



**WATFORD
BOROUGH
COUNCIL**

OUTSOURCED SERVICES SCRUTINY PANEL

28 January 2019

7.00 pm

Contact

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For information about attending meetings please visit the [council's website](#).

Publication date: 18 January 2019

Committee Membership

Councillor S Cavinder (Chair)

Councillor M Hofman (Vice-Chair)

Councillors J Dhindsa, K Hastrick, R Martins, B Mauthoor and G Saffery

Agenda

Part A - Open to the Public

1. **Apologies for Absence/ Committee membership**
2. **Disclosures of interest**
3. **Minutes**

The [minutes](#) of the meeting held on 12 December 2018 to be submitted and signed.

4. **Street cleaning - Veolia annual leaf clearance programme (Pages 3 - 7)**

A report from Veolia outlining the autumn leaf clearance programme in 2018.

5. **Leisure Centre Contract - SLM (Pages 8 - 19)**

A report of the Head of Community and Environmental Services.



Autumn Leaf Clearance Programme 2018

OSSP Meeting 28th January 2019

Veolia



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1. Introduction

Each year Veolia implement the annual autumn leaf clearance programme, which covers a 15 week period from early September until late December. This year leaves started falling during late August, with light accumulations that were easily cleared away during our routine cleansing activities, however during September, October and November the rate of fall steadily increased, therefore it was necessary to direct our operatives and mechanical equipment towards clearing away leaf accumulations.

During the peak period (Mid-October to late November), additional seasonal operatives were deployed to assist with the clearance effort. From late November to December a noticeable difference was seen on the ground, and by Christmas the vast majority of leaves had been cleared. Only remnant leaves still remained, which were cleared away by normal cleansing activities that resumed during late December.



Figure 1 Operative assisting mechanical broom driver

2. Method

Two large mechanical brooms were deployed, with one covering the Woodside and Cassiobury villages and the other Wiggshall village and Town Centre hamlet. During the peak period an operative worked with the driver to sweep/blow leaves into the channel to be mechanically swept up, thereby increasing speed and efficiency. Throughout the period the barrow beat operatives and three small mechanical brooms continued to operate as usual, but during heavy leaf fall it was not possible to sweep everywhere due to the volume of leaves, which slowed progress. Operatives focused on the worst areas and gradually worked through each area until all leaves were cleared. Up to 6 seasonal operatives were deployed during the peak period and were used

to cover existing staff while they were re-deployed to assist the mechanical broom drivers, and to sweep and load large quantities of leaves into vehicles.

All efforts were coordinated on a daily basis by our two Environmental Managers to ensure leaves were cleared as quickly and efficiently as possible. High leaf fall, flood prone and sensitive sites were identified in advance and given priority, however the situation on the ground constantly changed therefore resources were directed where they were needed next. Parks and open spaces drives and footpaths were cleared by parks operatives and where access allowed, mechanical sweepers were deployed on a periodic basis throughout the season.

3. Reflections on the leaf fall programme this year

Despite the Deep Clean, which took place during November the leaf clearance programme went very well this year, with over 40% less queries about autumn leaf clearing than last year.



Figure 2 Hired Scarab mechanical broom at work

4. How are staffing needs managed?

To ensure sufficient staff coverage additional agency staff were deployed to increase the number of heads overall by a maximum of 6.

5. The effectiveness of fleet management

This year three Scarab mechanical sweeper were hired in to replace the existing aging fleet of Johnston sweepers. One was hired from early October and a further two from 1st November to cover the peak leafing period.

6. What worked well this year?

Management were able to apply experience from previous years to ensure that priority locations were efficiently cleaned thereby reducing the number of queries.

The hired Scarab mechanical brooms made a real difference. They are robust machines that are able to produce a much higher quality clean than the existing aging fleet.

7. Are there any changes that Veolia would make to procedures in future?

In future every effort will be made to ensure the Deep Clean takes place earlier in the year as it placed extra demands on Management at an already busy time of the year. Planning is already underway for this year's Deep Clean with the aim of securing earlier dates.

