> To note the Council's performance in quarter 1 across a set of key performance indicators.</p> <p><i>Wards affected: All Wards</i></p>	15/09/21	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Tanya Davies, Policy and Governance Manager Tel: 01452 396125 tanya.davies@gloucester.gov.uk</p>

ITEMS DEFERRED- Dates to be confirmed

NON	Green Travel Plan Progress Report 2020 and Update <u>Summary of decision:</u> Annual update on initiatives in the Green Travel Plan <i>Wards affected: All Wards</i>		Cabinet Cabinet Member for Environment			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
NON Page 34	Museum of Gloucester Development Plan <u>Summary of decision:</u> To approve the Museum of Gloucester Development Plan. <i>Wards affected: All Wards</i>		Cabinet Cabinet Member for Culture and Leisure			Philip Walker, Head of Cultural Services Tel: 01452 396355 philip.walker@gloucester.gov.uk
NON	Blackfriars Priory Development Plan <u>Summary of decision:</u> To approve the Blackfriars Priory Development Plan <i>Wards affected: All Wards</i>		Cabinet Cabinet Member for Culture and Leisure			Philip Walker, Head of Cultural Services Tel: 01452 396355 philip.walker@gloucester.gov.uk

NON	<p>Geographical Information Systems and Grounds Maintenance Contract</p> <p><u>Summary of decision:</u> To consider the Geographical Information Systems (GIS) and grounds maintenance contract.</p> <p><i>Wards affected: All Wards</i></p>		<p>Cabinet Cabinet Member for Environment</p>			<p>Meyrick Brentnall, Climate Change and Environment Manager Tel: 01452 396829 meyrick.brentnall@gloucester.gov.uk</p>
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Gloucester City Council
Overview and Scrutiny Committee Work Programme
Updated 23rd of October 2020

Item	Format	Lead Member (if applicable)/Lead Officer	Comments
30 November 2020			
Gloucester (Covid-19) Recovery Plan – <i>Environmental/Climate Recovery</i>	Report	Cabinet Member for Environment	Requested by Committee
Gloucester (Covid-19) Recovery Plan – <i>Visitors and Cultural Recovery</i>	Report	Cabinet Member for Culture & Leisure	Requested by Committee
Cultural Strategy Update	Report	Cabinet Member for Culture & Leisure	Requested by Chair
Financial Monitoring Q2	Report	Cabinet Member for Performance & Resources	Requested by Committee
Performance Monitoring Q1 & Q2	Report	Cabinet Member for Performance & Resources	Requested by Committee
7 December 2020			
Budget – no other business			
4 January 2021			
1 February 2021			
1 March 2021			
29 March 2021			

NOTE: The work programme is agreed by the Chair, Vice-Chair and Spokesperson of the Overview and Scrutiny Committee



Meeting:	Overview and Scrutiny Cabinet	Date: 2 November 2020 11 November 2020
Subject:	Waste, Street Scene and Grounds Maintenance Services Options Report	
Report Of:	Councillor Richard Cook, Leader of the Council and Cabinet Lead for the Environment	
Wards Affected:	All	
Key Decision:	No	Budget/Policy Framework: No
Contact Officer:	Bob O'Brien, Transformation and Commercialisation Manager	
	Email: bob.o'brien@gloucester.gov.uk	Tel: 396110
Appendices:	1. Options Appraisal and Best Value Review from WYG 2. Financial and benefit summaries	

FOR GENERAL RELEASE/ EXEMPTIONS

The Report is available for General Release. However, the Appendix to the report contains commercially confidential financial information.

The public are likely to be excluded from the meeting during consideration of any of the information contained in the exempt appendix to the report as it contains exempt information as defined in paragraph (3) of schedule 12A to the Local Government Act 1972 (as amended).

1.0 Purpose of Report

- 2.1 To recommend next steps for the delivery of Waste, Street Scene and Grounds Maintenance services beyond the current contract end date of 31 March 2022.
- 2.2 To provide a Best Value Review and detailed assessment of options in line with the Cabinet decision of 15 July 2020.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that

- (1) The Options Appraisal and Best Value Review is received and noted
- (2) The option to commence a formal procurement on the open market is not taken forward for the reasons set out in 2.0.6 through 2.0.9 of the Options Appraisal and Best Value Review, in line with Cabinet Resolution (6) of 15 July 2020
- (3) The option to bring services back in-house is not taken forward for the reasons set out in 2.0.10 of the Options Appraisal and Best Value Review and elsewhere in this report
- (4) The option to extend the Amey contract is either;

- (a) Not taken forward for the reasons set out in this report and 2.0.14 of the Options Appraisal and Best Value Review, or
- (b) A decision is deferred until 31 January 2021 at the latest to provide the opportunity for an offer to be finalised by the new owners
- (5) The option to have the services delivered by Ubico from 1 April 2022 is maintained as a preferred option, subject to further developing and refining of the detailed cost model and mobilisation plan
- (6) A full financial and legal appraisal of the remaining model(s) is undertaken
- (7) Delegated authority be given to the Corporate Director (after consultation with the Cabinet Lead for the Environment) to implement these decisions.

3.0 Background and Key Issues

- 3.1 The Council's contract for Waste, Street Scene and Grounds Maintenance Services comes to an end on 31 March 2022.
- 3.2 The Council commissioned WYG to undertake an independent assessment of the options available to the Council as a consequence of the ending of the contract.
- 3.3 The first phase of this work resulted in a report to Cabinet which recommended a two-stage approach to deciding on waste, street scene and grounds maintenance service provision beyond 31 March 2022. On 15 July 2020 Cabinet RESOLVED that:
 - (1) the Options Report is received and welcomed
 - (2) the recommendations made by the Overview and Scrutiny Committee (Paragraph 3.4 of the report) are accepted and, as a consequence...
 - (3) in the period June to mid-September 2020 Ubico and Amey are invited to submit proposals for service delivery to be considered alongside an option for in-house service delivery
 - (4) the proposals outlined in (3) above and (6) below incorporate a requirement to pay employees the real living wage
 - (5) a Best Value Review is undertaken to provide a benchmark against which to assess the proposals identified above in early October
 - (6) if none of the options presents a suitable proposition move to commence a formal procurement exercise to secure an external service delivery partner having first determined whether to offer a fully or partially integrated service
 - (7) delegated authority be given to the Corporate Director (after consultation with the Cabinet Lead for the Environment) to implement these decisions.
- 3.4 As part of the process, detailed specifications for waste and recycling, street scene, and general requirements were completed and issued to Amey and Ubico. These included a request for additional proposals for enhanced service to street scene and technology.
- 3.5 During development of the specifications, it became clear that there was not enough reliable information to complete a detailed specification for Grounds Maintenance within the time available. A project was initiated to undertake a proof of concept to map Gloucester's assets and features so as to improve the reliability of Grounds data and enable future opportunities for innovation and service improvement.

- 3.6 Submissions were received from Amey and Ubico as planned and WYG worked with Council Officers to build a model for bringing the service in-house.
- 3.7 Amey's submission included a cost model for the existing service and enhancements along with some clarifications and covering letter. Amey's offer is described in section 5.0 of the Options Appraisal and Best Value Review.
- 3.8 Ubico's submission included a cost model for the core services and enhancements (complete with supporting information), an environmental services proposal (describing Ubico's approach to service delivery and mobilisation), a proposition document summarising the model, risk, assumptions and opportunity for innovation, and covering letter. Ubico's offer is described in section 6.0 of the Options Appraisal and Best Value Review.
- 3.9 Alongside this, WYG developed a worked model for assessing the in-house option. The in-house option is described in section 7.0 of the Options Appraisal and Best Value Review.
- 3.10 We also asked for costings for future enhancements that would deliver:
(1) Higher cleansing standards, and
(2) An out-of-hours service
- 3.11 Amey and Ubico have both submitted costs for the enhanced service described in paragraph 3.10. These are included in Appendix 2.
- 3.12 Stage one has now completed and the Options Appraisal and Best Value Review at Appendix 1 details WYG's findings.
- 3.13 In addition, financial and benefit summaries to support the recommendations are at Appendix 2.

4.0 Social Value Considerations

- 4.1 Part 6 of the Options Report (Cabinet, 15 July 2020) addresses the City's approach to community-based service delivery and the social value derived from that approach. The Options Appraisal and Best Value Review analyses the options considered. An assessment of how well each option meets the Council's social value aspirations is included in the benefit summary at Appendix 2 and the Head of Communities was consulted to inform this assessment.
- 4.2 All proposals considered in this stage (Amey, Ubico, in-house) incorporate a commitment to pay employees the real living wage and provide an opportunity for local employment.

5.0 Environmental Implications

- 5.1 Part 4 of the Options Report (Cabinet, 15 July 2020) addresses the environmental implications of the options available to the Council. An assessment of how well each options meets the Council's environmental aspirations is included in the benefit summary at Appendix 2.

- 5.2 The current model of service delivery is in line with the emerging Government Waste Strategy.

6.0 Alternative Options Considered

- 6.1 The options considered are fully set out in the Options Appraisal and Best Value Review.

7.0 Reasons for Recommendations

- 7.1 The Options Appraisal and Best Value Review (Appendix 1) and financial and benefit summaries (Appendix 2) outline the reasons for these recommendations.
- 7.2 The key reasons for not taking forward the open market and in-house options in 2.1 are cost, when compared to the offers from Amey and Ubico, and risk. In the case of open market there are risks related to the reliability of Grounds Maintenance information such that suppliers may choose not to bid, or costs may end up being much higher than anticipated. With the in-house option there are risks relating to the cost of pension liability and the fact that it is also untested, whereas both Amey and Ubico represent tested options.

8.0 Future Work

- 8.1 This report recommends that the options are narrowed to either one or two, and that the period between now and January 2021 is used to undertake detailed analysis, explore value engineering options, agree legal models and develop mobilisation plans depending upon whether one or two options are being kept open.

9.0 Financial Implications

- 9.1 The Financial implications are summarised in Appendix 2.

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

10.0 Legal Implications

- 10.1 There are differing legal implications depending on which option the Council decides to pursue:
- a) A contract with Ubico Ltd will enable the Council to benefit from the “Teckal” exemption and award directly to the company without a procurement exercise. The Council will have to become a shareholder in Ubico Ltd prior to award.
 - b) Clause 6.1 of the present contract with Amey/Enterprise AOL Ltd permits extension of its term, subject to the matters addressed in the Options report presented to Cabinet on 15 July 2020. Also, any extension should be of at least five years duration. A lesser period will require the agreement of the contractor and formal variation of the contract terms.
 - c) If the Council wishes to procure a new contractor for the services its likely value will require a full procurement exercise compliant with the Public Contracts Regulations 2015 (or such legislation as may replace the regulations following the United Kingdom’s exit from the European Union).

10.2 As noted in 12.1 of this report, TUPE regulations may apply depending on the option(s) selected.

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

11.0 Risk & Opportunity Management Implications

11.1 These are set out within the Options Appraisal and Best Value Review. Key risks and opportunities for the recommended option(s) are summarised in the summary table at Appendix 2.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 There are potential staffing and TUPE implications depending on which option(s) are taken forward from this report. A PIA will be undertaken for the option(s) that are deemed proceedable.

13.0 Community Safety Implications

13.1 N/A

14.0 Staffing & Trade Union Implications

14.1 See 12.

Background Documents: None

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Gloucester City Council

Options Appraisal and Best Value Review

October 2020

WYG

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GLOUCESTER CITY COUNCIL OPTIONS APPRAISAL AND BEST VALUE REVIEW

A117962

OCTOBER 2020

1.0 INTRODUCTION & BACKGROUND

- 1.0.1 WYG was engaged by Gloucester City Council (GCC) to undertake an options appraisal in relation to its streetscene services (waste collection, street cleansing and grounds maintenance) currently delivered through a contract which expires at the end of March 2022. This contract was originally awarded to Accord in 2005 but following takeovers (Accord by Enterprise; Enterprise by Amey) is now held by Amey.
- 1.0.2 WYG reported its initial findings to the Council and this included attendance at Overview & Scrutiny Committee on 29 June 2020 and at Cabinet on 15 July.
- 1.0.3 WYG's original recommendation as set out in our final report was for the Council to:
- From now until September to concentrate on two major options: either to extend the Amey contract or to look to Ubico to provide replacement services:
 - As part of this, the Council would retain a secondary option, should both of the preceding options fail to provide realistic solutions, of re-tendering a contract, either for fully integrated services or for waste and street cleansing services;
 - To develop the option for an extension of the current contract, the Council needs to carry out a formal Best Value Review;
 - To develop the option for a Ubico solution, Ubico have indicated that they can provide a proposal in time for this to be scrutinised within this timescale provided GCC can set out a specification of requirements together with TUPE information from Amey: the process for review would be similar to that of a Best Value Review;

WYG

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- A report setting out the results of these two pieces of work would then be submitted for consideration in early October.
- To commence work on measuring / confirming quantities, particularly for grounds maintenance and street cleansing: a by-product of this may be that charges to GCH can be reviewed;
- Should both the Amey extension and the Ubico solution prove undesirable, then the Council should work to let a new contract: work on contract documentation should start in October and be completed by the end of November to enable a contract notice for procurement using CPN to be placed in December;
- Part of the process immediately above is to consider whether grounds maintenance should be part of an integrated contract, be part of an arrangement with Ubico or be taken in-house.

1.0.4 At Overview & Scrutiny two points were voted upon and agreed:

- That the option of delivering all services in-house be considered along with the options of an extension with Amey and service delivery by Ubico; and
- That all options should include for paying the Living Wage to all operatives.

1.0.5 At the Cabinet meeting referred to above the recommendations of Overview & Scrutiny were agreed, the minute reads as follows:

WASTE, STREETSCENE AND GROUNDS MAINTENANCE SERVICES OPTIONS REPORT

Cabinet considered the report of the Leader of the Council and Cabinet Member for Environment that sought to provide an assessment of the options available as a consequence of the current contract for the delivery of Waste, Streetscene and Grounds Maintenance Services coming to an end in March 2022, to recommend the next steps and to report the recommendation made by the Overview and Scrutiny Committee on 29th June 2020.

