

**Scrutiny Reports for CEB
for
City Executive Board - Wednesday 13 June 2018**

23. **Scrutiny Committee Reports** (Pages 3 - 18)

This page is intentionally left blank

To: City Executive Board
Date: 13 June 2018
Report of: Scrutiny Committee
Title of Report: Fusion Lifestyle Annual Service Plan and Performance Dashboard

Summary and recommendations	
Purpose of report:	To present Scrutiny Committee recommendations concerning the Fusion Lifestyle Annual Service Plan and Performance Dashboard.
Key decision:	Yes
Scrutiny Lead Member:	Councillor Andrew Gant, Chair of Scrutiny
Executive Board Member:	Councillor Linda Smith, Deputy Leader and Board member for Leisure and Housing
Corporate Priority:	Strong and Active Communities; A Vibrant and Sustainable Economy; A Clean and Green Oxford
Policy Framework:	Leisure and Wellbeing Strategy 2015 to 2020
Recommendation: That the City Executive Board states whether it agrees or disagrees with the recommendations in the body of this report	

Appendices
Appendix 1 – Draft City Executive Board Response to Scrutiny Recommendations

Introduction and overview

1. The Scrutiny Committee considered a report concerning Fusion Lifestyle’s (Fusion) Annual Service Plan and performance at a meeting on 5 June 2018. This was provided in advance of the City Executive Board considering a recommendation to endorse the Annual Service Plan at its meeting on 13 June 2018.
2. The report provided the Committee with an overview of the local leisure market in both the local and national context. The report also highlighted the total number of visits to Fusion Leisure Centres recorded since the Council entered into a contract with the not for profit organisation in 2009. Usefully, the report drew attention to areas of concern including:
 - A decline in overall customer satisfaction

- Challenges in recruiting and retaining staff such as lifeguards
 - Limited investment planned for the leisure centres in 2018/19 (although significant investment is being made in a new sports park near Horspath)
3. The Committee would like to thank Councillor Linda Smith (Board member for Leisure and Housing) and Ian Brooke (Head of Community Services) for presenting the report to the Committee. The Committee were also grateful to Lucy Cherry (Leisure and Partnership Manager) for her work on the report and for the attendance of Mark Munday (Fusion Divisional Business Manager) and Graham Ashby (Fusion Oxford Contract Manager).

Summary and recommendations

4. The main areas of concern for the Committee are the decline in the number of visitors to Fusion Leisure Centres, and that Fusion does not have any planned investments in its existing centres in 2018/19. The Committee also expressed concern over the decline in customer satisfaction, and responsiveness of repair and improvement works. Fusion representatives and officers were candid in their responses, and quick to acknowledge these areas of concern and provide an explanation concerning these issues.
5. The Committee heard from the Board Member and officers that changes in the leisure market nationally and locally were presenting a challenge for maintaining Fusion's customer base. The Committee noted that the market has become increasingly saturated with private sector gyms and leisure clubs at both the budget and higher end of the market. The diversification of leisure activities, such as community runs and organised obstacle events, also offers more choice for customers, drawing them away from the more traditional leisure centre offering provided by Fusion. However, it was suggested that Fusion could be more involved in the organisation and delivery of these new activity types.
6. Reassuringly, Oxford remains one of the most physically active cities in the country, and the Committee were not presented with any evidence to suggest that overall physical activity levels are declining. However, from a contract management perspective, there is concern that Fusion, as the Council's leisure partner, may face financial challenges if visitor numbers continue to decrease. The Committee were however pleased to hear from the Divisional Business Manager that 2018/19 looked more promising than 2017/18.
7. The Committee expressed particular concern about paragraph 19 in the report, which states "*We do not have any investments planned for our leisure centres in 2018/19, so it is highly unlikely that the current trend of reducing visits will change.*" Reference was also made in paragraph 20 to Fusion '*working hard to try to tighten up their costs.*' Members expressed concern that declining customer satisfaction coupled with a lack of investment will only result in a further loss of customers. Accordingly, the Committee request that an action plan be developed to address the decline in visitor numbers, and that it be made available for member review.
8. The Committee recognises that the Council wants to be ambitious in its targets for Fusion, but these should also be realistic and achievable, particularly in the context of the increasingly competitive leisure market. The 2017/18 target for a 5%

