



WORTHING BOROUGH
COUNCIL

29 January 2024

Joint Strategic Sub-Committee (Worthing)

Date:	6 February 2024
Time:	7.00 pm
Venue:	Worthing Football Club (Stand Bar), Woodside Road, Worthing BN14 7HQ

Committee Membership: Councillors Caroline Baxter, Dr Beccy Cooper (Chair), Sophie Cox, Rita Garner, Emma Taylor-Beal, John Turley, Carl Walker (Vice-Chair), Vicki Wells and Rosey Whorlow

NOTE:

The start time of this sub-committee meeting is dependent upon the finishing time of the preceding Worthing Cabinet meeting.

Agenda

Part A

1. Declarations of Interest

Members and officers must declare any disclosable pecuniary interests in relation to any business on the agenda. Declarations should also be made at any stage such an interest becomes apparent during the meeting.

If in doubt, contact the Legal or Democratic Services representative for this meeting.

2. Minutes

To approve the minutes of the Worthing Joint Strategic Sub-Committee meeting held on 5 December 2023, copies of which have been previously circulated.

3. Public Question Time

To receive any questions from members of the public.

Questions should be submitted by noon on Thursday 1 February 2024 to Democratic Services, democratic.services@adur-worthing.gov.uk

(Note: Public Question Time will operate for a maximum of 30 minutes.)

4. Members Questions

Pre-submitted Members questions are pursuant to rule 12 of the Council & Committee Procedure Rules.

Questions should be submitted by noon on Thursday 1 February 2024 to Democratic Services, democratic.services@adur-worthing.gov.uk

(Note: Member Question Time will operate for a maximum of 30 minutes.)

5. Items raised under urgency provisions

To consider any items the Chairman of the meeting considers to be urgent.

6. Lessons Learnt from the Big Listen and CIL Neighbourhood Fund - Developing Council for the Community for 2024 (Pages 5 - 82)

To consider a report by the Assistant Director for People and Change, copy attached as item 6.

7. Worthing Integrated Care Centre Project (Pages 83 - 88)

To consider a report by the Director for Place copy attached as item 7.

8. JOSC Working Group - Review of the Worthing Cultural Services procurement and contract process which was undertaken when the service was externalised in 2019 (Pages 89 - 106)

To consider a report by the Director for Sustainability & Resources, copy attached as item 8.

9. Motion for the Ocean and the Sussex Bay Programme (Pages 107 - 114)

To consider a report by the Director for Sustainability & Resources, copy attached as item 9.

10. Exclusion of the Press and Public

In the opinion of the Proper Officer the press and public should be excluded from the meeting for consideration of the following items. Therefore the meeting is asked to consider passing the following resolution:

'that under Section 100A(4) of the Local Government Act 1972, the public and press be excluded from the meeting from the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in the paragraph of Part 3 of Schedule 12 A to the Act indicated against the item'.

Part B - Not for Publication - Exempt Information Reports

11. Worthing Integrated Care Centre Project (Pages 115 - 124)

To consider an exempt appendix to item 7 from the Director for Place.

12. Virement of funds from the Strategic Property Budget to enable the purchase of 52 Gratwicke Road, Worthing (Pages 125 - 138)

To consider an exempt report by the Director for Housing and Communities, copy attached as item 12.

Recording of this meeting

Please note that this meeting is being live streamed and a recording of the meeting will be available on the Council's website. This meeting will remain on our website for one year and will be deleted after that period. The Council will not be recording any discussions in Part B of the agenda (where the press and public have been excluded).

For Democratic Services enquiries relating to this meeting please contact:	For Legal Services enquiries relating to this meeting please contact:
Chris Cadman-Dando Senior Democratic Services Officer 01903 221364 chris.cadman-dando@adur-worthing.gov.uk	Andrew Mathias Senior Solicitor – Legal Services 01903 221032 andrew.mathias@adur-worthing.gov.uk

Duration of the Meeting: Three hours after the commencement of the meeting the Chairperson will adjourn the meeting to consider if it wishes to continue. A vote will be taken and a simple majority in favour will be necessary for the meeting to continue.

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WORTHING BOROUGH
COUNCIL

Worthing Joint Strategic Sub-Committee
6 February 2024
Agenda Item 6

Key Decision [No]

Ward(s) Affected: All

Lessons Learnt from the Big Listen and CIL Neighbourhood Fund - Developing Council for the Community for 2024

Report by the Assistant Director of People & Change and Participation Lead

Officer Contact Details

Assistant Director of People & Change
Noël Hatch
noel.hatch@adur-worthing.gov.uk

Participation Lead
Ruth Pineda
ruth.pineda@adur-worthing.gov.uk

Executive Summary

1. Purpose

- 1.1. The purpose of this paper is to report on the activities and outcomes of Big Listen and the Community Infrastructure Levy as part of the Council for the Community programme.
- 1.2. It sets out the key areas of learning from the two programmes and recommended principles for future participation work in Worthing.
- 1.3. It also proposes a participation programme for Worthing based on current levels of resourcing.

2. Recommendations

The Committee is asked to approve the following:

- 2.1. The development of a participation programme for 2024/25 that closes the gap between participation, decision-making, delivery and communication and which includes a range of participation methods and formats, as detailed in paragraph 3.13.1.
- 2.2. Prioritise participation resource in developing the infrastructure we need internally to grow our participation capabilities as detailed in 3.13.2.
- 2.3. Develop a Council for the Community offer for how we support participation across Worthing as detailed in paragraph 3.13.3.

The Committee is asked to note the wider need to:

- 2.4. Develop a participation multi-disciplinary team bringing together staff to better support participation, develop participatory decision making and help communities make a difference in their streets and spaces across Adur & Worthing Councils.
- 2.5. Digital tools for people have their say and match people up to increase social action.
- 2.6. Applied learning and development programme to enable residents, staff and partners to develop and share skills in place-based working and participation and apply them to practical challenges. This will improve the quality of how we do participation – including through improved hosting and facilitation skills and make better use of partner skills.

3. Context

- 3.1. Communities which have more influence and control over what happens locally are stronger and more resilient. The council's long term ambition is therefore to, where possible, pass power and control over what happens within communities, to communities. Through 2022-2023, Worthing Borough Council's participation activities, including the Big Listen campaign, have been designed to help the council better understand how to deliver this agenda.
- 3.2. In the short-to medium term, this has meant learning how to create:

- The conditions whereby all individuals and groups have the opportunity to act as citizens.
 - Safe and inclusive spaces where the council can listen, and everyone has the opportunity to be heard.
 - Safe, meaningful forums where individuals and groups can work with elected members to influence change at a local level.
- 3.3. Worthing Borough Council's commitment to listening and working with our communities is aligned to Adur & Worthing Councils' shared framework, 'Our Plan.' As Worthing Borough Council and Adur District Council work as a single organisation with shared people and services, Our Plan was published in 2023 to set out the organisation's corporate purpose, principles, ways of working, services and missions.
- 3.4. One of our organisation's three principles is 'we are participative.' This means involving citizens in relevant and meaningful ways; working well with all our partners locally and regionally to address challenges together. Through 2022-2023, Worthing Borough Council's participation and engagement activities helped the organisation understand what we need to change inside our organisation so we can fully embody this principle.
- 3.5. Two major programmes underpinning Council for the Community have been the Big Listen and Community Infrastructure Levy Neighbourhood Fund.
- 3.6. The Big Listen campaign launched in 2022 was the first flagship participation activity of the new administration. It was about listening and being seen to listen. This included a programme of listening events in locations across the town, an in-person and online survey, and the pilot of a digital mapping tool and engagement platform.
- 3.7. The campaign was focused on creating safe and inclusive spaces where the council could listen to residents' views on Worthing, their ideas for the future of the town, and how local people and the council could work together to move things forward.
- 3.8. The main outcomes from Big Listen have been:
- New insights from local residents
 - A new model for participation and engagement
 - Strengthened relationships and trust

More detail on the insights and the outcomes of the Big Listen can be found in the appendix on slide 2.7.3.

3.9. The key lessons learnt from this programme have been:

- The potential of digital to transform our engagement
- Telling great stories about what we are already doing
- Designing and upskilling our organisation for participation
- Being more intentional about what we ask, who we ask and where we show up
- Participation and engagement work needs resourcing with people and budget

3.10. Another key participatory programme has been the Community Infrastructure Levy Neighbourhood Fund. This fund comes from a national 'tax' on developers such as housebuilders. The money is paid to councils as a way of paying for improvements to local neighbourhoods. Worthing Borough Council started collecting this money in 2015.

3.11. The key outcomes of the CIL Neighbourhood Fund programme 2022-2023 were:

Substantial funding for our community and voluntary sector

- £577,000 was granted to 45 organisations for a range of projects that will deliver social, cultural, physical and green infrastructure improvements for different groups of local residents.

Participatory ways of working

- The re-design and delivery of the CIL Neighbourhood Fund was a co-design and co-production by cabinet members, officers, Community Works.
- Decision-making involved members of the community and ward councillors across parties.
- Care was taken to make the fund more accessible to applicants through our communications and additional support for smaller un-constituted groups.
- Engagement with the community and voluntary sector was prioritised, carefully designed and took place in the neighbourhoods.

Place-based ways of working

- We changed and explored geographical boundaries.

- We showed up in local community spaces in the neighbourhoods.
- Council (officers and councillors) and communities (residents, groups and partners) reflected, questioned and learned together in place.

3.12. The key lessons learnt from this programme have been:

- Worthing has a diverse, generous and dynamic community and voluntary sector.
- Council has an important role as convener.
- Ward councillors are valuable community connectors.
- Community Works has a unique set of knowledge, skills and networks to share and we're stronger when we work together.
- The sustainability and accessibility of community spaces is a key issue for the voluntary and community sector.
- Community assets are abundant so we have an opportunity to use digital to make them more visible.
- Facilitation skills are essential and can be learnt through place-based practice.
- Communication can still be a challenge between community groups, residents and the council.

More detail on the process, delivery, outcomes and lessons learnt from both programmes are in the appendix.

3.13. The main principles that have emerged from these programmes has been the need to:

3.13.1. Ensure a range of participation and engagement methods and approaches are well-resourced and clearly linked to a decision making process and delivery. To include:

- a focus on activities that will help deliver Worthing's main priorities on making streets cleaner, safer and greener, improving the town centre and housing.
- improving engagement with young people.
- scaling and embedding tried and tested engagement methods in projects and service delivery.
- Experimenting with other models and methods including participatory budgeting and co-production.
- We also need to be telling better stories of how residents and civil society are making a difference.

3.13.2. Scale the work to the resource and prioritise growing the infrastructure for inclusive, representative participation. This infrastructure will need to include:

- learning and development for staff, residents and elected members.
- digital tools to connect people to improve their communities,
- building the participation resource / toolkit,
- developing our work with partners
- Exploring funding opportunities.

3.13.3. Develop a Council for the Community offer for how we support and celebrate participation across Worthing. This will:

- renew engagement with our diverse voluntary and community sector to better understand and develop the council's role/s in supporting and celebrating this sector's valuable contribution to our communities.
- outline the offer to residents, members, staff and partners for how they can get involved in participative activity, including a calendar and/or map of activity.
- help tell a better story of Council for the Community.
- propose we stop using the Big Listen brand and instead use the Council for the Community banner to badge our whole range of engagement activities in Worthing.

4. Delivering Council for the Community

In building on the outcomes and lessons learnt from the work over the past 18 months, the programme for 2024/25 should enable everyone to contribute to improving their communities around Worthing's priorities.

- Support residents to make a difference to their streets and spaces over the short term (focusing on making them cleaner, greener and safer).
- Bring together staff, residents and partners to improve outcomes over the medium term (focusing on improving the town centre).
- Empower residents to influence the future of their services and communities over the longer term (i.e. opportunities to participate in the formation of the Housing Strategy).

The outputs of the programme would be:

- A model which balances developing the infrastructure for participation and priority issues where we can test out participative methods “inside and out” with staff, residents and partners (Throughout 2024).
- A pathway which shows how staff, residents and partners can use participative ways to improve their communities (Spring 2024).
- An accompanying online tool and toolkit which provide practical methods people can use to put these into practice (Spring 2024), and exploration and testing of these methods in public spaces (Summer 2024).
- Training that enables people to learn together across the organisation and area how to implement these methods (Spring 2024) with a dedicated focus on testing these on Worthing’s priorities.
- A programme of experiments that helps test how we best support participation in a way that delivers Worthing’s priorities and embodies our values and embeds inclusive participation (Throughout 2024).
- A CIL funding programme that enables communities to put into practice community action (TBC 2024), scale up their projects through help to bid for external funding (Summer 2024) and test opportunities to support crowdfunding (Autumn 24).

In the appendix connections between Worthing Council’s priorities, Our Plan, and the Organisational Design programme are outlined.

The appendix also outlines:

- A Council for the Community offer for each target audience: residents, members, staff and partners.
- The approach to how the Council tells the Council for the Community story to each of the above target audiences.
- The infrastructure to be developed over 2024 and the resourcing to be used, and resourcing needed. The latter will be the subject of bids made to external fundings to scale up the participation activity.
- The roadmap over 2024 and the proposed governance.

5. Engagement and Communication

- Engagement on the Big Listen and Community Infrastructure Levy Neighbourhood Fund is outlined from section 5-12 in this report, and in the appendix in sections 2 and 3.
- Proposed engagement for 2024/25 is outlined in the Appendix in section 4 “Delivering the Council for the Community in 2024/25”, in particular sections 4.4-5 and 4.9

6. Financial Implications

- There are no direct financial implications arising as a result of this report. Existing funding streams in place are:
- The CIL Neighbourhood Fund which is funded via the Community Infrastructure Levy. An annual approval process for bids to this fund is already in place.
- £42,000 will be funded by the Shared Prosperity Fund to support the other participatory activity.
- The Participation matrix will involve the matrixing of existing officers working on engagement and participation into a new matrix, and will not require any additional costing.

7. Legal Implications

- 7.1 Under Section 111 of the Local Government Act 1972, the Council has the power to do anything that is calculated to facilitate, or which is conducive or incidental to, the discharge of any of their functions.
- 7.2 s1 of the Localism Act 2011 empowers the Council to do anything an individual can do apart from that which is specifically prohibited by pre-existing legislation
- 7.3 Section 3(1) of the Local Government Act 1999 (LGA 1999) contains a general duty on a best value authority to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.
- 7.4 s1 Local Government (Contracts) Act 1997 confers power on the Council to enter into a contract for the provision of making available assets or services for the purposes of, or in connection with, the discharge of the function by the Council, officers should have due regard to the requirement to carry out any data protection impact assessment, whether personal data is to be shared and enter into any data sharing agreement after taking advice from the Information Governance team.

