

## THE OVERVIEW AND SCRUTINY COMMITTEE

23 January 2017

Attendance:

Councillors:

Learney (Chairman) (P)

Griffiths  
Gemmell (P)  
Hiscock (P)  
Warwick

Laming (P)  
Stallard (P)  
Tod (P)  
Thacker (P)

Deputy Members:

Councillor Gottlieb (Standing Deputy)

Others in attendance who addressed the meeting:

Councillors Bell, Horrill (Leader), Godfrey (Portfolio Holder for Finance), Griffiths (Portfolio Holder for Health and Wellbeing), Miller (Portfolio Holder for Estates) and Warwick (Portfolio Holder for Environment).

Others in attendance who did not address the meeting:

Councillors Byrnes, Humby (Portfolio Holder for Business Partnerships), Izard, Thompson, Weir and Weston (Deputy Leader and Portfolio Holder for Built Environment).

### 1. DISCLOSURE OF INTERESTS

Having regard to their roles as Hampshire County Councillors, Councillors Stallard and Tod each declared a disclosable pecuniary interest in any matter on the agenda which may have a County Council involvement. Councillor Thacker made the same declaration as her husband was a Hampshire County Councillor. However, as there were no material conflicts of interest, they all remained in the room under the dispensation granted on behalf of the Standards Committee, to participate and vote in all such matters.

With regard to agenda item 9, Monitoring of Core Funded Organisations (Report OS158 refers), Councillor Stallard announced that as she was the County Council representative on the Theatre Royal Board, she would not take part on any

discussions directly related to its grant funding arrangements as it would be likely that she would have a personal and prejudicial interest.

Also with regard to agenda item 9, Councillor Tod announced that he had a personal interest as was a Trinity Centre donor, a volunteer at the Nightshelter and also involved as a County Councillor with grant funding to the Carroll Centre. He took part in discussion and voted thereon.

Councillor Hiscock announced that he had a personal interest in the item as was associated with the grant funding of the Trinity Centre due to his involvement with other related charities.

Councillor Gottlieb announced that he had a personal and pecuniary interest in the St Clement's Surgery as he owned the property. He advised that he would leave the meeting if there was any specific discussion about the property.

### 3. **APPOINTMENT OF SUB COMMITTEES**

It was agreed that the Overview and Scrutiny (Major Projects) Sub Committee would informally meet to discuss and agree its terms of reference for approval at a future meeting of this Committee, where Conservative group appointments to the Sub Committee would also be confirmed. Liberal Democrat group membership was agreed as set out below

It was noted that following recent changes to the Cabinet, Councillors Griffiths and Warwick were no longer members of the Committee. Replacements would be formally confirmed at Council on 23 February 2017. There were also some consequential changes to be made to Informal Scrutiny Groups and it was envisaged that these would be confirmed at the next meeting of the Committee.

RESOLVED:

That the Liberal Democrat nominations to the Overview and Scrutiny (Major Projects) Sub Committee be confirmed as follows:

Councillor Tod (Chairman), Councillor Prince, Councillor Iazard and Councillor Hutchison (deputy)

### 3. **MINUTES**

In respect of the minutes of the meeting of the Committee on 12 December 2017, Councillor Tod requested that the first sentence of the final paragraph of item 6 (Approval for Key Measures for Winchester Air Quality Action Plan, Report CAB2869 refers) be amended to read as follows (new text in bold):

**Councillor Tod** reiterated the point raised previously by Councillor Bell **(which he formally proposed and which was seconded, but was not**

**agreed**) that an Air Quality Impact Assessment section be built into every relevant Council report in future for completion.

RESOLVED:

That the minutes of the special meeting held 30 November 2016 and previous meeting held 12 December (subject to the above correction), be approved and adopted.

4. **SCRUTINY WORK PROGRAMME AND FEBRUARY 2017 FORWARD PLAN**

It was agreed that an Informal Scrutiny Group be appointed at the next meeting of the Committee to consider whether there has been any substantial increase to the workloads of Councillors following changes made to ward boundaries and the reduction of number of Members overall. This evidence could be submitted to the Independent Remuneration Panel which it was proposed should convene in the autumn. The Head of Legal and Democratic Services explained that this would be making recommendations regarding the existing Members' Allowance Scheme. As part of its work, it would be inviting representation from all Councillors in any case.

