

**EXTRAORDINARY GROWTH SCRUTINY COMMITTEE  
AGENDA**

**Tuesday 19<sup>th</sup> February 2019 at 1300 hours  
in Committee Room 2, The Arc, Clowne**

<b>Item No.</b>		<b>Page No.(s)</b>
	<b>PART 1 – OPEN ITEMS</b>	
1.	To receive apologies for absence, if any.	
2.	Members should declare the existence and nature of any Disclosable Pecuniary Interest and Non Statutory Interest as defined by the Members' Code of Conduct in respect of:  a) any business on the agenda b) any matters arising out of those items  and, if appropriate, withdraw from the meeting at the relevant time.	
3.	Review of Income Generation – Approval of Final Report. <b><i>Members are advised content at section 5.2 (commencing page 15) is undergoing final clarification and revised financial detail is to follow.</i></b>	3 to 50

**Bolsover District Council**

**Growth Scrutiny Committee**

**19<sup>th</sup> February 2019**

<b>Review of Income Generation</b>
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**Report of the Chair of Growth Scrutiny Committee**

This report is public

**Purpose of the Report**

- To present to Scrutiny the completed report for the recent Review of Income Generation.

**1. Report Details**

- 1.1 The Growth Scrutiny Committee agreed to undertake a Review of Income Generation, as part of the 2018/19 work plan following consideration of a range of topics suggested at the Annual Scrutiny Conference.
- 1.2 While the Committee agreed the scope of this review early in the municipal year 2017/18, due to changes in staffing internally the review did not progress as planned. As a result we further refined the scope in January 2018, which allowed us to re-focus on assessing how we had generated Income to date and identify new ways of increasing income to the Authority.
- 1.3 The core reason for taking this review forward, was to identify additional ways to reduce the impact of the loss of the Revenue Support Grant. This was in addition to examining work that has already been achieved developing additional income streams to the Authority. As part of the review, Members looked at our existing approach across various service areas, alongside how our approach was defined via policy/strategy.
- 1.4 The aims of the review were:
  - to consider what has already been done to generate income
  - to consider what other authorities have done to generate income
  - to make recommendations on ways for the authority to generate income

The key issues identified were as follows:

- Potential ways to generate income
- Does the Council have a policy on trading/charging that is aligned to Council strategy and a delivery plan?

- Does the authority have staff with relevant skills and professional development to lead?
  - How is the move to greater commercialism impacting on the current/future workforce of the council and what training and development may be needed?
  - Sustainable or one-off? What are the options?
  - Risk management – how to protect council interests but use opportunities (what is considered acceptable in terms of level of risk/reward?)
  - What does the authority have available by way of assets and/or services in order to generate new income?
  - Working collaboratively, could the authority invest across other authorities to pool investment and share risks?
- 1.5 As documented throughout the attached report, there were a number of areas of investigation that have ultimately been subsumed in to the Transformation Plan 2018. Members acknowledge that there will now be a specific route for delivery of these initiatives, via the Transformation Governance Group, and urge those involved to look at the initiatives we have identified as a priority for further exploration over the next twelve months.

## **2. Conclusions and Reasons for Recommendation**

- 2.1 The Committee have put together 14 recommendations which will hopefully assist the Council in identifying new investments and mechanisms for income generation.
- 2.2 The key issues arising from the review are:
- How we currently market our services and expertise externally;
  - Our approach to investments and being risk aware, not risk averse;
  - How we manage and develop our existing assets;
  - How we embed a culture of commercialisation across the organisation, in order to secure the future financial stability of the Council
- 2.3 It is hoped that the recommendations set out in this review report will help the Council move forward with new approaches to income generation, and identifying improvements to the management of our existing assets to create further income sustainability.

## **3. Consultation and Equality Impact**

- 3.1 All Scrutiny Committees are committed to equality and diversity in undertaking their statutory responsibilities and ensure equalities are considered as part of all Reviews. The selection criteria when submitting a topic, specifically asks members to identify where the topic suggested affects particular population groups or geographies.
- 3.2 The Council has a statutory duty under s.149 Equality Act 2010 to have due regard to the need to advance equality of opportunity and to eliminate discrimination.

#### **4. Alternative Options and Reasons for Rejection**

- 4.1 Executive could choose not to endorse the recommendations of the review, where they feel the course of action recommended is beyond the delivery capacity of the Authority.

#### **5. Implications**

##### **5.1 Finance and Risk Implications**

- 5.1.1 None from this report. Any future investments and service/staffing changes would be subject to separate approval via Executive or Delegated Decision, subject to the level of finance required. A number of initiatives identified will be considered as part of the Transformation Plan 2018.

##### **5.2 Legal Implications including Data Protection**

- 5.2.1 In carrying out scrutiny reviews the Council is exercising its scrutiny powers as laid out in s.21 of the Local Government Act 2000 and subsequent legislation which added/amended these powers e.g. the Local Government and Public Involvement in Health Act 2007.
- 5.2.2 The Council has a statutory duty under s.149 Equality Act 2010 to have due regard to the need to advance equality of opportunity and to eliminate discrimination.

##### **5.3 Human Resources Implications**

- 5.3.1 None from this report.

#### **6. Recommendations**

- 6.1 That the Committee endorses the recommendations of the review outlined in section 2 of the attached report.
- 6.2 That Committee submits the report to Executive for approval, in accordance with the Scrutiny Committee Terms of Reference – Part 3.6 (10) of the Constitution.
- 6.3 That following approval by Executive, monitoring of these recommendations by Committee takes place over a twelve month period via the PERFORM system with an update report to Committee at the end of the monitoring period.

## 7. Decision Information

<p><b>Is the decision a Key Decision?</b>  A Key Decision is an executive decision which has a significant impact on two or more District wards or which results in income or expenditure to the Council above the following thresholds:  <i>BDC:      Revenue - £75,000    <input type="checkbox"/></i>                    <i>Capital - £150,000    <input type="checkbox"/></i>  <i>NEDDC: Revenue - £100,000 <input type="checkbox"/></i>                    <i>Capital - £250,000    <input type="checkbox"/></i>  <input checked="" type="checkbox"/> <i>Please indicate which threshold applies</i></p>	No
<p><b>Is the decision subject to Call-In?</b>  (Only Key Decisions are subject to Call-In)</p>	No
<p><b>Has the relevant Portfolio Holder been informed</b></p>	Yes
<p><b>District Wards Affected</b></p>	N/A
<p><b>Links to Corporate Plan priorities or Policy Framework</b></p>	<p>Aim: Unlocking our Growth Potential</p> <p>Priorities: Supporting Enterprise; Unlocking Development Potential; Enabling Housing Growth</p> <p>Aim: Transforming Our Organisation</p> <p>Priorities: Making the best use of our assets; Ensuring financial sustainability and increasing revenue streams</p>

## 8. Document Information

Appendix No	Title
3.1	Review of Income Generation.
<b>Background Papers</b> (These are unpublished works which have been relied on to a material extent when preparing the report. They must be listed in the section below. If the report is going to Cabinet (NEDDC) or Executive (BDC) you must provide copies of the background papers)	
Please contact Scrutiny & Elections Officer where further information is required.	
Report Author	Contact Number
Joanne Wilson, Scrutiny & Elections Officer	01246 242385

Report Reference –



# **Review of Income Generation**

## **September 2017 – January 2019**

### **GROWTH SCRUTINY COMMITTEE**

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## Chair's Foreword

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While we agreed the scope of this review early in the municipal year 2017/18, due to changes in staffing internally the review did not progress as planned. As a result we further refined the scope in January 2018, which allowed us to re-focus on assessing how we had generated income to date and identify new ways of increasing income to the Authority.

We felt it was important to look at income generated by both assets and services, rather than focussing on one specific area. Due to further changes to the Transformation Programme during 2018, it was agreed to roll the review forward in to the 2018/19 municipal year, in order to be able to fully consider the options available to the Council for further Income Generation. While we have tried to complement existing activity where possible, Members have also identified specific ideas for further consideration. This is reflected in our recommendations.

**Councillor Jen Wilson**  
**Chair of Growth Scrutiny Committee**

# 1. Introduction

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The core reason for taking this review forward, was to identify additional ways to reduce the impact of the loss of the Revenue Support Grant. This was in addition to examining work that has already been achieved developing additional income streams to the Authority.

As part of the review, Members looked at our existing approach across various service areas, alongside how our approach was defined via policy/strategy. Members are aware that a range of revised practices and structures have been implemented over the last 10 years, and in particular since 2011 with the formation of the Strategic Alliance.

There have been two key Transformation Programmes, with the third revision now being developed and finalised. It is clear the Authority has continued to review its working practices, endeavouring to take a more commercial approach to service development and delivery.

The evidence gathered by Members however, shows that there is still further room for improvement in service design and delivery, and the need to invest in technology and staffing, where deemed necessary, in order to facilitate this. Furthermore, where services are trying to take a more commercial approach, it is clear that our marketing approaches; analysis of take up/service usage; and co-ordination could be further enhanced.

