Public Document Pack

# Havering
## LONDON BOROUGH

---

# OVERVIEW & SCRUTINY BOARD AGENDA

---

| **7.30 pm** | **Wednesday 4 September 2019** | **Council Chamber - Town Hall** |
|---|---|---|

Members 16: Quorum 6

**COUNCILLORS:**

| **Conservative Group (8)** | **Residents' Group (2)** | **Upminster & Cranham Residents' Group (2)** |
|---|---|---|
| Philippa Crowder | Ray Morgon | Linda Hawthorn |
| Judith Holt | Barry Mugglestone | Christopher Wilkins |
| Robby Misir | | |
| Dilip Patel | | |
| Nisha Patel | | |
| Bob Perry | | |
| Christine Smith | | |
| Maggie Themistocli (Vice-Chair) | | |

| **Independent Residents' Group (2)** | **Labour Group (1)** | **North Havering Residents Group (1)** |
|---|---|---|
| Natasha Summers | Keith Darvill | Darren Wise (Chairman) |
| Graham Williamson | | |

**For information about the meeting please contact:**
**Richard Cursons 01708 432430**
**richard.cursons@oneSource.co.uk**

**Protocol for members of the public wishing to report on meetings of the London Borough of Havering**

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

**OVERVIEW AND SCRUTINY BOARD**

Under the Localism Act 2011 (s. 9F) each local authority is required by law to establish an overview and scrutiny function to support and scrutinise the Council's executive arrangements.
The Overview and Scrutiny Board acts as a vehicle by which the effectiveness of scrutiny is monitored and where work undertaken by themed sub-committees can be coordinated to avoid duplication and to ensure that areas of priority are being reviewed. The Board also scrutinises general management matters relating to the Council and further details are given in the terms of reference below. The Overview and Scrutiny Board has oversight of performance information submitted to the Council's executive and also leads on scrutiny of the Council budget and associated information. All requisitions or 'call-ins' of executive decisions are dealt with by the Board.
The Board is politically balanced and includes among its membership the Chairmen of the six themed Overview and Scrutiny Sub-Committees.

**Terms of Reference:**
The areas scrutinised by the Board are:

- Strategy and commissioning
- Partnerships with Business
- Customer access
- E-government and ICT
- Finance (although each committee is responsible for budget
  processes that affect its area of oversight)
- Human resources
- Asset Management
- Property resources
- Facilities Management
- Communications
- Democratic Services
- Social inclusion
- Councillor Call for Action
-

**DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF**

| What matters are being discussed? |
|---|

**D P I**

Does the business relate to or is it likely to affect a disclosable pecuniary interest. These will include the interests of a spouse or civil partner (and co-habitees):
• any employment, office, trade, profession or vocation that they carry on for profit or gain;
• any sponsorship that they receive including contributions to their expenses as a councillor; or the councillor's election expenses from a Trade Union;
• any land licence or tenancy they have in Havering
• any current contracts leases or tenancies between the Council and them;
• any current contracts leases or tenancies between the Council and any organisation with land in Havering in they are a partner, a paid Director, or have a relevant interest in its shares and securities;
• any organisation which has land or a place of business in Havering and in which they have a relevant interest in its shares or its securities.

**NO** ↓    **YES** ⇒ | Declare Interest and Leave |

**P E R S O N A L   I N T E R E S T**

Might a decision in relation to that business be reasonably be regarded as affecting (to a greater extent than the majority of other Council Tax payers, ratepayers or inhabitants of ward affected by the decision)
• Your well-being or financial position; or
• The well-being or financial position of:

o A member of your family or any person with whom you have a close association; or
- Any person or body who employs or has appointed such persons, any firm in which they are a partner, or any company of which they are directors;
- Any person or body in whom such persons have a beneficial interest in a class of securities exceeding the nominal value of £25,000;

o Any body of which you are a member or in a position of general control or management and to which you are appointed or nominated by your Authority; or

o Any body exercising functions of a public nature, directed to charitable purposes or whose principal includes the influence of public opinion or policy (including any political party or trade union) of which you are a member or in a position of general control or management?

**YES** ↓                                        **NO** ↓

**P E C U N I A R Y   I N T E R E S T**

| You must disclose the existence and nature of your personal interests |
|---|

↓

| Would a member of the public, with knowledge of the relevant facts, reasonably regard your personal interest to be so significant that it is likely to prejudice your | **NO** → | You can participate in the meeting and vote (or remain in the room if not a member of the meeting) |
|---|---|---|

**YES** ↓

| - Does the matter affect your financial position or the financial position of any person or body through whom you have a personal interest?<br>- Does the matter relate to an approval, consent, licence, permission or registration that affects you or any person or body with which you have a personal interest?<br>- Does the matter not fall within one of the exempt categories of decisions? | **NO** → |
|---|---|

**YES** ↓

| Speak to Monitoring Officer in advance of the meeting to avoid allegations of corruption or bias |
|---|

**AGENDA ITEMS**

**1      CHAIRMAN'S ANNOUNCEMENTS**

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

**2      APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS**

(if any) - receive.

**3      DISCLOSURE OF  INTERESTS**

Members are invited to disclose any interest in any of the items on the agenda at this point of the meeting.

*Members may still disclose any interest in an item at any time prior to the consideration of the matter.*

**4      MINUTES** (Pages 1 - 32)

To approve as a correct record the minutes of the meeting of the Board held on 6 February, 5 March, 2 April and 28 May 2019 and to authorise the Chairman to sign them.

**5      COMBINED CORPORATE PERFORMANCE QUARTER 4 AND REVIEW OF 201/19 PEFORMANCE INDICATORS FROM THE OVERVIEW AND SCRUTINY SUB-COMMITTEES** (Pages 33 - 52)

**6      LOCAL GOVERNMENT ASSOCIATION (LGA), CORPORATE PEER CHALLENGE 2019: REVIEW OF THE AGREED IMPROVEMENT ACTION PLAN.** (Pages 53 - 88)

**7      STATUTORY GUIDANCE ON OVERVIEW & SCRUTINY IN LOCAL AND COMBINED AUTHORITIES** (Pages 89 - 126)

**Andrew Beesley**
**Head of Democratic Services**

**MINUTES OF A MEETING OF THE
OVERVIEW & SCRUTINY BOARD
Council Chamber - Town Hall
6 February 2019 (7.30 - 9.45 pm)**

**Present:**

**COUNCILLORS**

| | |
|---|---|
| **Conservative Group** | Philippa Crowder, Judith Holt, Robby Misir, John Mylod, Nisha Patel, Bob Perry and +Christine Smith |
| **Residents' Group** | Ray Morgon and Barry Mugglestone |
| **Upminster & Cranham Residents' Group'** | Clarence Barrett and +John Tyler |
| **Independent Residents' Group** | Natasha Summers and Graham Williamson |
| **Labour Group** | Keith Darvill (Vice-Chair) |
| **North Havering Residents' Group** | Darren Wise (Chairman) |

Apologies were received for the absence of Councillors Ray Best and Gillian Ford.

+Substitute Members: Councillor Christine Smith (for Ray Best) and Councillor John Tyler (for Gillian Ford).

Unless shown indicated all decisions were taken with no votes against

The Chairman reminded Members of the action to be taken in an emergency.

19    **APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS**

20    **DISCLOSURE OF INTERESTS**

There were no disclosures of interest.

21    **MINUTES**

The minutes of the meeting held on the 28 November 2018 were agreed as a correct record and signed by the Chairman.


22    **CALL-IN OF A CABINET DECISION - ADOPT LONDON EAST**

The report before Members detailed the call-in of a Key Executive Decision relating to Adopt London East.

A requisition signed by Councillor Keith Darvill and Graham Williamson had been called-in the Executive Decision dated 16 January 2019.

The reasons for the call-in were as follows:

1. Concerns about the extent and adequacy of the consultation with staff representatives.
2. Clarify in relation to employment conditions of staff to be transferred.
3. Clarity about the impact on staff impacted by the proposals.

Councillor Darvill addressed the Board, during which he raised concern that inadequate staff consultation had taken place and questioned the impact on staff on travelling outside of their current region and how the different terms and conditions across the four boroughs would be standardised.

Councillor Williamson addressed the Board, during which he reinforced the sentiments of his fellow councillor.

Members were advised that the informal consultation with staff had taken place in the development of proposals for a Regional Adoption Agency (RAA), which included monthly partnership board meetings to steer the future direction of the RAA and plan for implementation; and early staff engagement events to enable the Council to engage staff on the journey to becoming the East London Regionalised Adoption Agency at the earliest stage. There had been early union engagement prior to formal consultation, however officers were unable to start statutory formal consultation with the unions and staff until there had been full sign off from Cabinet in all authorities.

Officers advised that staff would transfer under TUPE regulations over to the new service hosted by Havering Council.  To ensure that those employees affected were treated fairly throughout the consultation period, a joint change management terms of agreed had been agreed across the four borough which had been shared with trade unions.  The Council would continue to engage with trade unions in order to reach an agreement prior to formal consultation.  In line with the statutory consultation guidelines, staff would have the opportunity during the formal consultation period to attend joint meetings and individual consultation meetings to discuss their individual concerns and circumstances.

It was explained that the rationale for Havering, Newham, Tower Hamlets and Barking and Dagenham to create a RAA was based on the existing adoption and consortium arrangements. It was proposed that the arrangements with other boroughs in the consortium would continue on an informal basis.

Gabby Lawlor, representative for UNISON, addressed the Board, during which she expressed concerns regarding the lack of engagement with trade unions. Staff had expressed that they had concerns that the proposed model would not be fit for purpose due to the lack of staff coverage across the four boroughs and believed that due diligence had not been completed. Furthermore, UNISON challenged the legality of transferring all staff onto Havering Terms and Conditions. UNISON requested that the business case be amended to reflect the outcome from Tower Hamlets decision dated 30 January 2019 and that the Cabinet report be either amended or that assurances be confirmed that engagement with stakeholders is genuine and that meaningful discussion is held with trade unions in advance of the formal TUPE consultation.

During debate, Members sought clarity on the practicalities, for instance, a Havering young person being adopted by a family in Tower Hamlets. It was explained that Havering would be the lead authority in the RAA and the hub would be based in the borough, with smaller hubs being situated in the other three boroughs. The proposal aimed to improve performance and the delivery of the service by creating three specialist teams and focusing on best practice in each area. It was becoming increasingly more difficult to match young persons with carers due to an increase in complexity of needs, sibling groups and Black and Ethnic groups and by creating a broader range of adopters would be a benefit to the proposal. Inter-agency fees for a child to be adopted range from £31,000 (basic) per child to £71,000 for child with complex needs, regionalised agency recruitment could potentially create significant savings, money of which would be reinvested into the service.

Members sought reassurance that the governance board would be monitored and were advised that it would be proposed that the project board chaired by the Director of Children's Services and constituted with representatives from the boroughs involved, would transition into the high level governance for the regionalisation. All adoption agencies were required to submit annual reports to the Overview and Scrutiny Sub-Committee and the Corporate Parenting Panels.

The vote for the decision as to whether to uphold or dismiss the call-in was carried by 8 to 7.

It was **RESOLVED** that the call-in of the Executive Decision dated 16 January 2019 be dismissed.

## 23   ESTABLISHMENT OF A TOPIC GROUP

The Board were requested to formally agree to the creation of a topic group to allow greater scrutiny of the customer complains procedure.

The Board **RESOLVED**:

1.   To agree to the formation of the topic group and sought volunteers to participate on the topic group.
2.   That an initial meeting of the topic group be convened with the objectives of the group's scope and meeting schedule for approval by the Board.

## 24   2019/20 BUDGET SETTING CYCLE

The Board were presented the Capital Strategy and Programme, the Treasury Management Strategy Statement 2019/20 and the 2019/20 Budget and 2019-2023 Medium Term Financial Strategy.

In July 2018 the Council had a budget gap for 2019/20 of £14.7m rising to £37.8m over 4 years.  The Council's Medium Term Financial Plan estimated the likely pressures which the Council could face over the next four years (including 2019/20) and had identified that the main pressures were in the following areas:

*   Central Government Cuts
*   Inflation
*   Demographic Pressures (Social Care and Homelessness)
*   Capital Financing Costs
*   Cost of Waste Disposal (East London Waste Levy)

In June and July, the Council identified over £7m of savings, of which over £3m of these savings would contribute to the 2019/20 budget. Every assumption in the Medium Term Financial Strategy was tested and updated to ensure the most accurate estimates were used.  The transformation programme was now fully underway and had already identified £18.5m of savings (£4.8m in 2019/20).

The Council undertook a comprehensive consultation process on the budget and the budget was updated to include Member priorities.  The regeneration programme was at the heart of the Council's plans and business cases were going to Cabinet in February 2019 and were fully incorporated in the financial planning.

The budget key headlines were:

*   A council tax increase of 3.5% council tax (1.25% for main Council services plus 2% Adult Social Care precept);

- £40 million over four years had been included in the revenue and capital budgets to improve roads and pavements;
- £400,000 to increase the frequency of street cleaning in residential streets;
- £11.9million to improve leisure facilities; £18.8million to expand school place; and
- £8.2million to improve neighbourhoods, build genuinely affordable homes and create jobs; and £250,000 to improve community safety through more effective use of CCTV.

Members were advised that key issues to consider on the budget gap in later years, particularly 2020/21 were:

- The new Spending Review was due to be implemented in 2019;
- The Council may be too pessimistic regarding the Fair Funding Review which distributed funding across local authorities;
- New savings proposals continued to be considered through the Transformation Programme; and
- The aim for future years was only to consider council tax increases to fund improved services.

The inevitable risks and uncertainties in planning beyond 2019/20 included:

- The potential implications from the change in relationship between the UK and EU;
- Changes in interest rates and inflation;
- Demographic Pressures;
- Spending Review 2019;
- Fair Funding Review;
- Adult Social Care Green Paper;
- Reform of Business Rates;
- Complexity of the Regeneration Programmes; and
- Future waste disposal arrangements.

During discussion, concern was expressed that the Fair Funding review would adversely impact on inner and outer London, upon which it was explained that the current proposals would affect the inner London boroughs.

The London Mayor was proposing an 8.9% increase in Council tax, which was higher than in recent years, due to the additional investment in crime, in particular front policing officers. The proposal was being scrutinised by the Greater London Authority.

Members suggested that the topic group on debt collection be reconvened and were advised that officers were not concerned regarding the 97% council tax collection rate, and there would be ongoing attempts after year end to collect any outstanding tax due.

Members raised concern regarding the risk of Brexit on the market value of properties and were reassured as Havering would become more connected to the South East which should secure property prices and that modest property prices had been built into business plans. The benefit of regeneration in the borough was that it would uplift property prices. However, the market would continue to be reviewed annually.

Members expressed concern of impact that business rates would have on the local economy and raised that importance of supporting the local businesses and the high street.

The Board requested that further detail on the CCTV expenditure be circulated Members.

The Board **RESOLVED to** consider, review and scrutinise the content of the three reports.

25    **CURRENT FINANCIAL MONITORING REPORT 2018/2019**

The Board received a report which sought to set out the current forecast outturn position for the Council's 2018/2019 revenue budget.

Members **RESOLVED** to note the current position.

_____

**Chairman**

**MINUTES OF A MEETING OF THE
OVERVIEW & SCRUTINY BOARD
Havering Town Hall, Main Road, Romford
5 March 2019 (7.30 - 8.45 pm)**

**Present:**

**COUNCILLORS**

| | |
|---|---|
| **Conservative Group** | Ray Best, +Michael Deon Burton, Robby Misir, John Mylod, Nisha Patel, Bob Perry and +Christine Vickery |
| **Residents' Group** | Ray Morgon and Barry Mugglestone |
| **Upminster & Cranham Residents' Group'** | Linda Hawthorn |
| **Independent Residents' Group** | Graham Williamson |
| **Labour Group** | Keith Darvill (Vice-Chair) |
| **North Havering Residents' Group** | Darren Wise (Chairman) |

Apologies were received for the absence of Councillors Philippa Crowder, Gillian Ford and Natasha Summers.

+Substitute members: Councillor Michael Deon Burton (for Judith Holt) and Councillor Christine Vickery (for John Crowder).

All decisions were taken with no votes against.

The Chairman reminded Members of the action to be taken in an emergency.

Prior to the meeting the Board placed on record their condolences to the families of former Councillor Clarence Barrett and also of Jodie Chesney who had been the fatal victim of a stabbing in the borough the previous weekend.

26    **DISCLOSURE OF INTERESTS**

There were no disclosures of interest.

27    **MINUTES**

The minutes of the Board meeting held on 8 January 2019 were agreed as a correct record and signed by the Chairman.

28    **QUARTER THREE PERFORMANCE REPORT 2018/19**

The report before Members set out the quarter 3 performance information that had previously been reported to Cabinet and the Overview & Scrutiny Sub-Committees.

Members noted that there were 7 indicators that were rated as Red. These included:

- % of stage 1 complaints closed in 15 days
- % of stage 2 complaints closed in 20 days
- % of housing repairs completed within the target timescale
- % of "I" calls responded to within target by the police
- % of "S" calls responded to within target by the police
- Number of obese children (4-5 years)
- Number of in-house foster carers

Members were advised that new complaint handling process was still a challenge hence the reason for the delay in the stage 1 and 2 complaint delays. The majority of the complaints were from Housing Service. The report highlighted the corrective action that was being taken to address the issues.

The Chairman of the Crime & Disorder Sub-Committee advised that the Sub-Committee had recently met with Havering BCU Commander Superintendent John Ross who had advised that the police were looking to improve response times and that extra officers had been deployed in the Upminster area.

Members noted the corrective action being taken to prevent obesity and were advised that a programme of educating children on healthy eating was in place.

Members advised that it may prove useful going forward if data trends were shown on a month to month basis.

In relation to the data provided the data particularly for Children's, Adults and Housing were statutory as part of service inspections.

Members were also presented with a brief overview of the Corporate Plan for 2019/20.

Members noted that there were four themes, these were:

- Communities
- Place
- Opportunities
- Connections

Members were advised that senior officers were meeting with Cabinet members on a weekly basis to shape and deliver the programme.

The Board **noted** the review performance and the corrective action that was being taken to improve this where necessary and also **noted** the overview of the Corporate Plan.

29 **OVERVIEW AND SCRUTINY SUB COMMITTEE/TOPIC GROUP UPDATES**

The report before Members summarised the recent work conducted by each Overview & Scrutiny Sub-Committee.

During the debate Members expressed concerns regarding to the effectiveness of the tri-borough policing arrangements in particular to response times, knife crime and modern day slavery. It was agreed that the Crime & Disorder Sub-Committee would forward Member's concerns and continue to monitor the situation.

Members also expressed a concern as to whether the borough's "*Living*" magazine adhered to the Code of Practice for Communications as there now appeared to be an "over emphasis" on the work of the Cabinet and little else.

The Board **noted** the summary.

 

**Chairman**

This page is intentionally left blank

**MINUTES OF A MEETING OF THE
OVERVIEW & SCRUTINY BOARD
Council Chamber - Town Hall
2 April 2019 (7.30 - 9.50 pm)**

**Present:**

**COUNCILLORS**

| | |
|---|---|
| **Conservative Group** | Philippa Crowder, Judith Holt, Robby Misir, John Mylod, Nisha Patel, Bob Perry, Viddy Persaud and Roger Ramsey+Christine Smith and +Ciaran White |
| **Residents' Group** | +Gerry O'Sullivan and Barry Mugglestone |
| **Upminster & Cranham Residents' Group** | Gillian Ford and Linda Hawthorn |
| **Independent Residents' Group** | Natasha Summers and Graham Williamson |
| **Labour Group** | +Tele Lawal |
| **North Havering Residents' Group** | Darren Wise (Chairman) |

Apologies were received for the absence of Councillors Ray Best, John Crowder, Ray Morgon and Keith Darvill.

+Substitute Members: Councillor Ciaran White (for Ray Best) Councillor Christine Smith (for John Crowder Councillor Gerry O'Sullivan (for Ray Morgon) and Councillor Tele Lawal (for Keith Darvill).

All decisions were taken with no votes against.

The Chairman reminded Members of the action to be taken in an emergency.

30 **DISCLOSURE OF INTERESTS**

4. CALL-IN OF A CABINET DECISION RELATING TO CHAFFORD SPORTS COMPLEX.
Councillor Viddy Persaud, Prejudicial, Requisitioned Cabinet decision relates to Member's portfolio.

5. CALL-IN OF A CABINET DECISION RELATING TO LONDON COUNTER FRAUD HUB.
Councillor Roger Ramsey, Prejudicial, Requisitioned Cabinet decision relates to Member's portfolio.

6. CALL-IN OF A CABINET DECISION RELATING TO LAND AT HALL LANE PITCH AND PUTT COURSE, UPMINSTER.
Councillor Roger Ramsey, Prejudicial, Requisitioned Cabinet decision relates to Member's portfolio.

31    **CALL-IN OF A CABINET DECISION RELATING TO CHAFFORD SPORTS COMPLEX**

The report before Members detailed the call-in of a Cabinet decision relating Chafford Sports Complex. A requisition signed by Councillors Durant and Morgon had called-in the Cabinet decision. The grounds for the call-in were as follows:

**I wish to call in the Chafford closure decision, because the gross disparity of funding in the leisure contract towards the south of the borough and the closure of Chafford will adversely impact on the users contrary to the statutory duty within the 2010 Equality Act. Also because the claimed "unaffordable subsidy" is a false claim as the money is available, which I have identified, see message below, which will be the basis for my call for the decision to be reversed.**

**Regards**

Dear All,

**"Unaffordable" £232,284 cost becomes £9,430 saving**

The Conservative Cabinet decision to close Chafford Sports Complex and evict the many and varied people using the centre due to an allegedly "unaffordable £232,284 subsidy" despite spending £28.8m upfront on a new Romford Leisure Centre and £millions more on new centres and facilities in Hornchurch and Harold Hill. Except its not unaffordable, they just want to close Chafford and use Rainham's £2m+ contribution to subsidies the 'borough-wide' leisure contract and boost figures at Sapphire.

According to the Chafford Sports Complex consultation document the average swim and gym attendance figures at Sapphire are less than Hornchurch and far less than Central Park.

**Chafford Sports Complex**

The March 13<sup>th</sup> Cabinet approved closing Chafford Sports Complex (item 6) due to the "unaffordable subsidy"! Even if we ignore the gross disparity of

funding in the 'borough-wide leisure contract', the unaffordable figure is wrong and the money has been found!

The Cabinet report says £50,000 has been set aside if required for a feasibility study into building a new centre in the south of the borough, £38,714 will still need to be paid for an additional 2 months to closing date on May 31st and I understand about £4,000 (x2) will be paid to two primary schools to help them relocate to Sapphire. This means once the "unaffordable £232,284" is reduced by (£50,000+£38,714+£8,000) it becomes an "unaffordable **£135,570** subsidy"

**London Counter Fraud Hub**

The conservative policy of making Havering part of a Greater London involves promoting mergers and joining pan-London bodies irrespective of the need to do so.

This was illustrated by the March 13th Cabinet (item 9) decision to join a "London Counter Fraud Hub" to deal with housing fraud. The report offered the option of waiting to gauge the success of the scheme first, but the Cabinet, ignoring lessons from the Tri-borough Policing, agreed to join and pay a **£75,000** joining fee and annual subscriptions of **£70,000**. The scheme offered forecast savings, but Havering has already conducted an extensive audit of council properties and PSL, so has little immediate need for the new anti-fraud "Hub". **This matters because delaying joining frees up £145,000 for other things.**

Namely if joining the "Hub" is delayed it means the **£145,000** can be used to help keep Chafford open and means rather than an "unaffordable **£135,570** subsidy" you get a welcome (£145,000 minus £135,570) **£9,430** saving.

Regards

PS. I have submitted a complaint that the closure decision is contrary to the statutory duty in the 2010 Equality Act.

Response from officers:

**"the gross disparity of funding in the leisure contract towards the south of the borough and the closure of Chafford will adversely impact on the users contrary to the statutory duty within the 2010 Equality Act"**

The requirement under section 149 of the Equality Act 2010 is to have "due regard" to the need to eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act and advance equality of opportunity and foster good relations between persons who share a protected characteristic and persons who do not. This is the public sector equality duty. The protected characteristics are
age, disability, gender reassignment, marriage and civic partnership,

pregnancy and maternity, race, religion or belief, sex and sexual orientation.

"Due regard" is the regard that is appropriate in all the circumstances and was a matter for Cabinet to decide. As a matter of law, as long as Cabinet was properly aware of the effects of its decision to cease funding for the community use of Chafford Sports Complex with effect from 1 June 2019 and took them into account, it properly discharged its duty.

In respect of this decision, the effects were set out in an Equality and Health Impact Assessment which was attached to the Cabinet report at Appendix E.

Cabinet's decision was also informed by a comprehensive public and stakeholder consultation process. The full consultation survey report was attached to the Cabinet report at Appendix B and a summary and analysis at Appendix C. Further, the consultation approach and responses were summarised and discussed conscientiously in the body of the report itself.

Cabinet therefore discharged the Council's public sector equality duty with great care and demonstrably.

***"the claimed "unaffordable subsidy" is a false claim as the money is available, which I have identified"***

SLM have indicated that if they manage and operate Chafford Sports Complex beyond the 1 June 2019 further investment will be needed. In fact, Section 1.6 of the Cabinet report states that "SLM have provided the Council with indicative essential maintenance costs to keep Chafford Sports Complex open for a further one year and a further three years from June 2019. To keep the whole complex open for a further year, the investment required would be an estimated £456,000, and for a further three years an estimated £577,000. To just keep the swimming pool open for either one year or three years, the estimated cost is the same at £375,000". This would be in addition to the £240,000 required in a management fee and utility costs paid by the Council under the Leisure Management contract.. All of this would need to be funded from Revenue, as the Council cannot invest capital funds in a site it does not own. Due to the change of ownership of the site and previous uncertainty around DfE permission for the Council to include Chafford Sports Complex in the leisure management contract, no revenue budget was created for the ongoing management of the centre. However, one off funding has been identified until the end of March 2019.

If funds were redirected as identified by the call in there would still be a significant shortfall as no funding has been identified for the essential maintenance of between £375,000 and £577,000.

If the £50,000 set aside to fund the feasibility study is spent on running the existing centre, there will be no funds available to develop the proposal for a new build.

As a point of clarity only £3-4,000 will be needed to fund relocation of primary schools swimming, rather than the £8,000 quoted in the call in.

*If "the "Hub" is delayed it means the £145,000 can be used to help keep Chafford open".*

The decision of whether to delay the London Counter Fraud Hub should be considered in isolation on the basis of the details contained within the report.

During the debate a requistioner of the decision felt that the decision was invalid under the Equality Act 2010 as a full Equalities Impact Assessment was required to be completed. The Member asked what disabled swimming clubs used the sports complex, how many clubs there were and what alternative facilities had been offered.

In response, the Cabinet Member for Public Protection and Safety stated that it was not her role to memorise the names of specific clubs. She was aware of the disabled swimming clubs involved and that they had happily moved to better facilities. The decision had not been made lightly and the Cabinet Member had assessed the position of disabled swimming clubs affected with officers.

A requisitioner felt that there was unequal funding allocated in the leisure contract to Chafford compared to the £29m spent on the Romford Leisure Centre. The Cabinet report only gave indicative costs of keeping Chafford open and the Member felt that Chafford should be kept open at least until the Hornchurch Sports Centre opened in 18 months time.

