

Coventry City Council
Minutes of the Meeting of Cabinet held at 2.00 pm on Tuesday, 30 August 2016

Present:

Cabinet Members: Councillor G Duggins (Chair)
Councillor A Khan (Deputy Chair)
Councillor L Bigham
Councillor K Caan
Councillor K Maton
Councillor J O'Boyle
Councillor E Ruane

Deputy Cabinet Members: Councillor R Lakha
Councillor P Seaman
Councillor C Thomas
Councillor D Welsh

Non-voting Opposition Members: Councillor J Blundell
Councillor G Crookes

Other Members: Councillor Bains
Councillor Bailey
Councillor Lancaster
Councillor Williams

Employees (by Directorate):

Place: N Clews, C Knight,

People: P Barnett, A Coles, F Doyle, K Nelson

Resources: C West (Executive Director), B Barrett,
M Duffy, L Knight, J Newman

Apologies: Councillors R Ali, F Abbott, J Innes and J Mutton

Public Business

21. Declarations of Interest

Councillor Lakha declared an other interest in the matter referred to in Minute 24 below, headed "Connecting Communities Phase 2". He remained in the meeting but took no part in the discussions or voting on this matter.

22. Minutes

The minutes of the meeting held on 2nd August 2016 were agreed and signed as a true record.

23. **Exclusion of Press and Public**

RESOLVED that the Cabinet agrees to exclude the press and public under Section 100(A)(4) of the Local Government Act 1972 relating to the private report in minute 32 below headed “Citywide Public Leisure Provision” on the grounds that the report involves the likely disclosure of information defined in Paragraph 3 of Schedule 12A of the Act, as it contains information relating to the financial affairs of a particular person (including the authority holding that information) and in all circumstances of the cases, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

24. **Connecting Communities Phase 2**

The Cabinet considered a report of the Executive Director of People, which set out proposals for Phase 2 of the Connecting Communities programme.

The report indicated that the central proposals within Connecting Communities were bringing together children’s centres and youth services into integrated early help family hubs for 0-19 year olds located in the area of greatest need and reshaping the Council’s library service. This would enable the Council to target resources to greatest need in response to the very challenging financial situation it faced because of central Government reductions in the resources it was making available to the Council.

It was noted that the grant Coventry received from central Government had reduced by 44% since 2010/11 to 2016/17 and by 2020 it was estimated to reduce further to 55%. The budget for the People Directorate was 70% of the Council’s net budget and so the services provided needed to contribute significantly towards those savings.

The scale of the grant cuts meant that current delivery of services was no longer sustainable and as a result of the Council’s financial position and the needs of residents, there needed to be a radical change in the delivery of services. This meant working closely with residents and partners in new ways to maximise the total public funding that remained to support the most vulnerable in the City. The delivery of the savings programme outlined within the report would contribute to the total savings requirement of £35m by 2017/18. The Cabinet were advised that it was also likely that further savings across Council services would be needed in the future, requiring more work to reshape how to achieve better outcomes for people in Coventry.

The Connecting Communities programme focussed on how services might be delivered differently in the communities and neighbourhoods where there is most need and within the resources available. In February 2016, the Cabinet approved implementation of Phase 1 savings of £1.2m full-year effect in relation to libraries, play centres, community centres, youth services, commissioning and public conveniences (Minute 121/15 refers). These proposals were on track to deliver the £1m savings target set for 2016/17 (and £1.2m ongoing) as part of the original £5m savings target for City Centre First set out in the Medium Term Financial Strategy.

Coventry's long term strategy was to focus on avoiding crude cuts through closer partnership working with statutory and voluntary agencies and communities. The Connecting Communities approach was to work with others to redesign services that could be delivered within the resources available, focussing on supporting those areas most in need. Connecting Communities was the overarching transformation change programme for the People Directorate, which delivered a wide range of key frontline services to Coventry residents and, as such, it was anticipated that further phases would be forthcoming at a later point.

In early July 2016, outline proposals for Phase 2 were published with a view to proactively seeking feedback and suggestions from key stakeholders on how the proposals could be developed or improved. Since then, targeted engagement had taken place with people and groups who had an interest in the future of the service areas directly affected by the proposed changes which, in summary, included:

- The development of an integrated model of family support through the creation of a series of family hubs that would support people earlier and provide interventions that prevent the need for more intensive involvement by the Council or other statutory agencies. This approach required that some existing services would cease to be provided by the Council in order that the Family Hub would be appropriately resourced and effectively targeted.
- The development of a sustainable, modern and comprehensive library service as community hubs in three broad categories of core libraries, partnership libraries and community libraries.