Background Papers

- Strategic Priorities for Worthing Borough Council: 2022/23 Progress Update Report and New Priorities for 2023/24, August 2023
- Our Plan, Adur & Worthing Councils, October 2022

Sustainability & Risk Assessment

- A Sustainability and Risk Assessment must be completed for all reports.
- Identify Positive or negative implications, and how we may address to leverage these implications.
- If no issues are identified under a heading, then it should read "Matter considered and no issues identified."

1. Economic

- How does this proposal/issue impact on the economic development of our places or the economic participation of our communities?

The proposal may positively impact economic development by fostering community engagement and participation. Engaged communities often contribute to local economic growth, and the focus on making streets cleaner, safer, and greener can enhance the overall quality of the environment, potentially attracting businesses and residents.

2. Social

2.1 Social Value

- What impact does the proposal/issues raised have on our communities or specific groups within our communities?

The proposal emphasizes social value by empowering residents to contribute to their communities, improving local spaces, and influencing future services. The participatory approach aims to enhance the well-being of residents and create a sense of community ownership and pride.

2.2 Equality Issues

- Details of any equality issues, any equality impact assessment undertaken, or how the proposal impacts on access or participation.

This paper outlines that one of the three key principles for participation in Worthing going forward will be a focus on prioritising the development of infrastructure for inclusive and representative participation.

2.3 Community Safety Issues (Section 17)

- Details of how the proposal helps to reduce crime and disorder and meet the Council's duties regarding crime and disorder reduction targets.

The focus of participatory activity on Worthing Council's priorities will contribute positively to this area, as one of the Council's priorities is on making streets cleaner, safer and greener.

2.4 Human Rights Issues

- Does the proposal impinge on anyone's human rights and if so, how is it justified under the Human Rights Act? Human rights include: Right to a fair trial, respect for family life, private life, home and correspondence, freedom of thought, expression, assembly and association and protection and quiet enjoyment of property and possessions. Also ask, is the action proportionate to the anticipated response or outcome?

The proposal does not inherently impinge on human rights. However, it aligns with principles such as the right to private and family life by involving residents in decision-making processes that affect their communities. The participatory approach respects freedom of thought, expression, assembly, and association.

3. Environmental

- Are there any implications for the management, custodianship and protection of our natural resources?

The proposal may have positive implications for the management, custodianship, and protection of natural resources. Activities such as making streets greener align with environmental goals, contributing to sustainability and ecological well-being.

4. Governance

- Are there any implications for or alignment with the Councils' priorities, specific action plans, strategies or policies?
- Are there any implications to the Councils' reputation or relationship with our partners or community?
- Any implications for resourcing, risk management (including health and safety), the governance of the either Council?
- The proposal aligns with the Council's priorities and also aligns to the Our Plan framework. It reflects the commitment to a participative approach and addresses the need for inclusive decision-making and community engagement.
- The proposal, if successfully implemented, could enhance the Council's reputation by demonstrating a commitment to community involvement, transparency, and responsive governance.
- The report acknowledges the need for resources, including funding and staff development, to support the proposed participation program. Risks related to resourcing, health and safety, and governance are acknowledged and addressed in the report, indicating a proactive approach to risk management.

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LESSONS LEARNT FROM THE BIG LISTEN AND COUNCIL FOR THE COMMUNITY

December 2023

OVERVIEW

1. Background

Objectives of Council in the Community in Worthing

Objectives & importance of participation in Our Plan

2. Big Listen

The scope & process of Big Listen

Activities delivered from Big Listen and the outcomes

Lessons learnt

3. Community Infrastructure Levy programme

Overview of the activities

Activities delivered

Lessons learnt

4. Delivering in 2024/25

Recommendations

Delivering Worthing Council priorities and connecting to Our Plan

Developing a participation offer and infrastructure

Resourcing and outputs

Governance and roadmap



1. BACKGROUND

RESILIENT ➤ ADAPTABLE ➤ PARTICIPATIVE

1.1. BECOMING A COUNCIL FOR THE COMMUNITY (1/2)



From 2022, Worthing Borough Council has been committed to delivering on the manifesto promise to become a listening 'council for the community'.



Communities which have more influence and control over what happens locally are stronger and more resilient.



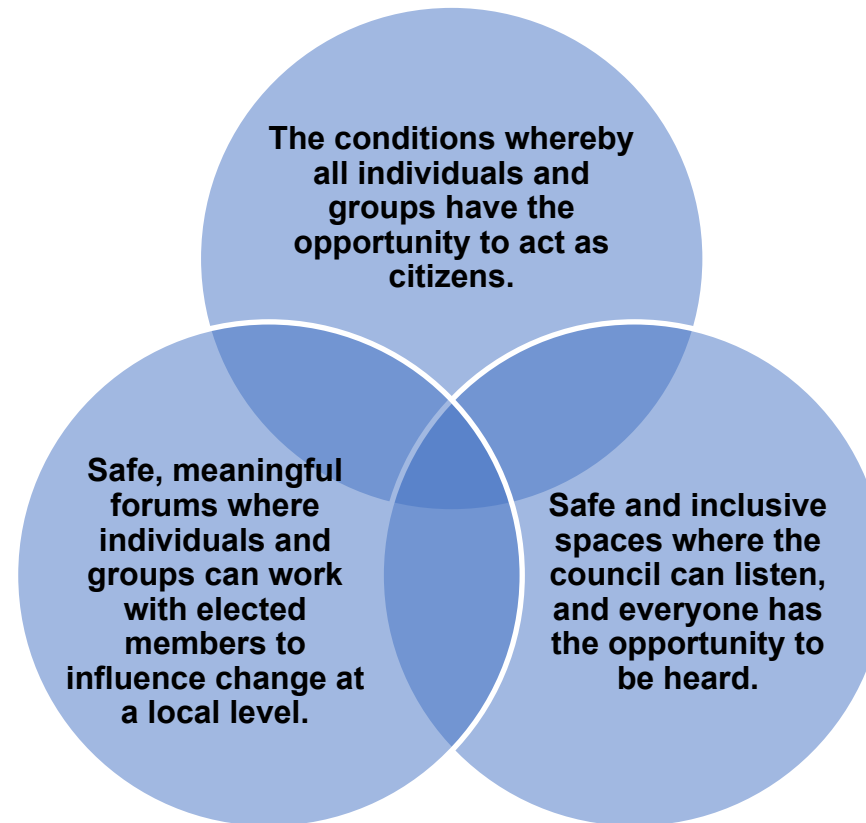
The council's long-term ambition is to, where possible, "pass power and control over what happens in communities to communities" .



Through 2022-2023, Worthing Borough Council's participation activities, including the Big Listen campaign, have been designed to help the council better understand how to deliver this agenda.

BECOMING A COUNCIL FOR THE COMMUNITY (2/2)

In the short-to medium term, this has meant learning how to create:



1.2. DEVELOPING PARTICIPATION AS PART OF WORTHING COUNCIL'S PRIORITIES

Participation, through the Council for the Community ambition is one of Worthing Council's key priorities:



Making streets and spaces cleaner, greener and safer



Improving the town centre



Achieving affordable housing



Council for the Community



2. BIG LISTEN

RESILIENT > ADAPTABLE > PARTICIPATIVE

2.1. SCOPE OF THE BIG LISTEN



The Big Listen campaign launched in 2022 was the first flagship participation activity of the new administration. It was about listening and being seen to listen.



The final design of the campaign included a three-month programme of listening events in locations across the town, an in-person and online survey, and the pilot of a digital mapping tool and engagement platform (CommonPlace).

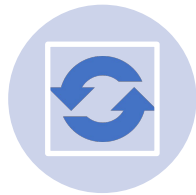


The campaign was focused on creating safe and inclusive spaces where the council could listen to residents' views on Worthing, their ideas for the future of the town, and how local people and the council could work together to move things forward.



2.2 DELIVERY OF THE BIG LISTEN

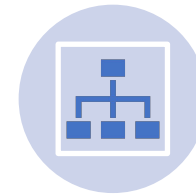
The delivery process included:



Management of the project cycle



Commissioning and contract management of a three-month trial of the citizen engagement platform Commonplace



Training and organisation of the 'listening' team of officers and elected members



Branding and communications



Data analysis

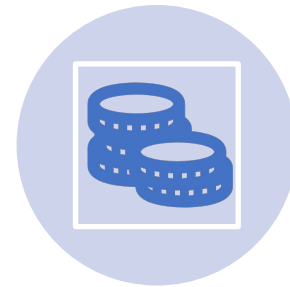


Internal reporting of insights to heads of service, elected members and the senior leadership team.

2.3. BUDGET FOR THE BIG LISTEN



Big Listen 2022 was a time-bound project, funded using the Council Capacity Issues Reserve Fund.



The final spend was £22,690.53.



Just under £15,000 was spent on the cost of additional staffing for project management and communications.



Just under £5000 was spent on commissioning the three-month trial of the digital platform Common Place.

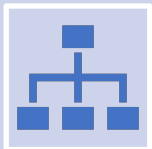
2.4. ORGANISATIONAL LEARNING OPPORTUNITY



It is important to note that when the new administration launched the Big Listen campaign, the organisation was inexperienced in running participatory activities and had not been designed or resourced to facilitate this kind of work.



A new delivery team was formed of officers from across the organisation who had not worked together before, most of whom were new to the organisation and local government. To support external communications, an additional member of staff was brought in on a fixed-term contract. The resources required to undertake the project had to be identified, designed and developed at pace.



Along with the high-profile nature of the project, this presented a challenge around leadership and management of the work but also a unique opportunity to learn what would be needed longer-term to become a listening council for the community.

2.5. BIG LISTEN ACTIVITIES



The Big Listen 2022 campaign was launched on 27th July and closed on 17th October.



The main aim of the listening exercise was to gather data in relation to three open questions.



The questions were designed to gather people's views on living and visiting Worthing so that insight could be shared with Council decision-makers.



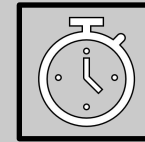
Data was gathered through two main activities:



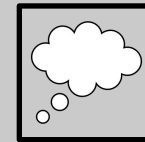
An in-person survey delivered through one-to-one conversations in the community and recorded using the digital platform Common Place.



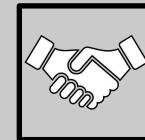
The production of a digital heat map hosted by Common Place where participants were invited to give feedback on neighbourhoods to highlight needs and things to celebrate.



1. Any reflections on your time in Worthing?



2. What could Worthing look and feel like in 2030?

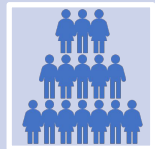


3. How can we work together to achieve this?

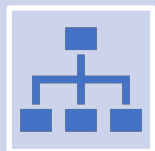
2.5. BIG LISTEN ENGAGEMENT



The Big Listen team held 264 conversations across 13 locations during the summer of 2022. This included showing up at a range of council and community-organised events and festivals.

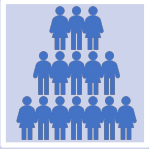


CommonPlace engaged 399 people in building and interacting with the digital heatmap of Worthing; achieved 1800 visits to the site; and received 204 registered users who opted-in to direct communications about Big Listen.



20 council officers from different teams, and 16 elected members were trained in listening skills, holding one-to-one conversations and collecting qualitative data (recording what people said).

2.6. REPRESENTATION



Equalities and postcode data was collected as part of the survey. The demographic data we have on the people who participated in the Big Listen is useful in indicating the future work we need to do on representation.

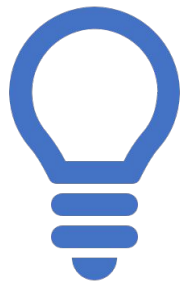


The biggest gap is children and young people. There was no recorded participation of under 16s in the Big Listen, despite this group making up 17% of Worthing's population in 2021. In comparison, over 65s were overrepresented making up just under 30% of participants compared with 22.5% of the overall population of Worthing in 2021.



The data on gender also indicates that men were under-represented. With 49% of participants identifying as female and only 39% identifying as male. The postcode data highlighted a significant gap in the participation of residents living in Goring.

2.7. OUTCOMES FROM THE BIG LISTEN



New insights from local residents



A new model for participation and engagement



Strengthened relationships and trust

2.7.1. INSIGHTS ON PEOPLE'S VIEWS IN WORTHING (1/2)



The number of participants who took part in the online survey and one-to-one conversations is very small compared to Worthing's population (111,300 in 2021).



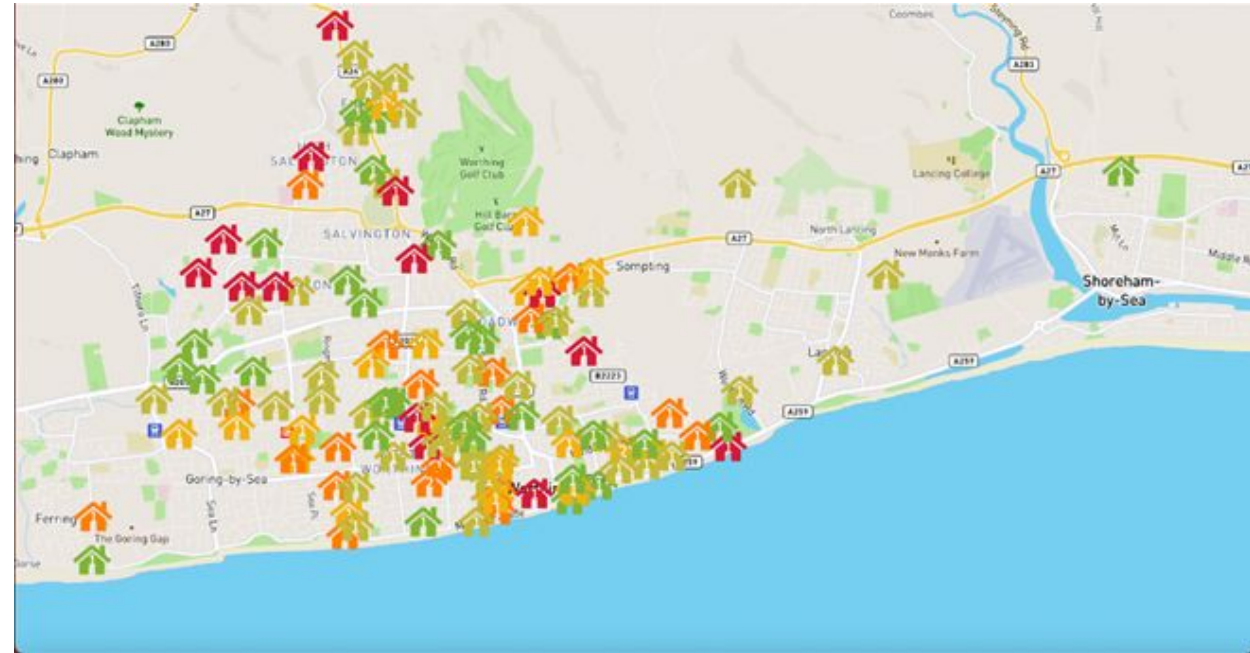
However, the distribution of resident participation (i.e. from across the town) and the nature of the data collected (people's views and stories) have given us valuable insight.