increase in participation has now been reduced to 3% for 2018/19, and the baseline number of visits the target will be measured against will be lower. Nevertheless, as the report predicts that the trend of reducing visits will continue, the Committee asks whether the 3% increase target for 2018/19 is realistic and achievable.

9. ***Recommendation 1 - That the overall visitor numbers target set for Fusion Lifestyle leisure centres is reviewed to take account of emerging market pressures. Despite previous years of success, consideration should be given to whether the 3% year on year increase remains realistic and achievable.***
10. ***Recommendation 2 - That an action plan is developed to address the decline in the total number of visits recorded and is made available to members for review.***
11. The annual reduction of 340,000 visits to Fusion Leisure Centres between 2016/17 and 2017/18 represents a significant shortfall against the previous target of a 5% annual increase. This is disappointing when set against the national context of increasing leisure and gym memberships ([2017 State of the UK Fitness Industry Report](#)) but is likely to be impacted on by market changes discussed earlier.
12. Other high level indicators concerning customer satisfaction and the rectification of repairs also show a decline in performance. However, there are few other indicators to illustrate what is causing the reduction in visitor numbers. It is therefore difficult to differentiate between the effect that wider market pressures are having on visitor numbers, and the extent to which declining customer satisfaction is contributing to a reduction in visitor numbers.
13. The Committee believes that better understanding the customer experience and customer service performance will enable the development of a more informed action plan to address the decline in visitor numbers.
14. ***Recommendation 3 - That quarterly quantitative data is made available (which the Scrutiny Committee will monitor) to enable the Council to better understand Fusion Lifestyle's performance in additional key areas, such as the proportion of calls answered, trends in staffing numbers and turnover, and responsiveness to repairs.***
15. Members of the Committee suggested that the marketing and promotion of Fusion's offering could be improved in their local area. Members reported a lack of continuity in both advertising and timetabling of activities. Specific groups mentioned that could benefit from improved marketing included under 17s, older people, and members of the BAME community. The marketing of learn to swim opportunities to school children were considered a priority, given the potential for, and past instances of, young people drowning in the City's waterways.
16. A discussion also took place on the temperature of swimming pools, as members had received feedback that some pools were too cold for non-competitive swimmers including target groups such as older people and young children. The Committee questioned whether temperatures could be varied on specific days, recognising that there may be logistical challenges in making water temperatures

satisfactory for different user groups. The Fusion Divisional Business Manager explained that water temperatures comply with national guidance and committed to giving this issue further consideration.

17. ***Recommendation 4 - That further marketing, publicity and engagement activities are undertaken to raise awareness of swimming opportunities and concessions for u17s, older people, and members of the BAME community. Specifically, there should be more engagement at a local level, such as with schools and playgroups in the Hinksey Park area to promote learn to swim initiatives, and make better use of the outdoor pool.***

Further Consideration

18. The Scrutiny Committee recognises the Council's contract with Fusion as a key priority for the Council in supporting strong and active communities. Despite years of success in making significant savings for the Council and increasing participation in physical activity, the recent decline in visitor numbers is of concern. For this reason, the Committee continues to express an interest in reviewing a performance dashboard at quarterly intervals. Where possible, this includes the types of data highlighted in recommendation 4.

