

Agenda



Overview and Scrutiny Management Committee

Date: Friday, 19 February 2021

Time: 10.00 am

Venue: Virtual Meeting

To: Councillors L Lacey (Chair), G Berry, P Hourahine, M Al-Nuaimi, Y Forsey, C Ferris, M Evans, C Evans and J Hughes

Item	Wards Affected
1	<u>Apologies</u>
2	<u>Declarations of Interest</u>
3	<u>Minutes of the previous meeting held on 29 January 2021 (Pages 3 - 10)</u>
4	<u>Pill PSPO - 2021-2024 (Public Spaces Protection Order) (Pages 11 - 40)</u>
5	<u>Responding to the New Normal (Pages 41 - 88)</u>
6	<u>Conclusion of Committee Reports</u> Following the completion of the Committee reports, the Committee will be asked to formalise its conclusions, recommendations and comments on previous items for actioning.

Contact: Neil Barnett, Scrutiny Adviser
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Date of Issue: Friday, 12 February 2021

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Minutes

Overview and Scrutiny Management Committee

Date: 29 January 2021

Time: 10.00 am

Present: Councillors L Lacey (Chair), G Berry, P Hourahine, M Al-Nuaimi, Y Forsey, C Ferris, M Evans, C Evans and J Hughes

In Attendance: Councillor Joan Watkins, Rhys Cornwall (Head of People and Business Change), Meirion Rushworth (Head of Finance), Amie Garwood-Pask (Senior Finance Business Partner (Budget Strategy)), Gareth Price (Head of Law & Regulation) and Neil Barnett (Scrutiny Adviser)

Apologies: None

1 **Declarations of Interest**

None

2 **Minutes of the previous meeting held on 30 October 2020**

The minutes of the previous meeting held on 30 October 2020 were accepted as a true and accurate record.

3 **2021-22 Budget and Medium Term Financial Projections**

Invitees

- Meirion Rushworth – Head of Finance
- Amie Garwood-Pask – Senior Finance Business Partner (Budget Strategy)
- Rhys Cornwall – Head of People and Business Change
- Cllr Chris Evans – Chair of Performance Scrutiny Committee – Place and Corporate
- Cllr Joan Watkins- Chair of Performance Scrutiny Committee - People

The Head of Finance gave an overview of the budget position, which had followed a similar process to previous years. The budget gap was £4.1 million in September of last year. Officers had then looked at planning savings down to half a million by the time the settlement was brought forward, and so the budget was almost balanced at this point. Grant funding received just before Christmas was £9 million better than expected. Population numbers were used as a large part of this calculation and the numbers being used for Newport historically had been too low. This had now been corrected and so we had received more money this year. Also, rather than it being phased in, the grant was made in full which had made it significantly better for the council this year. The final budget would be set in February following feedback received and considered.

Members asked the following:

- Members were pleased with the optimistic report and thanked the team for preparing the Budget through the ongoing pandemic. They also welcomed the Welsh Government settlement. It was then asked in terms of the settlement, how does it differ from last year?

The Head of Finance advised that he did not have that level of detail to hand, but advised we were planning on a 1% general increase and a proportion of the population increase. The Senior Finance Business Partner explained that in terms of the profile, the list that was assumed, based on the phased approach, it was £1.6 million in 2021-22, which was £3.8 million over the three years. However, the decision was made for the entire population correction to be paid in one financial year without any other uplifts in the settlement.

The Head of Finance added that the average settle across Wales was just over 3%, we were planning on 1%. However, the additional payment from the population correction was much more than was expected and caught everyone by surprise. This made Newport's settlement the best in Wales.

- Members made comment that the increase due to the population correction is deserved due to the growth of the city, and it would be unfair not to have an increase in line of the increased population.

The Head of Service agreed that the increased payment is deserved and is what the city needs.

- Do we know how often these population corrections are going to occur in the future?

It was explained that the Welsh Government uses data to forecast the population number across each council area, one being population data, which is updated each year. Every 10 years we have a Census, in which a real figure can be given at that point. The Office for National Statistics forecasts by using births and deaths figures. The population is an estimate between Census periods. This will be the last Census before a new methodology will be used, to produce more accurate figures.

The Head of Finance then advised that another important figure used to decide distribution was school and pupil numbers. This data is collected annually via surveys completed by the schools. Another element is information from the Department of Work and Pensions, around benefit levels and the number of people that are claiming benefits.

- Members queried the uncertainty of specific grants, on page 29 of the report. Members appreciated that it does not make a difference to the budget figures; however, it makes a difference to specific grant receivers such as Education, as currently there is no indication from Welsh Government what the grants will be. This could have a large effect on individual schools in terms of teacher numbers and support. Members also asked if future reports could have a little more explanation on how these grants will affect individual organisations as well as staff who are directly or indirectly appointed by the Council.

The Head of Finance shared the frustrations from colleagues, and advised that specific grants are an integral part of the budget as they support important functions and base services, but specific grants are not known at this point. Context was given that within the draft settlements, there is a grants section, specific grants and there

are a lot of gaps. What makes this difficult is that a number of cases are significant cases affecting Social Services and Education in particular, who also have the highest level of specific grants. Each year we will say that specific grants where there are outstanding services will need to adjust their expenditure budgets in line with those grants. Members were then advised to

- Members felt that future reports should include more explanation on how grants will impact individual organizations, as impact on staff who are directly or indirectly appointed by the council.

Members were advised that if this cannot be included into February's Budget report, then it will be incorporated into the consultation report next year.

Engagement

The Head of People and Business Change gave an overview to the Committee about the public engagement for the Budget, and explained that it had been a challenge with the current Covid levels in Newport and with the restrictions that are currently in place. Due to this, we have not been able to undertake a number of activities that we would ordinarily do. Currently, we are undertaking consultation via electronic means, our partner online facilities as well as bus Wi-Fi. Public transport is not being used as much normal so responses from bus Wi-Fi are lower than normally seen.

The consultation process included a specific question around the rate of council tax, which we will gather views on and report to Cabinet in February. Information was given about the Fairness and Equality Impact Assessments (FEIA's) and Members were advised that these will be updated as a result of the consultation responses to each of the proposals we have required and where necessary. The FEIA's should be in their final versions by the Cabinet meeting. A summary of the cumulative impact of all of the proposals in the budget will be undertaken, which will then produce a statement of which will pull together a lot of the impacts that we see within the industry called the impact assessment.

The Head of People and Business Change lastly advised Members that although there has been a lot of work on engagement and consultation, the service areas are not quite to the point where they want to be. However, they have a number of years' worth of data and intelligence that need to be relied on, as well as part of our consultation process this year.

Members asked the following –

- What are the current number of responses, and how large of an impact as Covid and the restrictions had on the public consultation?

Members were advised that it has had a big impact. Last year, there were over 3000 responses, which were made up of response from the bus WiFi, electronic surveys and the series of public engagements events that were held prior to the budget being put in place. There were over 1000 responses to the bus Wi-Fi last year, this year we are in the hundreds so far. We will have other responses in from certain areas and from some of the some of the specific groups that have been specifically targeted as well. The Head of People and Business Change advised that around seven years ago, public engagement was taken into his service area and it became something that the council wanted to put a focus on. He felt a lot of progress has been made since then, as that year only saw around 17 responses to the budget consultation. It was then advised that there is going to be more to do. There was a plan put in place around that engagement, which is which is off the back of comments and

discussions they had received from this scrutiny committee over the last few years, much of that has not been able to take place was due to Covid.

- Members appreciated this public engagement would be difficult and challenging this year due to the pandemic and the restrictions in place. Last year, the Committee raised the issue on how we can consult with people before decisions are made, and how it is important to undertake preliminary investigations. This would also ensure that Members and the public have an idea before recommendations are taken forward. Comment was also made that this would also avoid a repeat of having proposals taken off from public consultation.
- Members were advised that there is a mechanism in place for this, however given the current circumstances it can be difficult, depending on some of the proposals. The Head of People and Business Change then made reference to the Socio-Economic Duty, and explained that this is a new duty starting from March, which requires us to also consider the socio-economic impacts of any for the decisions that are made. It was advised there is more leverage there in order to ensure that we have done the preliminary work prior to writing the business cases in the first place.
- Members hoped the service area would be looking at innovative and exciting ways to engage with the public and partners. With more people online and on social media, it could be chance to capitalise. Members then requested a short overview on how we are discussing the implications of what we are asking schools to do, especially in relation to their budget deficits and also how we are consulting with headmasters and head teachers about how what the implications of that policy are for them.

The Head of People and Business Change advised that the last year has shown us that working closely with communities, individuals and service users and listening to what their needs and wants are is incredibly important. Although this year has been a challenge to do this, it is important that different ways to engage are looked at. We need to continue to make progress over the preceding years, but also learning the lessons because the world is going to look different in the future. Next month, the New Way of Working report will be coming to this scrutiny committee for Members to discuss and express views.

The Head of Finance advised that consultation with schools happen by speaking to the School Forums and sub-groups regarding the general budget proposals. In regards to schools in deficit, we keep in touch with all of our major deficit schools to talk through their recovery plans at least once per term. The Headteacher, Chair, the School's Resources Manager and Finance Manager will meet with teams from both the Head of Education and Finance. A joint team from the Council also try to work with the schools to see where they could find savings to help with their deficits. This has mainly been with the Secondary schools at this point as they are the ones with the major deficits.

- Members suggested that social media could be used more effectively during the consultation period, such as advertising on the Council's Facebook and Twitter pages and possibly creating a pop-up on the Council website to see if people would like to get involved in the consultation. It was also queried if there was enough time before the end of consultation to meet with hard to reach communities such as the LGBTQ, BAME, Older People's Groups to get their views.

The Head of People and Business Change advised he would contact the Communication Team to make sure we are pushing those messages out to remind people. Members were then advised that the Quality Team is funded through our Community, Risk and Connected Communities Team. We have Home Office and Welsh Government funding for a range of different activities. It was also advised that specific consultation had also been undertaken with BAME, Disability and Carers groups, and will be continued.

- Last year, the Committee suggested sending the consultation links to schools to send out to parents. As a lot of work has been undertaken online throughout the pandemic there might have been a good uptake. Has this been done?

The Head of People and Business Change was not sure whether this had been carried out this year, but will find out and make the Committee aware.

- Members were advised that last year, the Council received 3000 responses to the public consultation, which was made up of responses from bus Wi-Fi, electronic surveys and the series of engagement events that were held prior to the budget being put in place. This year has seen a big impact on numbers. Although there has been an impact due to the pandemic, the Head of People and Business Change advised the Committee that the service area took over public engagement for the Budget around 7 years ago, and that year saw 17 responses to the consultation so there has been a lot of progress since then.
Members were then advised that there was a plan put in place around engagement, which is off the back of comments and discussions had with this committee over the last few years. But much of that has not been able to take place was due to Covid.
- Would we ever consider using an independent market research body for public engagement, is it known if any other local authorities have ever gone down that road and

Other authorities probably have, however, we do look closely at other authorities and they mainly do the same as us. Officers from the Council have gone out on previous Budget consultations with clipboards and conducted our own market research.

Members were told that the value of having somebody with a Council badge and a clipboard having a conversation with a member of public about how they feel about things cannot be underestimated.

In regards to “fishing in the same pond”, we get certain responses from the Citizens Panel, Fairness Commission and the Youth Council. The challenge with bringing all that together is trying to get to a point where you have got a considered view as a result of all of that response. We will go through a normal process this year and look to see what can be improved for next year. The Head of People and Business changed then advised the Committee that he is open to trying anything to make the process better.

- The Committee recommend that further work should be undertaken in regards to pre consultation, for example consulting earlier next year with user groups and stakeholders prior to making any recommendations. This would also ensure that Members and the public have an opportunity to comment before recommendations are taken forward.

The Head of People and Business Change agreed that having conversations prior to making any recommendations is logically the best way. perfectly legitimate recommendation to go to Cabinet because essentially you are then developing the proposal with the users. There may be some challenges, but there are mechanisms in place to enable us to do so with the Fairness and Equality Assessments.

- Last year, the Committee felt that the bus surveys were socially and economically skewed towards residents who either do not pay council tax or pay into the lower tiers of council tax. Do we have the resources to look back compare the feedback received? Members also asked if the service area could look at the idea of preloading Consultations in terms of the database of services provided by the council and the things the public value?

Members were advised that in regards to the bus WiFi surveys, the service area we do take some demographic data as a result of that so we can do some comparisons this year compared to last year, however this year will probably show a different demographic to previous years so it will be interesting to analyse.

It was then advised that for the engagement process previously, the service area looked at council services that were most prioritised by the public, similar to a ranking exercise. This was difficult, but it got responses. Members were then advised that this is something that could be worth picking back up to look at what the public think should be prioritised. The service area could take a look through the archives to see if an older report could be found and circulated to the Committee.

The Chair thanked the officers for attending.

Conclusions:

The Committee wished to make the following comments and recommendations to the Cabinet:

- The Committee praised the officers for their hard work in challenging circumstances, especially regarding public engagement. The Committee suggested that social media could be used more effectively during the consultation period, such as advertising on the Council's Facebook and Twitter pages and possibly creating a pop-up on the Council website to see if people would like to get involved in the consultation.
- The Committee wished to highlight their disappointment that some of the comments that Members made back last year, such as sending the consultation links to schools to send out to parents, may not have been carried forward and have been missed out again this year. If it has been missed, the Committee wish for this to be included in next year's Budget consultation.
- The Committee recommended that further work should be undertaken in regards to pre consultation, for example consulting earlier next year with user groups and stakeholders prior to making any recommendations. This would also ensure that Members and the public have an opportunity to comment before recommendations are taken forward. This would also avoid a repeat of having proposals taken off the list of savings for public consultation at the Cabinet meeting.

- The Committee requested that Cabinet look deeper into the proposed increase of Council Tax. The Committee appreciated that this is a difficult issue to discuss with the Covid pandemic, but noted that there are a lot of residents on furlough, reduced wages and are self-employed who could struggle to pay the increased charge. If the increase cannot be avoided, the Committee asks if any increase could be as small as possible.
- The Committee would like to know more about how the consultation is analysed and how the answers from the public influence the actual decision making. The Committee also wanted to find out how we feedback the consultation results to the public so they know what we are doing is being used and influences decision making positively.
- The Committee queried if there would be enough time before the end of consultation to meet with hard to reach communities such as the LGBTQ, BAME, Older People's Groups to get their views. The Committee also would like to see if the consultation could be sent out to businesses in Newport to get their view.
- The Committee commented that, rather than having a limited number of items in the consultation, it would be better to consult the public more widely about Council services. It was queried if a model could be revisited from previous years, which asks residents about which services that the Council deliver are most meaningful to them.

4 Scrutiny Adviser Reports

Attendees:

- Neil Barnett (Scrutiny Adviser)

a) **Forward Work Programme Update**

The Scrutiny Adviser presented the Forward Work Programme, and informed the Committee of the topics due to be discussed at the next committee meeting:

Friday 19 February 2021, the agenda items;

- Responding to the New Normal

The meeting terminated at 11.34 am

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Scrutiny Report



Overview and Scrutiny Management Committee

Part 1

Date: 19th February 2021

Subject Pill PSPO - 2021-2024 (Public Spaces Protection Order)

Author Rhys Thomas – Acting Regulatory Services Manager

The following people have been invited to attend for this item:

Invitee:	Area / Role / Subject
Gareth Price	Head of Law and Regulation
Rhys Thomas	Regulatory Services Manager
Steffan Williams	Inspector - Gwent Police
Michelle Tett	Community Protection Manager
Tracey Holyoake	Pillgwenlly Ward Councillor - Newport City Council

Section A – Committee Guidance and Recommendations

1.0 Recommendations to the Committee

The Committee is asked to:

- (i) Agree (or otherwise) the restrictions imposed by the draft PSPO
- (ii) Satisfy itself that the evidence provided is sufficient, or otherwise, to progress to public consultation on the draft PSPO (**Section 4**)
- (iii) Consider the consultation plan (**Appendix 4**) and determine whether the proposed consultation is targeting the most appropriate people / organisations and whether the chosen medium of consultation will provide the necessary information for the process to proceed.
- (iv) Agree to review the outcomes of the consultation and consider the final draft of the PSPO at a future meeting, prior to presentation at Full Council.

2.0 Context

2.1 What is a Public Spaces Protection Order?

2.2 A PSPO is designed to prevent individuals or groups committing anti-social behaviour in a public space where the behaviour is having, or is likely to have, a detrimental effect on the quality of life of those in the locality; and the behaviour is or likely to be persistent or continuing nature; and be unreasonable. The power to make an Order rests with local authorities, in consultation with the Police, Police and Crime Commissioner and other relevant bodies who may be impacted.

2.3 The Council can make a PSPO on any public space within its own area. The definition of public space is wide and includes any place to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission, for example a shopping centre. There are particular considerations for registered common land, town or village greens and open access land.

2.4 The maximum length of a PSPO is three years.

2.5 When making a PSPO, the Council must have particular regard to the rights of freedom of expression and freedom of assembly set out in the Human Rights Act 1998. Consideration of a PSPO will take place where there is material evidence of anti-social behaviour.

2.6 What kind of Restrictions can be in a PSPO?

2.7 Restrictions and requirements are set by the local authority and can be blanket restrictions or requirements, or can be targeted towards certain behaviour by certain groups at certain times. They can restrict access to public spaces (including certain types of highway) where that route is being used to commit Anti-social behaviour.