Although funding was available to support local primary schools with the relocation of their swimming lessons the requisitioner felt that these schools may still lose swimming times due to the longer journeys to get to the alternative facilities. There would also be costs to closure of the facility and the figures in the Cabinet report were wrong. The Leader of the Council reiterated that the Administration was committed to residents in the sough of e borough.

The Cabinet Member added that the Council was committed to investing in the south of the borough but it was not viable to invest in the 30 year old Chafford building and viable alternatives had been put forward for the swimming clubs that used the facility.

Officers added that Cabinet had discharged the Council's Public Sector Equality Duty and that the response to the consultation shown in the Cabinet report included a response from a swimming club. A Member added that, whilst the report did show the impact on disabled swimming clubs, residents continued to believe that Rainham was treated as a poor neighbour. The Cabinet member confirmed however that any new facility, if not built on a school site, would have a swimming pool and gym. Capital could not be put into the Chafford site as it was part of a school, meaning revenue was having to be spent on needed repairs.

Two local primary schools would incur costs of transferring swimming classes from Chafford to Sapphire. Officers confirmed that the Council had offered to pay these transport costs for the schools for the remainder of the school year. The schools would then be able to budget for transport costs for the following year. Only one of the affected had in fact taken up this offer thus far. Indicative travel times to get to alternative facilities were included in the Cabinet report although it was accepted these could vary.

Schools were given a choice of alternative leisure facilities and only four primary schools were being directed towards Sapphire. Several head teachers had indicated they preferred to use the Sapphire facilities.

A requisitioner added that the cost of the proposed closure of Chafford, once discounted, was in reality a subsidy. A delay to joining the London Counter Fraud Hub would allow Chafford to say open another year. At this point the Cabinet Member for Public Protection and Safety and all other Cabinet Members present left the Chamber.

The Board voted to dismiss the call-in by 9 votes to 7.

Councillors Wise, Smith, Perry, Patel, Mylod, Misir, Crowder, Holt and Best voted to dismiss the requisition.

Councillors Lawal, Summers, Williamson, Ford, Hawthorn, O'Sullivan and Mugglestone voted to uphold the requisition.

**RESOLVED:**

**That the requisition of the Cabinet decision dated 13 March 2019 be dismissed.**

32    **CALL-IN OF A CABINET DECISION RELATING TO LONDON COUNTER FRAUD HUB**

The report before Members detailed the call-in of a cabinet decision relating to London Counter Fraud Hub.

A requisition signed by Councillors David Durant and Ron Ower had called-in the Cabinet decision.

The reasons for the call-in were as follows:

I wish to call in Cabinet decision item 9 LCFH, because the scheme offers forecast savings, but Havering has already conducted an extensive audit of council properties and PSL, so has little immediate need for the new anti-fraud "Hub". This matters because delaying joining frees up £145,000 for other things.

When the Housing Revenue Account was restored to councils it transformed the housing department and an audit of council housing was progressed. Then after the PSL controversy, an audit of PSL is being undertaken. The housing audit would cover lawful occupancy and the one person discount. There is now small business rate relief across the board and so fraud is diminished as no one need claim. And again there was an audit of those eligible following a previous government grant to be awarded to small businesses. That is the council has made substantial progress on the audits to remove fraud in the areas covered by the proposed LCFH.

That is not to say we never join, it just means there is no immediate need to join this year. The report itself says we could delay to see how the scheme progresses first and says not all councils need join for it to get off the ground. Indeed the main argument in the report for joining this year was just to show solidarity with the rest of London. I.e. for political reasons, in keeping with council policy to make Havering part of a Greater London. However a greater political priority for delaying a year is the saved £145,000 helps keep Chafford Sports Complex open for another year.

Response from officers:

The audit of council properties and PSL was run for three years between 2015 and November 2018. This means that some of our housing stock have not been reviewed for three years so, therefore, the Council does not have up to date data regarding properties that may be allocated inappropriately.
The previous audit was not data led and was based on visiting each of our housing stock, so properties and individuals that pose a greater risk of fraudulent activity were not targeted. The LCFH will allow our data to be matched with third parties and other boroughs, so will allow us to focus on tenancies that appear to be potentially fraudulent, rather than diluting fraud resources on visits to properties which the data does not indicate fraudulent activity.
It should also be noted that the annual costs of the fraud hub are significantly less than the running costs of the tenancy fraud audit.
The fraud hub will also provide data matches for single person discount and business rate fraud, which could lead to significant savings to the Council.

A requisitioner felt that there was no immediate need to join the London Counter Fraud Hub and that the saving from not doing so this year could be put towards keeping Chafford Sports Complex open.

The Cabinet Member for Finance and Property responded that the Hub replaced the National Fraud Initiative and would allow the Council access data relating to Council housing fraud. Joining the hub would repay the associated admission costs due to the reduction of fraud that would result. Joining the scheme at a later stage would increase the joining fee and at least 26 council needed to join in order to make the scheme viable. Part of the costs were apportioned to the Housing Revenue Account and so could not be used to support Chafford. The Cabinet Member therefore felt it was sensible, pragmatic decision to join the London Counter Fraud Hub.

It was uncertain how many Councils had joined this far but the Cabinet Member expected that a number of other Council would join. The scheme had to hit its performance indicators or Councils could withdraw from it. The contract for the scheme was still being finalised between the Councils and CIPFA. Any changes to the contract would be reported to the Overview and Scrutiny Board and to Cabinet.

Expected results from the scheme were estimates based on results from past boroughs. Pilot boroughs were considered to be roughly comparable to Havering, once results had been averaged out and it was felt that the hub would provide a higher quality of referrals that the Council could investigate. More staff resources would be needed in the first year of operation due to the large amount of data matches that were expected from the hub initially.

The contract duration was seven years but reviews would be undertaken annually and officers were happy to bring these to the Overview and Scrutiny Board. There would be some developmental costs associated with the technology to identify different fraud types. This would be developed by the supplier over the life of the contract.

Potential savings could be made from the hub highlighting the risk status of properties and more time would be spent imputing in order to get the risk rating correct. Officers felt that the largest potential risk was of the data not being correct but the hub itself would drive this.

At this point the Cabinet Member for Finance and Property and any other Cabinet Members left the Chamber.

A requisitioner reiterated that the London Counter Fraud Hub did not have to be joined at this point and that the General Fund could be used to support Chafford Sports Complex.

The Board voted to dismiss the requisition by 10 votes to 6.

Councillors Wise, Lawal, Smith, Perry, Patel, Mylod, Misir, Crowder, Holt and C White voted to dismiss the requisition.

Councillors Summers, Williamson, Ford, Hawthorn, O'Sullivan and Mugglestone voted to uphold the requisition.

**RESOLVED:**

**That the requisition of the Cabinet decision dated 13 March 2019 be dismissed.**

33 **CALL-IN OF A CABINET DECISION RELATING TO LAND AT HALL LANE PITCH AND PUTT COURSE, UPMINSTER**

A procedural motion that, given the grounds of the requisition only made reference to the decision in respect of Hall Lane Pitch and Putt Course, that the debate and any subsequent vote on the requisition should relate to Hall Lane only. The procedural motion was proposed by Councillor Perry and seconded by Councillor Crowder.

The procedural motion was AGREED by 8 votes to 7.

Councillors Smith, Perry, Patel. Mylod, Misir, Crowder, Holt and C White voted in favour of the procedural motion.

Councillors Lawal, Summers, Williamson, Ford, Hawthorn, O'Sullivan and Mugglestone voted against the procedural motion.

Abstention – Councillor Wise.

**RESOLVED:**

**That the debate and any subsequent vote on the requisition should relate to Hall Lane only.**

The report before Members detailed the call-in of a Cabinet decision relating to land at Hall Lane Pitch and Putt Course, Upminster. A requisition signed by Councillors Ford and Morgon had called-in the Cabinet decision. The grounds for the call-in were as follows:

1. The Local Plan Map and Policy DC18 of the Core Strategy show the Hall Lane Pitch & Putt land being designated under the broad description of 'parks, open spaces, playing fields, allotments'.

2. The site has been excluded from the Playing Pitch Strategy and the 2016 Open Space Assessment. The site specific assessment by LUC (Oct 2016) identifies that there is a need and demand for a publicly accessible park and garden. It clearly states that the development of the site would be contrary to Policy 18 of the emerging Local Plan unless suitable equivalent or better quality provision is made in a suitable location. Why has the site been deliberately omitted and Policy 18 ignored?

3. As the site has not been declassified and the above applies. The land should have undergone a statutory consultation process to be disposed of as part of the draft Local Development Plan submission. Why has this not been undertaken?

4. The miniature pitch and putt site is surrounded by the Hall Lane Policy Area Zone B. Any development would impact on Policy Area Zone B. Why has this not been taken into consideration?

5. There has been no consideration or feasibility study of the retention of the site for public wellbeing. The nearest park is dedicated for sports activities. This site has other health benefits that have not been taken into consideration, for example social prescribing as part of Havering's strategy towards health prevention. Why?

6. Land disposal requires tree surveys to be undertaken. A tree survey has been undertaken of the site as part of planning application P0.248.19. Why has this survey been ignored as part of the sale, as there is a requirement to consider TPO's in accordance with the survey's findings?

7. Policy 18 of the Local Plan sets out (criteria (i)) "that the Council will continue to protect the boroughs designated open spaces from development". Why is this Policy not being adhered to?

8. No consideration has been given to Policy 30 Nature Conservation section iii with the commitment to preserving veteran trees. Why?

9. No consideration has been given to Policy 28 and the site as a heritage asset. Why?

10. No consideration has been given to Policy 29 protecting green infrastructure. Why?

11. No consideration has been given to Policies 33 on emissions. Why?

12. No consideration has been given to Policy 34 on air quality. Why?

13. Could you explain why there has been no public consultation on the sale of the land in respect to the residents gates leading onto the site, usage, rights of access without challenge from the local authority, afforded to them for over 20 years.

14. Contrary to planning application P0248.19 which suggests a percentage of the site to the front of the development would be retained for public open space, it is the intention for the site to be sold as a whole. Therefore planning application P0248.19 would not have any public open space, why?

15. The As part of application P0248.19, a land value statement was submitted. The BNP Paribas references the Council's CIL viability study for a greenfield classification of between £250,000 to £350,000 per hectare and they have used the mid-point of this range to generate a value of £1,066,000. This is the value the land would need to be offered for in order that the development can be viable. They go on to say that even at this level there is currently a projected deficit in value based on current returns and they are reliant on this area outperforming London trends, and on being able to minimise cost inflation, in order to return the payment in lieu of affordable

housing. This is a significant area of risk. The land value figure is £7.3m per hectare for residential land in Havering as reported in the GLA Economic Evidence Base for London 2016. Why the huge difference in land value figures?

Response from officers:

*No decision has been made on the disposal of the land .The Cabinet was recommended to:*

*(a) Agree, in principle, that the land referred to below is no longer required to be held for the purposes for which the Council presently holds it and that it should be appropriated to planning purposes with a view to its subsequent disposal in due course:*

*• Land at Gooshays Drive, Harold Hill*
*• Hall Lane Pitch & Putt Course, Upminster*

*(b)Authorise, for the purposes of (a) above and in accordance with section 122(2A) Local Government Act 1972 and section 233(4) Town and Country Planning Act 1990 that notices are placed in a local newspaper circulating in the area for two consecutive weeks expressing*

*(i)        an intention to appropriate the land to planning purposes; and*
*(ii)        an intention to dispose of the land following its appropriation.*

*(c)Consider any objections to the intended appropriation and/or disposal before a decision to appropriate or dispose is made.*

*(d)Agree, in principle, following its appropriation for planning purposes, to the disposal of the land referred to above subject to (b) and (c) above.*

*The Council's intention therefore, is for the Cabinet to consider all of the objections made, both to the appropriation and the disposal at another meeting before a decision is made on whether or not to proceed with the disposal.*

*Points 1,2,3,4,6,7,8,9,10,11,12,14 and 15 relate to planning considerations, which will be considered in due course as part of the process to determine the planning application, which has been submitted. The report indicates that the Council intends to see the land used for development subject to securing planning and other relevant consents.*

*The Cabinet did not decide on the merits or demerits of the planning application or planning position of the site as is shown in the above recommended decisions (a) to (d). It is considered that all the above points will be dealt with under the process of determining the planning application.*

*With respect to point Number 5, the site is considered to offer little value in the delivery of the Council's health and wellbeing policies. It is located in*

*one of the least deprived wards of the borough where physical activity rates are much higher than most deprived wards in the north (Gooshays and Heaton and the south (South Hornchurch)*

During the debate concern was expressed over the proposed loss of long standing green space and it was stated that the reference in appendix 2 of the report to Claremont Gardens should in fact read Holden Way.

Some Members felt that the maters raised in the grounds were relevant and did not simply relate to planning considerations.

The requisitioning Members felt that alternative uses of the land had not been considered and asked why a planning application had already been submitted. It was also felt by some Members that the proposal may be contrary to the Havering Local Development plan and section 123 of the Local Government Act 1972 which stated that land could not be disposed of for a level of consideration less than that which could be reasonably achieved.

In response, the Cabinet Member for Finance and Property stated that the call-in grounds were raising technical planning matters and that the Administration had sought to act in accordance with professional advice. The Council conducted a review every four years which sought to identify land holdings which were not being used appropriately.

A survey had found that the pitch and putt course was a poor asset, offering limited public access and was not viable as a golfing facility. This meant it did not meet the criteria for retention by the Council and Cabinet had therefore advised that the land should go forward for planning and consultation. An outline planning application was due for decision on 23 May and this would ;et residents know what was intended for the site.

The establishment of Mercury Land Holdings would allow the Council to ensure any development was in accordance with its intentions. The Cabinet Member added that the Council had never acknowledged any rights to access the land and that appropriation procedure overrode those rights in any case. It was accepted that the council was obliged to pay compensation if rights were overridden but this was unlikely to be a very high amount.

Officers added that the Cabinet decision was that of the landowner and that the site had been identified as being in surplus. The public would have the opportunity through the planning process to make any observations. The valuation of the land in the planning application would be assessed independently.

It was clarified that the ward covered by the decision was Cranham and that other options were not considered as no alternative use had been identified. It was clarified that the land was not a Green Belt site and that the Mayor of London wanted housing maximised in non-Green Belt locations such as this. It had not been necessary at this stage to undertake an Equalities

Impact Assessment. It was also felt that the submission of an outline planning application allowed people to have more details of what was being proposed.

Legal advice had been that the advertisement should make reference to a period of two consecutive weeks for people to object to the appropriation but any consultation period could be longer in length. It was considered unlikely that the concurrent running of the periods to object to the land appropriation and disposal would be liable to be challenged legally.

Advice from equality officers was included within the Cabinet report and an Equalities Impact Assessment would be carried out in due course. The Cabinet Member added that housing on the site would be in keeping with the surrounding area, in line with the indicative planning application. A Member pointed out that 12 of the 48 properties were expected to be rental properties but the Cabinet Member emphasised that Mercury Land Holdings as the vehicle to ensure the intentions of developers were carried out. Affordable housing in the development could potentially be provided on a different site.

The Cabinet Member confirmed that a full statutory consultation period would take place and emphasised that any related planning issues wold go forward in the planning application. The site was not considered by the Council to be a formal open space. A Member pointed out that the site had been classified as public open space in the 2009 Local Development plan and in the draft of the current Local Development Plan.

Officers added that asset management was an ongoing process and that there may be opportunities to bring other assets forward for disposal in the future. At this point the Cabinet Member for Finance and Property and all other Cabinet Member present left the Chamber.

The Board voted to dismiss the reqisition by 8 votes to 7.

Councillors Smith, Perry, Patel, Mylod, Misir, Crowder, Holt and C White voted to dismiss the requisition.

Councillors Lawal, Summers, Williamson, Ford, Hawthorn, O'Sullivan and Mugglestone voted to uphold the requisition.

Abstention – Councillor Wise

**RESOLVED:**

**That the requisition of the Cabinet Decision dated 13 March 2019 be dismissed.**

**Chairman**

**MINUTES OF A MEETING OF THE
OVERVIEW & SCRUTINY BOARD
Havering Town Hall, Main Road, Romford
28 May 2019 (8.00 - 9.00 pm)**

**Present:**

**COUNCILLORS**

| | |
|---|---|
| **Conservative Group** | Ray Best, Judith Holt, Robby Misir, John Mylod, Nisha Patel, Bob Perry, Christine Smith and Maggie Themistocli (Vice-Chair) |
| **Residents' Group** | Ray Morgon and Barry Mugglestone |
| **Upminster & Cranham Residents' Group'** | Linda Hawthorn and Christopher Wilkins |
| **Independent Residents' Group** | Natasha Summers and David Durant+ |
| **Labour Group** | Keith Darvill |
| **North Havering Residents' Group** | Brian Eagling+ |

Apologies were received for the absence of Councillors Darren Wise (+Brian Eagling substituting) and Graham Williamson (+David Durant substituting).

The Chairman reminded Members of the action to be taken in an emergency.

1  **DISCLOSURE OF INTERESTS**

4. CALL-IN OF A CABINET DECISION RELATING TO MOPAC PARTNERSHIP PLUS SCHEME FOR s92 POLICE OFFICERS.
Councillor Viddy Persaud, Prejudicial, Requisitioned Cabinet decision relates to Member's portfolio.

2  **CALL-IN OF A CABINET DECISION RELATING TO MOPAC PARTNERSHIP PLUS SCHEME FOR S92 POLICE OFFICERS**

The report before Members detailed the call-in of a Cabinet decision relating to the MOPAC Partnership Plus Scheme for s92 Police Officers. A requisition signed by Councillors Darvill and Morgon had called-in the Cabinet decision. The grounds for the call-in were as follows:

Please accept this notice to requisition the above decision made at Cabinet on 8th May 2019 (Agenda item 12) on the following grounds:-

1. There is a lack of clarity on how these police officers will be deployed, on what, together with how this will be decided and by whom.
2. There is a lack of clarity as to who employees and is accountable for these police officers.
3. There is a lack of confirmation that officers will not be abstracted elsewhere, in the same way as they do for DWO's.
4. There is a lack of confirmation on whether any funding has been obtained from any other local partners.
5. There is a lack of information on what are the Terms and Conditions of employing these officers, how will their work be measured from the rest of the enforcement team to show their effectiveness.
6. There is a lack of clarity on when the council's Enforcement Team restructure will be completed and where precisely the police officers will sit within it.
7. There is a lack of confirmation on how the results and performance of the Enforcement Team will be shown to members?
8. There is no copy of the proposed Letter of Intention included in the report.

Response by Officers to Requisition Grounds

**Overview and Scrutiny Call-in for MOPAC Partnership Plus Scheme for s92 Police Officers on 28th May 2019.**

1. **There is a lack of clarity on how these police officers will be deployed, on what, together with how this will be decided and by whom.**

   As detailed within the report should the Council make a commitment to the arrangements for the additional police officers the intention would be to co-locate them within the Enforcement Group. The introduction of a one Council approach to enforcement will ensure consistency and the effective use of resources to tackle crime and disorder issues for Havering. The deployment of these funded police officers (4 PCs and a sergeant in total) will determined by the Safer Havering Partnership priorities and Havering's Tactical Enforcement Group (TEG) which is a multi-agency group focused on tasking priorities on local anti-social behaviour and crime. This should also reflect and address the local safer neighbourhood issues including feedback from local residents and ward councillors.

2.  **There is a lack of clarity as to who employees and is accountable for these police officers**.
    The proposed s92 Police officers are employed by the Metropolitan Police Service on police terms and conditions. The accountability in terms of deployment of the resource is highlighted in the response above.

3.  **There is a lack of confirmation that officers will not be abstracted elsewhere, in the same way as they do for DWO's.**
    There are approximately 10 Public Order High Demand Days per annum, when these police officers will be required elsewhere. The costs have made provision for these expected abstractions and are incorporated within the rates. Should these officers be abstracted further than the agreement arrangements will be made to the refund the Council for these days/hours in accordance with the terms of the agreement.

4.  **There is a lack of confirmation on whether any funding has been obtained from any other local partners.**
    Opportunity to discuss this further with partners locally including the two Business Improvement Districts will be considered.

5.  **There is a lack of information on what are the Terms and Conditions of employing these officers, how will their work be measured from the rest of the enforcement team to show their effectiveness**.
    As stated before the terms and conditions of employing these S92 police officers is as per the MOPAC proposed agreement as per Appendix 1 is a letter to the Council explaining the proposed scheme. As already highlighted the work of the team will be determined by the priorities of the Safer Havering Partnership and Havering's Tactical Enforcement Group (TEG) which is a multi-agency group focused on tasking priorities on local anti-social behaviour and crime. Performance measure will be established to ensure the effectiveness of both enforcement of these wider enforcement group and these S92 Police officers, reported to Havering Community Safety Partnership periodically. The East BCU Commander will be involved in determining the effectiveness of these officers.

6. **There is a lack of clarity on when the council's Enforcement Team restructure will be completed and where precisely the police officers will sit within it.**

   The Councils enforcement restructure is currently being consulted upon with the intention of the new model in place from July/August 2019. The report highlights that the proposed S92 police officers will be located within the tactical team.

7. **There is a lack of confirmation on how the results and performance of the Enforcement Team will be shown to members**?

   The Enforcement Group is a newly formed team and therefore as highlighted above the performance and outcomes of the effectiveness of the team is still to be finalised which will be shared with members through existing arrangements Crime and Disorder Scrutiny Board the Environment Scrutiny Board.

8. **There is no copy of the proposed Letter Of Intention included in the report**.

   Attached for information

During the debate, officers clarified that the new Police Officers would be under the Council's direct supervision. Priorities would be intelligence-led with a focus on enforcement work within Havering. Governance would be via the Tactical Enforcement Group which was chaired by the Assistant Director. It was felt that the additional Police Officers would allow earlier intervention in problems, in addition to the functions of the existing Police.

The Leader of the Council added that details of the scheme were not officially received from the Mayor of London until 21 February and it was not therefore possible to include the proposals in the budget papers for full Council. Additional funding for the scheme had however been found through efficiencies.

Officers felt that, if employed correctly, the new Police team would more than pay for itself as well as send a positive message by seeking to reduce the impact of crime and anti-social behaviour in local neighbourhoods. The Leader of the Council added that the Council was not subsidising the Police and that the new officers would provide additional services to the current Police by for example engaging in more raids on landlords offering sub-standard accommodation.

The new officers would be line managed by a Metropolitan Police Sargeant but their work would be directed by the Council. A Member felt that the money involved did not represent good value and could for example keep Chafford Sports Centre open for a further year instead. The Leader of the Council disputed that this was the case and felt that is was right that the Council sought to address the rising fear of crime in Havering.

Some 75% of the salaries for the new officers would be funded by the Council. Costs of equipment, training etc were also included in what the Council would pay.

Priorities for the new Police Officers would be determined by a group of officers, based on Police data received. Police and Council officers would meet regularly to determine the top priorities. The Cabinet Member confirmed that all relevant partners were represented on the supervisory group. Further improvements to partnership working could also be considered.

It was confirmed that the effects of the new officers would be monitored closely by the Crime and Disorder Sub-Committee. It was correct that the Police Officers could be removed for up to 10 days per year in order to assist with major Police events in central London but this had been factored into the cost paid by the Council. The officers were ring fenced Havering, subject to strict contractual obligations and officers emphasised that the removal for 10 days was an absolute maximum period.

The new Havering Enforcement Model involved 12 Police Officers, each covering 1.5 wards. Information on which officers were located in which wards would be provided to Members by the end of July. The Tactical Enforcement Team would be a borough-wide daytime team focussing on Romford and the other town centre areas. It was also confirmed that the Strategic Intelligence Policy Hub would be located at River Chambers, with the Community Safety Team). The Cabinet Member added that she would encourage the reporting of anti-social behaviour to the Police via their website or the 101 telephone service as information would be passed through to the Supervisory Group.

Several Members were unhappy that some questions had not been answered during the meeting but the Chairman felt that certain questions had not addressed the grounds of the requisition.

A requisitioner felt that it was important that it was ensured that spending addressed the needs of the borough and that the report had been rushed. The requisition should therefore be upheld in order that Cabinet could give further consideration to the issue. A requisitioner further felt that it was not clear how performance of the Police Officers would be managed and the requisition should therefore be upheld.

At this point the Cabinet Member for Public Protection and Safety and any other Cabinet Members present left the meeting room.

The Board voted to dismiss the call-in by 9 votes to 7.

Councillors Best, Holt, Nisha Patel, Perry, Christine Smith, Mylod, Misir, Themistocli and Eagling voted to dismiss the requisition.

Councillors Morgon, Mugglestone, Hawthorn, Wilkins, Summers, Durant, and Darvill voted to uphold the requisition.

**RESOLVED:**

**That the requisition of the Cabinet decision dated 8 May 2019 be dismissed.**

 

 

**Chairman**

To MOPAC


[date]

<p align="center">**SUBJECT TO CONTRACT**</p>

Dear,

**Metropolitan Police Service PartnershipPlus Scheme - Letter of Intent**

Please accept this letter as our intention that the London Borough of { } wishes to enter into a three year agreement under Section 92 of the Police Act 1996 (Grant by Local Authority) with the Mayor's Office for Policing and Crime under the **PartnershipPlus Scheme**. However the London Borough of { } accepts that, as a result of this intention, the Mayor's Office for Policing and Crime is not obliged to accept this offer of a grant, nor is it obliged to provide all or some of the police resources requested.

The London Borough of { } agrees to provide the Mayor's Office for Policing and Crime with a Grant sufficient for the provision of {*Number*} funded police officers.

It is the belief of the London Borough of { } that the TUPE Regulations do not apply to transfer the employment contracts of any individual employed by the London Borough or any sub-contractor or agent engaged by the London Borough or any other individual to the Mayor's Office for Policing and Crime on the Start Date or at any time thereafter.

Yours sincerely


[Title]
On behalf of the London Borough of { }

This page is intentionally left blank

# Havering
### LONDON BOROUGH

| | |
|---|---|
| **OVERVIEW AND SCRUTINY BOARD** | 4th September 2019 |
| **Subject Heading:** | Quarter 4 Performance Report (2018/19) |
| **SLT Lead:** | Jane West, Chief Operating Officer |
| **Report Author and contact details:** | Sandy Hamberger, Assistant Director of Policy, Performance and Community (01708 434506) sandyhamberger@havering.gov.uk |
| **Policy context:** | The report consists of two appendices which set out Quarter 4 performance against each of the strategic goals in the Corporate Plan for 2018/19 (the Corporate Performance Report) and against the indicators selected for monitoring in 2018/19 by the six overview and scrutiny sub-committees. |
| **Financial summary:** | There are no direct financial implications arising from this report which is for information only. Adverse performance against some corporate performance indicators may have financial implications for the Council.

All service directorates are required to achieve their performance targets within approved budgets. The Senior Leadership Team (SLT) is actively monitoring and managing resources to remain within budgets, although several service areas continue to experience financial pressure from demand led services. |

| | |
|---|---|
| **Is this a Key Decision?** | No |
| **Is this a Strategic Decision?** | No |
| **When should this matter be reviewed?** | In line with the Board's terms of reference, the Corporate Performance Report will be brought to Overview and Scrutiny Board for review at the end of each quarter. |
| **Reviewing OSC:** | The six overview and scrutiny sub-committees each selected a basket of indicators to track performance against throughout the year, some of which are also reported in the Corporate Performance Report. |

**The subject matter of this report deals with the following Council Objectives**

Communities making Havering                                    [X]
Places making Havering                                              [X]
Opportunities making Havering                                  [X]
Connections making Havering                                    [X]

---

**SUMMARY**

---

The Corporate Performance Report provides an overview of the Council's performance for each of the strategic goals set out in the 2018/19 Corporate Plan and highlights good performance and potential areas for improvement.  As agreed in the Overview and Scrutiny Board terms of reference, the Corporate Performance report is presented for information as **Appendix 1**.