8. Summary

Veolia have successfully implemented the annual autumn leaf clearance programme, with over 40% less queries than last year.

Additional seasonal staff were successfully deployed.

The three hired Scarab mechanical brooms made a real difference.

Earlier dates will be secured for the Deep Clean to ensure management can fully focus on the leaf clearance programme.

Agenda Item 5

Part A

Report to: Outsourced Services Scrutiny Panel (OSSP)

Date of meeting: 28 January 2019

Report author: Head of Community & Environmental Services

Title: End of Year 10 Report 2017-2018 - Leisure Centre Management Contract (LCMC)

1.0 Summary

1.1 The Outsourced Services Scrutiny Panel are responsible for reviewing those services outsourced by Watford Borough Council, which includes the contract with Everyone Active (SLM) for the leisure facilities.

1.2 On the 28 January 2019 members of the panel will have an opportunity to pose questions to representatives from Everyone Active (SLM) and the Council's Leisure and Community Team.

1.3 The attached appendices set out the following information that provides Portfolio Holders and Heads of Service the with background information to support the scrutiny of the contract –

1. End of Year Report by SLM/Everyone Active (2017 – 2018)
2. Copy of new KPIs for the LCMC (2018 - 2033) – Appendix 1
3. New LCMC governance and political oversight arrangements – Appendix 2

2.0 Risks

2.1

Nature of risk	Consequence	Suggested Control Measures	Response (treat, tolerate, terminate or transfer)	Risk Rating (combination of severity and likelihood)
Unsuccessful close down of the old lease and contract arrangements.	Outstanding maintenance issues affect the performance (service delivery and financial) of the new LCMC.	Officer to review the councils and operators final dilapidation surveys reports to ensure that any outstanding maintenance works that are required under the old LCMC arrangements are carried out.	Treat	Unlikely (2) x High (3) = rating of 6

Implementation of new contract arrangements and service specification requirements not fully understood or comprehended by the council and operator.	The existing staff and client team continue using and implementing the old contract arrangements.	Officers to set up a series of meetings to implement the contract, service specification and KPI's framework of the new LCMC.	Treat	Unlikely (2) x High (3) = rating of 6
Contractors do not deliver contract and service specification.	The facility or services is not available for residents and customer to use.	Regular contract monitoring by the council to review the contract and KPI'S requirement are being met by the contractor alongside scrutiny by Cllrs.	Treat	Unlikely (2) x High (3) = rating of 6
Contractor goes into administration.	As above.	As above. Regular review of contractors accounts.	Tolerate	Unlikely (2) x High (3) = rating of 6
Contractor is taken over by another company.	Could have no impact on the service. Or New company tries to alter the contract/SLA and KPI's which impacts on the activity programme or service.	As above. Option to terminate the contract early.	Tolerate	Unlikely (2) x High (3) = rating of 6
Contractor fails to achieve the forecasted/stat ed levels of income in their tender submission.	Contractor tries to reduce level of positive management fee to council. Potential reduction in income share to the council.	Regular review of contractor's accounts and credit rating. Regular contract monitoring by the council to review the impact of new gyms or sports facilities entering the local market and the potential impact on the profitability of the LCMC.	Treat	Unlikely (2) x High (3) = rating of 6

Death or injury to a customer/user or member of staff.	Distress to injured parties. Reputational risk to council and contractor in failings in health and safety compliance is identified.	Regular contract monitoring by the council to review the health and safety and contract requirements are being met and reviewed by the contracto.r	Treat	Unlikely (2) x High (3) = rating of 6
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3.0 Recommendations

- 3.1 To review the progress of the Year 10 performance of the old contract LCMC and consider whether any further action is required.