There were strong common themes in the data which indicate the types of changes and improvements people would like to see prioritised.



Around half the participants shared ideas about how the council could work differently with residents and communities.



The map hosted by Common Place shows the distribution of resident participation by postcode. The colours represent people's feelings about the town from positive to negative. For more detail see this [presentation](#).

INSIGHTS ON PEOPLE'S VIEWS IN WORTHING (2/2)

The majority of participants reported feeling satisfied or happy with Worthing as a place.

There was a question about Worthing town's identity: visitor destination or a place for residents.

Worthing needs to become a place for everyone: inclusive and accessible.



Desired changes

- More for young people and children to do.
- More sustainable travel infrastructure including more cycling and walking routes, and pedestrianised areas.
- More and better cared for green spaces.
- More support for independent businesses.
- More to support the growth of truly affordable housing.



How council and residents can work together

- More engagement, community groups and share events.
- Less bureaucracy.
- More forums and representative boards.
- More dialogue with the council.
- Volunteering.
- Improved communication in digital and printed formats and between elected members and residents.
- Partnership i.e. business.

2.7.2 A MODEL FOR FUTURE PARTICIPATION AND ENGAGEMENT (1/2)



The process of designing and delivering the Big Listen campaign enabled the council to test a prototype participation cycle and the project and stakeholder management required to deliver it.

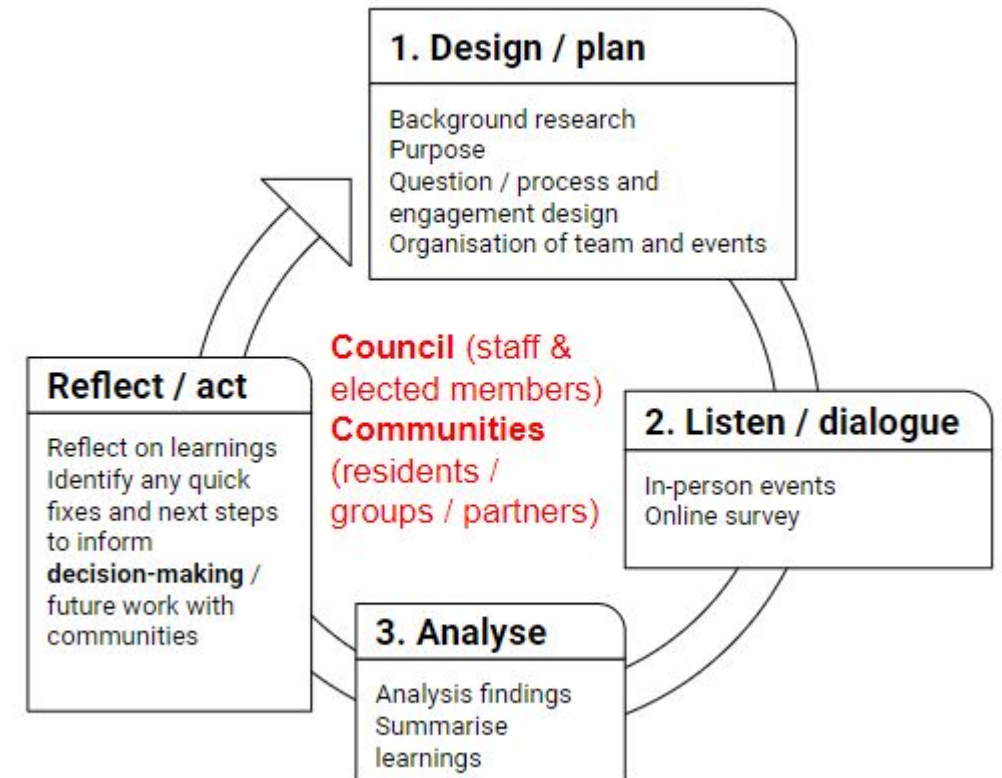


This four-step participatory cycle was made visible and further developed in 2023 in a workshop with council officers from across departments.



It is a model that could work at different scales for a variety of projects or engagement and participation formats and has the potential to be built out into an adaptable framework and toolkit in parallel with training programmes.

Participation cycle



A MODEL FOR FUTURE PARTICIPATION AND ENGAGEMENT (2/2)

Importantly, this model identifies the distinct roles and responsibilities of the staff and elected members within a council-led participation process. But could also be adapted for co-design and co-production with communities.

It also indicates the types of infrastructure that will need to be developed inside the organisation including training and development, and guidance and toolkits.

In summary, Big Listen helped officers understand and identify the skills, competencies, resources and process needed in order to deliver high quality engagement work with residents.



Types of activities i.e. question design



Roles and responsibilities for officers and elected members



Tools and resources



Resident experience



Opportunities

2.7.3. STRENGTHENED RELATIONSHIPS AND TRUST



A key 'invisible' outcome of the Big Listen campaign was the progress made in relationship building and trust between Worthing's elected members and residents, with Councillors valuing the participative approach to engaging with residents in this way.



The delivery of the Big Listen campaign was seen by the administration as a first step in making good on the manifesto promise to become a council for the community.



This was also key in building trust between the new administration and senior council officers, trust that is integral to the functioning of local democracy.



Furthermore, the summer programme of listening events was made possible by the team effort of officers and elected members who had been trained together in listening skills.



The experience of working together on this campaign strengthened relationships between council officers and elected members and prompts the question of how we can develop the role of ward members further in relation to participation and engagement in our neighbourhoods.

2.8. LESSONS LEARNT FROM BIG LISTEN



The potential of digital to transform our engagement



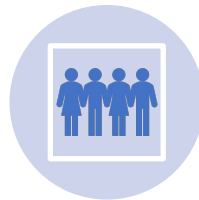
Telling great stories about what we are already doing



Designing and upskilling our organisation for participation



Being more intentional about what we ask, who we ask and where we show up



Participation and engagement work needs resourcing with people and budget



We can embed the Big Listen principles and model into all our Council for the Community participation, engagement and consultation work.

2.8.1. THE POTENTIAL OF DIGITAL TO TRANSFORM OUR ENGAGEMENT



The opportunity to trial the civic engagement platform CommonPlace provided useful insight into the potential of digital to transform how we engage with residents.



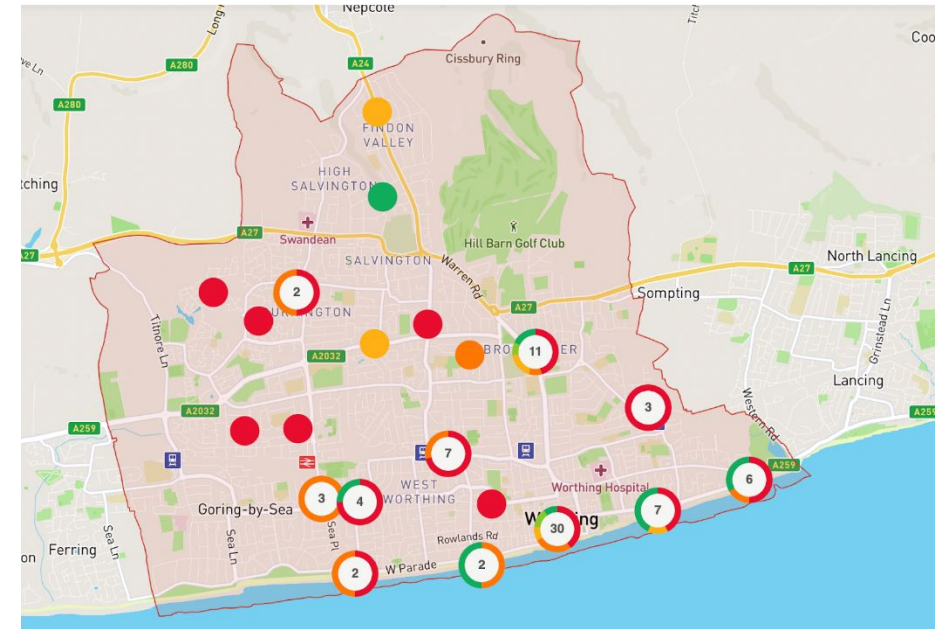
It raised really important questions about the types of data we collect, how this is owned, managed and shared and acted on.



It also pointed to the necessity of 'hosting' digital platforms so that online participation is purposeful and constructive. This all comes with resource implications that need to be properly considered.



Consequently, there is a piece of work needed to explore these questions in greater depth to help us understand what we really want to achieve through digital, how we invest the necessary resource (of our people), where we focus in the short, medium and longer-term and how we can do this in the right way with our communities.



The CommonPlace headmap function showed the potential of crowdsourcing knowledge about our neighbourhoods - but it led to a certain kind of data and interaction i.e. 'reporting problems'.

2.8.2 TELLING GREAT STORIES ABOUT WHAT WE (COUNCIL AND COMMUNITIES) ARE DOING



It is interesting that the data we gathered through Big Listen on local people's priorities for improvements to the town does align with the council's existing and future plans and work programmes. And we can tell this story through our communications i.e....



The Business Support Package for 2024 (BSP) will include delivering bespoke support to independent businesses;



The development team's focus on delivering accommodation for local people in housing needs speaks to local people's concerns that more could be done on affordable housing.



The CIL Neighbourhood Fund 2023 delivered nearly 600K into our voluntary and community sector for projects that included caring for our green spaces and providing needed services and facilities for children and young people.



There is an opportunity here to amp up the storytelling about the council's and the voluntary and community sectors' work in these areas and make stronger connections to the Big Listen campaign of 2022 and the ambition to become a council for the community.

2.8.3. DESIGNING AND UPSKILLING OUR ORGANISATION FOR PARTICIPATION



The challenge of delivering a town-wide listening exercise at pace gave invaluable insight into the changes that were needed inside the organisation to embed participatory ways of working.



These changes include changes to mindsets and behaviours, training and development in new skills and competencies and changes to how we organise our people and how we work in a place-based way.

2.8.4. BEING MORE INTENTIONAL ABOUT WHAT WE ASK, WHO WE ASK AND WHERE WE SHOW UP



If we want to achieve inclusive participation of diverse voices Big Listen taught us that we need to be more intentional about where we show up to listen, who we listen to and what we ask.



For example, while we reached residents from across Worthing, there was a glaring gap in youth participation. And, while our questions were accessible and open, in future we need to give more consideration to identifying the issues and situations we want to understand and change, and design our questions and engagement strategy accordingly.



To become a council for community we need to be working harder to reach seldom heard voices as part of our business as usual activities.



We will need to get confident at using our data tools and our community networks to help us make sense of what good representation looks like and then how we reach people.



And recent work in the housing space shows the role the council might play in bringing seldom heard voices together with those who are already engaging with the council through formal democratic processes (i.e. residents who make representations at our planning committees).

2.8.5. PARTICIPATION AND ENGAGEMENT WORK NEEDS RESOURCING WITH PEOPLE AND BUDGET



Big Listen was a discreet engagement exercise with its own budget and delivery team. Worthing's other high profile council for community project in 2023 the CIL Neighbourhood Fund was also resourced with people and a budget.



It is naive to think the council can run meaningful engagement and participation activities without these two elements.



As part of the organisational re-design we will need to identify those roles where participation and engagement capabilities need to be included in job descriptions and work programmes. In parallel we need to focus on enhancing and sharing the skills of those teams already working directly with residents and communities, and developing the necessary training and development to support others to make this transition.



Similarly, we need to be looking at how we prioritise the use of funding available for participation in Worthing through existing grants and how we use the other levers we have i.e. commissioning and section 106 to ensure community participation has the revenue funding whether through third parties, partners or the council.

2.8.6. THE BIG LISTEN BRAND HAS HAD ITS DAY, BUT WE CAN EMBED THE PRINCIPLES AND DEVELOP THE MODEL



In 2022 the Big Listen brand was successful in signalling the change of political administration and a new culture of 'listening' at Worthing Borough Council.



However, by 2023 the brand had become synonymous with a particular format of 'stand alone', high profile engagement, which may not be appropriate for every engagement needed. Officers have found it difficult to align requests for this engagement format with their existing programmes of work and resource constraints.



Going forward, there is greater potential in using the Council for Community 'banner' to badge participation and engagement activity in Worthing because it can encompass a wider range of activities and formats that can be more embedded in our delivery of services and projects.



What we need to hold onto from Big Listen is the principle of listening to our communities and involving ward members at the neighbourhood level in design and delivery of participation and engagement activities that will influence decision making and the delivery of services. And this is what we successfully achieved through the CIL Neighbourhood work in 2023.



3. DELIVERING THE COMMUNITY INFRASTRUCTURE LEVY PROGRAMME

RESILIENT > ADAPTABLE > PARTICIPATIVE

3.1. OVERVIEW OF THE CIL NEIGHBOURHOOD FUND



In 2023, more than £577,000 from the re-designed CIL Neighbourhood Fund was awarded to 45 applicants from the community and voluntary sectors.

- CIL stands for 'Community Infrastructure Levy'.
- This is a national 'tax' on developers such as housebuilders. The money is paid to councils as a way of paying for improvements to local neighbourhoods.
- UK Government regulation says that 15% of all CIL funds should be spent in the neighbourhood where the development took place.
- Worthing Borough Council started collecting this money in 2015 and since then, 15% has been put into the 'CIL Neighbourhood Fund'.
- The CIL Neighbourhood Fund gives communities freedom and power to spend the money on a wide range of things that will benefit the neighbourhood, in consultation with local residents.
- In 2023, funds will be used to support the delivery of projects focused on improving the lives of residents in the town including re-vamping green spaces, providing vital resources for young people, helping with the cost of living and launching new cultural activities.

