



Notice of a public meeting of

Corporate and Scrutiny Management Committee

- To:** Councillors Galvin (Chair), Burton, Fraser, Horton, Jeffries, King, Potter, Runciman (Vice-Chair) and Steward
- Date:** Monday, 23 June 2014
- Time:** 5.00 pm
- Venue:** The Thornton Room - Ground Floor, West Offices (G039)

AGENDA

1. **Declarations of Interest**

At this point, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

2. **Minutes** (Pages 1 - 6)

To approve and sign the Minutes of the last meeting of the Committee held on 12 May 2014.

3. **Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm** on **Friday 20 June 2014**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda.

Filming, Recording or Webcasting Meetings

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The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at http://www.york.gov.uk/downloads/download/3130/protocol_for_webcasting_filming_and_recording_of_council_meetings

4. Attendance of Deputy Leader (Pages 7 - 16)

The Deputy Leader will attend the meeting to speak to the Committee on her priorities and challenges for the forthcoming year.

5. Supporting Elderly People - Briefing On Key Issues for Potential Corporate Review (Pages 17 - 30)

This report presents a briefing paper on the key issues Members may wish to consider for developing the 'Supporting Elderly People' as a potential theme for corporate scrutiny review taking into account the responsibilities of the whole scrutiny function. This follows interest expressed at the annual work planning event in May in the development of a theme around supporting elderly people.

6. Request for Change of Scrutiny Committee Terms of Reference (Pages 31 - 46)

This report advises Members of a suggestion and request from the Chairs of two Scrutiny Committees to amend their terms of reference slightly to redress the balance of work between these Committees. The report also seeks comments on a proposal for an inherent way of working which is outcome based, to enable scrutiny to measure its success in terms of review recommendations.

7. Work Plan 2014/15 (Pages 47 - 48)

To consider the Committee's work plan for 2014/15 including a verbal update on the Equalities Scrutiny Review.

8. Any Other Business

Any other business which the Chair decides is urgent.

Democracy Officer:

Name: Jill Pickering

Contact details:

- Telephone – (01904) 552061
- E-mail – jill.pickering@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

**Ta informacja może być dostarczona w twoim (Polish)
własnym języku.**

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

City of York Council

Committee Minutes

Meeting	Corporate and Scrutiny Management Committee
Date	12 May 2014
Present	Councillors Galvin (Chair), Fraser, Jeffries, King, McIlveen, Potter, Runciman (Vice-Chair), Steward and Burton (Sub for Councillor Horton)
In attendance	Councillors Cuthbertson and Richardson
Apologies	Councillor Horton

Part A - Matters Dealt With Under Delegated Powers

56. Declarations Of Interest

At this point in the meeting, Members were asked to declare any personal interests not included on the register of interests, any prejudicial interests or any disclosable pecuniary interest which they might have in respect of the business on the agenda. No additional interests were declared.

57. Minutes

Resolved: That the minutes of meetings of the Committee held on 7 and 17 April 2014 be approved and signed by the Chair as correct records.

58. Public Participation

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

59. Update on Implementation of Recommendations From Previously Completed Scrutiny Reviews

Consideration was given to a report which provided Members with a further update on the implementation of the recommendations arising from the following, previously

completed scrutiny reviews which fell within the remit of the Corporate and Scrutiny Management Committee.

Staff Sickness Absence Management Scrutiny Review

Members went through the recommendations provided in Annex A of the report, and following receipt of Officer comments, agreed not to sign off recommendation (viii) pending receipt of information on the pilot sickness absence work and (x) to receive further information regarding the designation of the HR Officers.

Customer Engagement Scrutiny Review

Consideration was given to Annex B which set out the recommendations of this review. In relation to recommendation (iv) the Scrutiny Officer updated that Planning had confirmed it was now established practice to inform adjoining Parish Councils of any significant planning applications likely to affect their parish.

Following receipt of further Officer comments, it was agreed not to sign off recommendation (vii) and (viii) pending the introduction of the new intranet system, (xii) to allow consideration to be given to alternatives and reference to the Corporate Management Team, (xiii) awaiting outcome of pilots and (xiv) to received details of work ongoing to identify the areas concerned.

