

<b>Option A</b>	<u>Alternative Structure</u> Remove existing Scrutiny Committees from decision making structure and give authority to each of the Executive Member Advisory Panels (EMAPs) to carry out all of the scrutiny function in relation to the services under their individual portfolio areas
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Suggested EMAP Committees

As per current structure:

City Strategy

Corporate Service

Leisure &amp; Culture

Neighbourhoods

Housing &amp; Adult Social Services

Children's Services

Suggested Scrutiny Committees

None

Role of Scrutiny Management Committee

- To deal with all pre/post decision call-in

Role of Advisory Panel

- Executive Member Business- This would appear on the Executive Forward Plan and be dealt with at meetings in the same way as it is now.
- Scrutiny Business – Each Advisory Panel would agree a yearly workplan based on the Directorate Service Plan. The workplan would appear as a standard item on the agenda for consideration at each meeting and any registered scrutiny topics or issues identified at meetings would be prioritised and added to the workplan accordingly. The scrutiny workplans would be visible on both the intranet and internet in the same way as the Executive Forward Plan, via the committee management system.
- Retain current powers but may require some minor revisions to delegations\*

Agenda Presentation

The standard agenda items e.g. Declarations of Interest, Minutes etc would be dealt with at the start of the meeting. The business items would be split into parts A (Advising the Executive Member) and B (Scrutiny). In the case of City Strategy EMAP where two Executive Members are in attendance, the business in part A would be subdivided to clearly show which Executive Member is to make the decision see sample agenda front sheet below. For example, at the meeting of City Strategy EMAP on 8 September 2008, the business would have been split as follows:

Item	Type of Business	Executive Member
<ul style="list-style-type: none"> <li>Loan to Science City York</li> <li>Chief Executive's Monitor 1 Finance &amp; Performance Report 2008/09*</li> <li>2008/09 1<sup>st</sup> Monitoring Report for Economic Development Service – Finance &amp; Performance*</li> </ul>	Executive	Leader Leader Leader

<ul style="list-style-type: none"> <li>• Manor School – Highways Improvements (inc Beckfield Lane cycle scheme)</li> <li>• Winter Maintenance Service 2008/09</li> <li>• 2008/09 City Strategy Finance &amp; Performance Monitor One*</li> <li>• 2008/09 City Strategy Capital Programme Monitor 1 Report*</li> </ul>	Executive	City Strategy  City Strategy City Strategy  City Strategy
<ul style="list-style-type: none"> <li>• Coach Strategy Review</li> <li>• York Cycling City</li> <li>• Results from the Street Lighting Trials</li> <li>• A Comparison of Bus Fares in York with other Local Authorities</li> <li>• Quality Bus Partnership Progress Report</li> </ul>	Scrutiny	

- \* In order to bring the scrutiny function in York in line with that of all other local Authorities, these items in respect of monitoring finance and performance would fall under Scrutiny business. Items pertaining to the setting or spending of budgets would remain an Executive function

#### Effects

- Reduction in No. of Committees on structure.
- Would require clarity of Democracy & Scrutiny Support Roles
- Would require clarity in nature of business being dealt with at meetings

#### Advantages

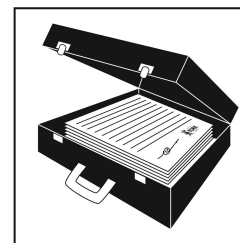
- EMAPs already involved in decision making about policy development and budgets.
- EMAPs have good understanding of their service areas and are therefore best placed to review and scrutinise Executive / chief officer decisions, and performance in relation to policy objectives and performance targets
- Clarity in role of EMAP i.e. separation of council and executive functions.
- More targeted use of resources in support of the function.
- Would address CPA concerns.

#### Disadvantages

- Increased workload for EMAPs
- Longer meetings and/or increased No. of meetings
- Removes clear delineation between overview and scrutiny, and decision-making processes

#### Cost

Information shown in Annex C.