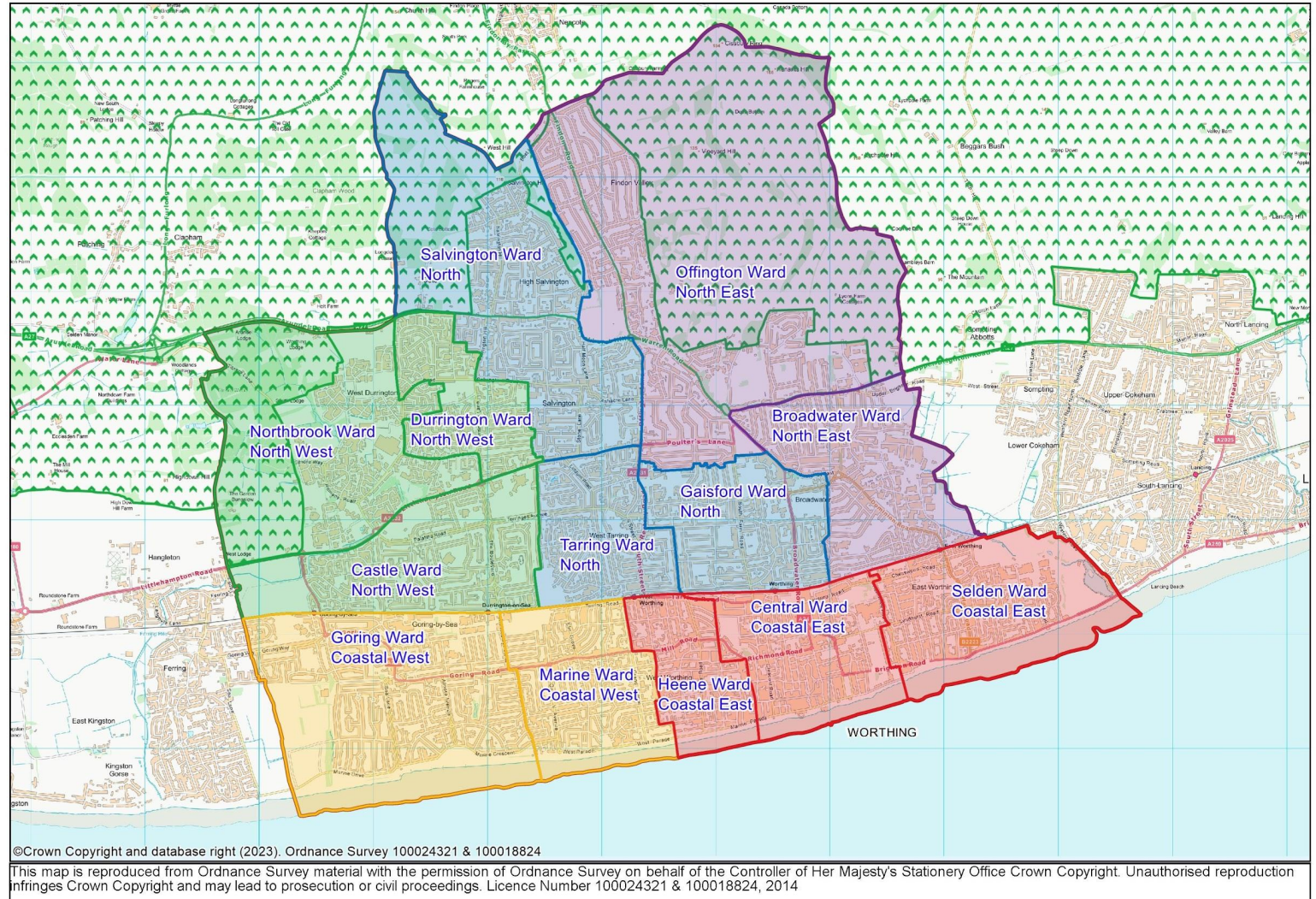
3.2 CIL NEIGHBOURHOOD FUND AREAS

46

When developers pay CIL to Worthing Borough Council, 15% of the money is put into the CIL Neighbourhood Fund for the area where the development took place.

This map shows the CIL Fund areas:

- North West
- North
- North East
- Coastal East
- Coastal West



3.3. THE APPLICATION AND ASSESSMENT PROCESS WAS RE-DESIGNED IN 2022/2023 WITH THE AIM OF WIDENING PARTICIPATION AND INVOLVING WARD COUNCILLORS AND COMMUNITY REPRESENTATIVES IN DECISION MAKING.

Expressions of interest 3 April - 12 May 2023		Applications open 22 May - 30 June		Assessment Panel 17 July - 28 July 2023		Delivery		Agreement September 2023
Groups given opportunities to connect with each other, officers and Councillors	Signpost groups to support to get set up to receive funding (Community Works)	Simple application form	WBC officers check applications	Assessment panel: Councillors, Community Works and previously successful applicants	Transparent assessment by panel and recommendation to Cabinet Member	Member for Communities and Young People signs off final decision	Outcome of application shared , with feedback and suggestions	CIL fund agreement ready to be signed for successful groups

48 3.4. MAY ENGAGEMENTS TOOK PLACE IN COMMUNITY SPACES



North West @Durrington Community Centre,



Coastal West @Worthing Leisure Centre

North @West Tarring Young People's Hub



Coastal East @CREW



RESILIENT > ADAPTABLE > PARTICIPATIVE

3.5. LESSONS LEARNT FROM THE CIL ENGAGEMENTS- WHAT WE'VE APPRECIATED

- **Worthing** has a diverse, generous and dynamic community and voluntary sector
- **The Council** has an important role as a convener of the community and voluntary sector
- **Our ward councillors** are valuable **community connectors and champions**
- **Community Works** has a unique set of knowledge, skills and networks to share and **we're stronger when we work together.**
- **Community spaces / buildings** are a key issue (inclusion / maintenance / sustainability).
- **Community assets** are abundant so how can we use digital to make them more visible?
- **Facilitation skills** are essential and can be learnt through place-based practice.
- **Communication** can still be a challenge between community groups, residents and the council.

3.6. HOW DID WE 'SHOW UP IN PLACE'?

In local community spaces.

Human to human.

In a circle.

In 'plain English'.

As facilitators.

Listening / turn-taking.

Relationship-building.

Knowledge exchange.

Reflection on shared learning.





3.7. THE CIL NEIGHBOURHOOD FUND 'EXPERIMENT'

● Participatory ways of working

- The design and delivery of the CIL Neighbourhood Fund for 2023 was a co-design and co-production by the Council (cabinet members & officers) and Community Works.
- Decision-making involved members of the community and ward councillors across parties.
- Care was taken to 'plain English' information for applicants about the fund.
- Engagement with the community and voluntary sector was prioritised, designed and took place in the neighbourhoods.
- Community communications.

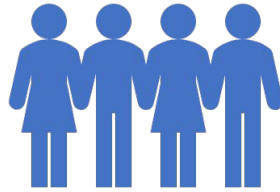
● Place-based ways of working

- Changing and exploring geographical boundaries.
- Council showed up in local community spaces in the neighbourhoods.
- Council (officers and councillors) and communities (residents, groups and partners) reflecting, questioning, learning together in place.

3.7. KEY PRINCIPLES FOR PARTICIPATION



Ensure a range of participation and engagement formats are well-resourced and clearly linked to a decision making process and delivery.



Scale the work to the resource and prioritise growing the infrastructure for inclusive, representative participation



Develop a Council for the Community offer for how we support participation across Worthing

3.8. ENSURE PARTICIPATION AND ENGAGEMENT WORK IS WELL-RESOURCED AND CLEARLY LINKED TO A DECISION-MAKING PROCESS AND DELIVERY.



Since the new administration, the most visibly impactful council-led participation and engagement activity for residents and communities is arguably the re-design of the CIL Neighbourhood Fund.



The CIL Neighbourhood Fund process was carefully designed, involved the tripartite of elected members, community representatives and council officers. It was also well resourced with a clear line into decision-making and delivery (in this case, projects and/or services run by our brilliant voluntary and community sector).



Going forward, we need to ensure that this principle is held up as the benchmark against which to test the viability of proposed participation and engagement activities.

3.9. SCALE THE WORK TO THE RESOURCE AND PRIORITISE GROWING THE INFRASTRUCTURE FOR INCLUSIVE, REPRESENTATIVE PARTICIPATION

The appetite amongst residents and communities to engage with the council and participate is strong.

The challenge for the Council is deciding where we prioritise our current participation resource in order to grow our medium and longer-term capability.

Over the next year we need to focus our attention on growing our participation infrastructure so that we can scale participatory practice across and beyond the organisation that is inclusive and representative.



Renew our support for the voluntary and community sector to help widen and strengthen community participation.



Training and development for staff



Digital



Data



Participation toolkit

3.10. PRIORITISE THE DEVELOPMENT OF A CORPORATE FRAMEWORK FOR PARTICIPATION



Forward planning and programming participation activities informed by strategic priorities



Supporting workforce transition into participatory ways of working, including developing a bank of resources and tools to support with workforce training and development



We know enough from Big Listen, CIL N. Fund and projects in the neighbourhoods i.e. West Durrington what skills, competencies and capabilities are required by our workforce, but we need to create the space and time to support people properly develop and transition.



How we commission and draw in resources via third parties/partnership.



4. DELIVERING COUNCIL FOR THE COMMUNITY IN 2024/25

RESILIENT > ADAPTABLE > PARTICIPATIVE

4.1. RECOMMENDATIONS (1/2)

We ask the Committee to agree to:



The development of a participation programme for 2024/25 that closes the gap between participation, decision-making, delivery and communication and which includes a range of participation methods and formats. To include a focus on activities that will help deliver Worthing's main priorities i.e. making streets and spaces safer, cleaner and greener. And telling better stories of how the community and voluntary sector are already making a difference. Targeted participation work to focus on young people and scoping of work to engage residents and communities in the development of a housing strategy.



Prioritise participation resource in developing the infrastructure we need internally to grow our participation capabilities: this will include learning and development for staff and elected members; digital tools and platforms to connect people to improve their communities; building the participation resource / toolkit; and developing our work with partners and exploring funding opportunities.



Develop a Council for the Community offer: This will outline the offer to residents, members, staff and partners for how they can get involved in participative activity, including a calendar and/or map of activity. It will help better tell the story of Council in the Community and participation. We will stop using the Big Listen brand and instead use the Council for Community banner to badge our whole range of engagement and participation activities in Worthing.

RECOMMENDATIONS 2/2)

We ask the Committee to note the need to develop a wider joint corporate approach to delivering the participative principle across Adur and Worthing Councils, including the development of a:



Participation multi-disciplinary team bringing together staff to better support participation, develop participatory decision making and help communities make a difference in their streets and spaces and connect work in the neighbourhood to the wider local, regional and/or national agenda.



Digital tools for people have their say and match people up to increase social action.



Applied learning and development programme to enable residents, staff and partners to develop and share skills in place-based working and participation and apply them to practical challenges. This will improve the quality of how we do participation – including through improved hosting and facilitation skills and make better use of partner skills.

4.2. CONNECTING TO OUR PLAN

Worthing Council's priorities connect with Adur & Worthing Council's Our Plan missions – the key building blocks for a local area to thrive.

Making streets and spaces cleaner, greener and safer

Achieving affordable housing

Improving the town centre



RESILIENT > ADAPTABLE > PARTICIPATIVE

1.3. AIMS AND OUTCOMES



We want to enable everyone to contribute to improving their communities and propose three key areas where we want to support participative ways of working.

Short Term



Support residents to make a difference to their streets & spaces (focusing on making them cleaner, greener and safer)

Medium Term



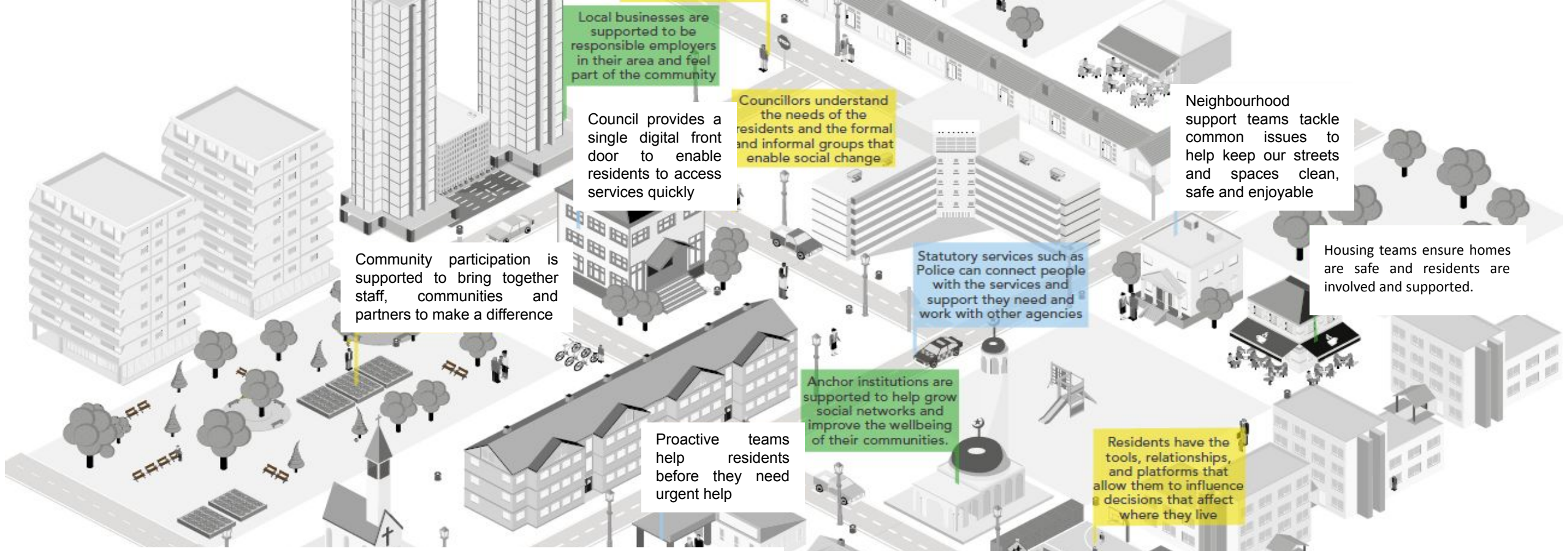
Bring together staff, residents and partners to improve outcomes (focusing on improving the town centre)

Long Term



Empower residents to influence the future of their services and communities (developing a strategy for affordable housing)

- We propose to develop a portfolio of projects where there is a balance of activities across these objectives and helps deliver Worthing Council's main priorities.



4.5. ALIGNING TO THE ORGANISATIONAL DESIGN

We will align the work of the Council for the Community programme for 2024/25 to the Organisational Design programme.

This will help move Adur & Worthing Councils to an operating model that better reflects its priorities and values while delivering sustainable savings.

The diagram shows how participation is a key part of the ecosystem in a local area and connects in with other areas of focus within the Organisational Design.