2.8 Orders can be enforced by a Police officer, Police Community Support Officer and delegated and duly authorised Council Officers e.g. Community Safety Wardens or Environmental Health Staff. A breach of the Order is a criminal offence and can be dealt with through the issuing of a Fixed Penalty Notice of up to £100 or a level 3 fine of up to £1000, on prosecution.

2.9 Previous Pill PSPO

2.10 The Previous PSPO for Pill was enacted in July 2017, contained 3 restrictions and expired in July 2020.

2.11 Since then, Council officers have been liaising with Gwent Police and other partners to consider the controls within the previous PSPO, establish whether they are fit for purpose, and to consider any additional controls required.

3.0 Previous Pill PSPO

3.1 The previous Pill PSPO restrictions are outlined below.

ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING ACT 2014
SECTION 59
PUBLIC SPACES PROTECTION ORDER 2017
PILLGWENLLY, NEWPORT

NEWPORT CITY COUNCIL in exercise of its powers under Section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014 ("the Act") hereby makes this Order, being satisfied on reasonable grounds that activities in a public space, namely in the PILLGWENLLY area of Newport, have had or are likely to have a detrimental effect on the quality of life of those in the locality and that these activities involved various anti-social behaviours. Further, Newport City Council believes that the effect, or likely effect, of the said activities is, or is likely to be, persistent or continuing in nature, such as to make the activities unreasonable and justifies the restrictions imposed by this Order:-

1. This Order shall come into operation on 25 July 2017 and shall have effect for a period of 3 years thereafter, unless extended by further Orders under the Council's statutory powers.
2. This Order relates to the public place in the City of Newport as shown edged red on the Plan annexed to this Order ("the Restricted Area") commonly referred to as "Pill".

PROHIBITIONS:-

3. No person shall within the Restricted Area refuse to stop drinking alcohol or hand over any containers (sealed or unsealed) which are believed to contain alcohol, when required to do so by an authorised officer to prevent public nuisance or disorder.
4. No person shall congregate in a group of THREE or more persons within the Restricted Area AFTER an authorised person has requested that the group disperse.
5. Intoxicating substances: No person shall within the Restricted Area:
 - a. Ingest, inhale, inject, smoke, possess or otherwise use intoxicating substances.
 - b. Sell or supply intoxicating substances.

Persons who breach this prohibition shall surrender any such intoxicating substance in his/her possession when asked to do so by an authorised officer in the Restricted Area.

"Intoxicating substances" (psychoactive substances) is given the following definition: substances with the capacity to stimulate or depress the central nervous system. Exemptions: alcohol (covered by (3) above), tobacco inc. vaporisers, food stuffs (to include drinks) regulated by food, health and safety legislation and where the substances are used for valid and demonstrable medicinal use, or substances given to an animal as a medicinal remedy.

FIXED PENALTY NOTICES AND OFFENCES:-

6. It is an offence for a person without reasonable excuse to engage in any activity that is prohibited by this Order.
7. In accordance with section 63 of the Act, a person found to be in breach of this Order by consuming alcohol or by refusing to surrender alcohol to an authorised person is liable on summary conviction to a maximum penalty of a Level 2 fine (currently £500) or to a Fixed Penalty Notice up to £100.
8. In accordance with section 67 of the Act, a person found to be in breach of this Order other than by consuming alcohol or by refusing to surrender alcohol to an authorised person is liable on

summary conviction to a maximum penalty of a Level 3 fine (currently £1000) or to a Fixed Penalty Notice up to £100.

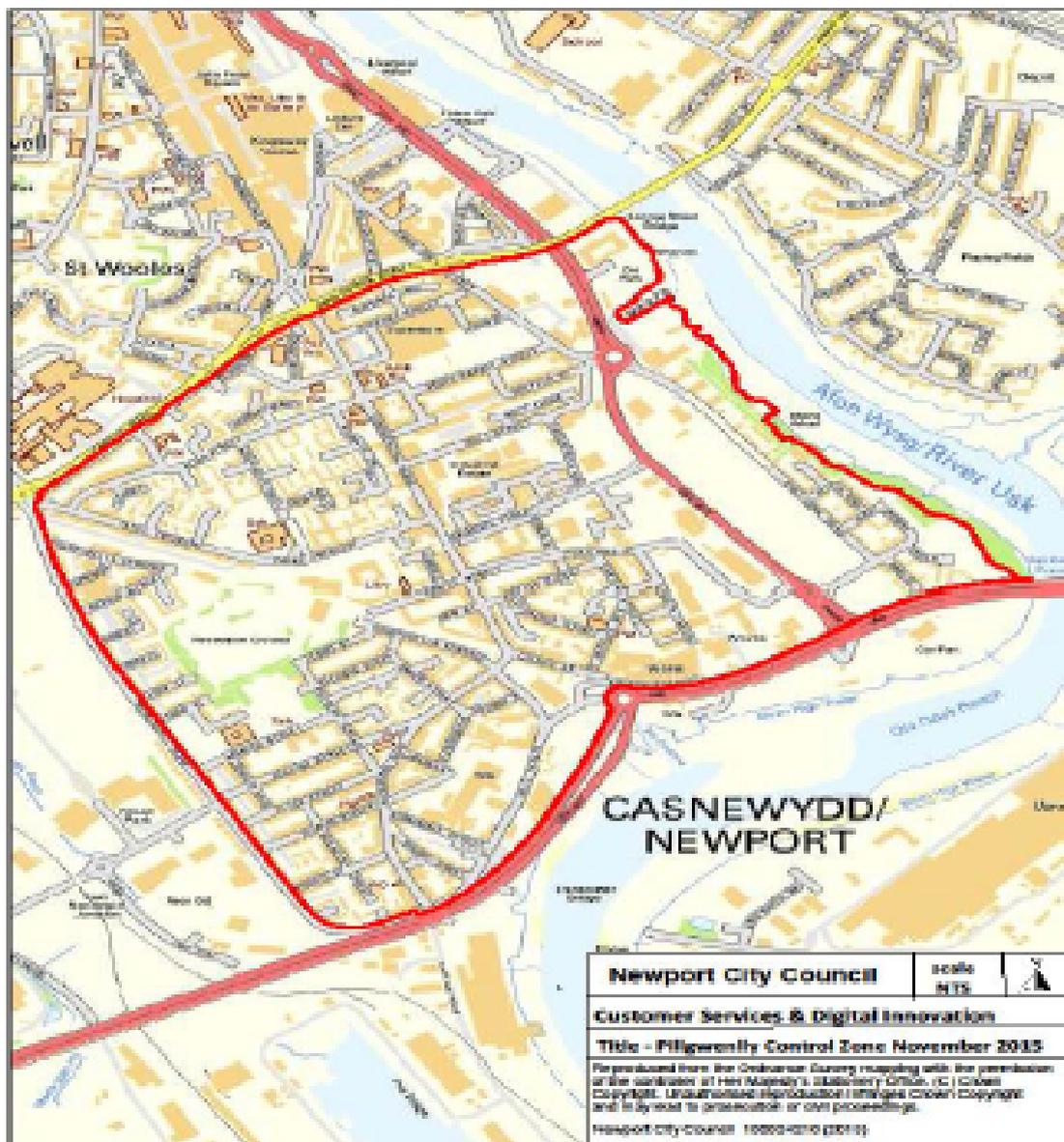
APPEALS:-

9. If any interested person wishes to question the validity of this Order on the grounds that the Council had no power to make it or that any requirement of the Act has not been complied with in relation to this Order, he or she may apply to the High Court within 6 weeks from the date on which this Order is made.

Dated:

THE COMMON SEAL of
NEWPORT CITY COUNCIL was
here unto affixed in the presence of:-

Annex- Map showing area to be covered by the PSPO.



4.0 Proposed/Draft Pill PSPO (2021 – 2024)

4.1 The proposed content of the new PSPO is below.

ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING ACT 2014 SECTION 59 PUBLIC SPACES PROTECTION ORDER 2021 PILLGWENLLY, NEWPORT

NEWPORT CITY COUNCIL in exercise of its powers under Section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014 (“the Act”) hereby makes this Order, being satisfied on reasonable grounds that activities in a public space, namely in the PILLGWENLLY area of Newport, have had or are likely to have a detrimental effect on the quality of life of those in the locality and that these activities involved various anti-social behaviours. Further, Newport City Council believes that the effect, or likely effect, of the said activities is, or is likely to be, persistent or continuing in nature, such as to make the activities unreasonable and justifies the restrictions imposed by this Order:-

This Order shall come into operation on _____ xxxx _____ 2021 and shall have effect for a period of 3 years thereafter, unless extended by further Orders under the Council’s statutory powers.

This Order relates to the public place in the City of Newport as shown edged red on the Plan, annexed 1 to this Order (“the Restricted Area”) commonly referred to as “Pill”.

The effect of the Order is to impose the following prohibitions in the Restricted Area at all times and will be enforced by Police Constables, Police Community Support Officers with delegated authority or an authorised Local Authority Council Officer.

PROHIBITIONS:-

1. Refusing to stop drinking alcohol or hand over any containers (sealed or unsealed) in their possession, which are believed to contain alcohol, when required to do so by an authorised Officer within the Restricted Area.
2. No person shall behave (either individually or in a group) in a manner that has caused or is likely to cause harassment, alarm or distress to a member of the public within the Restricted Area. Persons who breach this prohibition shall, when ordered to do so by an authorised Officer, disperse immediately and not return within 24hours, unless for a lawful reason.
3. No begging in a manner which is aggressive or intimidating or is likely to cause someone to feel harassed, alarmed or distressed.
4. No person shall urinate or defecate in a public space or in public view except in a premises designated for that purpose within the Restricted Area.
5. No person shall within the Restricted Area:
 - Ingest, inhale, inject, smoke, possess or otherwise use intoxicating substances*.
 - Sell or supply intoxicating substances*.

Persons who breach this restriction shall surrender any such intoxicating substance in his/her possession when asked to do so by a Police Constable.**

***“Intoxicating substances” (commonly referred to as “legal highs”) is given the following definition: substances with the capacity to stimulate or depress the central nervous system (does not include alcohol).*

***Exemptions shall apply in cases where the substances are used for valid and demonstrable medicinal use, given to an animal as a medicinal remedy, are cigarettes (tobacco) or vaporisers or are food stuffs (to include drinks) regulated by food health and safety legislation.*

6. Cyclists, or users of scooters, E-scooters, E-bikes, skateboards and hover boards, are to dismount if requested to do so by an authorised officer, if they are of the opinion that the operator is riding in an unsafe manner which is causing or is likely to cause a danger to the public in the Restricted Area.
7. No person shall engage in littering; it is an offence to throw down, drop or otherwise deposit and then leave, litter in any place in the open air within the Restricted Area.
8. No person shall spit saliva or any other product from their mouth onto the ground within the Restricted Area.
9. No person(s) shall enter the area, engage, loiter or solicit on the streets for sexual exploitation within the Restricted Area.

FIXED PENALTY NOTICES AND OFFENCES:-

10. It is an offence for a person without reasonable excuse to engage in any activity that is prohibited by this Order.
11. In accordance with section 63 of the Act, a person found to be in breach of this Order by consuming alcohol or by refusing to surrender alcohol to an authorised person is liable on summary conviction to a maximum penalty of a Level 2 fine (currently £500) or to a Fixed Penalty Notice up to £100.
12. In accordance with section 67 of the Act, a person found to be in breach of this Order other than by consuming alcohol or by refusing to surrender alcohol to an authorised person is liable on summary conviction to a maximum penalty of a Level 3 fine (currently £1000) or to a Fixed Penalty Notice up to £100.

APPEALS:-

13. If any interested person wishes to question the validity of this Order on the grounds that the Council had no power to make it or that any requirement of the Act has not been complied with in relation to this Order, he or she may apply to the High Court within 6 weeks from the date on which this Order is made.

Dated:
THE COMMON SEAL of)
NEWPORT CITY COUNCIL was)
here unto affixed in the presence of:-)
)

ANNEX 1 – Pillgwenlly, Newport Public Space Protection Order Restricted Area



4.2 Comparison of controls

Previous 2017 PSPO Restriction	Revised 2021 PSPO Restriction	Comment
<p>Street Drinking No person shall within the restricted area refuse to stop drinking alcohol or hand over any containers (sealed or unsealed) which are believed to contain alcohol, when required to do so by an authorised officer.</p>	<p>Refusing to stop drinking alcohol or hand over any containers (sealed or unsealed) in their possession, which are believed to contain alcohol, when required to do so by an authorised Officer within the Restricted Area.</p>	<p>Amended on consultation with Gwent Police and in learning from implementation of the City Centre PSPO</p>
<p>Groups No person shall congregate in a group of three or more persons within the restricted area after an authorised officer has requested that the group disperse</p>	<p>No person shall behave (either individually or in a group) in a manner that has caused or is likely to cause harassment, alarm or distress to a member of the public within the Restricted Area. Persons who breach this prohibition shall, when ordered to do so by an authorised Officer, disperse immediately and not return within 24hours, unless for a lawful reason.</p>	<p>Amended on consultation with Gwent Police and in learning from implementation of the City Centre PSPO</p> <p>Removes the number of people from the restriction and additional control of not returning.</p>
<p>Intoxicating Substances No person shall within the restricted area:</p> <ul style="list-style-type: none"> a) Ingest, inhale, inject, smoke, possess or otherwise use intoxicating substances b) Sell or supply intoxicating substances <p>Persons who break this prohibition shall surrender any such intoxicating substance in his/her possession when asked to do so by an authorised officer in the restricted area</p> <p>“intoxicating substances” (psychoactive substances) is given the following definition. Substances with the capacity to stimulate or depress the central nervous system.</p> <p>Exemptions: Alcohol (covered (3) above), tobacco (including vaporisers), foodstuffs (to include drinks) regulated by Food or Health and Safety legislation, and where the substances are used for valid and demonstrable medicinal use, or</p>	<p>No person shall within the Restricted Area:</p> <ul style="list-style-type: none"> • Ingest, inhale, inject, smoke, possess or otherwise use intoxicating substances*. • Sell or supply intoxicating substances*. <p>Persons who breach this restriction shall surrender any such intoxicating substance in his/her possession when asked to do so by a Police Constable.**</p> <p><i>**“Intoxicating substances” (commonly referred to as “legal highs”) is given the following definition: substances with the capacity to stimulate or depress the central nervous system (does not include alcohol).</i></p> <p><i>**Exemptions shall apply in cases where the substances are used for valid and demonstrable medicinal use, given to an animal as a medicinal remedy, are cigarettes (tobacco) or vaporisers or are</i></p>	<p>Amended on consultation with Gwent Police and in learning from implementation of the City Centre PSPO</p> <p>Includes reference to “legal highs”.</p> <p>Clarifies specific enforcement role i.e. police constable.</p> <p>Caveats on exemptions re-worded and simplified.</p>

substances given to an animal as a medicinal remedy	<i>food stuffs (to include drinks) regulated by food health and safety legislation.</i>	
Restricted Area NCC proposes no current change to the restricted area.	No change	N/A
New 2021 Restrictions		
Restriction	Comment	Evidence Provided
Begging No begging in a manner which is aggressive or intimidating or is likely to cause someone to feel harassed, alarmed or distressed.	Inclusion requested by Police. Similar restriction used in City Centre PSPO	Cited as necessary in evidence/submissions provided to NCC by Police
Urination / Defecation No person shall urinate or defecate in a public space or in public view except in a premises designated for that purpose within the Restricted Area.	Inclusion requested by Police.	Cited as necessary in evidence/submissions provided to NCC by Police
Scooters, Bikes et al. Cyclists, or users of scooters, E-scooters, E-bikes, skateboards and hover boards, are to dismount if requested to do so by an authorised officer, if they are of the opinion that the operator is riding in an unsafe manner which is causing or is likely to cause a danger to the public in the Restricted Area.	Inclusion requested by Police.	Limited or no evidence provided. Some reference to bikes associated with ASB in CSW complaint logs.
Littering No person shall engage in littering; it is an offence to throw down, drop or otherwise deposit and then leave, litter in any place in the open air within the Restricted Area.	Inclusion requested by Police.	NCC CSW's evidence
Spitting No person shall spit saliva or any other product from their mouth onto the ground within the Restricted Area.	Inclusion requested by Police.	Limited Evidence Provided
Sexual Exploitation No person(s) shall enter the area, engage, loiter or solicit on the streets for sexual exploitation within the Restricted Area.	Inclusion requested by Police. This is not a low level anti-social behaviour. The Police have significant powers to deal with this issue currently.	Cited as necessary in evidence/submissions provided to NCC by Police

	In this restriction, the meaning of Solicit is taken to be “to ask” or “to petition”	
Restricted Area NCC proposes no current change to the restricted area.	No change currently proposed.	

5.0 Supporting evidence

The necessary evidence to support Scrutiny Committee in making its decision is included in the appendices associated with this report.