Further information:

Chris Fennell – Leisure & Environmental Services Section Head
Chris.fennell@watford.gov.uk, 01923 - 278317

Report approved by: Alan Gough Head of Community & Environmental Services

4.0 Detailed proposal

- 4.1 The leisure centres are a high profile front facing public service which helps to deliver the council corporate objectives and links to the authority's wider social and wellbeing agenda.
- 4.2 The council awarded a 10 year (June 2008 - June 2018) leisure centre management contract to Sports and Leisure Management (SLM – Everyone Active) to operate the leisure centres. The company now operates over 160 leisure and cultural facilities across the UK in partnership with 47 different local authorities. Both facilities have obtained the external Quest accreditation for leisure facilities, Watford Woodside and Watford Central are currently rated as 'Excellent'.
- 4.3 This report is the last under the old contract arrangements. The end of year report produced in partnership with SLM/Everyone Active, details a snap shot of the positive outcomes and initiatives that have been delivered through the leisure contract over the last 12 months.
- 4.4 Each of the major contracts (SLM for the Leisure Centres, Veolia for the Waste, Streets and Parks and HQ Theatres for Watford Colosseum) has a bespoke service specification which details the KPIs required by the council. The previous KPIs were very much based upon a first generation contract and service specification. The new KPI's (Appendix 1) selected by the council will ensure that they are not data heavy or restrict the performance of the leisure operator. The indicators will provide the council with the information required to demonstrate that the facilities are having a positive impact and outcomes on the council's community wellbeing agenda.

- 4.5 A new Strategic Partnership Board (SPB) will be established for the LCMC based upon the same model as the current Veolia contract and principles. Appendix 2 details the new governance arrangements.
- 4.6 Alongside the new KPI's (detailed in Appendix 1), understanding the wider Social Value and the positive outcomes of the major contract investment is important to the Council. Since 2017 additional research has been conducted to establish a baseline dataset on the following topics (1) reducing the Carbon Footprint and evaluation of the wider supply chain and the economic benefit (2) local firms/companies employed by the major contracts to deliver services (3) workforce and volunteering information.
- 5.0 **Implications**
- 5.1 **Financial**
- 5.1.1 There are no financial implications or issues identified in this report
- 5.2 **Legal Issues**
- 5.2.1 There are no legal implications or issues identified in this report
- 5.3 **Equalities, Human Rights and Data Protection**
- 5.3.1 During the last 12 months the council and its appointed leisure provider have faced a number of challenges from customers and members of the general public to the swimming pool policy regarding single sex and women and girls only swimming sessions.
- 5.3.2 An Equality Impact Analysis (EIA) was completed as part of the new LCMC retender process and the full report has been published on the internet. The assessment has considered there are no identified emerging needs that are currently not met, through the proposed contract and service specification.
- 5.4 **Staffing**
- 5.4.1 There are no changes to WBC staffing arrangements identified in this report
- 5.5 **Accommodation**
- 5.5.1 There are no changes identified in this report relating to WBC office/town hall accommodation.
- 5.6 **Community Safety/Crime and Disorder**
- 5.6.1 The council has considered the crime and disorder implications of the old and new LCMC and ensured that the operator and service specification will make a positive contribution. The activities resulting from the services provided by many of the leisure operators particularly in relation to sport and physical and youth activities will contribute to a safer environment.

Appendices

1. End of Year Report by SLM/Everyone Active (June 2017 – May 2018)
2. Copy of new KPIs for the LCMC (2018 - 2033) – Appendix 1
3. New LCMC governance and political oversight arrangements – Appendix 2



EVERYONE

**WANTS
TO KEEP
ACTIVE**

WATFORD ANNUAL REPORT

2017 - 2018



**WATFORD
BOROUGH
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CONTRACT MANAGERS SUMMARY

Everyone Active Watford Woodside and Watford Central Leisure Centres achieved another successful year by recording its highest ever footfall figures. Between 1st April 2017 and March 31st 2018, we recorded 1,255,624 visits to the leisure centres in Watford, an increase of 19,923 visits, which included an overall increase of Watford residents utilising the facilities when compared to the same period last year. This is particularly impressive when considering the ongoing challenges we face from the high number of fitness clubs in Watford.