## Notice of meeting of

### Executive Members for City Strategy and Advisory Panel

- To:** Councillors Gillies (Chair), Steve Galloway (Executive Member), Gillies (Chair), D'Agorne (Vice-Chair), Cregan, Hyman, Potter, Scott and Waller (Executive Member)
- Date:** Monday, 8 September 2008
- Time:** 5.00 pm
- Venue:** The Guildhall, York

### AGENDA

#### Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

**10:00 am on Friday 5 September 2008**, if an item is called in *before* a decision is taken, *or*

**4:00 pm on Wednesday 10 September 2008**, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

#### **1. Declarations of Interest**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

**2. Minutes** (Pages 3 - 20)

To approve and sign the minutes of the last meeting of the Executive Members for City Strategy and Advisory Panel held on 14 July 2008.

**3. Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Panel's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Friday 5 September 2008 at 5.00 pm.

**BUSINESS FOR THE EXECUTIVE LEADER****ITEMS FOR DECISION****4. Loan to Science City York** (Pages 21 - 30)

This report asks the Executive Member to recommend that the Executive approve a loan of £50,000 from the Council to Science City York Company Limited by Guarantee to assist with its cash flow.

**5. Chief Executive's Monitor 1 Finance and Performance Report 2008/09** (Pages 31 - 48)

This report combines performance and financial information for the Chief Executives Directorate for Monitor 1 2008-09. The Executive Member is asked to note the financial and performance position of the portfolio and to recommend the Executive to release a contingency sum to fund the additional cost of Members superannuation costs.

**6. 2008/09 First Monitoring Report for Economic Development Service - Finance & Performance** (Pages 49 - 62)

This report presents the latest projections for revenue and capital expenditure by Economic Development, as well as performance against target for:

- National Performance Indicators
- Customer First targets (letter and telephone answering)
- Staff Management targets (sickness absence & appraisals completed)

The Executive Member is asked to approve the financial and performance position of the portfolio.

## **BUSINESS FOR THE EXECUTIVE MEMBER FOR CITY STRATEGY**

### **ITEMS FOR DECISION**

**7. Manor School - Highway Improvements (including Beckfield Lane cycle scheme) (Pages 63 - 84)**

This report summarises the outcome of consultation on a package of highway improvements aimed at providing safe and sustainable transport links to the new Manor School on Millfield Lane. Approval of a scheme for implementation is sought together with authorisation to advertise the related traffic regulation orders.

**8. Winter Maintenance Service 2008/09 (Pages 85 - 118)**

This report advises Members of the outcome of a review of last seasons Winter Maintenance Service and seeks approval of Officers actions in renewing the winter maintenance forecast provision contract.

**9. 2008/09 City Strategy Finance and Performance Monitor One (Pages 119 - 154)**

This report presents two sets of data from the City Strategy Directorate:

- a. the latest projections for revenue expenditure and capital expenditure for City Strategy portfolio,
- b. Monitor 1 (2008/09) performance against target for a number of key indicators that are made up of:
  - i. National Performance Indicators and local indicators owned by City Strategy<sup>1</sup>
  - ii. Customer First targets (letter answering)
  - iii. Staff Management Targets (sickness absence)

Members are requested to note the financial position of the directorate portfolio, agree to the release of a contingency sum and approve a one off virement.

**10. 2008/09 City Strategy Capital Programme Monitor 1 Report (Pages 155 - 190)**

This report sets out progress to date on schemes in the City Strategy Capital Programme for 2008/09 and asks the Executive Member to approve the amendments to the 2008/09 budget.

**11. Any other business which the Chair considers urgent under the Local Government Act 1972**

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## **ITEMS OF SCRUTINY BUSINESS**

### **12. Coach Strategy Review** (Pages 191 - 214)

This report provides a description and analysis of key findings arising from the York Coach Strategy Update (2008) and recommends that a detailed examination is made as to the feasibility of coaches using bus lanes in York.

### **13. York Cycling City** (Pages 215 - 236)

This report advises Members of progress made in developing the York Cycling City project since the announcement of the successful bid in June 2008. Members are asked to note the content of the report and approve the proposals for moving the project forward.