Also included, as **Appendix 2**, is an overview of the performance indicators that have been reviewed by the six overview and scrutiny sub-committees throughout 2018/19, some of which are also included in the Corporate Plan.

---

**RECOMMENDATIONS**

---

That Members of the Overview and Scrutiny Board:

> **Review** the performance set out in **Appendix 1** and **Appendix 2** and the corrective action that is being taken to improve this where necessary.

<div style="border:2px solid black; padding:10px; text-align:center;">

**REPORT DETAIL**

</div>

**Corporate Performance Report Quarter 4 2018/19 Summary**

1. For Quarter 4, a RAG status has been provided for 41 of 46 Corporate Performance Indicators and 9 of the 25 perception / engagement indicators.
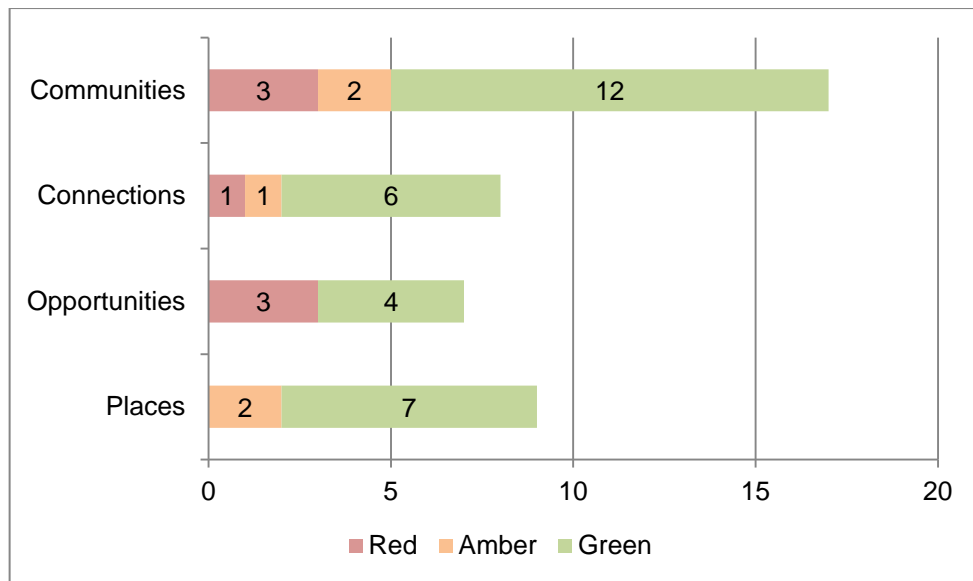


2. In summary, of those corporate performance indicators that have been RAG rated:

   - **29** (71%) have a **Green** (on track) status
   - **5** (12%) have an **Amber** status
   - **7** (17%) have a **Red** (off track) status

3. Of those perception / engagement indicators that have been RAG rated:

   - **1** (11%) has a **Green** (on track) status
   - **3** (33%) have an **Amber** status
   - **5** (56%) have a **Red** (off track) status

**Summary of Overview and Scrutiny Sub-Committees Performance Indicators Quarter 4 2018/19**
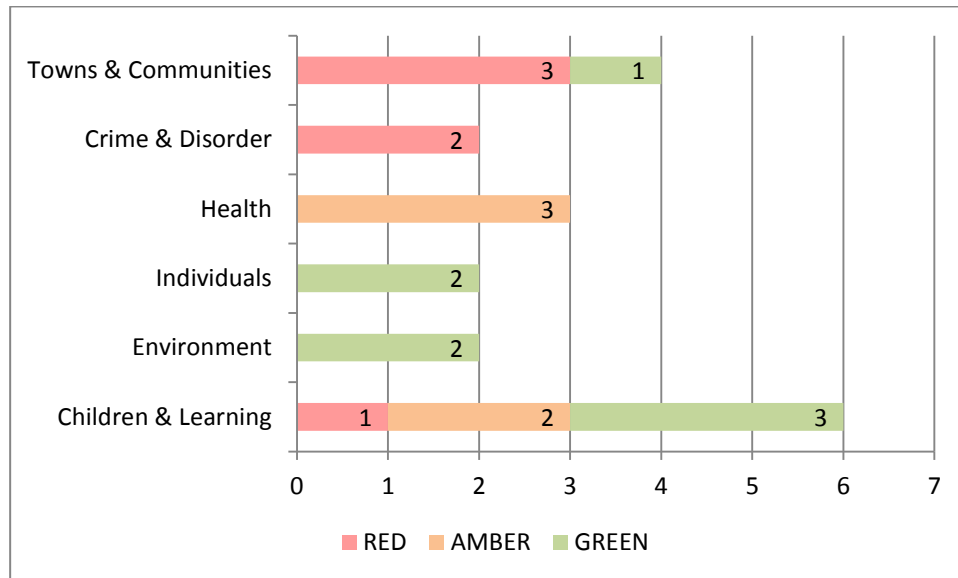


4. In total, 25 Performance Indicators have been included in the Quarter 4 2018/19 report. Of these, 19 have been assigned a RAG status.

5. In summary, of those PIs with a target set against them:

   - **8** (42%) have a RAG status of **Green** (on target).
   - **5** (26%) have a RAG status of **Amber** (off target but within the agreed tolerance)
   - **6** (32%) have a RAG status of **Red** (off target and outside the agreed tolerance).

6. The full Quarter 4 performance report is attached as **Appendix 2**.

## REASONS AND OPTIONS

**Reasons for the decision:** To provide Overview and Scrutiny Board Members with an update on the Council's performance during Quarter 4 of 2018/19.

**Other options considered:** N/A

## IMPLICATIONS AND RISKS

**Financial implications and risks:**

There are no financial implications arising from this report. Whilst it is expected that targets will be delivered within existing resources, it should be noted that adverse performance against some indicators may have financial implications for the Council. However, officers regularly review the level and prioritisation of resources required to achieve the targets agreed by Cabinet at the start of the year.

Robust ongoing monitoring is undertaken as part the established financial and service management processes and the Senior Leadership Team (SLT) is actively monitoring and managing resources to remain within budgets, although several service areas continue to experience significant financial pressures in relation to a number of demand led services such as housing and children's services and adults' social care. SLT officers are focused upon controlling expenditure within approved directorate budgets and within the total General Fund budget through the delivery of savings plans and mitigation plans to address new pressures that are arising within the year.

**Human Resources implications and risks:**

There are no Human Resources implications or risks arising directly from this report.

**Legal implications and risks:**

Whilst reporting on performance is not a statutory requirement, it is considered best practice to review the Council's progress against the Corporate Plan on a regular basis.

**Equalities implications and risks:**

The Public Sector Equality Duty (PSED) under Section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

(i) The need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
(ii) The need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
(iii) Foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

The following Performance Indicators rated as 'Red' could potentially have equality and social inclusion implications for a number of different social groups if performance does not improve:

- Pupil progress in 8 subjects, from the end of primary school to the end of secondary school ("Progress 8" score)
- % of looked after children who ceased to be looked after as a result of permanency (Adoption and Special Guardianship Order)

- Number of apprentices recruited in the borough
- Perception / engagement indicators: 'Strength of belonging to the local area', 'Respondents worrying about ASB' and 'Respondents worrying about Crime'.
- % of housing repairs completed within the target timescale
- % of "I" calls responded to within target
- % of "S" calls responded to within target
- Obese children (4-5 years)
- The number of instances where an adult patient is ready to leave hospital for home or move to a less acute stage of care but is prevented from doing so, per 100,000 population (delayed transfers of care)

While the perception and engagement indicators relate to issues that could affect the whole community, it is recognised that some social groups may be more disproportionately impacted than others. In addition to the mitigating action provided within the commentary, the Council's now formally adopted 'One Havering Community Cohesion Strategy' aims to further reverse the negative trend in this area and address residents' concerns around their sense of safety.

The commentary for each indicator provides further detail on steps that will be taken to improve performance and mitigate these potential inequalities.

## BACKGROUND PAPERS

None

# Quarter 4 Corporate Performance Report 2018/19

**Havering** LONDON BOROUGH

## RAG Rating

| | |
|---|---|
| GREEN | On or better than target / On track |
| AMBER | Worse than target but within target tolerance |
| RED | Worse than target and outside tolerance / Off track |

## Direction of Travel (DOT)

| | |
|---|---|
| ↑ | **Short Term**: Performance is better than the previous quarter / **Long Term:** Performance is better than at the same point last year |
| → | **Short Term**: Performance is the same as the previous quarter / **Long Term:** Performance is the same as at the same point last year |
| ↓ | **Short Term**: Performance is worse than the previous quarter / **Long Term:** Performance is worse than at the same point last year |

## Description

| | |
|---|---|
| Outturns reported cumulatively | **(C)** |
| Outturns reported as a snapshot | **(S)** |
| Outturns reported as a rolling year | **(R)** |

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Communities: Healthy and Active Lives** | | | | | | | | | | | |
| 1 | The number of people who die from preventable causes like deprivation, accidents, and air quality – but not related to clinical care, per 100,000 population (R) | Smaller is better | Better than England (Annual 3-year rolling period) (2015-2017 = 182 per 100,000 population | Similar to England (see comments) | 171 per 100,000 population (2015-2017) GREEN | - | N/A | ↓ | 163 per 100,000 population (2014-2016) | Data for this indicator is published for three-year rolling periods. The latest available data relates to the period 2015 - 2017. For this period, Havering's mortality rate from preventable causes (171/100,000, with a range of 161 - 182 per 100,000) was lower than the England average (182/100,000) but higher than the previous period (2014-2016). The observed rise from the previous period's rate of 163/100,000 is however not statistically significant.  2016-2018 data will be available in March 2020 so the England average shown here as a target is indicative only, as this too will change. Performance will be considered 'Similar to England' if the latest England average falls within Havering's latest range. | **Public Health** • Environment • Adult Services • Children's Services |
| 2 | % of people (aged 65 and over) who were still at home 91 days after discharge from hospital into reablement / rehabilitation services | Bigger is better | 88.4% | ±5% | 88.7% (GREEN) | - | N/A | ↑ | 88.2% | There has been an improvement in this indicator when comparing 2017/18 to 2018/19. During 2018/19 there were 195 service users over the age of 65 that went through reablement after a hospital stay during the reporting months. Of these, 173 were still residing in their own home 91 days later. | **Adult Services** |
| **Communities: A good start for every child to reach their full potential** | | | | | | | | | | | |
| 3 | Children looked after for at least 2.5 years and aged under 16 who have been in the same placement for at least 2 years | Bigger is better | 70% | ±2.5% | 72.5% (GREEN) | ↑ | 71.4% | ↑ | 61.0% | As at 31st March, 69 children have been LAC for at least 2.5 years and of these, 50 have been in the same placement for at least 2 years. A continued focus within the service on early permanence and on-going consideration of long term care arrangements has resulted in sustained improvement during 2018/19. Performance is also better than statistical neighbour and England averages based on the latest available benchmarking. | **Children's Services** |
| 4 | School readiness - % of children achieving a good or better level of development at age 5 (EYFSP) | Bigger is better | 74% | ±3% | 72% (2017-18) AMBER | → | 72% (2016-17) | ↑ | 71% (2015-16) | Standards for children in reception classes (five year olds) in Havering were average when compared to all children in England in 2018. This is measured by assessing if children have reached a "Good Level of Development", which covers a very wide range of areas such as speech, reading, maths, and such things as physical development and social interaction. The proportion of children achieving a Good Level of Development (GLD) in Havering remained at 72% in 2018 – exactly the same as the national average. | **Learning & Achievement** • Children's Services |
| 5 | % of children in good or outstanding schools | Bigger is better | 84% | ±1.5% | 87.8% (GREEN) | ↑ | 85% | ↑ | 82% | 11 schools have been inspected since December 2018. All of these received a 'Good' judgement, with 2 Primaries improving their rating from 'Requiring Improvement' (RI). | **Learning & Achievement** • Children's Services |

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 6 | Pupil progress in 8 subjects, from the end of primary school to the end of secondary school ("Progress 8" score) | Bigger is better | -0.02 (National State-Funded ave.) | +/- 0.05 | -0.09 (AY 2017/18) RED | ↓ | -0.08 (AY 2017/18) | ↓ | -0.04 (AY 2016/17) | Progress 8 is a measure of the progress children make between the end of primary school and the end of secondary school. Final Progress 8 figures for the 2018 academic year were published in January and while Havering has seen a slight drop on the previous academic year, the England average has improved slightly.

The Council will continue to work closely with the office of the Regional Schools Commissioner, and the Havering Learning Partnership (all secondary schools) to take forward school improvement strategies. With all secondary schools now having academy status, our ability to affect outcomes is very much limited to an influencing role. However, through the local authority Quality Assurance process, schools causing particular concern can be targeted for intervention from the relevant Academy Trust. | **Learning & Achievement** • Children's Services |
| 7 | % of looked after children who ceased to be looked after as a result of permanency (Adoption and Special Guardianship Order) | Bigger is better | 27.5% | ±10% | 13.8% (RED) | ↓ | 14.0% | ↓ | 26.4% | Within the fourth quarter, a further 5 children ceased to be looked after as a result of permanency, giving us a provisional outturn for the year of 14%, which is some way below the annual target of 27.5%. Over the last two years, the service has worked to improve the tracking of children coming through for permanence; however over the same period we have seen the overall LAC cohort become increasingly older and therefore adoptions are less common. Courts are continuing to favour SGO as a permanence option for children, impacting on the number of placement orders being granted but the 26 week timescale for court proceedings is not being consistently met, which has an impact on this indicator. At the same time the service is being more robust in its assessments, which is also resulting in fewer SGOs being granted. This indicator fluctuates from between years according to the care plans for the cohort of LAC at that time, and the average performance over the last three years is 17.9%, which will be considered when setting a target for 2019/20. It is worth noting that this indicator does not take into account children who return home, which can be another | **Children's Services** |
| 8 | % of Havering parents receiving an offer of their first preference **primary** school | Bigger is better | 87% | ±2.5% | 87.5% (GREEN) | - | N/A | ↓ | 88% | Havering has once again achieved strong performance in relation to the percentage of parents receiving an offer of their first preference school. For primary schools we have comfortably met the target set. | **Learning & Achievement** • Children's Services |
| 9 | % of Havering parents receiving an offer of their first preference **secondary** school | Bigger is better | 80% | ±2.5% | 76.7% (RED) | - | N/A | ↓ | 79% | For secondary schools, while we have seen a slight reduction on the previous year and not met the challenging target we set ourselves, our performance remains the highest in London. | **Learning & Achievement** • Children's Services |

**Communities: Families and communities look after themselves and each other**

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 10 | Carers receiving a needs assessment or review and a specific carer's service, or advice and information (rate per 100,000) | Bigger is better | 600 | ±10% | 639 (GREEN) | ↑ | 444.5 | ↑ | 570.6 | There has been an increase in the number of carers assessed, both between Quarter 3 and Quarter 4, and also when compared to 2017/18. During 2017/18, 1125 carers were assessed compared to 1274 in 2018/19 - an increase of 13%. | **Adult Services** |
| 11 | Number of volunteers supporting Council services | Bigger is better | 1,129 | ±10% | 1286 GREEN | ↑ | 1,124 | ↓ | 1,333 | The number of volunteers supporting services across the Council is above target. This PI counts the number of volunteers who assist in Libraries, Youth Services, Health and Wellbeing, the London Youth Games, Housing Services, Community Clean-ups, as active members of a Friends of Park group, and in the Early Help Service. | **Policy, Performance and Community** • Culture and Customer Access • Housing • Children's Services • Environment |
| 12 | Residents reporting improved wellbeing, social inclusion and resilience as a result of support from preventative services | Bigger is better | N/A | N/A | 87.5% | - | N/A | - | N/A | This is a new indicator, developed by the Joint Commissioning Unit with newly commissioned providers, whose contracts commenced in February. The outturn of 87.5% is the combined response of those who agreed or strongly agreed with statements relating to three key outcome measures (wellbeing, social inclusion and resilience). | **Adult Services** • JCU |

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Communities: Supporting vulnerable residents in our communities** | | | | | | | | | | | |
| 13a | % of care leavers (aged 19-21) in suitable accommodation | Bigger is better | 95% | +/-5% | 96.2% (GREEN) | ↓ | 97.2% | ↑ | 87% | Performance during the fourth quarter has dropped slightly compared to quarter 3 but remains above target. The reduction is primarily due to a cohort of young people who are in custody, and a smaller number of young adults who are not using their placements and have chosen to reside with family members / friends.<br><br>It should be noted that figures reported during the year relate to only those young people within the 19-21 cohort with whom the service is in touch. For our annual statutory reporting, we are also required to include those who have chosen not to remain in touch, which has a negative impact on the percentage. This data is still being verified but provisional figures indicate a reduction on 2017/18 performance due to a larger 'not in touch' cohort, as well as the reasons outlined above. | **Children's Services**<br>• Policy, Performance and Community |
| 13b | % of care leavers (aged 19-21) in education, employment or training | Bigger is better | 60% | +/-5% | 63.5% (GREEN) | ↑ | 59.4% | ↑ | 50% | The percentage of care leavers in education, employment or training increased further in the fourth quarter to 63.5%. There remains a high number of young people with multiple complex needs, and some of the specific reasons for young people not being in work include mental health and parenthood. The service continues to explore the childcare support that can be provided to allow young parents to enter employment or education. A Department of Work And Pensions (DWP) project also looked at pre-employment preparation with a specific cohort of care leavers.<br><br>As with the indicator on suitable accommodation, the inclusion of care leavers with whom we are not in touch will reduce the annual percentage; however provisional figures indicate that the outturn will be higher than in 2017/18 and better than the London average. | **Children's Services**<br>• Policy, Performance and Community |
| 14 | The proportion of repeat victims of domestic abuse (DA) (C) | Smaller is better | 27% | ±5% | N/A | - | 38.32% | - | 38.92% | Data for Quarter 4 reporting has not yet been released by The Police / The Mayor's Office for Policing And Crime (MOPAC) | **Environment**<br>• Adult Services<br>• Children's Services |
| | Percentage of homeless preventions and reliefs (homelessness resolved without the provision of temporary accommodation) | Bigger is better | 70% | ±0% | 72.67% GREEN | ↓ | 75.79% | - | NEW | Increase in prevention activity (higher figures) means that families can remain in their accommodation or move into alternative accommodation before they become homeless. Therefore, the need for temporary accommodation (TA) which can be costly and unsuitable is reduced. | **Housing** |
| 16 | Rate of permanent admissions to residential and nursing care homes per 100,000 population (aged 65+) | Smaller is better | 660 | ±5% | 601.1 (GREEN) | ↓ | 424.4 | ↓ | 519 | There has been a decrease in outturn for this indicator. During 2017/18 there were 240 new admissions of service users over the age of 65 into long term care homes, increasing to 279 in 2018/19. This is however still an improvement when compared to 2016/17 when there were 321 admissions, and our target for 2018/19 has been achieved. The average age of admission in 2018/19 was 86 years. | **Adult Services** |
| 17 | Number of adults and older people who can choose how their support is provided to meet agreed health and social care outcomes in the year (self-directed support) | Bigger is better | 95% | ±5% | 97% (GREEN) | ↑ | 95.3% | ↑ | 95.3% | There has been a further improvement in this indicator in the final quarter of the year. During 2017/18, 95.3% of service users received their long term services via self directed support, increasing to 97% in 2018/19. This equates to 1843 service users receiving Self Directed support as at 31st March 2019, (the figure at the same point last year was 1875). | **Adult Services** |

Page 41

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 18 | The number of instances where an adult patient is ready to leave hospital for home or move to a less acute stage of care but is prevented from doing so, per 100,000 population (delayed transfers of care) | Smaller is better | 95% | ±10% | 7.3 (AMBER) | ↑ | 7.4 | ↓ | 5.5 | There has been an improvement from Quarter 3, when there was an average of 7.39 delays, reducing to 7.28 in Quarter 4. Performance has decreased since 2017/18 when there were 5.46 delays per 100,000. The vast majority of delays are in the acute sector and are affected by, and the responsibility of Health. This is a Better Care Fund Indicator and the JAD service will continue to work with BHRUT Health colleagues to improve the outturn for this indicator in 2019/20. Within BHRUT, an action plan is in place which covers: ambulance conveyances; community capacity; hospital flow; out flow; and frailty. | **Adult Services** |
| 19 | Residents reporting good outcomes from their community service (home care service) | Bigger is better | N/A | N/A | 85.3% | - | N/A | ↓ | 85.6% (2017/18) | The Homecare survey showed overall satisfaction for 2018-19 to be 85.3% (the percentage rating their service as either very good or good).  This year we expanded the scope of the survey to include residents receiving care with homecare providers outside of the contract framework.

More residents rated their homecare service as 'very good' this year, with performance at 50.5% compared with 42.1% last year. | **Adult Services** • JCU |
| Connections: A digitally enabled borough | | | | | | | | | | | |
| 20 | Improved Socitm score for the www.havering.gov.uk website | Bigger is better | 3 | N/A | 3 GREEN | ➡ | 3 | ➡ | 3 | Despite retaining a 3 Star rating from 2017/18, our direction of travel is still one of continued improvement as we moved from a score of 9 out of 16 to 13 out of 16 for online tasks (the user journey across pages to complete a transaction).

Current SOCTIM testing rules mean a final accessibility test that would give sites enough 'points' to reach 4 star status is only open to members. It is not clear if that scoring system will be in place for 18/19 ratings, results of which will be published in June 2019. | **Culture and Customer Access / Transformation** • OneSource (ICT) |
| 21 | Avoidable customer contact for Customer Services (S) | Smaller is better | 20% | ±5% | 14.43% GREEN | ↓ | 13.14% | ↑ | 15.61% | Owing to the increased seasonal demand, avoidable contact rose slightly on the previous quarter. The main reason is in relation to call backs and expected visits/repairs not being carried out. Work is being undertaken to try to reduce the number of "call back requests" received for some Services by trying to resolve the matter at the first point of contact whilst other avoidable contact is owing to delays caused by Contractors not keeping residents up to date. | **Culture and Customer Access / Transformation** • OneSource (ICT) |
| 22 | Call abandon rates (contact centre) | Smaller is better | 10% | ±5% | 9.38% GREEN | ↓ | 8.73% | ↑ | 9.78% | Despite increased demand caused by seasonal demand and in particular March with annual Council Tax, Benefits and Rent Billing exercises taking place the target of 10% was still exceeded. | **Culture and Customer Access / Transformation** • OneSource (ICT) |
| Connections: Capitalising on our location and connectivity | | | | | | | | | | | |
| 23 | Delivery of public realm improvements at the borough's three Crossrail stations | N/A | Improvements delivered | N/A | On Track GREEN | ➡ | On Track | ↑ | Off Track | Crossrail Comlementary Measures (CCM) programme is on track and is RAG status green.  Romford CCM is complete with full spend achieved.  Gidea Park CCM work commenced in September 2017; Northern and Southern footpath repaving is complete.  Rain garden has been built and planting works complete.  All trees have been removed completely and tree pits (rings) have been installed; trees planted in Crossways.  Planting works completed in Chalforde Gardens.  A webpage for Gidea Park CCM is live on the Havering website.  Crossrail have informed us that the Temporary Ticket Office removal date has been moved to January 2019.  Harold Wood phase 1 of works have been completed (works to widen zebra crossing). Marlborough are on site at Harold Wood, and works commenced in October 2018. Kiosk is due to be installed 12th March 19, which will unlock the ability to complete further work. | **Development** |
| Connections: Fast and accessible transport links | | | | | | | | | | | |
| 24a | Improve air quality in the borough by reducing the level of NO2 | Smaller is better | 40 µgm-3 | ±0% | Battis: 71.7 (2017) RED | - | N/A | ↓ | Battis: 69.1 (2016) | Air quality monitoring and reporting against air quality objectives are undertaken based on a calendar year, in line with GLA guidance.