Report author	Stefan Robinson
Job title	Scrutiny Officer
Service area or department	Law and Governance
Telephone	01865 252191
e-mail	srobinson@oxford.gov.uk

Appendix 1 – City Executive Board response to recommendations of the Scrutiny Committee made on 5 June 2018 concerning the Fusion Lifestyle’s Annual Service Plan and Performance Dashboard

Provided by the Board Member for Leisure and Housing

Recommendation	Agree?	Comment
1. That the overall visitor numbers target set for Fusion Lifestyle leisure centres is reviewed to take account of emerging market pressures. Despite previous years of success, consideration should be given to whether the 3% year on year increase remains realistic and achievable.	No	The new year has started positively and we are still ambitious for the contract so would want to stick with the current targets.
2. That an action plan is developed to address the decline in the total number of visits recorded and is made available to members for review.	Yes	The Annual Service Plan is very much this plan and all the actions are targeted are getting more people active in our centres.
3. That quarterly quantitative data is made available (which the Scrutiny Committee will monitor) to enable the Council to better understand Fusion Lifestyle’s performance in additional key areas, such as the proportion of calls answered, trends in staffing numbers and turnover, and responsiveness to repairs.	In part	We will review what information can be added to the Council’s quarterly performance report.
4. That further marketing, publicity and engagement activities are undertaken to raise awareness of swimming opportunities and concessions for u17s, older people, and members of the BAME community. Specifically, there should be more engagement at a local level, such as with schools and playgroups in the Hinksey Park area to promote learn to swim initiatives, and make better use of the outdoor pool.	Yes	We have a detailed marketing plan and the headlines are included in the Annual Service Plan. However, we will further review how we can increase attendance in target groups.

7

This page is intentionally left blank

To: City Executive Board
Date: 13 June 2018
Report of: Scrutiny Committee
Title of Report: Safeguarding Annual Report

Summary and recommendations	
Purpose of report:	To present a Scrutiny Committee recommendation concerning the Council's Safeguarding Annual Report
Key decision:	Yes
Scrutiny Lead Member:	Councillor Andrew Gant, Chair of Scrutiny
Executive Board Member:	Councillor Marie Tidball, Board member for Supporting Local Communities
Corporate Priority:	Strong and Active Communities
Policy Framework:	Corporate Plan
Recommendation: That the City Executive Board states whether it agrees or disagrees with the recommendation in the body of this report	

Appendices
Appendix 1 – Draft City Executive Board Response to Scrutiny Recommendation

Introduction and overview

1. The Scrutiny Committee considered the Safeguarding Annual Report at a meeting on 5 June 2018. This was provided in advance of the City Executive Board considering recommendations to agree the Safeguarding Action Plan, and approve the Safeguarding Policy, at its meeting on 13 June 2018.
2. The Committee would like to thank Councillor Marie Tidball (Board member for Supporting Local Communities), Linda Ludlow (Strategic Lead for Human Exploitation), Daniella Granito (Policy and Partnership Team Manager) and Rosie Woollcott (Safeguarding Coordinator) for producing the report and attending the meeting to answer questions.

Summary and recommendation

3. The report highlighted key achievements of the Council in relation to its safeguarding responsibilities, which were welcomed by the Committee. It was positive to see that as part of the recent Safeguarding Audit, the Council was judged to have evidenced full compliance in eight out of ten safeguarding standards, and the remaining two were either near completion or fully met but not fully evidenced.
4. The Committee also heard about progress made in establishing a network of safeguarding champions, and how each new member of staff is required to undergo basic safeguarding awareness training as a minimum. These are all positive steps that the Committee welcomed. The Board Member highlighted the imminent introduction of MyConcern, a safeguarding reporting system for councillors and council officers, where third party reports could be recorded. The Committee were pleased to note the introduction of this system, which no doubt all councillors will be made aware of.
5. The Committee noted the level of work being undertaken by the Council and its partners to meet our safeguarding duties, and that awareness training is being delivered to a variety of vulnerable groups. It is positive to see that previous scrutiny review work and recommendations provided by the Committee have contributed to the Council's safeguarding work. For example, the safeguarding statement of intent for hotels.
6. The Committee discussed the challenges of identifying vulnerable residents. For example, members suggested that tracking missed payments as an indicator that something might be wrong does not work when payments are made by direct debit, so it cannot be assumed that everything is ok for a vulnerable resident if payments continue to be made. This may be a particular challenge for those with dementia. The Alzheimer's Society are clear that managing personal finances can become a struggle for those with that condition, and have produced [guidance](#) on how best to manage this challenge. The Board Member provided reassurance that frontline staff are trained in "Making Every Contact Count" which provides an opportunity for vulnerable residents to be identified through a range of different daily customer interactions.
7. It was recognised that the Council takes additional steps to ensure that all private hire and hackney carriage license holders operating in the City are aware of their safeguarding responsibilities. However, members did raise concerns over the prevalence of taxi drivers from surrounding district areas coming into the City who have not been through such a robust safeguarding process. The Committee were pleased to hear however that officers were aware of the issue and monitoring the situation.
8. Members of the Committee wanted to understand how the Council measured whether the safeguarding message was reaching vulnerable groups, and how many people had received direct awareness training or safeguarding education. Undoubtedly, there is a sizeable and measurable amount of work towards delivering safeguarding education and training, and meeting the Council's safeguarding duties. However, the Committee felt there was a need to gain a better