The Leader of the Council summarised the report in detail and advised that due to the complexity of the matter some elements could be separated. He drew Members' attention to the recommendations of the Overview and Scrutiny Committee (29 June 2020) which had been included for consideration.

RESOLVED that:

(1) the Options Report is received and welcomed

(2) the recommendations made by the Overview and Scrutiny Committee (Paragraph 3.4 of the report) are accepted and, as a consequence...

(3) in the period June to mid-September 2020 Ubico and Amey are invited to submit proposals for service delivery to be considered alongside an option for in-house service delivery

(4) the proposals outlined in (3) above and (6) below incorporate a requirement to pay employees the real living wage

(5) a Best Value Review is undertaken to provide a benchmark against which to assess the proposals identified above in early October

(6) if none of the options presents a suitable proposition move to commence a formal procurement exercise to secure an external service delivery partner having first determined whether to offer a fully or partially integrated service

(7) delegated authority be given to the Corporate Director (after consultation with the Cabinet Lead for the Environment) to implement these decisions.

1.0.6 This report, then, examines the three options in turn (bring services back in-house; extend the Amey contract; have the services delivered by Ubico) and compares them. Direct comparisons are not entirely straightforward: but we hope that our analysis is sufficient for GCC to make a decision. In line with the Cabinet decision we have ensured that each includes for payment of the Living Wage. A Best Value Review is also included in this report.

1.0.7 This project would have been impossible to deliver without support from various Council officers and we thank them here.

2.0 OVERVIEW & EXECUTIVE SUMMARY

- 2.0.1 GCC currently has a contract with Amey for the delivery of waste and recycling, street cleansing and grounds maintenance services which is due to expire at the end of March 2022. The contract is capable of extension (by a period of five years i.e. until the end of March 2027) provided a Best Value Review is undertaken.
- 2.0.2 WYG presented a report to GCC, at Overview & Scrutiny Committee on 29 June 2020 and at Cabinet on 15 July.
- 2.0.3 Following this, WYG was tasked with assisting GCC to explore a number of options:
- To seek proposals from Ubico and Amey for service delivery which would be considered alongside an option for in-house service delivery, all to include a requirement to pay employees the real living wage;
 - To undertake a Best Value Review to provide a benchmark against which to assess the proposals identified above; and
 - if none of the options presented a suitable proposition, move to commence a formal procurement exercise to secure an external service delivery partner having first determined whether to offer a fully or partially integrated service.
- 2.0.4 Working with GCC officers, WYG has developed technical specifications for the various services and used these to seek the proposals referred to above.
- 2.0.5 Using Best Value principles, WYG has undertaken a review of services and believes them to be at a quality level such that an extension with Amey is a possible outcome.
- 2.0.6 As part of this Best Value assessment, WYG has calculated a cost estimate for the delivery of these services should a contract be offered to the market.
- 2.0.7 It has been identified that there is a lack of accurate measurements for grounds maintenance services: the Council is in the process of correcting this situation, which is not an uncommon one., and we make no criticism of the Council in this regard. We recommend that, in addition to completing this re-measurement a strategic review of grounds maintenance sites is undertaken.
- 2.0.8 This lack of accurate measurements effectively rules out the option of re-procuring a contract either for grounds maintenance services on a stand-alone basis; or for an integrated contract

including grounds maintenance. Either the market would be inclined to not bid on this basis; or the Council stands the risk of receiving entirely unrealistic bids.

- 2.0.9 In any case, WYG's assessment for the costs of a re-tendered contract is that the costs would be higher than for either an extension with Amey or for working with Ubico. In the case of Amey a key factor is that they can continue to use the current vehicles and plant, whereas a new contractor would incur significant costs in this regard. In the case of Ubico, they have no need to make a profit and their overhead level is relatively low: and they should get some economies from their proximate operations. We believe, therefore, that the option of a re-procurement should be discarded at this stage.
- 2.0.10 Our assessment is that the in-house solution would also be more expensive than either the Amey or Ubico solutions: we assess the overhead cost to be marginally higher; but more significantly this solution would incur extra costs for pension contributions to the LGPS. As well as incurring additional cost, this option exposes GCC to additional risk because the in-house option is untested; whereas either the option of an extension with Amey or the option of an arrangement with Ubico involves working with an operator who has (as a minimum) demonstrated satisfactory performance elsewhere. Finally, the in-house option would pose the challenge of a fundamental change in the size and nature of GCC's workforce. Taking all of these points into account, we do not recommend this option as worthy of further consideration.
- 2.0.11 In the case of Ubico's proposal, a small number of queries are outstanding; but we expect these to be resolved in the next few days. We believe this to be a robust proposal and we believe that Ubico has engaged well with GCC throughout the process.
- 2.0.12 There are important differences between the Ubico (Teckal) model than in working with a contractor: essentially the Teckal model requires actual costs to be charged, and these could be more or less than the estimate; whereas the contractor model gives greater certainty re costs (except in such areas as values for dry recyclables) and no real possibility of savings.
- 2.0.13 The Ubico model offers a new fleet from day one whereas the Amey model does not. Additionally, it is likely that the Ubico model offers greater flexibility and thereby the possibility of better alignment with GCC strategic ambitions and objectives.
- 2.0.14 In the case of Amey's proposal, the current situation is that Amey has informed GCC that, due to the fact that they have agreed, in principle, to sell their waste operations to another organisation, they cannot absolutely confirm the final details of their offer. until it has been

reviewed by the new owner. This is understandable. As things stand, the Amey offer represents value in that it is for a lower cost than for our estimate for a re-tendered contract or for an in-house operation; but is very comparable to the Ubico offer. With the queries regarding the offer, WYG is not able to recommend acceptance of Amey's offer; on the other hand, WYG believes that it is entirely possible that the new owners may improve the current offer and so it may not be appropriate to reject the Amey offer at this stage. It is worth re-iterating here our conclusions from the Best Value Review: our evidence is that the overall quality of services delivered is such that an extension with Amey is possible. We understand, from the discussions that Amey has had with GCC officers that it is possible that the sale may be concluded by the end of October; with a backstop of completion by the end of 2020. Therefore, it is likely that an offer could be finalised before the end of January 2021.

- 2.0.15 As Amey is incumbent, there is continuity: although the new owner might make some changes. In choosing this option GCC would be tied into the arrangement until April 2027.
- 2.0.16 As stated, at the time of writing some final clarifications from Ubico are still awaited: but we can say that the Ubico offer is entirely comparable with the Amey offer (as it stands); represents value-for-money compared to our estimate for a private sector bid (chiefly because of lower overhead costs and because of Ubico's no profit status); and is a lower cost than working in-house (chiefly because of lower pension costs). WYG believes that Ubico's proposed level of resource is sufficient to deliver services to at least the current standard (which level of resource has also been checked by GCC officers); and that Ubico has experience of delivering good quality services elsewhere in Gloucestershire for its current clients.
- 2.0.17 Under a Ubico arrangement, GCC would have to take ownership of the function of selling its dry recyclables, since Ubico has no expertise in that area of operation; and the GCC client side would need to be re-designed to incorporate this function. Our financial assessment takes this into account. It may be that some joint working with e.g. Cheltenham and/or Stroud on this area of work would be possible.
- 2.0.18 Because there are a few pieces of fine-tuning required to finalise the Ubico offer, it is not possible to recommend acceptance of it as it stands: but GCC may feel that there is sufficient evidence to consider an 'in principle' decision to work with Ubico in the future. Equally, GCC may wish to defer any decision until further information from Ubico is available: and/or wait until a final offer from Amey's new owners is received and then make a decision as to which offer to accept.

2.0.19 GCC needs to be aware that, in the event that it chooses the Ubico option, then some costs (which are relatively insignificant in the overall cost assessment e.g. less than 4% of the annual cost) would be incurred as a one-off in the year before the arrangement started. This would also be the case for an in-house solution.

3.0 BEST VALUE REVIEW: WASTE SERVICES

3.0.1 One of the requirements of the option for extending the current contract is that there should first be a Best Value Review. Our Best Value Review for waste services, in terms of assessing the quality of service, is set out in this Section. A quality assessment of streetscene services (i.e. street cleansing and grounds maintenance) is set out in Section 4; whilst in Section 5 we consider the costs and quality so as to arrive at an assessment of value.

3.0.2 This Section therefore evaluates the performance of the Council's current waste collection services and benchmarks this against similar councils in terms of their recycling/composting performance in 2018/19 (the latest available year for which data for all English authorities is publicly available) and in terms of specific diversion rates by material type in 2017/18 (via WRAP's Local Authority Portal). This is a methodology that is commonly used to assess performance in a Best Value Review.

3.0.3 The council currently operates the following waste and recycling collection services:

- Fortnightly collection of residual waste predominantly from 240-litre wheeled bins, but from bulk bins for communal properties and from sacks for some properties with e.g. restricted access or storage / presentation difficulties;
- Weekly collection of separately presented dry recyclate – glass (box), paper/card (reusable bag), plastic, cans, aerosols, cartons and foil (box), and small electricals;
- Weekly food waste collection; and
- Chargeable garden waste service on a fortnightly basis from a 240-l wheeled-bin.

3.0.4 Examining overall waste arisings for Gloucester City Council (GCC and a selection of other waste collection authorities of the same rurality classification (2 – predominantly urban lower

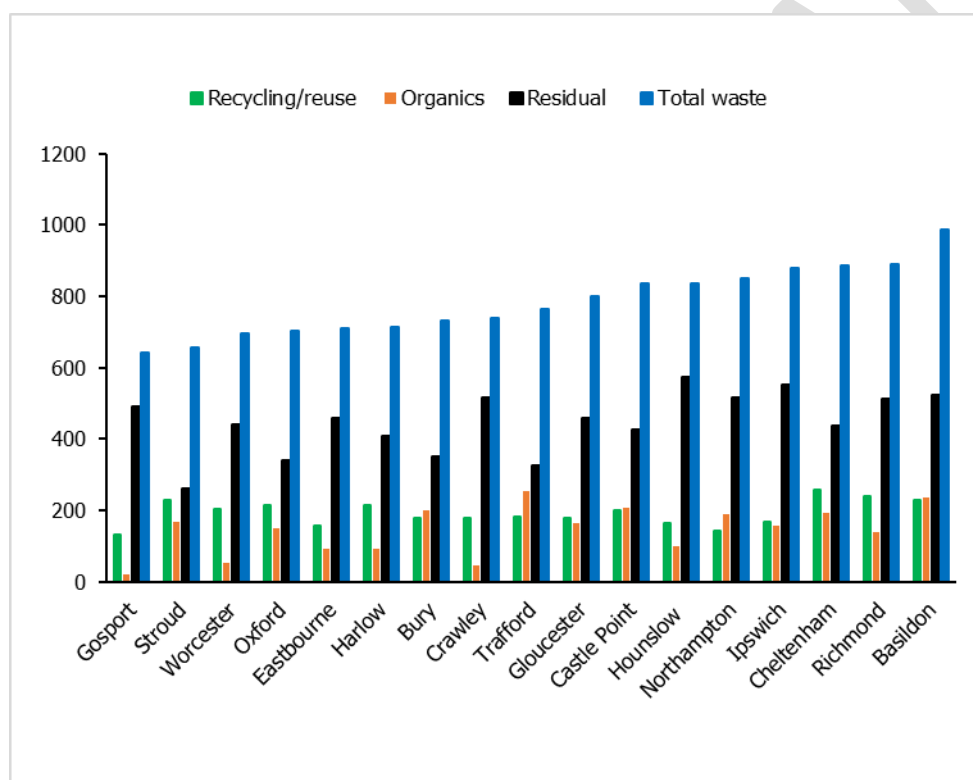
deprivation), as well as four benchmark collection authorities (Ipswich, Northampton, Trafford, Bury) indicates that GCC residents generated an average amount of waste in 2018/19 compared to the benchmark group (table 1 and Figure 1, source DEFRA reported data). Compostable yield (164kg/hh/yr) was below average compared to this benchmark group (11th from 17). For recycling/reuse Cheltenham diverted the highest amount of material compared the benchmark group (at 257kg/hh/year) and for compostables. Trafford recorded the highest (254kg/hh/year).

Table 1: Total Waste Yields (kg/hh/year) for Gloucester and similar authorities, 2018/19 (in ascending order of total waste arisings)

Authority	Recycling / Reuse	Compostables	Residual	Total	IMD
Gosport	133	20	490	643	20.5
Stroud	227	167	261	655	10.8
Worcester	204	51	441	696	20.4
Oxford	215	150	339	703	16.7
Eastbourne	157	92	460	710	22.1
Harlow	214	93	407	714	21.4
Bury	179	201	350	731	23.7
Crawley	180	45	515	740	18.9
Trafford	184	254	326	763	16.1
Gloucester	179	164	458	800	21.8
Castle Point	202	208	427	836	16.8
Hounslow	164	98	574	837	21.8
Northampton	144	190	515	849	23.5
Ipswich	169	158	554	881	25.9
Cheltenham	257	193	438	888	14.3
Richmond	238	140	511	889	9.4
Basildon	228	237	522	988	23.2

Authority	Recycling / Reuse	Compostables	Residual	Total	IMD
Average	193	145	446	784	-

Figure 1: Total Waste Yields by Material Type: Gloucester & similar authorities (2018/19: in ascending order for total waste)



3.0.5 The Council's recycling/composting performance has increased incrementally over the last few years in question, from just below 36% in 2016/17 to 42.8% in 2018/19. Current performance is below the national household recycling rate for England of 44.7% achieved in 2018 (but which reflects a national trend of stabilisation (or slight decline) compared to previous years). Analysis of the most recent DEFRA data demonstrates that GCC's overall performance in 2018/19 is at mid-point compared to other English waste collection authorities (placed 109th from 222 authorities reporting in 2018/19). Recycling performance (including bring site tonnage), is around average at 22.4% compared to other authorities, with GCC ranked 126th from 222 authorities (top authority is Ealing at 35.5%, average rate is 23%). Composting performance is just above the average ranked 101 from 222 authorities at

20.5%.