## 2. Recommendations

<b>PERFORM Code</b>	<b>Recommendation</b>	<b>Desired Outcome</b>	<b>Target Date</b>	<b>Lead Officer</b>	<b>Resources</b>	<b>Service Response</b>
GSc17-19 1.1	That a feasibility study is considered in relation to the replication of The Tangent 'model' at other sites within the District, for both the generation of additional rental income and provision of additional support to the SME sector.	Additional provision for the SME sector within the District resulting in increased NNDR, employment and training opportunities.	March 2020	Joint Head of Property & Commercial Services	Officer time.  Potential to deliver via Transformation Plan 2018.	
GSc17-19 1.2	That a feasibility study is considered in relation to the development of a dedicated conference/civic function facility, for the generation of additional income (both rental and return on investment).	Additional income from rental income, civic events and return on investment. Improved community facilities	March 2020	Joint Head of Property & Commercial Services	Officer time.  Potential to deliver via Transformation Plan 2018.	

<b>PERFORM Code</b>	<b>Recommendation</b>	<b>Desired Outcome</b>	<b>Target Date</b>	<b>Lead Officer</b>	<b>Resources</b>	<b>Service Response</b>
GSc17-19 1.3	That the Transformation Governance Group give due consideration to the schemes suggested by Leisure and others in relation to potential Leisure developments/ investments at Pleasley Vale and the surrounding area, which have been put forward as an option for delivery in the revised Transformation Programme.	Increased income generation; further; improvements to health and wellbeing offer to residents and customers; increased tourism footfall and overnight stays.	March 2020	Joint Head of Partnerships & Transformation/ Leisure Operations Manager	Officer time.  Potential to deliver via Transformation Plan 2018.s	
GSc17-19 1.4	That the feasibility of a permanent Business Improvement/Engagement post be considered to further secure the future growth of the PVOAC site, in line with other Business Improvement posts within Leisure Services.	Increased income generation to ensure site remains self-financing and further sustainability to the future of the site.	March 2020	Joint Head of Partnerships & Transformation/ Leisure Operations Manager	Officer time  Leisure staffing budget – could be self-financing from increased business generated.	

<b>PERFORM Code</b>	<b>Recommendation</b>	<b>Desired Outcome</b>	<b>Target Date</b>	<b>Lead Officer</b>	<b>Resources</b>	<b>Service Response</b>
GSc17-19 1.5	That the feasibility of a permanent post for Extreme Wheels covering business improvement and volunteering be considered, pending analysis of the achievements via the temporary post.	Maintaining increased income and engagement levels, further expanding the profile of the service.	March 2020	Joint Head of Partnerships & Transformation/ Leisure Operations Manager	Officer time  Requires mainstream staffing budget or extension of grant funding.	
GSc17-19 1.6	That the Corporate Marketing Strategy is refreshed to reflect a revised approach to marketing the commercial services of the Council.	Improved coordination to marketing of Council services, leading to increased income generation.	March 2020	Communications, Marketing & Design Manager	Officer time	
GSc17-19 1.7	That the feasibility of the initiative proposed with the Transformation Plan 2018 for a 'Services Pack', being taken forward as a priority – to include Parishes/VCS organisations; residents and businesses.	Increased income generation, improved coordination to marketing of Council services.	March 2020	Joint Head of Corporate Governance & Monitoring Officer/ Communications, Marketing & Design Manager	Officer time	

<b>PERFORM Code</b>	<b>Recommendation</b>	<b>Desired Outcome</b>	<b>Target Date</b>	<b>Lead Officer</b>	<b>Resources</b>	<b>Service Response</b>
GSc17-19 1.8	That Executive considers a more targeted approach is taken to the marketing of our services, with the creation of an additional resource – a Commercial/Marketing Officer, with a specific remit for co-ordinating income generation via services to residents/businesses.	Increased income generation, improved coordination to marketing of Council services.	March 2020	Joint Head of Partnerships & Transformation/ Joint Head of Corporate Governance	Officer time, feasibility study/business case for post, staffing budget (explore self-financing options)	
GSc17-19 1.9	That Budget Scrutiny Committee give due consideration to future revisions to the Treasury Management Strategy (as required by the Budget & Policy Framework) and ensure that the new Corporate Investment Strategy is sufficient to allow the Authority to generate the required return on investments.	That the Strategies adopted by the Authority remain fit for purpose and compliant.	May 2019 onwards	Head of Finance & Resources/ Scrutiny & Elections Officer	Officer/ Member time	

<b>PERFORM Code</b>	<b>Recommendation</b>	<b>Desired Outcome</b>	<b>Target Date</b>	<b>Lead Officer</b>	<b>Resources</b>	<b>Service Response</b>
GSc17-19 1.10	That the Transformation Governance Group considers the initiative within the Transformation Plan 2018, to develop the overnight stay offer within the District, as a priority for further feasibility/development planning.	Increased capacity for overnight stays, increased tourism footfall, potential income generation if progressed as an investment opportunity.	March 2020	Joint Head of Property & Commercial Services	Officer time.  Potential to deliver via Transformation Plan 2018.	
GSc17-19 1.11	That the Transformation Governance Group considers the initiatives from Housing & Community Safety and Others in relation to Private Rents and residential property within the Transformation Plan 2018, as a matter of priority for feasibility and implementation.	Increased income generation, improved quality of private rented sector.	March 2020	Joint Head of Housing & Community Safety	Officer time.  Potential to deliver via Transformation Plan 2018.	

### 3. Scope of the review

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The Growth Scrutiny Committee agreed to undertake a review of Income Generation with the core focus:

“To identify additional ways to reduce the impact of the loss of the Revenue Support Grant in addition to work that has already been achieved”.

The aims of the review were:

- to consider what has already been done to generate income
- to consider what other authorities have done to generate income
- to make recommendations on ways for the authority to generate income

The key issues identified for analysis as part of the review were as follows:

- Potential ways to generate income
- Does the Council have a policy on trading/charging that is aligned to Council strategy and a delivery plan?
- Does the authority have staff with relevant skills and professional development to lead?
- How is the move to greater commercialism impacting on the current/future workforce of the council and what training and development may be needed?
- Sustainable or one-off? What are the options?
- Risk management – how to protect council interests but use opportunities (what is considered acceptable in terms of level of risk/reward?)
- What does the authority have available by way of assets and/or services in order to generate new income?
- Working collaboratively, could the authority invest across other authorities to pool investment and share risks?

#### Review Membership

##### 2017/18

Councillor J. Wilson (Chair)  
Councillor T. Alexander  
Councillor A. Anderson  
Councillor P. Barnes  
Councillor G. Buxton

Councillor P. Smith (Vice Chair)  
Councillor J. Clifton  
Councillor M. Dixey  
Councillor S. Statter  
Councillor T. Connerton

##### 2018/19

Councillor J. Wilson (Chair)  
Councillor T. Alexander  
Councillor A. Anderson  
Councillor P. Barnes  
Councillor G. Buxton

Councillor K. Reid (Vice Chair)  
Councillor D. Watson  
Councillor M. Dixey  
Councillor S. Statter  
Councillor T. Connerton



## 4. Method of Review

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As the Review spanned over two municipal years, the Committee met formally on thirteen occasions to consider the scope of the review, identify key issues they wanted to discuss and to carry out interviews and evidence gathering.

The Committee sought evidence by way of verbal evidence to Committee, written information requests, a document review of key documents such as the current Transformation Programme 2015 and questioning with key officers. In addition, a number of one to one meetings took place with individual service areas, due to time constraints, outside of the Committee schedule, which allowed additional information to be gathered.

In addition, a set of questions was circulated via the East Midlands Scrutiny Network to gauge a better understanding of the approaches taken by neighbouring authorities. This has then be collated and shared back to the Network to assist fellow councils in their review work.

### Evidence

- Information request to Head of Finance & Revenues.
- Information request to HR & Organisational Development Manager.
- 1-1 meetings with Leisure Officers outside of the formal Committee meetings.
- 1-1 meetings with Property and Estates Officers outside of the formal Committee meetings.
- Electronic survey of Authorities subscribed to the East Midlands Scrutiny Network (Appendix 3).
- Verbal briefing to Committee by Communications, Marketing & Design Manager.
- Verbal presentation to Committee by CEO, Joint Strategic Director – Place, Joint Head of Finance & Revenues and Joint Head of Property & Commercial Services.
- Informal meeting with Joint Strategic Director – People and Head of Partnerships & Transformation.

### **Equality and Diversity**

Within the process of the review, the Committee has taken into account the impact of equalities.

## 5. Analysis of evidence and key findings

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### 5.1 Analysis of Income from rental agreements at core sites

As part of the review, Members looked at the forecast rental income for 2017-21 from the following sites:

- The Arc
- Pleasley Vale Mills
- The Tangent

Detailed discussions took place with lead officers within Property & Commercial Services and Leisure Services. Questions were raised in relation to whether the Council had identified what property it could sell; what clauses were included on rental agreements/leases; and what changes it could make to rental amounts.

Members wanted to clarify over the kind of lease that could be offered by the Council, to maximise income from its rented commercial units, e.g. longer leases with the option of rent increases built in, or peppercorn rents until a business was up and running.