### **14. Results from the Street Lighting Trials** (Pages 237 - 266)

This report examines the results of the street lighting trials, which took place earlier this year and examines how this could be progressed, in line with the recommendations of the Executive.

### **15. A Comparison of Bus Fares in York with other Local Authorities** (Pages 267 – 294)

This report advises Members of the comparative cost of bus travel, how local bus services in York compare to those in similar conurbations, how Park and Ride fares compare and how fares differ between bus companies operating in York.

### **16. Quality Bus Partnership Progress Report** (Pages 295 - 310)

This report details decisions made by the Quality Bus Partnership (QBP) since its relaunch in August 2007 and is in response to a request made Cllr D'Agorne.

#### Democracy Officer

Name: Jill Pickering - Contact Details:

- Telephone - (01904) 552061
- Email - [jill.pickering@york.gov.uk](mailto:jill.pickering@york.gov.uk)

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

<b>Option B</b>	<u>Alternative Structure</u> Replace the existing Scrutiny Committees with an increased No. of alternative Scrutiny Committees, and <u>remove</u> EMAPs from the decision making structure
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#### Suggested Scrutiny Committees

- Thriving City (Strategic Resources, Performance & Economic Development)
- Adult Health & Community Care
- Planning & Culture
- Neighbourhoods, Safety & Sustainability
- Children & Young People

See Annex D for the suggested function and remit of each of the above committees including how the priority targets agreed as part of the Local Area Agreement fit within each of their individual remits

#### Role of Scrutiny Management Committee

- To deal with all pre / post decision call-in
- Responsible for co-ordinating scrutiny activity, managing the overall scrutiny programme and deciding how to deal with urgent new topics or those which fall within the remit of more than one Scrutiny Committee
- Comprising of all Chairs and Vice Chairs of 5No. standing scrutiny committees
- Bi-monthly meetings (not including call-in)

#### Agenda Presentation

The Executive agenda items would be split to show Executive business and Executive Member business – see sample agenda front sheet below. For example, under this option the Executive Member business from City Strategy EMAP on 8 September 2008 would have been reduced to the following items:

Item	Type of Business	Executive Member
<ul style="list-style-type: none"> <li>• Loan to Science City York</li> <li>• Chief Executive's Monitor 1 Finance &amp; Performance Report 2008/09*</li> <li>• 2008/09 1<sup>st</sup> Monitoring Report for Economic Development Service – Finance &amp; Performance*</li> </ul>	Executive	Leader
		Leader
		Leader
<ul style="list-style-type: none"> <li>• Manor School – Highways Improvements (inc Beckfield Lane cycle scheme)</li> <li>• Winter Maintenance Service 2008/09</li> <li>• 2008/09 City Strategy Finance &amp; Performance Monitor One*</li> <li>• 2008/09 City Strategy Capital Programme Monitor 1 Report*</li> </ul>		City Strategy
		City Strategy
		City Strategy
		City Strategy

\* In order to bring the scrutiny function in York in line with that of all other local Authorities, these items in respect of monitoring finance and performance would fall under Scrutiny business. Items pertaining to the setting or spending of budgets would remain an Executive function. Therefore, under 'Option B' all of the Finance & Performance monitoring items would have been removed from the agenda and dealt with instead by the Strategic Resources & Performance Scrutiny Committee suggested above and detailed in Annex D.

Effects

- Re-organisation of scrutiny and removal of EMAPs from decision-making structures
- Changes to levels of officer support in both areas with potential HR / Financial implications
- Would require some change to Executive Member delegations
- Removal of SPP – business gets called-in to SMC for consideration
- Executive Members would make their decisions in public every fortnight following the Executive meeting.

Advantages

- Would meet CPA requirements
- Proper clear and consistent application of Delegation Scheme
- Would reduce EMAP workloads and reinforce scrutiny powers to look at policy development issues

Disadvantages

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Cost

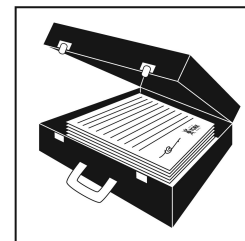
Information shown in Annex C.