An addendum to the report was circulated in advance of the meeting, which summarised this further engagement activity and feedback received in the period since 8th August 2016.

In addition, the report indicated that the Council wanted to work with communities and organisations of all types to build on some of the good work that already existed, to provide universal accessible and integrated services. This would ensure effective targeting of reduced Council resource to meet statutory obligations and enable Council resources to be targeted on the most vulnerable.

The Cabinet noted that, as part of the 2015/16 budget setting process, the Council had agreed to establish a one-off £500k Transition Fund to support work with residents and communities in developing new approaches to delivering Council services. This fund was increased to £525k following a merger with the Community Grant Fund. The report provided an update following initial expressions of interest from groups and organisations during Phase 1.

It was proposed to move into public consultation following a period of intense engagement work with employees, partners, community and voluntary groups and residents on two specific proposals to deliver the remaining Medium Term Financial Strategy (MTFS) target of £3.8m of the original City Centre First programme for 2017/18 which has now been incorporated into the wider Connecting Communities change programme.

RESOLVED that the Cabinet:-

- 1. Approve a period of consultation from 12 September 2016 to 12 December 2016 on two proposals to change the way that services are delivered in order to achieve savings of £3.8 million for 2017/18 as required by the Medium Term Financial Strategy (MTFS) original City Centre First Programme (now Connecting Communities Phase 2). The proposals for change for 2017/18 are:**

I - Family Hubs

- i) To develop eight integrated family hubs for 0 to 19 year olds from the current children's centres and youth services, located in areas of highest need, specifically at the following current children's centres: Bell Green, Foleshill, Tile Hill, Radford, Moat House (Wood End), Middle Ride (Willenhall), Gosford Park and Hillfields.**
- ii) For the Council to end children's centre provision from the following children's centres: Barley Lea (Stoke Aldermoor), Canley, St Augustine (Radford), Stoke Heath, Richard Lee (Wyken) and Spon Gate (Spon End) and to seek expressions of interest from schools, private, voluntary and independent (PVI) operators to provide nursery provision for 2, 3, and 4 year olds in the these children's centre buildings.**
- iii) To end children's centre contracts with private, voluntary and independent providers at Tommies, Flutterbies and Valley House and also to investigate potential opportunities for efficiencies within the Children's Centre in the Hillfields area, which may become a family hub.**
- iv) To end all Council directly provided term-time nursery provision in children's centres (Foleshill, Tile Hill, Radford, Moat House (Wood End), Middle Ride, Bell Green, Barley Lea (Stoke Aldermoor), Canley and Stoke Heath) and to seek expressions of interest from schools, private, voluntary and independent (PVI) operators to provide nursery provision for 2, 3, and 4 year olds in the these children's centre buildings.**
- v) To retain Council delivery of a targeted and specialist youth offer focused on young people who are hardest to reach and most vulnerable as part of the family hub model; and**
- vi) To end Council provided universal youth work provision in the following 16 locations: Youth Centres: African Caribbean Centre for Young People (Freehold Street, Hillfields), Hillfields Young People's Centre (Yardley Street, Hillfields), Jardine Crescent Young People's Centre, On Target Youth Centre (Doe Bank Lane, Spon End), People's Place (Acorn Street, Stoke Aldermoor), Stoke Park Youth Centre, Whoberley Youth Centre, Wood End Youth Centre (The Venny); and Community venues at Bell Green Community Centre, Cheylesmore Community Centre, Hagard**

Community Centre, Henley Green Community Centre, Jubilee Crescent Community Centre, Stoke Heath Community Centre, Xcel Leisure Centre (Canley) and Baginton Fields School.