Monitoring results are reflecting an increasing trend of NO2 levels at some locations. The data is being reviewed to ascertain why.  Short-term trends can be affected by local weather conditions.  The Air Quality Action Plan (AQAP) is now implementing actions to improve local air quality such as tree planting, improving our own fleet and working with schools and business to develop sustainable travel plans. | **Environment** • Development |
| 24b | | | | | Langton's: 20.1 (2017) GREEN | - | N/A | ↑ | Langton's: 26.0 (2016) | | **Environment** • Development |

Page 42

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Connections: Access to jobs and opportunities** | | | | | | | | | | | |
| 25 | Proportion of adults in contact with secondary mental health services in paid employment | Bigger is better | 8.6% | ±5% | 10.6% (GREEN) | ↑ | 9.7% | ↑ | 8.5% | There has been an improvement for this indicator in 2018/19 compared to 2017/18. At the end of March 2019 there were 50 people in employment, compared to 45 in 2017/18. | **Adult Services** • Policy, Performance and Community |
| 26 | Proportion of adults with learning disabilities in paid employment | Bigger is better | 8.0% | ±5% | 7.7% (AMBER) | ↑ | 4.1% | ↓ | 8.1% | There has been a slight decrease in the outturn for this indicator. During 2017/18 there were 42 service users with a learning disability in paid employment and we remained above the London average for this indicator. During 2018/19, there were 40 service users in paid employment. It is important to note that this indicator only monitors service users with a learning disability receiving a service and in paid employment. It does not take into account those service users with LD in voluntary employment or individuals with a learning disability who are in paid employment but who do not receive a service from Havering Adult Social Care. The Community Learning Disability Team will be working with colleagues in Havering Works to drive improvements in this area. | **Adult Services** • Policy, Performance and Community |
| **Opportunities: First class business opportunities** | | | | | | | | | | | |
| 27 | Number of jobs created and safeguarded through Economic Development's London Riverside Programmes | Bigger is better | TBC | ±10% | N/A | - | N/A | - | N/A | This indicator remains in development. | **Regeneration** • Policy, Performance and Community |
| 28 | Number of investment enquiries to the Borough converted into a new business or expansion (C ) | Bigger is better | 50 | ±10% | 86 GREEN | ↑ | 61 | ↓ | 101 | The number of investment enquiries to the borough converted into a new business or expansion has achieved the year end target | **Regeneration** • Communications |
| **Opportunities: High-quality skills and careers** | | | | | | | | | | | |
| 29 | Number of apprentices (aged 16-18) recruited in the borough | Bigger is better | 800 (August 2017 to July 2018) | ±10% | 610 (RED) | - | N/A | ↓ | 690 (2016/17) | Final figures for 2017/18 are now available and these confirm a slight dip when compared to 2016/17, with 610 apprenticeships starting. The target of 800 was somewhat ambitious in light of the impact from the introduction of the apprenticeship levy: the National Audit Office has reported seeing a 26% drop in the number of apprenticeship starts between 2015/16 and 2017/18. It was also reported that only 9% of levy paying employers used the levy to pay for new apprentices in 2017/18, compared to the DfE projection of 13%. Many employers are struggling to recruit to roles due to the lack of approved standards available, and an increasing number of small and medium sized enterprises are not engaging as a result of the 10% contribution to the training costs. Employers have found the transition from provider-led to employer-led funding complicated and resource intensive, and are feeding back they do not have the knowledge and expertise to deliver administration of the apprenticeship levy. In the above context, Havering has seen an increased level of interest in apprenticeships amongst our young residents as a post-16 option. Data from the national NEET & Not Known Scorecard for October 2018 shows that the percentage of 16-17 year olds participating in apprenticeships was 9.1% in Havering, compared to a national average of 5.9%. | **Learning & Achievement** • Policy, Performance and Community |
| 30 | Number of apprentices (aged 19+) recruited in the borough | Bigger is better | 1,340 (August 2017 to July 2018) | ±10% | 1100 (RED) | - | N/A | ↓ | 1320 (2016/17) | For the 19+ cohort, final 2017/18 figures confirm a performance of 1,100 starts against the target of 1,340. As outlined above, the introduction of the apprenticeship levy has seen a decline in the number of apprenticeship starts nationally and Havering has also seen a slight dip in the number of starts in 2017/18 compared with 2016/17. | **Learning & Achievement** • Policy, Performance and Community |
| 31 | % of 16-18 year olds who are not in education, employment or training or not known (S) | Smaller is better | 3.5% | ±5% | 3.1% (GREEN) | ↑ | 3.6% | ↑ | 3.5% (2017/18) | The percentage of 16-18 year olds who are not in education, employment or training (NEET), or not known was recently confirmed as 3.1% for 2018/19. This performance is better than both the England average of 5.5% and the London average of 4.8%, and places us in the top quintile. The continued focus on tracking and reporting on the age 16-18 cohort has delivered successful outcomes and the targeted work carried out by Prospects Personal Advisors in supporting NEET learners has resulted in improved participation. The LA's high performance of 98.6% for the September offer (which ensures all Year 11 learners have an offer of a place before leaving school) and achieving 98% on the Activity Survey have both contributed to the low NEET & Not Known performance in | **Learning & Achievement** • Policy, Performance and Community |

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Opportunities: Dynamic development and infrastructure** | | | | | | | | | | | |
| 32 | New Hornchurch Sports Centre planning application approved and contract awarded to build the new centre | N/A | Timescale achieved | N/A | On Track GREEN | → | On Track | → | On Track | The 'breaking ground' ceremony took place on 6 February 2019. Constuction is progressing to schedule and remains on track for a September 2020 opening of the new sports centre. Demolition of the existing centre will commence once the new centre is open. | **Culture and Customer Access** |
| **Opportunities: A thriving local economy** | | | | | | | | | | | |
| 33 | The number of businesses expressing an interest to relocate to the Borough with a turnover of £10m+ or international recognition. | Bigger is better | 150 | ±10% | 17 RED | ↑ | 16 | ↓ | 31 | To date, 17 enquiries have been received from businesses with a turnover of £10m+ or international recognition expressing an interest in the borough. This target is not realistic, principally because the borough does not currently have sufficient high quality commercial property, particularly of significant size. The service is currently working on a Economic Development Strategy and through this we should agree the level of ambition in relation to the level of intervention in the property market, and develop an offer we can promote through inward investment and marketing. | **Regeneration** • Communications |
| 34 | Proportion of businesses showing employment growth | Bigger is better | 83,830 (+1% growth) | ±10% | 84,000 (2017) GREEN | - | N/A | - | 82,000 (2016) | This indicator measures the total employee count in Havering and is only available annually using Business Register and Employment Survey data. The data for 2017 has been released. However the methodology of counting employees has changed and therefore the previous (2012-2015) data is not comparable. Solely PAYE based businesses are now included in the count. The new methodology has been applied to 2015 data so it is possible to use this as a baseline and continue to set a target of 1% growth for this year. The target for 2016 and 2017 has been exceeded. A new growth strategy for the council is in development and will include an employment growth target. | **Regeneration** |
| **Places: A clean, safe environment for all** | | | | | | | | | | | |
| 35 | The number of burglary offences (C) | Smaller is better | 1,812 | ±5% | 1849 AMBER | ↓ | 1,411 | ↑ | 2,310 | This financial year has seen a massive reduction of 19% in the number of burglary offences reported. Havering as a borough has performed better than London as a whole which saw a 4.7% increase in offences. Gooshays ward saw the biggest decrease in offences of 45%. The Met Police will continue to roll out Met Trace across the Borough in hot spot areas. A number of Communication campaigns are in development for 2019-20. | **Environment** |
| 36 | The level of waste per head of population presented to the East London Waste Authority (ELWA) (C) | Smaller is better | 441.01 kg per head | ±0% | 423.94kg per head GREEN | - | 326.84kg per head (provisional) | ↑ | 436.07kg per head | Performance this Quarter is below target, which in this instance is a positive result and is also an improvement on the comparable Quarter last year (436.07). This PI measures the total waste delivered to the ELWA. This includes collected household waste, waste from the reuse and recycling centre and municipal waste from Highways and Parks management activities. Various waste prevention campaigns focusing on home composting, reuse, and Love Food Hate Waste, along with receiving funding from the LGA to commission a piece of work on investigating behavioural change have contributed towards this target. We are also reviewing operations in Highways and Grounds Maintenance to reduce waste and, with ELWA, continue to review policies to prevent commercial waste entering the domestic waste stream at the household reuse and recycling centre. Without restrictions on the amount of waste we collect through the household waste collection service containing and reducing tonnages is very challenging and relies on attitudinal change. | **Environment** • Communications |

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 37 | The number of non-domestic violence with injury offences (C) | Smaller is better | 1,311 | ±5% | 1261 GREEN | ↓ | 948 | ↑ | 1,296 | Non-DA Violence with injury saw a 4% reduction in the number of offences reported compared to the last financial year and again performed better than London overall which saw a 0.2% increase in the number of offences.  Romford continues to be a hotspot for violent crime and work in 2019 -20 will see a continued focus of partnership work in hotspot area | **Environment** • Children's Services (YOS) • Culture and Customer Access (Youth Services) |
| 38 | The number of anti-social behaviour (ASB) offences (C) | Smaller is better | 6,100 | ±5% | 4,482 GREEN | ↓ | 3,907 | ↑ | 5,368 | ASB again has seen positive performance in 2018/19 with a reduction of 4% compared to the last financial year. London overall saw a slightly increase of 0.4% in the number of ASB incidents reported.  The Enforcement restructure has launched and will see an increase focus on environmental crime and ASB. | **Environment** • Children's Services (YOS) • Culture and Customer Access (Youth Services) |
| 39 | Local Plan progressed and successfully adopted in accordance with the timeframe set out in the Local Development Scheme (LDS) | N/A | Timescale achieved | N/A | Off Track AMBER | ↓ | On Track | ↓ | On Track | Local Plan Examination was held between 9th and 19th October. There were some follow up actions required, post the examination, concerning housing, Gypsy and Travellers and parking.  All additional details in response to these actions have been submitted to the Inspector in advance of the reconvened examination which is scheduled for 29th and 30th May.  The Inspector has since issued her Revised Issues and Matters document with a deadline of 16th May set for the Council's response. | **Planning** |
| 40 | Making Safeguarding Personal: % of cases where desired outcomes were expressed and these were either partially or fully met | Bigger is better | 90% | ±5% | N/A | - | 93.3% | - | 96.1% | Data will not be available until early June due to statutory reporting timescales. | **Adult Services** |

**Places: High-quality homes**

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 41 | % of council homes that meet the decent homes standard which ensures standards of fitness, structure, energy efficiency and facilities in council properties. | Bigger is better | 98% | ±0% | 99.2% GREEN | ↑ | 95.06% | ↓ | 99.8% | The year-end outturn for 2018-19 shows that 99.2% of homes (8549 of 8618) are of a decent standard.

A review of the Keystone database was undertaken in September 2018 and due to this a number of properties were identified as non-decent which corrected a number of anomalies within the database and resulted in an increase in the number of non-decent homes. It was anticipated that these issues would be addressed throughout the year and the target was achieved by the end of the financial year.

There was a delay in commissioning the full Kitchen and Bathroom programme due to a commitment to offer a portion of the programme to our responsive maintenance contractor (Breyer). Works was started on the kitchen and bathroom programmes and the programme was prioritised in order for properties to be completed before the year end.

An external decorations programme was completed and the validation surveys were undertaken on roofs and external decorations to identify non-decent properties for 2019-20 programme. Due to these surveys some elements were identified as having an extension of life which for some elements (in particular roof structures and coverings) had been indicated by Keystone as being non-decent.

The 2018-19 year-end target has been slightly exceeded and the continuing validation surveys will allow the decent homes programmed works to maintain or even exceed the target level set for 2019-20. | **Housing** |

**Places: Award-winning parks and open spaces**

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 42 | % of parks supported by a "Friends" group | Bigger is better | 17% | ±0% | 21% GREEN | → | 21% | → | 21% | 21 out of 100 parks and green spaces continue to be supported by 17 Friend Groups | **Environment** • Policy, Performance and Community |
| 43 | Number of Green Flag Awards | Bigger is better | 14 | ±0% | 14 GREEN | ↑ | 13 | ↑ | 11 | The Green Flag Award is the benchmark national standard for publicly accessible parks and green spaces.  Havering has been awarded a further green flag for Langtons Gardens from last year increasing the total to 14. | **Environment** • Policy, Performance and Community |

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Places: A vibrant cultural and leisure destination** | | | | | | | | | | | |
| 44 | Deliver the Romford Market Transformation Support Programme | N/A | Transformation support programme delivered | N/A | On Track GREEN | → | On Track | → | On Track | The project is progressing well with a new focus on new business development, updating social media and the continuation of collaboration with in house teams to run a series of events in the Market Place over the coming 12 months.  A further update report to SLT is being drafted to which will report on bringing in new traders and trader retention, footfall and potential new layout changes. | **Regeneration** |
| **Perception / Engagement PIs** | | | | | | | | | | | |
| | % of respondents worried about ASB in the area (R) | Smaller is better | 15% | ±5% | 31% (Q3 18-19) RED | ⬇ | 24% (Q2 17-18) | ⬇ | 21% (Q3 17-18) | Levels of ASB reported to the police continued to fall in quarter 4.  The Community Safety and Enforcement newsletter has continued to have increased uptake in quarter 4.

A mutli -agency communications group has been established to maximise opportunities for sharing good news stories and deliver crime prevention advice. | **Environment** |
| | % of respondents worried about crime in the area (R) | Smaller is better | 28% | ±5% | 38% (Q3 18-19) RED | ⬇ | 35% (Q2 18-19) | ⬇ | 29% (Q3 17-18) | Fear of crime continues to be disproportionately high in Havering . Havering ended qtr 4 with a 19% reduction in residential burglary and a 1% reduction in total notifiable crimes.

Fear of Knife crime and violent crime appears to be increasing.  A serious group violence and knife crime strategy has been approved and a Violent crime summit is scheduled for October. | **Environment** |
| | Satisfaction with the way Havering Council runs things | Bigger is better | 65% | ±6% | 58% RED | - | N/A | ⬇ | 61% (2016) | Ipsos MORI undertook a telephone survey of 800 residents aged 18+ between 27 March and 26 April 2018.  The results indicate that satisfaction with the local area is broadly comparable with national averages, but the London benchmark suggests that Havering's residents are less positive about community cohesion than those of other London boroughs.  Whilst trust in the Council compares favourably with the national average, residents in Havering feel less positive about how the Council runs things. | **Communications** |
| | Satisfaction with Havering as a place to live | Bigger is better | 88% | ±8% | 80% RED | - | N/A | ⬇ | 88% (2016) | | **Communications** |
| | Strength of belonging to the local area | Bigger is better | 80% | ±2% | 77% RED | - | N/A | ⬇ | 79% (2016) | | **Communications** |
| | Trust in Havering Council | Bigger is better | 70% | ±20% | 62% AMBER | - | N/A | ⬇ | 70% (2016) | | **Communications** |
| | Satisfaction with the service provided by LBH Housing Services | Bigger is better | 85% | ±0% | N/A | - | N/A | - | 79% | The Housing Status Survey is completed biennially.  The new survey will be distributed in the next quarter with results available at the end of the year. | **Housing** |
| | Satisfaction that LBH Housing Services listen to tenants' views and act upon them | Bigger is better | 75% | ±0% | N/A | - | N/A | - | 53% | | **Housing** |
| | % of respondents reporting control over their daily life | Bigger is better | N/A | N/A | 75.6% | - | N/A | ⬇ | 77% (2017/18) | The Adult Social Care survey is a statutory survey undertaken every year by all Local Authorities. Last year 77% of respondents felt they had control over their daily life and this decreased slightly to 75.6% in 2018/19. This was based on 351 responses received in 2018/19 compared to 361 responses in 2017/18. | **Adult Services** |
| | Overall satisfaction with the care and support services received | Bigger is better | N/A | N/A | 62.5% | - | N/A | ⬆ | 60% (2017/18) | There has been a improvement in the outturn for the overall satisfaction of service users from 60% in 2017/18 to 62.5% in 2018/19. This was based on 271 responses in 2018/19 compared to 281 responses in 2017/18. | **Adult Services** |
| | % of respondents reporting feeling safe | Bigger is better | N/A | N/A | 70% | - | N/A | ⬇ | 71% (2017/18) | The number of service users who report that they feel safe has remained fairly static. During 2017/18 71% of service users reported that they felt safe, compared to 70% in 2018/19. This was based on 354 responses in 2018/19 compared to 364 responses in 2017/18. | **Adult Services** |

Police public attitude survey

Residents Survey

Housing Status Survey

Adult Social Care Survey

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Carers Survey | Overall carers' satisfaction with the support or services carers and service users have received from Social Services in the last 12 months | Bigger is better | N/A | N/A | 33.6% | - | N/A | ↓ | 34.2% (2016/17) | The Carers Survey is a statutory survey that all Councils have to undertake every 2 years and was most recently distributed in September 2018. There has been a slight decrease in the number of carers who are satisfied with the service that is received from Adult Social Care, from 34.2% of respondents in 2016/17, to 33.6% in 2018/19. The number of respondents has also reduced from 325 in 2017/18 to 238 in 2018/19. The Council recently recommissioned the service to support carers, increasing the investment in this area. This resulted in the new service, Havering Carers hub, commencing in February 2018.  When the survey was circulated in September 2018 the service was still promoting and establishing itself and the Council was not able to share the carers register until later in the year. The Hub has identified 308 new carers in 2018/19 with an additional 62 carers who were on the register but not responding to communications now actively engaging with the Carers Hub. Therefore, we expect these indicators and response rates to improve with the next survey. | Adult Services |
| | % carers reporting that, over the last 12 months, they have been involved or consulted as much as they wanted to be, in discussions about the support or services provided to the person they care for | Bigger is better | N/A | N/A | 64.1% | - | N/A | ↓ | 71.4% (2016/17) | The number of carers who have felt they are involved or consulted as much as they want has decreased from 71.4% in 2016/17 to 64.1% in 2018/19. This information is based on 206 respondents in 2018/19 compared to 308 respondents in 2016/17. | Adult Services |
| | % carers reporting that, over the last 12 months, they have found it easy to find information and advice about support, services or benefits | Bigger is better | N/A | N/A | 57.1% | - | N/A | ↓ | 66% (2016/17) | As with the Adult Social Care Survey, the number of carers who have found information and advice easy to find has reduced. 66% of respondents in 2016/17 found it Very or Fairly easy to find information and this reduced to 57.1% in 2018/19. This was based on 216 responses in 2018/19 compared to 297 responses in 2016/17. | Adult Services |
| Early Help (Tier) | Proportion of families who show continued overall progress after their initial assessment (C) | Bigger is better | 50% | ±5% | 64% (GREEN) | ↑ | 63% | ↓ | 66% | Performance during the fourth quarter remained above target and showed a slight improvement on the previous quarter. Please note that the data captured does not include March, due to the changeover to the new case management system (Liquid Logic Early Help Module). | Children's Services |
| Public Health Outcomes Framework | Percentage of respondents scoring 0-4 in response to the question "Overall, how happy did you feel yesterday?" | Smaller is better | Better than England (2015/16 = 8.8%) | Similar to England (see comments) | 7% (2015/16) AMBER | - | N/A | ↑ | 9.8% (2014-15) | Data is published annually.  2017/18 data has been published but there were insufficient respondents to produce a Havering value.  The most recent data available from Public Health England for Havering is therefore still for the period 2015-16. Havering's outturn of 7% (with a range of 4.6% to 9.4%) is better than England's (8.8%, where smaller is better) but similar once the confidence interval is applied, hence the amber rating.  Performance was however better than the year before. 2018/19 data will be available in February 2020 so the England average shown here as a target is indicative only, as this too will change. Performance will be considered 'Similar to England' if the latest England average falls within Havering's latest range. | Public Health |
| | Percentage of respondents scoring 6-10 in response to the question "Overall, how anxious did you feel yesterday?" | Smaller is better | Better than England (2017/18 = 20%) | Similar to England (see comments) | 18.9% (2017/18) AMBER | - | N/A | ↓ | 17.7% (2016/17) | Data for this indicator is published annually.  The most recent data available from Public Health England is  for the period 2017/18.  Havering's outturn of 18.9% (with a range of 14.8% to 22.9%) is better than England (20%, where smaller is better) but similar once the confidence interval is applied, hence the amber rating.  Performance was worse than the year before but the observed rise is not statistically significant. 2018/19 data will be available in April 2020 so the England average shown here as a target is indicative only, as this too will change. Performance will be considered 'Similar to England' if the latest England average falls within Havering's latest range. | Public Health |

9

| Line.no | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments | Service & Supporting Service |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **Resident Survey - Environment Services** | % respondents satisfied with refuse collection | Bigger is better | N/A | N/A | 88% | - | NEW | - | NEW | Ipsos MORI undertook a telephone survey of 800 residents aged 18+ between 27 March and 26 April 2018.  The results indicate that satisfaction with Environment services is generally holding up well, with the notable exceptions of road and pavement maintenance and parking, and that, among service users, experiences are, in the main, positive. | **Environment & Communications** |
| | % respondents satisfied with street lighting | Bigger is better | N/A | N/A | 85% | - | NEW | - | NEW | | **Environment & Communications** |
| | % respondents satisfied with recycling | Bigger is better | N/A | N/A | 75% | - | NEW | - | NEW | | **Environment & Communications** |
| | % respondents satisfied with street cleaning | Bigger is better | N/A | N/A | 67% | - | NEW | - | NEW | | **Environment & Communications** |
| | % respondents satisfied with pavement maintenance | Bigger is better | N/A | N/A | 46% | - | NEW | - | NEW | | **Environment & Communications** |
| | % respondents satisfied with parking | Bigger is better | N/A | N/A | 39% | - | NEW | - | NEW | | **Environment & Communications** |
| | % respondents satisfied with road maintenance | Bigger is better | N/A | N/A | 30% | - | NEW | - | NEW | | **Environment & Communications** |
| | % service users satisfied with parks and open spaces | Bigger is better | N/A | N/A | 91% | - | NEW | - | NEW | | **Environment & Communications** |

**Appendix 2: Overview & Scrutiny Board Performance Report: Quarter 4 2018/19**

| RAG Rating | | Direction of Travel (DOT) | |
|---|---|---|---|
| GREEN | On or better than target<br>On track | ⬆ | **Short Term**: Performance is better than the previous quarter<br>**Long Term**: Performance is better than at the same point last year |
| AMBER | Worse than target but within target tolerance | ➡ | **Short Term:** Performance is the same as the previous quarter<br>**Long Term:** Performance is the same as at the same point last year |
| RED | Worse than target and outside tolerance<br>Off track | ⬇ | **Short Term:** Performance is worse than the previous quarter<br>**Long Term:** Performance is worse than at the same point last year |

| Sub-committee | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments |
|---|---|---|---|---|---|---|---|---|---|---|
| Towns and Communities | No. of Stage 1 complaints received | Smaller is better | N/A | N/A | 831 | ⬇ | 587 | ⬇ | 764 | The Towns & Communities OSSC has requested complaints performance data for the services within its remit.<br><br>258 out of the 271 Stage 1 complaints that missed target within T&C remit were from Housing Services.<br><br>Corrective Action:  A new process has been put into place to deal with Housing complaints to bring about improvements to each of the service areas in Housing Services.  Since 5 November 2018, Complaints Officers have been allocated to each of the service areas and are being managed directed by the Service Managers for: Property and Land, Tenancy Sustainment and Housing Demand.  One officer remains in the Neighbourhoods Complaints Team and is responsible for the allocation of complaints, Members and MP Enquiries and FOIs.   The priority has been to clear the backlog, before ensuring performance improves overall.  Complaints performance for Housing services is expected to significantly improve for Q1 2019/20. |
| | % of Stage 1 complaints closed in 15 days | Bigger is better | 95% | N/A | 67.4%<br>RED | ⬇ | 71.7% | ⬇ | 87.0% | |
| | No. of Stage 2 complaints received | Smaller is better | N/A | N/A | 200 | - | 143 | - | 162 | |
| | % of Stage 2 complaints closed within 20 days | Bigger is better | 95% | N/A | 76.0%<br>RED | ⬇ | 76.9% | ⬇ | 86.4% | |
| | % of housing repairs completed within the target timescale | Bigger is better | 96% | N/A | 84.37%<br>RED | ⬇ | 84.79% | ⬇ | 91% | The main reason for Havering's main repair contrator, Breyer, performance being below target is due to a backlog of overdue orders they have allowed to accumulate.   Clearing the backlog will inevitably mean Brayer will not be able to achieve target in 2018/19.  Once the backlog has been cleared the target should be met.  As previously reported Brayer provided and have been working to an improvement plan and gave assurances to the Council that the actions being taken would result in improved performance.<br><br>The improvement plan has been and continues to be monitored through regular review meetings attended by Breyer's operational Director and Havering's Property Services Manager, together with operational managers from both organisations. It should be noted that although Breyer have not met the KPI of "repairs completed within target" they have consistently achieved the "Right First Time" target and continue to do so. |
| | Contractor liaison with residents during regeneration work | N/A | Residents Consulted | N/A | On Track<br>GREEN | ➡ | On Track | - | NEW | Residents continue to be consulted.  Each of the sites has had further consultation events where residents have been updated on the latest ideas for their estates or scheme. Resident meetings are approximately every 6months when there are new updates. |
| Crime and Disorder | % of "I" calls responded to within target | Bigger is better | 90% | ± 0% | 81.7% since September 2017<br>RED | ⬇ | 82% since September 2017 | - | N/A | The Metropolitan Police Service has a target to reach 90% of "Immediate" (I) graded calls within 15 minutes of the call being made. The MPS target for "Significant" (S) grade calls is to reach 90% within one hour of the call being made.<br><br>I-grades:<br>For the week commencing 25th March 2019 Havering has saw slightly lower figure in the number of I calls reaching the target time with a rate of 81.7% (compared to 85.9% for the week commencing 24th September 2018 reported in the previous report). This is slightly below the overall BCU improvement which saw response rates of 87.4% for the week (although BCU also saw a reduction of 2.57% compared to the previous period reported). |
| | % of "S" calls responded to within target | Bigger is better | 90% | ± 0% | 80.8% since September 2017<br>RED | ⬆ | 79.3% since September 2017 | - | N/A | By comparison for I calls, as an rolling 12 month average since to 25th March 2019, Redbridge saw an average of 86.7%, and Barking and Dagenham an average of 86.0%.Havering has seen an improved average of 82% (unchanged from the last report). However, Havering continues to sit at least 4.0% lower than the other two boroughs.<br><br>S-grades:<br>The 12 month rolling averages to 25th March 2019 are as follows: Locally, 80.8% of S grades are met within an hour, against 77.15% for the BCU. Domestic Abuse S grades show the figure of 78.7% locally against 78.17% for the BCU. Redbridge has a 12 month rolling average rate to 25th March of 76.3%, while Barking and Dagenham has a rate 74.4%. |
| | Deployable police resources compared with establishment | Bigger is better | TBC | ± 0% | N/A* | - | N/A | - | N/A | *Data was unavaliable from the Metropolitan Police for this period and had been requested at the time of writing and submitting the report. |
| | % of ASB reports relating to traveller incursions | N/A | N/A | N/A | 0.2% | ⬇ | 0.1% | ⬆ | 7.80% | Reported levels of ASB calls in relation to traveller incursions to the police were extremely low in Quarter 4 of 2018/19, whereby there was only 2 calls.   This is a significant decrease compared to the same period last year. |

1

| Sub-committee | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments |
|---|---|---|---|---|---|---|---|---|---|---|
| Health | Obese Children (4-5 years) | Smaller is better | Better than England (9%) | Similar to England | 10.3% (2017/18) AMBER (Similar to England) | ↑ | 10.9% (2016/17) | ↑ | 10.8% (2015/16) | Prevalence of obesity amongst 4-5 year olds in Havering has seen no significant change over the past 9 years.  In 2017/18 Havering's performance was similar to London and England. Directed by Havering's 'Prevention of Obesity Strategy 2016-19', our borough working group continues to progress actions that are within the gift of the local authority and partners, and within available budgets. Progress on actions since the last update are as follows: LBH's bid to the Childhood Obesity Trailblazer Programme fund was successfully shortlisted to phase 2 of the bidding process, and a further bid submitted in April 2019. If successful, £75K p.a. for 3 years will be provided to extend the reach of HES Catering beyond the school day to provide meal kits and/or freshly prepared ready meals to families.  The broader aim is that this will create and evidence demand for healthier food, and nudge local retailers into developing a healthier offer, with potential for Social Value Funds to support them to take risks. LBH hosted a visit from the Deputy Mayor of London to showcase our Healthy Early Years London work. In this quarter, a further 4 Early Years settings in Havering have registered taking the total to 42.   21 have completed First Steps, 7 achieved the Bronze award and 5 the silver award. The national Start4Life Weaning campaign was amplified locally via the LBH Twitter feed, signposting to online support as well as face-to-face local support. The success of the VeggieRun app and brand has continued, and an increase in school meal uptake by 300,000 meals (between April 2018 and April 2019) is thought to be largely attributable to this. Workplace Health - Step Jockey has been introduced at Mercury House to encourage LBH employees to use the stairs instead of the lift. |
| | Percentage of patients who are satisfied with GP out of hours services (Partnership PI) | Bigger is better | Better than England (69%) | Similar to England | 64% AMBER (Similar to England) | - | N/A | ↓ | 67% (July 2017) | The GP survey results are now collected only once per annum rather than every six months and are therefore slower to reflect changes. Trends will therefore only be discernible from the July 2017 data collection point onwards. The latest available data (2018) for patient experience of GP out-of-hours services shows no significant difference between the percentage of patients who are satisfied with the service in Havering (64%, 95%CI: 59%-68%) and the England average (69%, 95%CI: 68%-69%).  This follows an overall improvement in the England average performance as compared to the previous year (2017 – 66%) whereas Havering's performance  has not significantly changed. Use of out-of-hours services includes contacting an NHS service by phone (e.g. 111) and going to A&E - which a vast proportion (54%  and 31% respectively) of the 882 Havering respondents who answered this question say they did. |
| | The number of instances where an adult patient is ready to leave hospital for home or move to a less acute stage of care but is prevented from doing so, per 100,000 population (delayed transfers of care) | Smaller is better | 7 | ± 10% | 7.3 AMBER | ↑ | 7.4 | ↓ | 5.5 | During 2018/19, there has been an average of 14.53 delayed discharges per month (7.3 days per 100,000) whereas at the same stage last year there had been an average of 11. This is a slight improvement on the previous quarter and performance remains rated amber.<br><br>The vast majority of delays are in the acute sector (80%) and are the responsibility of Health. There was an increase in delays attributable to Social Care during the second quarter (as reported previously) and a further increase has been seen in the fourth quarter, mainly in the Non-Acute Sector.<br><br>Actions being put in place to reduce delayed discharges include: - Care Homes in Havering continue to be supported in a 'Trusted Assessor' role, based primarily in  BHRUT; - Establishment of a pilot brought together therapy resources in BHRUT and NELFT to manage the  hospital / community interface differently; - Simplification of discharge processes, including a revised screening and referral process for NELFT  inpatient rehab beds. - Adult Social Care are reviewing lengths of stay with BHR on a weekly basis. - Attending "Perfect Week" at Queens and King George hospitals to support with any complex cases awaiting discharge. |
| Individuals | % of service users receiving direct payments | Bigger is better | 35% | ± 5% | 36.2% GREEN | ↑ | 35.9% | ↑ | 34.1% | Performance at the end of Quarter 4 is better than target (where higher is better) for Direct Payments and shows an improvement in outturn when compared to both the previous quarter and the same point last year. 687 service users are in receipt of a Direct Payment compared to 679 in Q3. |
| | Rate of permanent admissions to residential and nursing care homes per 100,000 population (aged 65+) | Smaller is better | 660 | ± 5% | 601.1 GREEN | ↑ | 424.4 | ↓ | 519 | Performance remains better than target (where lower is better) for the rate of permanent admissions for service users aged 65+ into nursing or residential care. The average age of those permanently admitted 86 years, and of all the admissions so far this year, 59% are aged 85 or older. |