Officers from Property & Commercial Services clarified that the non-housing property and land portfolio of the Council covers five key sectors:

- Business Parks – multiple managed workspaces contained within one site
- Industrial / Storage – for industrial / warehousing / storage spaces
- Office
- Retail
- Miscellaneous – In general, property which at one time was utilized by the Council to deliver services such as small storage garages, the former contact centre buildings, etc.

The majority of the commercial property portfolio is at two key sites, Pleasley Vale Business Park and The Tangent Business Hub. Together they comprise of a mixture of industrial warehousing, storage units, workshops and offices.

The relocation to The Arc as the Council Offices, provided an opportunity to co-locate with partners following the principles of One Public Estate. As a result the site hosts a number of tenancies including the NHS, Derbyshire County Council, Alliance Electronics and Breedon House Nursery. The letting strategy at The Arc targets secure, long-term lease arrangements and co-location with partners.

Outside of the above sites, the remaining properties are located across the District, which are smaller in size and vary in their use, offering workshop and storage space to small and medium sized enterprises (SMEs), as well as retail units in Bolsover and Clowne.

## 2018/19 Occupancy and Vacancy Rates (as at December 2018)<sup>1</sup>

Historically, occupancy rates have been calculated on both 'occupancy of units' and 'occupancy of floor area', to take account of the impact the size of the unit has on the ability to lease. When comparing both approaches in the table below, it is clear that acknowledging the occupancy of the sites based on floor area gives a better reflection of occupancy.

At Pleasley Vale Business Park, 197 are in a lettable condition with only 7 being void due to their state of disrepair (totalling 3,544 sq. ft.). For the 'Other' properties, the portfolio is varied, and as such there is not a definitive sq. ft. of lettable floor space available for the purposes of an occupancy schedule.

Site	Number of Units (lettable condition)	Units Occupied	Units Under Offer	Occupancy based on units	Occupancy (Based on Floor Area)
Pleasley Vale	197	129	0	65%	80%
Tangent Business Hub	40	30	2	75% (80% including under offer)	81% (87% including under offer)
The Arc	5	5	0	100%	100%
Other	20	18	1	90% (95% including under offer)	Not known

## Financial summary<sup>2</sup>

Year		Pleasley Vale	The Tangent	Other Properties	Staffing Costs*	Net (Profit)/ cost
<b>2015/16</b>	Net Revenue	(252,236)	(20,397)	(45,175)		
	Capital Programme	143,976	0	9,321		
	<b>Final Position</b>	<b>(108,260)</b>	<b>(20,397)</b>	<b>(35,854)</b>	<b>92,472</b>	<b>(72,039)</b>
<b>2016/17</b>	Net Revenue	(162,719)	(19,938)	(78,489)		
	Capital Programme	187,947	0	8,755		
	<b>Final Position</b>	<b>25,228</b>	<b>(19,938)</b>	<b>(69,734)</b>	<b>92,472</b>	<b>28,028</b>
<b>2017/18</b>	Net Revenue	(191,130)	(39,876)	(60,121)		

<sup>1</sup> Bolsover District Council, (2018), Item 7(F) Executive 031218 'Corporate Commercial Property Performance Update'.

<sup>2</sup> Bolsover District Council, (2018), Item 7(F) Executive 031218 'Corporate Commercial Property Performance Update'.

Year		Pleasley Vale	The Tangent	Other Properties	Staffing Costs*	Net (Profit)/ cost
	Capital Programme	54,777	7,889	29,052		
	<b>Final Position</b>	<b>(136,353)</b>	<b>(31,987)</b>	<b>(31,069)</b>	<b>92,472</b>	<b>(106,937)</b>

\*staffing costs are at the 2018/19 salary rates and are calculated using the percentage of time/resource allocated by staff members of the Property and Commercial Services Team to these properties. They do not include a proportion of salary costs of the Senior Management Team or other department costs.

\*\* Net revenue is the recovered income (rent, service charge, recharges for services and utilities) minus overheads (repairs and maintenance, contractors, security, cleaning, utilities, insurances, NNDR etc.).

The non-housing stock properties are currently generating a net profit to the Council, and whilst the margins are small, the income generated covers both the repairs and maintenance and the capital investment required to maintain the portfolio whilst making a return.

Over the last 3 years, the lettings process has been strengthened and as a result, the team are able to assess the quality of the tenant, understand their operational activities, and undertake credit/background checks on individuals and / or companies prior to any lease completion. The business parks standard lease has also been strengthened, with the covenants protecting the Council as Landlord, as well as surety, condition schedules, and deposits all being implemented as standard practice.

It was acknowledged that the Tangent had proved successful in Shirebrook, with Phase 2 of the development also being quickly leased. They were keen to see this replicated elsewhere in the District. Members also commented on the need for additional premises for SMEs within the south of the District near M1 J28, but acknowledged the complication of being close to other industrial areas of neighbouring authorities. Nevertheless, the felt there was still a gap in the market that should be explored further, particularly given the success of the approach used at The Tangent.

### **Recommendation:**

**That a feasibility study is considered in relation to the replication of The Tangent 'model' at other sites within the District, for both the generation of additional rental income and provision of additional support to the SME sector.**

### **Conference/Meeting facilities at The Arc**

Members also sought further clarity on the current usage of the meeting rooms and the Dance Studio at The Arc, and whether there was any further capacity across the site to generate additional rental income.

Officers within Property & Commercial Services confirmed that there are 5 available workspaces which are all leased out. Within the main building, the 2nd floor is occupied by Derbyshire County Council, whilst the former Chamber Suites 1 & 2 have recently been let to the NHS Derbyshire Community Health Service. The former construction block is fully occupied by Alliance Electronics, and there is a land lease in place for Breedon House Nursery. The site has no further capacity for additional occupation and is 100% let.

In relation to the meeting rooms and ground floor Dance Studio, it was acknowledged that better co-ordination was needed internally between Property & Commercial Services, Governance and Leisure. It was noted that further use was likely to come from NHS Derbyshire Community Health Service, once staff were further established within The Arc. However, due to the need to maintain delivery of Council business, there was no capacity to accommodate additional bookings on top of the existing ad-hoc use by Parish Councils and Voluntary/Community Organisations.

Members felt that the inability to offer conference/civic facilities on a larger scale, due to not having a more traditional 'Town Hall' within our property portfolio, was putting us at a disadvantage to neighbouring authorities. Given the size of the market and potential income from conference/meeting facilities and the civic function/wedding industry, Members felt that there was sufficient evidence to consider a feasibility study on how this could be accommodated either through our own current property portfolio, or potential investment in such a facility.

### **Recommendation:**

**That a feasibility study is considered in relation to the development of a dedicated conference/civic function facility, for the generation of additional income (both rental and return on investment).**

## **5.2 Analysis of Income from Leisure Services**

As part of the review, Members looked at the forecast income for 2017-21 from a number of service areas. The core focus for Members in relation to Leisure was the income generated from the Go! Active facility at The Arc, Pleasley Vale Outdoor Activity Centre and Extreme Wheels.

The Budget Outturn reports for 2016/17, 2017/18 and 2018/19 (Revised Budget) show the following position of both (profit) and cost:

### 2016/17

	<b>Go Active Clowne Leisure Centre</b>	<b>Pleasley Vale Outdoor Activity Centre</b>	<b>Extreme Wheels</b>
<b>Current Budget 2016/17 (£)</b>	Pending		
<b>Outturn 2016/17 (£)</b>			

	Go Active Clowne Leisure Centre	Pleasley Vale Outdoor Activity Centre	Extreme Wheels
<b>Variance 2016/17 (£)</b>			
<b>Comment</b>			

#### 2017/18

	Go Active Clowne Leisure Centre	Pleasley Vale Outdoor Activity Centre	Extreme Wheels
<b>Current Budget 2017/18 £</b>	Pending		
<b>Outturn 2017/18 £</b>			
<b>Variance 2017/18 £</b>			
<b>Comment</b>			

#### 2018/19

	Go Active Clowne Leisure Centre	Pleasley Vale Outdoor Activity Centre	Extreme Wheels
<b>Current Budget 2018/19</b>	Pending		
<b>Revised Budget 2018/19</b>			
<b>Comment</b>			

#### Narrative

##### **Go! Active @ The Arc**

In 2017, the Council opened a new leisure facility incorporating a 25m pool, flume and small teaching pool; 100+ station fitness suite; group exercise rooms and cycling studio; outdoor pitches; soft play area; sports hall; thermal suite; and café.

The original drivers for change when creating the facility were:

- A level of unprecedented financial challenge;
- An ambition to protect leisure facilities for our communities;
- An ambition to improve the quality of provision for local residents;
- The need to create financially sustainable facilities;
- To increase participation in physical activity;

- To address health inequalities/poor health;
- An ambition to help to protect other services.