Functions common to each of the suggested Scrutiny Committees

- a) assist the Council and the Cabinet in the development of its budget and policy framework by in-depth analysis of policy issues;
- b) conduct research, community and other consultation in the analysis of policy issues and possible options;
- c) consider and implement mechanisms to encourage and enhance community participation in the development of policy options;
- d) question members of the Cabinet and other Bodies, and chief officers about their views on issues and proposals affecting the area
- e) liaise with other external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working
- f) review and scrutinise the decisions made by and performance of the Cabinet and, as appropriate, the Regulatory Boards and Council officers both in relation to individual decisions and over time
- g) review and scrutinise the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas
- h) question members of the Cabinet and other Bodies, and chief officers about their decisions and performance, whether generally in comparison with service plans and targets over a period of time, or in relation to particular decisions, initiatives or projects
- i) make recommendations to the Cabinet, appropriate Bodies and/or Council arising from the outcome of the scrutiny process
- j) review and scrutinise the performance of other public bodies in the area and invite reports from them by requesting them to address the Scrutiny Board and local people about their activities and performance
- k) question and gather evidence from any person (with their consent)
- l) exercise overall responsibility for the finances made available to them
- m) report annually to the full Council on their workings and agree future work programmes and amended working methods if appropriate
- n) exercise overall responsibility for the work programme of any Officers specifically employed to support their work

Plus, each Scrutiny Committee to have its own specific terms of reference - see Annex D





## Notice of meeting of

### Executive

<b>To:</b>	Councillors Steve Galloway (Chair), Aspden, Sue Galloway, Jamieson-Ball, Reid, Runciman, Sunderland, Vassie and Waller
<b>Date:</b>	Tuesday, 11 September 2007
<b>Time:</b>	2.00 pm
<b>Venue:</b>	The Guildhall, York

### AGENDA

#### Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

**10:00 am on Monday 10 September 2007**, if an item is called in *before* a decision is taken, *or*

**4:00 pm on Thursday 13 September 2007**, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

#### 1. **Declarations of Interest**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. **Minutes** (Pages 3 - 12)  
To approve and sign the minutes of the meeting of the Executive held on 24 July 2007.
3. **Public Participation**  
At this point in the meeting, members of the public who registered their wish to speak regarding an item on the agenda or an issue within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday 10 September 2007**.
4. **Executive Forward Plan** (Pages 13 - 32)  
To receive details of those items that are listed on the Executive Forward Plan for the next two meetings.

### Executive Business

5. **Minutes of the Young People's Working Group** (Pages 33 - 42)  
This report presents the minutes of a recent meeting of the Young People's Working Group and asks Members to consider the advice given by the Working Group in its capacity as an advisory body to the Executive.
6. **Amendments to the Council's Constitution** (Pages 43 - 48)  
This report asks the Executive to note amendments made to the Constitution by the Council's Monitoring Officer pursuant to the provisions of Article 16 of the Constitution.
7. **Environmental Sustainability Strategy and Action Plan towards a Climate Change Strategy for the City** (Pages 49 - 86)  
This report seeks approval of the Environmental Sustainability Strategy and Action Plan towards a Climate Change Strategy for the city, and also seeks agreement to the adoption of the Environmental Policy as a basis for the Council's Environmental Management System (EMS).
8. **Efficiency and Strategic Procurement Programme** (Pages 87 - 98)  
This report seeks approval for a set of reviews and other pieces of work aimed at improving the Council's efficiency. These reviews are in addition to the Council's existing efficiency based exercises which have already been successful in more than achieving the targets set by the Government.
9. **Finance Strategy 2008/09 to 2010/11 and Policy Prospectus Response on the Future of a Fair Grant for York** (Pages 99 - 172)  
This report presents to the Executive the Council's draft Financial Strategy for 2008/09 to 2010/11. In doing so it covers both the

Council's financial position for the next three years (the Medium Term Financial Forecast or MTFF) and potential options for bridging the gap between the expected budgetary position and the funding available. It also attempts, for the first time, to formalise a number of financial policies relating to the Council's financial management.