Following further discussion it was

- Resolved:
- i) That recommendations ix), xi) and xii) arising from the Staff Sickness Absence Management Scrutiny Review, be signed off as completed with the remaining recommendations being brought back to the Committee for review in six months.
 - ii) That recommendations i) to vi) and ix) to xi), arising from the Customer Engagement Scrutiny Review, be signed off as completed with the remaining recommendations being brought back to the Committee for review in six months.

Reason: In order to conclude the Committee's reviews and to raise full awareness of those recommendations which are still to be fully implemented.

60. Procurement and Commissioning Scrutiny

Members considered a report which updated them on work being undertaken to engage local businesses in procurement activity for the Council. This followed the Committee's identification of Procurement as a possible scrutiny topic.

Officers confirmed that the Procurement and Commissioning Strategy set out the authorities commitment to use procurement spend to support the local economy. Examples were provided of the range of engagement mechanisms used and recent activity undertaken to support the local economy. It was noted that a Best Practice Guide was being prepared for Directorates, together with clear guidance to ensure that Officers kept within European Union and financial regulations.

Members raised a number of points to which Officers provided the following information:

- Whilst national companies were often cheaper, local companies could provide innovative solutions and other benefits for the city
- Purchases were made from the Yorkshire Purchasing Organisation however this was on a case by case basis and if best value for money was received
- Clarification would be sought regarding the reference in paragraph 5, of the report, that 50% of Council spend was with companies with billing addresses within the local area
- Confirmation that, although the procurement team only had involvement in approx. 18% of the Council's total spend, that not all procurement activity was complicated and required additional expertise
- That a rolling programme was underway to provide category management plans to ensure consistency across the organisation
- Themed Bidder Day's were arranged e.g. a Council House Building Programme event

Following further discussion Members thanked the report authors for their comprehensive report and additional information provided.

Resolved: That the report be received and noted.

Reason: To ensure that there is effective scrutiny of the development of the commercial procurement and commissioning activity within the Council.

61. Workplan 2013/14

Consideration was given to the Committee's work plan for the 2013/14 municipal year.

It was noted that consideration would be given to the following topics at the Scrutiny Committee's work planning event on 14 May 2014:

- Procurement activities of health and voluntary services and their relationships to assist with their preventative works.
- How best to create a change in culture following the revised policy and change to working practices had been embedded throughout the organisation.

The Chair suggested a review around the Corporate Management Team involvement in scrutiny. Other Members felt that an informal discussion might be more appropriate.

Members also referred to the review of the Constitution, being overseen by the Audit and Governance Committee, part of which would be examining the barriers to and improvements in scrutiny.

Further to consideration of the earlier report on Procurement, Members expressed concerns at the reference to the commercial procurement team's involvement in around only 18% of the Council's total spend. Members therefore suggested consideration could be given to how the Committee could add value to procurement activity.

Following further discussion it was

Resolved: i) That the Committee's work plan for 2013/14 be received and noted.

- ii) That further information be provided in relation to the following possible scrutiny topics:
 - input into procurement activity around health and voluntary services
 - 82% of procurement activity in which the team was not involved ¹.

Reason: To provide an overview of the Committee's work for the 2013/14 municipal year and to inform possible future reviews.

Action Required

1. Provide additional information in relation to these possible future scrutiny topics.

TC

Part B - Matters Referred To Council

62. Draft Annual Scrutiny Report 2013-14

Consideration was given to the draft Annual Scrutiny Report which summarised the work of the five Overview and Scrutiny Committees, in the period June 2013 to date. It was noted that the report would be presented to Council in July 2014.

Arising from discussion of work undertaken during the year, the Chair confirmed that the final report arising from the corporate Night-Time Economy review (NTE) had recently received a very favourable response from Cabinet. Members had also expressed their thanks to all concerned and, in particular, the Scrutiny Officers.

Members highlighted the importance of following up the recommendations of the NTE review and the need to ensure the correct remit and focus for any future reviews.