A presentation to Budget Scrutiny Committee during the course of the review, showed that the centre was operating as expected in the original business case. The cost of operating the existing facilities prior to Go Active was £210,000 p.a. subsidy. The original business case targets were as follows, with future years generating a surplus:

- 2017/18 - £88k subsidy
- 2018/19 - £33k subsidy

We remain on target to achieve this, however there is one factor that has had a significant negative effect on the above targets. The facility has been faced with £70,000 increased business rates (over double what was originally budgeted for). However, if you take account of this the facility would be hovering around breaking even in both years to date – much better than projected.

There was also clear reassurance of the potential future income from the centre. When considering financial cost of the investment versus the benefits realised, the original leisure facilities prior to Go Active cost the authority £210,000 p.a. When comparing this to current and future potential

<b>Current situation</b>	<b>Future potential</b>
Cost of facility as of 2018/19 = £70,000 p.a. (approx.)	Cost of future facility = £200,000 p.a. (approx.) Surplus
Cost of borrowing for new facility = £179,428 p.a.	Cost of borrowing for new facility = £179,428 p.a.
Add NNDR retention for new facility = £62,500 p.a.	Add NNDR retention for new facility = £62,500 p.a.
<b>To date impact = £23,072 p.a. better off</b>	<b>Future impact = £293,072 p.a. better off</b>
	<b>Or £5.8 million over next 20 years.</b>

The benefits from the facility to date are as follows:

	<b>Previous</b>	<b>Go Active</b>	<b>% Increase</b>
<b>Visits to facility</b>	9,800	26,800	173%
<b>Visits to swimming</b>	4,800	7,702	60%
<b>Visits to gym</b>	1,900	9,736	412%
<b>Visits to fitness classes</b>	430	4,510	949%
<b>Swimming lesson attendances</b>	1,160	3,428	195%

	Previous	Go Active	% Increase
Public swimming availability	45 (hours per week)	81 (hours per week)	79%
No of stations available in gym	44	100	127%
No of fitness classes	24 (per week)	137 (per week)	470%

In relation to further options for internal use of the facilities, Members felt there should be greater consideration given to the use of the Go! Fuel café facility, when catering for internal meetings and events. Members felt this was a 'quick win' in terms of realigning current practices. Members acknowledge that this has also been put forward by a number of service areas as part of the Transformation Plan 2018 and were minded to encourage the Transformation Governance Group to explore the feasibility of this as a priority. However, during the course of the review this initiative has now been taken forward and as of November 2018, the Go! Fuel facility is providing all internal catering. All requests via the internal booking system and direct to Property & Commercial Services, are now being delivered by Leisure services. This covers all hosted external meetings (drinks are not provided for staff internal meetings) and will include catering for large events such as Employee Awards and external Partnership events. Members welcome this change in approach as a means of further securing sustainable income to the Go! Fuel facility.

### **Pleasley Vale Outdoor Activity Centre (PVOAC)**

The Outdoor Activity Centre operates and maintains an AALA License (Adventurous Activities Licensing Authority) which only a handful of Local Authorities in the Country have. The PVOAC is only one of a few facilities in the Country that is fully accessible for disabled people.

Most of the adventurous activities are staged for the local communities and this often involves targeted and specialist intervention programmes which are highly respected. The Centre can cater for almost any size of group and offers a range of adventure and team building activities including:

- Canoeing
- Team building
- Abseiling
- Bush craft
- Kayaking
- Raft building
- Climbing
- Forest schools/skills
- Orienteering
- Mountain biking
- Bellboating
- Caving
- Problem solving
- Archery



The recent budget reports and outturns (discussed above) show that the centre is performing well. When considering possible areas for development, Officers have a clear short, medium and long-term plan:

Short-term	<p>Link PVOAC with the 365 membership offer to provide limited subsidised places during the school holiday periods.</p> <p>Refresh website coverage, with potential dedicated site.</p> <p>Work with Derbyshire County Council to look at securing Bolsover Countryside Partnership Manager post to continue with the Visit Sleep Cycle Repeat feasibility study.</p> <p>Feasibility for a post to address Volunteering levels.</p>
Medium-term	<p>Feasibility for a permanent Business Improvement/Engagement post for PVOAC to further secure future growth of site.</p>
Long-term	<p>Visit. Sleep. Cycle. Repeat (see below); Ability to offer School residential provision; secure viability of site</p>

As part of a presentation to Committee during the course of the review, Members were informed about the 'Visit. Sleep. Cycle. Repeat.' Destination Plan. The work was carried out by Bolsover Countryside Partnership (hosted by Derbyshire County Council) with a grant of nearly £30,000 from the Rural Development Programme for England, awarded by D2N2 Local Enterprise Partnership. The grant was used to employ the consultants Blue Sail, who worked with partners from the North Derbyshire - North Nottinghamshire Visitor Economy Consortium. The plan will guide future investment over the next 10 years, aiming to realise the tourism potential of the *Visit. Sleep. Cycle. Repeat.* geography, broadly North East Derbyshire and North West Nottinghamshire; using the outstanding heritage and opportunities for leisure cycling – to create a stronger destination that stands out from the competition.

The objective is to grow overnight stays, encourage visitors to explore further and to support the growth of tourism and cycling-related businesses. The Plan sets out the potential and what needs to be done over the next five years but looks beyond to 2027. This Plan sets out what is required to stimulate market growth beyond what will occur naturally.

- Encouraging existing visitors to stay longer and spend more
- Attracting new visitors, with a focus on short breaks, because people staying overnight have a higher per head spend than day visitors.
- Creating an environment that stimulates and supports small business to thrive and creates the visitor facilities to support tourism activity.

However, since January 2019, Bolsover Countryside Partnership Manager who is leading on the 'Visit, Sleep, Cycle, Repeat' feasibility on behalf of Bolsover District Council and Derbyshire County Council, post is under review as a short fall of £13,000 has to be secured before the end of March or the post will cease.

Further information gathered at the latter end of the review, confirms a number of initiatives to be considered as part of the new Transformation Plan 2018. The following proposals by Leisure Services and others, are:

- PV Centre development
- Expand MTB trail at Glapwell

- Create Cycling Strategy and District Cycle Map
- Set up camping sites
- Create a velo rail system

Members recognise that the primary function of the Pleasley Vale Mills site is an industrial business park and that changes to the Leisure offer on the site need to take due consideration of the business centre tenants. Members are keen to ensure that the Council protects the current and future income of the site from business centre tenants, by ensuring leisure functions are sympathetically introduced. Nevertheless, they see this as a clear option for consideration, for further income generation and sustainability of the site as a whole.

### **Recommendation:**

**That the Transformation Governance Group give due consideration to the schemes suggested by Leisure and others in relation to potential Leisure developments/investments at Pleasley Vale and the surrounding area, which have been put forward as an option for delivery in the revised Transformation Programme.**

**That the feasibility of a permanent Business Improvement/Engagement post be considered to further secure the future growth of the PVOAC site, in line with other Business Improvement posts within Leisure Services.**

## **Extreme Wheels**

Extreme Roadshows was established in 2000 and has massive success across Bolsover, Derbyshire, East Midlands and Nationwide in keeping up to date with the latest developments and trends in people's lifestyles. It is highly respected amongst our Local Authorities, community groups and Police forces etc. and in recent years has gained a high reputation amongst the event sector. In 2012, Extreme Wheels offered its services by exhibiting at national 'Event Trade Shows' and being the only local authority exhibiting at such exhibitions, which still continues today. As a result it has seen bookings and enquires from McLaren UK, Ferrari UK, Ride London and Waddington Air Show for Extreme Wheels to attend these events.

Extreme Wheels offers high impact bespoke extreme/action sport activities, along with Pro BMX and Trials biking Stunt shows that can be provided anywhere in the country for a wide range of clients. Whether this is in the local park or a major international event, we can provide tailor-made programmes of exciting and dynamic activities. Regardless of the type of organisation, we provide specialist advice and assistance in deciding the most appropriate activities for the occasion, advice on health and safety matters, risk assessments information and even guidance on event management in relation to our activities.

Our Wheeled and Action sports are extremely popular and we have a number of activities available for people of all ages and abilities to enjoy:

- Mobile Skate Park – We provide equipment, staffing and competition support for all abilities.