II - Libraries

- vii) To develop sustainable, modern and comprehensive libraries as community hubs in three broad categories: core libraries, partnership libraries and community libraries.**
- viii) To retain five core library services; Central Library, Bell Green, Foleshill, Stoke and Tile Hill with a reduced budget and increased self-service and volunteering opportunities as well as seeking to share space with partners wherever possible.**
- ix) To develop partnership library services in Stoke Aldermoor, Canley, Hillfields, Radford (Jubilee Crescent) and Allesley Park with a reduced budget and through further investigation of opportunities to locate library services in the same buildings as community organisations or services and to make increased use of volunteering opportunities.**
- x) To seek interest from organisations and community groups who wish to provide ancillary library provision in Caludon (Wyken), Cheylesmore, Coundon, Finham and Earlsdon and where this is not successful, to cease to provide libraries in these areas.**

2. Approve the following recommendations for the transition fund:

- Variations to the transition fund process to enable Officers to collaborate with stakeholders to encourage Expressions of Interest that will enable the delivery of proposals outlined above.**
- Re-open the Transition Fund process to run in parallel with the consultation process and timescales described above.**
- Recommendations for awarding to be covered through the report to the Cabinet on the outcome of the consultation process. Where this is in possible awards of Transition Fund will continue to be made by the Executive Director of Resources**

3. Approve the following recommendation for the community delivery requirements:

- To support officers continuing to develop the Council's requirements of organisations and community groups where activities move from being Council-led to being led by other organisations or community groups.**

25. Managed Service for Temporary Agency Workers

The Cabinet considered a report of the Executive Director of Resources, which set out proposals for a 1 year extension to the current frame work for a managed service of temporary agency workers.

The Council currently had a support contract with Pertemps for the supply of temporary agency workers. Pertemps delivered a managed service solution which involved supplying their own temporary workers as well as workers from a 2nd tier of suppliers that Pertemps manage on behalf of the Council. There were currently 60 suppliers signed up as 2nd tier suppliers, with 15 currently actively supplying agency workers to the Council. The 2nd tier suppliers tend to be used for more specialist requirements such as social care. As part of the contract, an electronic ordering system called PAWS was supplied by Pertemps to allow the Council and suppliers to communicate requirements, supply cv's, upload key support documentation for new starters and for the completion of timesheets. This ensured the Council quicker access to the temporary market, real time visibility of the status of requests and an electronic auditable trail for all transactions.

Over its 3 year life, the contract has seen fluctuating demand with spikes over the last few years to support sickness, fundamental service reviews and increases in demand. General feedback on the contract was positive but there had been occasions where staff struggled to fill more specialist positions through Pertemps, although this has generally been due to a recognised shortage of staff in high demand markets such as HGV drivers rather than under performance from Pertemps.

Solihull Metropolitan Borough Council (SMBC) led the procurement process for the existing contract on behalf of Coventry City Council and Warwickshire County Council through ESPO's (Eastern Shires Purchasing Organisation) MSTAR Managed Services for Temporary Agency Resource framework. The objective at the time was to aggregate the spend of the three councils to achieve greater savings and efficiencies both by driving prices down and by resourcing one tender process instead of three. The contract was due to expire on the 1st December 2016 and could be extended for one final year until the 1st December 2017. The contract extension would apply the existing contract rates so there would be no increased cost to the Council in rates. Solihull and Warwickshire both intend to take the extension.

A decision is expected to be made in December 2016 by all three councils on how they intend to establish a new contract to replace the existing contract. Procurement options would include Coventry's own tender, the use of available national frameworks and the possibly of the Council creating its own resource provision instead, removing the need for an agency supplier. Once made a further cabinet report will be submitted in early 2017 for consideration.

RESOLVED that the Cabinet authorise the 1 year extension of the current framework for a managed service for temporary agency workers to commence from the 2nd December 2016 and expire on the 1st December 2017.

26. **Swanswell Viaduct Refurbishment**

The Cabinet considered a report of the Executive Director of Place, which set out proposals for a Swanswell Viaduct Refurbishment Scheme.

The Swanswell Viaduct Refurbishment Scheme involved the structural refurbishment of substandard elements on the Coventry Ring Road between Junctions 1 and 4.

In order to maintain its capacity, the Ring Road structure has had cyclic inspections and maintenance carried out since its construction in the 1960's and 70's. However, supporting elements of the viaduct were in need of essential maintenance and/or upgrading. Some of the key features of the viaduct, such as parapet and edge required upgrading, with deck joints and waterproofing to be replaced to prolong the life of the structure.