Following further discussion it was

Recommended: That the Annual Scrutiny Report for the period June 2013 to May 2014 be approved for submission to Council in July 2014, subject to inclusion of information in relation to the Loans and Grants Scrutiny Review. ¹.

Reason: To enable the report to be presented to Full Council, in line with Constitutional requirements.

Action Required

1. Refer to Council

JP

Councillor J Galvin, Chair

[The meeting started at 5.40 pm and finished at 6.55 pm].

Deputy Leader Report on Civic, Democracy, Electoral & Legal Services– May 2014

Civic

Mansion House Heritage Lottery Fund - The Council named De Matos Ryan as the architects for the next stage of the restoration programme of the Mansion House, funded by the Heritage Lottery Fund. The architects are leading a team of professionals including conservation, mechanical and electrical engineering specialists along with exhibition and interpretation designers.

The four main areas of the 'Opening Doors' project involve restoring the 18th century kitchens; improving displays, conservation and access to the civic collection of gold and silver ware; developing an integrated environmental and conservation plan for the structure; and preparing an oral history project, involving people past and present with a connection to the building.

In restoring the kitchen, the aim is to create a fully working, 18th century and a modern kitchen allowing the house to continue hosting culinary events and functions, as well as to illustrate three centuries of eating in the house.

Other aims include improved interpretation, education, conservation and access to the gold and silver collections incorporating displays about the people behind the objects; the York silversmiths who made them and their donors and patrons.

The integrated environmental and conservation plan will cover the contents and structural requirements of the building, including installing an effective conservation heating system to minimise long-term damage to the contents and fabric of the building and reduce its carbon foot print.

As part of the bid indepth consultation has taken place with groups across the City. An Open weekend took place over the 7th and 8th June when residents were able to see the proposed works to the house.

Mansion House - The last year has been one of considerable success for the Mansion House with key achievements including:

- Increased visitor numbers in the 2013 season allowing visitors to engage with the history and culture of the most important secular building in the city (*see Table 1*)

- Aero girls, being the first ever curated exhibition held in the House. It had over 1000 visitors in a week.
- The first ever use of the Mansion House for theatre productions, *Blood and Chocolate* and *Importance of Being Earnest*. This has expanded the cultural appeal of the building with sensitive and appropriate uses.
- A concise Protocol '*Civic Use of the Apartments and of the Mansion House*' has been drafted – this greatly updated on a previous version. This will ensure that all parties have clear guidelines on what to expect out of the House and how the House works in relation to the Mayoralty.
- Increased use of the Mansion House (tours, talks, wedding, dinners etc)
- In partnership with the Centre of Life Long Learning (University of York), the Mansion House developed the first civic history course which ran successfully for 10 weeks. We will be running this again in September.
- The Mansion House has exceeded its income target and excess income has been reserved for reinvestment in the House.

However the Mansion House is experiencing, like all areas of the Council Challenges including:

- A decrease in the Civic budget, but, with the same high expectations. Officers will be looking at other avenues of funding such as appropriate sponsorship and streamline working practices
- If the HLF Stage 2 bid is successful the challenge will be the planning to start the work bearing in mind the need of the Lord Mayors for the House. Provisionally if all goes well the House would close in the autumn of 2015 with works taking up to a year.