- 3.0.6 Comparing Gloucester's overall performance to the benchmark group, which includes waste collection authorities with the same rurality classification (and the four ONS Nearest Neighbours as identified by WRAP), provides a similar picture: the Council's overall performance and recycling diversion is just below average, while composting diversion is above average by 2% (see Table 2 below). Overall performance is ranked 9th from 17, with Stroud achieving the highest diversion at 60.2%. Stroud also achieved the highest level of recycle diversion at 34.7%, while Trafford diverted the highest amount of compostable material (33.2%) – the latter is unsurprising given that the council collects garden and food waste together on a weekly basis.

Table 2: Recycling/composting performance in 2018/19 – Gloucester & similar Authorities (in descending order of overall diversion)

Authority	Overall diversion %	Recycling/ reuse %	Composting %
Stroud	60.2	34.7	25.5
Trafford	57.3	24.1	33.2
Bury	52.0	24.5	27.6
Oxford	51.9	30.6	21.3
Cheltenham	50.7	29.0	21.8
Castle Point	49.0	24.1	24.9
Basildon	47.2	23.1	24.0
Harlow	43.0	30.0	13.0
Gloucester	42.8	22.4	20.5
Richmond	42.8	22.4	20.5
Northampton	42.5	26.8	15.7
Ipswich	39.3	17.0	22.4

Authority	Overall diversion %	Recycling/ reuse %	Composting %
Worcester	37.1	19.2	18.0
Eastbourne	36.6	29.2	7.4
Hounslow	35.2	22.2	13.0
Crawley	31.4	19.6	11.7
Gosport	30.4	24.3	6.1
<i>Average</i>	<i>43.0</i>	<i>24.8</i>	<i>18.2</i>

3.0.7 According to WRAP's Local Authority Portal¹ the Council's kerbside performance is in the bottom 50% compared to all UK authorities. In addition, it is in the bottom 25% compared to those in the same region (South West) and by similar ONS area classification (Manufacturing) in terms of yield achieved for five 'widely recycled materials' (paper, card, cans, glass and plastic bottles). However, the Council is in the top 50% of authorities when comparing the same rurality classification. It is noted that paper yield, in particular, is in the bottom 25% across all comparator groups.

3.0.8 Table 3 shows the kerbside dry recycling yields in kg/household in 2017/18 (the latest year for which detailed figures are available on a national basis via WRAP) for GCC and for those authorities with the same rurality classification ('2: predominately rural, lower deprivation') and the four ONS Nearest Neighbours as identified by WRAP. Each authority's index of multiple deprivation (IMD) is noted (average score at district level, the higher the figure the more deprived the area²). The authorities are listed in order of collection system then decreasing yields and shows the recycling container and frequency of collections (for 'standard' households) for both residual waste and dry recycling. These yields are illustrated in Figure 2 overleaf.

Table 3: Kerbside Recycling Yields for 'Rurality 2' Authorities & WRAP benchmarks in 2017/18

¹ <http://laportal.wrap.org.uk/>

² <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019>

Authority	IMD	Yield kg/hh	Collection system for dry recyclables	Recycling collections	Residual collections
Oxford	16.7	231	Co-mingled incl glass	Fortnightly w/bin /sacks	Fortnightly w/bin
Worcester	20.4	218		Fortnightly w/bin	Fortnightly w/bin
Harlow	21.4	211		Fortnightly w/bin /box	Fortnightly w/bin
Crawley	18.9	169		Weekly w/bin	Fortnightly w/bin
Northampton*	23.5	163		Fortnightly w/bin	Fortnightly w/bin
Stroud	10.8	222	Two stream (sep paper)	Weekly box	Weekly w/bin
Trafford*	16.1	212		Fortnightly w/bin	Fortnightly w/bin
Bury*	23.7	204		Weekly w/bin	Weekly w/bin
Richmond	9.4	200		Weekly box	Weekly sacks
Basildon	23.2	217	Two stream (sep glass)	Weekly sack (mixed recyclate); fortnightly glass box	Weekly sacks
Castle Point	16.8	217		Fortnightly sacks and glass box	Fortnightly sacks
Eastbourne**	22.1	157		Weekly w/bin	Fortnightly w/bin & box
Gloucester	21.8	159	Multi-stream	Weekly boxes and reusable bag	Fortnightly w/bin
Hounslow	21.8	142		Weekly boxes	Fortnightly w/bin
Cheltenham	14.3	140		Fortnightly boxes & reusable sack (card)	Fortnightly w/bin
Ipswich*	25.9	148	Co-mingled excluding glass	Fortnightly w/bin	Fortnightly w/bin
Gosport	20.5	114		Weekly sack	Weekly sack

* ONS Nearest Neighbours as per WRAP portal

** Eastbourne moved to fully co-mingled recyclate in w/bin and w/bin for residual since August 2019

3.0.9 This analysis indicates that, from a total of 17, fourteen local authorities are operating some form of co-mingled collection, either fully co-mingled or two-stream (with paper or glass separate). Of these, eleven achieve a higher yield than Gloucester, who operates a multi-

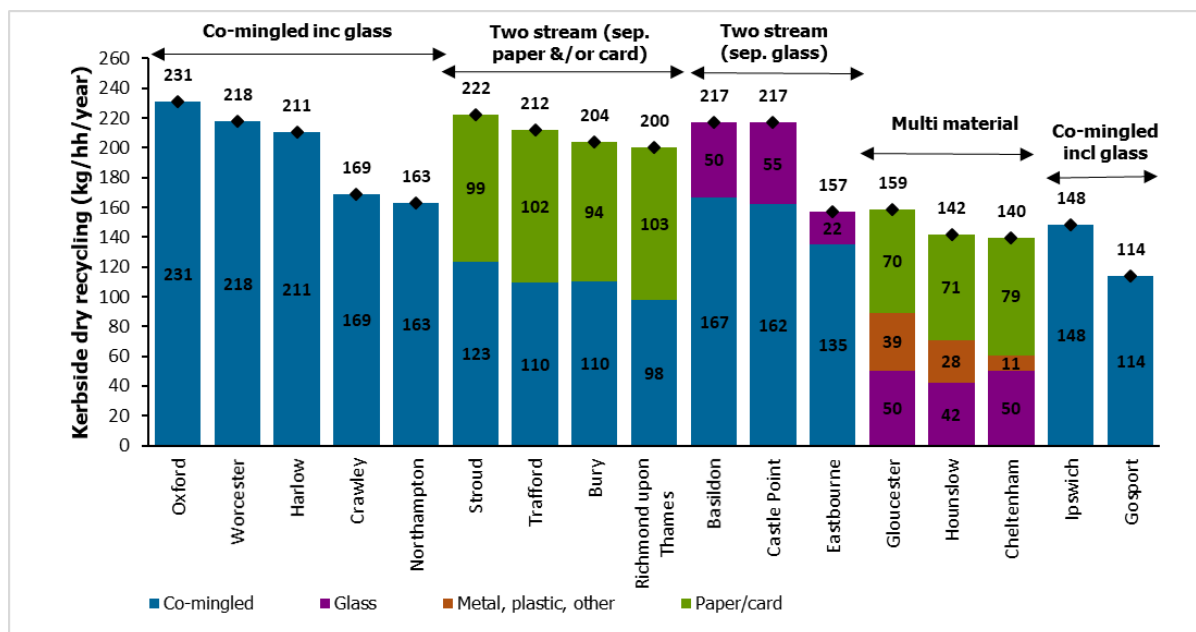
stream (kerbside sort) system. In general terms, co-mingled and two-stream systems can collect more recyclables than kerbside-sort systems: but some of the recyclables collected are subsequently rejected at the MRF, as discussed below.

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Figure 2: Kerbside Recycling Yields for 'Rurality 2' & WRAP benchmarks 2017/18



3.0.10 The highest performing authority operating a fully co-mingled system is Oxford capturing 231kg/hh/year, while the average yield for this benchmark group is 184kg/hh/year, which is higher than Gloucester's performance (159kg/hh/year). For those operating a multi-material (or kerbside sort) system, Gloucester achieves the highest rate of diversion at almost 20kg/hh/year more than Hounslow and Cheltenham.

3.0.11 As noted earlier, it is worth noting a word of caution regarding the WRAP LA portal data as this does not fully account for any material rejects i.e. the data appears to report the gross kerbside recycling yield rather than net of rejects. This can be verified by comparing raw data from WasteDataFlow (WDF): Q10 tonnes of material collected by kerbside recycling schemes and Q100 contamination (process rejects) – to generate a gross and net kg/hh/year dry recycle yield. Interrogating Gloucester's data via WDF, indicates that 159 kg/hh/year of dry recycle were collected at the kerbside in 2017/18 and no dry recycle was rejected as contamination (process rejects – only relevant if a MRF is used to process the material).

3.0.12 The difficulty with the WDF data is that Q100 Contamination (process rejects) does not specify where the rejected contaminants have originated from – either kerbside, bring site, or, in the case of unitary authorities, from Household Waste and Recovery Centres (HWRCs). In addition, we sometimes come across authorities who do not record any rejects in Q100

(for example, those that operate kerbside sort systems) or very low amounts, which may or may not accurately reflect the situation. As a consequence, we tend to use WRAP figures for consistency in relation to broad-brush benchmarking (and as this would be the amount of material actually collected at the kerbside).

Conclusions from benchmarking

- 3.0.13 Total waste arisings at GCC are about average in terms of kg per household, in relation to the benchmark group.
- 3.0.14 Overall diversion rates are also average compared to all UK authorities and the benchmark group. Kerbside recycling diversion is slightly below average compared to the benchmark group (but the highest for kerbside sort), whereas compostable yield is above average.
- 3.0.15 From this analysis we see no reason to either change the design of the collection systems at GCC (performance is about average, the design fits with Government thinking and the system produces quality outputs) or to change the service provider. Were the waste service failing to deliver then this might be grounds for changing the service provider, but the evidence is that it does. However, other reasons (in terms of the waste service) might be in terms of quality of service delivery or in terms of cost.

3.1 Quality of service delivery

- 3.1.1 Had we been writing this report 18 months ago, we would certainly have identified this as a reason not to continue with the current arrangements. Indeed, at that time WYG was supporting the Council in trying to get Amey to agree to improve the quality of their service delivery, particularly in terms of collecting recyclables in a fashion that meant the maximum amount could be recycled.
- 3.1.2 From interviews with Council staff and (during our earlier options appraisal) Members, we can report that all agree that there has been a marked improvement in the quality of service, with a much lower level of complaints and of missed collections. Amey has changed the local management team with positive results emanating from the change.
- 3.1.3 Further, a set of Performance Indicators have been agreed upon: and within the confines of the current contract, we believe that these have been progressed to an appropriate level. There is therefore some safeguarding mechanism to stop any deterioration in the quality of service

3.2 Conclusions from this section

- 3.2.1 There is no evidence whatsoever, in terms of the Council's overall performance, for an extension with Amey not to be agreed. The key test will be that of cost, which we consider in Section 5.
- 3.2.2 In terms of a likely cost for an alternative private sector operator to deliver the waste and recycling service, we calculate this cost to be between **£4,302,486.** and **£4,338,867** (detailed calculation included at Appendix A). Our calculation is based around costs from our private sector models but using labour rates and resource levels appropriate for Gloucester. The range is calculated using two different methodologies for overheads and profit, reflecting our experiences from procurement exercises. These figures exclude any income from recycle sales.

4.0 BEST VALUE REVIEW: STREETSCENE

Introduction

- 4.0.1 So as to assess the quality of service delivery for street cleansing and grounds maintenance services, a team from WYG attended at Gloucester on 2 and 3 September and carried out a number of site inspections. We use this methodology on all Best Value Reviews for these services, it is one which we developed with the Audit Commission some years ago and we still believe it to be valid.
- 4.0.2 We are, of course, aware that there are limitations to such a study: in particular, at present there is a lower level of activity because of the effects of the lockdown related to coronavirus. That said, we believe that we are able to draw some conclusions regarding current quality standards.
- 4.0.3 WYG has been providing LEQ (Formally BV199 and NI195) services since 2005 and has undertaken these independent inspections for many local authorities. To assess the quality of street cleansing and grounds maintenance that is currently being delivered, randomly selected transects across a selection of land uses were inspected in line with the LEQ standards. Although such a methodology cannot be considered as thorough as a comprehensive performance assessment, it does provide an accurate snapshot of the current situation with regard to street cleansing and grounds maintenance at the locations visited as well as a useful picture of general performance.
- 4.0.4 Particular attention was paid to several areas that we understand to pose challenges for street cleansing and grounds maintenance or have proven to be hotspots in the past. From some of our discussions and meetings with the Council we have picked up that areas of concern regarding street cleansing include the city centre, Barton and Tredworth, and the area close to the rugby stadium in Kingsholm.
- 4.0.5 To assess grounds maintenance standards we visited several parks and open spaces as well as observing verge cutting standards.

4.1 Street Cleansing

- 4.1.1 Overall street cleaning in Gloucester appeared to be to a high standard, with generally low litter levels encountered and many examples of spotless road channels free from detritus and weeds.
- 4.1.2 In Gloucester City Centre it is clear a wet sweep is carried out using a small mechanical sweeper and overall standards are very good with clear channels and backlines



However, the presence of many items of street furniture make it difficult for the mechanical sweeper to be fully effective and this was evident in the accumulations of small litter such as cigarette ends around benches.



It is felt that the use of a banksman and blower on a daily basis would help to mitigate this (we understand this occurs on two days per week) and would ensure that small items of litter left on any day were removed by the following day at latest. We noted the presence of a barrow beat operative and we consider this to be good practice.