As outlined and approved in the 2016/17 Transportation and Highway Maintenance Capital Programme Cabinet Report (Minute 129/15 refers), the Council were successful in securing £5.5m of Department for Transport (DfT), Local Highways Maintenance Challenge Funding, with a requirement for 10% (£550k) contribution from the Council. In total £6.05m was available to spend on the refurbishment of the structure. DfT funding conditions required all funds to be spent by end of financial year 2017/18.

In order to meet the tight delivery timescales imposed by the DfT funding conditions, the scheme works were proceeding. An initial high level structural review had been completed to confirm that the assumptions made within the bid process were correct. Following the high level review an options report was produced to prioritise deficiencies. A design consultant was appointed through the existing Shared Professional Services Contract (SPSC) to carry out the high level review and subsequent options report as well as project management of the works.

The options report required extensive intrusive testing on the structure which was procured via the existing Highway Maintenance Contract (HMC). It was recommended that a design consultant be appointed via mini-competition through the existing SPSC to carry out detailed design works. SPSC requirements required works above £50k to be awarded through a competitive tender process.

It was recommended that the procurement of the Principal Contractor to carry out the core refurbishment work be undertaken through Birmingham City Council's Highways and Infrastructure Framework through a competitive tender process. Framework suppliers had already been approached to gauge interest and to confirm the works were within their area of expertise. It was expected that the refurbishment element would total circa £5m.

RESOLVED that the Cabinet:-

- 1. Note the funding award from the Department for Transport, Local Highways Maintenance Challenge Fund of £5.5million for the purposes of refurbishing the Swanswell Viaduct.**
- 2. Approve the advanced design consultancy costs of £0.1million to determine and prioritise the sub-standard elements on the structure along with the associated project management costs to be procured via the West Midlands Highway Alliance (WMHA) Shared Professional Services Contract (SPSC).**

3. **Approve the investigation work costs of £0.25million via the Highways Maintenance Contract (HMC) 2011-2016.**
4. **Approve procurement of the detailed design via mini-competition through the West Midlands Highway Alliance (WMHA) Shared Professional Services Contract (SPSC). The value expected to be circa £0.5million.**
5. **Delegate authority to the Executive Director of Place, following consultation with the Cabinet Member for City Services, for the appointment of a Principal Contractor for the works through and competitive procedure under Birmingham City Council's Highways and Infrastructure Framework.**

27. **Charterhouse Heritage Park and Trail**

The Cabinet considered a report of the Executive Director of Place, which outlined proposals for the Charterhouse Heritage Park and Trail.

The draft Local Plan was approved by Cabinet on 12th January 2016 (Minute 104/15 refers). The plan was expected to be adopted in Spring 2017. An aspiration within that plan was for a 70 acre Heritage Park based on Charterhouse and London Road Cemetery, together with associated links, which were included in the emerging Local Plan (policy HE3).

These proposals had been developed further by the Historic Coventry Trust and their masterplan was included as Appendix A to the report submitted. The principal element was the 70 acre park and regeneration of the 14th century Charterhouse and Joseph Paxton's London Road Cemetery, which were both grade 1 listed.

Critical to the success of this vision would be the creation of high quality and attractive walking and cycling links to connect the park with the University and the City Centre which could be via the River Sherbourne and to Far Gosford Street and Gosford Green via the former Coventry Loop Railway Line. This would package together a number of historical assets that, in addition to the Charterhouse and Cemetery, would include the grade 1 listed Whitefriars monastery, the grade 2 listed Stephenson Sowe Viaduct and Gosford Green - the scene of the 'duel that never was' which saw Richard II become king of England. However, much of the land involved was not within the ownership of Coventry City Council or the Historic Coventry Trust.

The Heritage Park could create a unique heritage and recreational asset, and its location, close to the City Centre and inner City neighbourhoods, would be transformational in terms of the perception of the City as a place in which to live, learn, work and visit. It would bring great recreational opportunities to many people and potential economic benefits to the City.

The proposals within the report addressed a number of the Council's corporate priorities within the themes of 'globally connected' and 'locally committed', and they also supported Coventry's 'City of Culture' bid.