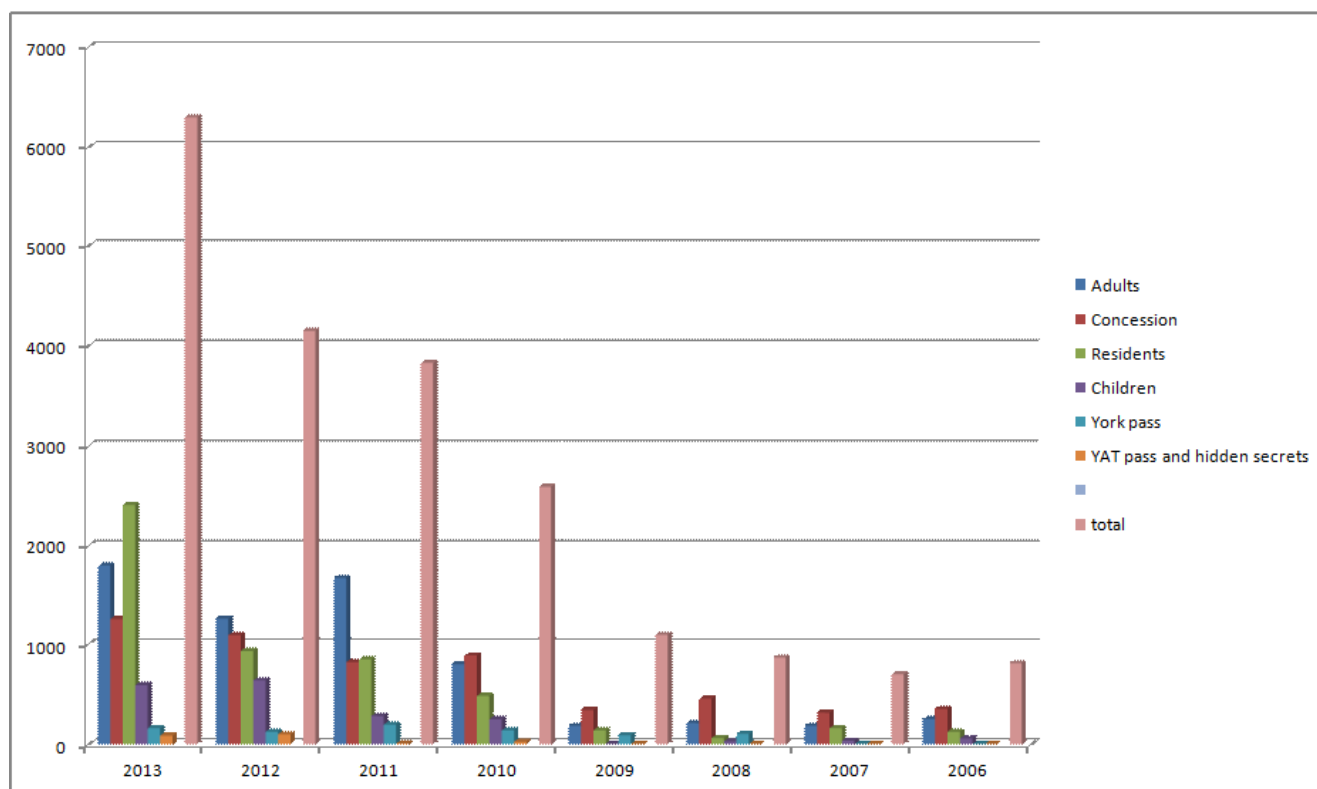


Table 1: Mansion House Visitor Numbers

Guildhall - Significant issues to report from the previous year include:

- Income targets met and exceeded for this financial year for the Guildhall.
- Work will start in the next few months on the gate to the Guildhall yard allowing it to be shut for the security and safety of the Mansion House and Guildhall but also to stop the yard being used inappropriately
- Use of the council chamber as a theatrical performance area for the Agatha Christie play *'Witness for the Prosecution'*. Not only was this a first for the Chamber but for the production being performed in a site-specific location. York Company Theatre Mill applied to Christie's estate to stage the production and they happily approved the request. The production achieved considerable acclaim and shows the potential that the Guildhall and Council Chamber has. I look forward to many more such productions coming forward. I know the Mansion House team is always looking for new ways to promote and use the buildings and this is an excellent outcome of that work.

Democracy Service

The plan to finally bring the Council Chamber into the 21st Century has been completed. Installation of the new voting system in the historic and listed chamber proved a challenge but work was carried out successfully without jeopardising the nature of the chamber itself. The work also included the

renewal of the Hearing Loop which, like the audio system, was at the end of its life.