- 5.1 **Appendix 1 NCC Law and Regulation:** Summary of the proposed amended PSPO and the restrictions it contains.
- 5.2 **Appendix 2** is the PSPO City Centre Community Safety Wardens complaint history from June 2017 to July 2020
- 5.3 **Appendix 3** is the Police Evidence, Submissions and Data provided to support the need for the new Pillgwenlly PSPO
- 5.4 **Appendix 4** is the proposed Draft online public consultation questionnaire and the approach to consultation including identification of key community stakeholders.
- 5.5 **Appendix 5** is the City Centre PSPO for comparison

6.0 Suggested Areas of Focus

6.1 At this stage, the Committee is asked to:

- 6.1.1 Agree (or otherwise) the continued need for a PSPO in the Pillgwenlly area of Newport.
 - 6.1.2 Agree (or otherwise) the restrictions imposed by the draft PSPO
 - 6.1.3 Satisfy itself that the evidence provided is sufficient, or otherwise, to progress to public consultation on the draft PSPO (**Section 4**)
 - 6.1.4 Consider the consultation plan (**Appendix 4**) and determine whether the proposed consultation is targeting the most appropriate people / organisations and whether the mediums of consultation will provide the necessary information.
- 6.2 At a future meeting, the Committee will be invited to consider the outcomes of the consultation and will have an opportunity to comment on the proposed PSPO changes as result of that consultation Prior to presenting the final PSPO to council.

Section B – Supporting Information

7.0 Links to Council Policies and Priorities

7.1 Newport’s Corporate Plan 2017-2022, “Building a better Newport” has a key focus – to improve people’s lives in all the Council does.

7.2 Pill Antisocial behaviour is directly cited as an issue. The previous PSPO is referenced in the Corporate Plan as a key tool to improving people’s lives and delivering a more resilient community in Pill.

8.0 Risks

8.1 The risks associated with amending and introducing new restrictions to the Pill PSPO are minimal. The risks include implementing unenforceable restrictions, imposing conditions that have unexpected consequences, unfairly impact on otherwise permitted freedoms, and the PSPO becoming irrelevant.

8.2 Scrutiny committee is invited to acknowledge that there has been a previous PSPO applying to the Pill area, however the proposed amendments to a new PSPO include additional restrictions.

9.0 Financial Implications

9.1 There are no financial implications to the Scrutiny committee reviewing the need for the PSPO, consultation process or proposed amendments to the PSPO. There are no financial costs associated with undertaking the consultation.

10.0 Background Documents

- Safer Pill Response Plan (2020)
- Safer Pill Minutes August (2020)
- LGA PSPO Guidance to LA’s (2020)
- Corporate Plan (2017-2022)



Safer Pill Response
Plan 20200827.docx



Safer Pill minutes,
August 2020.docx



10.21 PSPO
guidance_06_1.pdf



Corporate-Plan-201
7-2022.pdf

Report Completed: 19 February 2021

Appendix 1: NCC Law and Regulation: Review of the proposed amended PSPO

Community and Environment: Regulatory Services Manager Summary

Since the expiry of the previous 2017 Pill PSPO, there has been a clear request of Newport City Council to re-implement a PSPO in the ward of Pill. This has been evidenced through community action groups such as the Safer Pill Working Group, the associated community steering group and identified in communication between Officers of Gwent Police and Newport City Council. Re-implementation of a PSPO is seen as crucial in the Pill Working Group action plan.

Informal consultation on the proposed wording used in the PSPO, and its continuing need has been undertaken by the Community Protection Manager with Gwent Police Colleagues and is testimony to the close and effective working arrangements established between the two bodies. The Cabinet Member for Community and Environment has been briefed on the progress made to date. The Coronavirus pandemic has delayed progress on this piece of work.

The number of restrictions associated with the proposed 2021 PSPO has increased. The additional restrictions are requested by Gwent Police colleagues.

The previous PSPO was used by NCC Community Safety Wardens and a number of FPNs were issued.

Use of the previous PSPO sanctions by the Police was minimal.

Alcohol, Gatherings, Dispersal and Drug Use

NCC Law and Regulation department support the re-wording and then re-imposition of the PSPO restrictions on the control of Alcohol, Drug use and gatherings that may cause anti-social behaviour, offence, harassment or harm. Evidence from both NCC teams and Gwent Police supports the need for these restrictions. Similar restrictions exist in other Local Authority PSPO's.

Cycling, E Scooters, E Bikes and hover-boards

New restrictions associated with cycling, e-bikes, hover-boards, skateboards or use of e-scooters are requested by the Police. Limited evidence has been provided to substantiate the need for this control although it is acknowledged that E-scooters and hover boards are a more modern development and would not have been of such relevance at the time of considering or drafting the previous PSPO. Additional verbal context provided by Gwent Police indicates these new modes of transport are, in some circumstances, being used to evade the Police and are directly linked to gang issues and the distribution of drugs.

Cycling is a hobby, a way of children getting to school, getting to and from work and is part of employer sustainable travel or activity plans. It has significant benefits to mental health. The implementation of this PSPO restriction must not impinge on legitimate use of these modes of transport.

Begging

No evidence has been provided by Police colleagues to support the need for this restriction in the Ward of Pill. 6 instances or call logs were recorded by NCC Community Safety Wardens including 2 that cite Aggressive Begging. The wording of this restriction permits begging, but prevents aggressive or intimidating behaviour. The implementation of this restriction follows a similar inclusion in the City Centre PSPO.

Littering, Spitting, Urinating and Defecation

Limited Police evidence has been provided on the direct need for these restrictions. However, they relate to wider issues reflected in the Safer Pill Working Group, are supported in some of NCC's evidence and as such can be seen as relevant wider restrictions. Verbal update from Police colleagues cites recent examples where defecation on religious building steps, in fire escapes and urination in alleyways and door was as a regular occurrence. The inclusion of these restrictions in a PSPO is a proportionate additional tool to combat this behaviour. Other Local Authorities are consulting on similar controls (Swansea).

Sexual Exploitation/Soliciting

This is a new restriction requested by Gwent Police. Evidence from a local Constable has been provided and shows that there is a clear issue, and that Gwent Police already has powers to deal with it. This is not a low level Anti Social Behaviour issue. It has many links to serious and organised crime and higher level offending.

The evidence provided by Gwent Police identifies there is an issue, but does not identify that the most appropriate way to deal with this issue is via a PSPO.

On review of PSPO's implemented in Caerphilly, Cardiff and Wrexham, no similar controls exist in those locations, but it must be noted, they may not have a cause to include them.

A Swansea [PSPO consultation](#) identifies 'sex working' as a contributing factor and a rationale for closing or gating a tunnelled area, included alongside other restrictions for drugs and alcohol. ([Swansea - Public Space Protection Orders \(PSPOs\)](#))

[Redbridge](#) Council in England has implemented **borough wide** restriction on "prostitution related activity" using PSPO's as the control tool. Their PSPO includes the restriction: "*No person shall attempt to buy sexual services from another person*" and also that "*No person shall be verbally abusive to any person or behave in a way which causes or is likely to cause harassment, alarm or distress to another person*".

On 04 February 2021, a Gwent Police Inspector provided verbal update in advance of the Scrutiny meeting on the rationale for inclusion and their need for this restriction. Verbal evidence was provided on the context of the sexual exploitation occurring in Pill and how it relates to a more complicated regional and national picture. The context provided is of note.

The Inspector, who has remit for Pill, and is Chair of a community steering group has identified that the inclusion of this control will aid the Police in issuing FPN's **before** a person undertakes the act of soliciting - a much more serious offence. When integrated with other powers, the use of the proposed restriction will allow for rapid response to the issues. It will actively target and aim to discourage those travelling into the area with the view to exploit others. It will help the Police focus on higher risk offending. There is no expectation on NCC officers acting or issuing FPN's on this particular issue.

Scrutiny Committee is asked to carefully consider the wording of this restriction. This restriction **does not** target the people being exploited. **It is worded to target those exploiting others.**

The NCC Law and Regulation department position is that the Police remain the most suited organisation to deal with this concerning, higher level and complicated issue. A PSPO can be used to deal with these issues, as seen from consultation in Swansea and active in Redbridge. If imposed, the remit for enforcement and use of this restriction will fall solely to Police.

Appendix 2

Below is a record of the NCC Community Safety Wardens service request or complaint data from August 2017 – July 2020 relating to the area of Pillgwenlly. This data spans a time frame when the service changed reporting processes. Where relevant themes associated with the proposed PSPO are apparent, or links to broader Antisocial Behaviour, they are outlined under Commentary/PSPO Relevance.

Date Range	Call Log Type	Number of Calls	Commentary / PSPO relevance
August 2017 – June 2020	Nuisance - Assistance to the public.	31	Not specifically ASB related, could relate to leaflet drops, general advice, floodlights.
June 2018 – July 2020	Nuisance - anti Social Behaviour (Begging).	6	2 Calls specifically cite Aggressive Begging.
October 2017 – May 2020	Nuisance - Abuse Harassment.	11	Verbal abuse, shouting or threats being issued. Some links to drugs or Alcohol referenced.
August 2017 – July 2020	General Nuisance	68	2 records cite Bikes as being involved in nuisance. Many records involves broader ASB including shouting, alcohol, drugs, and intimidating people. 13 records cite gatherings or groups of people of various sizes. One reference to urination into a bottle
July 2017 - July 2020	Abuse Nuisance - Drug/Solvent	24	Main complaints related to Drug use and of needles being found.
August 2017 – June 2020	Public Nuisance - Drinking in Public	8	This code relates specifically to alcohol consumption.
July 2017 – July 2020:	Nuisance - Criminal Activity	11	Reports of weapons, broader ASB, cultivation of drugs.
July 2017 – December 18	Littering	7	Drug Needles and throwing litter. Other non ASB related complaints.

NCC issued Fixed Penalty tickets/Notices

Below is a log of FPN's issued by Newport officers between July 2017 and July 2020 in the ward of Pill.

FPN Type	Number	Commentary
Non-PSPO FPN	27	Primarily associated with Littering.
PSPO FPN	10	Issued for non-compliance with the Previous PSPO, primarily relate to alcohol consumption/use
PSPO FPN - Other	8	Issued for non-compliance with the previous PSPO, primarily relate to alcohol consumption / use

Appendix 3

Police Data submitted in support of the proposed Pill PSPO

1.0 Statement of Police Officer:

I am PC XXXXXXXXX of Gwent Police currently based at Pill. Police Station in Newport as the Crime and Disorder Reduction Officer for the Newport West Local Policing Team.

I will say that this statement is made from my own knowledge, except where I have indicated that matters are based on information that I have obtained or matters which I believe to be true. Where appropriate, I have indicated the source of my information and/or belief.

My role includes identifying repeat calls and locations, victims and offenders of crime and anti social behaviour, identifying the causes and developing sustainable solutions. I also monitor persistent offenders whose behaviour impacts on the quality of life of the general public within the Newport Area, more specifically the Western side of Newport, this includes the Pill Area.

In relation to the application of a Public Space Protection Order, I can provide the following calls in relation to the Violence, Drug taking, Street Drinkers and ASB in the Pill area during the period from 1st August 2020 and 8th January 2021.

During this time period there has been
171 calls relating to Violence without Injury.
102 Public Order Offences
32 Drugs offences
8 possession of weapons
8 Robberies

The following stats relate to soliciting within the area of the Pill Ward. Since 31/8/20 there has been

35 persons arrested for Soliciting of which 28 have been charged and 1 cautioned.
6 arrests for street sexually exploited adults (non- prostitution offences)
10 Arrests from Misuse of Drugs Act Warrants.
There has been 13 vehicles seized under Section 59, one under section 165 RTA no insurance

I believe that the facts as stated in this witness statement are true.

SIGNED: XXXXXXXXX

Police Constable XXXXXXXXX

DATED: 8th January 2021.

2.0 Commentary/Supporting evidence from Gwent Police Inspector

NCC and Gwent Police liaise regularly in various forums. The Safer Pill working group, pan Newport ASB work and in other fora. We proactively engage in regular communication and joint enforcement initiatives. In discussion on the relevance of the previous PSPO and in trying to understand the need for a continued and improved PSPO a Gwent Police colleague on 25th October 2020 indicated (*paraphrased*):

That the previous PSPO wasn't used much by Gwent Police as it was narrower than the actual issues and contained loop holes. The Inspector outlined the previous principal controls, namely: street drinking, dispersing groups of 3 or more, using intoxicating substances, sell or supply intoxicating substances. But that these restrictions were too limited. There was no significant reduction in ASB matters because of these issues and a perceived inability of the previous PSPO to deal with the wider issues across Pill. No FPN's were issued by Police colleagues. The Officer is keen to impress that there is considerable public outcry at the anti-social behaviour created by individuals as well as groups loitering on the streets and open areas. This causes a fear of crime, an image of gangs along the streets as well as the unpleasant anti-social activities resulting in public being harassed alarmed and distressed. A PSPO with wider remit and refreshed for the current issues faced by Pill in 2021 will have more relevance.

Appendix 4

The proposed approach to consultation and the questions and response options to the online questionnaire.

Consultees

NCC will consult the following organisations and partners during the consultation phase between **01 March 2021 and 31st March 2021.**

Consultee	Mode of Engagement
Public	Online Questionnaire Publicise via Social Media Provide link to consultation via Bus Wifi
Police and Crime Commissioner	Online Questionnaire to be sent directly to Office of the PCC.
Safer Pill	Chair to be sent Online Questionnaire and coordinate response on their behalf Tabled and Agenda item to require response on behalf of the group at next meeting
Safer Pill Steering group	Group to be invited to respond with possible physical attendance (Covid Permitting) at a meeting within the consultation period. Tabled and Agenda item to require response on behalf of the group at next meeting

2.0 Questionnaire questions



Public Space Protection Order (PSPO) - Pillgwenlly

What is a Public Space Protection Order (PSPO)?

A PSPO is designed to prevent individuals or groups committing anti-social behaviour in a public space where the behaviour is having, or is likely to have, a detrimental effect on the quality of life of those in the locality; and the behaviour is or likely to be persistent or continuing nature; and be unreasonable. The power to make an order rests with the local authority. PSPO's are made under the Anti-Social Behaviour, Crime and Policing Act 2014.

The Council can make a PSPO on any public space within its own area. The maximum length of a PSPO is three years, but it can be reviewed at any time.

When making a PSPO, the Council must have particular regard to the rights of freedom of expression and freedom of assembly and association set out in the Human Rights Act 1998.

What can a PSPO do?

Restrictions and requirements are set out by the local authority and can be blanket restrictions or requirements, or can be targeted towards certain behaviour by certain groups at certain times. They can restrict access to public spaces (including certain types of highway) where that route is being used to commit anti-social behaviour.

Orders can be enforced by a police officer, police community support officer and delegated council officers. A breach of the Order is a criminal offence and can be dealt with through the issuing of a Fixed Penalty Notice of up to £100 (to be fixed locally), or a level 3 fine of up to £1000, on prosecution.

Consultation Questions

1.	Are you a.....?	
	<input type="checkbox"/> Resident of Pill	<input type="checkbox"/> Visitor
	<input type="checkbox"/> Worker in Pill	<input type="checkbox"/> Other
Please specify:		
2.	Have you experienced Anti-Social Behaviour in Pill in the past 12 months?	
	<input type="checkbox"/> Never	<input type="checkbox"/> Rarely
		<input type="checkbox"/> Occasionally
		<input type="checkbox"/> Frequently

Restrictions

The following restrictions are proposed in the new PSPO, please select if you agree or disagree with the restriction. If you disagree, please state your reasons.

3.a	Refusing to stop drinking alcohol or hand over any containers (sealed or unsealed) in their possession, which are believed to contain alcohol, when required to do so by an authorised Officer within the Restricted Area?	
	<input type="checkbox"/> Agree	<input type="checkbox"/> Disagree
	If you disagree, why?	
3.b	Please add any further comments about this condition.	
4.a	No person shall behave (either individually or in a group) in a manner that has caused or is likely to cause harassment, alarm or distress to a member of the public within the Restricted Area. Persons who breach this prohibition shall, when ordered to do so by an authorised Officer, disperse immediately and not return within 24hours, unless for a lawful reason.	
	<input type="checkbox"/> Agree	<input type="checkbox"/> Disagree

	If you disagree, why?
4.b	Please add any further comments about this condition.
5.a	No begging in a manner which is aggressive or intimidating or is likely to cause someone to feel harassed, alarmed or distressed.
	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Disagree
	If you disagree, why?
5.b	Please add any further comments about this condition.
6.a	No person shall urinate or defecate in a public space or in public view except in a premises designated for that purpose within the Restricted Area.
	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Disagree
	If you disagree, why?
6.b	Please add any further comments about this condition.

7.a	<p>No person shall within the Restricted Area:</p> <ul style="list-style-type: none"> • Ingest, inhale, inject, smoke, possess or otherwise use intoxicating substances* • Sell or supply intoxicating substances* <p>Persons who breach this restriction shall surrender any such intoxicating substance in his/her possession when asked to do so by a Police Constable.**</p> <p><i>*Intoxicating substances (commonly referred to as “legal highs”) is given the following definition: substances with the capacity to stimulate or depress the central nervous system (does not include alcohol).</i></p> <p><i>**Exemptions shall apply in cases where the substances are used for valid and demonstrable medicinal use, given to an animal as a medicinal remedy, are cigarettes (tobacco) or vaporisers or are food stuffs (to include drinks) regulated by food health and safety legislation.</i></p> <p><input type="checkbox"/> Agree <input type="checkbox"/> Disagree</p> <p>If you disagree, why?</p>
7.b	<p>Please add any further comments about this condition.</p>
8.a	<p>Cyclists, or users of scooters, E-scooters, E-bikes, skateboards and hover boards, are to dismount if requested to do so by an authorised officer, if they are of the opinion that the operator is riding in an unsafe manner which is causing or is likely to cause a danger to the public in the Restricted Area.</p> <p><input type="checkbox"/> Agree <input type="checkbox"/> Disagree</p> <p>If you disagree, why?</p>
8.b	<p>Please add any further comments about this condition.</p>
9.a	<p>No person shall engage in littering; it is an offence to throw down, drop or otherwise deposit and then leave, litter in any place in the open air within the Restricted Area.</p>

	<input type="checkbox"/> Agree		<input type="checkbox"/> Disagree
If you disagree, why?			
9.b	Please add any further comments about this condition.		
10.a	No person shall spit saliva or any other product from their mouth onto the ground within the Restricted Area.		
<input type="checkbox"/> Agree		<input type="checkbox"/> Disagree	
If you disagree, why?			
10.b	Please add any further comments about this condition.		
11.a	No person(s) shall enter the area, engage, loiter or solicit on the streets for sexual exploitation within the Restricted Area.		
<input type="checkbox"/> Agree		<input type="checkbox"/> Disagree	
If you disagree, why?			
11.b	Please add any further comments about this condition.		