“We are absolutely delighted to have extended our partnership with Watford Borough Council. Our goal is to get more people in the community active, and it is fantastic that we can continue working with the Council to reach this.

I'm very proud of what's been achieved across the course of our 10 year contract. Both centres are shining examples of community activity hubs, and I will be excited to see them progress and improve over the next 15 years.”

Karl Miles, Area Contract Manager

INTRODUCTION OF SPORTS DEVELOPMENT & PHYSICAL ACTIVITY MANAGER

Leanne Rodriguez Read was appointed to this newly created role. The role was created as the leisure industry has evolved and Sport & Physical activity needs to be at the heart of our local communities.



Leanne has worked within the leisure sector for over 10 years now, starting her career at Leisure Connection Vale Farm Sports Centre in Brent as a Community Liaison Manager.

She created links between the Sports Centre with primary and secondary schools, GP Surgeries, Faith Groups, BAME and older adult groups.

Leanne then moved on to working within the Council for 8 years as a Youth and Community Officer at Bridge Park Community Leisure Centre. She was responsible for increasing sports participation for the children and young people, women and girls, older people and people with disabilities.

In her final year of working with the Council, Leanne worked between both Council and SLM facilities to enhance the physical activity partnership as a Community Development Manager. Her main focus was on children's Sports School activities & programming swimming lessons for children with physical disabilities.

Leanne is already working on some new initiatives and will continue to work with the council officers to get more people more active more often.

THE TEAM

- Kelly Spencer**
General Manager Woodside
- Gary Foley**
General Manager Central
- Paul Baker**
Operations Manager Woodside
- Richard Longhurst**
Operations Manager Central
- Jo Drury**
Swim Manager Woodside
- Hollie Burke**
Swim Manager Central
- Janine Rodgers**
Health & Fitness Manager Woodside
- Rob Webb**
Fitness Manager Central
- Mandy Rosamond**
Front of House Manager Woodside
- Shannon Samuda**
Front of House Manager Central
- Leanne Rodriguez-Reid**
Sports Development & Physical Activity Manager
- Kay Pearson**
Contract Sales Manager Saager



2017/18 A SNAP SHOT OF OUR YEAR

Everyone Active/Cycle Friendly Lanzarote Multi-Activity Holiday

On 26th April 2018 Everyone Active in partnership with Cycle Friendly took Woodside members to Lanzarote for a Multi-Activity Holiday.

Two members of the gym team were given the opportunity to accompany the members to lead various activities such as gym sessions, walks, cycling, hikes, runs, swims and tennis. This was a 'not for profit trip' organised by Jonathan Friendly from Cycle Friendly and Everyone Active Watford Woodside.

The Lanzarote trip was a perfect opportunity for Everyone Active to work with a local organization that promotes activity and wellbeing. It also allowed the gym team to work with members outside of a gym context and promote activity outdoors in wonderful surroundings. This multi-activity holiday was a great success and the members that took part had an amazing time.

Working with members in a fun but challenging way added another dimension to the staff-member relationship. It allowed us to build meaningful trust and rapport with members which was built through motivation, support and professionalism.

Ascot 2018

Our annual members day out to Ascot races was again a huge success with over 50 members and colleagues enjoying this fun social event.



UK Active Physical Activity Champion Finalist

Luke Sheppard joined Everyone Active, Watford Leisure Centre- Central in 2013. Having originally started on a work experience placement, he soon progressed on to become a personal trainer and exercise referral coordinator, before attaining his current role.

His achievements at the centre have been significant. Since the launch of the GP Referral scheme in Watford, those participants assigned to Luke have lost a combined weight of 65 stone.

He also successfully secured funding to run a number of popular exercise classes aimed at engaging underrepresented groups within the borough, and has helped to mentor his colleagues through various courses and qualifications.

Swimathon

2017/18 Swimathon was one of the best we have done in many years. We had over 250 people swimming across the weekend and raised more than £5000 for Cancer Research UK.