2

| Sub-committee | Indicator and Description | Value | 2018/19 Annual Target | Tolerance | 2018/19 Q4 Performance | Short Term DOT against Q3 2018/19 | | Long Term DOT against Q4 2017/18 | | Comments |
|---|---|---|---|---|---|---|---|---|---|---|
| Environment | Average no. of days taken to remove fly-tips | Smaller is better | 1 day | ± 0% | 0.49 days GREEN | ⬆ | 0.8 days | ⬆ | 0.95 days | Q4 performance is within the 1 day target, and is a continued improvement compared to last quarter. Once the reported incident has been passed to the Street Cleansing team the vast majority of fly tips are cleared within the 1 day target. |
| | The level of waste per head of population presented to East London Waste Authority (ELWA) | Smaller is better | 441.01 kg per head | ± 0% | 423.94kg per head (provisional) GREEN | - | 326.84kg per head | ⬆ | 436.07kg per head | Measures total waste delivered to the ELWA, including collected household waste, waste from the reuse and recycling centre and municipal waste from Highways and Parks management activities.  Performance this Quarter is below target, which in this instance is a positive result and is also an improvement on the comparable quarter last year  (436.07).  Without restrictions on the amount of waste we collect through the household waste collection service, containing and reducing tonnages is very challenging and relies on achieving attitudinal change. |
| Children and Learning | Percentage of early years providers judged to be good or outstanding | Bigger is better | 80% | ±1.5% | 91% | ➡ | 91% | ⬇ | 94% | The percentage of early years providers judged to be good or outstanding remains very comfortably above target. |
| | Percentage of 16-18 year olds who are not in education, employment or training (NEET), or not known | Smaller is better | 3.5% | ±5% | 3.1% GREEN | ⬆ | 3.6% | ⬆ | 3.5 (207/18) | The percentage of 16-18 year olds who are not in education, employment or training (NEET), or not known was recently confirmed as 3.1% for 2018/19, which is better than both the England average of 5.5% and the London average of 4.8%, and places us in the top quintile. The continued focus on tracking and reporting on the cohort has delivered successful outcomes and the targeted work carried out by Prospects Personal Advisors in supporting NEET learners has resulted in improved participation. The LA's high performance of  98.6% for the September offer (which ensures all Year 11 learners have an offer of a place before leaving school) and achieving 98% on the Activity Survey have also contributed to the low NEET & Not Known numbers in Havering. |
| | Percentage of children in good or outstanding schools | Bigger is better | 84% | ±1.5% | 87.8% GREEN | ⬆ | 85% | ⬆ | 82% | The percentage of children in good or outstanding schools has improved further during the final quarter of 2018/19 as a result of eleven schools being inspected in the period. All of these received a 'Good' judgement, with two Primaries improving their rating from 'Requiring Improvement' (RI). |
| | Number of children missing from education at month end (average for the quarter) | Smaller is better | N/A | N/A | 7 | ⬇ | 5 | ➡ | 7 | The average number of children missing from education has increased in comparison to last quarter by two children; however when compared to the same point last year, we have the same number of individuals. Two of the seven children reported are from the same family and, overall, figures remain consistently low. |
| | Percentage of Initial Child Protection conferences held within 15 days | Bigger is better | 90% | 10% | 84% AMBER | ⬇ | 84.8% | ⬆ | 79.5% | The percentage of initial child protection conferences (ICPCs) held within 15 working days is slightly outside of the agreed tolerance for our annual target of 90%. Year to date performance remains affected by lower performance in the first half of the year but performance was consistently above target during the last quarter and is better than the London average. There remains continued close scrutiny of performance in this area by managers within the service. |
| | Number of children missing from care, missing from home or away from placement without authorisation | Smaller is better | N/A | N/A | 98 | ⬆ | 120 | ⬆ | 126 | The number of children missing from care, missing from home or away from placement without authorisation is lower than last quarter and the same period last year. Our new approach to safeguarding adolescents will include a strong focus on missing children and the associated risks for this cohort. |
| | Number of new in-house foster  carers (cumulative) | Bigger is better | 16 | ±10% | 14 RED | - | 7 | ⬇ | 16 | The target for the number of new in-house foster  carers in 2018/19 was missed by two. Foster carer recruitment across London and nationwide is proving to be a challenge. Our recruitment and marketing is under review, with fostering ambassadors taking on a more active role. Foster Care Fortnight has seen increased activity in and around Havering in a bid to recruit more carers. Targeted recruitment will focus on carers who can meet the needs of the older young people we have seen coming into care over the last two years. Havering continues to outperform neighbouring boroughs in terms of recruitment. There are plans to collaborate with other LAs to look at recruitment and a joined-up approach to attracting the right candidates, speeding up the recruitment process and reviewing foster carer allowances; all of which impact on shaping the market. |
| | Number of adopters approved (cumulative) | Bigger is better | 8 | 7 | 9 GREEN | - | 7 | ⬆ | 1 | The number of adopters approved during 2018/19 has outperformed the target set by 1 adopter. Adopter recruitment remains focussed, intuitive, timely and thorough; enabling a more efficient process through to panel and ADM (Agency Decision Maker) sign-off. |

3

This page is intentionally left blank

![Havering London Borough logo]

**OVERVIEW AND SCRUTINY BOARD**
# 4 September 2019

| | |
|---|---|
| **Subject Heading:** | Local Government Association (LGA), Corporate Peer Challenge 2019: Review of the agreed improvement action plan. |
| **SLT Lead:** | Jane West, Chief Operating Officer |
| **Report Author and contact details:** | Sandy Hamberger, Assistant Director of Policy, Performance and Community (01708 434506) sandyhamberger@havering.gov.uk |
| **Policy context:** | This is the Council's Action Plan to implement the improvements identified through the LGA Corporate Peer Challenge recommendations. These improvements will help the delivery of outcomes required in the Council's 2019/20 Corporate Plan and associated key policies and strategies. |
| **Financial summary:** | There are no direct financial implications arising from the implementation and monitoring of the improvement plan. The improvements themselves may require additional funding; if this is the case any such decisions will be progress via the appropriate channels as and when they materialise. |
| **Is this a Key Decision?** | No |
| **Is this a Strategic Decision?** | No |
| **When should this matter be reviewed?** | Given the strategic nature of the action plan, and the role of Overview and Scrutiny Board, progress of delivery against the action plan should be reviewed on at least a six monthly basis. |
| **Reviewing OSC:** | Overview and Scrutiny Board |

**The subject matter of this report deals with the following Council Objectives**

Communities making Havering                                                    [X]
Places making Havering                                                         [X]
Opportunities making Havering                                                  [X]
Connections making Havering                                                    [X]

<div style="border:2px solid black; text-align:center; font-weight:bold;">SUMMARY</div>

This report focuses on the Council's Action Plan, developed in response to the Local Government Association Corporate Peer Challenge Review Team's key Improvement Recommendations.

This action plan was agreed at Cabinet on 09 July as well as also agreeing that Cabinet and the Overview and Scrutiny Board will review progress of the delivery of the actions plan on a six monthly basis.

<div style="border:2px solid black; text-align:center; font-weight:bold;">RECOMMENDATIONS</div>

The Action Plan sets out what needs to be done and the timescales to achieve this. Members are asked to:

- **Note** the LGA peer review in Appendix 1
- **Review** the Action Plan in Appendix 2

---

**REPORT DETAIL**

---

1. **Background**

   1.1. The Local Government Association Corporate Peer Challenge is a key element of their overall sector-led improvement Programme. The Peer Team, comprising eight senior Members and Officers from other local authorities spent four days in Havering, between 26th February and 1st March 2019.

   1.2. The peer team considered the following five questions which form the core components looked at by all Corporate Peer Challenges:

   - Understanding of the local place and priority setting: Does the council understand its local context and place and use that to inform a clear vision and set of priorities?

   - Leadership of Place: Does the council provide effective leadership of place through its elected members, officers and constructive relationships and partnerships with external stakeholders?

   - Organisational leadership and governance: Is there effective political and managerial leadership supported by good governance and decision-making arrangements that respond to key challenges and enable change and transformation to be implemented?

   - Financial planning and viability: Does the council have a financial plan in place to ensure long term viability and is there evidence that it is being implemented successfully?

   - Capacity to deliver: Is organisational capacity aligned with priorities and does the council influence, enable and leverage external capacity to focus on agreed outcomes?

   1.3. In addition to these questions, the council asked the peer team to consider its approach to social care improvement, housing and regeneration.

2. **The peer challenge process**

   2.1. It is important to stress that this was not an inspection. Peer challenges are improvement focussed and tailored to meet individual councils' needs. The Council provided a self-assessment, which was used by the peer team initially to prepare for the review.  They are designed to complement and add value to a council's own performance and improvement. The process is not designed to provide an in-depth or technical assessment of plans and proposals. The peer team used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material that they read.

   2.2. The peer team prepared for the peer challenge by reviewing a range of documents and information in order to ensure they were familiar with the

Council and the challenges it is facing. The team then spent 4 days onsite at Havering, during which they:

- Spoke to more than 150 people including a range of Council staff together with councillors and external partners and stakeholders.

- Gathered information and views from more than 45 meetings, visits to key sites in the area and additional research and reading.

- Collectively spent more than 320 hours to determine their findings – the equivalent of one person spending more than 9 weeks in Havering.

2.3. The peer team gave a short presentation before they left Havering and produced a report for the Council (Appendix A). The peer challenge is a snapshot in time and acknowledges that some of the feedback may be about things the Council is already addressing and progressing.

## 3. The Peer Teams Key Feedback for Havering

3.1. Members and officers understand the borough and how it is changing. Havering differs from many London boroughs due to its high level of green-belt land and primarily suburban nature. On some key metrics, Havering is closer to neighbouring Essex, and other counties, than the capital. However, the council recognises that the borough is now changing at pace with increasing population levels, a shifting demographic profile and new opportunities for growth and regeneration. The council has a key role in communicating these changes, and their potential benefits, to residents, partners and wider stakeholders.

3.2. The council has agreed a new corporate plan which reflects clear political priorities. Positively, the council is seeking to take a more joined-up approach to delivery overseen by new cross-cutting delivery boards which reflect the plan's themes. These changes will need to be supported by disciplined forward planning and robust decision-making in order for the council to fully realise its ambitious agenda. As part of this, the council could consider further options to support Overview and Scrutiny's role, including in relation to policy development.

3.3. Senior leaders – officers and members – are talented and generally well-regarded by both staff and partners. However, there are clear benefits to be realised from a more collaborative 'top team' approach, where officers and members work collectively together to develop strategy and solve problems.

3.4. Although the council is well-respected by partner organisations within Havering, it could articulate the borough's offers and unique selling point (USP) more widely. The borough would benefit from clearer regional and national communications about how attractive Havering is and the merits of living, working and investing in the borough. At a local level, the council could build on its resident consultation work and better utilise community capacity. There is an appetite for greater community involvement and it would help the council to achieve its aim to support residents to reduce, and better manage, their own needs.

3.5. The council is currently in a good financial position, with a strong track-record of delivering savings, and is a low-cost authority compared to many London boroughs. The Government's forthcoming Spending Review provides an opportune time for the council to review its overall balance of savings and reserves in the context of future pressures.

3.6. The council has created a major transformation programme to support organisational change and achieve further savings. Businesses cases and programme management arrangements are being developed to support delivery. This planning work will need to be complemented by a strong focus on cultural change – from the senior leadership to the front-line – in order for the organisational transformation to happen and be sustained the council would benefit from a more strategic approach to workforce development which aligns to the new corporate plan. The existing range of HR initiatives are not explicitly linked to the organisation's current or future needs, and further activity in this area may increase the council's capacity to deliver.

3.7. The council has very clear housing ambitions. Three significant joint venture arrangements have been developed in order to provide the council with the capacity and expertise to deliver more than 6,000 new homes. The council's broader regeneration vision is not as clearly articulated, including its strategic approach to inward investment, skills and employment.

3.8. The council has the right approach to social care improvement and strong leadership to deliver. The organisation's plans to better manage demand, support further integration and prioritise safeguarding will require sustained attention and investment.

## 4. The Peer Teams Key Recommendations for Improvement

4.1. The following are the peer team's key recommendations for the council and are addressed in the Action Plan in Appendix B to this report:

1. **Build on the momentum to communicate the council's new priorities to staff, partners and residents**
The council has put in place a new corporate plan with a refreshed set of priorities. It is clear that both the council and the borough is changing. Now is an opportune time for the council to communicate its new priorities to employees, local people and key stakeholders.

2. **Consider and articulate Havering's offers and USP to attract inward investment and support managed growth**
The council could set out more clearly its approach to, and priorities for, growth. This includes an explicit articulation of the type of investment the borough is seeking and the benefits of doing business in Havering.

3. **Maximise potential from a more collective one-team approach**
While both the council's political and managerial leaders are generally well-regarded, there are potential benefits from a more collaborative approach. The creation of a series of boards, which seek to bring officers and members together, is a good first step. The administration is new and still finding its feet but this structural change will need to be complemented by a cultural shift,

where senior officers and members work more collectively together, including when developing strategy and problem solving.

4. **Sharpen decision making and delivery through better forward planning**
The council has a clear set of priorities and will be undergoing a significant level of organisational change. The council will need to improve its business management, including decision making and forward planning, to successfully achieve its ambitious agenda.

5. **Ensure there is sufficient focus on developing a single narrative and ownership from SLT to the front-line – this is needed to deliver the council's ambitions**
The new corporate plan and transformation programme are positive developments. Significant staff engagement and involvement – at all levels of the organisation – is now required to support cultural change and delivery.

6. **Develop a strategic approach to the workforce, linked to the corporate plan, to better release capacity to deliver**
Although the council has a range of workforce initiatives, there is not currently a coordinated view of organisational development. A strategic approach to the workforce, explicitly linked to the new corporate plan, may release additional capacity to deliver.

7. **Articulate a broader regeneration vision for place-shaping building upon the council's clear ambitions for housing**
Strong plans have been put in place to deliver on the council's housing priorities. The organisation's wider regeneration vision is not as clearly articulated. In particular, the council could set out its broader place-shaping role more clearly, including its strategic approach to inward investment, skills and growth.

8. **Explore further ways of supporting community engagement and maximising community capacity**
While the council has a track-record of consulting with residents, there is an opportunity for greater engagement and to better utilise community capacity. The peer team identified an appetite amongst some local groups for a greater role. A cross-council approach to developing community resilience may help residents to reduce, and better manage, their own needs.

9. **Support scrutiny to be more effective and play a more positive role in policy development**
The council's existing scrutiny arrangements are atypical with seven committees. A cross-party review of scrutiny was undertaken in 2018 but its findings do not appear to have been taken forward. While many stakeholders identified the potential for scrutiny to improve, there was not a clear consensus on the best approach. The council should consider all options including the importance of officer support, member development and an enabling culture, as well as possible structural governance changes.

10. **Ensure adult social care has sufficient resources to continue its integration and improvement journey with pace**
The peer team is confident that the council has the right approach to adult social care improvement. The council's key plans to better manage demand, support

further integration and prioritise safeguarding will require sustained attention and investment.

11. **Maximise the opportunity to put 'Havering on the map'**
The peer challenge team identified many positives about the council and borough, and there are clearly big opportunities ahead. Now is a good time to undertake further work to put Havering 'on the map' to maximise these potential benefits. This should include more proactive regional and national communications about how the borough is changing and the benefits of living, working and investing in the borough.

## 5. Next Steps

5.1. The Council has developed its Action Plan to implement the above improvement recommendations, which will be reviewed at least on a six monthly basis by Cabinet and the Overview and Scrutiny Board.

5.2. The Peer Team will undertake a short follow up in spring 2021 to help independently assess the impact of the peer review.

## 6. Date of Next LGA Corporate Peer Challenge

6.1. This is provisionally scheduled for 2025

**IMPLICATIONS AND RISKS**


**Financial implications and risks:**

The Council reviews both its general and earmarked reserves on a regular basis. In the last budget round the Council corporately decided to increase general balances from £11.7m to £20m over the next four years. This decision, which will bring Havering in line with other London Boroughs, is a prudent reflection of the current risks facing the authority and also a recognition of the significant annual challenges the authority faces after a decade of austerity and cutbacks.

Earmarked reserves are similarly reviewed and scrutinised on a regular basis and are all set aside for specific time limited purposes. Each year there are planned drawdowns of these reserves and decisions are taken on any requirement to replenish balances where required. Reserves are only held where necessary and if funding is no longer required the reserve is released for other corporate use.  The use of reserves are considered as part of the monthly budget monitoring processes.

The Council's reserves are a prudent backstop against the risks and pressures that are ahead but due to financial constraints are certainly no more than adequate for that purpose. Many other authorities in London have much higher levels of reserves and balances.

There are no direct financial implications arising from this report. The implementation and monitoring of the improvements is anticipated to be contained within existing budgets. If through this processes pressures on budgets materialise these will be flagged and escalated through the appropriate channels as part of regular monthly budget monitoring.

It may be that the improvements themselves require additional funding. If so, any additional funding will be brought back for consideration via the appropriate channels as and when they materialise.

**Legal implications and risks**

Scrutiny arrangements form part of the Council's executive arrangements as set out in the Constitution and, ultimately, any changes will have to be agreed by Full Council. The Governance Committee is responsible for monitoring and reviewing the operation of the Constitution and, in particular, the role of overview and scrutiny. The Governance Committee can also make recommendations to Full Council about amending the Constitution.

**Human Resources implications and risks**

There are no HR implications or risks that impact directly on the Councils workforce as a result of the recommendations. Plans are already being developed as part of the Havering Transformation and People and Organisation Programmes to develop a more strategic approach to the Councils workforce.

**Equalities implications and risks**

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

(i)     the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;

(ii)    the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;

(iii)   foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

In line with recommendation 8 of the peer team's report, the Council has recently adopted the Community Cohesion Strategy, which is a 'living' document, and successfully launched the related Community Engagement Forum. The forum increasingly reflects the diversity of the borough and its discussions about potential projects is already tapping into the appetite and enthusiasm of local groups mentioned by the peer team.  Over time, evidence of enhanced community confidence, resilience, and self-reliance will be scrutinised as key success factors of the Council's ongoing community cohesion effort in the months and years ahead. We will also continue to explore additional ways of supporting community engagement and maximising community capacity.

<div style="border:2px solid black; text-align:center; font-weight:bold;">BACKGROUND PAPERS</div>

None

This page is intentionally left blank

# Corporate Peer Challenge
## **London Borough of Havering**

*26 February – 1 March 2019*

Feedback Report

# 1.    Executive Summary

Members and officers understand the borough and how it is changing. Havering differs from many London boroughs due to its high level of green-belt land and primarily suburban nature. On some key metrics, Havering is closer to neighbouring Essex, and other counties, than the capital.  However, the council recognises that the borough is now changing at pace with increasing population levels, a shifting demographic profile and new opportunities for growth and regeneration. The council has a key role in communicating these changes, and their potential benefits, to residents, partners and wider stakeholders.

The council has agreed a new corporate plan which reflects clear political priorities. Positively, the council is seeking to take a more joined-up approach to delivery overseen by new cross-cutting delivery boards which reflect the plan's themes. These changes will need to be supported by disciplined forward planning and robust decision-making in order for the council to fully realise its ambitious agenda. As part of this, the council could consider further options to support Overview and Scrutiny's role, including in relation to policy development.

Senior leaders – officers and members – are talented and generally well-regarded by both staff and partners. However, there are clear benefits to be realised from a more collaborative 'top team' approach, where officers and members work collectively together to develop strategy and solve problems.

Although the council is well-respected by partner organisations within Havering, it could articulate the borough's offers and unique selling point (USP) more widely. The borough would benefit from clearer regional and national communications about how attractive Havering is and the merits of living, working and investing in the borough. At a local level, the council could build on its resident consultation work and better utilise community capacity. There is an appetite for greater community involvement and it would help the council to achieve its aim to support residents to reduce, and better manage, their own needs.

The council is currently in a good financial position, with a strong track-record of delivering savings, and is a low-cost authority compared to many London boroughs. The Government's forthcoming Spending Review provides an opportune time for the council to review its overall balance of savings and reserves in the context of future pressures.

The council has created a major transformation programme to support organisational change and achieve further savings. Businesses cases and programme management arrangements are being developed to support delivery. This planning work will need to be complemented by a strong focus on cultural change – from the senior leadership to the front-line – in order for the organisational transformation to happen and be sustained.

The council would benefit from a more strategic approach to workforce development which aligns to the new corporate plan. The existing range of HR initiatives are not explicitly linked to the organisation's current or future needs, and further activity in this area may increase the council's capacity to deliver.

1

18 Smith Square, London, SW1P 3HZ **T** 020 7664 3000 **F** 020 7664 3030 **E** info@local.gov.uk www.local.gov.uk

The council has very clear housing ambitions. Three significant joint venture arrangements have been developed in order to provide the council with the capacity and expertise to deliver more than 6,000 new homes. The council's broader regeneration vision is not as clearly articulated, including its strategic approach to inward investment, skills and employment.

The council has the right approach to social care improvement and strong leadership to deliver. The organisation's plans to better manage demand, support further integration and prioritise safeguarding will require sustained attention and investment.

## 2. Key recommendations

There are a range of suggestions and observations within the main section of the report that will inform some 'quick wins' and practical actions. In addition, many of the conversations onsite provided ideas and examples of practice from other organisations. The following are the peer team's key recommendations to the council:

1. **Build on the momentum to communicate the council's new priorities to staff, partners and residents**
   The council has put in place a new corporate plan with a refreshed set of priorities. It is clear that both the council and the borough is changing. Now is an opportune time for the council to communicate its new priorities to employees, local people and key stakeholders.

2. **Consider and articulate Havering's offers and USP to attract inward investment and support managed growth**
   The council could set out more clearly its approach to, and priorities for, growth. This includes an explicit articulation of the type of investment the borough is seeking and the benefits of doing business in Havering.

3. **Maximise potential from a more collective one-team approach**
   While both the council's political and managerial leaders are generally well-regarded, there are potential benefits from a more collaborative approach. The creation of a series of boards, which seek to bring officers and members together, is a good first step. The administration is new and still finding its feet but this structural change will need to be complemented by a cultural shift, where senior officers and members work more collectively together, including when developing strategy and problem solving.

4. **Sharpen decision making and delivery through better forward planning**
   The council has a clear set of priorities and will be undergoing a significant level of organisational change. The council will need to improve its business management, including decision making and forward planning, to successfully achieve its ambitious agenda.

5. **Ensure there is sufficient focus on developing a single narrative and ownership from SLT to the front-line – this is needed to deliver the council's ambitions**

The new corporate plan and transformation programme are positive developments. Significant staff engagement and involvement – at all levels of the organisation – is now required to support cultural change and delivery.

6. **Develop a strategic approach to the workforce, linked to the corporate plan, to better release capacity to deliver**
Although the council has a range of workforce initiatives, there is not currently a coordinated view of organisational development.  A strategic approach to the workforce, explicitly linked to the new corporate plan, may release additional capacity to deliver.

7. **Articulate a broader regeneration vision for place-shaping building upon the council's clear ambitions for housing**
Strong plans have been put in place to deliver on the council's housing priorities. The organisation's wider regeneration vision is not as clearly articulated. In particular, the council could set out its broader place-shaping role more clearly, including its strategic approach to inward investment, skills and growth.

8. **Explore further ways of supporting community engagement and maximising community capacity**
While the council has a track-record of consulting with residents, there is an opportunity for greater engagement and to better utilise community capacity. The peer team identified an appetite amongst some local groups for a greater role.  A cross-council approach to developing community resilience may help residents to reduce, and better manage, their own needs.

9. **Support scrutiny to be more effective and play a more positive role in policy development**
The council's existing scrutiny arrangements are atypical with seven committees.  A cross-party review of scrutiny was undertaken in 2018 but its findings do not appear to have been taken forward. While many stakeholders identified the potential for scrutiny to improve, there was not a clear consensus on the best approach. The council should consider all options including the importance of officer support, member development and an enabling culture, as well as possible structural governance changes.

10. **Ensure adult social care has sufficient resources to continue its integration and improvement journey with pace**
The peer team is confident that the council has the right approach to adult social care improvement. The council's key plans to better manage demand, support further integration and prioritise safeguarding will require sustained attention and investment.

11. **Maximise the opportunity to put 'Havering on the map'**
The peer challenge team identified many positives about the council and borough, and there are clearly big opportunities ahead. Now is a good time to undertake further work to put Havering 'on the map' to maximise these potential benefits. This should include more proactive regional and national communications about how the borough is changing and the benefits of living, working and investing in the borough.

# 3.    Summary of the Peer Challenge approach

**The peer team**

Peer challenges are delivered by experienced elected member and officer peers.  The make-up of the peer team reflected the council's requirements and the focus of the peer challenge. Peers were selected on the basis of their relevant experience and expertise and were agreed with the council. The peers who delivered the peer challenge at LB Havering were:

- Cllr Alan Jarrett, Leader of Medway Council
- Cllr John Pollard, Cornwall Council
- Nick Page, Chief Executive, Solihull Metropolitan Borough Council
- Tracy Darke, Service Director of Growth, Economy and Culture, Milton Keynes Council
- Alison Michalska, Corporate Director of Children and Adults, Nottingham City Council
- Donna Parham, Director of Finance (and S151 officer), Bath and North East Somerset Council
- Sophie Poole, Programme Manager, Local Government Association
- Kevin Kewin, Peer Challenge Manager, Local Government Association

**Scope and focus**

The peer team considered the following five questions which form the core components looked at by all Corporate Peer Challenges:

1. Understanding of the local place and priority setting: Does the council understand its local context and place and use that to inform a clear vision and set of priorities?

2. Leadership of Place: Does the council provide effective leadership of place through its elected members, officers and constructive relationships and partnerships with external stakeholders?

3. Organisational leadership and governance: Is there effective political and managerial leadership supported by good governance and decision-making arrangements that respond to key challenges and enable change and transformation to be implemented?

4. Financial planning and viability: Does the council have a financial plan in place to ensure long term viability and is there evidence that it is being implemented successfully?

5. Capacity to deliver: Is organisational capacity aligned with priorities and does the council influence, enable and leverage external capacity to focus on agreed outcomes?

In addition to these questions, the council asked the peer team to consider its approach to social care improvement, housing and regeneration.