Whilst the adoption of the Local Plan would ensure Policy HE3 was a material consideration, it was essential given the importance of the Heritage Park and Trail in helping to achieve key corporate priorities that the Council set out clear guidelines and principles for prospective developers. It was therefore proposed that Supplementary Planning Guidance should be developed for the Heritage Park and Trail. It was only through this process that the loop line concept could be defended within the planning process and this could only be done once the planning inspector had published conclusions and recommendations for the Local Plan.

RESOLVED that the Cabinet:

- 1. Reiterate its support for the concept of the Coventry Heritage Park and associated links as set out in the Council's emerging Local Plan as approved by Cabinet on 12th January 2016.**
- 2. Endorse the development of a Supplementary Planning Document to support and detail the delivery of the Heritage Park and associated links once the Local Plan is adopted.**

28. Coventry City Centre Parking Strategy

The Cabinet considered a report of the Executive Director of Place, which sought approval of the Coventry City Centre Parking Strategy.

The City Centre Car Park Strategy 2016 set out the aims, issues, key objectives and policies of the strategy and provided a comprehensive framework for parking within Coventry City Centre for the next decade. The purpose of the strategy was to clearly define the vision for parking in support of the development and regeneration of the City Centre.

The strategy was a long term view of the challenges facing parking in the City Centre and how the Council proposed to address these challenges to balance parking provision with the competing demands for parking that stem from multiple different customer groups.

The strategy identified that there would be a shortfall in the supply of parking in the City Centre during the next decade. This was the result of planned and on-going developments and a steadily rising demand for parking. A coherent approach was required to identify, manage and deliver solutions to mitigate any issues that may arise. An action plan had been developed and was included in the Strategy.

The Cabinet noted that the Strategy would be a living document that would inevitably change and evolve. It formed a part of a suite of documents supporting the City Centre Area Action Plan and Local Development Framework. One of the benefits of this approach was that the policies contained within the strategy could be more rigorously applied and defended.

RESOLVED that the Cabinet:

- 1. Approve the City Centre Parking Strategy 2016, attached as an Appendix to the Report.**
- 2. Approve the actions that are identified as the key priorities for achieving the strategy which are included in the Appendix to the City Centre Parking Strategy.**

29. Citywide Public Leisure Provision

The Cabinet considered a report of the Executive Director of Place, which set out proposals for city wide public leisure provision.

A corresponding private report detailing confidential aspects of the proposals was also submitted to the meeting for consideration.

In September 2014, Coventry City Council unanimously approved investment in a new city centre destination sport and leisure facility. The Council further unanimously agreed to continue to work to explore all opportunities to enable Coventry to keep a 50m swimming pool if technically possible and within the current financial envelope available, by exploring opportunities with other stakeholders in and around the city.

The development of a new 50m swimming pool and enhanced public leisure facilities at the Alan Higgs Centre, Allard Way, Coventry was now proposed. Subject to planning approval, the meeting of conditions relating to existing planning applications on the site and the granting of consents for development at the Alan Higgs Centre, this proposed investment would form a central part of the creation of a 'Sports Village' complex at the site. The intention would therefore be to substantially enhance the facility provision of two sports, being swimming and rugby, through the development of a Community Swimming Development Hub and a Community Rugby Development Hub, to complement wider community sporting provision and the development of a separately funded, Wasps Training Centre.

It was further proposed that terms be negotiated for entering into a commercial lease for the new City Centre Destination Facility and to explore any benefit that could be derived from a formalised commercial partnership with Coventry and Warwickshire Award Trust (CAWAT). In addition, it was proposed to extend the existing leases between Coventry City Council and Coventry Sports Trust in respect of the operational management of the public leisure provision that they currently managed across the city.

The aim of these proposals was to provide high quality, accessible and sustainable city-wide public sports and leisure facilities, in accordance with the objectives of the Coventry Sports Strategy 2014-2024, the Coventry Indoor Facilities Strategy 2014-2024 and Coventry Aquatics Strategy 2014-2024.