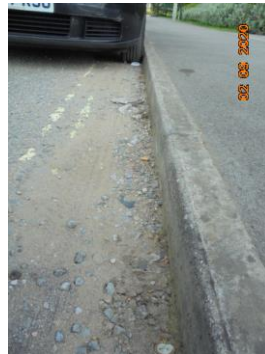
- 4.1.3 It was evident that bins are emptied as necessary: however it was less clear whether sacks are collected immediately or left for a period of time. We encountered several sacks on the

streets mostly by litter bins, some of which appeared to be waste from flats above shops, others unmarked which may be fly tipping (Photos LA1 & LA7)

- 4.1.4 Throughout the areas of housing inspected there were many examples of near pristine road channels and backlines for example Coltishall Close (Photo 434), Wittering Way (Photo 491), Staxton Drive (Photo 498-499) and Nympsfield Road (Photo 531). The majority of roads surveyed were also free from weed growth, the only exception to this was the area around Matson Park such as Garnalls Road where weed growth was found along the road channels (Photo 623): it may be that this area was soon due a weeds spray.



- 4.1.5 Several areas with industry and warehousing operations were surveyed. These areas often prove challenging to street cleansing operations due to a high presence of parked cars blocking access to the road channels, increased traffic movements (particularly of large vehicles) and many of the businesses day to day activities produce dust and detritus. Of the roads surveyed we encountered somewhat mixed results. On Stephenson Drive, for example, a scattering of litter (Photo 429 & 431) and significant detritus accumulations we encountered along both sides of the road channels obscuring the double yellow lines in places (Photo 432). Similar conditions were encountered on Ashville Road (Photo 550 & 555), where some of the detritus appeared to be there for some time evidenced by the presence of weed growth in it (Photo 556). On Bristol Road, just along from Ashville Road in the industrial area, significant litter was observed along both back lines suggesting this area had not been litter picked in some time: however channels were mostly free from detritus other than a couple of blocked drains (Photo 559-569). Olympus Way was one of the cleaner areas of industrial land surveyed: a scattering of litter was present across the grass verges (Photo 471) but the majority of the road channels and backlines were spotless (Photo 478-479). Similarly, Eastern Avenue was found to have overall good standards of cleanliness.



- 4.1.6 Other highways can often be hotspots for fly-tipping, littering, dog fouling and accumulations of detritus due to the inability to get mechanical sweepers along them. Of those surveyed in Gloucester, standards of cleanliness were found to be very high with very few instances of litter or detritus (photo 436, 452, 454 and 465).



- 4.1.7 We were advised by the Council that the areas of Barton and Tredworth can be difficult to keep clean and that there is a significant incidence of fly-tipping. Having visited the area we are clear that there are many challenges, in particular regarding cleansing around parked cars. However, despite these difficulties we found that many streets are generally clean (Photo LA33 - LA37). That said, it was not difficult to find incidents of fly tipping: in addition to the furniture shown in Photo LA35, we saw two mattresses and several bags of rubbish (black bags, carrier bags) which were clearly fly tipped waste rather than household waste for collection. Walking in alleyways, which are locations where we might expect to find litter, we found evidence of litter from gatherings such as cans and smoking litter. Overall results are acceptable apart from these incidents: we cannot say whether these were incidents that had just occurred although their appearance suggested just that (it had rained heavily the previous day but these items did not seem particularly wet).

- 4.1.8 We had heard from Members that the Kingsholm area could prove problematic in keeping clean. We did not find this to be the case (although, as stated, we were visiting at a time when local activity was low): it is worth noting that some small items of litter observed on the afternoon of 2 September had been removed by the following morning.



4.2 Grounds Maintenance

- 4.2.1 Overall grounds maintenance standards in Gloucester were at a broadly acceptable level. However, it was felt that some of the parks could do with investment to utilise the spaces differently and make them more aesthetically appealing than just large expanses of grass.
- 4.2.2 We have concerns that, in addition to there being a lack of information regarding measurements of grounds maintenance areas, there appears to be a lack of clarity as to just what maintenance regimes are desired for each site (and indeed whether these regimes are appropriate).
- 4.2.3 Plock Court is a vast open area used primarily for sports pitches. Rugby poles were present however there was no real evidence of a marked up pitch. Various football goals were observed and Amey were out marking up pitches during our visit. The grass was at an acceptable length but had large concentrations of weeds (Photo LA24) which we do not feel to be appropriate for sports areas. The site appeared to be widely used by dog walkers, yet we found no evidence of dog fouling. The site poses challenges to maintain due to the wetlands nature of some parts.



- 4.2.4 Barnwood Park and Arboretum is a very pleasant site with several families utilising the space at the time of our visit. Grass was at a suitable height although there were some areas where re-seeding is needed. The area has several interesting and well-maintained trees (Photo LA29) and paths that are well used by cyclist and walkers. Adequate seating was observed, however much of it could do with some attention in the form of repainting (Photo LA32).



- 4.2.5 Randwick Park is a large space with a vast open green space one end that appears popular with dog walkers and includes marked out football pitches although no goal posts were present. The other end of the park consists of a playground and several hard surface areas such as a basketball court and skate park. The hard surface areas are in need of some maintenance, particularly the skatepark where accumulations of detritus, over hanging vegetation, weed growth through the damaged surface and some damage to the fence were evident (Photo 514, 517, 518 & 520). Several of the paths were also need of attention due to weed growth and the paving slabs alongside the basketball court, in particular, were almost completely lost (Photo 510 and 512). The site has several patches of trees which are well maintained with longer grass left directly beneath them (Photo 522). The grass had recently been cut with cuttings left behind; however, the paths and hard surfaces were clear of cuttings. We also observed several graffiti tags around the skatepark and a large tag on one of the fences (Photo 515, 516, 519 & 524).

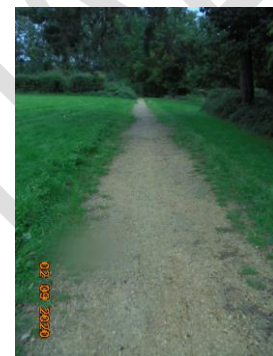


- 4.2.6 Tuffley Park is another open green space used primarily for sports with a playground in one corner. The pitches of varying sizes were extremely well marked out and it was obvious care had been taken to do a shorter cut of the grass before painting thus ensuring the marking were clearly visible (Photo 579). Two areas were fenced off which we assume are used as cricket squares; however, one area had lost the majority of the blue rope leaving just the posts (Photo 580). There was evidence just inside the gate that fly-tipping may be a problem (Photo 585).



- 4.2.7 Matson Park is a large area that probably isn't utilised to its full potential. At one end of the park is a basketball court in reasonable condition and a rugby pitch the lines of which were somewhat faded. This end of the park was scattered with litter and a fly-tipped broken pallet was also present (Photo 601-602, 607-609). The park has play equipment in several areas rather than one big playground, the swings in one particular area were heavily littered and a full bin was observed (Photo 586-589 & 594), however as we were leaving the site a staff member arrived and began litter picking this area (Photo 610). This same playground area has a nice well-maintained fence with gates for access; however, there is also a large gap

between the fence and vegetation making it somewhat redundant (Photo 600). At the other end of the park is another play area, a fishing lake and several paths through patches of trees. Some of the pathways are in need of attention due to weed growth and encroachment from the grass (Photo 643-644) in many cases the path edging stones are still visible so it's evident where the paths should extend to. A lot of the tree areas look like they have not been touched in some time with expanses of large bramble growth surrounding them rather than just the longer grass observed in other parks (Photo 639 & 645). Similarly, some of the shrubs and bushes around the park could do with a tidy up (Photo 596, 597, 599 & 640) as many look unkempt and overrun with brambles.



- 4.2.7 Glenvum Park runs adjacent to the sports and community centre and it's difficult to differentiate which bits are council responsibility and which bits belong to the sports centre. A playground is present that looks in good condition as well as some well-maintained pathways through wooded areas and a small stream running alongside. The football pitches are cut to a good height but some of the markings are faded and some re-seeding is required in the goal mouths (Photo 616).



- 4.2.8 Parts of Gloucester Park appear rather neglected. In general the grass cutting standards were adequate and the tree scape is attractive and trees appear to be well-maintained. However, the graffiti cleaning on the toilet block is to a very low standard (although the toilet is functional) (Photo LA39 & LA40); and the planters are of a very poor standard (LA41-42 & LA47). The play area and the standard of signage is good and there is a good provision of

seating (Photo LA43): but at the time of our visit the hard areas (paths etc.) were very littered, particularly with smoking litter, and at a level which would suggest that it was not just one day's litter.



4.2.9 Aside from the larger parks several other smaller areas were surveyed. Goose Bay Drive playground had well maintained hard surfaces around the play equipment, clear pathways and what appeared to be relatively new seating however there were accumulations of cigarette ends beneath the seating (Photo 506).

4.2.10 We also visited the open space between Rectory Road and Matson Lane. This area looks like it was once a very aesthetically pleasing and well laid out garden with flower beds and ornate shrubs and bushes. However, it appears that little more than grass cutting has occurred in some time. The flower beds are overgrown with thistles and weeds, the shrubs and bushes are out of shape and untidy and the pathways narrowed by weed growth and detritus accumulations (Photo 627-634).



- 4.2.11 Of the grass verges observed the majority were maintained to a good height with the exception of central reservations which we are led to believe are left on purpose to encourage natural growth. We would question this policy on safety grounds.
- 4.2.12 Many examples of neat and tidy litter free verges were observed with some encroachment onto pathways in places (Photo 529, 533 & 622). One exception to this was the verge along the A38 Cole Avenue where significant littering was observed (Photo 539-541 & 544-546) possibly due to its proximity to the main road. The grass verge did appear to have been cut relatively recently and yet the litter appeared whole, suggesting a litter pick was carried out before grass cutting and the litter encountered was deposited post grass cutting.



4.3 Conclusions from this section

- 4.3.1 As regards street cleansing services, from the evidence of our inspections and taking into account the specification and the performance mechanism, we consider the overall standard to be more than acceptable. It is worth saying that Amey is in the process of increasing the resource used in the city centre by deploying a banksman equipped with a blower to work in tandem with the mechanical sweeper on a daily basis (currently this only occurs on two days per week) thus addressing directly one of our concerns.
- 4.3.2 As regards grounds maintenance, the current specification is very loosely drafted and there are no entirely accurate measurements of areas (although this is in the process of being addressed).
- 4.3.3 The lack of accurate measurements effectively rules out the option of re-procuring a contract either for grounds maintenance services on a stand-alone basis; or for an integrated contract

including grounds maintenance. Either the market would be inclined to not bid on this basis; or the Council stands the risk of receiving entirely unrealistic bids.

- 4.3.4 It is worth repeating that we began Section 4.2 by saying that, on the basis of our inspections and taking into account the resources deployed:

Overall grounds maintenance standards in Gloucester were at a broadly acceptable level. However, it was felt that some of the parks could do with investment to utilise the spaces differently and make them more aesthetically appealing than just large expanses of grass.

We have concerns that, in addition to there being a lack of information regarding measurements of grounds maintenance areas, there appears to be a lack of clarity as to just what maintenance regimes are desired for each site (and indeed whether these regimes are appropriate).

- 4.3.5 We recommend that, whatever the Council's decision regarding future service provision, the Council continues with its activity of measuring the areas to be maintained, both for street cleansing and for grounds maintenance; and embarks upon a strategic review regarding maintenance regimes for each grounds maintenance start (and we recommend commencing with Gloucester Park).
- 4.3.3 As with waste and recycling services, there is no significant evidence, in terms of the Council's overall performance, for an extension with Amey not to be agreed. The key test will be that of cost, which we consider in Section 5.
- 4.3.3 In terms of a likely cost for an alternative private sector operator to deliver these services, we are unable to use factors such as costs per linear metre or per square metre, since absolutely detailed measurements are not to hand. Rather, we use a methodology which we have seen used elsewhere by the private sector in calculating estimates in such circumstances: the starting point will be the TUPE list and the estimator will work on key ratios (which will be different for street cleansing than for grounds maintenance, to take account of the different levels of plant and equipment required for each operation). Finally, the organisation would consider the estimate, in terms of how it sits with the cost of similar operations elsewhere

(which would take into account factors such as rurality and demographics of the particular area.

- 4.3.4 We note that the TUPE list states that there are 38.5 and 31 full-time equivalents employed for street cleansing and grounds maintenance services respectively. We also have a list of plant which Amey currently deploys.
- 4.3.5 Our assessment for a private sector estimate in a re-tendering situation would be costs of ca. **£1.63 million** per annum for street cleansing and **£1.55 million** per annum for grounds maintenance and allied activities. It is much easier to be confident as to the costs of street cleansing, since this figure is comparable to tenders we have seen for other urban councils of a similar size to Gloucester; our figure for grounds maintenance could well be an under-estimate since at Gloucester several specialist activities are included (e.g. the volume of tree work).

5.0 OPTIONS OF A CONTRACT EXTENSION WITH AMEY

- 5.0.1 WYG and GCC officers have been working extensively with Amey so that Amey can provide a clear statement, both in terms of total costs and costs for each service area, that can be compared to the other options under consideration. In particular, specifications for waste and recycling services and for street cleansing (the latter incorporating options for service enhancements) have been produced: and these have also been used by Ubico to calculate their cost estimate and by WYG to estimate the costs for in-house service provision and for a private sector bid. For grounds maintenance services an 'input' measure, using staff numbers as per Amey's current resource, has been used to calculate the estimates: additionally a technical specification has been produced.
- 5.0.2 Right up until the time of writing this report, WYG and GCC officers have been engaging with Amey: and have come close to being able to evaluate Amey's final offer. However, at the end of September Amey informed GCC that, due to the fact that they had agreed, in principle, to sell their waste operations to another organisation, they could not absolutely confirm the final details of their offer.
- 5.0.3 In broad terms, the Amey offer is similar to the current costs, except that Amey had stated that they wished to move to a 'cost-plus' model (whereby GCC would pay actual costs plus fixed percentages for overheads and return); and there were some queries about the risk and surety of income that Amey would receive from third parties, both for their commercial waste operation and in terms of the value of recycle sales.
- 5.0.4 As stated above, Amey has said that they cannot confirm an unqualified offer until it has been reviewed by the new owner. This is understandable: but in any case, with the queries regarding the offer as outlined above, WYG is not able to recommend acceptance of Amey's offer as it stands. On the other hand, WYG believes that it is entirely possible that the new owners may improve the current offer and so it may not be appropriate to reject the Amey offer at this stage.
- 5.0.5 We understand, from the discussions that Amey has had with GCC officers that it is possible that the sale may be concluded by the end of October; with a backstop of completion by the end of 2020. Therefore, it is likely that an offer could be finalised before the end of January 2021.