- BMX Racing Roadshow – We provide bikes and safety equipment. Our coaches are British Cycling BMX Level 2 qualified.
- BMX Sidehacks – BMXs with sidecars provides an exciting alternative to traditional BMXing where 2 people can take part simultaneously.
- Trials Biking – is the art and skill of riding your bike over and between obstacles, showing balance and fitness, ideally not touching the ‘section’ with anything except the bikes tyres.
- Go-Ride Coaching – A British Cycling development programme that aims to improve the basic ability of young people's cycling skills and get them involved with their local cycling club.
- KMX Karting - KMX karts are three wheeled high performance sports trikes that are part go kart, part BMX, from the ages of 6+.
- Mountain Biking – Our instructors are able to create rides that suit nearly all ability levels and ages. We provide all the equipment needed for the rides and have a fleet of 20+ mountain bikes of different sizes.
- Body Zorbs – An inflatable ball or ‘body zorb’ and can then safely collide with other users, roll, fall, headstand, battle and bounce without risk of injury.
- Master Blaster Laser Tag – Mobile laser tag arena. This is suitable for both indoor and outdoor locations at a venue of your choice.
- Mobile Climbing Wall – Both a mobile wall and baby bouldering wall for younger participants
- Slacklining – Participants walk along a flat line (slack line) whilst maintaining balance and momentum, with progression it is possible to do freestyle tricks or even yoga.
- Cycle Maintenance – This unit offers basic introductory sessions up to an advanced programme of courses.
- Pro Acton Sport Demo Shows – These deliver high impact, action packed demonstrations of our team riders’ impressive skills and wow the crowds. As with most pro performers our action sports stars have competed at a national and world stage in their disciplines as well as appeared in numerous TV shows, adverts and videos. They are well known and respected by the action sports industry. We offer customised demo shows and workshops to suit your event incl. BMX freestyle and mountain bike/ trials bike display.
- Extreme Sports Academy – September 2018 saw the launch of the Academy which provides young people with an interest in extreme/actions sports the chance to volunteer with Extreme Wheels, with the view to gain qualifications, employability skills, and build on self-confidence and esteem. The young people will gain the skills and experience with a view to becoming the future coaches of Extreme Wheels and gain employment with the team once they have left school. 13 young people are regularly volunteering with another 8 young people on the waiting list.

During 2017/18, the programme performed well, with a financial outturn of £7,517 profit. For the first two quarters of 2018, the programme is again £2,423 in profit against its budget target, with a revised budget for 2018/19 of (£25,554).

When considering possible areas for development, Officers have a clear short and medium-term plan:

Short-term	Refresh website coverage, with a micro dedicated website. Feasibility for a temporary post to address Volunteering levels/Marketing of service (post would also enable further capacity to secure contracted Instructor posts)
Medium-term	Feasibility for a permanent Business Improvement/Engagement post for Extreme Wheels to further secure future growth of service.

Officers have seen the positive impact of the Business Improvement Co-ordinator post for the Go! Active facility and feel that a similar position for Extreme Wheels would provide stability for the service to maintain its national profile.

Following initial meetings with Officers, a Delegated Decision was approved:

*Extreme Wheels Manager (volunteer coordinator and business improvement), via DD-028-18-LH.*

The delegated decision has enabled the recruitment of a part time manager (0.5 FTE post) to develop and head up the Extreme Sports Academy which will focus on giving young people and adults a chance to be involved in the extreme sports team. The post is fully funded by external funding secured from the Bolsover Partnership and Building Resilience Programme. The majority of the volunteers will be recruited from the Shirebrook area, with the remainder coming from across the District. Young people have already been identified from existing participants to Extreme Wheels and all have expressed a strong interest to be part of the programme.

As the post is currently funded on a temporary basis for twelve months, Members recommend that the outcomes achieved as a result of the post, in line with the Service Level Agreement with Bolsover Partnership, are monitored with a view to extending the temporary arrangement to a permanent position. Members feel that if the post proves a viable mechanism for enhancing the service, there is merit in making this a permanent arrangement.

### **Recommendation:**

**That the feasibility of a permanent post for Extreme Wheels covering business improvement and volunteering be considered, pending analysis of the achievements via the temporary post.**

## **5.3 How do we currently market our services to residents and businesses?**

As part of the review, Members raised a number of queries with the Communications, Marketing & Design Manager. As the development of the Go Active facility had proved so successful, Members wondered whether there was scope to extend the usage of this branding to other services delivered by the Council. Unfortunately, it became apparent that this was not possible, as the branding was specific to the leisure facility.

Members noted that they were aware of previous activity by a number of service areas, in terms of marketing services to businesses/local agencies and residents. Officers

confirmed that a number of service areas were working with the Communications team to promote their package of services available to residents/businesses including:

- MOT testing
- Grounds maintenance
- Legal
- HR/payroll
- Governance
- Procurement
- Communications/reprographics/marketing/website development
- Commercial waste
- Leisure – Pleasley Vale Outdoor Activity Centre, Extreme Wheels, Community/Outreach provision

It was noted however, that this could be further improved, as while the Communications service was involved in the initial marketing/publicity, there was no capacity to complete follow up work to assess the impact of marketing campaigns and customer take-up. In addition, there was not always sufficient notice given to plan the various marketing campaigns effectively. One mechanism for improving this would be to refresh the Corporate Marketing Strategy to build in processes for marketing of services and customer analysis. In addition, Members felt there was also a resource gap in terms of marketing and commercial expertise and that the Council should seriously consider whether a dedicated post was required. It was agreed that there was a danger that services could generate business beyond the demand that the service could accommodate. As such, Members felt having an additional central resource for delivering marketing/commercial services, would ensure that the Council did not limit the scope for income generation.

Members commented that they were aware of various circumstances where the Council's approach to delivery had been held in regard and nationally recognised. They queried whether this type of detail could be collated in to a 'pack' which could be sold to public sector organisations. Officers confirmed that this was a potential missed opportunity, but that the tendency was to offer free advice via Officer Networks, which doesn't allow us to fully capitalise on our expertise. However, Officers agreed to take this on board as part of future corporate communications/marketing.

Members also raised concerns around the accessibility of the website and the need to improve how information was presented, including the search function and FAQs. The Communications team noted that this had also been identified by them as an issue and they were currently exploring options with IT services in terms of staffing resource and how work could be taken forward. As we have neared the end of the review, an additional post has been recruited to the Communications team – Web Development Officer, which should address the capacity issues in relation to website development. The post will secure the redevelopment of the corporate website and development of additional micro-sites, with a view to selling Web Development Services externally.

### **Recommendations:**

**That the Corporate Marketing Strategy is refreshed to reflect a revised approach to marketing the commercial services of the Council.**

**That the feasibility of the initiative proposed with the Transformation Plan 2018 for a 'Services Pack', being taken forward as a priority – to include Parishes/VCS organisations; residents and businesses.**

**That Executive considers a more targeted approach is taken to the marketing of our services, with the creation of an additional resource – a Commercial/Marketing Officer, with a specific remit for co-ordinating income generation via services to residents/businesses/local public and voluntary sector providers.**

## **5.4 Our approach to investments and commercial delivery**

During the course of the review, Members considered our approach to investment. The existing Treasury Management Strategy 2018/19 – 2021/22 outlines how the treasury management function will support the capital decisions approved within the Medium Term Financial Plan and the parameters for all borrowing and lending associated with the day to day treasury management of the Council's cash flow requirements.

Within the strategy the Council is required to include a number of prudential indicators covering the next four financial years which show the impact of changes in the level of the Council's debt on its revenue accounts.

The Council is also required to determine a policy on the repayment of its debt each year through the Minimum Revenue Provision (MRP). The MRP is the amount of debt being repaid and is a charge against the revenue accounts of the Council.

The Investment Strategy, as set out in Sections 1.52 – 1.77, defines the Council's criteria for choosing investment counterparties and limiting exposure to the risk of loss.

The Capital Expenditure Strategy sets out the Council's Capital Expenditure Programme for the medium term and covers how this expenditure will be financed.

The above policies and parameters provide an approved framework within which Officers undertake the day to day capital and treasury activities.

### **Information Request to Finance**

An information request to the Joint Head of Finance & Resources aimed to clarify the following:

- Does the Council have a policy on trading/charging that is aligned to Council strategy and a delivery plan?
- How are Fees and Charges reviewed and when did this last take place?
- Does the authority have staff with relevant skills and professional development to lead on large scale investments and/or creation of SPVs (Special Purpose Vehicles)?



- Risk management – how does Income/Investment feature within our current Risk Strategy and Corporate Risk Register? How do we determine what is an acceptable level of risk?

Officers clarified that at present Fees and Charges are agreed annually at department level, based on service need. Charges linked to statutory provisions – such as for Housing, Planning and Licensing – are generally agreed via Executive or Delegated Decision. There was not however, a formal policy on trading/charging.

In terms of how we approach investment as an Authority, for the most part the focus was on being ‘risk averse’, especially given past experience for example with the Icelandic Banks investments. Nevertheless, there was now a move to consider more long-term investments where possible, while still remaining compliant with the rules laid out in the Treasury Management Strategy.

The Investment Strategy, within the Treasury Management Strategy sets out the Council’s criteria for choosing investment counterparties and limiting exposure to the risk of loss. What was not in place however, was a more formal policy or Commercial Strategy, specifically defining what was considered a suitable investment, especially where the investment may be in a service or property beyond the traditional realms of a local authority. Members were aware of examples where authorities have invested in shopping centres and hotels amongst other businesses, and in some cases outside of the Authority boundary, in order to secure a good rate of return. Members considered the LGA guidance document ‘Enterprising councils: Supporting councils’ income generation activity’ contains an overview of the key considerations when developing a Commercial Strategy and a range of case studies. This prompted further queries as to how we could and should invest.

This led Members to conclude that a recommendation to develop a formal Investment Strategy was pertinent. However, during the course of the review it became apparent that this was also a concern of Officers and had been suggested as an initiative for delivery via the refreshed Transformation Programme (Transformation Plan 2018). Following presentations to Budget Scrutiny and Executive on the potential scope of such a document, it was also clear that new guidance was in place within the ‘Statutory Guidance on Local Government Investments issued under Section 15(1) (a) of the Local Government Act 2003’, to provide further clarity as to the requirements of such a document. It is clear that we now need to develop a Corporate Investment Strategy, compliant with the new guidance, as part of the Treasury Management Strategy.