understanding of the number of school aged children that have received training, or are due to receive training.

9. The Committee is seeking reassurance that a high proportion of school aged children are being educated about safeguarding issues, including how to avoid being a victim, and identifying and reporting abuse. The Committee heard about programmes delivered for schools such as the educational play “Chelsea’s Choice,” and see value in understanding the reach of this type of work. By better understanding the reach of our safeguarding work, there may be opportunity to identify groups that could benefit from additional support. For example, a specific school, locality, age group or gender may be in need of additional support.
10. ***Recommendation 1 - That the Council works with partners, such as the Oxfordshire Safeguarding Board, to gather data on the number of school aged children that receive face to face safeguarding awareness training, such as that delivered by the youth ambition team, to better understand the reach of safeguarding work in Oxford. Once collated, this should be shared with partners such as the Children’s Trust, together with any evaluation and analysis.***

Report author	Stefan Robinson
Job title	Scrutiny Officer
Service area or department	Law and Governance
Telephone	01865 252191
e-mail	srobinson@oxford.gov.uk

This page is intentionally left blank

Appendix 1 - City Executive Board response to recommendations of the Scrutiny Committee made on 5 June 2018 concerning the Safeguarding Annual Report

Provided by the Board Member for Safer, Greener Environment

13

<i>Recommendation</i>	<i>Agree?</i>	<i>Comment</i>
<p>1) That the Council works with partners, such as the Oxfordshire Safeguarding Board, to gather data on the number of school aged children that receive face to face safeguarding awareness training, such as that delivered by the youth ambition team, to better understand the reach of safeguarding work in Oxford. Once collated, this should be shared with partners such as the Children’s Trust, together with any evaluation and analysis.</p>	<p>Yes</p>	<p>The City Council will work with the Local Authority Designated Officer (LADO) in the County Council to collate, evaluate and analyse data on safeguarding awareness training in Oxford City Schools, which can then be shared with partners as soon as it available later this year, and will be included in the 2019 Safeguarding Report for review by Scrutiny.</p> <p>Safeguarding in schools is addressed in the curriculum under PSHE (personal, social, health and economic education), and any additional safeguarding training and the focus of that training is down to the individual school to commission. A programme of protective behaviours work with schools is being developed by the Kingfisher Team for deployment in the 2018/19 academic year.</p> <p>Schools in Oxfordshire submit an annual safeguarding report to the LADO in which they are asked if safeguarding is covered in the curriculum. They can then add comments and provide further information on the training that has taken place.</p>

Date of agreed response: 12 June 2018

This page is intentionally left blank

To: City Executive Board
Date: 13 June 2018
Report of: Scrutiny Committee
Title of Report: Modern Slavery Act Transparency Statement 2017/18