Statutory agencies and public service providers (local authorities, health bodies, police and so on)

Local non-statutory organisations: third sector, business, universities, places of worship

Citizens and communities – people who live in a place

4.4. COUNCIL FOR THE COMMUNITY OFFER



Outcomes

Support residents to make a difference to their streets and spaces to keep them cleaner, greener and safer

Bring together staff, residents and partners to improve our town centre

Empower residents to influence the future of their services and communities to achieve affordable housing

Offer for residents

We will provide practical tools to help people organise community clean-ups

We will work with residents to develop a community vision and blueprint for the town centre

We will engage residents in the development of a housing strategy

Offer for members

We will enable members to convene & champion community clean ups and place-based working

We will provide the evidence and engagement with residents for Members to develop a blueprint for the town centre

We will enable members to listen to the insights of residents to shape their recommendations on housing

Offer for staff

We will support staff to work together to improve people's streets & spaces through the Neighbourhood Model

We will test out the Neighbourhood Model on how we can develop a coordinated approach to improving the town centres

We will support staff to facilitate activities which uncover the needs and solutions of residents on housing

Offer for partners

We will launch calls to action for partners to volunteer and support community clean ups

We will celebrate what partners (inc. businesses) are doing and create pledges with them to encourage them to do their bit to the town centre

We will bring together key partners to understand and mobilise the levers (i.e. finance, land, space, skills) they can bring to improve housing

4.5. TELLING THE STORY OF COUNCIL FOR THE COMMUNITY



Offer for residents

Offer that is communicated to residents on how they can get involved in participative activities

Calendar and/or map of participative activities to increase take-up

Different levels & types of support/training based on how involved they want to be (i.e. learn, connect, organise)

Offer for members

Programme of activities based on priorities that gives them visibility of delivery

Calendar and/or map of participative activities so Members know what is going on in their area

Governance through the C4C working group that enables them to shape improvement

Offer for staff

Framework that enables staff to understand how we want to improve the quality and experience of participation

Calls to action for staff to help support participation that builds on their skills

Different levels & types of support/training to help them better involve residents

Offer for partners

Calls to action for partners to collaborate in participative projects that make use of their skills

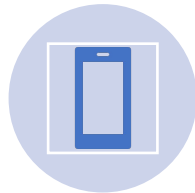
Calendar and/or map of Council and partner-led participative activities that promote their activities too

Opportunities to pool funding to help embed and extend participation

4.6. BUILDING THE INFRASTRUCTURE TO EMBED COUNCIL FOR THE COMMUNITY



Budgets that enable people to get match-funding to put into practice community action



Platforms that enable residents to have their say and volunteer



Programme that trains people up to develop their skills and apply them on practical challenges



Tools that enable staff to adapt the methods in their everyday work



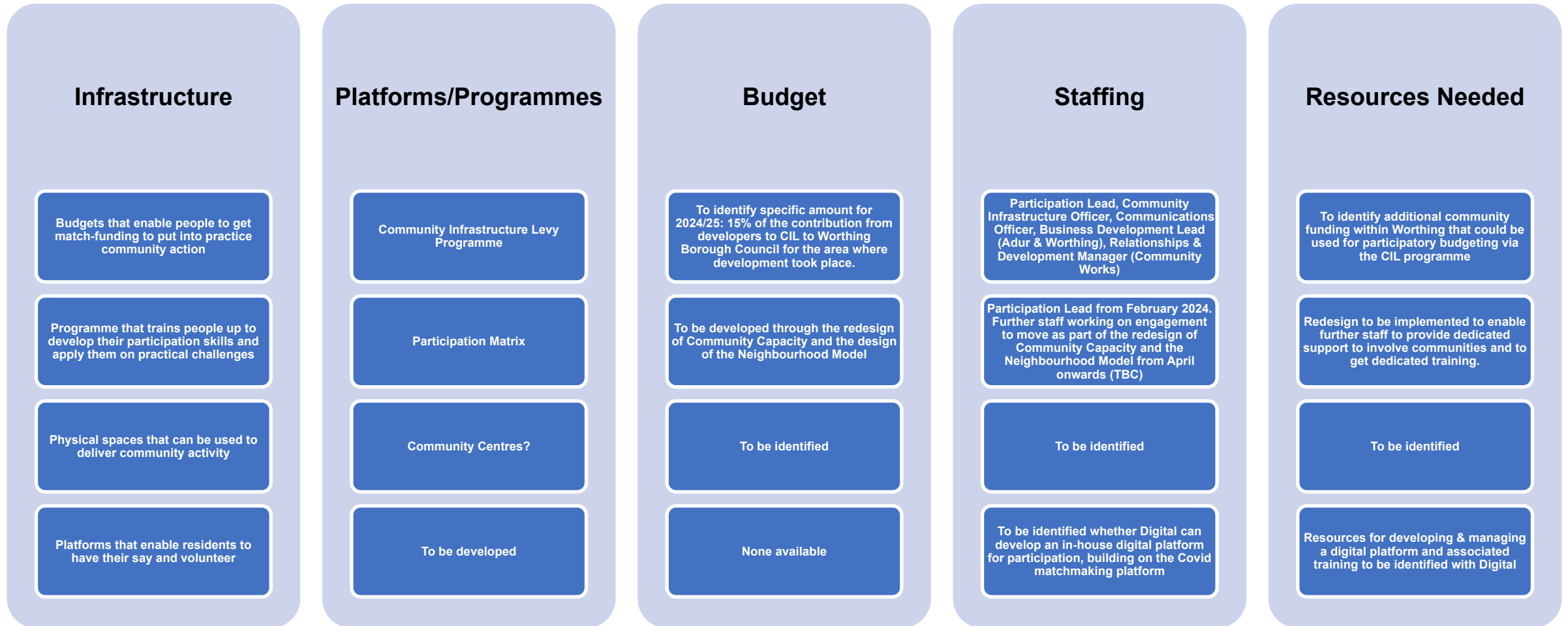
Experiments that bring them together with staff and partners to develop solutions



Physical spaces that can be used to deliver community activity

We will map the types of infrastructure above that we already provide (CIL funding, participatory experiments, Big Listen methods), have done previously (i.e. matchmaking need & support, that we can/could access through partners (i.e. funding, physical spaces, volunteering) and those we would need to create.

4.7. RESOURCING THE INFRASTRUCTURE



4.8. OUTPUTS FROM THE PROGRAMME



A model which balances developing the infrastructure for participation and priority issues where we can test out participative methods “inside and out” with staff, residents and partners (Throughout 2024)



A pathway which shows how staff, residents and partners can use participative ways to improve their communities (Spring 2024)



An accompanying online tool and toolkit which provide practical methods people can use to put these into practice (Spring 2024), and exploration and testing of these methods in public spaces (Summer 2024)



Training that enables people to learn together across the organisation and area how to implement these methods (Spring 2024) with a dedicated focus on testing these on Worthing’s priorities



A programme of experiments that helps test how we best support participation in a way that delivers Worthing’s priorities and embodies our values (Throughout 2024)



A CIL funding programme that enables communities to put into practice community action (TBC 2024), scale up their projects through help to bid for external funding (Summer 2024) and test opportunities to support crowdfunding (Autumn 24)

4.9. ROADMAP (1/4)

Audiences

Cabinet

Corporate Leadership Team

Council for the Community Working Group

Resident & Partner Engagement

Jan

Lessons Learnt & Proposal @
Worthing Informal Cabinet on 15 Jan

Lessons Learnt & Proposal @
CLT on 5 Jan

Engagement with partners on
developing Community Awards

Feb

Lessons Learnt & Proposal @
Worthing Joint Strategic Sub
Committee on 6 Feb

Neighbourhood Model @
CLT on 9 Feb

Delivering the C4C programme
Scope on how we devolve decision
making and community action
Scope on partnering in a Community
Awards (tbc)

Engagement with partners & residents
on how we can improve the CIL
funding programme

Mar

Neighbourhood Model and
Community Capacity Redesign @
Joint Strategic Committee (Mar/Apr)

Evaluation of CIL funding programme
Development of a participation
framework that shows how we will
improve as an organisation

Calendar and/or map of participative
activities for residents and members
to increase take-up
Engagement of young people &
partners in improving the town

ROADMAP (2/4)

Audiences

Cabinet

Corporate Leadership Team

Council for the Community Working Group

Resident & Partner Engagement

Apr

Development of a participation framework for A&W (JSC)
Neighbourhood Model and Community Capacity Redesign @ JSC (Mar/Apr)
Quarterly Update on Participation

Quarterly Update on Participation
Development of a participation framework for A&W

Scope for a programme for residents, staff & partners to make a difference in their streets
Scope for an online platform for residents to have their say

Launch of CIL funding programme and expressions of interest (TBC)

May

Scope for how we use Council and partner physical spaces better for residents to make a difference

Youth Cabinet Meeting (TBC)
Close of CIL EOIs (TBC)

Jun

Launch of programme to test place-based participatory action & decision making
Launch of Community Award (TBC)
Applications open for CIL funding (TBC)

ROADMAP (3/4)

Audiences

Cabinet

Corporate Leadership Team

Council for the Community Working Group

Resident & Partner Engagement

Jul

Quarterly Update on Participation

Quarterly Update on Participation

Scope of Autumn programme for residents, staff & partners to make a difference

Scope of review of crowdfunding

Launch of Summer participation activities to make streets safer, cleaner & greener

Assessment Panel for CIL project proposals

Aug

Sep

Launch of Autumn programme for residents, staff & partners to make a difference. Signing of CIL fund agreements with groups and start of delivery



ROADMAP (4/4)

Audiences

Cabinet

Corporate Leadership Team

Council for the Community Working Group

Resident & Partner Engagement

Oct

Quarterly Update on Participation

Quarterly Update on Participation

Nov

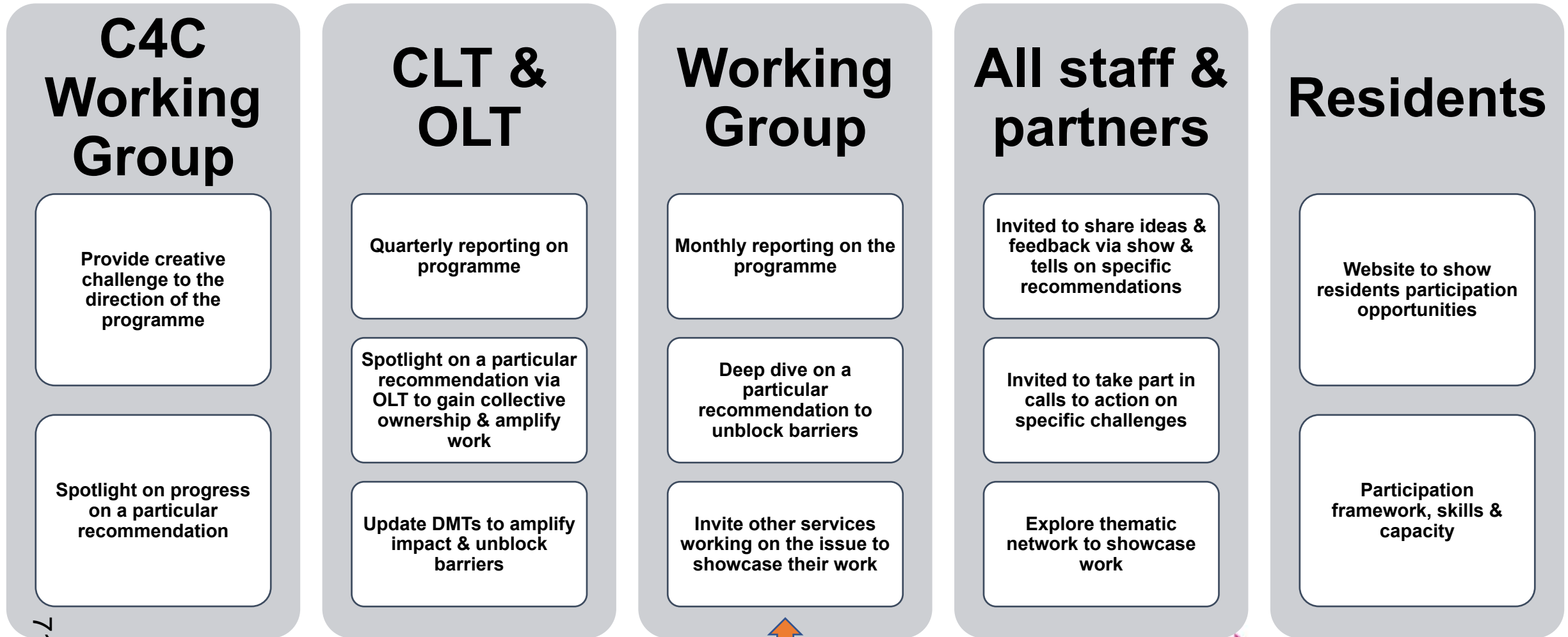
Dec

Annual Update on Participation

Annual Update on Participation

Review of delivery of CIL funded projects and training programme for residents, staff & partners to make a difference in their community

4.10. GOVERNANCE



External organisations invited to provide inspiration & challenge

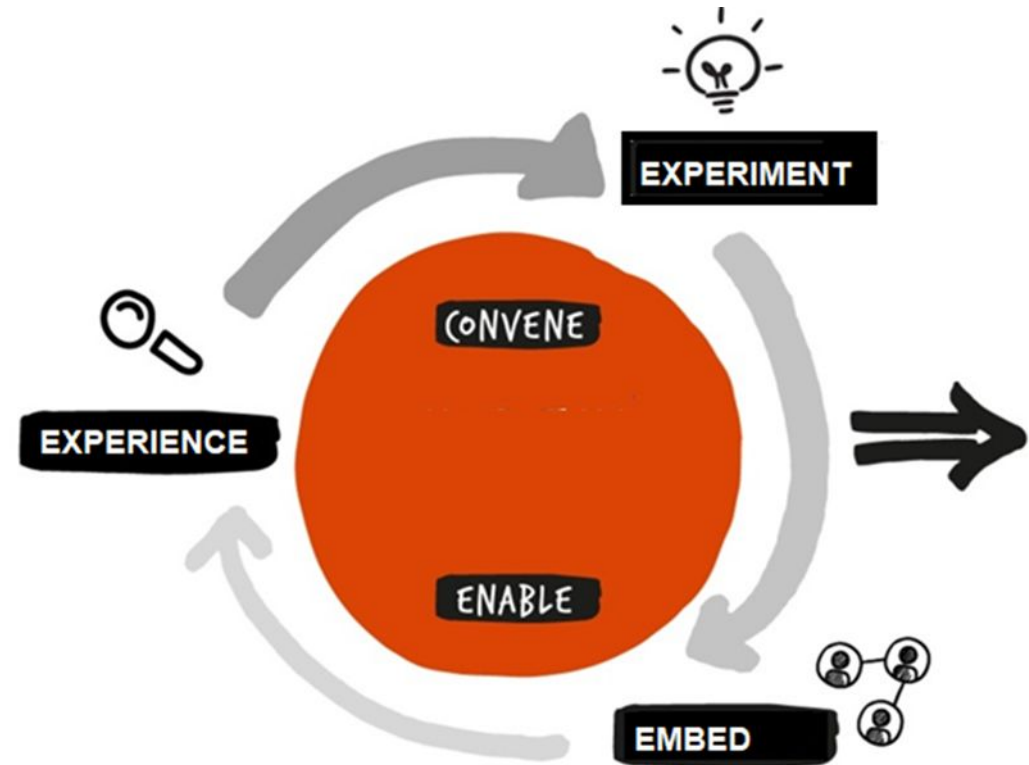


5. AREAS TO DEVELOP

RESILIENT ➤ ADAPTABLE ➤ PARTICIPATIVE

5.1. AREAS TO DEVELOP

- As highlighted in the roadmap, we want to develop a participation framework that outlines how we support staff, residents and partners to work in participative ways.
- We want to do this in a participative (experience), adaptive (experiment) and resilient (embed) way.
- The following slides are ideas of what we could do in terms of setting up programmes to bring residents, staff and partners together to make a difference (featured in the roadmap).