The Chairman referred to the Forward Plan and advised that the Replacement Leisure Centre Update report due to be considered by Cabinet at its February meeting, should also be considered at the next meeting of this Committee due to the significance of this project.

5. **PUBLIC PARTICIPATION**

At the invitation of the Chairman, Mr Simon Beck (Director of Winchester Churches Nightshelter), Andrew Beadle (Chair of Citizens Advice, Winchester District), Ian Steel (Vice-Chair, Theatre Royal Winchester) and Peter North (Trinity Winchester) addressed the Committee with regard to agenda item 9, Monitoring of Core Funded Organisations (Report OS158 refers). Their comments are summarised under the relevant agenda item below.

Councillor Bell also addressed the Committee with regard to agenda item 11, Mid-term refresh of the Parking Strategy (Report CAB2874 refers) and her comments are also summarised under the relevant agenda item below.

6. **ANNUAL COMMUNITY SAFETY PARTNERSHIP PERFORMANCE REVIEW**  
(Report OS153 refers)

Councillor Griffiths introduced the report and highlighted particular successes of the partnership arrangements from the previous 12 months and drew attention to key priorities and challenges going forward.

The Committee noted that additional performance information had been circulated from the Street Pastors.

The Chairman welcomed to the meeting Chief Inspector Claire Taylor and Dave Turner, Hampshire Fire and Rescue Service Group Commander. They both provided an update to the Committee and responded to questions and in summary, the following matters were raised:

- (i) The police worked with partner agencies with regard to delivering support to those affected by domestic abuse as well putting into place measures to stop reoccurrences of the offending.
- (ii) Licenced premises in the District were generally well managed and there was currently no evidence of any issues affecting the night time economy that could be directly attributed to any one particular premise. A premises that had previously shown as 'amber' due to reported incidences had worked with the police and successfully improved their operation.
- (iii) The Police would continue to support PACT (Police and Communities Together) meetings where these were well attended and where positive outcomes achieved. The police needed to be mindful of the best use of their staff resources.
- (iv) The Police were able to recruit officers within their agreed budgets up until 2018. The force had commissioned 'Process Evolution' to provide a report in due course on staffing resources available and demand to be met.
- (v) Hampshire Fire and Rescue Service employed approximately 50:50 full time and retained officers. They were currently experiencing some retention issues for retained officers in the Winchester area due to the lack of affordable houses for younger people and it was suggested that the Council may be able to assist with this. It was also requested that the Council could assist with promoting the need for retained officers and for employers to be as flexible as possible to accommodate them in the workplace.
- (vi) Hampshire Fire and Rescue Service had made some savings from the sharing of its strategic headquarters with other emergency services, as well as reorganisation of back office staff. A trading arm now undertook some commercial work and the service supported partnership working to help retain funding wherever possible. Changes in fire fighting techniques also had meant fewer staff were needed. 'Process Evolution' had also been engaged, having taken into consideration demand versus risk.
- (vii) Whilst recognising the various partnership working arrangements already in place (i.e. Troubled Families Initiative), having regard to domestic abuse, CI Taylor suggested that the Council could also investigate additional support to perpetrators so to prevent reoccurrence of offending.
- (viii) Whilst it was recognised that car crime was an issue across the District (including in rural areas) this was not a high priority area for the Police. Much preventative work had been done, including raising awareness of the need to protect cars parked in isolated beauty spots from break-ins.

- (ix) The Hampshire Fire and Rescue Service 'Safe and Well' scheme had been very successful and was highly regarded.
- (x) Crime data integrity was essential so that any particular trends were able to be quickly identified. These may be through data 'spikes', and steady rises that were out of kilter, as well as regular exception report analysis.
- (xi) Processes were in place to ensure that partner organisations provided support services to victims of crime. Integrated offender management looked to successfully challenge the potential for reoffending.
- (xii) Hampshire Fire and Rescue Service shared best practice with others and had protocols in place to refer certain cases to partner organisations. It was recognised that some life styles presented fire risk and the Service undertook various preventative initiatives, for example with known potential "fire setters".

At the conclusion of discussions, the Committee agreed that the Portfolio Holder should have particular regard to its commendation of the good work of the Council's Community Safety and Neighbourhood Services team throughout the District and also the valuable support of Street Pastors. Retained Fire Officers were also recognised as an important resource and it was agreed that the Portfolio Holder should investigate measures where the Council could support their roles where possible. It was also requested that the Portfolio Holder should note its concern of an apparent rise in instances reported of domestic abuse and that she should work with the relevant County Councillors to investigate, in particular, the need to deliver a programme of support to perpetrators.