**The peer challenge process**

It is important to stress that this was not an inspection. Peer challenges are improvement focussed and tailored to meet individual councils' needs. They are designed to complement and add value to a council's own performance and improvement. The process is not designed to provide an in-depth or technical assessment of plans and proposals. The peer team used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material that they read.

The peer team prepared for the peer challenge by reviewing a range of documents and information in order to ensure they were familiar with the council and the challenges it is facing. The team then spent 4 days onsite at Havering, during which they:

- Spoke to more than 150 people including a range of council staff together with councillors and external partners and stakeholders.

- Gathered information and views from more than 45 meetings, visits to key sites in the area and additional research and reading.

- Collectively spent more than 320 hours to determine their findings – the equivalent of one person spending more than 9 weeks in Havering.

This report provides a summary of the peer team's findings. It builds on the feedback presentation provided by the peer team at the end of their on-site visit (26 February – 1 March 2019). In presenting feedback, they have done so as fellow local government officers and members, not professional consultants or inspectors. By its nature, the peer challenge is a snapshot in time.  We appreciate that some of the feedback may be about things the council is already addressing and progressing.

## 4. Feedback on the core themes of the peer challenge

### 4.1. Understanding of the local place and priority setting

The peer team found that officers and members have a good understanding of the borough and how it is changing. Havering is an atypical London borough that benefits from a large proportion of open green space and is characterised by suburban development. Havering's communities have remained relatively unchanged over recent decades in comparison to many London boroughs. However, recent growth and demographic trends are causing major changes which will bring both challenges, such as increased levels of demand, as well unprecedented opportunities for regeneration in the borough.

The council is beginning to take a leadership role in supporting and managing this change. For example, the council has recently developed its first community cohesion strategy with a strong focus on events that bring people together. The council will need to continue this work and consider further the wider impacts of change and how they are addressed and communicated.  In the council's recent residents' survey, more than half of respondents (52%) stated that their area had got worse over the past two years and most (73%) felt that Havering's growing population is impacting on local public services.

The peer team felt that there would be benefit from the council developing and communicating a clear narrative about how Havering as a place is changing, the advantages that this will bring, what will be maintained, and how potential negative impacts will be mitigated. This narrative would also provide an opportunity for the council to articulate the elements that make Havering unique as a place – including its location, rich history, culture as well the council's future aspirations.

The new corporate plan provides a clear set priorities and reflects strong political leadership. Significantly, the council is seeking to take a more corporate approach to delivery and is creating a series of cross-cutting delivery boards which reflect the new plan's themes. Each board will be chaired by a corporate director and include cabinet members and senior officers. The intention to take a cross-council rather than directorate-driven approach is positive.

The council's new delivery arrangements will need to be developed and tested over-time. As this work progresses, it is important that the boards oversee a consistent set of business plans, which provide a golden thread from strategic objective to delivery. In order to be effective, the boards must clearly link the council's priorities to the deployment of resources and impact. As with other matrix and cross-cutting arrangements, there will also need to be clarity on managerial and political accountability, particularly when working across services and directorates. Most importantly, the new structural arrangements will need to be complemented by a focus on cultural change in order to deliver a cross-council approach.

The council seeks to understand and act upon community views. The council has used the recent residents' survey to help determine its priorities and medium term financial strategy. For example, the council's 2019/20 budget was clearly informed by its findings, including the additional investment in transport, roads and pavements. These areas were highlighted as the biggest concern of local residents in the survey.

The council also recognises that it needs to consult with its communities in a more coordinated way. Currently, consultation and engagement is undertaken by individual services and directorates without a corporate approach. The council has recently invested in a bespoke consultation platform that will support transparency and the sharing of findings. In addition, a new central post will play a greater coordinating role. The peer team also noted the council's data hub which hosts key local and national analyses. There is potential benefit from a renewed focus on bringing together the full range of information the council holds – including the residents' survey, consultation feedback and other quantitative data – to provide a fully-rounded picture of community needs and additional insights.

## 4.2. Leadership of place

The council is seen as a good and reliable partner in the borough, including by police, fire and health organisations. The borough's regional and national positioning was not always as clear to the peer team. Havering's geography, history and demography mean it is a London borough with many non-London characteristics. However, Havering will continue to be impacted by broader London trends, including economic and population

growth. The peer team identified mixed views within the council on the extent to which Havering should look primarily west (towards London) or east (towards Essex).

The peer team felt that there is no single 'best fit' for the borough in terms of its sub-regional positioning. This is recognised in children's services, for example, where Havering is exploring closer working with two neighbouring councils on children's safeguarding, engaging with three boroughs on a Regional Adoption Agency and leading on regional sector led improvement within the wider East London sub-region. The council's partnership work on health with the London Boroughs of Redbridge and Barking & Dagenham, including the Integrated Care Partnership, reflects the geography of the broader health economy.

In terms of the council's growth and broader place-shaping agenda, the peer team felt that the council could be bolder with its positioning on both the regional and national stage. In order to attract business investment and public sector funding, Havering will need to articulate and assert its offers and USP. There has been some recognition of this to date, including the recent bid to be a Heathrow logistics hub. However, further work is needed in order to secure the opportunities, in a competitive environment, that will support growth that aligns with local priorities. There is potential benefit from a more explicit focus on public affairs and communications activity which promotes Havering and ensures that the council's voice is heard clearly outside of the borough.

The council has recently invested in additional capacity for communications. It is recognised that a more proactive and consistent approach will support the council's reputation, public understanding and service delivery. Despite the council being a relatively low-cost organisation on key metrics, less than half of residents currently agree the council provides value for money. The new corporate plan should support communications activity by providing renewed clarity on vision and priorities. There is also potential for making more effective use of different communication channels, including social media.

The council would benefit from a more strategic approach to utilising community capacity. While community resilience features in the corporate plan, the peer team did not identify clear supporting plans or arrangements. Some of the community infrastructure available in other boroughs – such as a council for voluntary services – does not exist in Havering, although the peer team was also advised that the CVS previously in place did not deliver on its mission. However, the peer team also spoke to existing groups and networks which made clear their willingness, and ability, to work more closely with the council than is currently the case. A planned cross-council approach to empowering communities and collaboration may help residents to reduce, and better manage, their own needs.

### 4.3. Organisational leadership and governance

The council's chief executive and senior leadership team (SLT) are well regarded and respected by staff and partners. In addition, the strong political ambitions for Havering are clear and were recognised by key stakeholders. These managerial and political strengths provide a strong foundation upon which to build. The creation of a series of boards, which seek to bring senior officers and cabinet members together, is a good first step to support a more collective approach. This structural change will need to be complemented by a

concerted cultural shift, where officers and members work more collectively and collaboratively together, including when developing strategy, policy and problem solving.

The council has an ambitious set of priorities and will be undergoing a significant level of organisational change. While the peer team identified a generally positive and enabling working culture for employees, successful delivery will also require a disciplined approach. Some staff, for example, identified late reports as a problem, and that missed deadlines were not consistently addressed by senior managers. Addressing issues such as adherence to processes and timetables needs to be part of the organisation's culture to support effective delivery of the council's objectives.

The peer team also identified potential for sharper decision making informed by stronger forward planning. Peers noted examples of delayed decisions and short-notice changes with potential financial implications for the council. In addition, further consideration could be given as to how some information is presented to members.  For example, the peer team noted a recent Cabinet agenda that was more than 700 pages long.

Havering has complex local politics with six political groups represented on the council and a minority administration. The peer team identified tensions between groups on the council in relation to governance issues, including in relation to members allowances and the size of certain committees, such as planning.

The council supports member learning and development. Recent work includes a detailed induction programme following the 2018 elections, which included a series of mandatory training and information sessions.  There is an agreed learning and development framework, which sets out the importance of individual member development plans. The peer team noted the importance of the council supporting and encouraging members to take up learning and development opportunities, including peer mentoring, throughout the course of the four year term. It is recognised that the focus of individual member plans will differ and that this process needs to be member-led.

The council's existing scrutiny arrangements are atypical with seven committees. The peer team noted that a cross-party review was undertaken in 2018 but its findings do not appear to have been taken forward. While many stakeholders identified the potential for scrutiny to improve, there was not a clear consensus on the best approach. The council should consider all options including the importance of officer support, member development and an enabling culture, as well as structural governance changes.  There may be value in securing an independent assessment of scrutiny in the borough informed by the findings of the member review.

The council could take a broader view of profiling organisational risk.  For example, the peer team noted that risks relating to future council funding, or the delivery of savings, did not feature as part of the corporate risk register. In addition, where key risks were identified – such as those relating to Brexit or ICT provision – the mitigating actions planned were limited in some cases.

## 4.4. Financial planning and viability

The council is currently in a good financial position despite Havering receiving one of the smallest grant settlements in London. The council has delivered significant savings in recent years and, on many measures, Havering is a relatively low-cost London borough. Positively, the council has received unqualified audit reports in recent years and the council has an agreed medium term financial strategy (MTFS) covering the period up to 2021/22.

While the council has managed its finances well to date, meeting the budget gap in future years will be a very significant challenge. 2018/19 in-year monitoring indicates that the council is expected to overspend in the current financial year – in part due to demand-led pressures in children's and adult services. The council's latest published monitoring information (relating to September 2018) projects a forecast overspend of £1.9m for children's services. A projected overspend of £2.5m on adult services is being managed through the use of surplus one-off allocations.

The council needs to save more than £37m over the next four years. Although the council has already identified £8.9m of savings for 2020/21, the outstanding 'gap' that year is a further £12.8m. The council is aware of its funding challenges and has been developing a major transformation programme in response.

The peer team was impressed by some of the initial preparatory work undertaken to support organisational transformation and the delivery of savings. Key areas of focus include service integration, better use of business intelligence, digitisation and automation, and a review of service contact points. However, the peer team also felt that there is potential for both the double counting of savings and delivery slippage. The council's current MTFS sets out plans for a further £7.4m of departmental savings and £18.5m of transformation savings up to 2022/23 – the latter incorporating a series of service reviews. While the transformation savings are structured around the corporate plan themes, many of these savings will inevitably be delivered by, or impact on, departmental services. Greater clarity in relation to the respective delineation of departmental savings, service review savings and other transformation savings is required in order to reduce the risk of double-counting.

Transformation work is at an early stage and is not necessarily widely understood across the council. In order to deliver at pace there needs to be a single narrative and ownership across the organisation from the senior leadership team to the front-line. The council will also need to keep under review the extent to which the organisation has sufficient capacity to deliver transformation on a scale it has not previously achieved. The council has recognised that it needs to develop a more corporate approach and this may mean challenging some of the existing financial arrangements. For example, the council could consider removing all individual service reserves into a single contingency. Most importantly, the council will need to further consider how it will support cultural change across the organisation.

Regular budget monitoring is in place. Managers complete monthly returns which are considered by senior management and shared with members. However, the peer team noted that there could be greater transparency in public reporting of the council's budget position. The latest publicly reported in-year budget forecast (in February 2019) related

to September 2018. In addition, while the recently agreed MTFS details the level of unearmarked reserves (£11.7m), it does not provide the level of earmarked reserves (approximately £63.1m).

The council, along with LB Newham, developed oneSource to provide shared back office support services. The councils share a range of functions including HR, finance, payroll, legal, facilities management and ICT.  More recently, LB Bexley has joined the arrangement for some functions. The council feel that the current shared service arrangements are a strength and have achieved significant financial savings. Clearly there are potential benefits of such arrangements in terms of lower management costs, reduced duplication and greater service resilience.

The peer team noted the progress made with oneSource but also highlighted that there may be challenges ahead. The council is aware of existing issues with the current arrangements, including disparities in pay and conditions for employees depending on whether their employment contract is with LB Havering or LB Newham. In addition, the MTFS sets out further savings of £1.4m from oneSource for Havering over the next four years. It is important that the council assures itself that these targets produce genuine savings rather than service changes that will shift the impact onto the council services, which oneSource are supporting. As with any council shared service arrangement, there will need to be an ongoing commitment at a senior level from all participating councils.

The medium-term financial picture is uncertain for Havering with the Government's Fair Funding Review (FFR) to inform the 2019 Spending Review by April 2020. The publication of FFR, and subsequent Spending Review, would be a good time to reconsider the organisation's overall balance of savings and reserves in the context of future pressures and invest to save opportunities. The peer team noted that the council has recently increased its earmarked reserves and is seeking to increase it unearmarked reserves from £11.7m to £20m over the next four years. Given both the council's financial success to date and the significant challenges ahead, autumn 2019 is an opportune point for the council to take stock of its future financial position, including a review of the respective allocations to different reserves.

### 4.5. Capacity to deliver

The peer team met with a significant number of staff during the challenge and found employees to be dedicated to the council and borough.  It is notable that most council staff (approximately seven in ten) live in Havering. Significant staff engagement and involvement – at all levels of the organisation – will be required to support the cultural change needed to deliver the new corporate plan and transformation programme. It is also recognised that this will be challenging: the council has stated that the number of staff employed by the council will reduce by a third. This organisational change will need to be managed carefully in order to treat staff fairly, maintain morale and minimise a drop in productivity in the short-term.

The council's forthcoming staff survey is a good opportunity to get a better understanding of employees' views; the last research was undertaken more than five years ago. The survey may highlight that there is currently not a council-wide scheme which recognises staff performance or celebrates success. The staff survey is also an opportunity to explore the experiences of staff that are part of oneSource.

The council is considering how to best maintain its capacity to deliver on behalf of residents in the face of the further funding reductions. The peer team felt that a more strategic approach to organisational development would have clear benefits. Although the council has a range of workforce initiatives, there is not currently a coordinated view. The organisation's most recent workforce plan expired in 2016 and the council describes its current learning and development model as self-service with responsibility devolved to services. In order to deliver organisational transformation, a new approach is required which is underpinned by a council-wide understanding of current and future needs.

A workforce or organisational development strategy could also address issues identified by staff, including succession planning and talent management. Now is an opportune time for the council to consider its operating model, and the skills and capabilities needed, in the context of its new corporate plan and reduced budget. In the peer team's view, a more strategic approach to the workforce may release additional capacity to deliver.

The council will still need to look outside of the organisation for external expertise and capacity for key initiatives. The peer team was pleased to note the work undertaken to put in place three joint venture (JV) arrangements to deliver the council's housing ambitions. These JVs have been developed in order to provide the council with the capability to deliver more than 6,000 new homes.

The council also has a good track-record of in-house delivery to build upon. The council's children's services improvement journey is a success story and an example of what can be achieved with the injection of pace and clarity of ambition. In 2018, Ofsted found the council's children's services to be 'good' – just two years after a judgement of 'requires improvement'. Central to this success was strong leadership, purposeful corporate investment and commitment. The peer team was pleased to note that some of the learning from children's services improvement is being shared across the organisation.

## 4.6 Adult social care improvement

The importance of adult social care (ASC) is recognised within the council and the organisation benefits from strong leadership in this area. Havering was recently ranked as the third best council in the country for adult social care in a performance index created by an independent consultancy firm. While such league table have limitations, the findings do align with other data which highlight that Havering's adult social care services are relatively low cost and perform well on some key metrics.

The peer team met with a range of service users and feedback on the council was often positive. There was an acknowledgement that the council is seeking to provide good services in a very difficult financial context. A key theme for improvement was working better in partnership with organisations in the wider health and care system, and this is a key current focus of the council.

The borough has the 'oldest' population in London with almost 24% of residents over 60 – compared to a London average of 15%. The peer team feel that the council has identified the right areas for ASC transformation and improvement, including demand management, integration, commissioning and workforce practice. Despite the recent national recognition, the council also acknowledges that it needs to do more to reduce some unit costs, including for supported housing.

The council is developing a strengths-based model of intervention for adult social care. For example, Better Living – the council's approach to the three conversations model – is being enhanced and embedded. The council is also developing an asset-based community-focused support offer called Local Area Coordination. These approaches support the council's aim to better manage demand and increase community capacity. The council has also recently recommissioned its re-ablement service with improved community links, and voluntary sector organisations support the journey from home to hospital.

Work with health partners is well-regarded and there are plans for further joined-up delivery, co-location and an integrated front-door. For example, the council is co-locating its access team with the local hospital trust's single point of access community service. This is part of a wider programme of work which seeks to align structures, processes and practices. There are shared integration plans across three boroughs – Barking & Dagenham, Havering, Redbridge – and they have formed an Integrated Care Partnership. Integrated discharge has been operational for a number of years and delayed transfer of care levels are relatively low in Havering. While a Joint Commissioning Board has been formed, work with health would be further enhanced by stronger integrated commissioning.

Improving the robustness of safeguarding has been identified as a priority by the Director of Adult Social Care. The council is seeking to embed the actions arising from the recent Safeguarding Peer Audit Action Plan. This includes reviewing policies and procedures and communicating the Serious Case Review criteria across the service and Joint Commissioning Unit.

There is good work with children's services, including learning from their improvement journey and shared activity on recruitment. The council also acknowledges that further focus is needed to develop the transitions protocol. More generally, there is potential benefit from exploring a whole-life disabilities service. In addition to supporting transition, such a model may support a more holistic approach and coordinated services.

The peer team felt that adult social care is a good area to evidence the effectiveness of the council's new delivery board arrangements. Clearly, some of the key enablers of improvement within ASC underpin progress across the council more generally. This includes better use of digital approaches, more community-based solutions, greater system working, improved commissioning and cultural change.  In addition to the interface with health, adult social care relates closely to a broad range of other council services from housing to libraries. There are clear benefits form a more joined-up, whole-council, approach envisaged by the new delivery boards. However, alongside such cross-council working, there also needs to be clear lines of accountability for performance and delivery of savings.  As highlighted elsewhere, there is not yet a 'clear line of sight' across directorate and transformation savings. It is also important than the delivery boards' matrix management approach does not obscure political and managerial accountability for performance, particularly in higher risk service areas such as adult social care and children's services

## 4.7 Housing and regeneration

The council's very strong political ambitions on housing are evident. Housing is central to the council's £3 billion regeneration programme. The key areas of focus include new housing at Rainham (3,000 homes), a major new development at Beam Park (774 homes) and the regeneration of twelve existing housing estates (3,000 homes). Significantly, all council funding for the latter project will come from the authority's Housing Revenue Account. The regeneration programme is ambitious and a great opportunity to showcase some good practice.

The political priority given to housing will help address a track-record of relatively low housing delivery in the borough over recent years. Between 2016 and 2018, Havering delivered 720 net additional homes – only three London authorities delivered fewer. In 2017/18, 29 affordable homes were delivered in Havering, which was the lowest level in the capital.  The council recognises that it needs to do more but has also clearly stated its view that the delivery targets set by the Mayor of London are unrealistic.

The council recognises the need to increase capacity and expertise to support housing delivery at scale. The council has developed three major joint venture (JV) arrangements with Notting Hill Genesis, Firstbase and Wates. The peer team was pleased to note that the financial arrangements supporting the JVs appear to be sound with allowance for slippage and contingency built-in as mitigation. The council also has its own housing company, Mercury Land Holdings, focused particularly on delivering homes for market rent. Significantly, the council is currently recruiting a new director to oversee its growing housing agenda.

The peer team visited key housing regeneration sites and was impressed by some of the bespoke tenant engagement activity that has supported its work to date. More generally, the council regularly communicates through 'At the heart' – a dedicated publication for tenants and leaseholders. In addition, there is a range of other consultation and engagement opportunities in place, including a monthly Cabinet Member surgery, Participation Panels and a Leaseholders Forum.

There is a wide range of broader regeneration activity planned and taking place in the borough. Investment in town centres is a key deliverable of the new corporate plan and the council has recently commissioned work to better understand the potential role of the creative industries. There is an emerging focus on social value – with the council seeking to develop a framework to maximise the benefits from doing business with others. The council has also secured significant external investment from the GLA and others for public realm improvements, digital infrastructure and to support the development of an innovation hub in Rainham. There will be a new station at Beam Park as well as improvement around Gildea Park. The council's regeneration team is highly regarded internally and externally and has achieved a lot.

However, despite the significant level of activity, the peer team did not get a clear sense of the council's strategic regeneration vision for Havering and how current and future initiatives fit together. The council has not yet fully articulated its leadership role in place-shaping and its broader regeneration offer. The council will need to ensure, for example, that development in the borough supports – rather than undermines – the organisation's cleaner and safer priorities. Similarly, the relative importance of

commercial space compared to other objectives, such as housing, needs careful consideration.

While the council has secured some inward investment, the peer team could not identify its overall approach. Similarly, notwithstanding the good work undertaken by Havering Works – the council's employment and skills service – the peer team did not discern the council's strategic approach to raising aspirations, skills and employment. Recent data shows that east London is the fastest growing sub-region of the capital. A more clearly articulated vision and approach to regeneration – beyond the delivery of housing – will help ensure that the forthcoming growth and change is managed effectively and in accordance with local priorities.

## 5. Next steps

### Immediate next steps

We appreciate that senior managerial and political leadership will want to reflect on these findings and suggestions in order to determine how the organisation wishes to take things forward.

As part of the peer challenge process, there is an offer of further activity to support this. The LGA is well placed to provide additional support, advice and guidance on a number of the areas for development and improvement and we would be happy to discuss this. Kate Herbert, Principal Adviser for London, is the main contact between your authority and the Local Government Association. Her contact details are: kate.herbert@local.gov.uk, 07867 632404.

In the meantime we are keen to continue the relationship we have formed with the council throughout the peer challenge. We will endeavour to provide signposting to examples of practice and further information and guidance about the issues we have raised in this report to help inform ongoing consideration.

### Follow up visit

The LGA Corporate Peer Challenge process includes a follow up visit. The purpose of the visit is to help the council assess the impact of the peer challenge and demonstrate the progress it has made against the areas of improvement and development identified by the peer team. It is a lighter-touch version of the original visit and does not necessarily involve all members of the original peer team. The timing of the visit is determined by the council.  Our expectation is that it will occur within the next 2 years.

### Next Corporate Peer Challenge

The current LGA sector-led improvement support offer includes an expectation that all councils will have a Corporate Peer Challenge or Finance Peer Review every 4 to 5 years.  It is therefore anticipated that the council will commission their next Peer Challenge before spring 2024.

This page is intentionally left blank

# CABINET

09 July 2019

**Subject Heading:**

Local Government Association (LGA), Corporate Peer Challenge 2019: Approval of Action Plan.

**Cabinet Member:**

The Leader, Councillor Damian White

**SLT Lead:**

Jane West

**Report Author and contact details:**

Sandy Hamberger,  Assistant Director of Policy, Performance and Community
01708 434 506.
sandy.hamberger@havering.gov.uk

**Policy context:**

This is the Council's Action Plan to implement the improvements identified through the LGA Corporate Peer Challenge recommendations.  These improvements will help the delivery of outcomes required in the Council's 2019/20 Corporate Plan and associated key policies and strategies.

**Financial summary:**

There are no direct financial implications arising from the implementation and monitoring of the improvement plan. The improvements themselves may require additional funding; if this is the case any such decisions will be progress via the appropriate channels as and when they materialise.

**Is this a Key Decision?**

This report is a key decision as the improvements will have significant beneficial effects on two or more Wards.

**When should this matter be reviewed?**

Given the strategic nature of the action plan, and the role of Overview and Scrutiny Board, this decision should be reviewed by the Board at its next meeting in September and progress of delivery against the action plan reviewed on at least a six monthly basis.

**Reviewing OSC:**

Overview and Scrutiny Board.

**The subject matter of this report deals with the following Council Objectives**

| | |
|---|---|
| Communities making Havering | [x] |
| Places making Havering | [x] |
| Opportunities making Havering | [x] |
| Connections making Havering | [x] |

<div style="border:1px solid black; text-align:center;">

**SUMMARY**

</div>

This report focuses on the Council's Action Plan, developed in response to the Local Government Association Corporate Peer Challenge Review Team's key Improvement Recommendations.

It is proposed that the Action Plan is approved and monitored on a six monthly basis to ensure the recommended improvements are implemented.

As the improvements are strategic in nature and underpin the Council's Corporate Plan, a role for Overview and Scrutiny is proposed, this is in accordance with the statutory role of the Overview and Scrutiny Function as set out in the Council's Constitution.

<div style="border:1px solid black; text-align:center;">

**RECOMMENDATIONS**

</div>

The Action Plan sets out what needs to be done and the timescales to achieve this. Members are asked to agree

- The Action Plan
- The Senior Leadership Team are collectively the "Lead Officers" for delivery
- Cabinet and Overview and Scrutiny Board review progress against the Action Plan on a six monthly basis.

<div style="border:1px solid black; text-align:center;">

**REPORT DETAIL**

</div>

**1. Background**

1.1. The Local Government Association Corporate Peer Challenge is a key element of their overall sector-led improvement Programme. The Peer Team, comprising eight senior Members and Officers from other local

authorities spent four days in Havering, between 26<sup>th</sup> February and 1<sup>st</sup> March 2019.

1.2. The peer team considered the following five questions which form the core components looked at by all Corporate Peer Challenges:

- Understanding of the local place and priority setting: Does the council understand its local context and place and use that to inform a clear vision and set of priorities?

- Leadership of Place: Does the council provide effective leadership of place through its elected members, officers and constructive relationships and partnerships with external stakeholders?

- Organisational leadership and governance: Is there effective political and managerial leadership supported by good governance and decision-making arrangements that respond to key challenges and enable change and transformation to be implemented?

- Financial planning and viability: Does the council have a financial plan in place to ensure long term viability and is there evidence that it is being implemented successfully?

- Capacity to deliver: Is organisational capacity aligned with priorities and does the council influence, enable and leverage external capacity to focus on agreed outcomes?

1.3. In addition to these questions, the council asked the peer team to consider its approach to social care improvement, housing and regeneration.

## 2. The peer challenge process

2.1. It is important to stress that this was not an inspection. Peer challenges are improvement focussed and tailored to meet individual councils' needs. The Council provided a self-assessment, which was used by the peer team initially to prepare for the review. They are designed to complement and add value to a council's own performance and improvement. The process is not designed to provide an in-depth or technical assessment of plans and proposals. The peer team used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material that they read.

2.2. The peer team prepared for the peer challenge by reviewing a range of documents and information in order to ensure they were familiar with the Council and the challenges it is facing. The team then spent 4 days onsite at Havering, during which they:

- Spoke to more than 150 people including a range of Council staff together with councillors and external partners and stakeholders.

- Gathered information and views from more than 45 meetings, visits to key sites in the area and additional research and reading.

- Collectively spent more than 320 hours to determine their findings – the equivalent of one person spending more than 9 weeks in Havering.

2.3. The peer team gave a short presentation before they left Havering and produced a report for the Council in May,(Appendix A).  The peer challenge is a snapshot in time and acknowledges that some of the feedback may be about things the Council is already addressing and progressing.

3. **The Peer Teams Key Feedback for Havering**

3.1. Members and officers understand the borough and how it is changing. Havering differs from many London boroughs due to its high level of green-belt land and primarily suburban nature. On some key metrics, Havering is closer to neighbouring Essex, and other counties, than the capital.  However, the council recognises that the borough is now changing at pace with increasing population levels, a shifting demographic profile and new opportunities for growth and regeneration. The council has a key role in communicating these changes, and their potential benefits, to residents, partners and wider stakeholders.

3.2. The council has agreed a new corporate plan which reflects clear political priorities. Positively, the council is seeking to take a more joined-up approach to delivery overseen by new cross-cutting delivery boards which reflect the plan's themes. These changes will need to be supported by disciplined forward planning and robust decision-making in order for the council to fully realise its ambitious agenda. As part of this, the council could consider further options to support Overview and Scrutiny's role, including in relation to policy development.