Summary and recommendations	
Purpose of report:	To present a Scrutiny Committee recommendation concerning the Modern Slavery Act Transparency Statement 2017/18
Key decision:	No
Scrutiny Lead Member:	Councillor Andrew Gant, Chair of Scrutiny
Executive Board Member:	Councillor Tom Hayes, Board member for Safer, Greener, Environment
Corporate Priority:	Efficient and Effective Council and Strong and Active Communities
Policy Framework:	None
Recommendation: That the City Executive Board states whether it agrees or disagrees with the recommendation in the body of this report	

Appendices
Appendix 1 – Draft City Executive Board Response to Scrutiny Recommendation

Introduction and overview

1. The Scrutiny Committee considered the Modern Slavery Act Transparency Statement (“the Statement”) 2017/18 at a meeting on 5 June 2018. This was provided in advance of the City Executive Board considering a recommendation to approve the Statement for publication at its meeting on 13 June 2018.
2. The report explained that all organisations with a turnover of £36m or more are required under the Modern Slavery Act 2015 to prepare a slavery and human trafficking statement for each financial year. As part of the Statement, the Council is required to set out the steps taken in the previous year to ensure that no slavery or human trafficking is taking place in any part of its business or supply chain.

3. The Committee would like to thank Councillor Tom Hayes (Board member for Safer, Greener, Environment) and Linda Ludlow (Strategic Lead for Human Exploitation) for producing the report and attending the meeting to answer questions.

Summary and recommendation

4. The Statement presented to the Committee set out the practices that the Council already has in place to tackle modern slavery, and those actions it has committed to in response to its duties under the Act. The Board Member highlighted that across the Thames Valley Police area, recorded cases of modern slavery have been rising. Research figures released by the Thames Valley Police and Crime Commissioner suggest that in 2016, there were likely to be 533 victims of modern slavery in the region, 157 of which were in Oxfordshire.
5. However, separate to criminal justice figures, service providers estimate the number of Thames Valley victims to be in the region of 2,462 ([Estimating the Extent of Modern Slavery Report, 2017](#)), equating to 748 in Oxfordshire. It was particularly concerning to hear that some people are not even aware that they are victims of this slavery. The Committee hopes that the Board Member will continue to hold the Police and Crime Commissioner and other partners to account for tackling modern slavery through his role on the Police and Crime Panel. It should be noted that police operations in the Oxford area in the days that followed the meeting resulted in [four men being arrested](#) and charged for modern slavery and forced labour offences.
6. The Committee noted that the report requested that the City Executive Board approves the Modern Slavery Act Transparency Statement. In reviewing the Statement, the Committee believed that consideration should be given to how the Council's wholly owned companies might have to comply with the Act, and whether these companies should be referenced in the Council's own Statement, given the close working relationships.
7. ***Recommendation 1 - That consideration is given to whether the Council's Modern Slavery Transparency Statement should be amended to include reference to the Council's wholly owned companies, highlighting that as separate entities they may also have their own statements.***

Report author	Stefan Robinson
Job title	Scrutiny Officer
Service area or department	Law and Governance
Telephone	01865 252191
e-mail	srobinson@oxford.gov.uk

Appendix 1 - City Executive Board response to recommendations of the Scrutiny Committee made on 5 June 2018 concerning the Modern Slavery Act Transparency Statement 2017/18

Provided by the Board Member for Safer, Cleaner Environment

<i>Recommendation</i>	<i>Agree?</i>	<i>Comment</i>
That consideration is given to whether the Council's Modern Slavery Transparency Statement should be amended to include reference to the Council's wholly owned companies, highlighting that as separate entities they may also have their own statements.	Yes	Oxford Direct Services and Oxford City Housing Ltd – Oxford City Council's wholly owned companies have agreed to adopt Oxford City Council's Modern Slavery Transparency Statement within their policies once approved by their individual Boards through their own processes. Reference will be made to the Council's wholly owned companies in the Council's Modern Slavery Statement.

This page is intentionally left blank