RESOLVED:

That the Portfolio Holder for Health and Wellbeing have regard to the comments of the Committee as set out above and as summarised below:

- (i) Commendation of the work of the Council's Community Safety and Neighbourhood Services team throughout the District and also the valuable support of Street Pastors.
- (ii) Investigate measures where the Council could support the role of retained Fire Officers.
- (iii) Concern of an apparent rise in instances reported of domestic abuse and that the Portfolio Holder should work with the relevant County Councillors to investigate, in particular, the need to deliver programme of support to perpetrators.

8. **MONITORING OF CORE FUNDED ORGANISATIONS**  
(Report OS158 refers)

Mr Simon Beck (Director of Winchester Churches Night Shelter) advised that he continued to be grateful for the Council's support and was keen to remain working in partnership. Mr Beck referred to a lack of affordable housing in Winchester which meant that clients tended to stay at the shelter for longer periods. The facility was now looking to expand its premises and services. He reported that homelessness had doubled during the previous four years and was likely to continue to do so.

Andrew Beadle (Chair of Citizens Advice Winchester District) thanked the Council for its ongoing support. Client numbers continued to increase along with the growing complexities of individual cases. It was also apparent that there was an increasing number of clients with complex needs, including mental health conditions. The service now offered outreach, home and prison visits etc. It also provided some specialised projects which provided an income to support its grant funding. These included commissioned support services for the Council and for the Make Money Work Project. A recent survey had shown a 99% positive client satisfaction rate. Finally, the Service had been fortunate to have operated last year so as to generate a surplus, which been reinvested in its work.

Iain Steel (Vice-Chair Live Theatre Winchester Trust) provided an update on a number of changes with regard to Winchester Theatre Royal and Hat Fair. An improved budgeting, forecasting and management model was to be used from 1 April and the 2016/17 pantomime had been the most profitable yet. Tickets had already been sold for next year's pantomime. The Theatre continued to proactively work with local organisations and businesses across the District who wished to support the Theatre. To date, the Hat Fair had raised £32,000 in external contributions and the Theatre Royal £41,000 from sponsorship and donations. Various trusts and foundations were also being explored to underpin aspects of the organisation. The Theatre continued to deliver much outreach work across the District. The Hat Fair had now managed to break even for the first time in recent history and attracted approximately 60,000 people to Winchester annually. In the summer, there was now an opportunity to further diversify the Board as several existing members will have completed their terms of office.

Peter North (Trinity Winchester) reported that there had been a loss had been incurred to year-end 2016 and the organisation had reviewed services with a view to reducing spend, although it remained reliant on its grants and income sources. He referred to paragraph 2.3.1 of the Report which referred to a one-off donation of £500,000 and which (contrary to what was said in the report) did have restrictions on its use, albeit that these conditions had been imposed at the request of Trinity Winchester). Trinity was also auditing its services to identify whether there were gaps in service provision so that these could be addressed, including through further partnership working. Trinity would also be looking at the

robustness and consistency of its statistics and would work with the Leader to further improve their accuracy where there may be ambiguity. Finally, Mr North thanked the Council for its support and its close working relationship.

Councillor Miller thanked the organisations for their services, which may otherwise have fallen to the Council to deliver. 2017/18 was the final year of the three year Partner Organisation designation period. These will be reviewed in line with the new Council Strategy priorities.

The Committee asked questions of the Portfolio Holder and officers present. During discussion, the following matters were raised and responses given:

- (i) Officers worked closely with the organisations in receipt of a grant to deliver a funding and performance agreement. This was aligned with their business plan and their aspirations as well as to the current Community Strategy. The Council required Member representation as observers at trustee meetings, and aimed to liaise at all levels between the organisations.
- (ii) Assessment criteria for those organisations looking to be a Partner Organisation (which are the highest scoring applicants from among all those that apply for core funding from the Council) are reviewed every three years – when the Community (now Council) Strategy was reviewed. A rigorous and transparent scoring methodology is applied to applicants.
- (iii) The Council was required to be represented at board meetings (by Councillors) so to be able ensure good partnership working arrangements continued to be in place.