Gym based Personal Trainer of the year category for the National Fitness awards

Peter Hanc has worked as a personal trainer at Watford Woodside for two years. During that time, he has helped many clients to drastically improve their lives through physical activity.

Motivated by helping people, Peter has assisted his clients to regain mobility after an accident, eliminate debilitating joint pain and even combat the symptoms of anxiety.

Peter has developed relationships with his clients, who have credited his unique training style, professional approach and personalised programmes as just some of the reasons for their results. Many people have reported fast recovery times, including a 66-year-old who was fully recovered and back to training within five weeks of stretching his knee ligament; steady and sustainable weight loss, such as one client losing a stone over seven weeks; and multiple clients reporting their feelings of stress and anxiety have lessened after working with Peter.

He stands out as a personal trainer through his individualised approach and the time he takes to understand clients' needs. Peter begins all journeys with a conversation about health background and personal goals. He then designs a bespoke training plan around this. Peter has set up a Facebook group where he shares home workouts and encourages clients to talk about their experiences. He is also available to answer questions, giving people greater access to his knowledge and giving them brilliant value for money.

He is a Level 3 personal trainer. He is also trained in Post-Rehab Essentials and Pilates, and is currently undertaking Precision Nutrition Level 1 and Online Trainers Academy qualifications. Peter is a huge asset to Everyone Active, and was recently announced as the winner of a feedback initiative after receiving 15 customer comments and a 5/5 rating. He creates a welcoming environment and makes a real difference to people's lives.

In addition, Watford – Woodside will be also entering the following categories for the National Fitness awards:

- Local authority gym of the year
- Group exercise gym of the year

Group exercise launch in January 2018

We launched our January group exercise programme consisting of six hours of our most popular programmes, which attracted 300 plus members. We received such positive feedback from our members with this annual event, where our members get the opportunity to see their most popular Instructors team teach on a stage.

Regional Fitness team of the year 2018 – Watford – Woodside

Woodside's fitness team were awarded Area fitness team and Regional fitness team of the year for the following:

- Attrition budget is always below the industry standards for a 3000 plus membership
- Length of stay exceeds industry standards
- Group Exercise occupancy and associated KPI
- PT growth and member penetration
- Fitness Colleague retention
- Service quality and standards



Top: Group exercise classes
Above: Mandy Rosamond Front of House Manager & Janine Rodgers Health & Fitness Manager collecting Regional Department Awards

Social media

Social media is used to advertise event, activities and changes to the centre programme. Head office set out guidelines and procedures which set a standard for all Social Media Admins.

We can update social media on site, this is carried out but our Social Media Champions and we find that this is the best means of communicating any last minute changes to our programme.

- We review the statistics on a regular basis and use Facebook analytics to review our users and target audience, we have done this by offering incentives and word by mouth.
- We have increased our LIKES through Facebook from 3896 September 2017 – 4360 in June 2018. On Customers are also able to review the centre on Facebook and we are currently at a rating of 4.1 out of 5.

Hockey fun with an Olympic champion

An Olympic champion joined more than 300 Watford & Three Rivers school children to host a day of hockey fun at a Woodside Leisure Centre. Alex Danson, who won gold at Rio 2016 as part of Team GB's women's hockey team, visited Watford Woodside Leisure Centre on Thursday (18th October) to inspire more primary school children to pick up a stick and give the game a try. Everyone Active have teamed up with the sports star to introduce an innovative hockey programme in local schools and at its centres. The Alex Danson Hockey Academy aims to give more children the chance to get active by offering them access to fun, engaging training sessions led by expert coaches.

This event offered a unique opportunity for children from local schools, including Divine Saviour Primary, St Catherine of Siena Primary and Stanborough Primary to learn a number of skills and drills from Alex herself.

As well as impressing the youngsters with her gold medal, Alex joined in with the games and offered tips and advice on how to start a journey into sport.