Further to the proposed corporate level strategy, Members were also consulted on the proposed Commercial Property Investment Strategy. Given the financial challenges faced, Executive have indicated a will to progress the development of an investment strategy for commercial property based around expanding its existing non-housing property portfolio. This is in order to develop revenue streams that provide a required level of return to offset the forecast budget deficits for forthcoming years. This approach can also support economic development and regeneration in the District through targeted investment.

During the development of the draft Commercial Property Investment Strategy, a number of key factors have been considered in order to shape an approach that

ensures due diligence is undertaken. The strategy reflects the requirements within the 'Statutory Guidance on Local Government Investments issued under Section 15(1) (a) of the Local Government Act 2003', which came into force April 2018.

Consideration has also been given to a number of essential elements which will inform acceptable investment choices, specifically:

- Ethical investment (for instance, prohibiting investment in alcohol and tobacco production or sale, animal exploitation, gambling, sex establishments, arms trade or environmentally damaging practices)
- Geographic spread of investments
- Limits of individual and cumulative risk
- Timescales for the achievement of objectives
- The level of losses that can be tolerated
- The degree to which the Council can realistically become reliant on the income stream to provide services

Members acknowledge that understanding the performance of the Council's existing budget pressures and the performance of its existing non-housing property is essential in determining how future property investment opportunities should be approached. Members welcome the move to adopt such a document and are confident that sound scrutiny of its development and delivery, will ensure the desired benefits are realised. This is also clearly documented as an initiative being taken forward via the Transformation Plan 2018, and will be monitored via the Transformation Governance Group, with investments over a set limit being scrutinised via Committee as a matter of course when scrutinising the Key Decisions of Executive.

### **Recommendation:**

**That Budget Scrutiny Committee give due consideration to future revisions to the Treasury Management Strategy (as required by the Budget & Policy Framework) and ensure that the new Corporate Investment Strategy is sufficient to allow the Authority to generate the required return on investments.**

### **Information Request to HR & Payroll**

Members also considered whether the organisation had staff with the necessary skills set to operate in a commercial manner. The following questions were posed to HR

- How is the move to greater commercialism impacting on the current/future workforce of the council and what training and development is currently being provided and may be needed in the future?
- Could you confirm whether we currently 'sell' any element of our HR service to external partners to generate an income stream?
- Members are aware that we offer Payroll services to Parishes. How many Parishes take up this service? How do we market that this service is available to other agencies?

In response, Members were informed that the Authority is currently looking at creating a training programme in this area which will be synchronised with the new



Transformation Programme and the growth towards a more entrepreneurial culture. Within particular service areas such as Leisure, staff have already been given briefings on sales/marketing etc. to help increase footfall, retention and income generation. Officers are also developing a Leadership training programme following the SAMT review for Service Managers which will set clear expectations for adopting a more commercial focus and assist managers in developing their skills in this area.

Our HR team have sold out their services on an ad-hoc basis and are currently providing services to Parish Councils and occasionally other authorities.

Finally, at present two Parish Councils take up Payroll Services from the Authority. There is no marketing plan implemented at present, but as part of the Transformation Programme Officers are looking at marketing BDC services to other organisations such as Parish Councils, other local authorities etc. A significant amount of external work for HR & Payroll has come through Councillors recommending services to their Parish Councils or from known contacts who recommend us.

What Members were clear on however, is that any external work secured to date had not come via a coordinated approach to 'selling' our services either directly by the service or via a central 'Commercial' officer/manager post. This was therefore a point where further refinement could be achieved in this service area. The recommendation below complements initiatives agreed for delivery via the Transformation Plan 2018.

### **Recommendations:**

**That the feasibility of the initiative proposed with the Transformation Plan 2018 for a 'Services Pack', being taken forward as a priority – to include Parishes/VCS organisations; residents and businesses.**

## Potential Asset Investment/Service development

As part of ongoing discussions during the review Members also discussed the following options for large scale investment, as potential options for development.

- Coalite

Members were keen to ensure that the District gained maximum benefit from the redevelopment of the Coalite site and discussed various options for the area including hotel accommodation, a logistics hub and a manufacturing/innovation hub linking to Sheffield City Region and the Advanced Manufacturing Park.

As part of their initial work programming discussions in May 2018, it transpired that DCC were already examining the possibility of a logistics hub at the site and as such this was not progressed further by Members, although they supported the idea as a clear development option for the site.

As part of a presentation to Committee during the course of the review, Members were informed of the external investment secured to contribute to remediation and the development scheme for Coalite. £5.8m from D2N2 and £2m from Derbyshire County Council will enable the development of commercial land which will in turn generate additional business rate income for the council.

Furthermore, in the Budget on 22 November 2017, the Chancellor announced an East Midlands Manufacturing Zone pilot. In January 2019 the Northern Derbyshire Manufacturing Zone was announced, to be developed by the D2N2 LEP, and will incorporate the Coalite site. A total of £220,000 will fund a total of 6 sites across Bolsover, North East Derbyshire and Chesterfield.

Members await the full implementation of the funding secured, in order to realise the further financial benefits of the site.

- Hotel Accommodation/Camping/Overnight stays

Members were also informed of the D2N2 Visitor Accommodation Strategy 2017. In 2017, consultancy Hotel Solutions was commissioned to research the current state of and future possibilities for visitor accommodation in the D2N2 LEP area. The study provides a robust assessment of the future opportunities for visitor accommodation development across Derbyshire and Nottinghamshire, and the requirements for public sector intervention to support and accelerate visitor accommodation development.

### **Recommendation:**

**That the Transformation Governance Group considers the initiative within the Transformation Plan 2018, to develop the overnight stay offer within the District, as a priority for further feasibility/development planning.**

- Civic/Conference Facility

See discussion and recommendation at section 5.1.

- Dragonfly

Members clarified the investment to date through a presentation to Committee. It is clear that benefits have been realised from the initial investment and that the additional stakeholder investment recently approved will accelerate further sites. While Members appreciate that further investment is possible with potential of a good rate of return, they would urge Executive and Council to consider all options available, including the option of additional JV Companies, to ensure that the financial risk taken by the Authority is spread across a number of investments rather than solely focussed in one area.

Members note that initiatives are suggested within the Transformation Plan 2018 and encourage detailed consideration of any feasibility study/business case against the principles of the new Commercial Property Investment Strategy.

- B@Home

Members clarified the investment to date through a presentation to Committee. It is clear that benefits have been realised from the initial investment. Again, while Members appreciate that further investment is possible they are also minded to the restrictions the Council must comply with in terms of borrowing limits.

- Replicate The Tangent elsewhere in District

See discussion and recommendation at section 5.1.

- Private Rents

Members discussed at length the idea of developing a Management Company that private sector housing providers could buy in to as per commercial lettings agencies and/or potential to purchase current poor private rents as an investment. This idea is also contained within the Transformation Plan 2018 and Members feel that given the internal expertise in managing and letting our own stock that this is worth exploring further.

**Recommendation:**

**That the Transformation Governance Group considers the initiatives from Housing & Community Safety and Others in relation to Private Rents and residential property within the Transformation Plan 2018, as a matter of priority for feasibility and implementation.**

## 5.5 Achievements through our existing Transformation Programme 2015-19

The Corporate Plan 2015-19 has a specific aim – Transforming Our Organisation – with two of the four Priorities specifically supporting Income Generation:

- Making the best use of our assets
- Ensuring financial sustainability and increasing revenue streams

The key projects of interest to Members were:

Project	Outcome (taken from PERFORM)
Establish a delivery method for the development/refurbishment of key Council owned assets by October 2015	2016/17: Joint Venture Company (JV) launched 2016 with Woodhead Group. The Business Executive Group continues to work with Officers and Members to bring forward a second JV model to secure the future of Pleasley Vale Mills.
Initiate a build programme for new Clowne Leisure facility by 2015 and complete by 2016 (BDC)	Q4 2016/17 Build programme complete barring for final snags and finishing touches.
Introduce alternative uses for Council owned garage sites (BDC)	Corporate Plan Target of 20% of sites to be addressed (30 out of 152). As at Q2 2018/19, 14 sites have been developed or are to be developed. A further 22 sites have been identified as possible development sites. Officers intend to identify a number of other sites to market at the custom and self-build market.
Develop a series of plans for a sustainable leisure service by March 2017	Q4 2017/18: The following dynamic documents, ever changing and on track: <ul style="list-style-type: none"> <li>• Subsidy Reduction Plan</li> <li>• Marketing Plan</li> </ul> The following is complete – Sport Development and Physical Activity Plan. The built facilities strategies and playing pitch strategies are now complete with final versions in circulation for approval.
Increase on-line self service transactions	Baseline data from 2013/14 was 396 online transactions. 2015/16: On-line transactions achieved 555 = 40% increase based on 2013/14 baseline data. 2016/17: 925 transactions and 298 SELF accounts. 2017/18 total: 2,227 on line transactions against a target of 1,100. Achieved above target. 1,435 residents now have SELF accounts. 2018/19 (to date): 1721 transactions and 451 SELF accounts. Currently achieving a 10% increase for the current year. Roll out of 30+ 'New' online Self Service forms and re design of the 'Do it Online' area within Bolsover District Council Website - IT/Customer Service project to be implemented March 2019.