5.2. EXPERIENCE AND IMAGINE



Channel the creativity and needs of diverse communities to reinvent engagement



Create the spaces for staff, partners and residents to learn and improve together



Show how everyone is building a fairer place to surface innovation and strengthen solidarity

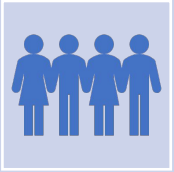


5.2.1. EXAMPLE: WE WANT TO CELEBRATE THE AMAZING WORK OUR COMMUNITIES DO TO MAKE A DIFFERENCE



- Call out to residents to share what they are doing to make a difference on each of our strategic priorities
- Stories of pioneering community projects in each of our neighbourhoods
- Interactive website showing the different ways our partners are improving the area by strategic priority

5.3. EXPERIMENT AND APPLY



Support staff and citizens to develop creative solutions that make a difference



Create opportunities for people to develop and apply skills in participation



Mobilise partners to work with staff and residents on key issues and missions



5.3.1. EXAMPLE: WE WANT TO MOBILISE PARTNERS + AND RESIDENTS TO DEVELOP SOLUTIONS TO THE BIG CHALLENGES



- Call out for pledges on what residents want to do to make a difference on each of our priorities
- Workshops across our neighbourhoods with our partners to uncover our shared priorities
- Secure external funding to commission creative ways to bring to life participatory policy making and action (such as through human libraries or speculative design).
- Train up residents with lived experience to develop, share and apply community organising skills to develop solutions to the priorities

5.3.2 EXAMPLE: HELP PEOPLE IMPROVE THEIR STREETS



- To help communities make their streets cleaner, greener and more connected, we could launch a call for action for Our Streets
- Our Streets would be streets where people would be able to get practical tools to organise clean ups, street parties, etc.
- Research would be carried out with residents to co-design what this would be.
- It would also identify activities people do already and turn those into a toolkit.
- They would be streets which could test out changes that the council, partners, and residents themselves want to pilot before rolling out across the borough
- People could volunteer to become Street Champions to mobilise their streets around these activities and act as researchers to show what needs improving.



“We Are X Road” (Example)

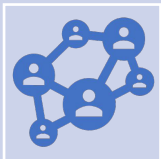
5.4. EMBED AND SCALE



Bring partners together to bring their resources to embed community solutions



Help scale solutions developed with communities that deliver our missions



Work with teams to embed participative ways of working in their everyday



S.4.1. EXAMPLE: SCALING COMMUNITY PROJECTS INTO CO-OPS



- Co-ops are a vehicle for scaling up social action and creating infrastructure to sustain the action and create an interface being how people give their time and how they spend their money.
- Co-ops can help support social needs – be it accessing food (i.e. food coops), finance (i.e. credit unions) or care (i.e. childcare coops) in a very local and carbon neutral way.
- They can provide more ethical gig economy work.
- Innovative businesses and anchor institutions have skills that can help co-ops grow, from business development to incubation.

Roles for councils:

- Understand what needs could best be met by co-ops (i.e. social care, local deliveries, credit union)
- Work with anchor institutions to identify what resources & skills they can bring to help people turn activities into co-ops or social businesses
- Develop funding bids to support appropriate CIL funded projects to turn into co-ops at a small scale connecting it with social action and business support (i.e. bulk buying food).

5.4.2 EXAMPLE: SCALE UP THE CIL FUNDING PROGRAMME TO A WORTHING COMMUNITY FUND

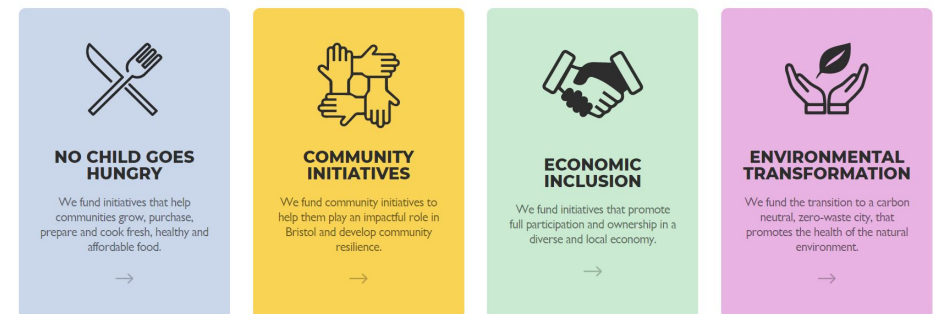


- Getting projects funded via community assemblies to be crowdfunded to increase their impact and giving by residents (i.e. [Doncaster Movement](#))
- Assess opportunity of community shares & bonds as a way to enable community organisations to raise local funding differently
- Scope potential of a community wealth fund that:
 - Gets partners & investors to pool funding to tackle borough issues (i.e. [Bristol City Funds](#) & [Kindred Fund](#))
 - Uses asset disposals to create funds to invest in socially responsible businesses
 - Builds on the national Community Wealth Fund Alliance



FOUR FOCUS AREAS

Primarily, we will support and invest in making change in four priority areas



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WORTHING BOROUGH
COUNCIL

Worthing Joint Strategic Sub-Committee
6 February 2024

Key Decision [Yes/No]

Ward(s) Affected: Central Ward
Cabinet Portfolio: Cllr Caroline Baxter

Worthing Integrated Care Centre Project

Report by the Director for Place

Officer Contact Details

Martin Randall, Director for Place
martin.randall@adur-worthing.gov.uk

Executive Summary

1. Purpose

- 1.1. The purpose of the report is to advise members of the Sub-Committee of a dispute that has arisen in relation to the development of the Worthing Integrated Care Centre (WICC) and Multi-Storey Car Park (MSCP); to propose a suitable financial resolution; and to advise on associated fees and interest payments related to the project.
- 1.2. To set out a clear picture of the final amounts required to complete the wider project to an agreed deadline.

2. Recommendations

- 2.1. The Joint Strategic Committee is recommended to approve:
- 2.2. To approve a budget virement of £1.85m from the Strategic Property Investment to settle the dispute;
- 2.3. To approve further budget virements from the Strategic Property Investment Fund of:

- £250k for legal/professional fees;
- £721k in additional interest costs on borrowing

to ensure practical completion of the WICC and MCSP by May 23rd 2024.

- 2.4. Members are also referred to the further information set out in Exempt Report at Appendix 1.
- 2.5. To authorise the Director for Place to finalise the terms of the settlement agreement and to enter into that agreement in consultation with the Leader and Cabinet Member for Regeneration.

3. Context

- 3.1. The Worthing Integrated Care Centre will bring together GP services, mental health provision, community care and a pharmacy onto one central site at Stoke Abbott Road, Worthing. The new facilities will make it significantly easier for patients to access care and it will also provide a significant upgrade to the facilities used by NHS partners in Worthing.
- 3.2. At the Joint Strategy Committee (JSC) on 30 March 2021, Members of the Committee approved the Full Business Case for the Worthing Integrated Care Centre and MultiStorey Car Park to release the full budget for the construction of the WICC and MSCP funded through borrowing, subject to final agreement of the Heads of Terms for the occupier leases, acquisition of Central Clinic and the development agreement (£33,971,000). Delegated authority was given to the Head of Major Projects & Investment to execute occupier leases and service level agreements for the occupation of the WICC facility and to authorise the acquisition of the Central Clinic.
- 3.3. The new facilities were anticipated to open in December 2023. However, the development, along with the wider construction industry has not been immune to construction price inflation and supply chain challenges and on 13th June 2023 members of the Committee approved a budget virement of £5.63m from the Strategic Property Investment Fund to complete the construction of the WICC and MSCP.

- 3.4. The WICC is now scheduled to be completed no later than 23rd May 2024. The additional time has impacted on the interest charges related to the Council's borrowing costs and the professional fees associated with the project management of the WICC.
- 3.5. Mindful of the context referred to above, it has become increasingly common for disputes to arise between contractor and client in relation to construction projects and the WICC is no exception in this regard.
- 3.6. The dispute in this case (which is detailed in the Exempt Appendix) has been the subject of Adjudication proceedings which have been stayed to enable the parties to negotiate a settlement agreement on the matters referred to in the Appendix.
- 3.7. The legal advice that has informed the settlement approach is set out in Exempt Appendix.

4. Conclusion

- 4.1. Within the request for the additional sum, a sum is included for the proposed settlement agreement, the details of which are in Appendix 1. The proposed settlement is considered to be a proportionate and reasonable approach and WSWL on behalf of the Council should proceed to negotiate the precise terms of the settlement and ultimately enter into a settlement agreement.

5. Financial Implications

- 5.1. The previously approved budget for the scheme is £39,601,000. This budget is based on the inclusion of the construction contract costs, professional fees, and borrowing costs. It also includes provision for the purchase of the Central Clinic. Overall, provision is now made for a maximum cost of £42,422,000.
- 5.2. The council needs to approve a budget virement of £2.821m from the Strategic Property Investment Fund (SPIF) budget to enable the completion and delivery of the project. There is currently £5.896m remaining in the fund.

6. Legal Implications

- 6.1. Under Section 111 of the Local Government Act 1972, the Council has the power to do anything that is calculated to facilitate, or which is conducive or incidental to, the discharge of any of their functions.
- 6.2. Section 1 of the Localism Act 2011 empowers the Council to do anything an individual can do apart from that which is specifically prohibited by pre-existing legislation.
- 6.3. Section 1 of the Local Government (Contracts) Act 1997 confers power on the Council to enter into a contract for the provision of making available assets or services for the purpose of, or in connection with, the discharge of the function by the Council.
- 6.4. At Appendix 1 there is an additional document that is exempt under the Local Government (Access to Information) Act 1985 as the information relates to the financial or business affairs of the Council and contains legal advice. This information must be given due consideration and taken into account prior to the committee making a decision.

Background Papers

- Report to the Joint Strategic Committee 10th October 2017 - Health Related Development on Worthing Town Hall Car Park
- Report to Joint Strategic Committee Meeting 06/11/2018 - Investing in Worthing Town Centre - Approach to Car Parking Provision
- Worthing Town Centre Investment Prospectus 2016
- Integrated Care Centre cost plan - Report on construction costs, 7 November 2019
- Procurement Approach for Worthing Integrated Care Centre (WICC) Development, 9 June 2020
- Delivery of Worthing Integrated Care Centre and MSCP on Worthing Town Hall Car Park, 30 March 2021
- CIL Regulations (as amended)
- Worthing CIL - Infrastructure Investment Plan (IIP) 2020-2023 - 2022 Update
- Joint Strategic Committee 2 April 2019, agenda item 7 - Worthing Community Infrastructure Levy - Governance and Procedural Matters
- Joint Strategic Committee 9 June 2020, agenda item 12 - Worthing Community Infrastructure Levy - Infrastructure Investment Plan (IIP)
- Joint Strategic Sub Committee 13 June 2023, agenda item 11

Sustainability & Risk Assessment

1. Economic

1.1. The project is strategically interlinked with a planned wider investment programme connected with future developments at other key sites in Worthing.

2. Social

2.1. Social Value

The new facility will represent an opportunity to provide updated and integrated care facilities for local residents.

2.2. Equality Issues

New facilities for the provision of care will be delivered to a high standard and will be fully accessible to people with disabilities.

2.3. Community Safety Issues (Section 17)

Works will be managed under the Construction Design & Management (CDM) Regulations 2015.

2.4. Human Rights Issues

Matter considered and no issues identified.

3. Environmental

The new facility will achieve a BREEAM Excellent rating.

4. Governance

A dedicated project board oversees the governance of the project ensuring:

- 1) Due diligence
- 2) Alignment with Council policies and priorities
- 3) Legal issues and compliance with legislation
- 4) Risk management including health and safety
- 5) Statutory approvals
- 6) Stakeholder management and engagement
- 7) Change control

5. Sustainability & Risk Assessment

All implications associated with any impacts on sustainability are considered through the council's BREEAM assessment which is required to be of an excellent standard to fulfil the requirements of a NHS occupied facility.

A Risk Register is assessed through the Project Board. Any associated risks are delegated to the Project Team in the form of a risk assessment. This organic document is assessed on a monthly basis.

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WORTHING BOROUGH
COUNCIL

Worthing Joint Strategic Sub-Committee
6 February 2024

Key Decision [No]

Ward(s) Affected: N/A

JOSC Working Group - Review of the Worthing Cultural Services procurement and contract process which was undertaken when the service was externalised in 2019

Report by the Director for Sustainability & Resources

Executive Summary

1. Purpose

1.1 The Worthing Joint Strategic Sub-Committee (WJSSC) is asked to receive and consider the findings and recommendations of the Joint Overview and Scrutiny Committee (JOSC) and JOSC Working Group which reviewed the Worthing Cultural Services procurement process that was undertaken in 2019. A copy of the report from the Working Group and report to JOSC is attached as an Appendix to this report.

1.2 The Working Group has considered the evidence and other information presented to it and considered that the externalisation process, including the procurement aspects, were robust and in accordance with the legal requirements of such processes. These findings were approved by JOSC at its meeting on 30 November 2023 and the report and findings are also now referred to this Sub-Committee for its consideration.

2. Recommendations

2.1 That the Worthing Joint Strategic Sub-Committee review the report and findings from the JOSC Working Group and consider if any further response is required to JOSC.

3. Context

3.1 As part of its Work Programme, JOSOC agreed to set up a Working Group to review the Worthing Cultural Services procurement process undertaken in 2019. Councillors Margaret Howard, Paul Mansfield, Jane Sim and Carl Walker were originally appointed to the Working Group. Due to membership changes of the main JOSOC, Councillors Ann Bridges, Richard Nowak and Jon Roser were appointed to the Working Group for 2021/22 in place of Councillors Mansfield, Sim and Howard. Councillor Howard was appointed as the Chairman of the Working Group in 2019 and in 2021 stepped down from JOSOC and the Working Group to be replaced by Councillor Walker. Councillor Walker was replaced by Councillor Richard Nowak for the meeting of the Working Group on 2 March 2022 for the conclusion of the review as Councillor Walker had stood down as a member of JOSOC. The Working Group agreed the following terms of reference and project objectives for the review:-

1. To review the processes followed by the Councils when making the decision to externalise the culture service in Worthing via a new charitable organisation and to assess whether or not the externalisation process was robust or not;
2. To question the Worthing Executive Member for Customer Services, any other Worthing Executive Members and Senior Council officers on the decisions and the processes undertaken to reach that decision referred to in 1 above; and;
3. To consider if there is a need for any recommendations to be put to the Joint Strategic Committee/Worthing Executive Member for Customer Services on the decisions made.