Top right: Watford Central Team at Watford BID Awards
Middle right: Alex Danson
Bottom right: Socila media image example

Regional Front of House team of the year 2018- Watford – Woodside

The Front of House team were awarded for the following:

- KPI performance
- Quality standards for customer service
- Retail performance
- Colleague retention



AWARDS & ACCREDITATIONS

External Accreditation

2017-18 has seen both sites maintain external accreditations as follows;

Quest - Watford Woodside 'Excellent' banding retained for the second time
 Watford Central 'Excellent' banding maintained

Swim 21 - Swim 21 Accreditation Maintained
 UK Active Code of Practice
 Watford Central achieved this accreditation in March 2017 and have successfully maintained

FIA Code of Practice - Both sites are fully compliant with the FIA code of practice

ISO 14001 & 18001 - The company has again been successful in the compliance and achievement of awards for Environmental Management and Health & Safety Management respectively.

Track Accreditation - Woodside holds class A certificate. This has been successfully reassessed at the start of the season and is a 5 year assessment by UKA. Assessed annually by Sport and Play

Food Hygiene - Watford Woodside – 5 star rating
 Eat Out Eat Well – Gold Award

Operations

The Work Asset Management (WAM) system continues to be used to good effect to manage defects, the system effectively assists in managing both reactive and planned preventative maintenance.

Key Maintenance and Investments

Sports hall & studio floors	20k
LED Conversions	£11k
Gymnastics Equipment	£9k
Showers	3k
Electrical Remedial	£20k
Flood Lights	£5k
Stadium	£3.5k
Gym & Studio Equipment	£7k
Solar Optimisation	£3k
Accessibility equipment	£1k
Water Heaters	£2k
Boiler Repairs	£6k
Pool Filter Media	£50k
Pool Tank repairs	30k

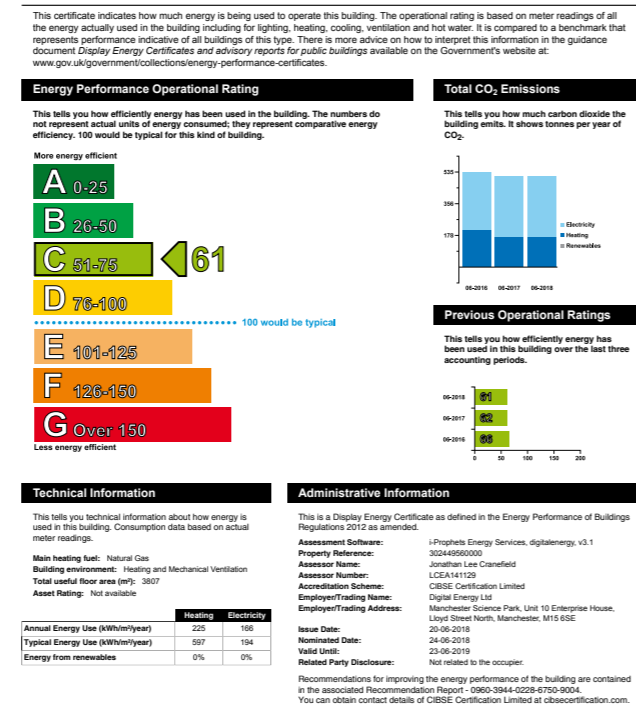
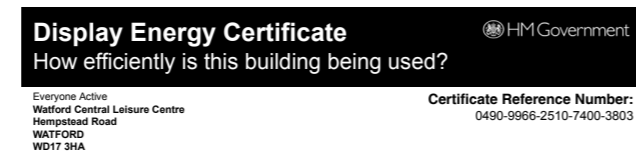
Maintenance Costs 2016-17	£345k
Maintenance Costs 2017-18	£486k

Digital Energy Certificate

Almost 40% of the UK's energy consumption and carbon emissions come from the way our buildings are lit, heated and used. Even comparatively small changes in energy performance and the way we use each building will have a significant effect in reducing total energy consumption.