The Committee referred to Appendix 1 of the Report which set out an overview of partner organisation performance 2016/17. Members asked questions of the representatives of each of the organisations who were present:

- (i) Trinity Winchester

Mr North advised that Trinity had never knowingly duplicated services and now had protocols in place to ensure partnership working to deliver outcomes wherever achievable. The potential for further duplication was currently being investigated through an audit of services. Mr North advised that additional assistance from the Council may be necessary with regard to the more intensive drug and alcohol treatments and those with greater needs who would benefit from rehousing to be stabilised – with support. He reported that he had discussed with the Portfolio Holder a particular project that may help deliver this. Mr North also referred to domestic violence cases and that this was an area that was likely to require additional support in the future.

(ii) Winchester Churches Night Shelter

Mr Beck advised that he understood the comments in Appendix 1 with regard to board level engagement with the Council and that this would be addressed.

(iii) Live Theatre Winchester Trust

Mr Steel acknowledged that the Theatre Royal was of modest size and was also more likely to remain as a 'receiving house' as opposed one making its own productions – although it would continue to aspire to do so. The Theatre was historic and its interior attractive and unique and although a larger, bespoke building on another site (such as the River Park Leisure Centre site, for example) may be more viable, there would be significant emotional attachment to the current site. The Theatre currently had a capital project under consideration to increase capacity by an additional 40-50 seats. Links are being developed with the Hampshire Cultural Trust.

(iv) Citizens Advice Winchester District

Mr Beadle reported that whilst he appreciated reasons why their grant payment had been frozen for three years, other organisations were likely to find alternative fund raising easier. This was because there was an incorrect public perception that CAB was centrally supported. CAB was finding it progressively more difficult to operate with a frozen grant, especially as their client numbers continued to increase, along with complexity of cases. Mr Beadle acknowledged that clients experiencing mental health issues etc. could be signposted to additional assistance from other relevant partners.

The Committee noted that the Councillor representative on the board had in fact attended one meeting since the information was provided for this evening's Report.

(v) Carroll Centre

The Assistant Director (Economy and Communities) explained that whilst the Carroll Centre provided a good service to families in multiple needs in the Winchester area, the Council also underpinned various other initiatives across the wider District. This included work to deliver the 'supporting families' scheme as well as the more direct interface with the Council's Neighbourhood Wardens, and also through grant aid to a number of other charities.

At conclusion of debate, the Committee recognised that each of the partner organisations provided important services that were likely to fall upon the Council to deliver, should any of them be unable to operate in the future. Each also required financial stability, so to achieve matched funding etc. Whilst recognising the Council's own financial position, it was agreed that the Portfolio



Holder be asked to strive to maintain stability of each of the core funded organisations through their funding. In addition, the Committee noted that substance misuse and mental health were recurring issues which were being managed where possible by the organisations through their work. It was suggested that they be referred to the Health and Wellbeing Partnership to consider further the impact of this going forward.

RESOLVED:

1. That the information contained in the Report be noted.

2. That the Portfolio Holder for Estates have regard to the comments of the Committee as set out above and as summarised below:

(i) The Portfolio Holder be asked to strive to help each of the core funded organisations maintain stability through their funding.

(ii) The Committee noted that substance misuse and mental health were recurring issues which were being managed where possible by the organisations through their work. It was suggested that they be referred to the Health and Wellbeing Partnership to consider further the impact of this going forward.

9. **CAPITAL STRATEGY AND CAPITAL PROGRAMME 2017**  
(Report CAB28889 refers)

The Portfolio Holder for Finance introduced the report. The investment proposals as set out were required to achieve the Council's main objectives and priorities of the Council Strategy, including maintaining of service delivery and the Council's longer term ambition to be financially self sufficient. Each of the capital projects would be supported by business cases going forward.

The Committee asked number of detailed questions of the Portfolio Holder and Leader and of the officers present, which were responded to as summarised below:

- (i) The Chief Executive clarified that a business case for individual capital projects was developed and assessed and the programme brought forward for Members' consideration. With regard to the Station Approach project, it was recognised that this had been 're-set' and a report on a revised scheme was to be considered by Cabinet for the project to go forward. The Capital Programme at Appendix C had been prepared on the basis that the scheme to be delivered would be fully backed and funded by the Council.
- (ii) Councillor Godfrey referred the Committee to page 5 of the Capital Strategy which listed various capital projects which had yet to receive formal

approval (or had been supported with business cases at this time) to be added to the Capital Programme.