Project	Outcome (taken from PERFORM)
Relocation of Bolsover and Shirebrook Contact Centre	Bolsover – Complete  Shirebrook – Works commenced on site, relocation planned for March 2019.
'Media Pack' to promote advertising opportunities promoted	Initial Pack developed in 2015/16, with ongoing revisions on an annual basis. Advertising and Sponsorship Policy in place and under regular review.  To be extended further through initiatives in the new Transformation Plan 2018.
Pleasley Vale Strategy (BDC)	Heritage Lottery bid 2014 – rejected. JV explored with two private sector partners. Visit, Sleep, Cycle Repeat feasibility study and Destination Plan with DCC underway.
Follow-on business units to support small businesses	Development and completion of Tangent Phase 2 which created a £1m extension of 7 new industrial units to support local businesses. To date all of the units are now let to businesses. <a href="http://woodhead-construction.co.uk/business-hub-expansion-starts-in-bolsover/">http://woodhead-construction.co.uk/business-hub-expansion-starts-in-bolsover/</a>
Service Review of Licensing provision	Review commenced in 2015/16 with ongoing Transformation Action Plan being implemented. Ongoing LEAN review of processes and back office systems to ensure continuous improvement, including the introduction of Uniform Licensing system.
Waste service review (March 2016)	Aligning services following the formation of the Strategic Alliance. £70k saving on plant, aligned terms and conditions.
Full implementation of SELF service website	Initial launch of the 'Do it Online' function completed in 2016/17, with ongoing refinement of the individual service forms. A further re-launch of an updated system is planned for April 2019.
Legal Team Organisational Review (Dec 2015)	Service Review delivered during 2016/17 creating a shared legal service across the Strategic Alliance.
Delivery of learning and development to support transformation	'Lean'/ transformation training delivered as part of the initial implementation 2015-19 Transformation Programme.

The evidence gathered indicates that we have delivered initiatives as planned. The Transformation Programme 2015-19 has generated £515,000 in savings and we feel that there is still further potential income to be generated from a number of the

projects outlined, notably Pleasley Vale; development of units to support small businesses; and selling/marketing of our services externally.

## **5.6 How does our approach compare to neighbouring Authorities?**

As part of the review, Members surveyed our neighbouring Authorities via the East Midlands Scrutiny Network, to establish current approaches being taken and lessons learnt.

This enabled the Committee to address the following aim of the review scope:

- to consider what other authorities have done to generate income

The following questions were asked:

1. Could you please provide two examples of your current key mechanisms of generating additional income, to address any shortfall in revenue as a result of the reduction/loss of the Revenue Support Grant?
2. What approaches have you taken to commercialisation of council services?
  - a. What has proved successful?
  - b. Where an idea has not proved successful, what were the barriers?

The results at Appendix 3, show that we are all taking a very similar approach to income generation regardless of size of authority and location. The ideas explored by neighbouring councils either mirror our current approach or are in line with the ideas the Committee have explored as part of the review. This gives the Committee reassurance that we are taking the right approach both within our current activity and in the areas highlighted for possible recommendation following initial research.

Some have had the benefit of large sites becoming available to enable more large-scale investment, for example:

- North Kesteven – looking to develop a Crematorium. (This initiative is also within our new Transformation Plan 2018).
- Blaby – investing in buildings and property for small scale housing development on a previous depot site. (This is similar to our developments via Dragonfly and B@Home)
- Gedling – Feasibility and development of a Pet Crematorium.

In terms of selling our services and expertise again there are a number of similarities:

- Charnwood – Provision of a commercial waste collection service
- North Kesteven – Establishment of Council owned Housing Company-Lafford Homes Ltd.; provision of Payroll Services for neighbouring authorities.
- Gedling – increased Trade Waste market; provision of MOT testing; establishment of a Parks and Street Care Teckal Company; establishment of a Leisure Teckal Company.
- West Lindsey – Trade Waste Service

In conclusion, we therefore feel that we are taking the right approach to commercialisation based on the existing expertise we have and the development options available to us.

## **5.7 The Future of Pleasley Vale Mills Scrutiny Review (April 2013)**

During the document review process for this review, it became apparent that a previous Scrutiny Review in 2012/13 by the Sustainable Communities Scrutiny Committee, had also looked in detail at both the Mills as commercial business lets and the Outdoor Activity Centre (PVOAC).

Bolsover District Council bought the Mill buildings in 1992, using compulsory purchase powers. Grant funding was subsequently received to convert the buildings for use as offices and by light industry. There is 340,000 square feet of floor space across the three mills and this provides rental accommodation for a variety of businesses.

As discussed in sections 5.1 and 5.2, Members acknowledge this site is a core asset for the Authority in terms of income generation. Specific recommendations identified which link to this review are as follows:

- “ ...
- 2.6 *Marketing and advertising of the Outdoor Activity Centre must be improved in order to maximise participation and income.*
- 2.7 *That the provision of residential accommodation within Bolsover District be thoroughly considered in order to attract tourism to the area. ....”*

While further activity took place around marketing and advertising following the review, the provision of residential accommodation at the site has not been fulfilled to date. Following this review a range of activity took place to assess the feasibility of further development of the ‘leisure’ element of the Pleasley Vale Mills site.

Further investment into the facilities provided by PVOAC in 2012 resulted from an ‘Aiming High for Disabled People’ grant for the provision of an accessible jetty and a new bridge over the River Meden to improve access from the car park to the Boathouse.

Since 2014 Officers have submitted funding bids, explored joint venture partnerships, developed viability appraisals and worked with public partners with the aim of diversifying the uses which has in the main focused upon residential development and growing the leisure offer to something regionally significant with connectivity to the Districts existing tourist attractions.

An opportunity arose in 2014 to look at the feasibility of relocating the outdoor centre into Mill 1 as part of an application to the Heritage Lottery Fund under its Heritage Enterprise strand. The bid included a 60-bed residential facility, a café/refectory, a large indoor climbing wall/high ropes course as well as office,



storage and training facilities, although the HLF bid would only have funded repairs to the fabric of the building and fixed assets.

Ultimately, the HLF bid was unsuccessful, so the centre has continued as a split site operation with the inherent operational complexities that this entails, particularly the movement of school children between the two ends of the Vale.

The work carried out for the HLF bid did however raise the potential for the relocation of the dry side operation to the western end of the Vale and for the expansion of the centre's facilities, particularly the development of a residential offer.

As discussed at 5.2, Members are aware of the current initiatives within the Transformation Plan 2018 in relation to further development of PVOAC (pg16) and creation of camping sites (pg25) and support the move to finalise the relevant business case/feasibility studies, as an immediate action.

## **5.8 NEDDC Review of Income Generation**

As part of the background review of documents, the previous review completed by North East Derbyshire District Council was considered. The most notable recommendations were as follows:

“....

1.3 That Ned News be used frequently to advertise the chargeable services that the Council has to offer.

1.4 That service areas be allowed to reinvest a proportion of any efficiency savings made into service improvement to incentivise teams to be innovative and proactive.

1.9 That the Council consider renting space within its buildings here at Council House and other outside offices. ....”

In relation to 1.3, Members have questioned the current use of InTouch magazine to market our services and how the effectiveness of this marketing is monitored. As outlined previously at 5.3 we feel there should be a more co-ordinated approach to how services engage with the Communications Team, with a clear process for monitoring the 'reach' for such marketing. In addition, the proposal to produce a Services Pack for Parish Councils/VCS sector will enable a more co-ordinated approach to 'selling our expertise'.

In relation to 1.4, as part of our standard budget setting/management process there is scope to reinvest savings made during the year, in addition to the option to make a saving a reduce a budget where this can be accommodated. In addition, there is a suggested initiative in the Transformation Plan 2018 for a Budget Challenge for every service area. While this is not identified as an initiative for immediate implementation, the focus here would be solely on generation of an agreed % savings.

In relation to 1.9, Members have considered our current approach to letting space within our premises. Our findings outlined in sections 5.1 and 5.2, show that while



there is potential to hire meeting space at The Arc, current capacity to manage additional footfall within the site with the potential for limited additional income, means this is not a viable option at present.

**Recommendations:**

**That the feasibility of the initiative proposed with the Transformation Plan 2018 for a 'Services Pack', being taken forward as a priority – to include Parishes/VCS organisations; residents and businesses.**

**That Executive considers a more targeted approach is taken to the marketing of our services, with the creation of an additional resource – a Commercial/Marketing Officer, with a specific remit for co-ordinating income generation via services to residents/businesses.**

## **6. Conclusions**

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The Committee have put together 11 recommendations which will hopefully assist the Council in identifying new investments and mechanisms for income generation.