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12.	Is there anything else you would like to see included in the Order.
	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
	Please state:

13.	The below image shows the boundary that is covered by the PSPO.
	Image of Pill to be added
	What do you think we should do (tick your preference)?

<input type="checkbox"/> Keep to the Pill boundary	<input checked="" type="checkbox"/> Make bigger	<input type="checkbox"/> Make smaller
--	---	---------------------------------------

If you have ticked 'make bigger' or 'make smaller', please give details

Equalities Monitoring

This is to gather more comprehensive equalities information for those completing the survey.

14.	What is your gender?		
	<input type="checkbox"/> Male	<input type="checkbox"/> Non-binary	<input type="checkbox"/> Prefer not to say
	<input type="checkbox"/> Female	<input type="checkbox"/> Self-identify	
	If you ticked 'Self-identify', please state:		
15.	Age?		
	<input type="checkbox"/> Under 18 years old	<input type="checkbox"/> 35-44 years old	<input type="checkbox"/> 65-74 years old
	<input type="checkbox"/> 18-24 years old	<input type="checkbox"/> 45-54 years old	<input type="checkbox"/> 75 years or older
	<input type="checkbox"/> 25-34 years old	<input type="checkbox"/> 55-64 years old	<input type="checkbox"/> Prefer not to say
16.	What area of Newport do you live in?		
	<input type="checkbox"/> Allt-Yr-Yn	<input type="checkbox"/> Langstone	<input type="checkbox"/> Rogerstone
	<input type="checkbox"/> Alway	<input type="checkbox"/> Llanwern (Goldcliff)	<input type="checkbox"/> Shaftesbury (Crindau / Brynglas)
	<input type="checkbox"/> Beechwood	<input type="checkbox"/> Lliswerry	<input type="checkbox"/> St Julians
	<input type="checkbox"/> Bettws	<input type="checkbox"/> Malpas	<input type="checkbox"/> Stow Hill
	<input type="checkbox"/> Caerleon	<input type="checkbox"/> Marshfield	<input type="checkbox"/> Tredegar Park (Duffryn)
	<input type="checkbox"/> Gaer	<input type="checkbox"/> Pillgwenlly	<input type="checkbox"/> Victoria (Maindee)
	<input type="checkbox"/> Graig	<input type="checkbox"/> Ringland	<input type="checkbox"/> I do not live in Newport
17.	Do you consider yourself to be disabled?		
	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Prefer not to say
18.	Do you consider yourself a Welsh speaker?		
	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Prefer not to say
19.	What is your ethnic group?		
	<input type="checkbox"/> White – Welsh / English / Scottish / Northern Irish / British		
	<input type="checkbox"/> White – Irish	<input type="checkbox"/> Gypsy or Irish Traveller	

<input type="checkbox"/> Any other White ethnic background (please state):	
<input type="checkbox"/> White & Black Caribbean	<input type="checkbox"/> White & Asian
<input type="checkbox"/> White & Black African	
<input type="checkbox"/> Indian	<input type="checkbox"/> Pakistani
<input type="checkbox"/> Bangladeshi	<input type="checkbox"/> Chinese
<input type="checkbox"/> Any other Asian ethnic background (please state):	
<input type="checkbox"/> Black African	<input type="checkbox"/> Black Caribbean
<input type="checkbox"/> Any other Black ethnic background (please state):	
<input type="checkbox"/> Arab	
<input type="checkbox"/> Any other ethnic group or background (please state):	
<input type="checkbox"/> Any other mixed or multiple ethnic background (please state):	
<input type="checkbox"/> Prefer not to say	
20.	What is your current sexual orientation?
<input type="checkbox"/> Heterosexual / Straight	<input type="checkbox"/> Pansexual
<input type="checkbox"/> Gay man / Homosexual	<input type="checkbox"/> ACE
<input type="checkbox"/> Gay woman / Lesbian	<input type="checkbox"/> I identify in another way
<input type="checkbox"/> Bisexual	<input type="checkbox"/> Prefer not to say
21.	Are you married or in a civil partnership?
<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> Prefer not to say	
22.	Religion / Belief?
<input type="checkbox"/> Buddhist	<input type="checkbox"/> Muslim
<input type="checkbox"/> Christian	<input type="checkbox"/> Sikh
<input type="checkbox"/> Hindu	<input type="checkbox"/> Any Other
<input type="checkbox"/> Jewish	<input type="checkbox"/> Atheist
<input type="checkbox"/> No religion	
<input type="checkbox"/> Agnostic	
<input type="checkbox"/> Humanist	
<input type="checkbox"/> Prefer not to say	

23.	<p>Is your gender identity the same as the sex assigned to you at birth?</p> <p><i>Gender identity is a way to describe how you feel about your gender. Some people know/feel that their gender identity is the same as the sex that they were assigned at birth – for example, a person whose original birth certificate says ‘male’ and they identify as a man (‘yes’ to this question). Some people know/feel that their gender identity is not the same as the sex they were assigned at birth – for example, a person whose original birth certificate says ‘male’ and they identify as a woman (‘no’ to this question).</i></p> <p><input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Prefer not to say</p>
24.	<p>Caring Responsibilities</p> <p>A: Do you care for children of school age?</p> <p><input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Prefer not to say</p> <p>B: Do you care for children of pre-school age?</p> <p><input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Prefer not to say</p> <p>C: Do you care for a dependent adult or child above school age?</p> <p><input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Prefer not to say</p>

Thank you for taking the time to comment on the proposed PSPO.

Appendix 5 is the City Centre PSPO for comparison

ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING ACT 2014
SECTION 59
PUBLIC SPACES PROTECTION ORDER 2018
NEWPORT CITY CENTRE

NEWPORT CITY COUNCIL in exercise of its powers under Section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014 ("the Act") hereby makes this Order, being satisfied on reasonable grounds that activities in a public space, namely in Newport City Centre, have had or are likely to have a detrimental effect on the quality of life of those in the locality and that these activities involved various anti-social behaviours. Further, Newport City Council believes that the effect, or likely effect, of the said activities is, or is likely to be, persistent or continuing in nature, such as to make the activities unreasonable and justifies the restriction imposed by this Order:-

1. This Order shall come into operation on *23 August 2018* and shall have effect for a period of 3 years thereafter, unless extended by further Orders under the Council's statutory powers.
2. This Order applies to the public place as shown edged in red on the Plan annexed to this Order ("the Restricted Area").
3. No person shall within the restricted area refuse to stop drinking alcohol or hand over any containers (sealed or unsealed) which are believed to contain alcohol, when required to do so by an authorised officer to prevent public nuisance or disorder.
4. No person shall within the restricted area undertake "street trading" which term includes peddling, charity collecting or touting for services, subscriptions or donations UNLESS authorised to do so by an existing Police or Council issued or Council recognised Street Trading/Charity Collection/Promotions consent, licence or written permission or holds a valid Pedlars Certificate.
5. No person shall within the restricted area beg within 10 metres of a cash or payment machine or beg in a manner which is aggressive or intimidating or which has caused or is likely to cause a member of the public to feel harassed, alarmed or distressed.
6. No person shall behave (either individually or in a group) in a manner that causes or is likely to cause harassment, alarm or distress to a member of the public; persons who breach this prohibition shall, when ordered to do so by an authorised person, disperse immediately or by such time as may be specified and in a manner as may be specified by the said authorised person and failure to do so is a further breach of this Order.

7. No person shall within the Restricted Area:

- a. Ingest, inhale, inject, smoke, possess or otherwise use intoxicating substances.
- b. Sell or supply intoxicating substances.
- c. Intoxicating substances (commonly referred to as "legal highs") is given the following definition: substances with the capacity to stimulate or depress the central nervous system (does not include alcohol).
- d. Exemptions shall apply in cases where the substances are used for valid and demonstrable medicinal use, given to an animal as a medicinal remedy, are cigarettes (tobacco) or vaporisers or are food stuffs (to include drinks) regulated by food health and safety legislation.
- e. Persons who breach this prohibition shall surrender any such intoxicating substance in his/her possession when asked to do so by an authorised officer in the Restricted Area.

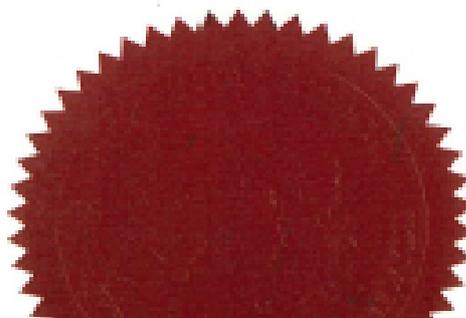
8. Any person in charge of a dog within the restricted area shall be in breach of this Order if he/she fails to keep the dog on a lead (of no more than 1.5 metres in length).

FIXED PENALTY NOTICES AND OFFENCES:-

- 9. It is an offence for a person without reasonable excuse to engage in any activity that is prohibited by this Order.
- 10. In accordance with sections 63 and 68 of the Act, a person found to be in breach of this Order by refusing to stop drinking alcohol or to surrender alcohol to an authorised person, on request, is liable on summary conviction to a maximum penalty of a Level 2 fine (currently £500) or to a Fixed Penalty Notice up to £100.
- 11. In accordance with sections 67 and 68 of the Act, a person found to be in breach of this Order other than by consuming alcohol in breach of a public spaces protection order, is liable on summary conviction to a maximum penalty of a Level 3 fine (currently £1000) or to a Fixed Penalty Notice up to £100.
- 12. If any interested person desires to question the validity of this Order on the grounds that the Council had no power to make it or that any requirement of the Act has not been complied with in relation to this Order, he or she may apply to the High Court within 6 weeks from the date on which this Order is made.

Dated: 23rd August 2018

THE COMMON SEAL of
NEWPORT CITY COUNCIL was
hereunto affixed in the presence of:-





Scrutiny Report

Overview and Scrutiny Management Committee

Part 1

Date: 19th February 2020

Subject Responding to the New Normal

Author Overview and Scrutiny Officer

The following people have been invited to attend for this item:

Invitee:	Area / Role / Subject	Page Numbers
Rhys Cornwall, Head of People and Business Change	To support the committee discussion	N/A

Section A – Committee Guidance and Recommendations

1 Recommendations to the Committee

The Committee is asked

1. Consider the information contained within the report
2. Discuss the potential opportunities, disadvantages and considerations with regard to potential changes to the Council’s operating model
3. Feedback views to Cabinet for consideration

2 Context

Background

- 2.1 As a result of the first lock-down in March 2020 the Council has had to adapt the way it operates. Whilst front line services have been protected and enhanced for the most vulnerable, office-based functions and the staff who support them have been asked to do this from home, wherever possible.

The Council’s investment in IT in recent years, as it develops the Modernised Council agenda, has enabled the Council to continue functioning. Home working station assessments have been undertaken and additional kit provided to support a safe work environment. As a result, many services have been able to develop remote operational models.

There are some very clear benefits to continuing with this approach – work/life balance, carbon reduction, reduced congestion on our roads, opportunities for utilising our buildings. However, there are challenges. For staff working from home there may be isolation, increased energy costs and a lack of team development, for example. There is also a challenge around visibility.

The Council will need to weigh up the opportunities but also potential impacts when determining how it will proceed beyond the current situation into a longer-term operating model.

Newport City Council has been an active contributor to the University of Southampton/Institute for Employment Studies research in to work after lockdown. A copy of the initial findings and considerations is included with this report.

Previous Consideration of this item

- 2.2 The principles of agile or remote working were established in the Council's Digital Strategy, which is also referenced in the Corporate Plan. Scrutiny has previously considered the Modernised Council agenda when it has scrutinised the Corporate Plan.

3 Information Submitted to the Committee

- 3.1 A discussion paper is attached to this report that gives background and areas for consideration, summarised below.
- 3.2 Data on Civic Centre occupancy rates (pre Covid) (appendix A)
- 3.3 Anonymised data on staff travel to work areas (appendix B)
- 3.4 Work After Lockdown, first report, led by University of Southampton (appendix C)

4. Suggested Areas of Focus

Role of the Committee

The role of the Committee in considering the report is to:

The Committee is asked to review the paper before it (and additional information) and consider the potential opportunities and disadvantages presented by changes to the way the Council operates. The views of the Committee will be presented to Cabinet when it considers any long term changes to the organisation's operating model.

- Discuss and describe the benefits and dis-benefits of the previous way of working compared to the changes that have been made during the pandemic and the likely model for the future
- Assess and make comment on specific areas of concern, challenges with policy or operation, giving particular consideration to any welfare concerns that may need to be addressed
- Conclusions:
 - What was the overall conclusion of the Committee?
 - Is the Committee satisfied that it has had all of the relevant information to base a conclusion?
 - Do any areas require a more in-depth review by the Committee?
 - Do the Committee wish to make any Comments / Recommendations to the Cabinet?

Suggested Lines of Enquiry

4.1 You can add here any specific questions that the Committee might want to address.

The Committee may wish to consider the following:

- How will issues around staff leadership, development and organisational values be upheld?
- How confident are we that the technology will meet our needs?
- What concerns are there over staff welfare and how should these be addressed?
- How do we ensure that service users can access the services they need, whether these are face to face or through a different channel?
- What are the implications for our estate?
- Environmental impacts and the wider benefits for the City

Section B – Supporting Information

5 Supporting Information

5.1 Included within the attached discussion paper

6 Links to Council Policies and Priorities

- The main Corporate Plan focus is on the Modernised Council theme but, dependant on decisions taken, will also positively impact on Thriving City and Aspirational People.

Well-being Objectives	Promote economic growth and regeneration whilst protecting the environment	Improve skills, educational outcomes & employment opportunities	Enable people to be healthy, independent & resilient	Build cohesive & sustainable communities
Corporate Plan Commitments	Thriving City	Aspirational People		Resilient Communities
Supporting Function	Modernised Council			

Other council strategies and plans that link closely with this work are the Carbon Management Plan 2018-22 and the Sustainable Travel Strategy (Air, Noise & Sustainability Action Plan). Both of these plans are looking to reduce business and staff travel. The Council is also signed up to the Gwent Travel Charter (below).

7 Wellbeing of Future Generation (Wales) Act

7.1 General questions

The Well-being of Future Generations (Wales) Act 2015 came into force in April 2016 and is about improving the social, economic, environmental and cultural well-being of Wales. The Act is designed to support and deliver a public service that meets the needs of the present without compromising the ability of future generations to meet their own needs. As one of the 44 bodies named in the Act, we must consider the Act in everything we do.

Seven well-being goals give clarity of the shared purpose of the public bodies listed in the Act for the long-term well-being of Wales. The council's approach to supporting members and staff to work remotely must support the well-being goals.

The Act also puts in place a sustainable development principle, which sets out the way we must go about meeting our duty under the Act. There are five ways of working that must be considered when developing and implementing the "New Normal" programme.

7.2 The Well-being Goals and the Sustainable Development Principle

The "New Normal" Programme will have **long-term** and **preventative** benefits to the health and well-being of staff and the wider community by contributing to the improvement of air quality and the reduction of carbon emissions in the area. Stakeholders including staff should be **involved** in a meaningful and effective way to help shape the programme as it is developed.

As stated above the programme takes an **integrated** approach by supporting many of the well-being goals namely: *A Prosperous Wales; A Resilient Wales; A Healthier Wales; and A Globally Responsible Wales* and does not adversely affect any of the others. The programme also support three of the council's Corporate Plan well-being objectives

2. *To promote economic growth and regeneration whilst protecting the environment;*
3. *To enable people to be healthy, independent & resilient;*
4. *To build cohesive & sustainable communities.*

In addition, the council is working with partners in a **collaborative** way through the One Newport Public Services Board (PSB) and the implementation of the Local Well-being Plan Well-being

Objectives. The PSB as a whole has pledged to “become champions of sustainable travel, leading by example and reducing the public sector’s contribution to air pollution”.

To support this work the council along with 22 other public and third sector organisations across Gwent has signed up to the Travel Charter.

The Charter commits to supporting and encouraging staff to reduce travel and travel in a sustainable way. Through 15 ambitious commitments, the charter promotes walking, cycling, agile working and the use of public transport and ultra-low emission vehicles.

The public sector in Gwent employs almost one in three working adults. By working together, public sector organisations across Gwent aim to increase sustainable journeys made to and from workplaces, reducing the impact on the environment and improving health in Gwent for current and future generations.

The “New Normal” Programme supports this work along with the following Local Well-being Plan well-being objectives:

- 1) Everyone feels good about living, working, visiting and investing in our unique city.
- 2) Everyone has the skills and opportunities to develop, prosper and contribute to a sustainable, thriving city.
- 3) Everyone belongs to friendly, connected resilient communities and feels confident and empowered to improve their well-being.
- 4) Newport has healthy, safe and resilient environments with an integrated sustainable travel network.