#### **10. Developing the York Compact: new codes of good practice**

(Pages 173 - 196)

This report sets out and seeks approval of the new and revised York Compact codes of good practice that have been developed by the York Compact Group. It also asks Members to endorse the Council's continued involvement in and support for the York Compact.

### **Business for the Executive Leader**

#### **11. Loan to Science City York**

This report asks the Executive Member to recommend that the Executive approve a loan £50,000 from the Council to Science City York Company Limited by Guarantee to assist with its cash flow.

### **Business For the Executive Member For City Strategy**

#### **12. Urgent Business**

Any other business which the Chair considers urgent under the Local Government Act 1972

#### Democracy Officer:

Name: Simon Copley Contact details:

- Telephone – (01904) 551078
- E-mail – [simon.copley@york.gov.uk](mailto:simon.copley@york.gov.uk)

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

Option C	<u>Alternative Structure</u> Replace the existing Scrutiny Committees with an increased No. of alternative Scrutiny Committees, and <u>retain</u> EMAPs – clearly defining EMAPs to ensure they do not undermine the scrutiny function
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### Suggested Scrutiny Committees

- Thriving City (Strategic Resources, Performance & Economic Development)
- Adult Health & Community Care
- Planning & Culture
- Neighbourhoods, Safety & Sustainability
- Children & Young People

See Annex D for the suggested function and remit of each of the above committees including how the priority targets agreed as part of the Local Area Agreement fit within each of their individual remits

### Role of Scrutiny Management Committee

- To deal with all pre / post decision call-in
- Responsible for co-ordinating scrutiny activity, managing the overall scrutiny programme and deciding how to deal with urgent new topics or those which fall within the remit of more than one Scrutiny Committee
- Comprising of all Chairs and Vice Chairs of 5No. standing scrutiny committees
- Bi-monthly meetings (plus call-in)

### Role of Advisory Panels

- Retain current powers with some revisions to delegations
- Give scrutiny committees constitutional powers to establish, develop and review strategies / practices / policies as appropriate, prior to the determination by Executive or relevant EMAP

### Agenda Presentation

EMAP agendas would be presented in the same way as they are now except there would be less items on the agenda as a result of clearly defining which of the items that currently go to EMAP should be going to a scrutiny committee (in order to bring the scrutiny function in York in line with the scrutiny function at other local Authorities). For example, under this option the Executive Member business from City Strategy EMAP on 8 September 2008 would have been reduced to the following items:

Item	Type of Business	Executive Member
• Loan to Science City York	Executive	Leader
• Chief Executive's Monitor 1 Finance & Performance Report 2008/09*		Leader
• 2008/09 1 <sup>st</sup> Monitoring Report for Economic Development Service – Finance & Performance*		Leader
• Manor School – Highways Improvements (inc Beckfield Lane cycle scheme)		City Strategy
• Winter Maintenance Service 2008/09		City Strategy
• 2008/09 City Strategy Finance & Performance Monitor One*		City Strategy
• 2008/09 City Strategy Capital Programme Monitor 1 Report*		City Strategy

- \* In order to bring the scrutiny function in York in line with that of all other local Authorities, these items in respect of monitoring finance and performance would fall under Scrutiny business. Items pertaining to the setting or spending of budgets would remain an Executive function. Therefore, under 'Option C' all of the Finance & Performance monitoring items would have been removed from the agenda and dealt with instead by the Strategic Resources & Performance Scrutiny Committee suggested above and detailed in Annex D.

### Effects

- Increased number of scrutiny committees
- would require an increase in scrutiny support staff with potential HR / Financial implications
- Reduced workload for EMAPs
- Need to clarify roles of Scrutiny Officers and current report authors within Directorates

### Advantages

- Clearly defined roles for Scrutiny Committees and EMAPs
- Would meet CPA requirements
- Would reduce EMAP workloads and reinforce scrutiny powers to look at policy development issues

### Disadvantages

- High costs due to increased No. of committees on structure
- Greater potential for confusion between roles

### Cost

Information shown in Annex C.