3.3. Senior leaders – officers and members – are talented and generally well-regarded by both staff and partners. However, there are clear benefits to be realised from a more collaborative 'top team' approach, where officers and members work collectively together to develop strategy and solve problems.

3.4. Although the council is well-respected by partner organisations within Havering, it could articulate the borough's offers and unique selling point (USP) more widely. The borough would benefit from clearer regional and national communications about how attractive Havering is and the merits of living, working and investing in the borough. At a local level, the council could build on its resident consultation work and better utilise community capacity. There is an appetite for greater community involvement and it

would help the council to achieve its aim to support residents to reduce, and better manage, their own needs.

3.5. The council is currently in a good financial position, with a strong track-record of delivering savings, and is a low-cost authority compared to many London boroughs. The Government's forthcoming Spending Review provides an opportune time for the council to review its overall balance of savings and reserves in the context of future pressures.

3.6. The council has created a major transformation programme to support organisational change and achieve further savings. Businesses cases and programme management arrangements are being developed to support delivery. This planning work will need to be complemented by a strong focus on cultural change – from the senior leadership to the front-line – in order for the organisational transformation to happen and be sustainedThe council would benefit from a more strategic approach to workforce development which aligns to the new corporate plan. The existing range of HR initiatives are not explicitly linked to the organisation's current or future needs, and further activity in this area may increase the council's capacity to deliver.

3.7. The council has very clear housing ambitions. Three significant joint venture arrangements have been developed in order to provide the council with the capacity and expertise to deliver more than 6,000 new homes. The council's broader regeneration vision is not as clearly articulated, including its strategic approach to inward investment, skills and employment.

3.8. The council has the right approach to social care improvement and strong leadership to deliver. The organisation's plans to better manage demand, support further integration and prioritise safeguarding will require sustained attention and investment.

## 4. The Peer Teams Key Recommendations for Improvement

4.1. The following are the peer team's key recommendations for the council and are addressed in the Action Plan, recommended for approval, Appendix B:

1. **Build on the momentum to communicate the council's new priorities to staff, partners and residents**
The council has put in place a new corporate plan with a refreshed set of priorities. It is clear that both the council and the borough is changing. Now is an opportune time for the council to communicate its new priorities to employees, local people and key stakeholders.

2. **Consider and articulate Havering's offers and USP to attract inward investment and support managed growth**
The council could set out more clearly its approach to, and priorities for, growth. This includes an explicit articulation of the type of investment the borough is seeking and the benefits of doing business in Havering.

3. **Maximise potential from a more collective one-team approach**
   While both the council's political and managerial leaders are generally well-regarded, there are potential benefits from a more collaborative approach. The creation of a series of boards, which seek to bring officers and members together, is a good first step. The administration is new and still finding its feet but this structural change will need to be complemented by a cultural shift, where senior officers and members work more collectively together, including when developing strategy and problem solving.

4. **Sharpen decision making and delivery through better forward planning**
   The council has a clear set of priorities and will be undergoing a significant level of organisational change. The council will need to improve its business management, including decision making and forward planning, to successfully achieve its ambitious agenda.

5. **Ensure there is sufficient focus on developing a single narrative and ownership from SLT to the front-line – this is needed to deliver the council's ambitions**
   The new corporate plan and transformation programme are positive developments. Significant staff engagement and involvement – at all levels of the organisation – is now required to support cultural change and delivery.

6. **Develop a strategic approach to the workforce, linked to the corporate plan, to better release capacity to deliver**
   Although the council has a range of workforce initiatives, there is not currently a coordinated view of organisational development. A strategic approach to the workforce, explicitly linked to the new corporate plan, may release additional capacity to deliver.

7. **Articulate a broader regeneration vision for place-shaping building upon the council's clear ambitions for housing**
   Strong plans have been put in place to deliver on the council's housing priorities. The organisation's wider regeneration vision is not as clearly articulated. In particular, the council could set out its broader place-shaping role more clearly, including its strategic approach to inward investment, skills and growth.

8. **Explore further ways of supporting community engagement and maximising community capacity**
   While the council has a track-record of consulting with residents, there is an opportunity for greater engagement and to better utilise community capacity. The peer team identified an appetite amongst some local groups for a greater role. A cross-council approach to developing community resilience may help residents to reduce, and better manage, their own needs.

9. **Support scrutiny to be more effective and play a more positive role in policy development**

The council's existing scrutiny arrangements are atypical with seven committees. A cross-party review of scrutiny was undertaken in 2018 but its findings do not appear to have been taken forward. While many stakeholders identified the potential for scrutiny to improve, there was not a clear consensus on the best approach. The council should consider all options including the importance of officer support, member development and an enabling culture, as well as possible structural governance changes.

10. **Ensure adult social care has sufficient resources to continue its integration and improvement journey with pace**
    The peer team is confident that the council has the right approach to adult social care improvement. The council's key plans to better manage demand, support further integration and prioritise safeguarding will require sustained attention and investment.

11. **Maximise the opportunity to put 'Havering on the map'**
    The peer challenge team identified many positives about the council and borough, and there are clearly big opportunities ahead. Now is a good time to undertake further work to put Havering 'on the map' to maximise these potential benefits. This should include more proactive regional and national communications about how the borough is changing and the benefits of living, working and investing in the borough.

5. **Next Steps**

   5.1. The Council has developed its Action Plan to implement the above improvement recommendations and is seeking Cabinet approval through this report.

   5.2. The Peer Team will undertake a short follow up in spring 2021 to help independently assess the impact of the peer review.

6. **Date of Next LGA Corporate Peer Challenge**

   6.1. This is provisionally scheduled for 2025

**Appendix A: Peer Review Team Report**

**Appendix B: The Councils Draft Action Plan to Implement the Improvement Recommendations**

---

**REASONS AND OPTIONS**

---

**Reasons for the decision:**

The purpose of having the LGA Corporate Peer Challenge was to give an external objective view of the Councils Ambition, plans to achieve this and improvement recommendations.

**Other options considered:**

This option was adopted as its sector best practise and provided free of charge.

## IMPLICATIONS AND RISKS

**Financial implications and risks:**

The Council reviews both its general and earmarked reserves on a regular basis. In the last budget round the Council corporately decided to increase general balances from £11.7m to £20m over the next four years. This decision, which will bring Havering in line with other London Boroughs, is a prudent reflection of the current risks facing the authority and also a recognition of the significant annual challenges the authority faces after a decade of austerity and cutbacks.

Earmarked reserves are similarly reviewed and scrutinised on a regular basis and are all set aside for specific time limited purposes. Each year there are planned drawdowns of these reserves and decisions are taken on any requirement to replenish balances where required. Reserves are only held where necessary and if funding is no longer required the reserve is released for other corporate use. The use of reserves are considered as part of the monthly budget monitoring processes.

The Council's reserves are a prudent backstop against the risks and pressures that are ahead but due to financial constraints are certainly no more than adequate for that purpose. Many other authorities in London have much higher levels of reserves and balances.

There are no direct financial implications arising from this report. The implementation and monitoring of the improvements is anticipated to be contained within existing budgets. If through this processes pressures on budgets materialise these will be flagged and escalated through the appropriate channels as part of regular monthly budget monitoring.

It may be that the improvements themselves require additional funding. If so, any additional funding will be brought back for consideration via the appropriate channels as and when they materialise.

**Legal implications and risks**

Scrutiny arrangements form part of the Council's executive arrangements as set out in the Constitution and, ultimately, any changes will have to be agreed by Full Council. The Governance Committee is responsible for monitoring and reviewing the operation of the Constitution and, in particular, the role of overview and scrutiny. The Governance Committee can also make recommendations to Full Council about amending the Constitution.

**Human Resources implications and risks**

There are no HR implications or risks that impact directly on the Councils workforce as a result of the recommendations. Plans are already being developed

as part of the Havering Transformation and People and Organisation Programmes to develop a more strategic approach to the Councils workforce.

**Equalities implications and risks**

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

(i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;

(ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;

(iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

In line with recommendation 8 of the peer team's report, the Council has recently adopted the Community Cohesion Strategy, which is a 'living' document, and successfully launched the related Community Engagement Forum. The forum increasingly reflects the diversity of the borough and its discussions about potential projects is already tapping into the appetite and enthusiasm of local groups mentioned by the peer team.  Over time, evidence of enhanced community confidence, resilience, and self-reliance will be scrutinised as key success factors of the Council's ongoing community cohesion effort in the months and years ahead. We will also continue to explore additional ways of supporting community engagement and maximising community capacity.

**BACKGROUND PAPERS**

**None**

# Havering
## LONDON BOROUGH

## Overview & Scrutiny Board
## 4 September 2019

| | |
|---|---|
| **Subject Heading:** | **Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities** |
| **SLT Lead:** | **Andrew Blake-Herbert**<br>**Chief Executive** |
| **Report Author and contact details:** | Andrew Beesley<br>Head of Democratic Services<br>Andrew.beesley@onesource.co.uk<br>01708 432437 |
| **Policy context:** | Overview & Scrutiny |
| **Financial summary:** | There are no significant financial implications. |

**The subject matter of this report deals with the following Council Objectives**

Communities making Havering      [X]
Places making Havering      []
Opportunities making Havering      []
Connections making Havering      []

## SUMMARY

The 'Statutory Guidance for Local Authorities on Overview and Scrutiny', published in May 2019 by the Ministry for Housing, Communities and Local Government clarifies the role and benefits of scrutiny to local authorities.

Although this is statutory guidance, it recognises that local authorities should identify how best to make scrutiny work within their own political structures and that there isn't a "one size fits all" approach.

The guidance highlights examples of best practice across the sector in delivering the scrutiny function

**RECOMMENDATIONS**

That the Board notes the statutory guidance issued by the Ministry of Housing, Communities and Local Government.

**REPORT DETAIL**

In March 2018, the Government gave a commitment to publish new scrutiny guidance for local authorities following the publication by the Communities and Local Government Select Committee of its report on the "Effectiveness of Local Authority Overview and Scrutiny Committees."

Subsequently, in May 2019 the Ministry of Housing, Communities and Local Government honoured that commitment by publishing the "Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities" report (attached at Appendix A).

The statutory guidance, which the council must have regard to, recognises that there is no "one size fits all" when it comes to approaching the scrutiny function. The guidance recognises that local authorities should identify how best to make scrutiny work within their own political structures.

The guidance highlights a number of specific areas that directly contribute towards the effectiveness of scrutiny. These range from practical advice on items such as the importance of work programming to the less tangible and harder to influence, such as organisational culture. The six themes as set out in the guidance are:

- Culture
- Resourcing
- Planning Work
- Selecting Committee Members
- Power to Access Information
- Evidence Sessions

**Key highlights**

**Culture**

Underpinning the guidance is the emphasis on developing a culture which supports Scrutiny and that it can add value to the organisation through improved policy making and more efficient delivery of public services. To that end, the guidance suggests a

number of practical ways in which a positive organisational culture can be developed. It includes:

- Identifying a clear role and focus for scrutiny;
- Ensuring early and regular engagement between the executive and scrutiny;
- Manage disagreement;
- Provide resource;

The guidance also places emphasis on recognising Scrutiny's legal and democratic legitimacy and that the Executive should not try to exercise control over its work. The guidance suggests the development of an Executive-Scrutiny protocol as a way of developing positive relationships and addressing the practical expectations of overview and scrutiny members and the Executive. Havering does not have such a protocol in operation.

**Resourcing**

The guidance does not seek to prescribe a specific level of officer support allocated to scrutiny, but it does highlight that an appropriate level of support is required to ensure that scrutiny can function effectively.

In addition to specific officer support, the guidance highlights that any support should also include the way the wider Council engages with Scrutiny.

**Planning work**

Committee work programming is recognised in the guidance as a key component in making a success of Scrutiny. The guidance suggests that Scrutiny committees should look to develop long term plans but which provide enough flexibility to ensure that short term and pressing issues can be accommodated. Havering's approach to work programming focuses on developing a plan for the municipal year at the first meetings of Scrutiny following the annual meeting of Full Council.

The guidance sets out a number of different ways that work programmes can be developed and how subject matters can be scrutinised, including having a single item on an agenda, dedicating a whole meeting to one item, a short task and finish group, a longer term task and finish group or a standing panel. The guidance sets out when it might be most appropriate to use each of the above.

**Selecting committee members**

When selecting members to sit on Scrutiny committees the guidance emphasises the need to consider experience, expertise, interests, ability to act impartially, ability to work as part of a group and capacity to serve. The guidance also recognises the importance of training and ongoing member development in establishing profile, influence and ways of working.

The guidance also recognises the importance the role the Chairman plays in the success of scrutiny. A suggestion is made for using a secret ballot as a method for

selecting Scrutiny Chairmen, but it is acknowledged that it is up to local authorities to choose the best method for their circumstances.

It is recommended that ongoing training is provided for Scrutiny Members to allow them to fulfil their roles successfully. In particular the need for Members to be aware of their legal powers and understand how to prepare for and ask relevant questions at Scrutiny meetings are essential.

The guidance also recognises the value that can be added by outside expertise through either co-option of members onto a committee or the use of technical advisors for specific subject. At Havering there are co-optees operating within Scrutiny, specifically a number of education representatives on the Children & Learning Committee.

**Power to Access Information**

The guidance reemphasises the legal powers for Scrutiny Committees to access information in order to be able to carry out its work. This includes regular access to key sources of information such as data on finance, performance and risk.

The guidance also sets out a number of considerations for Scrutiny when requesting information from external organisations including the need to explain the purpose of scrutiny, highlighting the benefits of an informal approach, how to encourage compliance with the request and who best to approach.

**Evidence Sessions**

The guidance highlights that evidence sessions are a key way for Scrutiny committees to inform their work and emphasises the need for effective planning. In particular it is recommended that consideration is given to setting overall objectives for each session and the types of questions that need to be asked to achieve these objectives.

In developing recommendations from the evidence sessions the guidance advocates the need for them to be evidence-based and SMART (specific, measurable, achievable, relevant and timed). The guidance also suggests that a maximum of six to eight recommendations per topic should be sufficient to ensure that a focussed response is received.

## IMPLICATIONS AND RISKS

**Legal Implications and Risks**

The statutory guidance has been issued under section 9 of the Local Government Act 2000 and under paragraph 2(9) of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009, which requires authorities to have regard to this guidance.

**Finance Implications and Risks – None**

**HR Implications and Risks – None**

**Equalities Implications and Risks - None**

---

## BACKGROUND PAPERS

None

This page is intentionally left blank

# Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities

**OGL**

# Contents

# Ministerial Foreword

The role that overview and scrutiny can play in holding an authority's decision-makers to account makes it fundamentally important to the successful functioning of local democracy. Effective scrutiny helps secure the efficient delivery of public services and drives improvements within the authority itself. Conversely, poor scrutiny can be indicative of wider governance, leadership and service failure.

It is vital that councils and combined authorities know the purpose of scrutiny, what effective scrutiny looks like, how to conduct it and the benefits it can bring. This guidance aims to increase understanding in all four areas.

In writing this guidance, my department has taken close note of the House of Commons Select Committee report of December 2017, as well as the written and oral evidence supplied to that Committee. We have also consulted individuals and organisations with practical involvement in conducting, researching and supporting scrutiny.

It is clear from speaking to these practitioners that local and combined authorities with effective overview and scrutiny arrangements in place share certain key traits, the most important being a strong organisational culture. Authorities who welcome challenge and recognise the value scrutiny can bring reap the benefits. But this depends on strong commitment from the top - from senior members as well as senior officials.

Crucially, this guidance recognises that authorities have democratic mandates and are ultimately accountable to their electorates, and that authorities themselves are best-placed to know which scrutiny arrangements are most appropriate for their own individual circumstances.

I would, however, strongly urge all councils to cast a critical eye over their existing arrangements and, above all, ensure they embed a culture that allows overview and scrutiny to flourish.



**Rishi Sunak MP**
**Minister for Local Government**

# About this Guidance

<u>Who the guidance is for</u>
This document is aimed at local authorities and combined authorities in England to help them carry out their overview and scrutiny functions effectively. In particular, it provides advice for senior leaders, members of overview and scrutiny committees, and support officers.

<u>Aim of the guidance</u>
This guidance seeks to ensure local authorities and combined authorities are aware of the purpose of overview and scrutiny, what effective scrutiny looks like, how to conduct it effectively and the benefits it can bring.

As such, it includes a number of policies and practices authorities should adopt or should consider adopting when deciding how to carry out their overview and scrutiny functions.

The guidance recognises that authorities approach scrutiny in different ways and have different processes and procedures in place, and that what might work well for one authority might not work well in another.

The hypothetical scenarios contained in the annexes to this guidance have been included for illustrative purposes, and are intended to provoke thought and discussion rather than serve as a 'best' way to approach the relevant issues.

While the guidance sets out some of the key legal requirements, it does not seek to replicate legislation.

<u>Status of the guidance</u>
This is statutory guidance from the Ministry of Housing, Communities and Local Government. Local authorities and combined authorities must have regard to it when exercising their functions. The phrase 'must have regard', when used in this context, does not mean that the sections of statutory guidance have to be followed in every detail, but that they should be followed unless there is a good reason not to in a particular case.

Not every authority is required to appoint a scrutiny committee. This guidance applies to those authorities who have such a committee in place, whether they are required to or not.

This guidance has been issued under section 9Q of the Local Government Act 2000 and under paragraph 2(9) of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009, which requires authorities to have regard to this guidance. In addition, authorities may have regard to other material they might choose to consider, including that issued by the Centre for Public Scrutiny, when exercising their overview and scrutiny functions.

<u>Terminology</u>
Unless 'overview' is specifically mentioned, the term 'scrutiny' refers to both overview and scrutiny.[1]

Where the term 'authority' is used, it refers to both local authorities and combined authorities.

Where the term 'scrutiny committee' is used, it refers to an overview and scrutiny committee and any of its sub-committees. As the legislation refers throughout to powers conferred on scrutiny committees, that is the wording used in this guidance. However, the guidance should be seen as applying equally to work undertaken in informal task and finish groups, commissioned by formal committees.

Where the term 'executive' is used, it refers to executive members.

For combined authorities, references to the 'executive' or 'cabinet' should be interpreted as relating to the mayor (where applicable) and all the authority members.

For authorities operating committee rather than executive arrangements, references to the executive or Cabinet should be interpreted as relating to councillors in leadership positions.

<u>Expiry or review date</u>
This guidance will be kept under review and updated as necessary.

---

[1] A distinction is often drawn between 'overview' which focuses on the development of policy, and 'scrutiny' which looks at decisions that have been made or are about to be made to ensure they are fit for purpose.

# 1. Introduction and Context

1.  Overview and scrutiny committees were introduced in 2000 as part of new executive governance arrangements to ensure that members of an authority who were not part of the executive could hold the executive to account for the decisions and actions that affect their communities.

2.  Overview and scrutiny committees have statutory powers[2] to scrutinise decisions the executive is planning to take, those it plans to implement, and those that have already been taken/implemented. Recommendations following scrutiny enable improvements to be made to policies and how they are implemented. Overview and scrutiny committees can also play a valuable role in developing policy.

    > Effective overview and scrutiny should:
    > - Provide constructive 'critical friend' challenge;
    > - Amplify the voices and concerns of the public;
    > - Be led by independent people who take responsibility for their role; and
    > - Drive improvement in public services.

3.  The requirement for local authorities in England to establish overview and scrutiny committees is set out in sections 9F to 9FI of the Local Government Act 2000 as amended by the Localism Act 2011.

4.  The Localism Act 2011 amended the Local Government Act 2000 to allow councils to revert to a non-executive form of governance - the 'committee system'. Councils who adopt the committee system are not required to have overview and scrutiny but may do so if they wish. The legislation has been strengthened and updated since 2000, most recently to reflect new governance arrangements with combined authorities. Requirements for combined authorities are set out in Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009.

5.  Current overview and scrutiny legislation recognises that authorities are democratically-elected bodies who are best-placed to determine which overview and scrutiny arrangements best suit their own individual needs, and so gives them a great degree of flexibility to decide which arrangements to adopt.

6.  In producing this guidance, the Government fully recognises both authorities' democratic mandate and that the nature of local government has changed in recent years, with, for example, the creation of combined authorities, and councils increasingly delivering key services in partnership with other organisations or outsourcing them entirely.

---

[2] Section 9F of the Local Government Act 2000; paragraph 1 of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009.

# 2. Culture

7. The prevailing organisational culture, behaviours and attitudes of an authority will largely determine whether its scrutiny function succeeds or fails.

8. While everyone in an authority can play a role in creating an environment conducive to effective scrutiny, it is important that this is led and owned by members, given their role in setting and maintaining the culture of an authority.

9. Creating a strong organisational culture supports scrutiny work that can add real value by, for example, improving policy-making and the efficient delivery of public services. In contrast, low levels of support for and engagement with the scrutiny function often lead to poor quality and ill-focused work that serves to reinforce the perception that it is of little worth or relevance.

10. Members and senior officers should note that the performance of the scrutiny function is not just of interest to the authority itself. Its effectiveness, or lack thereof, is often considered by external bodies such as regulators and inspectors, and highlighted in public reports, including best value inspection reports. Failures in scrutiny can therefore help to create a negative public image of the work of an authority as a whole.

How to establish a strong organisational culture

11. Authorities can establish a strong organisational culture by:

   a) **Recognising scrutiny's legal and democratic legitimacy** – all members and officers should recognise and appreciate the importance and legitimacy the scrutiny function is afforded by the law. It was created to act as a check and balance on the executive and is a statutory requirement for all authorities operating executive arrangements and for combined authorities.

   Councillors have a unique legitimacy derived from their being democratically elected. The insights that they can bring by having this close connection to local people are part of what gives scrutiny its value.

   b) **Identifying a clear role and focus** – authorities should take steps to ensure scrutiny has a clear role and focus within the organisation, i.e. a niche within which it can clearly demonstrate it adds value. Therefore, prioritisation is necessary to ensure the scrutiny function concentrates on delivering work that is of genuine value and relevance to the work of the wider authority – this is one of the most challenging parts of scrutiny, and a critical element to get right if it is to be recognised as a strategic function of the authority (see chapter 6).

   Authorities should ensure a clear division of responsibilities between the scrutiny function and the audit function. While it is appropriate for scrutiny to pay due regard to the authority's financial position, this will need to happen in the context of the formal audit role. The authority's section 151 officer should advise scrutiny on how to manage this dynamic.

8

While scrutiny has no role in the investigation or oversight of the authority's whistleblowing arrangements, the findings of independent whistleblowing investigations might be of interest to scrutiny committees as they consider their wider implications. Members should always follow the authority's constitution and associated Monitoring Officer directions on the matter. Further guidance on whistleblowing can be found at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/415175/bis-15-200-whistleblowing-guidance-for-employers-and-code-of-practice.pdf.

c) **Ensuring early and regular engagement between the executive and scrutiny** – authorities should ensure early and regular discussion takes place between scrutiny and the executive, especially regarding the latter's future work programme. Authorities should, though, be mindful of their distinct roles:

> In particular:
>
> - The executive should not try to exercise control over the work of the scrutiny committee. This could be direct, e.g. by purporting to 'order' scrutiny to look at, or not look at, certain issues, or indirect, e.g. through the use of the whip or as a tool of political patronage, and the committee itself should remember its statutory purpose when carrying out its work. All members and officers should consider the role the scrutiny committee plays to be that of a 'critical friend' not a de facto 'opposition'. Scrutiny chairs have a particular role to play in establishing the profile and nature of their committee (see chapter 4); and
>
> - The chair of the scrutiny committee should determine the nature and extent of an executive member's participation in a scrutiny committee meeting, and in any informal scrutiny task group meeting.

d) **Managing disagreement** – effective scrutiny involves looking at issues that can be politically contentious. It is therefore inevitable that, at times, an executive will disagree with the findings or recommendations of a scrutiny committee.

It is the job of both the executive and scrutiny to work together to reduce the risk of this happening, and authorities should take steps to predict, identify and act on disagreement.

One way in which this can be done is via an 'executive-scrutiny protocol' (see annex 1) which can help define the relationship between the two and mitigate any differences of opinion before they manifest themselves in unhelpful and unproductive ways. The benefit of this approach is that it provides a framework for disagreement and debate, and a way to manage it when it happens. Often,

the value of such a protocol lies in the dialogue that underpins its preparation. It is important that these protocols are reviewed on a regular basis.

Scrutiny committees do have the power to 'call in' decisions, i.e. ask the executive to reconsider them before they are implemented, but should not view it as a substitute for early involvement in the decision-making process or as a party-political tool.

e) **Providing the necessary support** – while the level of resource allocated to scrutiny is for each authority to decide for itself, when determining resources an authority should consider the purpose of scrutiny as set out in legislation and the specific role and remit of the authority's own scrutiny committee(s), and the scrutiny function as a whole.

Support should also be given by members and senior officers to scrutiny committees and their support staff to access information held by the authority and facilitate discussions with representatives of external bodies (see chapter 5).

f) **Ensuring impartial advice from officers** – authorities, particularly senior officers, should ensure all officers are free to provide impartial advice to scrutiny committees. This is fundamental to effective scrutiny. Of particular importance is the role played by 'statutory officers' – the monitoring officer, the section 151 officer and the head of paid service, and where relevant the statutory scrutiny officer. These individuals have a particular role in ensuring that timely, relevant and high-quality advice is provided to scrutiny.

g) **Communicating scrutiny's role and purpose to the wider authority** – the scrutiny function can often lack support and recognition within an authority because there is a lack of awareness among both members and officers about the specific role it plays, which individuals are involved and its relevance to the authority's wider work. Authorities should, therefore, take steps to ensure all members and officers are made aware of the role the scrutiny committee plays in the organisation, its value and the outcomes it can deliver, the powers it has, its membership and, if appropriate, the identity of those providing officer support.

h) **Maintaining the interest of full Council in the work of the scrutiny committee** – part of communicating scrutiny's role and purpose to the wider authority should happen through the formal, public role of full Council – particularly given that scrutiny will undertake valuable work to highlight challenging issues that an authority will be facing and subjects that will be a focus of full Council's work. Authorities should therefore take steps to ensure full Council is informed of the work the scrutiny committee is doing.

One way in which this can be done is by reports and recommendations being submitted to full Council rather than solely to the executive. Scrutiny should decide when it would be appropriate to submit reports for wider debate in this way, taking into account the relevance of reports to full Council business, as well as full Council's capacity to consider and respond in a timely manner. Such

reports would supplement the annual report to full Council on scrutiny's activities and raise awareness of ongoing work.

In order to maintain awareness of scrutiny at the Combined Authority and provoke dialogue and discussion of its impact, the business of scrutiny should be reported to the Combined Authority board or to the chairs of the relevant scrutiny committees of constituent and non-constituent authorities, or both. At those chairs' discretion, particular Combined Authority scrutiny outcomes, and what they might mean for each individual area, could be either discussed by scrutiny in committee or referred to full Council of the constituent authorities.

i) **Communicating scrutiny's role to the public** – authorities should ensure scrutiny has a profile in the wider community. Consideration should be given to how and when to engage the authority's communications officers, and any other relevant channels, to understand how to get that message across. This will usually require engagement early on in the work programming process (see chapter 6).

j) **Ensuring scrutiny members are supported in having an independent mindset** – formal committee meetings provide a vital opportunity for scrutiny members to question the executive and officers.

Inevitably, some committee members will come from the same political party as a member they are scrutinising and might well have a long-standing personal, or familial, relationship with them (see paragraph 25).