8. Background Papers

Include all additional documents that are referenced in the report, and those that you have used as background reading. Hyperlink to online versions of them if available.

- [The Essentials - Wellbeing of Future Generation Act \(Wales\)](#)
- [Corporate Plan](#)
- [Carbon Management Plan](#)
- [Sustainable Travel Strategy \(Air, Noise & Sustainability Action Plan\)](#)
- [Gwent Healthy Travel Charter](#)

Report Completed: February 2021

Discussion paper on the New Normal

Introduction

The Covid 19 health emergency has posed a significant and unprecedented challenge to the way in which we deliver our services and our way of life. Since March 2020, the Council's focus has been to preserve life, minimise the spread of the virus, and support our communities and the vulnerable.

The impact of the virus has brought about systemic change, pervading every aspect of society. At Newport City Council, material changes to where and how we work have been swift. From day one of the health emergency, Council staff have shown enormous stoicism. Those delivering front line services, often to the city's most vulnerable people and communities, have been altruistic in their dedication. Whilst others have quickly adapted to a remote and dispersed way of working using technology to work from home to minimise the spread of the virus.

Elected Members have also had to adapt, blending their work within their communities with the remote meeting arrangements that have been put in place to ensure the on-going functioning of the democratic process, whilst adhering to Covid regulations and keeping individuals safe.

Whilst the on-going response to the pandemic remains the number one priority for the Council, it is also an opportunity to consider the changes that have been made a begin a discussion about the long-term benefits that may be gained from some of these enforced changes.

This paper seeks to begin that discussion and to support this covers the following areas:

1. How was Newport City Council positioned prior to the first lock-down in March 2020?
2. What changes have we made to continue operations?
3. What are the current and future drivers for change?
4. What opportunities are there?
5. What are the challenges?
6. Potential future model?

To note, this paper covers some broad topics regarding the operations of the Council and there are inevitably differences across the organisation regarding the way in which we deliver our services. There are also some very clear distinctions between front line delivery and office-based activity. For the main part this paper looks at arrangements specific to office-based activity, although we should note that many of the points made are also applicable to many administrative functions and attributable to front line delivery and how we generally organise our workforce and estate.

It should also be noted that this is not intended to be a review of the Covid 19 response – it specifically relates to our people and our buildings and how we have adapted to the challenges.

1. How was Newport City Council positioned prior to the first lock-down?

One of the four themes within the current Corporate Plan is Modernised Council. The overall aim of Modernised Council is to ensure that we operate as a modern, 21st century organisation, changing the way we work and creating a healthier and greener environment across the city. Some of the specific elements of Modernised Council that directly impacted on our ability to respond to the health emergency are:

- Creation of neighbourhood hubs.
- Integrated technology improving efficiency and/or outcomes.
- Improving and growing new opportunities to access services online.

A comprehensive package of strategies including digital, people, regeneration, evidenced based working, active travel and property asset management are at various stages of implementation with some in place and progressing and others in the process of being developed. However, as a direct result of the work of Modernised Council, at the beginning of the pandemic the following were in place:

1. Invested in laptops and a high proportion of our PC fleet (85%) were laptops in March 2020. This has meant that remote working was straightforward with regard to hardware. This was in line with the Digital Strategy which had established agile and remote working practices for a wide range of staff
2. Invested in the licensing for and implementation of Microsoft Office365 (O365). This has meant that access to email is done through an internet connection to the Cloud via multi factor authentication and therefore has not been dependant on staff or Members being on the Council network.
3. O365 has also given us access to TEAMS. This has enabled us to enhance remote communications, undertake virtual face to face meetings and reinstate Council Committee meetings (which are also being broadcast live to the public).
4. Moved some of our biggest systems to the Cloud. This includes WCCIS (joint social services and health system), My Council Services (our customer relationship management tool) and iTrent (our HR system). There are also a number of other, smaller systems.
5. Put in place Newport Intelligence Hub which enabled us to provide more resilient services and also ensured we could undertake critical matching work under the shielding scheme across Wales to support provision for those who were at a significant, clinical risk.
6. A mobility solution (NetMotion) which enables users (staff) to access Newport City Council systems on our network from a Council device whilst in remote locations in a secure way.
7. Development of agile working policies and a range of discussions with staff groups regarding the Modernised Council agenda, with staff able to work from a range of locations
8. Developing our HR system to provide significantly more employee and manager self-service options, for example, on-line annual leave authorisation and 1-2-1 reviews
9. Developed an on-line performance and risk management tool (MI Hub)
10. Developed alternative channels for citizens to remotely accessing support/services

Our approach to flexible places of work prior to the March 2020 lockdown was ad hoc and limited in scope, for a number of reasons:

- there were limitations on technology before O365 was in place.
- A home working policy is not in place because appropriate support was not accessible for anything other than occasional home working in limited circumstances. Our flexible working policy does not include the option to request home working for work/life balance purposes.
- Management practices and adoption of flexible working was mixed, often based on service requirements but also due to organisational culture
- Given the success of providing continued services to residents during the pandemic this approach may wish to be reconsidered in the medium to long term.

2. What changes have we made to continue operations?

In response, Newport City Council Strategic Recovery Aims have been adopted by Cabinet in reflection of the work undertaken by the Council in response to the crisis while also considering the Council's long-term aim to 'build a better Newport' and supporting the Wellbeing of Future Generations Act 2015.

These are:

Strategic Recovery Aim 1 – Supporting Education & Employment

Strategic Recovery Aim 2 – Supporting the Environment and the Economy

Strategic Recovery Aim 3 – Supporting the Health & Wellbeing of Citizens

Strategic Recovery Aim 4 – Supporting Citizens post Covid-19

Summary of the current position

- The Covid 19 health emergency remains a real challenge to the way we live and work. Whilst there is a significant 'light at the end of the tunnel' as a result of the vaccination programme, we are all subject to lock-down restrictions.
- Workplace rules require people to continue to socially distance and work remotely where they can. To support this we have rolled out TEAMS as a tool to enable remote meetings, chat and calls. We have 2580 users of O365 and since March 2020 there have been 77,252 meetings, 87,286 calls and 817,270 messages through TEAMS. We are also developing the ability to have meetings with a mix of remote and face to face attendance. This includes new interactive large display screens with camera/microphone arrays that have been installed and set up in committee rooms since the beginning of the pandemic. Facilities in the council chamber are also currently being reviewed.
- Since Monday 23 March 2020, when the UK Government imposed the lockdown, an estimated 1200 Newport City Council employees (excluding school-based staff) are able to, and have been, working from home.
- The issue of laptops and introduction of O365, Teams, and supporting digital processes ensure staff working from home have the means to perform duties in a remote and dispersed way.
- Performance management is accessible remotely as it is a new feature of the iTrent functionality we have maximised during the period of lockdown. Managers and staff can hold performance conversations remotely, with each able to access documents and comments about performance independently.
- In a survey 168 staff working from home were asked, via their manager, about the intensity of the work being undertaken at home using display screen equipment, and what equipment they have at home to do their work. The results of the survey clearly demonstrated a need for home working assessments and provision of safe working equipment and these are now in place.
- Equipment to support staff working from home in a safe way has been procured. Home Working Assessments have been undertaken and equipment has been distributed to staff working from home, providing staff with the means to perform their duties safely from home. Items include desks, office chairs, monitors, monitor arms, keyboards, mice, footrests and wrist rests.
- Whilst there is a clear mandate to work from home where possible, there are still staff working from other Council buildings including our main Council building, the Civic Centre. This is happening where there is a business essential requirement and risks assessments are in place, with the appropriate mitigations.

- Where working from home is not possible the workplaces should be risk assessed and mitigations put in place to protect staff and service users. Health and Safety have supported managers and staff throughout the pandemic to ensure we have safe working environments.
- An assessment of the Civic Centre has taken place and in areas deemed to be high risk for transmission, mitigations have been put in place. These mitigations have been constantly reviewed to ensure Member and Officer safety are reflective of local and national knowledge and guidance on Covid-19.
- We have had to adapt some of our HR policies in relation to flexible working, on-call payments and overtime. The Council's flexi time system has been suspended during this period as we recognise the importance of having as many people available in work as possible. With a generous annual leave entitlement the added pressure of some staff taking up to 2 flexi days per month due to working beyond their contracted hours could cause workload pressures on others to cover during those flexi days, whilst other staff may need support to juggle home schooling during periods of remote learning for children. Focusing on outcomes instead of the clock enables the workforce to be more flexible in their working day, yet continue to achieve their objectives. However, where overtime has been required to maintain critical services, enhanced rates have been agreed in recognition of the willingness of staff to go above and beyond in challenging circumstances.
- Regular communications have been issued to keep staff updated on any changes using email and the intranet. Managers have team meetings using the TEAMS technology
- Access to occupational health and counselling services has continued, as have mindfulness sessions and signposting to services via the staff newsletter.
- Expanding the functionality of iTrent has enabled staff to use employee self-serve to a greater degree. Staff are able to submit timesheets for additional hours worked via their online accounts from any location, 24/7 for their manager to approve. Equally, managers can approve these submissions remotely at a convenient time of their choosing. We have enabled the recruitment process to be completed entirely remotely, from the initial advertisement of a role through to the selection process. Managers can log into their accounts and view applications at any time, all scoring is held in iTrent and can be completed by multiple managers on a recruitment panel at their time of choice. We have issued guidance to managers on how to interview via TEAMS and new starters receive electronic offers of employment with all of their pre-employment checks conducted remotely.
- Led by our Health and Safety team, to support our shielding and vulnerable workforce each individual with vulnerability has had a Covid 19 risk assessment completed with their manager to assess whether their duties can be carried out safely.

We are all dealing with an unprecedented situation that is ever changing. As an organisation we need to remain flexible, adaptable and responsive in our support of the people of Newport. This will remain a challenge

3. What are the current and future drivers for change?

Beyond Covid 19 we have many challenges and drivers for change. It is important to remember that Newport City Council does not operate within a vacuum. Businesses and organisations that operate within the city, the people who live and work here, will all potentially be looking at ways in which they will change their activity and behaviours as a result of the pandemic.

Within this context, for us some of the key things we need to address within any future arrangements are:

1. How we manage our assets
2. How we undertake workforce planning in a way that attracts and retains talent, improves representation and creates a workforce capable of meeting the future challenges

3. How we respond and adapt to climate change and carbon reduction as a leader within the city and region
4. How we continue to support the regeneration of the City, given the potential changes we may see in the short and medium term
5. Responding to and meeting the requirements of the Local Government and Elections Act (specifically about remote meeting access)
6. How we support the Welsh Government commitment for 30% of Welsh workers to work from home or close to home?
7. How we support the new draft Wales Transport Strategy Priority 1, to reduce greenhouse gas emissions by planning ahead for better physical and digital connectivity, more local services, more home and remote working and more active travel, so that fewer people need to use their cars on a daily basis?
8. How we support the South East Wales Transport Commission recommendations which include workplace travel planning and flexible office hubs?
9. How we deliver on the 15 commitments set out in the Gwent Healthy Travel Charter.

The Gwent Healthy Travel Charter has been endorsed by 27 public sector bodies across the region and commits to each employing organisation increasing the numbers of staff who work from home 1 day a week or more from 14 to 25%

This commitment is reflective of many public sector organisations considering the environmental impact of commuting to a workplace, and as such Welsh Government has published its' long term ambition for 30% of the workforce to work from home.

4. What opportunities are there?

1. Creation of an agile and flexible workforce.

Employees of Newport City Council have shown throughout the pandemic that they are flexible, agile and responsive. They have taken to working in different ways, taking on new challenges and focusing on delivery of services. Working with our Unions we have been able to re-allocate resource to priority areas in social services and contact tracing. Some services have had reduced performance as a result of the pandemic but this agile and flexible working has been very positive and is an opportunity for the future.

2. Opportunities with recruitment and retention

If as an organisation we retain at least an element of this distanced approach to work (working from home, other locations, or a combination) for posts where it is practical to do so this will prove attractive to many people within the labour market and could attract back to work people who need a flexible approach to work/life balance.

3. Changing demands on the IT infrastructure, hardware and software

Changing the way we operate in a very short period of time placed a unique challenge on our IT Services and Digital Team. Our preparedness proved a great asset but on-going developments have proved challenging on times. What it has shown is that we need to continue to improve our infrastructure ([Cabinet Report link](#)) and the move to 'cloud type' solutions will continue to lessen our reliance on physical sites.

4. Alternative uses for our buildings and other assets

If we have a more dispersed work-force there is an opportunity to review our assets and look for alternative uses. These could be commercial opportunities and/or an opportunity to offer space to partner, voluntary and community organisations. This is particularly relevant for the Civic Centre where our occupancy was fairly low prior to the pandemic. As the centre for civic activity within the city we could work to bring more of our communities into the asset to work alongside us and others.

5. More bespoke support services for front line delivery functions that enable them to operate more efficiently

If more of our back office functions are being delivered remotely then we have more opportunity to provide enhanced space and facilities for those services and staff that need a base, equipment storage, places to work with service users and flexible access to transport (this could be car parking or access to electric fleet vehicles)

6. Reduction in the Council's carbon footprint

A reduction in staff travelling to work and a reduction in business miles will reduce carbon emissions and air pollution created from council travel.

Analysis of the grey fleet expenses incurred in both 2019 and 2020 show a significant drop in the cost to the Council in reimbursing the workforce for business mileage incurred as part of carrying out their job role, and over 235,000 miles saved in journeys, whilst maintaining levels of service.

	31-Aug-19	31-Aug-20
No. of Journeys	68,914	28,014
Cost of Mileage	£ 146,967.00	£ 43,702.00
Miles Claimed	326,593	91,238
No. of Claimants	1,613	562
Journeys Over 100 Miles	256	22
Cost of Mileage Over 100	£ 9,896.00	£ 589.00
Miles Claimed Over 100	21,995	1,310
No. of Claimants Over 100	88	7

Occupancy of a smaller office area would inevitably equate to lower energy consumption and a smaller carbon footprint. In the Civic alone over the last year there has been an average monthly decrease in electricity usage of around 31,000 kwh. This equates to just over £5,000 per month. If the Council were to occupy a smaller office area, then these savings would be even greater. Currently Newport Norse is conducting an estate rationalisation exercise that will allow the Council to make better decisions around which assets will make up their operational estate. One of the main aims is to reduce the costs associated with the repair and maintenance of a large estate. However, we do need to consider the knock-on emissions that could be created by staff working from home (heating, lighting, etc.).

8. Support those with long term health conditions to remain in work

Retaining a distanced approach to work will enable those members of the workforce with a long-term health condition to remain in the workplace where their condition might ordinarily mean they have to be absent from work for long periods due to their condition preventing them from attending a workplace, through to having to cease work prematurely. As an employer that seeks to support the vulnerable and encourage long term employment, continuing to offer an element of distance working will both retain colleagues who currently suffer with such a condition, and attract new talent to the organisation who may previously have dismissed any consideration of applying to join us, in the knowledge that we are an employer who will support those with long term health conditions to demonstrate their skills and remain in long term employment.

9. Promote a healthy work/life balance

Feedback from staff who have been working remotely since March 2020 has been mixed in whether a greater degree of work/life balance has been achieved. For those with commutes to a Council office there has been not only the environmental impact saving on predominantly car journeys, but the time saved from not commuting. This has been spent in other ways that benefit family life, e.g. being able to take children to and from school, being more able to visit an elderly relative around the working day, or using that commuting time to exercise. Whilst we have suspended the flexi time system to account for the challenges that exist with working remotely this has led to some staff feeling that the boundaries between work and home are more blurred and as a result there will need to be an in depth analysis on how to properly structure the working routines in order to meet demand of the business with personal demands.

5. What are the challenges?

The way in which we are currently operating is significantly different to our pre Covid normal. As restrictions continue and guidance remains to work from home where possible, cultural barriers will diminish. However, they will still be a factor:

1. Organisation and Service Area culture
2. Service accessibility
3. Staff and Member wellbeing
4. Remuneration
5. Impacts on the city

The Council is not alone in having to consider the way we will work once all restrictions are lifted. The private sector is also in the same position and we are aware that they are going through similar considerations. We do not anticipate there being any significant decrease in demand for office accommodation as, similar to the Council, there is likely to be some form of hybrid working arrangements for the private sector. Conversely there has been increased interest in the creation of co-working hubs offering flexible working space and Welsh Government are also exploring this type of facility as part of their Transforming Towns programme. It is important to the vitality and viability of the City Centre and our businesses that people live, work and visit the City Centre and this will be an important issue going forward.

Whilst remote working has clear advantages for staff seeking a work/life balance there are also disadvantages that have been identified through our staff surveys during the pandemic. Feelings of isolation are common and lack of direct contact with teams in a more informal manner is a struggle for some, as has the lack of available workspace, particularly for young people living in shared accommodation.

Whilst recruiting has been able to continue throughout due to the digitisation of the process, the experience of new starters is vastly different to pre-Covid as there is little opportunity for 'on the job' training or the shared experiences of colleagues in an office environment. This means that new starters may not feel the culture of the organisation in the same way as previously.

Our staff surveys throughout the pandemic have shown that whilst the workforce who responded felt supported by the Council and their manager during the year, the areas with lower satisfaction scores were being able to switch off from work and having the tools they need to work effectively from home.