The key issues arising from the review are:

- How we currently market our services and expertise externally;
- Our approach to investments and being risk aware, not risk averse;
- How we manage and develop our existing assets;
- How we embed a culture of commercialisation across the organisation, in order to secure the future financial stability of the Council.

As documented throughout the report, there were a number of areas of investigation that have ultimately been subsumed in to the Transformation Plan 2018. Members acknowledge that there will now be a specific route for delivery of these initiatives, via the Transformation Governance Group, and urge those involved to look at the initiatives we have identified as a priority for further exploration over the next twelve months.

It is hoped that the recommendations set out in this review report will help the Council move forward with new approaches to income generation, and identifying improvements to the management of our existing assets to create further income sustainability.

## Appendix 1: Stakeholders

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Stakeholders engaged during the review included:

- Chief Accountant
- Communications, Marketing & Design Manager
- Commercial/Property Development Manager
- Business Centres Manager
- Outdoor Recreation Officer
- Leisure Operations Manager
- East Midlands Scrutiny Network
- HR & Organisational Development Manager
- Joint Head of Finance and Revenues
- Joint Strategic Director – People
- Joint Head of Partnerships & Transformation

Stakeholders impacted by the recommendations include:

- BDC residents and service users
- Existing tenants of commercial lets at The Arc, The Tangent and Pleasley Vale Mills
- BDC Employees

## Appendix 2: Bibliography

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Bolsover District Council, Property Service Plan 2015-19

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Bolsover Local Plan

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## Appendix 3: Survey of East Midlands Scrutiny Network (March 2018)

The following is a summary of responses to our survey of the East Midlands Network. The ideas explored by neighbouring councils either mirror our current approach or are in line with the ideas the committee are exploring as part of the review. This gives the Committee reassurance that we are taking the right approach both within our current activity and in the areas highlighted for possible recommendation following initial research.

### *1. Could you please provide two examples of your current key mechanisms of generating additional income, to address any shortfall in revenue as a result of the reduction/loss of the Revenue Support Grant?*

Authority	Response
Charnwood	Two particular examples of income generation at Charnwood are to increase the charges for the Council's garden waste collection service and the introduction of a lottery to support funding for the voluntary and community sector. A recent Cabinet report in respect of the latter scheme can be found at <a href="https://www.charnwood.gov.uk/files/papers/cab_18_january_2018_item_07_charnwood_lottery/Cab%2018%20January%202018%20Item%2007%20Charnwood%20Lottery.pdf">https://www.charnwood.gov.uk/files/papers/cab_18_january_2018_item_07_charnwood_lottery/Cab%2018%20January%202018%20Item%2007%20Charnwood%20Lottery.pdf</a> .
North Kesteven	<p>The authority has delivered a range of initiatives following the 2008 recession and changes to the Revenue Support Grant (RSG). Three notable approaches have been:</p> <ul style="list-style-type: none"> <li>• The development of <b>shared services</b> with neighbouring District Councils, and Lincolnshire County Council has generated £6million in savings in the last 6 years. This includes shared legal and procurement services (established in 2008), a shared revenues and benefits service (established 2011), and a shared ICT partnership (developed progressively since 2006);</li> <li>• The introduction of <b>charging</b> for green waste, generating over £700,000 per year;</li> <li>• A <b>transformation</b> programme generating savings of over £300,000 per year, and significant efficiency gains through the application of systems thinking.</li> </ul> <p>Further detail of plans to take the council beyond the cessation of the RSG are contained in their ExCITe Strategy:  <a href="https://democracy.n-kesteven.gov.uk/ieListDocuments.aspx?CId=286&amp;MId=7115&amp;Ver=4">https://democracy.n-kesteven.gov.uk/ieListDocuments.aspx?CId=286&amp;MId=7115&amp;Ver=4</a> item 11</p>

Authority	Response
Blaby	<p>Some examples of measures Blaby has introduced, or is introducing, with a view to increasing income generation are:</p> <ul style="list-style-type: none"> <li>• Taxi MOT Testing – to be undertaken by our vehicle maintenance team at our new depot, commencing later this year.</li> <li>• Building Control Partnership – Blaby has been providing management and administrative support to a neighbouring authority for just over a year. From April we will be entering into a formal partnership arrangement with two local authorities which will build upon the existing arrangement as well as see Blaby provide Building Control Surveyors to those authorities. It is expected that this initiative will benefit all three authorities in terms of growing the income base across South Leicestershire and building more resilience. Blaby itself will benefit through selling the services of its staff and taking an agreed share of any growth in income.</li> </ul>
Gedling	<p>A recent review of Income Generation highlighted work undertaken by the authority's in house City and Guilds accredited training section, which has generated just under £20,000 from selling training courses to other authorities, training for taxi drivers and providing training to local small businesses.</p> <p>Members acknowledged that a rigorous programme of debt recovery by the Council is pursued, and that the percentage of Council Tax collected is above target, but considered that it is vital to continue to pursue a stringent policy for the collection of money owed.</p>
West Lindsey	<ul style="list-style-type: none"> <li>• Commercial programme – investing in commercial properties where internal rate of return is 3%+</li> <li>• Green waste charging</li> </ul>

**2. What approaches have you taken to commercialisation of council services?**

**a. What has proved successful?**

Authority	Response
Charnwood	In terms of commercialisation, the Council is looking at the option of providing a commercial waste collection service in the future. It is too early to answer questions a and b in respect of this project.
North Kesteven	<p>The Council introduced its ExCITe Strategy, which was approved by the Executive Board in October 2015. The aim of the Strategy has been to maximise returns and income from the areas of Economy, Construction, Investment and Trading. The key projects to date have been the establishment of the Council's owned Housing Company – Lafford Homes Ltd, modernising Treasury Management practices, the purchase of the only major allocated employment land in Sleaford and pursuing the option of establishing a Crematorium within the district.</p> <p>In relation to revenue generation via trading the Council has entered into agreements to provide payroll services for West Lindsey, Boston and for City of Lincoln. This model has the advantage of generating income, building resilience and capacity, without the complexity and uncertainty caused through the shared services model.</p>
Blaby	<p>Our Economic Development Strategy plays an important part in our approach to commercialisation, in particular as we see an increasing reliance upon business rates as a major funding stream. Through our ED Strategy we work closely with local businesses in order to promote growth within the district, and this approach has proven to be successful with a number of new developments either underway or soon to commence.</p> <p>The main workstreams we have in place in terms of income generation and commercialisation are:</p> <ul style="list-style-type: none"> <li>Investing in buildings and property – we are shortly to commence a small scale housing development on our former depot site in partnership with a local developer.</li> <li>Leisure – currently undertaking a leisure procurement process for management of our leisure centres which we anticipate will provide us with improved facilities and an increased management fee income.</li> <li>Strengthening services and efficiency – including a review of service for which we charge, with a view to</li> </ul>

Authority	Response
	<p>ensuring that we achieve cost recovery as a minimum.</p> <ul style="list-style-type: none"> <li>• Selling what we do – e.g. building control, land charges.</li> <li>• Social value of partnerships – the aforementioned housing development is as much about provision of the right type of housing to meet the needs of our residents as it is about income generation.</li> <li>• External funding – generally looking to maximise external funding through work with our various partners.</li> </ul>
Gedling	<p>Other ideas under consideration include:</p> <ol style="list-style-type: none"> <li>Establishing a Parks and Street Care Teckal Company – tree services, grounds maintenance</li> <li>Establishing a Leisure Teckal Company</li> <li>Pet cremation and ashes burial service</li> <li>Increased trade waste market</li> <li>MOT services at the depot</li> <li>Housing Development</li> </ol> <p>Two areas that are currently going forward, not suggested by scrutiny, are a pet crematorium and tree pruning services. There is insufficient information at this stage to be able to judge the success of these two projects.</p>
West Lindsey	<ol style="list-style-type: none"> <li>Trade Waste Service</li> </ol>

**2. What approaches have you taken to commercialisation of council services?**

***b. Where an idea has not proved successful, what were the barriers?***

<b>Authority</b>	<b>Response</b>
Charnwood	In terms of commercialisation, the Council is looking at the option of providing a commercial waste collection service in the future. It is too early to answer questions a and b in respect of this project.
North Kesteven	Plans still in development so at this stage it is not possible to give a full answer to part B.
Blaby	In terms of what has not proven successful, we have previously looked into the possibility of creating a housing company to build and/or buy properties for rent on the open market. However, the main barrier we faced was our lack of in house resource and expertise needed to manage the properties, as well as the issue of economies of scale because we were looking at a relatively small number of properties initially. This proposal has, therefore, been postponed and instead we have entered into a development agreement to build on our former depot site – approximately 30 houses to be sold rather than rented.
Gedling	<p>A review into income generation was completed last year however it was felt there was limited scope to the committee's suggestions as a number of the ideas contravened services that the LA can charge for, and a number of suggestions put forward were felt to not be viable by our legal team.</p> <p>See answer 2(a) for options considered for further investigation.</p>
West Lindsey	Key barriers where an idea has not proved successful include limited resources to deliver and legislation restricting activity.





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