RESOLVED that the Cabinet:-

- 1. Delegate authority to the Executive Director of Place and the Executive Director of Resources in conjunction with the Cabinet Member for Public Health and Sport to approve such variations to the Head Lease and legal permissions as are required to facilitate the development of the Wasps Training Ground Centre subject to:
 - (i) Planning consent being granted for the development**
 - (ii) Legal agreements being entered into between the parties to secure the on-going community use of the facilities in accordance with the principles of the Head Lease**
 - (iii) An independent Charities Act report recommending that the intended disposal between CAWAT and Wasps represents best value and officers being satisfied that the terms of the variation of the lease between the Council and CAWAT meets the Council's Section 123 best consideration requirements****
- (2) Grant consent as landlord (in principle and subject to planning consent) for the future development of a 50m swimming pool and ancillary facilities on the Alan Higgs Centre site;**
- (3) Recommend to Council that it approves, in principle, the addition of £10.5m to the capital programme for 2016/17 onwards, towards the development of a 50m swimming pool and enhanced public leisure facilities at the Alan Higgs Centre. Within the £10.5m, £1.169m relates to management and design development costs as per paragraph 5.10;**
- (4) Negotiate commercial terms with CAWAT for the grant of a lease for the new City Centre Destination Facility and also explore, if necessary and appropriate, any further benefit that could be derived from a more formalised commercial partnership with CAWAT;**
- (5) Approve the extension of the term of the existing leases (by way of a lease renewal) for a further three years between Coventry City Council and Coventry Sports Trust (CST), in respect of the operational management of Coventry Sports and Leisure Centre, Brandon Wood Golf Club and Moat House Leisure and Neighbourhood Centre;**
- (6) Approve the renewal of a grant award to CST to run concurrently with the above leases;**
- (7) Delegate authority to the Executive Director of Resources and the Executive Director of Place, following consultation with the Cabinet Member for Public Health and Sport, to finalise and implement the proposals contained in recommendations 2, 4, 5 and 6.**

30. **Outstanding Issues**

The Cabinet considered a report of the Executive Director of Resources that contained a list of outstanding issues and summarised the current position in respect of each item.

RESOLVED that the Cabinet note the dates for future consideration of matters relating to the outstanding issues items listed in the report.

31. **Any other items of public business which the Chair decides to take as a matter of urgency because of the special circumstances involved.**

There were no other items of public business.

32. **Citywide Public Leisure Provision**

Further to Minute 29 above, the Cabinet considered a private report of the Executive Director of Place that set out confidential aspects of proposals for city wide public leisure provision.

RESOLVED that the Cabinet:

1. **Delegate authority to the Executive Director of Place and the Executive Director of Resources in conjunction with the Cabinet Member for Public Health and Sport to approve such variations to the Head Lease and legal permissions as are required to facilitate the development of the Wasps Training Ground Centre subject to:**
 - (i) **Planning consent being granted for the development.**
 - (ii) **Legal agreements being entered into between the parties to secure the on-going community use of the facilities in accordance with the principles of the Head Lease.**
 - (iii) **An independent Charities Act report recommending that the intended disposal between CAWAT and Wasps represents best value and officers being satisfied that the terms of the variation of the lease between the Council and CAWAT meets the Council's Section 123 best consideration requirements.**
2. **Grant consent as landlord (in principle and subject to planning consent) for the future development of a 50m swimming pool and ancillary facilities on the Alan Higgs Centre site;**
3. **Recommend to Council that it approves, in principle, the addition of £10.5m to the capital programme for 2016/17 onwards, towards the development of a 50m swimming pool and enhanced public leisure facilities at the Alan Higgs Centre. Within the £10.5m, £1.169m relates to management and design development costs as per paragraph 5.10;**
4. **Agree to negotiate commercial terms with CAWAT for the grant of a lease for the new City Centre Destination Facility and also explore, if necessary and appropriate, any further benefit that could be derived from a more formalised commercial partnership with CAWAT;**

- 5. Approve the extension of the term of the existing leases (by way of a lease renewal) for a further three years between Coventry City Council and Coventry Sports Trust (CST), in respect of the operational management of Coventry Sports and Leisure Centre, Brandon Wood Golf Club and Moat House Leisure and Neighbourhood Centre;**
 - 6. Approve the renewal of a grant award to CST to run concurrently with the above leases;**
 - 7. Delegate authority to the Executive Director of Resources and the Executive Director of Place, following consultation with the Cabinet Member for Public Health and Sport, to finalise and implement the proposals contained in recommendations 2, 4, 5 and 6.**
- 33. Any other items of private business which the Chair decides to take as a matter of urgency because of the special circumstances involved.**

There were no other items of private business.

(Meeting closed at 2.55 pm)