230 respondents feel they are able to effectively switch off from work

Boundaries between work and home are difficult – find self-logging on at weekends

Never feel satisfied with what I've done – too much to do

Hard to switch off when laptop in view

Proved harder than I thought it would be

If not working evenings, weekends it is felt you're not busy

299 respondents stated they have the tools they need to work effectively from home

Waiting for equipment

Slow response to IT issues

Lack of space at home

The comments above were taken from the September 2020 survey, and the next quarterly survey will be run shortly. Whilst we can repeat promotion of the DSE assessment available to staff and the kit checklist for them to discuss with their manager to enable appropriate workstations to be set up at home, we do need to consider in more depth what the new working week looks like whilst in this period of remote working. There is a growing anecdotal suggestion that replicating the office environment at home is not conducive to positive health and wellbeing. The HR team are currently working on suggested guidance for CMT that suggests some amendments that might be helpful in the current feeling of fatigue that the structure of the working day/week could be causing.

6. Potential future model?

There are two basic options: firstly, we could return to the way in which we operated prior to the pandemic; secondly, we could adopt a new operating model that takes advantage of some or all of the opportunities that present themselves.

For the purpose of looking at a potential future model, we'll assume that second option is the favoured one.

To continue to operate with some degree of flexibility, as we are at present, between work being undertaken in multiple locations then the organisation would need to decide where it would like to place itself along a continuum – on the far end we contract with staff to work from home where possible, and at the other end we offer the opportunity for staff to work from home where needed. Clearly, we could place ourselves at any point along this continuum but the extremes will require different approaches and actions.

We also need to define who this would apply to.

For example, staff undertaking transactional, process or system-based work could be required or enabled (depending on where we place ourselves) to work from home full time. Staff who are required to undertake collaborative work (either internally or externally) may be afforded less flexibility and we would need to re-look at how we utilise the space available to us so that they can do this in more innovative ways. This would also apply to managers and leaders. Staff who primarily deliver front facing roles would clearly have less flexibility.

Demand from employees for permanent flexible working pattern changes that include a portion of home working is likely to increase and the Council must be ready to meet that demand with a defined position on what flexibility parameters might be available to every job role. Given that evidence will be readily available to the workforce to demonstrate how and why their job role can be done from home, the business reasons for refusal would need to be clearly evidenced. In addition, the competitive labour market may highlight other employers that offer increased homeworking post-Covid that could lead to a talent drain from NCC if the Council did not consider a similar position.

The views of the Scrutiny Committee are being sought in relation to the potential future work place arrangements and these will be combined with the views of staff, prior to a report being taken to Cabinet.

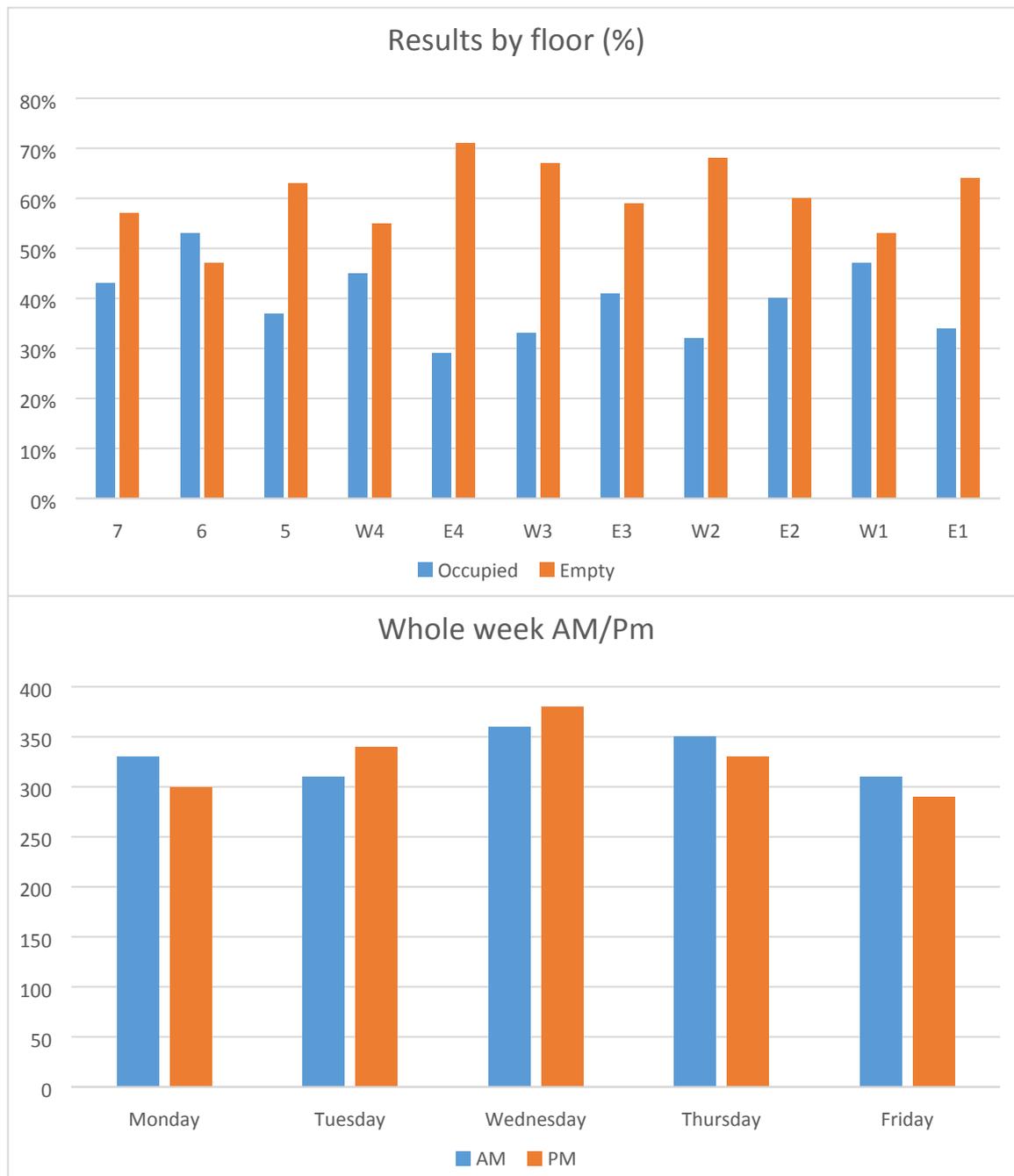
The Committee is asked

1. Consider the information contained within the report
2. Discuss the potential opportunities, disadvantages and considerations with regard to potential changes to the Council's operating model
3. Feedback views to Cabinet for consideration

Appendix A - Newport Civic Centre Building Utilisation:

A desk utilisation exercise was undertaken in March and April 2017, then updated in June 2018 to reflect changes made to room layouts and desk numbers. This exercise demonstrated the following:

- Across the Civic Centre, on average desks are empty 61% and utilised 39% of the time in core office hours
- Maximum utilisation across the survey period was 54% (Floor 6) and the lowest 29% (Level 4 East)
- The day to day pattern range was similar across the week, Wednesday PM highest, Friday PM lowest



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NCC Staff Address Locations

Draft analysis outputs

About the Data...

- ▶ Staff address information extracted using the unique field of '**Personal Ref**' from the Council's HR System - iTrent.
- ▶ The data was matched to address information to obtain UPRN and location information (i.e. Easting and Northings)
- ▶ The dataset does not contain any of the School Staff Address information
- ▶ The original dataset size contained **2665 records**
 - ▶ However, some staff records are duplicated due to some staff members having two roles within the authority.
 - ▶ **110** duplicate Personal Refs were identified (totalling 228 rows). These duplicates were removed.
- ▶ Final dataset size = **2547 records**
 - ▶ **In/out Authority area figures**
 - ▶ In Authority = 1497
 - ▶ Out of Authority = 1050

Draft Analysis

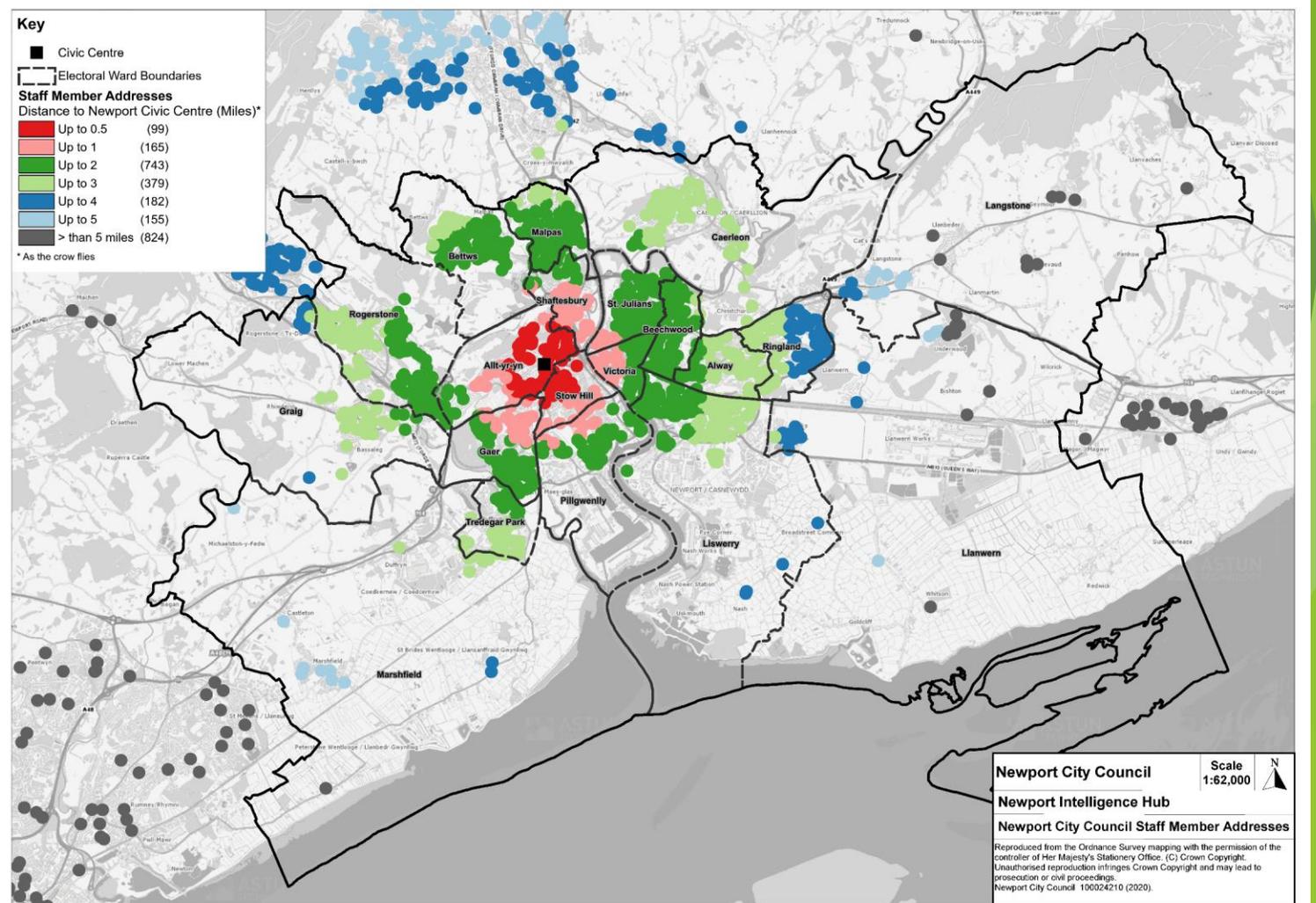
All outputs in the following section are draft

Number of staff categorised by distance to the Civic Centre

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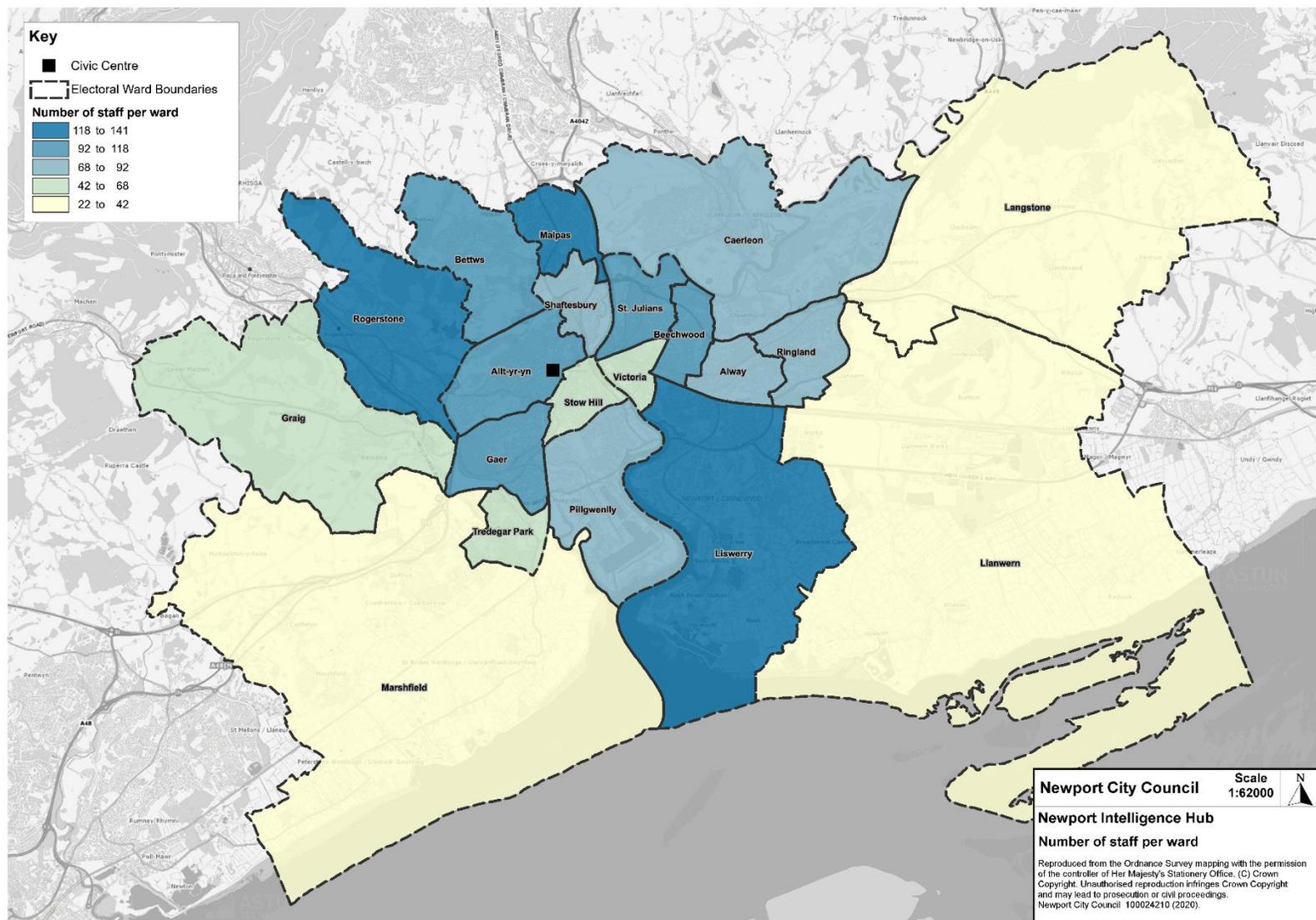
Distance (within)	Number of Staff
0.5 Miles	99
1 Mile	165
2 Miles	743
3 Miles	379
4 Miles	182
5 Miles	155
6 Miles	90
7 Miles	73
8 Miles	65
9 Miles	80
10 Miles	111
Greater than 10 Miles	405

As the crow flies analysis.



Number of staff per ward

Ward	Number of staff
Allt-yr-yn	92
Alway	73
Beechwood	94
Bettws	103
Caerleon	68
Gaer	94
Graig	46
Langstone	22
Liswerry	141
Llanwern	26
Malpas	118
Marshfield	22
Out of Area	1050
Pillgwenlly	72
Ringland	77
Rogerstone	123
Shaftesbury	70
St. Julians	108
Stow Hill	48
Tredegar Park	42
Victoria	58



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**Work After
Lockdown**



Working from Home under COVID-19 lockdown: Transitions and Tensions

January 2021

UNIVERSITY OF
Southampton

Half the Sky

ies institute for
employment
studies

UKRI Economic
and Social
Research Council

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6	Lessons from Lockdown One
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20	Future preferences for work after lockdown
22	Conclusions
23	Appendices

Working from Home under COVID-19 lockdown:

Transitions and Tensions – January 2021

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About Work After Lockdown

Work After Lockdown is a major research project funded by the Economic & Social Research Council (ESRC), as part of UK Research & Innovation's rapid response to Covid-19. Our research examines how enforced working from home in the UK is changing how people want to work in the future and how organisations respond.

An innovative research partnership

Work After Lockdown is an innovative research partnership of academic and applied researchers from the university, commercial, and social sectors specialising in human resource management, and organisational behaviour. The project is led by the Department of Organisational Behaviour and Human Resource Management at Southampton Business School (University of Southampton), in collaboration with the Institute for Employment Studies and work design specialists, Half the Sky.

Work After Lockdown is a major research project funded by the Economic & Social Research Council investigating how working from home under Covid-19 lockdown will impact how the UK will work in the future

About this report

The project has completed the first wave of its research, relating to the period of rapid change during the lockdown of March-July 2020. This report presents insights from this first wave of data collection and summarises the learnings and implications for employers and policy-makers.