Outcomes expected - A better understanding of the decisions undertaken regarding the Cultural service in Worthing and the processes undertaken in reaching those decisions.

3.2 The recommendations from the Working Group report were agreed by JOSOC at its meeting on 30 November 2023 for referral to this Sub-Committee. The Working Group report was also presented to the Joint Audit and Governance Committee on 18 January 2024 to assist it in reviewing the need for any further internal audit work on Theatres.

4. Issues for consideration

- 4.1 This Sub-Committee is requested to consider the review from the JOSC Working Group, its recommendations and consider if any further response is required to JOSC.

5. Engagement and Communication

- 5.1 The JOSC Working Group that has undertaken the review of the Theatres procurement process has held discussions with relevant Council Officers, details of these discussions and the evidence provided are set out in the accompanying report at the Appendix.

6. Financial Implications

- 6.1 There are no direct financial implications relating to this report but the Working Group was provided with financial information relating to the procurement process and transfer of Worthing Theatres and Museum in 2019.

7. Legal Implications

- 7.1 Under Section 111 of the Local Government Act 1972, the Council has the power to do anything to facilitate or which is conducive or incidental to the discharge of any of their functions.
- 7.2 Section 1 of the Localism Act 2011 provides a Local Authority to do anything that individuals may do subject to any current restrictions or limitations prescribed in existing legislation.

Background Papers

Report to the Joint Overview and Scrutiny Committee on 30 November 2023 as attached as Appendix to this report.

Officer Contact Details:-

Mark Lowe

Scrutiny & Risk Officer

Tel: 01903 221009

mark.lowe@adur-worthing.gov.uk

Sustainability & Risk Assessment

1. Economic

Matter considered. The issues contained in the Working Group report relate to the procurement process involved in the transfer of Worthing Theatres. Worthing Theatres and Museum provide a cultural offer for Worthing which can also help improve the town centre economy.

2. Social

2.1 Social Value

Matter considered. A strong cultural offer in Worthing with a thriving town centre will help improve social value for the communities of Adur and Worthing and visitors to the town.

2.2 Equality Issues

Matter considered and no significant issues identified.

2.3 Community Safety Issues (Section 17)

Matter considered and no significant issues identified.

2.4 Human Rights Issues

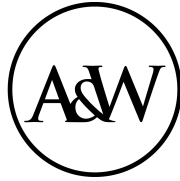
Matter considered and no significant issues identified.

3. Environmental

Matter considered and no significant issues identified.

4. Governance

Matter considered. The JOSC Working Group was set up in accordance with the JOSC Procedure Rules and forms part of the agreed JOSC Work Programme. Recommendations from the review will need to be presented to the Worthing Joint Strategic Sub-Committee for consideration.



ADUR & WORTHING
COUNCILS

Key Decision [No]

Ward(s) Affected:N/A

JOSC Working Group - Review of the Worthing Cultural Services procurement and contract process which was undertaken when the service was externalised in 2019

Report by the Director for Sustainability & Resources

Executive Summary

1. Purpose

1.1 This report sets out the recommendations from the Joint Overview and Scrutiny Committee (JOSC) Working Group which was created as part of the JOSC Work Programme to review the Worthing Cultural Services procurement process undertaken in 2019.

2. Recommendations

2.1 That JOSC consider the report and recommendations from the Cultural Services Working Group and refer the recommendations to the appropriate Worthing Joint Strategic Sub-Committee for consideration in due course.

3. Context

3.1 As part of its Work Programme, JOSOC agreed to set up a Working Group to review the Worthing Cultural Services procurement process undertaken in 2019. The Working Group agreed the following terms of reference and project objectives for the review:-

1. To review the processes followed by the Councils when making the decision to externalise the culture service in Worthing via a new charitable organisation and to assess whether or not the externalisation process was robust or not;
2. To question the Worthing Executive Member for Customer Services, any other Worthing Executive Members and Senior Council officers on the decisions and the processes undertaken to reach that decision referred to in 1 above; and;
3. To consider if there is a need for any recommendations to be put to the Joint Strategic Committee/Worthing Executive Member for Customer Services on the decisions made.

Outcomes expected - A better understanding of the decisions undertaken regarding the Cultural service in Worthing and the processes undertaken in reaching those decisions.

4. Issues for consideration

4.1 JOSOC is asked to consider the report and recommendations from the Cultural Services Working Group set out in the report in the Appendix to this report and agree to refer the recommendations to the Worthing Joint Strategic Sub-Committee for further consideration in due course.

5. Engagement and Communication

5.1 The JOSOC Working Group that has undertaken the review of the Theatres procurement process has held discussions with relevant Council Officers, details of these discussions and the evidence provided are set out in the accompanying report at the Appendix.

6. Financial Implications

- 6.1 There are no direct financial implications relating to this report but the Working Group was provided with financial information relating to the procurement process and transfer of Worthing Theatres and Museum in 2019.

7. Legal Implications

- 7.1 Under Section 111 of the Local Government Act 1972, the Council has the power to do anything to facilitate or which is conducive or incidental to the discharge of any of their functions.
- 7.2 Section 1 of the Localism Act 2011 provides a Local Authority to do anything that individuals may do (subject to any current restrictions or limitations prescribed in existing legislation).

Background Papers

Any papers referenced in the Working Group report.

Officer Contact Details:-

Mark Lowe

Scrutiny & Risk Officer

Tel: 01903 221009

mark.lowe@adur-worthing.gov.uk

Sustainability & Risk Assessment

1. Economic

Matter considered. The issues contained in the Working Group report relate to the procurement process involved in the transfer of Worthing Theatres. Worthing Theatres and Museum provide a cultural offer for Worthing which can also help improve the town centre economy.

2. Social

2.1 Social Value

Matter considered. A strong cultural offer in Worthing with a thriving town centre will help improve social value for the communities of Adur and Worthing and visitors to the town.

2.2 Equality Issues

Matter considered and no significant issues identified.

2.3 Community Safety Issues (Section 17)

Matter considered and no significant issues identified.

2.4 Human Rights Issues

Matter considered and no significant issues identified.

3. Environmental

Matter considered and no significant issues identified.

4. Governance

Matter considered. The JOSC Working Group was set up in accordance with the JOSC Procedure Rules and forms part of the agreed JOSC Work Programme. Recommendations from the review will need to be presented to the Worthing Joint Strategic Sub-Committee for consideration.



ADUR & WORTHING
COUNCILS

Scrutiny review of the Worthing Cultural Services procurement and contract process which was undertaken when the service was externalised in 2019

Report by the Joint Overview and Scrutiny Working Group

1.0 Summary

- 1.1 The Worthing Theatres & Museum Trust (WTM) was established as an independent charitable trust at the beginning of November 2019, following the Council's decision to lease its cultural venues to a single body offering a single focus on fostering and developing the cultural offer of Worthing and helping it to flourish over the longer term.
- 1.2 This report sets out a series of findings, research and recommendations from the Joint Overview and Scrutiny Committee (JOSC) Working Group which was established as part of the JOSC Work Programme to review the processes followed by Worthing Borough Council when making the decision to externalise the culture service in Worthing. These findings and research will help to assess whether or not the externalisation process was robust or not.
- 1.3 The Working Group sets out some recommendations and conclusions to be put to the Joint Strategic Committee and relevant Worthing Cabinet Members regarding the processes undertaken. This report will also be referred to the Joint Audit and Governance Committee which has asked to receive it pending any possible internal audits relating to the contract and procurement process.

2.0 Background and context to the externalisation of the culture service in Worthing

- 2.1 Worthing Borough Council had previously recognised that a strong cultural offer plays an important role in successful places, helps attract visitors and businesses into the areas, revitalises localities, improves health and wellbeing

and encourages volunteering and civic participation. At that time, allowing for a local multiplier, culture was categorised as being worth more than £5m to the Worthing economy based on the average spend of customers (2018 estimates). The original Adur & Worthing Councils strategic vision 'Platforms for our Places' highlighted the opportunity to develop the cultural offer in Worthing.

- 2.2 With the above factors in mind, at its meeting on 10 July 2018, the members of the Joint Strategic Committee (JSC) agreed to lease some or all of Worthing's Borough Councils cultural venues to an independent trust or similar body offering a single focus on fostering and developing the cultural offer of Worthing and helping it to flourish over the longer term. As part of this report a procurement exercise was agreed for this process.
- 2.3 At the meeting of the JSC on 5 March 2019, the Committee considered a report of the resultant procurement exercise and approved the award of the cultural services contract to the in-house team and at the same time delegating responsibility to the Director for the Economy to approve and execute the contract.
- 2.4 A detailed procurement process was undertaken prior to the award of the contract which involved an invitation to Tender published on the 30 November 2018 with a deadline for formal submissions of 12pm on Monday 28 January 2019. The Invitation to Tender (ITT) provided the relevant context; a detailed specification with 20 core requirements; instructions for the bidders and the method statement for evaluating the bids. The core requirements expressed the importance of a diverse, multi-arts programme that would respond to Worthing's changing demographic, ensuring it remained fresh and dynamic. Bidders were asked to present clear proposals for partnership working and articulate how they would develop the 'cultural landscape' in Worthing. The ITT highlighted the need for a well-balanced programme including film, theatre, dance, comedy and seasonal programming; together with the fullest exposure of the Museum collections with a focus on engaging young people; supporting academic research; and delivering high profile exhibitions. Throughout the ITT there was a focus on supporting local promoters and artists; fostering positive relationships with local communities; and nurturing talent. Ticketing arrangements were required to be fair and appropriate to the programme with emphasis placed on ensuring that a first-class customer experience was provided.
- 2.5 The key stages of the procurement exercise were: 16 October 2018 Prior Information Notice (PIN) Advertised; 30 November 2018 Invitation to Tender

(ITT) Release; 19 December 2018 Bidders Tour; 28 January 2019 Invitation to Tender Deadline for Responses; 14 February 2019 Moderation of Bids (Finance Panel); 15 February 2019 Moderation of Bids (Quality Panel). The tender opportunity generated significant interest with a number of organisations submitting an Expression of Interest in response to the PIN. Following the release of the formal ITT, the Project Team prepared for the Bidders Tour. This intervention was included to allow all applicants the chance to experience, and ask questions about, the venues first hand. This took place on 19 December 2018.

2.6 For the purposes of the tender process that was undertaken, following the ITT deadline, only 1 bidder formally submitted an application in response to the ITT and this was from the Council's in-house team. Their business case contained 101 representations of support and was based on their long term experience of delivering cultural services. Unfortunately the in-house team had unnecessarily set up a limited company to submit the tender through and this meant that the 'company' (Chalk & Clay) could not meet the essential criteria of a proven 'track record' of service delivery sufficient to meet the tender criteria. This meant that no award could be made as a result of the procurement process as the only bid received was from 'Chalk and Clay', and therefore technically, no suitable bids were received.

2.7 After review of this situation, Officers advised that as the market had been tested properly the JSC may subsequently agree to make a direct award under Regulation 32(2)(a) of the Public Contract Regulations 2015. The award was, therefore, made to the in-house team with a feature of that award being that they go on to establish an independent charitable organisation to contract with the Council and deliver the service (which was allowable under the tender process).

2.8 Following the direct award of the contract as referred to above, Worthing Theatres & Museum (WTM) was established as an independent charitable trust at the beginning of November 2019, following the Council's decision to lease its cultural venues to a single body offering a single focus on fostering and developing the cultural offer of Worthing and helping it to flourish over the longer term.

3.0 Background to the Joint Overview and Scrutiny Committee review

3.1 Following receipt of a public scrutiny request it was agreed by the Joint Overview and Scrutiny Committee (JOSC) as part of the JOSC Work Programme for 2019/20, to set up a Working Group to review the

processes followed by the Councils when making the decision to externalise the culture service in Worthing via WTM and to assess whether or not the externalisation process was robust or not. The aim of the review was to gain a better understanding of the decisions undertaken regarding the Cultural Service in Worthing and the processes undertaken in reaching those decisions.

- 3.2 Councillors Margaret Howard, Paul Mansfield, Jane Sim and Carl Walker were originally appointed to the Working Group. Due to membership changes of the main JOSC, Councillors Ann Bridges, Richard Nowak and Jon Roser were appointed to the Working Group for 2021/22 in place of Councillors Mansfield, Sim and Howard. Councillor Howard was appointed as the Chairman of the Working Group in 2019 and in 2021 stepped down from JOSC and the Working Group to be replaced by Councillor Walker. Councillor Walker was replaced by Councillor Richard Nowak for the meeting of the Working Group on 2 March 2022 for the conclusion of the review as Councillor Walker had stood down as a member of JOSC.
- 3.3 The Working Group held meetings in September 2019 and February 2020 to gather evidence and formulate findings and recommendations. The outbreak of the Covid-19 Pandemic put the review on hold as time and resources were devoted to providing community support during the pandemic but further meetings were held in September 2021 and March 2022.
- 3.4 The Working Group discussed and agreed the following Terms of Reference and project objectives for the review:-
 1. To review the processes followed by the Councils when making the decision to externalise the culture service in Worthing via a new charitable organisation and to assess whether or not the externalisation process was robust or not;
 2. To question the Worthing Executive Member for Customer Services, any other Worthing Executive Members and Senior Council officers on the decisions and the processes undertaken to reach that decision referred to in 1 above; and;
 3. To consider if there is a need for any recommendations to be put to the Joint Strategic Committee/Worthing Executive Member for Customer Services on the decisions made.

Outcomes expected - A better understanding of the decisions undertaken regarding the Cultural service in Worthing and the processes undertaken in reaching those decisions.

4.0 Method of the review

- 4.1 From the start of the review, the Working Group wanted to ensure that it was briefed on as much background and information as possible relating to the procurement process involved in the externalisation of the culture service in Worthing. As part of this, the Working Group was also provided with a copy of the contract agreement relating to the management and operation of the Borough Council's cultural portfolio.
- 4.2 The Working Group has held an evidence gathering meeting with the Director for Economy at Adur and Worthing Councils and also the Solicitor for Adur and Worthing Councils who provided detailed advice which was given to the Council on the procurement and externalisation process. The Working Group also received detailed background information relating to the contract process.
- 4.3 The Working Group wanted to speak with Councillor Dr Heather Mercer, the Worthing Executive Member for Cultural Services, who had been closely involved in the process, however, it was not possible for this to be undertaken or to receive any written information response because, at the time of the review, Councillor Mercer had been unwell and had undergone surgery. However, Councillor Mercer had spoken formally to the Chairman of the Working Group outside of the meetings and confirmed that she did not have anything to add to the discussion of what had already been provided by Officers. The Working Group was disappointed that it had not been possible to interview Councillor Mercer or receive written responses due to circumstances outside of its control.