Scrutiny members should bear in mind, however, that adopting an independent mind-set is fundamental to carrying out their work effectively. In practice, this is likely to require scrutiny chairs working proactively to identify any potentially contentious issues and plan how to manage them.

Directly-elected mayoral systems
12. A strong organisational culture that supports scrutiny work is particularly important in authorities with a directly-elected mayor to ensure there are the checks and balances to maintain a robust democratic system. Mayoral systems offer the opportunity for greater public accountability and stronger governance, but there have also been incidents that highlight the importance of creating and maintaining a culture that puts scrutiny at the heart of its operations.

13. Authorities with a directly-elected mayor should ensure that scrutiny committees are well-resourced, are able to recruit high-calibre members and that their scrutiny functions pay particular attention to issues surrounding:
   - rights of access to documents by the press, public and councillors;
   - transparent and fully recorded decision-making processes, especially avoiding decisions by 'unofficial' committees or working groups;
   - delegated decisions by the Mayor;
   - whistleblowing protections for both staff and councillors; and
   - powers of Full Council, where applicable, to question and review.

14. Authorities with a directly-elected mayor should note that mayors are required by law to attend overview and scrutiny committee sessions when asked to do so (see paragraph 44).

# 3. Resourcing

15. The resource an authority allocates to the scrutiny function plays a pivotal role in determining how successful that function is and therefore the value it can add to the work of the authority.

16. Ultimately it is up to each authority to decide on the resource it provides, but every authority should recognise that creating and sustaining an effective scrutiny function requires them to allocate resources to it.

17. Authorities should also recognise that support for scrutiny committees, task groups and other activities is not solely about budgets and provision of officer time, although these are clearly extremely important elements. Effective support is also about the ways in which the wider authority engages with those who carry out the scrutiny function (both members and officers).

> When deciding on the level of resource to allocate to the scrutiny function, the factors an authority should consider include:
> - Scrutiny's legal powers and responsibilities;
> - The particular role and remit scrutiny will play in the authority;
> - The training requirements of scrutiny members and support officers, particularly the support needed to ask effective questions of the executive and other key partners, and make effective recommendations;
> - The need for ad hoc external support where expertise does not exist in the council;
> - Effectively-resourced scrutiny has been shown to add value to the work of authorities, improving their ability to meet the needs of local people; and
> - Effectively-resourced scrutiny can help policy formulation and so minimise the need for call-in of executive decisions.

Statutory scrutiny officers

18. Combined authorities, upper and single tier authorities are required to designate a statutory scrutiny officer,[3] someone whose role is to:
    - promote the role of the authority's scrutiny committee;
    - provide support to the scrutiny committee and its members; and
    - provide support and guidance to members and officers relating to the functions of the scrutiny committee.

---

[3] Section 9FB of the Local Government Act 2000; article 9 of the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017

19. Authorities not required by law to appoint such an officer should consider whether doing so would be appropriate for their specific local needs.

Officer resource models

20. Authorities are free to decide for themselves which wider officer support model best suits their individual circumstances, though generally they adopt one or a mix of the following:

- Committee – officers are drawn from specific policy or service areas;
- Integrated – officers are drawn from the corporate centre and also service the executive; and
- Specialist – officers are dedicated to scrutiny.

21. Each model has its merits – the committee model provides service-specific expertise; the integrated model facilitates closer and earlier scrutiny involvement in policy formation and alignment of corporate work programmes; and the specialist model is structurally independent from those areas it scrutinises.

22. Authorities should ensure that, whatever model they employ, officers tasked with providing scrutiny support are able to provide impartial advice. This might require consideration of the need to build safeguards into the way that support is provided. The nature of these safeguards will differ according to the specific role scrutiny plays in the organisation.

# 4. Selecting Committee Members

23. Selecting the right members to serve on scrutiny committees is essential if those committees are to function effectively. Where a committee is made up of members who have the necessary skills and commitment, it is far more likely to be taken seriously by the wider authority.

24. While there are proportionality requirements that must be met,[4] the selection of the chair and other committee members is for each authority to decide for itself. Guidance for combined authorities on this issue has been produced by the Centre for Public Scrutiny[5].

> Members invariably have different skill-sets. What an authority must consider when forming a committee is that, as a group, it possesses the requisite expertise, commitment and ability to act impartially to fulfil its functions.

25. Authorities are reminded that members of the executive cannot be members of a scrutiny committee.[6] Authorities should take care to ensure that, as a minimum, members holding less formal executive positions, e.g. as Cabinet assistants, do not sit on scrutinising committees looking at portfolios to which those roles relate. Authorities should articulate in their constitutions how conflicts of interest, including familial links (see also paragraph 31), between executive and scrutiny responsibilities should be managed, including where members stand down from the executive and move to a scrutiny role, and vice-versa.

26. Members or substitute members of a combined authority must not be members of its overview and scrutiny committee.[7] This includes the Mayor in Mayoral Combined Authorities. It is advised that Deputy Mayors for Policing and Crime are also not members of the combined authority's overview and scrutiny committee.

Selecting individual committee members

27. When selecting individual members to serve on scrutiny committees, an authority should consider a member's experience, expertise, interests, ability to act impartially, ability to work as part of a group, and capacity to serve.

---

[4] See, for example, regulation 11 of the Local Authorities (Committee System) (England) Regulations 2012 (S.I. 2012/1020) and article 4 of the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017 (S.I. 2017/68).

[5] See pages 15-18 of 'Overview and scrutiny in combined authorities: a plain English guide': https://www.cfps.org.uk/wp-content/uploads/Overview-and-scrutiny-in-combined-authorities-a-plain-english-guide.pdf

[6] Section 9FA(3) of the Local Government Act 2000.

[7] 2(3) of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009

28. Authorities should not take into account a member's perceived level of support for or opposition to a particular political party (notwithstanding the wider legal requirement for proportionality referred to in paragraph 24).

Selecting a chair

29. The Chair plays a leadership role on a scrutiny committee as they are largely responsible for establishing its profile, influence and ways of working.

30. The attributes authorities should and should not take into account when selecting individual committee members (see paragraphs 27 and 28) also apply to the selection of the Chair, but the Chair should also possess the ability to lead and build a sense of teamwork and consensus among committee members.

> Chairs should pay special attention to the need to guard the committee's independence. Importantly, however, they should take care to avoid the committee being, and being viewed as, a de facto opposition to the executive.

31. Given their pre-eminent role on the scrutiny committee, it is strongly recommended that the Chair not preside over scrutiny of their relatives[8]. Combined authorities should note the legal requirements that apply to them where the Chair is an independent person[9].

32. The method for selecting a Chair is for each authority to decide for itself, however every authority should consider taking a vote by secret ballot. Combined Authorities should be aware of the legal requirements regarding the party affiliation of their scrutiny committee Chair[10].

Training for committee members

33. Authorities should ensure committee members are offered induction when they take up their role and ongoing training so they can carry out their responsibilities effectively. Authorities should pay attention to the need to ensure committee members are aware of their legal powers, and how to prepare for and ask relevant questions at scrutiny sessions.

34. When deciding on training requirements for committee members, authorities should consider taking advantage of opportunities offered by external providers in the sector.

Co-option and technical advice

35. While members and their support officers will often have significant local insight and an understanding of local people and their needs, the provision of outside expertise can be invaluable.

---

[8] A definition of 'relative' can be found at section 28(10) of the Localism Act 2011.
[9] See article 5(2) of the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017 (S.I. 2017/68).
[10] Article 5(6) of the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017.

36. There are two principal ways to procure this:
    - Co-option – formal co-option is provided for in legislation[11]. Authorities must establish a co-option scheme to determine how individuals will be co-opted onto committees; and
    - Technical advisers – depending on the subject matter, independent local experts might exist who can provide advice and assistance in evaluating evidence (see annex 2).

---

[11] Section 9FA(4) Local Government Act 2000

# 5. Power to Access Information

37. A scrutiny committee needs access to relevant information the authority holds, and to receive it in good time, if it is to do its job effectively.

38. This need is recognised in law, with members of scrutiny committees enjoying powers to access information[12]. In particular, regulations give enhanced powers to a scrutiny member to access exempt or confidential information. This is in addition to existing rights for councillors to have access to information to perform their duties, including common law rights to request information and rights to request information under the Freedom of Information Act 2000 and the Environmental Information Regulations 2004.

39. When considering what information scrutiny needs in order to carry out its work, scrutiny members and the executive should consider scrutiny's role and the legal rights that committees and their individual members have, as well as their need to receive timely and accurate information to carry out their duties effectively.

40. Scrutiny members should have access to a regularly available source of key information about the management of the authority – particularly on performance, management and risk. Where this information exists, and scrutiny members are given support to understand it, the potential for what officers might consider unfocused and unproductive requests is reduced as members will be able to frame their requests from a more informed position.

41. Officers should speak to scrutiny members to ensure they understand the reasons why information is needed, thereby making the authority better able to provide information that is relevant and timely, as well as ensuring that the authority complies with legal requirements.

> While each request for information should be judged on its individual merits, authorities should adopt a default position of sharing the information they hold, on request, with scrutiny committee members.

42. The law recognises that there might be instances where it is legitimate for an authority to withhold information and places a requirement on the executive to provide the scrutiny committee with a written statement setting out its reasons for that decision[13]. However, members of the executive and senior officers should take particular care to avoid refusing requests, or limiting the information they provide, for reasons of party political or reputational expediency.

---

[12] Regulation 17 - Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012; article 10 Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017.
[13] Regulation 17(4) – Local Government (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012; article 10(4) Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017.

> Before an authority takes a decision not to share information it holds, it should give serious consideration to whether that information could be shared in closed session.

43. Regulations already stipulate a timeframe for executives to comply with requests from a scrutiny member[14]. When agreeing to such requests, authorities should:
   - consider whether seeking clarification from the information requester could help better target the request; and
   - Ensure the information is supplied in a format appropriate to the recipient's needs.

44. Committees should be aware of their legal power to require members of the executive and officers to attend before them to answer questions[15]. It is the duty of members and officers to comply with such requests.[16]

Seeking information from external organisations

45. Scrutiny members should also consider the need to supplement any authority-held information they receive with information and intelligence that might be available from other sources, and should note in particular their statutory powers to access information from certain external organisations.

46. When asking an external organisation to provide documentation or appear before it, and where that organisation is not legally obliged to do either (see annex 3), scrutiny committees should consider the following:

   a) **The need to explain the purpose of scrutiny** – the organisation being approached might have little or no awareness of the committee's work, or of an authority's scrutiny function more generally, and so might be reluctant to comply with any request;

   b) **The benefits of an informal approach** – individuals from external organisations can have fixed perceptions of what an evidence session entails and may be unwilling to subject themselves to detailed public scrutiny if they believe it could reflect badly on them or their employer. Making an informal approach can help reassure an organisation of the aims of the committee, the type of information being sought and the manner in which the evidence session would be conducted;

---

[14] Regulation 17(2) – Local Government (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012; article 10(2) Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017.
[15] Section 9FA(8) of the Local Government Act 2000; paragraph 2(6) of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009.
[16] Section 9FA(9) of the Local Government Act 2000; paragraph 2(7) of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009.

19

c) **How to encourage compliance with the request** – scrutiny committees will want to frame their approach on a case by case basis. For contentious issues, committees might want to emphasise the opportunity their request gives the organisation to 'set the record straight' in a public setting; and

d) **Who to approach** – a committee might instinctively want to ask the Chief Executive or Managing Director of an organisation to appear at an evidence session, however it could be more beneficial to engage front-line staff when seeking operational-level detail rather than senior executives who might only be able to talk in more general terms. When making a request to a specific individual, the committee should consider the type of information it is seeking, the nature of the organisation in question and the authority's pre-existing relationship with it.

---

Following 'the Council Pound'

Scrutiny committees will often have a keen interest in 'following the council pound', i.e. scrutinising organisations that receive public funding to deliver goods and services.

Authorities should recognise the legitimacy of this interest and, where relevant, consider the need to provide assistance to scrutiny members and their support staff to obtain information from organisations the council has contracted to deliver services. In particular, when agreeing contracts with these bodies, authorities should consider whether it would be appropriate to include a *requirement* for them to supply information to or appear before scrutiny committees.

---

# 6. Planning Work

47. Effective scrutiny should have a defined impact on the ground, with the committee making recommendations that will make a tangible difference to the work of the authority. To have this kind of impact, scrutiny committees need to plan their work programme, i.e. draw up a long-term agenda and consider making it flexible enough to accommodate any urgent, short-term issues that might arise during the year.

48. Authorities with multiple scrutiny committees sometimes have a separate work programme for each committee. Where this happens, consideration should be given to how to co-ordinate the various committees' work to make best use of the total resources available.

## Being clear about scrutiny's role

49. Scrutiny works best when it has a clear role and function. This provides focus and direction. While scrutiny has the power to look at anything which affects 'the area, or the area's inhabitants', authorities will often find it difficult to support a scrutiny function that carries out generalised oversight across the wide range of issues experienced by local people, particularly in the context of partnership working. Prioritisation is necessary, which means that there might be things that, despite being important, scrutiny will not be able to look at.

50. Different overall roles could include having a focus on risk, the authority's finances, or on the way the authority works with its partners.

51. Applying this focus does not mean that certain subjects are 'off limits'. It is more about looking at topics and deciding whether their relative importance justifies the positive impact scrutiny's further involvement could bring.

52. When thinking about scrutiny's focus, members should be supported by key senior officers. The statutory scrutiny officer, if an authority has one, will need to take a leading role in supporting members to clarify the role and function of scrutiny, and championing that role once agreed.

## Who to speak to

53. Evidence will need to be gathered to inform the work programming process. This will ensure that it looks at the right topics, in the right way and at the right time. Gathering evidence requires conversations with:

- *The public* – it is likely that formal 'consultation' with the public on the scrutiny work programme will be ineffective. Asking individual scrutiny members to have conversations with individuals and groups in their own local areas can work better. Insights gained from the public through individual pieces of scrutiny work can be fed back into the work programming process. Listening to and participating in conversations in places where local people come together, including in online forums, can help authorities engage people on their own terms and yield more positive results.

Authorities should consider how their communications officers can help scrutiny engage with the public, and how wider internal expertise and local knowledge from both members and officers might make a contribution.

- *The authority's partners* – relationships with other partners should not be limited to evidence-gathering to support individual reviews or agenda items. A range of partners are likely to have insights that will prove useful:
    - Public sector partners (like the NHS and community safety partners, over which scrutiny has specific legal powers);
    - Voluntary sector partners;
    - Contractors and commissioning partners (including partners in joint ventures and authority-owned companies);
    - In parished areas, town, community and parish councils;
    - Neighbouring principal councils (both in two-tier and unitary areas);
    - Cross-authority bodies and organisations, such as Local Enterprise Partnerships[17]; and
    - Others with a stake and interest in the local area – large local employers, for example.

- *The executive* – a principal partner in discussions on the work programme should be the executive (and senior officers). The executive should not direct scrutiny's work (see chapter 2), but conversations will help scrutiny members better understand how their work can be designed to align with the best opportunities to influence the authority's wider work.

Information sources
54. Scrutiny will need access to relevant information to inform its work programme. The type of information will depend on the specific role and function scrutiny plays within the authority, but might include:
    - Performance information from across the authority and its partners;
    - Finance and risk information from across the authority and its partners;
    - Corporate complaints information, and aggregated information from political groups about the subject matter of members' surgeries;
    - Business cases and options appraisals (and other planning information) for forthcoming major decisions. This information will be of particular use for pre-decision scrutiny; and
    - Reports and recommendations issued by relevant ombudsmen, especially the Local Government and Social Care Ombudsman.

---

[17] Authorities should ensure they have appropriate arrangements in place to ensure the effective democratic scrutiny of Local Enterprise Partnerships' investment decisions.

> As committees can meet in closed session, commercial confidentiality should not preclude the sharing of information. Authorities should note, however, that the default for meetings should be that they are held in public (see 2014 guidance on '*Open and accountable local government*':
> https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/343182/140812_Openness_Guide.pdf).

55. Scrutiny members should consider keeping this information under regular review. It is likely to be easier to do this outside committee, rather than bringing such information to committee 'to note', or to provide an update, as a matter of course.

Shortlisting topics

> Approaches to shortlisting topics should reflect scrutiny's overall role in the authority. This will require the development of bespoke, local solutions, however when considering whether an item should be included in the work programme, the kind of questions a scrutiny committee should consider might include:
> - Do we understand the benefits scrutiny would bring to this issue?
> - How could we best carry out work on this subject?
> - What would be the best outcome of this work?
> - How would this work engage with the activity of the executive and other decision-makers, including partners?

56. Some authorities use scoring systems to evaluate and rank work programme proposals. If these are used to provoke discussion and debate, based on evidence, about what priorities should be, they can be a useful tool. Others take a looser approach. Whichever method is adopted, a committee should be able to justify how and why a decision has been taken to include certain issues and not others.

57. Scrutiny members should accept that shortlisting can be difficult; scrutiny committees have finite resources and deciding how these are best allocated is tough. They should understand that, if work programming is robust and effective, there might well be issues that they want to look at that nonetheless are not selected.

Carrying out work
58. Selected topics can be scrutinised in several ways, including:

a) **As a single item on a committee agenda** – this often presents a limited opportunity for effective scrutiny, but may be appropriate for some issues or where the committee wants to maintain a formal watching brief over a given issue;

b) **At a single meeting** – which could be a committee meeting or something less formal. This can provide an opportunity to have a single public meeting about a

given subject, or to have a meeting at which evidence is taken from a number of witnesses;

c) **<u>At a task and finish review of two or three meetings</u>** – short, sharp scrutiny reviews are likely to be most effective even for complex topics. Properly focused, they ensure members can swiftly reach conclusions and make recommendations, perhaps over the course of a couple of months or less;

d) **<u>Via a longer-term task and finish review</u>** – the 'traditional' task and finish model – with perhaps six or seven meetings spread over a number of months – is still appropriate when scrutiny needs to dig into a complex topic in significant detail. However, the resource implications of such work, and its length, can make it unattractive for all but the most complex matters; and

e) **<u>By establishing a 'standing panel'</u>** – this falls short of establishing a whole new committee but may reflect a necessity to keep a watching brief over a critical local issue, especially where members feel they need to convene regularly to carry out that oversight. Again, the resource implications of this approach means that it will be rarely used.

# 7. Evidence Sessions

59. Evidence sessions are a key way in which scrutiny committees inform their work. They might happen at formal committee, in less formal 'task and finish' groups or at standalone sessions.

> Good preparation is a vital part of conducting effective evidence sessions. Members should have a clear idea of what the committee hopes to get out of each session and appreciate that success will depend on their ability to work together on the day.

How to plan

60. Effective planning does not necessarily involve a large number of pre-meetings, the development of complex scopes or the drafting of questioning plans. It is more often about setting overall objectives and then considering what type of questions (and the way in which they are asked) can best elicit the information the committee is seeking. This applies as much to individual agenda items as it does for longer evidence sessions – there should always be consideration in advance of what scrutiny is trying to get out of a particular evidence session.

> Chairs play a vital role in leading discussions on objective-setting and ensuring all members are aware of the specific role each will play during the evidence session.

61. As far as possible there should be consensus among scrutiny members about the objective of an evidence session before it starts. It is important to recognise that members have different perspectives on certain issues, and so might not share the objectives for a session that are ultimately adopted. Where this happens, the Chair will need to be aware of this divergence of views and bear it in mind when planning the evidence session.

62. Effective planning should mean that at the end of a session it is relatively straightforward for the chair to draw together themes and highlight the key findings. It is unlikely that the committee will be able to develop and agree recommendations immediately, but, unless the session is part of a wider inquiry, enough evidence should have been gathered to allow the chair to set a clear direction.

63. After an evidence session, the committee might wish to hold a short 'wash-up' meeting to review whether their objectives were met and lessons could be learned for future sessions.

Developing recommendations

64. The development and agreement of recommendations is often an iterative process. It will usually be appropriate for this to be done only by members, assisted by co-optees where relevant. When deciding on recommendations, however, members should have due regard to advice received from officers, particularly the Monitoring Officer.

65. The drafting of reports is usually, but not always, carried out by officers, directed by members.

66. Authorities draft reports and recommendations in a number of ways, but there are normally three stages:

   i.   the development of a 'heads of report' – a document setting out general findings that members can then discuss as they consider the overall structure and focus of the report and its recommendations;

   ii.  the development of those findings, which will set out some areas on which recommendations might be made; and

   iii. the drafting of the full report.

67. Recommendations should be evidence-based and SMART, i.e. specific, measurable, achievable, relevant and timed. Where appropriate, committees may wish to consider sharing them in draft with interested parties.

68. Committees should bear in mind that often six to eight recommendations are sufficient to enable the authority to focus its response, although there may be specific circumstances in which more might be appropriate.

> Sharing draft recommendations with executive members should not provide an opportunity for them to revise or block recommendations before they are made. It should, however, provide an opportunity for errors to be identified and corrected, and for a more general sense-check.

# Annex 1: Illustrative Scenario – Creating an Executive-Scrutiny Protocol

An executive-scrutiny protocol can deal with the practical expectations of scrutiny committee members and the executive, as well as the cultural dynamics.

Workshops with scrutiny members, senior officers and Cabinet can be helpful to inform the drafting of a protocol. An external facilitator can help bring an independent perspective.

Councils should consider how to adopt a protocol, e.g. formal agreement at scrutiny committee and Cabinet, then formal integration into the Council's constitution at the next Annual General Meeting.

The protocol, as agreed, may contain sections on:

- The way scrutiny will go about developing its work programme (including the ways in which senior officers and Cabinet members will be kept informed);
- The way in which senior officers and Cabinet will keep scrutiny informed of the outlines of major decisions as they are developed, to allow for discussion of scrutiny's potential involvement in policy development. This involves the building in of safeguards to mitigate risks around the sharing of sensitive information with scrutiny members;
- A strengthening and expansion of existing parts of the code of conduct that relate to behaviour in formal meetings, and in informal meetings;
- Specification of the nature and form of responses that scrutiny can expect when it makes recommendations to the executive, when it makes requests to the executive for information, and when it makes requests that Cabinet members or senior officers attend meetings; and
- Confirmation of the role of the statutory scrutiny officer, and Monitoring Officer, in overseeing compliance with the protocol, and ensuring that it is used to support the wider aim of supporting and promoting a culture of scrutiny, with matters relating to the protocol's success being reported to full Council through the scrutiny Annual Report.

# Annex 2: Illustrative Scenario – Engaging Independent Technical Advisers

This example demonstrates how one Council's executive and scrutiny committee worked together to scope a role and then appoint an independent adviser on transforming social care commissioning. Their considerations and process may be helpful and applicable in other similar scenarios.

Major care contracts were coming to an end and the Council took the opportunity to review whether to continue with its existing strategic commissioning framework, or take a different approach – potentially insourcing certain elements.

The relevant Director was concerned about the Council's reliance on a very small number of large providers. The Director therefore approached the Scrutiny and Governance Manager to talk through the potential role scrutiny could play as the Council considered these changes.

The Scrutiny Chair wanted to look at this issue in some depth, but recognised its complexity could make it difficult for her committee to engage – she was concerned it would not be able to do the issue justice. The Director offered support from his own officer team, but the Chair considered this approach to be beset by risks around the independence of the process.

She talked to the Director about securing independent advice. He was worried that an independent adviser could come with preconceived ideas and would not understand the Council's context and objectives. The Scrutiny Chair was concerned that independent advice could end up leading to scrutiny members being passive, relying on an adviser to do their thinking for them. They agreed that some form of independent assistance would be valuable, but that how it was provided and managed should be carefully thought out.

With the assistance of the Governance and Scrutiny Manager, the Scrutiny Chair approached local universities and Further Education institutions to identify an appropriate individual. The approach was clear – it set out the precise role expected of the adviser, and explained the scrutiny process itself. Because members wanted to focus on the risks of market failure, and felt more confident on substantive social care matters, the approach was directed at those with a specialism in economics and business administration. The Council's search was proactive – the assistance of the service department was drawn on to make direct approaches to particular individuals who could carry out this role.

It was agreed to make a small budget available to act as a 'per diem' to support an adviser; academics were approached in the first instance as the Council felt able to make a case that an educational institution would provide this support for free as part of its commitment to Corporate Social Responsibility.

Three individuals were identified from the Council's proactive search. The Chair and Vice-Chair of the committee had an informal discussion with each – not so much to establish their skills and expertise (which had already been assessed) but to give a sense about

their 'fit' with scrutiny's objectives and their political nous in understanding the environment in which they would operate, and to satisfy themselves that they will apply themselves even-handedly to the task. The Director sat in on this process but played no part in who was ultimately selected.

The independent advice provided by the selected individual gave the Scrutiny Committee a more comprehensive understanding of the issue and meant it was able to offer informed advice on the merits of putting in place a new strategic commissioning framework.

# Annex 3: Illustrative Scenario – Approaching an External Organisation to Appear before a Committee

This example shows how one council ensured a productive scrutiny meeting, involving a private company and the public. Lessons may be drawn and apply to other similar scenarios.

Concerns had been expressed by user groups, and the public at large, about the reliability of the local bus service. The Scrutiny Chair wanted to question the bus company in a public evidence session but knew that she had no power to compel it to attend. Previous attempts to engage it had been unsuccessful; the company was not hostile, but said it had its own ways of engaging the public.

The Monitoring Officer approached the company's regional PR manager, but he expressed concern that the session would end in a 'bunfight'. He also explained the company had put their improvement plan in the public domain, and felt a big council meeting would exacerbate tensions.

Other councillors had strong views about the company – one thought the committee should tell the company it would be empty-chaired if it refused to attend. The Scrutiny Chair was sympathetic to this, but thought such an approach would not lead to any improvements.

The Scrutiny Chair was keen to make progress, but it was difficult to find the right person to speak to at the company, so she asked council officers and local transport advocacy groups for advice. Speaking to those people also gave her a better sense of what scrutiny's role might be.

When she finally spoke to the company's network manager, she explained the situation and suggested they work together to consider how the meeting could be productive for the Council, the company and local people. In particular, this provided her with an opportunity to explain scrutiny and its role. The network manager remained sceptical but was reassured that they could work together to ensure that the meeting would not be an 'ambush'. He agreed in principle to attend and also provide information to support the Committee's work beforehand.

Discussions continued in the four weeks leading up to the Committee meeting. The Scrutiny Chair was conscious that while she had to work with the company to ensure that the meeting was constructive – and secure their attendance – it could not be a whitewash, and other members and the public would demand a hard edge to the discussions.

The scrutiny committee agreed that the meeting would provide a space for the company to provide context to the problems local people are experiencing, but that this would be preceded by a space on the agenda for the Chair, Vice-chair, and representatives from two local transport advocacy groups to set out their concerns. The company were sent in

advance a summary of the general areas on which members were likely to ask questions, to ensure that those questions could be addressed at the meeting.

Finally, provision was made for public questions and debate. Those attending the meeting were invited to discuss with each other the principal issues they wanted the meeting to cover. A short, facilitated discussion in the room led by the Chair highlighted the key issues, and the Chair then put those points to the company representatives.

At the end of the meeting, the public asked questions of the bus company representative in a 20-minute plenary item.

The meeting was fractious, but the planning carried out to prepare for this – by channelling issues through discussion and using the Chair to mediate the questioning – made things easier. Some attendees were initially frustrated by this structure, but the company representative was more open and less defensive than might otherwise have been the case.

The meeting also motivated the company to revise its communications plan to become more responsive to this kind of challenge, part of which involved a commitment to feed back to the scrutiny committee on the recommendations it made on the night.

This page is intentionally left blank