The themes explored in the report relate to managing change; employee health, well-being, performance and productivity; working effectively from home; learning and development; and future demand for hybrid and flexible working.

The analysis draws upon three sources of data collected between July and December 2020:

- analysis of the national dataset Understanding Society COVID-19 Survey;
- 1,035 survey responses to our online worker well-being survey among employees working from home in jobs that were more office-based prior to the pandemic;
- 38 in-depth interviews with leaders, managers, and colleagues without management responsibilities in four case study organisations, selected to cover a range of geographical working experiences across the UK, as well as different organisational forms. Verbatim quotes from interviews are used throughout the report.

The Work After Lockdown research continues throughout 2021. Future insight reports and webinars will report on the national worker well-being survey and case study interviews in July and December 2021

Focus sectors

Our focus is on the working from home transition, experience, and outcomes in two industry sectors: Professional, Scientific & Technical (PST) and Public Administration & Defence (PAD), together representing 1 in 7 of all UK jobs, which we examine at individual and organisational levels.

These sectors are interesting because PST has a much higher percentage of white-collar, desk-based occupations relative to the rest of the UK economy, and PAD has a high proportion of key worker roles in the workforce for whom exclusive working-from-home is not an option.

Our case study organisations are two local authorities operating in England and Wales, and two large law firms with offices across the UK. In focusing on these sectors and types of organisation our findings have wider application to all jobs that were formerly office-based, and to organisations managing both mono and hybrid working patterns across a workforce.

A longitudinal approach

Work After Lockdown explores the experience, impact and outcomes of pandemic-driven working from home at both individual and organisational levels. The project employs survey and interview methods along with analysis of national datasets over an 18-month period (July 2020 – December 2021). See Appendix A for methodology.

The lasting impacts of pandemic-driven working from home can only be discovered with time. The *Work After Lockdown* project will repeat the worker well-being online survey of employees in our two focus sectors, and will continue to follow the experiences and adaptations of four case study organisations throughout 2021.

Future insight reports and webinars on second and final waves of data collection are scheduled for July 2021 and December 2021.

A woman in a white blouse is sitting on a couch, using a stylus on a tablet. The tablet screen displays a line graph. In the foreground, a fluffy white cat is looking towards the tablet. The background is slightly blurred, showing another person's legs and a smartphone on a surface. The entire image has a teal overlay with a pattern of small white circles.

Two local authorities in England and Wales, and two large professional services firms in the legal sector with offices across the UK are participating in *Work After Lockdown* as case study organisations.

Lessons from Lockdown One

As people and organisations across the UK navigate a third period of national lockdown in January 2021, our research offers three main learnings from the first, with an intention to steer employers towards priority actions that will support employees and enhance performance.

Well-being matters

Productivity under lockdown is good. Nine in ten (88.4%) employees feeling they had got at least as much, if not more, work done at home as in the office. Maintaining this during the pandemic takes its toll, with employees' responses on mental health and well-being ranking low – at 47 out of 100 - measured against the World Health Organisation WHO-5 global standard.

Key determinants of better mental health are working to contracted hours, satisfaction with work/life balance and frequent contact with line manager. These were not universally achieved. Parents, carers and managers put in more hours, struggled with collapsed home/work boundaries, and felt under pressure. Poor workforce health and well-being threatens business continuity. Reliance on individuals 'coping' is not a sustainable strategy to maintain productivity. Well-being - physical, mental and emotional health - should be prioritised for organisational stability and performance.

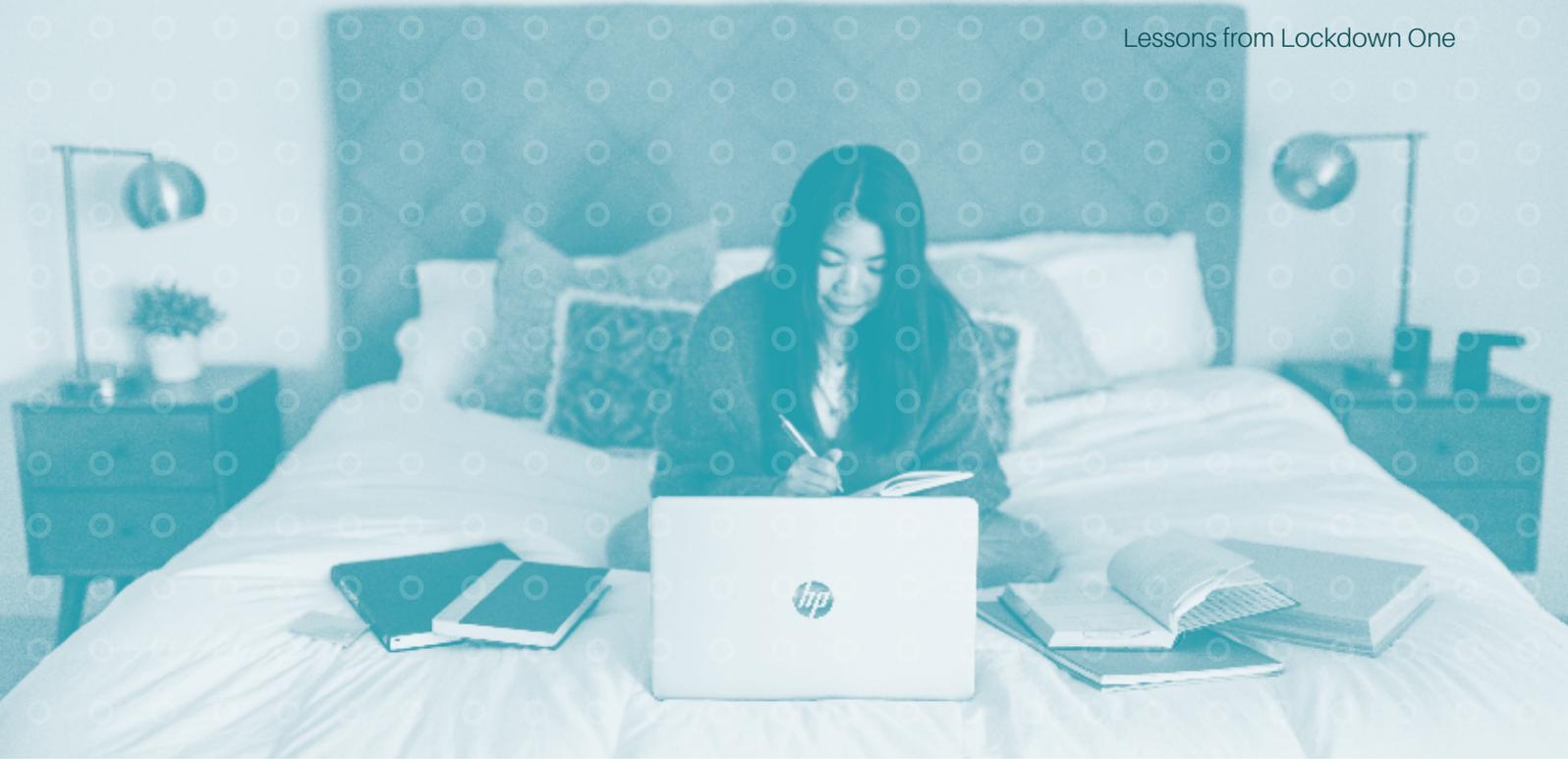
Workers have proved they are highly adaptable in these unusual times. Employer focus is now needed on well-being to support people and sustain performance.

Social deficit and hybrid working

Many people expressed a strong need for connection and social support. Few miss the regular travel to work. Many miss the workplace as a source of social interaction – those opportunities to contribute new ideas, learn from others and feel connected to the organisation. Digital communication has not been an adequate substitute for these interactions that enrich working life. No organisational effort to help employees compensate for this social deficit is likely to be wasted.

Missed social contact could partly lie behind the clear preference expressed by the majority to combine office with working from home in the future. Seven in ten (73%) employees wished to adopt a hybrid work arrangement - blending working from home with the communality of the office - and to retain the flexibility and control over their working pattern from which they have benefited under lockdown.

Strong workforce demand for hybrid working requires employers to re-engage with flexible working and consider how to design jobs and workspaces for the future.



Pivotal role of the line manager

There is a key role to be played by line managers in not just sustaining employees during lockdown but also helping them flourish. Only a minority of line managers have received any guidance on how to co-ordinate the different working patterns necessitated by lockdown or how to manage geographically-dispersed teams.

Many embraced the challenges of the rapid move into the first lockdown. They made immense efforts supporting their colleagues practically and emotionally. This was often invisible, yet time-consuming, work and no adjustments were made to their workload.

On the downside, working from home has exposed managers who lack empathy, have limited interpersonal skills, or are not suited to the complex demands of people management. Organisational stability and future growth will be assisted by reviewing managers' suitability for the task, and by developing training curricula that strengthen the new people management competencies the future shape of work demands.

Employers must look after their line managers. Developing training that strengthens the new people management skills this shape of work demands is vital for resilience, continuity and growth.

Recommendations for employers

- 1** Focus on well-being interventions and practical adjustments to workloads and working practices that remove burdens, ease intensity, and promote work-life balance
- 2** Re-engage with flexible working for the existing workforce, and review the implications for recruitment policy and practice
- 3** Define what a hybrid working pattern looks like in every job role and develop approaches to managing hybrid working in practice
- 4** Develop standards for good line management. Emphasise the social and interpersonal skills needed to support, motivate and engage people through changing circumstances
- 5** Provide training that strengthens the management skills and capabilities that a future of hybrid and flexible working demands

Working from Home under lockdown

Our analysis of national survey data sourced from the Understanding Society Covid-19 Study¹ presents the overall working from home picture before and during the early months of the Covid-19 pandemic.

Using the latest available data spanning April to September 2020 we show that exclusive working from home was relatively rare among employees prior to the pandemic, with 2.7% of employees always working from home in January/February 2020.

The picture changed dramatically after the March lockdown.

The proportion of employees that always worked from home reached levels of around 30% during April-June 2020, gradually declining to 21% in September 2020.

Working from home increased significantly in the two industries of interest, reaching levels of 58% and 55% in Professional, Scientific & Technical (PST) and Public Administration & Defence (PAD), respectively, in June 2020, proportions that are almost double those observed across the labour market during the same month (29%).

Less than 3% of UK employees worked exclusively from home prior to the pandemic, rising to over 30% in March and April 2020

¹ University of Essex, Institute for Social and Economic Research. (2020). Understanding Society: COVID-19 Study, 2020. [data collection]. 6th Edition. UK Data Service. SN: 8644, <http://doi.org/10.5255/UKDA-SN-8644-6>



Figure 1 - Proportions of employees that always work from home by sector

	All industries	Professional, Scientific and Technical Activities (PST)	Public Administration and Defence (PAD)
Before lockdown*	2.7%	3.9%	1.4%
April 2020	31.5%	—	—
May 2020	31.5%	—	—
June 2020	28.9%	57.7%	54.8%
July 2020	26%	47.9%	50.2%
September 2020	21%	—	—

* January / February 2020. **Source:** Understanding Society Covid-19 Study, waves 1-5, and authors' calculations. **Sample sizes are:** for Jan/Feb 2020, 5,193, 312, and 254 for all industries, PST, and PAD, respectively; for April 2020, 6,630; for May 2020, 5,754; for June 2020, 5,369, 389, and 264; for July 2020, 5,196, 378, and 301; and for September 2020, 4,809. **Notes:** — data not available. A full demographic profile of the working from home population is included in Appendix B.

Transitioning to Working from Home

Here we explore the experience and practicalities of transitioning from office to home as the exclusive place of work under unprecedented and imposed circumstances. We use extracts from our interviews with leaders, managers, and employees, and our well-being survey data to illustrate our analysis.

Places, spaces and technology

Organisations were at different stages of technological readiness when they were forced into mass working from home. Those who had invested in laptops and virtual collaboration tools experienced fewer immediate practical obstacles to productivity.

Others had to accelerate the distribution of hardware and the rollout of operating systems and security updates to ensure that people were able to do their jobs easily.

The unusual circumstances of lockdown meant people were often working at home for the first time, and adapting without warning. They might be sharing their home-based workspace with others, and so had little privacy, or had to be peripatetic, negotiating their use of space around household members' relative need for quiet.

Workspace could be more of an issue for young people living in shared accommodation and bedsits, often working in their bedrooms or in communal rooms. Managers observed that this could then link to deteriorations in well-being:

“just looking, in a little studio, at the same four walls every day for several months, I think that did take a toll.”

Complaints that Wi-Fi capacity was unreliable peaked among parents now coping with the demands of two generations using it for work and online learning. At the same time, it was noted that people losing their connection during meetings had become a normal part of one's working day, *“everybody does accept that.”*

There was variability too around how well organisations could support people in creating a productive workspace. If employers offered budgets to purchase office chairs or made arrangements for staff to take home equipment, it was appreciated.

Lockdown forced employees to adapt their daily working practices. For example, they were unable to print out documents, had to adapt to using single screens, and had more limited IT support.

For a local authority, the environmental implications of restricted printing resources were significant:

“we've been forced into a paperless system which we've been trying to get for years and years and years.”

By contrast, another interviewee reflected that lawyers found reviewing hard copy documents was more effective in picking up errors.



Almost one quarter of employees are having challenges with internet connections and Wi-Fi capacity at home.

A leader explained that home workspaces now needed to be adequate to support all jobs in their entirety, rather than just occasional working from home:

“there’s very much a difference from working from home versus homeworking. And I know it’s semantics, but ... that was the transition part.”

Workspace could be more of an issue for young people living in shared accommodation and bedsits, often working in their bedrooms or in communal rooms

While virtual meetings were invaluable in adapting to full-time working from home, they quickly became overused by organisations, a phenomenon that for some disrupted effective working:

“everyone has talked about Zoom fatigue ... being on video all the time is more intense.”

This commonly-shared reaction to being endlessly on camera after the initial novelty should encourage organisations to consider using virtual communications more strategically in the future.

Communication and team cohesion

Communication was an issue, especially early on when people were adjusting to a new working environment and learning new tools for virtual collaboration such as Teams and Zoom.

But this was less about manager-employee communication, and more about team relationships; as people were *“missing the water cooler moments and the various unplanned interactions.”*

Informal interactions were hard to replicate using digital tools but some organisations facilitated virtual socials as a nod to the importance of staff remaining connected outside of job roles.

One leader in a law firm reflected that much of organisational information-gathering was based upon proximity:

“If I am trying to do something and I think, ‘Oh God, I must ask X,’ I must just pop into their office ... I would pop in and I would ask them a question and it takes about two minutes. Well, if I was working at home and I thought, ‘Oh, I have to call them,’ I have to try and track them down, I have to have a long conversation about how their day is going, and then get to the point! ... it all just takes much longer.”

Also important were the support networks that staff forged to maintain morale and motivation in a high-stress environment, such as social services staff who worked with clients in traumatic circumstances, and who developed an informal debriefing process to cope with some aspects of the role.

On the other hand there was a new sense of *“working together”* under lockdown, where managers were more in tune with staff’s needs, in part because of their shared investment in getting through a time of crisis. There was a real sense of *“everybody taking care of one another,”* and that extraordinary times necessitated a different way of working.

New methods of communication also offered colleagues a glimpse into others’ lives not previously visible. This was felt to have had an empathetic and humanising effect:

“it’s strange actually, in some ways I feel as if I have a deeper connection with some of my colleagues now.”

Staff reported how teams had become more tolerant and more flexible around each others’ challenges,

“if you were somebody who was locked down with young kids and you couldn’t make a call, you couldn’t make a call! ... or kids came in during calls, or you were interrupted ... it humanised everybody.”

Experiencing lockdown working became a learning opportunity for organisations to consider more communication options than before:

“that kind of willingness to take risks, to understand that we can work effectively when we are not in the same room. And to really be more thoughtful about the way that we work and how we interact with each other.”

² Aldridge F, Jones E and Southgate D (2020) Learning through Lockdown: Findings from the 2020 Adult Participation in Learning Survey, London: Learning and Work Institute

Learning under lockdown

New ways had to be developed to replicate the 'on the job' learning that had previously happened by observing problem-solving, negotiations and decision-making. This was particularly important for new joiners or trainees.

Prior to lockdown, part of a trainee lawyer's learning experience was the daily ad hoc, as well as more structured conversation with their peers and mentors, which is vital to develop professional knowledge:

"We have recognised that and now say to the client that [trainee] is going to be listening in on this call, for their development, and then after it I will spend a few minutes with the trainee reflecting on what happened and why."

Those who started jobs during the lockdown, were in the unenviable position of having to build team and line management relationships entirely remotely. They missed out on an in-person organisational induction. It is difficult to quantify what they have missed out on through not being in the workplace or the complications of having to decode workplace culture remotely.

Our survey revealed that self-investment in training, learning and skill development was low. 33% of employees said they had engaged in extra training or learning during lockdown to enhance their skills. This compares to a national figure of 43% who had taken part in some form of lockdown learning, rising to 54% of those full-time workers not furloughed². Employers are going to need their workforce to be agile and ready to learn new skills as working practices change and restrictions are eased.

This is an area that employers may want to focus on and increase their investment in content and innovative modes of delivery to suit new work patterns.