5.0 Worthing Theatres and Museum (WTM) - Independent charitable trust - Performance since November 2019

- 5.1 At the time of writing its report, the Working Group received early information on the performance of WTM which indicated that less than 5 months after it was formed in March 2020, the Covid-19 Pandemic meant that each of the Worthing Theatres and Museum venues closed and along with it, the opportunity to raise income through its core businesses of shows, events and exhibitions.
- 5.2 In line with the terms of its contract with the Council, WTM presented

operational and financial reports at quarterly review meetings chaired by the 'Council Officer' (the Director for the Economy). In such an exceptional year (20/21), it quickly became apparent at the review meetings that key performance indicators around aspects such as attendance; occupancy rates; venue hire; and ticket income could not be achieved. Unsurprisingly, projected annual income from ticket sales and event hires of over £3.5m of income became only £128k in reality. Sadly, 25 members of staff were made redundant during the year and many of the contracted hours that WTM offered in association with events and shows were not available.

- 5.3 The Council's contract payment to the Trust in 2020/21 was £1,460,010. The Council made this payment in 2020/21 to ensure that the Trust could continue to operate when possible and in compliance with government guidelines regarding support for suppliers. Contained within the contract is a clause governing how any profits made by the Trust will be treated. The contract between the Council contains a profit share arrangement which enables WTM to build up a risk reserve and at the end of the contract, 50% of any unused reserve will be returned to the Council, the Director of the Economy agreed to that contractual change.

6.0 Conclusions and recommendations

- 6.1 The Working Group would like to thank the Director for the Economy and Solicitor who contributed to the evidence for this review.
- 6.2 The Working Group has been briefed on and has reviewed in detail the procurement process undertaken relating to the externalisation of the culture service. The Working Group has also reviewed confidential information connected with the procurement and the contract process and the bid received and has noted the following issues:-
- The Council was satisfied that the procurement process was robust and that the in-house team had produced a strong bid which met the relevant criteria. As the Council only received one bid, it was open to the Council to make a direct award under Regulation 32. Rather than incur the cost of running a whole process again, when there were clearly no other tenderers wishing to take part. In using Regulation 32, the Councils had to award the contract on the same terms that had been tendered on and this was done. The Council has included a mechanism in the contract to ensure that the Trust are held to account for their performance which is made via regular reporting through the Director for the Economy and reporting to the Joint Strategic

Committee. JOSC will also review the performance as part of its Work Programme.

- That there needed to be a complete separation of information during the procurement exercise and contract negotiations. It was important that the Officers who were delivering the culture service could not be part of the procurement process or have any knowledge of it, other than what was to be published to all potential tenderers on the Intend Portal. There needed to be in effect a 'wall' between the two entities in relation to the procurement. The Head of Place and Economy was appointed to oversee the inhouse Cultural team and to run the procurement process and who had no contact with and was totally separate from the in-house team run by Amanda O'Reilly. There was a line and the Director for Economy also set up a formal Working Group to run the procurement process in a transparent and fair way and there needed to be very clear checks and balances. The team running the service and the team running the procurement process were split apart to guard against any inside knowledge of the procurement process. It was recognised in law that any in-house team would have some inside knowledge of the service and therefore a natural advantage, because they were the in-house team already running the service and this is a recognised and lawful benefit to the incumbent supplier.
- It is perfectly lawful for an inhouse team to bid against other tenderers and should be encouraged to ensure that the inhouse team meets a certain standard. The bid from the in-house team was evaluated. The Council needed to consider the overall purpose for outsourcing the service and to consider the potential funding aspect as well. The Council had an aspiration to raise the cultural offer but reduce the costs to the Council and with this bid there was an opportunity to achieve more public funding.
- The Worthing Theatres is now a Charitable Company Limited by Guarantee (CIC). This is because they wanted to set up as a Charitable Trust which allows the option for them to be more commercial. A CIC is expected to make a profit/surplus whereas a charity is not for profit. CICs are expected to reinvest their surpluses but can also pay a proportion of this out to the owners or investors. With a charity, surpluses or reserves are possible but should not be excessive. This usually means that a charity must have a policy for how much surplus it retains in case income falls in the future. Charities are required to produce financial statements in charity format and are

regulated by the charity commission as well as Companies House. Charities are eligible for rate relief of up to 100% at the discretion of the local authority. A charity has to comply with the Charity Commissions' risk management policies and there are strict guidelines on governance of charities.

- 6.3 The Working Group is mindful of the the length of time taken to undertake the review which has been due to the Covid-19 pandemic and delays in trying to get information from the Executive Member for Cultural Services.
- 6.4 The Working Group has noted the processes followed by the Councils when making the decision to externalise the culture service in Worthing via a new charitable organisation.
- 6.5 Having considered the evidence and other information presented to the Working Group it is considered that the externalisation process, including the procurement aspects, were robust and in accordance with the legal requirements of such processes.

7.0 Recommendations

- 7.1 That the Joint Overview and Scrutiny Committee note the contents of the Working Group report and the findings and refer the report to the Worthing Joint Strategic Sub Committee.**
- 7.2 That Officers be commended for their work when making the decision to externalise the culture service in Worthing via a new charitable Organisation and for bringing the issues to a conclusion.**

Reason - To note the work undertaken in resolving these issues.

- 7.3 That for the reasons set out above in Section 6 of the report, the Working Group is satisfied that the processes followed by the Councils when making the decision to externalise the culture service in Worthing via a new charitable organisation were correct and this externalisation process was robust;**

Reason - The Council has followed the relevant procedures and the Working Group can find no gaps in these processes.

- 7.4 That the findings and recommendations in this report be referred to the Joint Audit & Governance Committee to assist it in reviewing the need for any further internal audit work on Theatres.**

Reason - Because the Joint Audit & Governance Committee has asked to see the report before considering the need for any further audit work on Theatres as part of the Internal Audit Work Programme.

Local Government Act 1972

Background Papers:

None

Contact Officer:

Councillor Richard Nowak
Chairman of the JOSOC Cultural Services Working Group
Town Hall,
Chapel Road,
Worthing
BN11 1HA
richard.nowak@worthing.gov.uk

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WORTHING BOROUGH
COUNCIL

Worthing Joint Strategic Sub Committee
6 February 2024

Key Decision [No]

Ward(s) Affected:

Motion for the Ocean and the Sussex Bay Programme

Report by the Director for Sustainability & Resources

Report Author

Paul Brewer

paul.brewer@adur-worthing.gov.uk

Executive Summary

1. Purpose

- 1.1. On 12th December 2023, Worthing Full Council considered a Motion on Notice received from Cllr Claire Hunt regarding “sustainable marine recovery”.
- 1.2. The Motion called on Worthing Council to declare an urgent need for marine recovery and sustainability to realise “clean, healthy and productive seas, to meet our net zero targets and for all of the direct economic, health and wellbeing benefits it will bring”.
- 1.3. The Motion, seconded by Cllr Sophie Cox, cabinet lead for Climate, was debated and then referred to Worthing Joint Strategic Sub Committee for consideration and determination.
- 1.4. This report sets out the key features of the declaration and considers how the Sussex Bay programme initiated by Worthing Borough Council in partnership with Adur District Council demonstrates the Council’s existing clear strategic commitment to ocean recovery and

how the declaration would reinforce and extend that commitment further.

2. Recommendations

2.1. That the Committee:

- Approves that the Council become a signatory to the Motion for the Ocean Declaration, joining 21 other local authorities, and registering this on the LGA Coastal SIG website.
- Writes to the Government, as called for in the Motion.
- Notes the progress being made by the Sussex Bay programme and its ability to deliver the commitments being made through the Declaration. Updates to be included in the regular Worthing Priorities updates to Committee.

3. Context and progress

- 3.1. A report was presented to the Joint Strategic Committee on 8th June 2021 entitled “Sussex Bay: Restoring our marine and estuarine habitats, supporting our coastal communities”. This report set out the considerable progress being made to develop a significant strategic programme to drive marine recovery. Both Worthing and Adur Councils showed clear leadership, recognising the potential to lead and enable marine recovery as coastal local authorities.
- 3.2. At this stage, the work included active project involvement in the recovery of the West Sussex kelp beds (strongly supported by in the Climate Assembly 2020 recommendations), partnership with the Weald to Waves landscape recovery project and Ouse & Adur Rivers Trust, along with the development of strategic links with the Crown Estate, seabed owners.
- 3.3. Regular updates have been provided to Committee since then, outlining the developing programme and partnerships, including funding successes as follows:
 - £75k DEFRA Natural Environment Investment Readiness Fund
 - £73k Coastal to Capital LEP Funding
 - £150k Esme Fairbairn Foundation
 - (shortlisted for) £100k Rewilding Britain Challenge Fund competition
- 3.4. Over the last two years, strong progress has been made to develop the vision for Sussex Bay with local partners, gaining significant levels of interest on a national level for the work being done, and involvement in a number of national working groups.
- 3.5. In November 2023, the first member of staff was recruited - to the role of Head of Blue Natural Capital, and the following activities are planned for 2024
 - Launch of the Sussex Bay website
 - Recruitment of a science lead
 - The production of a Sussex Bay seascape recovery strategy with partners
 - The development of a scientific research programme
 - Establishment of an Advisory Board and a number of forums
 - Curriculum development for ocean literacy in partnership with Knepp Wildland Foundation and Sussex Wildlife Trust aimed at young people
 - The development of sponsorship packages and early stage investment models

- Proposition development for creating a kelp nature credit
- A public launch for Sussex Bay in June / July 2024

4. The Declaration Pledges

- 4.1. The Motion seeks to ensure that the Councils embed marine recovery in strategic decision-making, policymaking and budget-setting, driving the development of a blue economy that delivers nature recovery, economic development, and contributes to tackling socio-economic inequality, health and well-being (pledges 1 & 2)
- 4.2. The Sussex Bay programme will respond to this initially through the development of a seascape recovery strategy, identifying potential areas for habitat restoration across Sussex Bay, such as saltmarsh, vegetated shingle, oyster beds, mussel beds, kelp beds and artificial reefs. We have secured support from national policy leads at the Marine Management Organisation, Natural England, DEFRA and the local Sussex IFCA to establish a regulators forum which will explore improved and better integrated terrestrial and marine planning (pledge 3). We believe this will be a first in the UK.
- 4.3. Subject to funding, Sussex Bay will begin development work on an Ocean Literacy package for schools, and we are currently supporting the EYE project to design a learning day for school children with input from a range of local environmental organisations (pledge 4)
- 4.4. There is significant scope for learning and citizen science opportunities flowing from this work and Sussex Bay will be in a position to seek funding and investment from philanthropic funders, grant funders and local businesses to implement such programmes over the next few years, with a focus on inclusion.
- 4.5. The Sussex Bay website, to be launched in early 2024 will develop into a significant resource enabling a range of projects to communicate their contributions to the Sussex Bay mission, and to help engage communities on an ongoing basis with “blue nature”. (pledge 5)
- 4.6. The Sussex Bay team has established very strong links with national organisations as well as local ones, including peer projects in Tyneside, Cornwall and North Devon. We plan to instigate a national practitioner network, and our Blue Natural Capital Lab concept (which brings together innovation in research, regulation and investment) has been picked up in a

number of national reports as a model to be rolled out.

- 4.7. Pledge 6 in the Motion calls on the Council to hold polluters and regulators to account, and this will be a focus of work in 2024, with the aim of engaging key organisations in positive strategic project opportunities as well as providing challenge and scrutiny.
- 4.8. Pledge 7 calls on the Council to write to the Government asking them to put the ocean into net recovery by 2030 through a range of actions, including the appointment of a dedicated Minister for Coastal Communities and the production of a national Ocean Recovery Strategy. Officers have reviewed the suggested elements of the national strategy and they are sound.

5. Engagement and Communication

- 5.1. Significant engagement has been undertaken with national and local organisations by the Sussex Bay team, with over 100 people attending a briefing webinar in late 2021, and Sussex Bay being presented to a large audience recently at the UN Ocean Symposium 2023 in Bexhill-on-Sea.
- 5.2. There are regular briefings being given to local authority Chief Executives, and discussions are developing with Sussex University and others with regard to developing community participation approaches and funding opportunities for 2024.
- 5.3. The science lead, once recruited, will have a remit to engage with community organisations and groups to co-produce the seascape recovery strategy.
- 5.4. Links are being made into Worthing Council's Council for the Community approach, and a Nature Plan for Worthing will include the Sussex Bay work and the seascape recovery opportunities within it.
- 5.5. Engagement with the Worthing small boat fishing community is ongoing, with ambitions to develop a Sussex Bay fish brand.

6. Financial Implications

- 6.1 Section 3.3 within this report discusses the securing of £298k of funding to support work on Sussex Bay to date and further work being underway.
- 6.2 There are no other financial implications arising directly from the content of this report.

7. Legal Implications

- 7.1. Under Section 111 of the Local Government Act 1972, the Council has the power to do anything that is calculated to facilitate, or which is conducive or incidental to, the discharge of any of their functions.
- 7.2. Section 3(1) of the Local Government Act 1999 (LGA 1999) contains a general duty on a best value authority to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.
- 7.3. Section 1 of the Localism Act, 2011 allows a Council to do anything any other person can do , apart from that which is specifically prohibited by pre-existing legislation.
- 7.4. The funding streams referred to in paragraph 3.3 of this report must be spent by the Councils in a way that does not breach the funding terms and conditions or create any unlawful state aid to any commercial undertaking.

Background Papers

- JSC Report June 2021 “Sussex Bay: Restoring our marine and estuarine habitats, supporting our coastal communities”

Sustainability & Risk Assessment

1. Economic

There are significant opportunities that come with the recovery of the seascape, and increased biodiversity and water quality. These include the revival of small boat fishing, opportunities for aquaculture, circular economy opportunities regarding ocean plastics recovery and ecotourism and leisure. There are also opportunities for Sussex Bay to become a centre of excellence for innovation in marine research and habitat monitoring, including the use of new technologies.

2. Social

2.1 Social Value

Opportunities to develop highly inclusive learning and volunteering options across multiple Sussex Bay projects, with a focus on a just transition.

2.2 Equality Issues

Particular attention is required to ensure projects and volunteering opportunities do not exclude, and are offered and marketed in ways that ensure diversity and inclusion.

2.3 Community Safety Issues (Section 17)

No impacts identified

2.4 Human Rights Issues

No impacts identified

3. Environmental

As a coastal local authority, marine recovery and sustainability is vital in the Council's overall approach to climate and biodiversity crises, ensuring land and sea are recovered with an integrated approach.

4. Governance

Sussex Bay is hosted at Adur & Worthing Councils, and future governance options are in development as the programme develops. An Advisory Board and a number of consultative forums will be established in 2024.

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