Other work through out the year has included:

- Managing the transition of public meetings to West Offices
- Improving transparency by working with colleagues in Policy and ICT to secure webcasting/recording of most meetings
- Improving transparency by putting Member expenses online on a monthly basis
- As part of the Member Training programme delivering a university accredited training programme for Members – the first in the Country (so far as we are aware)
- Making real headway into putting in place a modern, understandable Constitution
- Supporting York's first cross cutting scrutiny involving each Committee in looking at the night time economy
- Supporting a programme of quality scrutiny reviews (7 have been reported to Cabinet last year.)
- Delivered a successful series of events in Local Democracy week

Next year will bring many challenges including:

- Promoting local democracy in the run up to May 2015
- Planning to meet the training and other needs of new Members in 2015
- Supporting scrutiny to continue to develop and help the Council deliver for the people of York.

Constitution - Our Constitution follows a model first developed in 2000. Regular amendments have been made to reflect changes in practice and the law but the document has never been comprehensively revised and is now showing its age. I felt that document should be revised to be clearer and easier for the public to access and for Councillors to refer to with regard to the law and our agreed procedures.

I requested that a full review and rewrite to the Constitution took place using best practice for its template. The timing was fortunate as best practice models were being drawn up on behalf of the organisation which represents lawyers in local government.

The work is still underway. A very easy to read summary of the Constitution has now been approved by Council and other proposed changes will come forward over the next few months. It is hoped that the Constitution will be complete by the autumn.

Electoral Services

European Parliamentary Election - Since summer 2013 the Electoral Services Team has been undertaking preparation for the European Parliamentary Election that was held on 22 May 2014.

The fact that the *Annual Canvass for the Register of Electors* was carried out later than usual presented an added challenge but our small team put in extra effort and time in to ensuring all arrangements would be in place for both the Election Day and the count.

The authority area has 91 polling stations, on polling day I visited 19 of them to look at the conditions for both the electorate and Polling Station staff. I plan to meet with Electoral Service officers when a review of the polling stations takes place as some do need to be reviewed before next years elections.

The Electorate for the European Election was 153,470, turnout 47,435 (30.91%)

Local Government Boundary Commission for England – Further Electoral Review – As Members, will be aware, a further electoral review – and public consultation - was instigated by the *Local Government Boundary Commission for England* (LGBCE) to consider the number of elected members and the number of current wards, in January 2014.

The extra consultation period ended on 31st March and the LGBCE is due to consider any additional submissions around the 10th June - they will issue their final and full recommendations in early July 2014. An 'Order' will then be laid in both Houses around October 2014, with the recommendations enacted for the Register of Electors published on 1st December 2014 so that changes to Ward structure will be in force for elections on 7th May 2015.

Changes in Ward structure will result in additional work for the Electoral Services Team both in regard to election preparation and for preparing the new Register of Electors. There will also be a need to consider the impact of the changes on Parish Councils.

Postal Voter signature refresh - The Regulations for Postal Voting require *Returning Officers* to check signatures and dates of birth on returned postal vote statements. The Regulations also require the Electoral Registration Officer to collect a new signature every five years from electors. That requirement has now taken effect and this means that **all** electors who have had postal vote arrangements in place for five years had to be contacted immediately before the start of the Annual Canvass. This did cause some confusion and duplication of work. The electors, who submitted a new

signature, have ensured they will have a postal vote arrangement in place for the next five years whilst those who did have, had a new application form sent to allow them to arrange a new postal vote in the future. Collecting fresh signatures will now be part of the team's regular workload with notices requiring new signatures to be supplied being sent out each January.

Individual Electoral Registration (IER) – Individual electoral registration will fully replace the current system of household registration after the General election. However, we will enter a transitional phase from June.

We are well prepared for the changes since the Electoral Services Manager has been engaged for the last year by the Cabinet Office as a County Lead for York & North Yorkshire, working closely with the Cabinet Office's Regional Delivery Manager for Yorkshire and the Humber Region and with the eight local authorities. The role requires the Electoral Services Manager working four hours each week to assist in the transition from the household canvass to Individual Electoral Registration in 2014/15. This role has both assisted York preparations and provided a useful springboard for building links with other similar local authorities undertaking the role to share experiences and plans for the Canvass in 2014.

The new system of registration will mean that electors will be registered individually and they will have to provide identification in order to verify their application; this will be their date of birth and National Insurance number.