- 5.0.6 It is worth re-iterating here our conclusions from the previous two sections: our evidence is that the overall quality of services delivered is such that an extension with Amey is possible.
- 5.0.7 It is also worth stating that the Amey offer, as it stands, represents value in that it is a more economic option than going to market. This is partly because Amey is able to use its current fleet (for residual and garden waste collections plus for street cleansing and or grounds maintenance) for the extension period: whereas another private sector operator would have to fund these. Another factor is that Amey understands the various risks associated with the current arrangement.

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6.0 OPTION OF WORKING WITH UBICO

Overview

- 6.0.1 It is necessary here to remind readers that working with a Teckal company (as Ubico is) is entirely different to working with an organisation such as Amey. Whereas a contractor (in this case Amey) will normally work to a fixed price and absorb some of the risks, this is not (legally) possible for a Teckal arrangement, since the organisation has to charge the actual costs. Thus if, for example, there were to be a significant rise in fuel costs (which is anticipated), then Ubico would charge for these as they are incurred; whereas Amey would initially absorb the costs, but would see these increases as a consideration for future indexation. That said, Amey is keen to move to a 'cost-plus' model, which makes the two options more comparable.
- 6.0.2 An additional complication to consider is that of mobilisation costs: whereas a commercial organisation will absorb any pre-services commencement mobilisation costs and then roll these forward to recover them within their contract sum, a Teckal organisation cannot do this, since whilst it is incurring mobilisation costs, the members of the Teckal organisation would not (yet) include the council for which it is mobilising.
- 6.0.3 Further, in this particular case there would be fairly significant costs for mobilisation for Ubico, whereas Amey is the incumbent and therefore mobilisation costs would be lower. Additionally, Amey can, for the extension period, make use of the vehicles which they own (all except for the Romaquip vehicles used to collect dry recyclables and food waste) and run these down during the extension period: whereas Ubico would require investment in a new fleet.
- 6.0.4 It is worth pointing out that the last point mentioned above is only really relevant in relation to the extension period: at some point a new fleet will be required.
- 6.0.5 Although the Teckal (Ubico) option opens up some degree of risk in terms of cost increases, it also offers up opportunities. If costs are below budget, the Council will benefit from the savings: whereas in a 'traditional' contract such savings would be retained by the contractor as additional profit. Ubico has, in their offer, identified some opportunities for savings.

The Ubico offer

- 6.0.6 Ubico has engaged with WYG and GCC officers to produce a comprehensive offer, not just in terms of the financial offer but also in terms of stating their resources and how they would be deployed.
- 6.0.7 At the time of writing some final clarifications from Ubico are still awaited: but we can say that the Ubico offer is entirely comparable with the Amey offer (as it stands); represents value-for-money compared to our estimate for a private sector bid (chiefly because of lower overhead costs and because of Ubico's no profit status); and is a lower cost than working in-house (chiefly because of lower pension costs).
- 6.0.8 Further: WYG believes that Ubico's proposed level of resource is sufficient to deliver services to at least the current standard (which level of resource has also been checked by GCC officers); and that Ubico has experience of delivering good quality services elsewhere in Gloucestershire for its current clients.
- 6.0.9 Under a Ubico arrangement, GCC would have to take ownership of the function of selling its dry recyclables, since Ubico has no expertise in that area of operation; and the GCC client side would need to be re-designed to incorporate this function. Our financial assessment takes this into account. It may be that some joint working with e.g. Cheltenham and/or Stroud on this area of work would be possible.
- 6.0.10 At this stage, because there are a few pieces of fine-tuning required to finalise the Ubico offer, it is not possible to recommend acceptance of it as it stands: but GCC may feel that there is sufficient evidence to consider an 'in principle' decision to work with Ubico in the future. Equally, GCC may wish to defer any decision until further information from Ubico is available: and/or wait until a final offer from Amey's new owners is received and then make a decision as to which offer to accept.
- 6.0.11 GCC needs to be aware that, in the event that it chooses the Ubico option, then some costs (which are relatively significant in the overall cost assessment e.g. less than 4% of the annual cost) would be incurred as a one-off in the year before the arrangement started (because of the situation described in 6.0.2 above).

7.0 THE IN-HOUSE OPTION

- 7.0.1 At present GCC has a small in-house organisation which delivers services in cemeteries and at the crematorium: but otherwise no manual workers. Bringing services in-house means transferring (via TUPE) some 164 staff, most of them manual workers: GCC's current workforce is ca. 228 staff, so this would be a sizeable increase (72%) in staff numbers.

Management structure

- 7.0.2 One consideration is what the management structure for in-house working on this scale might be. Working with Council officers we have developed the structure at Appendix B, which incorporates the existing manual workers under a Head of Operations. This would be a new post and, we estimate, this would be at Grade M, Job Size 3 (£56,987 to £62,555). It is possible that the post would be filled via a TUPE transfer from Amey, their current Operations Manager is paid ca. £46,000 but receives a company car plus potential bonuses, meaning our grade assessment is entirely reasonable.
- 7.0.3 The structure includes for a 'client' arm to cover waste data, waste strategy work, community engagement etc. as present. We believe that this part of the organisation would be as present: although we would expect the workload in terms of contract management to be somewhat less, we would be adding the task of selling the collected recyclables on the market, which we believe overall balances the workload.
- 7.0.4 Below the Operations Manager, the Bereavement Services Manager is a post that already exists: but the other four posts are new posts. As with the Head of Operations, it is possible that some of these posts would be filled via a TUPE transfer: for example, the current Amey establishment includes a Workshop Supervisor (current salary £42,350 plus company car: meaning Grade K, job size 2 would be equivalent); but for some posts Amey has no directly comparable jobs (since some of the facets of the posts in the new structure are delivered by Amey's support structure).

Staff

- 7.0.5 The remainder of the workforce for the in-house organisation below the structure set out in Appendix A would directly transfer from Amey via a TUPE transfer (this includes not only operatives, drivers and supervisors; but also admin staff including one post covering health and safety and one covering finance).

7.0.6 There are a number of key considerations regarding staff that transfer under TUPE:

- First, although they will initially transfer under their current terms (and these will be protected for a period should their current terms be better than they would receive were they employed under GCC terms), should their current terms be worse than GCC terms, they will be entitled to be employed on these better terms. We assess the risk of this happening in 7.0.7 and 7.0.8 below.
- Second, as we understand it, all employees would be entitled to join the Local Government Pension Scheme (LGPS).
- Third, the terms for GCC staff are for a 37-hour week; but a number of the operational staff at Amey work a longer working week. We are advised that the reason for this (slightly – up to 40 hours per week) longer working week is for operational need: and a cursory examination of Amey's productivity figures suggests that this argument holds water. To maintain operational efficiency, we have continued to apply these longer working hours with the hours over 37 being paid as overtime.

7.0.7 As regards the first, for some posts we see that the pay levels that Amey pay is broadly similar to some of the jobs in GCC's bereavement services. Thus a shift supervisor at Amey receives £23,664 for a 37.5 hour working week compared to £21,963 for a supervisor in bereavement services (grade D, 37 hours per week); and Amey employs waste operatives (i.e. loaders) at £18,135 for a 37.5 hour week, whereas an operative in bereavement services at GCC is paid grade B (£17,972 for a 37-hour week).

7.0.8 As regards LGV drivers, Amey pays £22,255 for a 37-hour working week (some drivers work marginally more hours per week than this); and this is between grades D and E on the GCC pay scales. Looking at the job evaluation scheme in use at GCC, it is clear to us that LGV drivers would receive at least grade D: but given that supervisors (who clearly have supervisory responsibilities but need not hold a LGV licence, which demands specialist practical and theoretical skills) are at grade D, it seems not logical for LGV drivers to be a grade higher. Overall the GCC pay-scales fit fairly well with Amey's pay structure, once the 37-hour equivalent week is taken into account.

7.0.9 As far as pension costs are concerned, we have included in our cost model for the current employer's contribution rate of 17.5%.

7.0.10 From the TUPE list we note that the typical leave entitlement for Amey staff is 24 days per annum: and this is also the entitlement for staff at these operational grades at GCC (a higher entitlement of 29 days applies for staff at Grade G and above).

Infrastructure: Depot

7.0.11 Within all cost models (Amey, Ubico, in-house) we have excluded rent and rates cost for the depot but included for utility bills.

Infrastructure: Admin & Finance

7.0.12 One of the benefits of in-house working (compared to the Amey extension) is that we avoid the costs of a Bond or Company Guarantee.

7.0.13 Following discussions with GCC staff, there would be an additional cost for payroll functions and this amounts to £35,000 per annum.

7.0.14 As far as cost control, procurement and exchequer functions are concerned, GCC staff believe that it would be appropriate to base these at the depot. There is a Finance Manager on the TUPE list, paid at £40,000 per annum plus car allowance and potentially 10% bonus – higher than GCC grade H; and also a management accountant, paid at £23,000 so GCC grade E. Interestingly both posts are said to be based in Liverpool: but they do represent the level of additional activity for delivering the services in-house. It should be noted that much of the procurement work (in terms of value) would be for vehicles and plant: and the technical work associated with this would sit with Fleet Management in our structure.

7.0.15 There would be a need to procure containers: though this is generally done via frameworks (e.g. ESPO, YPO) in other councils. There would be a need for general admin also.

7.0.16 We note that the TUPE list includes one senior administrator (at the equivalent of Grade F) and three full-time and two part-time administrators (at the equivalent of Grade C). We think this is an entirely reasonable level of support overall (at least one would be dedicated to fleet administration).

Infrastructure: Health & Safety

7.0.17 This matter needs to be managed in a serious fashion: we pointed out in our June report that waste is one of the most dangerous activities (according to HSE; and in terms of accidents or deaths per 1,000 employees). GCC does have some experience of managing the Health & Safety of manual workers (in cemeteries and crematorium activities) plus a template: but

covering waste, street cleansing and grounds maintenance activities, which include the management of a significant LGV fleet, take this to a different level.

7.0.18 We have discussed this matter with GCC officers and they believe that an additional two full-time staff at grade G would be required, ideally from 1 January 2021, to give 15 months preparatory work (risk assessments, training programme etc.) prior to work starting in April 2022.

7.0.19 There is an Operational Health & Safety adviser on Amey's TUPE list, paid £39,265 plus car allowance, equivalent to GCC grade H. We have to assume that this post will transfer across, meaning that GCC should recruit one staff member from January 2021 with any additional support prior to April 2022 being bought-in.

Infrastructure: Fleet

7.0.20 There is a Workshop Manager on the TUPE list, paid at £42,350 plus car allowance, higher than GCC grade H, interestingly the list says that he is based at Solihull. GCC would require an O licence holder to be in post at least six months before commencing operations – or would need firm agreement re transfer plus consultancy costs for pre-contract O licence application.

Infrastructure: HR

7.0.21 As noted, were these services to be taken in-house then the staff numbers at GCC would increase by 72%. We have been advised by those providing HR support that this would add £160,000 per annum to the cost for this support function.

Infrastructure summary

7.0.22 Including for National Insurance and pension costs, plus adding an estimate for ICT, we believe that the annual overhead cost for an in-house organisation would be ca. £650,000 per annum. We have confidence in this statement since the stated overhead cost for Ubico is within £100,000 or so (lower) of this figure and Ubico would gain economies of scale, particularly in areas such as fleet management (since an O licence holder already exists), Health & Safety (where risk assessments covering GCC activities already exist).

7.0.23 As with Ubico, should GCC take services in-house there would be one-off costs to be incurred up front: in the case of the in-house operation we consider that these would be more than for Ubico because of the need to ensure that arrangements for the O licence and Health and

Safety would be in place for day one (as noted, Ubico could replicate current arrangements that they have for e.g. Cheltenham and Cotswold).

7.1 Operational costs

- 7.1.1 Broadly speaking, we would expect the cost of in-house service provision to be much as they are for Ubico: except for the costs of the LGPS. As stated in our options appraisal report of May 2020, this could add in excess of **£300,000 per annum** to the costs of in-house working compared to the Ubico option.

7.2 Summary and risk assessment

- 7.2.1 Overall we believe that the in-house option would be in excess of **£400,000 per annum** more expensive than either the option of an extension with Amey or entering into an arrangement with Ubico.
- 7.2.2 Another factor that should be considered is that of risk. For some facets of the services, the risk is similar for the options under consideration: for example, in relation to changes in the value of recyclables. However, we consider the in-house option to contain more inherent risks than either the option of an extension with Amey or the option of an arrangement with Ubico. This was outlined in detail in our May report; and is because the in-house option is untested; whereas both Amey and Ubico have demonstrated (at a minimum) satisfactory performance elsewhere.
- 7.2.3 Finally, the in-house option would pose the challenge of a fundamental change in the size and nature of GCC's workforce.
- 7.2.4 We do not recommend this option as worthy of further consideration.