- (iii) Councillor Horrill emphasised that in the context of the many projects currently being work in progress, the Capital Programme would certainly be required to evolve.
- (iv) Councillor Godfrey responded to concerns that the Capital Programme may be too reliant upon successful delivery of the Station Approach project and whether there may be too much of a risk of a net negative position as a consequence. He was satisfied that across the whole Capital Strategy, there were a number of other projects which, collectively delivered, would mean that this was not a significant risk to the Council. He recognised that Station Approach was an important project for the Council to deliver but reminded Members of the Central Winchester Regeneration and other key projects.
- (v) Councillor Horrill emphasised that the Capital Strategy was a living document and that it was necessary for there to be many projects to consider, in case not all were delivered. She referred to the huge investment of the Council across the Housing Revenue Account to the benefit of residents.
- (vi) Councillor Godfrey recognised that there were various high priority projects necessary to reduce particular impact, from matters such as flooding. Although the aspirational list on page 5 of the Capital Strategy referred to some river, flood and drainage schemes which were not yet in the Programme, each would be assessed with regard to their relative impact. There had been various major capital projects across the District related to flooding that had been delivered successfully.
- (vii) Councillor Godfrey explained that business cases for each of the projects would set out their corresponding social and environmental return upon the investment. In addition, the programme would be based in future years on the new Council Strategy and the approach taken to outcome-based budgeting.

At conclusion of debate, it was considered that having a large capital programme was a useful 'place holder' for the various projects being considered by the Council, and together with robust processes (including the requirement for individual business cases), this meant that the Capital Strategy and Programme was to be generally welcomed and also would evolve going forward. The importance of revenue-generating projects in the Plan must be particularly recognised. The Committee voted on a proposal (which was seconded, and carried) that Portfolio Holder's management of the Capital Programme must be based on the various financial, environmental and social outcomes that the Council was looking to achieve.

**RESOLVED:**

That the Leader and Portfolio Holder for Finance have regard to the comments of the Committee as set out above, in particular its request for there to be outcome-based portfolio holder management of the Capital Strategy

**RECOMMENDED:**

**THAT THE CAPITAL STRATEGY AND PROGRAMME 2017 BE NOTED.**

10. **MID TERM REFRESH OF THE PARKING STRATEGY**

(Report CAB2874 refers)

**MINUTE EXTRACT OF CABINET HELD 7 DECEMBER 2016**

(Report OS159 refers)

**MINUTE EXTRACT OF CABINET (TRAFFIC AND PARKING) COMMITTEE HELD 4 JANUARY 2017**

(Report OS160 refers)

The Committee also referred to Report CAB2885(TP) – Car Parking Charges and Operation Review and corresponding minute – Report CAB2894.

This item had been brought forward for scrutiny at the request of the Committee at its previous meeting.

At the invitation of the Chairman, Councillor Bell addressed the Committee. In summary, Councillor Bell advised that the refresh of the existing Strategy had failed to address in full two particular important aspects, namely; the seven day economy that existed in Winchester (Sunday was a busy day in the town centre) and also Air Quality Management. The Car Parking Strategy only referred to relative links to the Air Quality Action Plan. Within the Strategy she welcomed the continuation of a three ring tier approach to car parking. Councillor Bell reiterated her previous request for all Council reports and strategies coming forward to have an implications section that also referred to environmental issues. This would capture relative impacts from proposals on (for example) sustainability, energy and air quality.

Councillor Warwick introduced the Report and responded to Councillor Bell's representations.

Councillor Warwick thanked the previous portfolio holder, Councillor Byrnes, for his input to the Strategy. In summary, the document carefully balanced economical and environmental aspects associated with car parking. In response

to Councillor Bell and other questions of the Committee, she reiterated that car parking was only a small part of the important air quality issue. The Council was to work closely with Hampshire County Council to deliver a joint Transport Strategy for Winchester and beyond. This would consider, for example, a problem for the amount of time currently taken for passengers to travel by bus into Winchester from the South Park and Ride.

The Committee noted that the public transport was currently prohibitively expensive for it to be an alternative for local residents to travel into the town centre. This was despite Winchester being relatively well served by buses.

It was recognised by the Committee that car parking had an important role to play with reducing congestion in the town centre. Future strategies must continue to have regard to new technology, including, in the longer term (for example) from driverless vehicles.

RESOLVED:

That the Parking Strategy be noted

The meeting commenced at 6.30pm and concluded at 9.45pm

Chairman