The principle underlying the Directive is to make energy efficiency of buildings transparent through the provision of a certificate showing the energy rating of a building and recommendations on how to improve its efficiency. An Energy Performance Certificate (EPC) rates how energy efficient your building is using grades from A to G (with 'A' the most efficient grade).

Both leisure facilities have achieved excellent scores and considerable efforts have been made in reducing their energy ratings even further.



WATFORD STATISTICS 2017/2018

8 SUCCESSFUL APPRENTICES

40 COLLEAGUES ATTENDED DEMENTIA FRIENDS TRAINING

1.2 MILLION VISITS ACROSS THE LEISURE CENTRES PER YEAR

28 SCHOOLS OR COLLAGES USING THE LEISURE CENTRE'S PER WEEK

6881 FITNESS MEMBERS

32 NEWLY QUALIFIED LIFEGUARDS TRAINED FROM OUR LEISURE CENTERS

158 GROUP EXERCISE CLASSES PER WEEK

3945 SWIMMERS ON OUR LEARN TO SWIM PROGRAMME

48% REDUCTION IN SUGAR SALES FROM OUR FOOD & BEVERAGE PROVISION

3 NEW INFLATABLES FOR KIDS TO BE ACTIVE

163 COLLEAGUES WHO ARE WATFORD RESIDENTS



NEW & IMPROVED...

WATFORD LEISURE CENTRE - WOODSIDE

- Gym facilities to include over 130 pieces of state-of-the-art equipment
- Relocation of the upstairs dry-side changing rooms to the ground floor
- Changing rooms to be significantly improved to a high specification
- Brand new toning suite to accommodate more activities for the over 50s and users with disabilities
- A relocated fitness studio with additional space
- Three virtual studios, including a dedicated group-cycling studio

WATFORD LEISURE CENTRE - CENTRAL

- A new and improved fitness studio to include over 70 pieces of state-of-the-art equipment
- Refurbished studios with the introduction of virtual classes
- A new health suite including sauna and steam

Registered address:

2 Watling Drive, Sketchley Meadows,
Hinckley, LE10 3EY

Managing Director: David Bibby

01455 890508



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Appendix 1 - Watford Borough Council's Priority Outcomes

Watford Borough Council's Priority Outcomes for the contract are:

1. A more active borough, leading to improved health & wellbeing through increased participation in sport and physical activity by Watford residents
2. Increased engagement with specific groups and localities to expand the number and frequency of participation in sport and physical activity amongst:
 - Children and young people
 - Older people
 - BAME groups
 - People with disabilities
 - Low income groups
 - Women and girls.
3. High quality services
4. Delivering long term sustainable and well-maintained leisure facilities
5. Delivering safe services
6. Providing local economic benefit
7. Strong and positive engagement with partners

Appendix 2 - New Leisure Centre Management Contract Governance and Political Oversight Arrangements

	Operational Review	Performance Review	Strategic Overview	Political Oversight	Non-executive Political Oversight
Frequency	12 x monthly partnership meetings	4 x qtr. performance meeting (linked to monthly partnership meeting)	2/3 Strategic Partnership Board meetings	1 x annual End of Year report to Portfolio Holders & Heads of Service	1 x annual End of Year report presented to Outsourced Services Panel
Rational for the meeting	Operation and maintenance issues are discussed in line with the leisure contract and service specification requirements	<p>The agreed KPI's are reviewed and trends evaluated</p> <p>The KPI's from the performance review meeting are feed into the following:</p> <ul style="list-style-type: none"> • Leadership team review of corporate KPI's • Outsourced Services Panel (OSSP) • Head of Service meeting with the relevant Portfolio Holder 	<p>Overall performance of the contract is reviewed by senior representatives of the partnership</p> <p>New projects and development opportunities are reviewed and discussed to enhance the partnership</p>	Performance of the partnership is reviewed by senior elected members of the administration, Managing Director and Head of Service	Performance of the partnership is reviewed and challenged by opposition and non-executive elected members