8.0 CONCLUSIONS

- 8.0.1 Using techniques that would be part of a Best Value Review, we conclude that overall current services are of a standard whereby an extension with Amey would be possible.
- 8.0.2 However, because a takeover is in process, Amey are unable to make a firm final offer to GCC and so we cannot recommend acceptance at this point in time
- 8.0.3 Amey's provisional figures (which have been fine-tuned, clarified and critically examined in recent weeks) are at a level that, if they were confirmed in due course, an extension could be considered.
- 8.0.4 At the time of writing, we do not have absolutely final proposals from Ubico (although we consider that they are firmer than Amey's are): and therefore, we cannot recommend acceptance at this point in time.
- 8.0.5 We are clear that, although for both Amey and Ubico some final adjustments to their figures are expected, they are broadly comparable. It may be that a clear 'winner' in terms of price emerges in due course: but any differential in the cost levels is likely to be marginal; and GCC's final decision might be based on factors other than cost.
- 8.0.6 Although final figures are yet to be confirmed, it seems clear to us that both Amey and Ubico are making offers that are below current market rates were this contract to be re-tendered. In the case of Amey a key factor is that they can continue to use the current vehicles and plant, whereas a new contractor would incur significant costs in this regard. In the case of Ubico, they have no need to make a profit and their overhead level is relatively low: and they should get some economies from their proximate operations.
- 8.0.7 There are two other factors to consider in terms of what we previously described as the 'backstop' option of re-procuring a new contract:
- First, we have noted (as stated in 4.3) in relation to grounds maintenance, that a e lack of accurate measurements effectively rules out the option of re-procuring a contract either for grounds maintenance services on a stand-alone basis; or for an integrated contract including grounds maintenance. Either the market would be inclined to not bid on this basis; or the Council stands the risk of receiving entirely unrealistic bids. We should add here that many

other councils (particularly those delivering services in-house or via a Teckal arrangement) are in exactly the same position as GCC: and no criticism of GCC is made in this regard.

- Second, any re-procurement would incur very significant one-off costs.

8.0.8 We believe that the option of a re-procurement should be discarded at this stage.

8.0.9 We also believe that the option of bringing the services in-house should be discarded: our modelling suggests increased overhead costs as well as increased operational costs, compared to either the Amey or Ubico options. Additionally, we see this option as having greater risks than the other two options.

8.0.10 As stated above, we recommend that the Council continues with its activity of re-measuring the areas to be maintained, both for street cleansing and for grounds maintenance; and embarks upon a strategic review regarding maintenance regimes for each grounds maintenance start (and we recommend commencing with Gloucester Park).

Appendix A – Private Sector Estimate Waste

Gloucester cost model									
	Vehicles	Drivers	Loaders	Vehicle unit cost	Driver unit cost	Loader unit cost	Vehicle cost	Driver cost	Loader cost
Residual Waste									
7.5-tonne	1	1	1	29,205.00	23,944.00	21,624.00	29,205.00	23,944.00	21,624.00
3.5-tonne	1	1	1	10,000.00	23,944.00	21,624.00	10,000.00	23,944.00	21,624.00
18-tonne	1	1	2	50,000.00	23,944.00	21,624.00	50,000.00	23,944.00	43,248.00
26-tonne	5	5	10	88,638.00	23,944.00	21,624.00	443,190.00	119,720.00	216,240.00
Recycling / Food									
Romaquip	11	11	22	45,205.00	23,944.00	21,624.00	497,255.00	263,384.00	475,728.00
7.5-tonne RCV	2	2	4	40,488.00	23,944.00	21,624.00	80,976.00	47,888.00	86,496.00

Gloucester cost model									
	Vehicles	Drivers	Loaders	Vehicle unit cost	Driver unit cost	Loader unit cost	Vehicle cost	Driver cost	Loader cost
26-tonne	1	1	2	88,638.00	23,944.00	21,624.00	88,638	23,944	43,248
Garden waste									
26-tonne	4	3.75	7.5	88,638.00	23,944.00	21,624.00	354,552.00	89,790.00	162,180.00
Bulky / bins									
7.5 tonne	2	2	2	29,205.00	23,944.00	21,624.00	58,410.00	47,888.00	43,248.00
Spares									
7.5-tonne RCV	1			40,488.00			40,488.00		
7.5-tonne tipper	1			29,205.00			29,205.00		
18-tonne RCV	1						50,000.00		

Gloucester cost model

	Vehicles	Drivers	Loaders	Vehicle unit cost	Driver unit cost	Loader unit cost	Vehicle cost	Driver cost	Loader cost
				50,000.00					
26-tonne RCV	1			88,638.00			88,638.00		
Romaquip	2			45,205.00			90,410.00		
Drivers		5			23,944.00			119,720.00	
Loaders			8			21,624.00			172,992.00
PPE Costs									25,000.00
Overtime re B Holidays									92,144.12
TOTALS							1,910,967.00	784,166.00	928,044.12
GRAND TOTAL OPERATIONS									3,623,177.12

Gloucester cost model

	Vehicles	Drivers	Loaders	Vehicle unit cost	Driver unit cost	Loader unit cost	Vehicle cost	Driver cost	Loader cost
Supervisors		3	31,314.00	93,942.00					
Vans for above		3	5,088.00	15,264.00					
Admin		2	23,779.00	47,558.00					
Manager		1	45,597.00	45,597.00					
Car allowance for above		1	4,000.00	4,000.00					
									206,361.00
SUB-TOTAL									3,829,538.12
Corporate Overheads		10%							382,953.81
Profit		3%							126,374.75
TOTAL 1									4,338,867.69
Corporate Overheads		7%							268,067.67

Gloucester cost model

	Vehicles	Drivers	Loaders	Vehicle unit cost	Driver unit cost	Loader unit cost	Vehicle cost	Driver cost	Loader cost
Profit		5%							204,880.29
TOTAL 2									4,302,486.08

Appendix B Gloucester City Council: draft structure for in-house working



Bob O'Brien
Transformation and Commercialisation
Gloucester City Council
Shire Hall
Westgate Street
Gloucester GL1 2TG
By e-mail Bob.O'Brien@gloucester.gov.uk

22 October 2020

Dear Bob

UPDATE RE REPORT

I refer to our telephone conversation today.

I can clarify the points discussed as follows:

1. In 2.0.1 we refer to an extension until the end of March 2027, since that is a legal possibility. However, Amey have now made it clear that they are looking for a four-year extension i.e. until the end of March 2026, principally because of their view of the condition of the fleet. Our statement in 2.0.15 is therefore not accurate: although, of course, if the Council decides to seek a clarified offer from Urbaser, following their purchase of Amey, their view as to the date may change.
2. In 2.0.16 we said that at the time of writing our report some final clarifications from Ubico were awaited. Since sending the report there have been many clarifications from Ubico: and we believe that they have answered our queries as far as they can (there is a query, to our mind, regarding pensions; but Ubico have given a thorough answer based upon the information provided to them by Amey).

I trust that this adequately covers the points we discussed. If there are any queries, please let me know.

Best regards

Yours sincerely



Len Attrill
Project Director

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Meeting:	Overview & Scrutiny Committee	Date:	2 November 2020
	Cabinet		11 November
Subject:	Implementation of the Council Motion on 'Black Lives Matter'		
Report Of:	Richard Cook, Leader of the Council		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Anne Brinkhoff, Corporate Director		
	Email: anne.brinkhoff@gloucester.gov.uk		Tel: 39-6745
Appendices:	1. Correspondence with the American Ambassador 2. Terms of Reference for the Commission 3. Membership of the Commission (Restricted) 4. Terms of Reference for the review of heritage assets		

FOR GENERAL RELEASE/ EXEMPTIONS

1.0 Purpose of Report

- 1.1 To outline progress and plans with the implementation of the 'Black Lives Matter' motion that was approved by Council at its meeting on 9th July 2020.

2.0 Recommendations

- 2.1 Overview and Scrutiny Committee is asked to consider the information contained in the report and make any recommendations to the Cabinet.
- 2.2 Cabinet is asked to **RESOLVE/RECOMMEND** that
- (1) The correspondence between the City Council and the American Ambassador be welcomed
 - (2) The Terms of Reference for the Gloucester Commission to review Race Relations be endorsed
 - (3) The Terms of Reference for the review of monuments, statutes and plaques within Gloucester be endorsed
 - (4) A budget of up to £5,000 to be approved to support this work.

3.0 Background and Key Issues

- 3.1 On Thursday 9th July 2020, the following motion was unanimously passed at a meeting of Gloucester City Council:

'Council is appalled by and condemns the recent killing of George Floyd in Minneapolis, USA.

Council recognises and supports the 'Black Lives Matter' efforts to raise awareness of racial inequality and institutionalised racism within the United Kingdom, however, deplores any violence and damage in the name of the campaign.

Council notes that black people in the United Kingdom are:

- *8 x more likely to be stopped as part of 'stop and search laws' than white people*
- *More likely to be in low paid jobs or unemployed*
- *More likely to live in poor housing conditions*
- *Less likely to have good educational opportunities*
- *More likely to die from the COVID-19 pandemic*

Council recognises that whilst we have generally good community relations in the City, and these are reinforced by our cross party equalities working group we remain committed to tackling racial discrimination and working with our BAME community to address issues of racial discrimination.

Council resolves to:

1. *Write to the American Ambassador on behalf of the City setting out our deep concerns and condemnation at the killing of George Floyd.*
 2. *Set up a Commission with partner organisations in the City including the Police & Crime Commissioner, County Council, NHS, the Civic Trust and representatives of BAME community to review race relations in Gloucester with a view to producing recommendations to improve the lives of and enhance opportunities for BAME communities within the City.*
 3. *Undertake a review of all monuments, statues and plaques including Bakers Quay within the City connected with the slave trade/ plantation ownership and for Cabinet and Scrutiny to consider its recommendations, taking advice from the Commission, and further resolves to review the way in which the contribution of minority communities is presented as part of the City's history, including at the Museum of Gloucester.'*
- 3.2 The Leader of the City Council wrote to Ambassador Johnson on 5th August to unequivocally condemn the unlawful death of George Floyd by member of the Minneapolis Police department. A copy of the letter and the response from Ambassador Johnson are attached at Appendix 1 to this report.
- 3.3 The establishment of the Commission to review race relations is progressing well. Following a range of consultations with members, stakeholders and individuals from the BAME community, we have developed draft ToR which are attached at Appendix 2 to this report. The Commission will be chaired by a local businessman and social entrepreneur with strong cross-sector relationships in Gloucester. Commissioners will be a cross-section of those representing major institutions and BAME communities within the City. Whilst Commissioners will draw on their institutional and personal experience they will act in the interest of the City as a whole. The proposed membership of the Commission is attached at Appendix 3. It is anticipated that the Commission will be in place for 12 months and will agree its work programme at its first meeting, scheduled for end November 2020.
- 3.4 The review of Heritage Assets will be delivered as a specific project, overseen by the City's Archaeologist. A project brief is attached at Appendix 4 to this report. The

project will deliver a report on the historical links of those assets to the slave trade in Gloucester. That report will consist of a list of identified monuments, statues, plaques and street names (hereafter 'heritage assets') as well as notable individuals associated with the City and connected with the slave trade and/or plantation ownership. To enable a comprehensive approach and in line with our asset-based approach we have invited contributions from a wide range of partner organisations in the City. Partners were written to in early October. It is anticipated that this project will take 12 months to complete, after which it will report its evidence base and recommendations to the Commission for consideration.

4.0 Social Value Considerations

- 4.1 The report will create social value by exploring and investigating areas of racial discrimination and developing strategies to address these. The review of heritage assets will create an evidence base of assets that can be linked to the slave trade. This will enable the City to consider whether and how it may wish to re-interpret these assets in order to acknowledge the traumatic impact of history on many residents of the City.

5.0 Environmental Implications

- 5.1 None directly resulting from this report

6.0 Alternative Options Considered

- 6.1 There were no alternative options considered.

7.0 Reasons for Recommendations

- 7.1 To progress the substantive work of the Black Lives Matter motion to Council.

8.0 Future Work and Conclusions

- 8.1 Future work is outlined in the Terms of References.

9.0 Financial Implications

- 9.1 The work of the Commission will rely on Commissioners making available their time and other resources as appropriate. The City Council will contribute officer resource and will make available a budget of up to £5,000, that will be met from current approved budgets.

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

10.0 Legal Implications

- 10.1 None directly resulting from this report.

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

11.0 Risk & Opportunity Management Implications

11.1 Key risks and mitigating actions include:

- Ineffective Chair or members of the Commission – the Chair and Commissioners have been selected based on experience and commitment.
- Insufficient resource to deliver the work programme – the principal assumption is that the Commission will rely on the experience and support of its Commissioners and their organisation. The work will be supported by officers of the City Council and a small budget will be made available for unanticipated expenditure, including technical expertise. The Commission will need to scope its work programme to fit its resource envelope.
- Lack of engagement from wider stakeholders – the work of the Commission will be conducted in a positive and collaborative way that will facilitate challenge and drive change without attributing blame.

12.0 People Impact Assessment (PIA) and Safeguarding:

- 12.1 The Commission is established as a forum to reflect and gain a better understanding of experiences of racism and inequality in Gloucester. Its aim is to identify actions that will create the conditions to improve the lives and opportunities for those who experience racism and disadvantage because of their colour. As such it will have a direct positive impact on people under the protected characteristic of 'race' as set out in the Equalities Act 2010.

13.0 Community Safety Implications

- 13.1 There are no direct community safety implications

14.0 Staffing & Trade Union Implications

- 14.1 There are no staffing & trade union implications

Background Documents: None

Ambassador Johnson
U.S. Embassy London
33 Nine Elms Lane
London
SW11 7US



Date: 5th August 2020

Tel: 01452 396396
richard.cook@gloucester.gov.uk

Dear Ambassador Johnson,

It is with great regret that I write this letter on behalf of Gloucester City Council and its residents to unequivocally condemn the recent unlawful death of George Floyd by members of the Minneapolis Police Department. Gloucester City Council is gravely concerned by the actions that caused the death of Mr. Floyd and condemns all acts of racism and racial injustice, especially in the policing of marginalized communities in many parts of United States.

As demonstrated through the United States of America's national anthem, America is committed to being;

"... the land of the free and the home of the brave."

The death of Mr. Floyd is a stark reminder that more must be done to uphold these values central to American culture, and fight back against racism across America in all of its forms.

At Gloucester City Council we stand with the American people in fighting racism and racial injustice wherever it appears. During your recent visit to Gloucester in November 2019, you would have seen the value diversity brings not only to our city, but to society as a whole. At Gloucester City Council we recognize and value the contributions of Black and Minority Ethnic (BAME) members of our community, and our Equalities Vision and Action Plan seeks to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity and foster good relations with BAME communities.