### Functions common to each of the suggested Scrutiny committees

- a) assist the Council and the Cabinet in the development of its budget and policy framework by in-depth analysis of policy issues;
- b) conduct research, community and other consultation in the analysis of policy issues and possible options;
- c) consider and implement mechanisms to encourage and enhance community participation in the development of policy options;
- d) question members of the Cabinet and other Bodies, and chief officers about their views on issues and proposals affecting the area
- e) liaise with other external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working
- f) review and scrutinise the decisions made by and performance of the Cabinet and, as appropriate, the Regulatory Boards and Council officers both in relation to individual decisions and over time
- g) review and scrutinise the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas
- h) question members of the Cabinet and other Bodies, and chief officers about their decisions and performance, whether generally in comparison with service plans and targets over a period of time, or in relation to particular decisions, initiatives or projects
- i) make recommendations to the Cabinet, appropriate Bodies and/or Council arising from the outcome of the scrutiny process
- j) review and scrutinise the performance of other public bodies in the area and invite reports from them by requesting them to address the Scrutiny Board and local people about their activities and performance
- k) question and gather evidence from any person (with their consent)

- l) exercise overall responsibility for the finances made available to them
- m) report annually to the full Council on their workings and agree future work programmes and amended working methods if appropriate
- n) exercise overall responsibility for the work programme of any Officers specifically employed to support their work

Plus, each Scrutiny Committee to have its own specific terms of reference - see Annex D

Option D	<u>Alternative Structure</u> Leave the decision making structure as it currently stands without any increase to the number of scrutiny committees. Clearly define the role of EMAPs to ensure they do not undermine the scrutiny function and allow for overview and policy development work (currently considered by EMAPs) to be considered by SMC instead, in line with Section 21 of the Local Government Act 2000
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#### Suggested EMAP Structure

As per current structure:

City Strategy  
 Corporate Services  
 Leisure, Culture & Social Inclusion  
 Neighbourhoods  
 Housing & Adult Social Services  
 Children & young People's Services

#### Suggested Scrutiny Committees

As per current structure:

Scrutiny Management Committee  
 Health  
 Education  
 Ad-hocs (as necessary)

#### Role of Scrutiny Management Committee

- Give constitutional powers to establish, develop and review strategies / practices / policies as appropriate, prior to the determination by Executive or relevant EMAP
- To deal with all pre and post decision call-in.

#### Effects

May require an increase in HR in Scrutiny Services  
 Would require changes to the delegation of SMC

#### Advantages

Will provide clarity in the role of Scrutiny Committees and EMAPs

#### Disadvantages

If HR increased within Scrutiny Services, there would be HR / Financial implications

#### Cost

No change to costs

#### Role of EMAPs

- Retain current powers with some revisions to delegations

#### Clarification of functions common to each of the Scrutiny Committees

- assist the Council and the Cabinet in the development of its budget and policy framework by in-depth analysis of policy issues;
- conduct research, community and other consultation in the analysis of policy issues and possible options;
- consider and implement mechanisms to encourage and enhance community participation in the development of policy options;
- question members of the Cabinet and other Bodies, and chief officers about their views on issues and proposals affecting the area
- liaise with other external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working
- review and scrutinise the decisions made by and performance of the Cabinet and, as appropriate, the Regulatory Boards and Council officers both in relation to individual decisions and over time

- g) review and scrutinise the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas
- h) question members of the Cabinet and other Bodies, and chief officers about their decisions and performance, whether generally in comparison with service plans and targets over a period of time, or in relation to particular decisions, initiatives or projects
- i) make recommendations to the Cabinet, appropriate Bodies and/or Council arising from the outcome of the scrutiny process
- j) review and scrutinise the performance of other public bodies in the area and invite reports from them by requesting them to address the Scrutiny Board and local people about their activities and performance
- k) question and gather evidence from any person (with their consent)
- l) exercise overall responsibility for the finances made available to them
- m) report annually to the full Council on their workings and agree future work programmes and amended working methods if appropriate
- n) exercise overall responsibility for the work programme of any Officers specifically employed to support their work