Almost 9 in 10 people report getting at least as much, if not more work done, at home

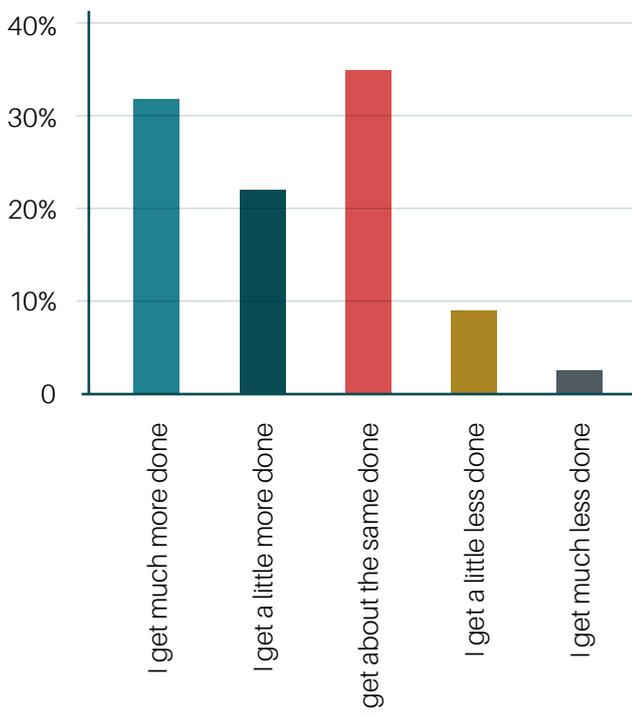


Being productive from home

There are less data available on the effect working from home during lockdown has on labour productivity. It should also be noted that there is no objective measure of productivity for use in surveys, and most UK employers do not routinely collect data on output per hour worked. So, for our survey, we asked workers to tell us whether or not they felt their own productivity had changed since before lockdown, measured by work done per hour worked.

By this self-reported measure of productivity we found that almost nine in ten workers (88.4%) said that they had got more done or as much done as in the office pre-lockdown, and just over one in ten felt they were doing less.

Figure 2 - Self-reported productivity Working from Home



We found that four factors aid productive working from home. People with the highest self-reported productivity, were also working from home under conditions that enabled them to:

- Re-order the tasks in their jobs
- Concentrate on one activity for a long time if needed
- Control their thoughts from distracting from the task at hand
- Return to focus on a task after interruption

As extraordinary as the circumstances of lockdown were, and despite the stresses of coping with the effects of the COVID-19 pandemic, it was clear there were personal gains through working from home.

Interviewees commonly spoke of their relief at not commuting, and of the financial savings achieved. However, the time gained was of more value.

“I previously lost three hours to my commute, and so I feel, being completely honest with you... I am dreading going back into the office for that... it puts a huge strain on you as a family.”

Employees were liberated from dashing between commitments in different locations. They had more autonomy over their time to craft their own jobs and to spend more quality time with families. Organisations too benefited, as more employee time was invested in jobs, even if this was on a more flexible schedule. These gains translate across to the productivity scores reported.

Despite the time benefits and productivity gains experienced by most people, sustaining exclusive working from home for weeks and months under lockdown had its challenges. Worker well-being emerged as a significant issue in our survey and an area where employers need to act.

Health and well-being under lockdown

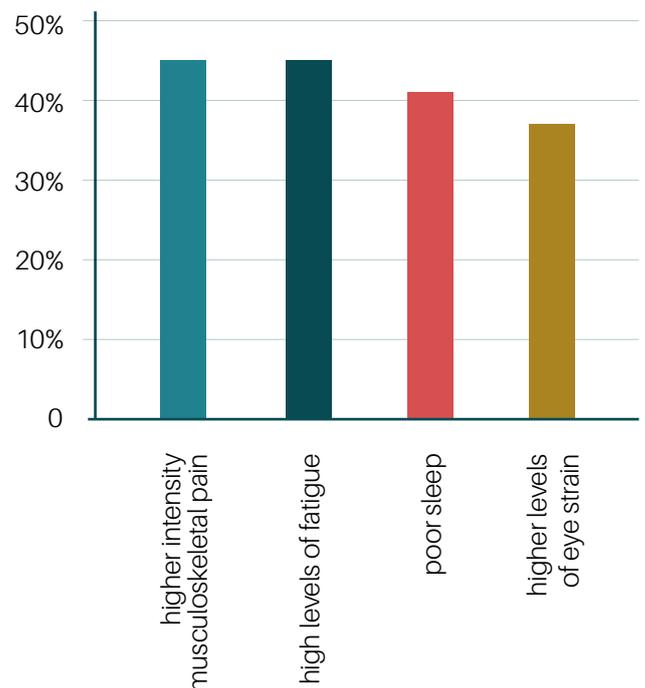
Amongst the employers we spoke to there was a strong awareness of the need to connect with and monitor workforce well-being issues at the organisational level. Pulse surveys were used frequently during the first lockdown. These enabled employers to identify where more support was needed.

Many respondents reported experiencing worse symptoms of musculoskeletal pain, higher levels of fatigue, poor sleep, and higher levels of eye strain in the two weeks prior to our survey than previously.

Only 40% of respondents said that their employer had conducted a health and safety assessment while they had been working from home.

Using the World Health Organisation – Five Well-Being Index (WHO-5) to measure well-being, on average, respondents scored 47 out of 100 which is, in comparison to previous UK and Europe-wide surveys, relatively low. For example, a previous IES survey of UK workers under lockdown registered a score of 51.6 on this measure³. A survey of over 20,000 EU workers by the European Foundation in Dublin found that the WHO-5 measure in April 2020 was 49 and by July it had risen to 53⁴.

Figure 3 - Employee health symptoms in lockdown



³ Bajorek Z, Mason B and Bevan S (2020), Wellbeing under lockdown: Results of a survey of British homeworkers, *Occupational Health at Work*, 17(2):29-34.

⁴ Eurofound (2020), *Living, working and COVID-19*, COVID-19 series, Publications Office of the European Union, Luxembourg.

Mental and emotional health

Focusing on mental health, it was clear there were differences between people and circumstances that contributed to experiencing better or worse mental health while working from home.

Key determinants of better mental health using the WHO-5 measure are:

- fewer physical health symptoms
- working to contracted hours
- more frequent contact with their manager
- higher levels of satisfaction with work-life balance
- those self-identifying as extroverts

Finding that extrovert personality types had coped better than introverts seems counter-intuitive, but echo the results of other comparable international studies⁵. The lower mental well-being scores for introverts may be because of the demands upon them to communicate frequently and 'perform' intensively via video while working from home under the first lockdown.

Working from home offered positives in terms of enabling some people with long-term health conditions to remain in work which would have been impossible in an office (an example was given of a recent amputee). Concerns were raised by managers that employees with mental health conditions were vulnerable under lockdown and required sympathetic management and signposting towards resources. This could be more problematic on a virtual basis, and managers were concerned that such difficulties may not be disclosed nor be obvious.

"it's the people who aren't making a lot of noise who are struggling the most."

Managers learnt to watch for flags that someone might not be coping, such as always having their camera switched off on video calls, or not engaging in meetings, and made efforts to make contact with them beyond team meetings.

Well-being concerns intersected with personal circumstances, such as isolation, or the struggles of looking after young children during working hours, with line managers playing a role in both understanding individuals' challenges and reaching out to staff.

Isolation and social deficit

There is a strong need expressed by our respondents for connection and social support. Although most people are happy not to have to commute so regularly, feelings of isolation or disconnection from what is going on in the workplace, missing opportunities to be creative, to contribute new ideas, and lack of informal interactions with colleagues were widely cited.

Nor was a sense of isolation confined to those living alone. Younger people living in flatshares in areas where they had few personal connections, found working from home was a very different experience compared to when they had been regularly going into a workplace:

"it makes you even more aware of how lonely you are in a big city."

Managers also felt that those staff who were more isolated were keener to be more office-based once it was safe to return.

⁵ Wijngaards I, Sisouw de Zilwa SCM and Burger MJ (2020) Extraversion Moderates the Relationship Between the Stringency of COVID-19 Protective Measures and Depressive Symptoms. *Frontiers in Psychology*. 11:568907.doi: 10.3389/fpsyg.2020.568907



Balancing working from home with domestic responsibilities has been the greatest challenge of lockdown

Parents and carers under pressure

Balancing working from home with domestic responsibilities has been the greatest challenge of lockdown, as many employees have lost their usual support structures.

Those with very young children, those with special needs, or who were caring for shielding family members, were faced with the twin challenges of performing their job while supervising children or relatives who needed high levels of input.

Those with older children had to provide support with online learning, as well as supporting the emotional needs that inevitably arose in such testing times. Parents sometimes spoke of their anxiety and guilt in managing these competing pressures.

Parents more than any other group, talked about needing to work in the evenings and at weekends to stay on top of their workloads. The 'role conflict' that many experience as a result of the tension between their roles as carers and workers echoes one of the main drivers of stress in the Health & Safety Executive (HSE) stress management standards. This is difficult and potentially harmful to sustain, and with clear well-being implications⁶.

There was some recognition among managers that female employees were significantly affected by their caring responsibilities and it was understood that the situation was even more challenging for lone parents, *"for sure, there were people who just found it impossible."*

Most managers and colleagues understood the impossibility of maintaining standardised working hours in these circumstances. They talked about the importance of being alert to staff becoming exhausted, and maintaining open dialogue around workload and working patterns.

Conversely, there was evidence that a smaller proportion of managers were less sympathetic to diverse needs, invoking workforce 'fairness' in justification. These managers hinted that complicated working patterns were not sustainable in organisations. Correspondingly, a small proportion of employees complained that little accommodation was made for the difficulties they faced in reconciling competing demands on their time.

One manager raised these issues with senior management and emphasised the importance of organisational responses being developed in addition to line managers' support. Without such advocacy, individual coping would become entrenched and normalised, and workforce well-being compromised:

"A lot of them are very much kind of, 'Well if no one tells me there's a problem, then it's all fine.' And I genuinely don't think they mean to bury their heads in the sand, but they genuinely don't think about it because they assume that people are like them, and therefore they would shout if there is an issue."

Leading by example was felt to be important, as was messaging that organisations appreciated their staff's extraordinary efforts, allied with encouraging good practice, such as taking breaks and annual leave.

⁶ Bevan S (2020), Work without boundaries: Wellbeing in Covid-19 lockdown, The Work-Life Balance Bulletin, British Psychological Society, 4 (1) Summer 2020, pp5-9.

Future preferences for work after lockdown

We asked employees about how they would like to work after lockdown. Overall, employees seek greater flexibility and discretion to choose where and when they work, within the needs of the organisations’ goals. A clear majority seek to work from home all or some of the time in the future.

Figure 4 - Preference for working from home after lockdown

	I would prefer to work at home all of the time	I would prefer to work at home some of the time, or to perform specific work tasks at home
Strongly agree	19.1%	23.7%
Agree	16.7%	49.6%
Neither agree nor disagree	20.1%	14%
Disagree	26.8%	7.9%
Strongly disagree	17.2%	4.8%

Our survey findings mirror national data from the Understanding Society COVID-19 Study, where 75% of employees across a broad range of industries want *some* working from home once things return to normal; 13% would prefer working from home all the time, and 12% do not want to work from home at all.

The strong support expressed at this point in time for hybrid working (which we define as choosing to work in different spaces in a typical week), and for discretion and flexibility to adjust the place and timing of work, suggests an appetite among employees for innovation in job and workspace design.

Jobs, once considered as office-only are now successfully performed at home and few employers foresee a return to entirely office-based working.

"I don't ever envisage a time where I've got a team of office workers five days a week or myself sat in an office five days a week, I think it will be a bit of a hybrid model ... there will be times when you will need to go into the office."

We intend to run our survey again in mid 2021 and ask the same people the same questions about their preferences for working from home in the future. This will measure the persistence of this preference for hybrid and flexible working, which may adjust through time and successive cycles of lockdown restrictions.

73% of employees would prefer to work from home some of the time, or to perform specific work tasks



Conclusions

Working from home under lockdown has disrupted norms and thinking around the need for office presence.

- People have adapted quickly and worked well from home. Productivity is good. At the same time there have been challenges, and parents/carers and those with people management responsibilities are feeling the pressure.
- **Employees miss the sociability and benefits of collaboration offered by working in shared workspaces. This could drive a surge back to the office when lockdown restrictions ease and confidence returns, particularly amongst younger people.**
- Employees feel they have benefited from flexibility to organise their tasks, and discretion to make decisions about when they do their work from home.
- **Latent demand for permanent flexible working pattern changes has been unlocked. Employers must be ready to meet that demand with well-defined positions on hybrid and flexible working for every job role for the existing workforce and new recruits.**
- Training gaps remain around the new people management skills needed to support employee well-being, and to sustain performance and productivity among teams working remotely. This is a skills deficit that needs urgent attention.
- **Flexibility and discretion coupled with a new relationship of trust between employer and home-working employee, are the foundation components of good work⁷ that should shape new models of work after lockdown.**

⁷ Taylor, M., Marsh, G., Nicol, D., and Broadbent, P. (2017) Good Work: The Taylor Review of Modern Working Practices. London: Great Britain, Department for Business, Energy & Industrial Strategy.

Appendices

A: Methodology

Online survey

The questionnaire was devised based on an earlier IES study to examine the well-being of workers who were working from home since the start of lockdown in March 2020. Supplementary scales and items were added to reflect different dimensions of working from home including: the WHO-5 mental health Index, a measure of self-reported productivity, a self-regulation scale and questions exploring work aspirations and intentions after lockdown ends.

The survey was publicised to employees in local authorities across the UK. We had collaboration from the Local Government Association (LGA) in helping us to develop occupational classifications and from the Local Government Association in Wales to disseminate the online survey link. We had support from the Public sector People Management Association (PPMA) who emailed the link to all their members, which we supplemented with targeted social media posts. A total of 1035 usable responses were received.

Respondents to the online survey were predominantly older, white collar and female in professional roles. Over one third had dependent children and 30% had caring responsibilities for elderly relatives. Three quarters of respondents were married or cohabiting while 17% were single or living alone. Most had long service, with one quarter having worked for their employer for more than 20 years. Almost two thirds of respondents were trade union members. Over 50% of respondents reported working regularly beyond their contracted hours and only 36% had worked for any time in their formal workplace since lockdown began. Thirty percent of respondents reported that they managed other people. We also asked questions about self-reported personality as several other previous studies had identified differences between introverts and extroverts in their responses to working from home.

In this population 54% self-identified as introvert and 46% as extrovert.

The survey will be publicised to workers in the UK legal sector in December 2020 and January 2021, with the co-operation of the Law Society of England and Wales, the Law Society of Scotland, and the support of People in Law. Private sector law firms have been invited to share the survey link with their staff.

Case study organisations and interview programme

Four organisations are participating as anonymous case studies: two local authorities and two law firms. Each organisation provides human resources data and policies, and convenes up to ten one-to-one interviews between the *Work After Lockdown* researchers and leaders, line managers and staff without management responsibility in a range of front-line, professional/technical, and business support roles.

Thirty eight interviews were conducted using video technology. Leader interviews with the Chief Executives and directors with responsibility for people strategy, policy and programmes; technology and digital security; and estates and business continuity, focused on organisational responses and changes. Interviews with staff, with management responsibilities and those without, concentrated on personal experiences of transition into the first lockdown.

Every interviewee will be invited to participate in a second and, for a subgroup, third interview with the research team, which will revisit the themes of the first and address change and continuity through and after lockdown.



B: Demographic profile of Working from Home population

Figure 5, on the next page, presents the demographic profile of the working from home population for the period of June/July 2020 using Understanding Society COVID-19 Study data. Across the whole economy, little difference can be observed in the incidence of exclusive Working from home among different demographic groups, for example 27% of all employed females were working from home, and 28% of males. The clearest differences are observed for people living with a partner who are more likely to always work from home than people who do not live with a partner, as well as for white British who are slightly less likely to always work from home than people belonging to different ethnic groups.

Starker differences among the different demographic groups can be observed when we study the two industries of interest in this research. Women are more likely than men to be always working from home in both industries, while the same is the case for white British, relative to other ethnicities, non-immigrants relative to immigrants (though the relevant gap is very small in PAD), and people with a long-term health condition relative to ones with no such condition. The ‘shielding’ of people with health conditions seems to be more substantial in PAD, while the same is the case for older people (55+) in the same industry. People with children seem to be more likely to be exclusively Working from home in PST than in PAD. This probably has to do with the fact that the percentage of key workers is much higher in PAD, enabling these parents to have access to onsite schooling for their children.

Figure 5 - Proportions of employees that always work from home by sector and various characteristics (June/July 2020)

	All industries	Professional, Scientific and Technical Activities (PST)	Public Administration and Defence (PAD)
Gender			
Male	27.8%	49.4%	51.2%
Female	27.1%	57.4%	53.3%
Age			
16-34	27.0%	46.6%	60.7%
35-54	28.7%	59.3%	46.0%
55+	25.7%	42.7%	55.7%
Household composition			
No partner, no children	23.8%	45.7%	57.5%
No partner, with children	16.9%	—	—
With partner, no children	29.7%	50.3%	57.7%
With partner, with children	30.6%	60.1%	45.6%
Ethnicity			
White British	27.1%	53.7%	53.8%
Other	31.9%	45.2%	37.0%
Immigration status			
UK-born	27.7%	53.8%	52.3%
Non UK-born	27.5%	41.1%	51.8%
Health			
Health condition	28.2%	56.8%	60.0%
No health condition	27.0%	50.3%	46.5%

Source: Understanding Society Covid-19 Study, waves 3 & 4, and authors' calculations.

Notes: — too few observations.



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Transitions and Tensions – January 2021

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