The death of George Floyd has resulted in Gloucester City Council reflecting on how we as a city can continue to advance the voices of those in the BAME community. We have subsequently instituted a Race and Equalities Commission which will continue to fight back against racism and racial injustice in our communities and continue our work towards a more inclusive society.

We would be happy to welcome you back to Gloucester to experience our diverse city once again.

Regards,

Cllr Richard Cook
Leader, Gloucester City Council



AMBASSADOR OF
THE UNITED STATES OF AMERICA
LONDON

September 17, 2020

Cllr Richard Cook
Leader
Gloucester City Council
PO Box 3252
Gloucester, GL1 9FW

Dear Cllr Cook,

Thank you for your thoughtful letter regarding the death of George Floyd and the subsequent events in the United States.

George Floyd's death was a grave tragedy. As President Trump said, "All Americans were rightly sickened and revolted by the brutal death of George Floyd. My administration is fully committed that, for George and his family, justice will be served. He will not have died in vain." As you know, there are ongoing investigations at the federal and state levels, and four officers have been criminally charged in connection with Mr. Floyd's death. Additionally, Attorney General Barr has announced a federal civil rights investigation.

Mr. Floyd's death is a painful reminder to all of us that we must redouble our efforts to combat racism and injustice. The U.S. Constitution expressly protects the rights of peaceable assembly and petition for a redress of grievances. Throughout American history, our people have gathered peacefully to protest injustice, to demand accountability from our leaders, and to effect change. The United States and free and open societies around the world are strengthened through the debates produced by our citizens exercising their right to free speech, and held accountable through freedom of the press and rule of law.

I appreciate you sharing how the Gloucester City Council has used these events to inspire change in your own community with the creation of a Race and Equalities Commission. My own visit to Gloucester last year was an excellent opportunity to see how a diverse group of dedicated citizens can help build a strong community, and I look forward to visiting again in the future.

With sincere regards,

Robert W. Johnson
Ambassador

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Gloucester Commission to review Race Relations

Terms of References – October 2020

1. Background and introduction

The killing of George Floyd on 25 May 2020 has captured the world's attention.

It unleashed a tremendous expression of anger and frustration felt but those experiencing racism and seeking change within our society. It highlighted the depth of feeling that equality does not exist for all, but for black people in particular.

On Thursday 9th July 2020, the following motion was unanimously passed at a meeting of Gloucester City Council:

'Council is appalled by and condemns the recent killing of George Floyd in Minneapolis, USA.

Council recognises and supports the 'Black Lives Matter' efforts to raise awareness of racial inequality and institutionalised racism within the United Kingdom, however, deplores any violence and damage in the name of the campaign.

Council notes that black people in the United Kingdom are:

- *8 x more likely to be stopped as part of 'stop and search laws' than white people*
- *More likely to be in low paid jobs or unemployed*
- *More likely to live in poor housing conditions*
- *Less likely to have good educational opportunities*
- *More likely to die from the COVID-19 pandemic*

Council recognises that whilst we have generally good community relations in the City, and these are reinforced by our cross party equalities working group we remain committed to tackling racial discrimination and working with our BAME community to address issues of racial discrimination.

Council resolves to:

1. *Write to the American Ambassador on behalf of the City setting out our deep concerns and condemnation at the killing of George Floyd.*
2. *Set up a Commission with partner organisations in the City including the Police & Crime Commissioner, County Council, NHS, the Civic Trust and representatives of BAME community to review race relations in Gloucester with a view to producing recommendations to improve the lives of and enhance opportunities for BAME communities within the City.*
3. *Undertake a review of all monuments, statues and plaques including Bakers Quay within the City connected with the slave trade/ plantation ownership and for Cabinet and Scrutiny to consider its recommendations, taking advice from the Commission, and further resolves to review the way in which the contribution of minority communities is presented as part of the City's history, including at the Museum of Gloucester.'*

This paper outlines the draft Terms of Reference for part 2 of the motion.

2. Purpose and Scope

The Commission will be a forum to: -

- Reflect and gain a better understanding of experiences of racism and inequality in Gloucester.
- Identify actions that will create the conditions to improve the lives and opportunities for those who experience racism and disadvantage because of their colour
- Create a strategy to achieve the required outcomes

3. Chairperson and Membership of the Commission

The Commission will be chaired by Rupert Walters, a businessman and social entrepreneur with strong cross sector relationships within Gloucester. He is personally and professionally invested in creating a better environment for BAME communities to succeed.

Commissioners will be a cross-section of those representing major institutions and BAME communities within the City. Whilst commissioners will draw on their institutional and personal experiences they will act in the interest of the City as a whole. Their roles will be to:

- determine and review the work programme of the Commission
- prepare, participate, and contribute to the individual events, drawing on their own and their organisations' resources where appropriate
- listen to, review, challenge and reflect on evidence
- identify actions to create opportunities to reduce institutional racism and the disadvantage that brings
- identify possible actions that start to tackle the underlying causes of institutional racism

Overall accountability for the Commission rests with the Corporate Director (Partnerships) at the City Council. Project support will be available through members of the Democratic Services and Policy & Performance teams.

4. The work programme

The work programme will have to be agreed by the Commissioners. It is likely to consist of 5-6 focused events that will explore or investigate a particular issue, service, or experiences. The Commission will need to balance between breadth and depth of these sessions, taking into consideration existing resources and goodwill of partners/stakeholders to engage and participate.

It is likely that the first event will include a review of stories/experiences of racism and discrimination that individual organisations can share, together with an opportunity to listen to others' stories/experiences, which will influence the work programme.

Topics for other sessions could be:

- Exploring differences in educational attainment between White/BAME children
- Recognising and exploring organisational bias and institutional racism and the impact on our workforce. Strategies and plans to tackle this
- Creating better and more balanced ways of showcasing and celebrating the achievements of Gloucester's diverse communities.

One of the sessions will be for the Commission to receive the outcomes of the review of heritage assets and their connection to the slave trade.

5. Timescale and output

The Commission will initially operate for a period of 12 months with its inaugural meeting in November 2020.

The outputs will be determined by the Commission but will have a 'call to action'. The engagement process of the Commission, albeit a means to an end, will be an important end as it will enable reflection and challenge amongst the communities and institutions of Gloucester.

6. Reporting

The Commission will report its findings publicly, including a report/presentation to the City Council's Cabinet.

7. Budget

The work of the Commission will rely on Commissioners making available their time and other resources as appropriate. The City Council will contribute officer resource and will make available a budget of up to £5,000.

The scope of the work will need to match available resources.

Anne Brinkhoff
9th October 2020

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By virtue of paragraph(s) 2 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Review of monuments, statues and plaques within Gloucester

Terms of Reference

Introduction

On Thursday 9th July 2020 the following motion was passed at a meeting of the Council:

‘Council is appalled by and condemns the recent killing of George Floyd in Minneapolis, USA.

Council recognises and supports the ‘Black Lives Matter’ efforts to raise awareness of racial inequality and institutionalised racism within the United Kingdom, however deplores any violence and damage in the name of the campaign.

Council notes that black people in the United Kingdom are:

- *8 x more likely to be stopped as part of ‘stop and search laws’ than*
- *white people*
- *More likely to be in low paid jobs or unemployed*
- *More likely to live in poor housing conditions*
- *Less likely to have good educational opportunities*
- *More likely to die from the COVID-19 pandemic*

Council recognises that whilst we have generally good community relations in the City, and these are reinforced by our cross party equalities working group we remain committed to tackling racial discrimination and working with our BAME community to address issues of racial discrimination.

Council resolves to:

1. *Write to the American Ambassador on behalf of the City setting out our deep concerns and condemnation at the killing of George Floyd.*
2. *Set up a Commission with partner organisations in the City including the Police & Crime Commissioner, County Council, NHS, the Civic Trust and representatives of BAME community to review race relations in Gloucester with a view to producing recommendations to improve the lives of and enhance opportunities for BAME communities within the City.*
3. *Undertake a review of all monuments, statues and plaques including Bakers Quay within the City connected with the slave trade/ plantation ownership and for Cabinet and Scrutiny to consider its recommendations, taking advice from the Commission, and further resolves to review the way in which the contribution of minority communities is presented as part of the City’s history, including at the Museum of Gloucester.’*

This document seeks to address the third of the above actions – and is specifically concerned with the undertaking of a review of all monuments, statues and plaques within the City connected with the slave trade/ plantation ownership. This document outlines a methodology and timescale for undertaking the above review.

Aims

The aim of this project is to produce a report for the Commission to consider on the historic links to the slave trade in Gloucester. That report will consist of a list of identified monuments, statues, plaques and street names (hereafter 'heritage assets') as well as notable individuals associated with the City and connected with the slave trade and/or plantation ownership. It will include:

- The location of each identified heritage asset;
- A description;
- A summary history of the associated individual/organisation and the asset (including references); and
- Recommendations for the commission to consider.

Terms of Reference

The motion in support of Black Lives Matter committed the council to a review of '*all monuments, statues and plaques including Bakers Quay within the City connected with the slave trade/plantation ownership*'. For the purposes of this project we assume the following:

- That monuments includes buildings, structures and public spaces;
- That plaques include educational and information plaques as well as memorials; and
- That unless there is a necessary exception¹ this project will not include funerary monuments.

For ease of reference these monuments, statues and plaques will be referred to hereafter as 'heritage assets'.

This project will focus on the historic core of Gloucester but can include sites in the wider district where justified. The project is intended to identify the following:

- Heritage assets linked to individuals or organisations involved in, or benefiting from, the slave trade or plantation ownership; and
- Heritage assets constructed using funds from the slave trade or plantation ownership (including income from government compensation following abolition).

To enable a comprehensive approach involvement in this project will be invited from the following organisations and individuals:

- Gloucester City Council
- Gloucestershire County Council
- Gloucestershire County Council Archives Service
- Gloucester Cathedral
- Gloucester Civic Trust
- Canal and Rivers Trust
- National Waterways Museum
- Gloucester Historic Buildings Ltd
- The Soldiers of Gloucestershire Museum
- University of Gloucestershire
- Individual historians and members of the public with local expertise
- The Diocese of Gloucester
- The Gloucestershire Black Workers Network

¹ A necessary exception in this case would be where a funerary monument promoted or commemorated the life of an individual linked to the slave trade or plantation ownership.

- The Gloucestershire Afro-Caribbean Association
- Historic England
- Gloucestershire Methodist Circuit

Project Plan

Project management

The project will be managed and coordinated by Gloucester City Council, and structured as follows:

Project Sponsor – Anne Brinkhoff, Corporate Director

Project Manager – Andrew Armstrong, Archaeologist (Growth and Delivery)

Project Support – Miranda Bopoto, Charlotte Bowles-Lewis and Kate Biggs (Democratic and Electoral Services and Heritage)

Project coordination

To be undertaken by Andrew Armstrong (Archaeologist Gloucester City Council) with support from colleagues within the City Growth and Delivery service and Democratic Services. This would involve:

- Coordinating the various tasks being undertaken as part of the overall project;
- Liaising with volunteers and stakeholders;
- Regular (monthly) individual meetings of the various volunteers and stakeholders assigned to each task;
- Updating various parties on the new information found; and
- Producing the draft report
- Reporting to and liaising with the Commission

The project will comprise discrete stages (*involvement of partner organisations has not been confirmed and is currently only hypothetical*):

Part 1: formation of a steering group comprising the City Council, relevant partner organisations and individuals

The steering group will be led by the City Council and will report to the Commission. At its first meeting the steering group will agree the scope of the project and sign off the terms of reference.

Part 2: Background research into links between Gloucester, the slave trade and plantation ownership

It is hoped that staff and volunteers at the Gloucestershire Archives would be able to lead on this, assisted by any local historians who are willing. It may also be appropriate for a student dissertation and the University of Gloucestershire will be approached. The task would consist of:

- A high level research project to identify figures and organisations involved in the slave trade with links to Gloucester;
- The identification of any heritage assets within the City linked to those individuals and organisations; and
- The feeding back of information to the project coordinator.

The results from this piece of work would be used to inform other tasks.

Part 3: Review of heritage assets by individual partner organisations

Review of any heritage assets held by the Museum of Gloucester:

To be undertaken by appropriate staff at the Museum of Gloucester (Cultural Services). This task will consist of:

- An initial review of the museum collections for anything that may fall under the remit of this review;
- The reporting of any such finding to the project coordinator; and
- Ongoing capacity to undertake further checks of the museum collections in response to any new information found over the course of the project.

Review of heritage assets in City Council ownership:

To be undertaken by members of the Heritage Team (Growth and Delivery). This task will involve:

- An initial review of all heritage assets in City Council ownership (to include monuments, statues and a plaques);
- The identifying of any assets that fall under the remit of the review;
- The reporting of any such finding to the project coordinator; and
- Ongoing capacity to undertake further checks of City Council assets in response to any new information found over the course of the project.

Review of assets in Gloucester Cathedral Close:

It is hoped that this can be undertaken by appropriate representatives of the Dean and Chapter. Ideally by the Cathedral Archivist or associates. This task will involve:

- An initial review of all heritage assets in the Cathedral Close;
- Research into Church of England links to the slave trade and plantation ownership – to identify any links to Gloucester Cathedral;
- The identifying of any assets that fall under the remit of the review;
- The reporting of any such finding to the project coordinator; and
- Ongoing capacity to undertake further checks of Cathedral assets in response to any new information found over the course of the project.

Review of assets in Diocesan ownership:

It is hoped that this can be undertaken by appropriate representatives of the Diocese. This task will involve:

- An initial review of all heritage assets in Diocesan ownership in Gloucester;
- Research into Church of England links to the slave trade and plantation ownership – to identify any links to Gloucester;
- Review of any links to George Whitfield in C of E ownership;
- The identifying of any assets that fall under the remit of the review;
- The reporting of any such finding to the project coordinator; and
- Ongoing capacity to undertake further checks of Diocesan assets in response to any new information found over the course of the project.

Review of assets associated with Gloucester Docks:

There are a number of parties who may be able to assist with this task, they include local historians, the Canal and Rivers Trust and the National Waterways Museum. This task would involve:

- Review of the history of the Docks for links to the slave trade or plantation ownership;
- Following the above, the identification of sites or assets in the Docks area that fall under the remit of the review;
- The reporting of any such finding to the project coordinator; and
- Ongoing capacity to undertake further checks of docks-based assets in response to any new information found over the course of the project.

Review of assets in County Council ownership:

Ideally this would be undertaken by staff at Gloucestershire Archives. It would include:

- An initial review of all heritage assets in County Council ownership;
- The identifying of any assets that fall under the remit of the review;
- The reporting of any such finding to the project coordinator; and
- Ongoing capacity to undertake further checks of County Council assets in response to any new information found over the course of the project.

Review of other assets within the project area (including street/place names):

It is anticipated that this could be carried out by volunteers from local societies and the Civic Trust. The task would involve:

- Researching assets highlighted by the background research (see above) which are in the project area but are not owned by any other stakeholders. For example; businesses and homes in private ownership;
- The identifying of any assets that fall under the remit of the review;
- The reporting of any such finding to the project coordinator; and
- Ongoing capacity to undertake further checks of assets in response to any new information found over the course of the project.

Review of blue plaques managed by Gloucester Historic Buildings (GHB):

It is anticipated that this work could be undertaken by GHB themselves with support from Gloucestershire Archives where appropriate. The task would involve:

- Review and research blue plaques;
- The identifying of any plaques with content that falls under the remit of the review;
- The reporting of any such finding to the project coordinator; and
- Ongoing capacity to undertake further checks of plaques in response to any new information found over the course of the project.

The Soldiers of Gloucestershire Museum:

It is hoped that this could be undertaken by volunteers and staff at the Museum (possibly with support from Gloucestershire Archives). This task will consist of:

- An initial review of the museum collections for anything that may fall under the remit of this review;

- The reporting of any such finding to the project coordinator; and
- Ongoing capacity to undertake further checks of the museum collections in response to any new information found over the course of the project.

Gloucestershire Methodist Circuit

To is proposed to consult with the Gloucestershire Methodist Circuit regarding anything that falls under the remit of this review. At this stage we are unclear if the Circuit is in anyway able to assist with this project but given the role of George Whitfield as a founder of Methodism it seems appropriate to engage with them.

Part 4: Report production

To be undertaken by the project coordinator with support from colleagues. Draft to be submitted to partners and commission for review. Final document then submitted.

Project timescale and structure

The timescale currently envisaged is as follows:

Part 1

- | | |
|---|---------------|
| 1. Invite partners and stakeholders to join Steering Group | October 2020 |
| 2. Review scope in response to partner and stakeholder response | |
| 3. Steering Group meets to finalise project team and scope | November 2020 |

Part 2

Background research into links between Gloucester, the slave trade and plantation ownership	Nov 2020 to April 2021
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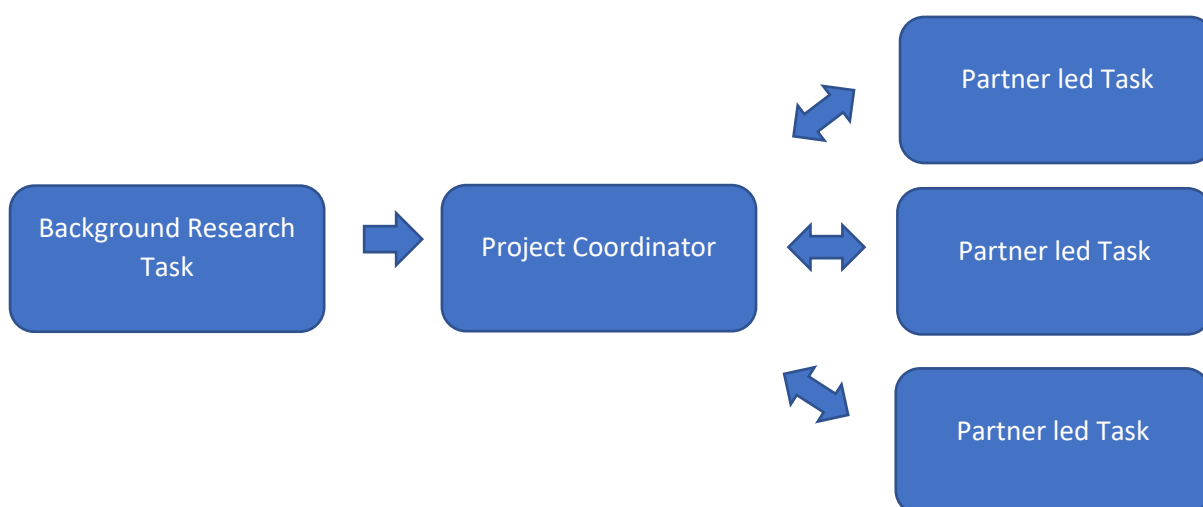
Part 3

Review of Assets by individual partner organisations Undertake tasks outlined above	Jan to July 2021
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Part 4

Draft report for Steering Group	August 2021
Final report and recommendations to Commission	Sept 2021

The project would be structured as indicated:



Over the course of the project any new information found via background research would be reported to the project coordinator, who would in turn forward that information to the appropriate partner. New discoveries made by other project partners would be reported to the project coordinator who would be responsible for sharing that information appropriately. By its nature, this project is likely to follow an iterative process with new discoveries requiring investigation as the project goes on.

There would be monthly meetings between the partner leading on each task and the project coordinator outlining any new discoveries, any problems or any information needed. When reporting discoveries to the project coordinator, the following information should be submitted:

- The location of each identified heritage asset;

- A description (including a photograph if possible);
- A summary history of the associated individual/organisation and the asset (including references); and
- Recommendations for the commission to consider.

The project coordinator will:

- Begin drafting a report on the basis of these meetings and summaries;
- Transfer relevant information between different task groups; and
- Identify any further research needed by any particular task group
- Liaise between the task groups and report to the Council steering group

Report structure

At the end of the task-based stage of the project the project coordinator will produce a draft report outlining the results of the project. This will be submitted for comments to the project partners in the first instance and then to the Commission to Consider Race Relations in Gloucester.

Following this a final agreed report will be produced. That report will include:

- Background to the project;
- Methodology;
- Results section, discussing each identified heritage asset by turn – including the following:
 - The location of each identified heritage asset;
 - A description of the asset;
 - A summary history of the individual/organisation and the asset (including references); and
 - Recommendations for the commission to consider.

Democratic Governance – Covid19 Recovery Action Plan

1. Remote meetings solution

A remote meetings solution was implemented by 27 May, when the first meeting was broadcast live. By making use of technology already available to the council and because of work undertaken pre-Covid19 to enable agile working for both Councillors and officers it has been possible to implement a remote meetings solution at no financial cost to the council. Working with our IT partner Civica, the Democratic and Electoral Services Team designed and tested the necessary processes, produced guides for all participants, provided training to Councillors and officers, and finalised arrangements for live public participation. Alongside this, the necessary constitutional changes were drafted and the council's approach was publicised on the website and via social media channels. Five months in and the solution continues to work well, with the team providing ongoing support to participants who are less familiar with the technology and, while viewing figures are not high, there has been a good level of public engagement via public questions and representations at Planning Committee.

2. Hybrid meetings

A hybrid meetings solution is not being pursued at present for a number of reasons. The advice received is that Councillors are not classed as workers and therefore the exemption to the Rule of Six that exists for workers does not apply to Councillors. To hold a physical council meeting, either partially or in full, would also be inconsistent with the current guidance that individuals should work from home unless they are unable to do so, as well as the more specific recommendation in the Working Safely During Coronavirus (COVID19) guidance that where public meetings can take place digitally, without the need for face-to-face contact, they should do so. Finally, the council does not have an IT solution in place to support hybrid meetings and to implement one would require a financial investment in order to purchase the necessary hardware and software. While an effective cost-free remote meetings solution remains in place and the council is facing a challenging financial landscape, investing in technology to support a temporary situation is not a priority.

3. Webcasting post-Covid19

Proposals for a webcasting solution for council meetings were rejected in 2018 on cost grounds, however, the provision of cost-free live broadcasting during the pandemic has brought this back on to the agenda. It should be noted that the solution is cost-free because each individual is in a separate location using a device with individual audio-visual functionality and that to reproduce this where some or all individuals are in the same location would require investment in new hardware and software. A full scale hosted solution would still cost in the region of £25-30k plus ongoing costs, and while there may be the possibility of putting together a "workaround" solution using Microsoft Teams, fixed cameras and a sound system, this would not be without a cost. The council could continue to webcast cost-free if the government introduced permanent legislation in respect of remote meeting attendance and the council chose to continue without any physical attendance. In reaching a decision on whether to pursue webcasting post-Covid19, the council should have regard to the viewing figures which range from 0 for some meetings to a high of 37, and the average number of external viewers per meeting is currently 10. However, some caution should be applied to the figures because where viewers have signed in anonymously, it is not possible to tell whether the session IDs relate to unique viewers or repeat viewers leaving and re-joining; the information on identifiable repeat sessions suggests that there may be instances of repeat sessions by the same individuals.

4. May 2021 Elections

While not strictly part of this Recovery Action Plan, elections are a significant democratic event that have been impacted by Covid19, with the Gloucestershire Police and Crime Commissioner, City Council and Quedgeley Town Council elections scheduled for 7 May 2020 all postponed to 6 May 2021. Scheduled elections for Gloucestershire County Council also take place in May 2021, making the combination of polls very challenging, and Gloucester is also the designated Police Area Returning Officer (PARO) authority, which comes with additional responsibilities. The Democratic and Electoral Services Team have commenced their planning early in order to prepare for the additional complications and to ensure that the elections will be delivered in a Covid-secure manner. The booking process for polling stations has begun and recruitment of staff is in the early stages. At this stage, of those external staff who have responded, over 90% have indicated their willingness to work in May. As usual, we will also use our internal staff to fill roles and have asked those not in a high risk group to be prepared to replace anyone who has to self-isolate at short notice. In all aspects of the planning and delivery of the elections, the safety of our staff and electors will be paramount and we will be following any directions or guidance issued by the Cabinet Office and the Electoral Commission.

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Return

Enable democratic decision making to continue during the various stages of the pandemic, ending with a return to business as usual, subject to the prevailing legislative requirements and will of the council.

Action	Start Date	End Date	Resources required (staff, systems etc)	Desired Outcome	Additional Notes	Action Code
Deliver a publicly accessible remote meetings solution.	01/04/20	27/05/20	Partnership working with Civica ITO, use of Microsoft Teams Live Events.	Members, Officers and members of the public engaging in the full range of democratic decision making via remote attendance.	A solution was implemented in time for the first remote meeting on 27 May 2020.	PGC-1
If legislation permits, public health directions allow and it is the will of the council, commence work on a hybrid meetings solution that integrates physical and virtual attendance.	Unknown	Unknown	Partnership working with Civica ITO, use of Microsoft Teams Live Events and identification of additional required technology.	Members, Officers and members of the public engaging in the full range of democratic decision making via a combination of remote and physical attendance.	The legal position on hybrid meetings remains somewhat unclear. While face to face meetings can take place, the guidance remains that where meetings can take place digitally without the need for face to face contact, they should do so. Where meetings do take place, they must be managed within social distancing guidance. There would also be various health and safety at work and equalities implications to consider. At present the council does not have the technology to implement hybrid meetings.	PGC-2
Facilitate a full return to physical meetings.	Unknown	Unknown		Members, Officers and members of the public engaging in the full range of democratic decision making at physical meetings.	It is possible that, following the pandemic, the government may seek to introduce permanent legislation that enables virtual attendance at meetings to continue in some form. If that does not happen, the council will return to physical meetings at the earliest opportunity. If such legislation does come forward, the council will need to consider its options.	PGC-3

Retain						
<i>Identify elements of remote meetings to be considered for retention post Covid19.</i>						
Action	Start Date	End Date	Resources required	Desired Outcome	Additional Notes	Action Code
Review constitutional changes and bring forward proposals to Group Leaders for retention of any individual elements that have had a positive impact on the democratic decision making process.	01/07/20	Unknown		<p>An improved democratic decision making process.</p> <p>Increased public engagement in democratic decision making.</p>	The council may wish to consider whether to retain the arrangements put in place for public involvement in meetings; namely, the introduction of a notice period for public questions and the ability to have a question read out if a member of the public is unable to attend a meeting in person.	PGC-4
Subject to permanent legislation and the will of the council, bring forward proposals to retain remote attendance at meetings.	Unknown	Unknown	Partnership working with Civica ITO, use of Microsoft Teams Live Events, sufficient staff to permanently support remote attendance at meetings.	<p>Members, Officers and members of the public engaging in the full range of democratic decision making either wholly or in part via remote attendance.</p> <p>Increased public engagement in democratic decision making.</p> <p>Contribution to a reduction in CO2 levels.</p>	This is subject to the government introducing permanent legislation that permits councils to hold remote meetings and for attendance to be virtual. There is currently no indication of whether this is likely to happen. It may also be dependent on the will of the council to continue to permit remote attendance, assuming that councils are given a choice.	PGC-5
Resist						
<i>Overview/Goal Statement for the strand.</i>						
Action	Start Date	End Date	Resources required	Desired Outcome	Additional Notes	Action Code

Re-imagine						
Develop options for a live streaming solution beyond Covid19 that complies with the will of the council and the prevailing legislative requirements.						
Action	Start Date	End Date	Resources required	Desired Outcome	Additional Notes	Action Code
Subject to the will of the council, consider options for an affordable permanent live streaming solution for Council and committee meetings.	01/07/20	Unknown	Partnership working with Civica ITO, budget for and access to required technology, sufficient staff to permanently support live streaming.	Increased public engagement in decision making.	As the council has previously rejected proposals for a hosted webcasting solution, a workaround solution could be explored, but feasibility and likely cost remain unclear.	PGC-6

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