For the forthcoming year transitional arrangements have been made to allow data matching against the records held by the Department for Work and Pensions to automatically confirm electors on the register. A data matching trial conducted last year showed around 70% match of electors. Electors who pass the actual data match will be automatically transferred to the new Register of Electors. Those who do not match will need to provide additional identification to remain registered to vote after the transitional period. However, to prevent difficulties at next year's General Election any elector who responded to the 2013 canvass will remain on the register which will be used for those elections so long as we do not have reason to believe that they are no longer eligible to vote at that address.

The new system is more complex than the old and will have higher costs. It is well known that there are concerns that it could lead to lower levels of registration.

The Government has committed to meet all the cost of the Transitional Canvass in 2014 which will be substantially higher than for a traditional canvass. The Cabinet Office has also agreed to meet the cost of the equivalent of half of a full time member of staff to work for one year during the

transitional phase. This is less than the Council would have liked but will help to maximise registration. A number of systems are in place or have been agreed which will help with this. For example:

- CYC are working with the Student Union to increase registration among those students in private accommodation.
- CYC Housing new tenant Welcome Packs will contain registration forms
- The York Landlords Association have said that they will ask their members to put information about registering to vote in Welcome Packs
- Officers have weekly lists of changes to Council Tax accounts, so they are aware of new residents - this allows registration forms to be sent and reviews to remove electors who are no longer resident. This is something required under IER when introduced.
- Officers are writing to all empty properties on the register to check that they are empty, or if they are second/holiday homes or the residents are not eligible to register to vote.
- In Mid April 2014 Officers contacted those properties that did not respond during the last canvass to check that the electors are still resident and if not ask the new residents to register to vote.

Annual Canvass – the legal timetable for undertaking the canvass last year was put back by two months which has impacted greatly on the preparations for the European Parliamentary Election.

The aim of a later date for the publishing the Register of Electors was to ensure the most accurate register was available for the European Parliamentary Election and for the introduction of Individual Electoral Registration in June 2014. Unfortunately the later timing of the Annual Canvass over the winter months did impact on the level of response, with 88% of properties replying, compared to 90% the previous year.

Legal

Often it is not recognised the important work that the Councils small Legal team undertake particularly with supporting the Council's major projects and helping protect vulnerable people. The teams within Legal are:

Children & Adults Social Services
Housing & Litigation
Property, Planning, Licensing and Highways
Commercial, employment and education

The Children & Adults Social Services team are responsible for:

- The preparation and presentation of children's cases before the

Courts, instructing Counsel where necessary

- Manage cases in the pre-proceedings phase (Public Law Outline)
- Advising the Adoption Panel
- Advising on Adult Social cases particularly safeguarding, mental capacity and mental health matters
- Applications to the Court of Protection
- Giving advice on powers & duties of social care e.g. who is responsible authority, charging powers, closure of facilities, payments of allowances to carers
- Handling social care Judicial reviews

The Housing & Litigation team undertake a variety of work including:

- Rent and nuisance possession actions
- Gas servicing cases – securing rights of access
- Community safety issues including injunctions, committal orders, closure orders for premises, ASBO's and dispersal orders
- Homelessness and general housing law advice
- Some of the Council's prosecutions including benefit fraud, trading standards, food hygiene, environmental-crime, school attendance and planning contraventions
- General civil litigation

The Property, Planning, Licensing and Highways lawyers are responsible for:

- Planning and licensing committees advice
- Drafting enforcement notices and planning and highways agreements
- Appearing or instructing Counsel to appear at inquires
- Advising on highway matters
- Undertaking the Council's conveyance work from large commercial transactions to right to buy sales
- Advising on and preparing leases, licenses and other property matters.

The Commercial, employment and education lawyers:

- Legal advice for schools
- Advise on education law
- Advise on employment law including disciplinary and discrimination cases
- Represent Council at Employment Tribunals or instruct Counsel where appropriate
- Provide advice on complex data protection and FOI queries
- Advise on major procurements and other similar projects.
- Draft or approve complex contracts

As with other departments in the Council Legal has been investigating, and acting upon, better ways of working and obtaining better value for money. The City of York Council is working with West Yorkshire Councils to support this aim. Successes of this partnership include most specialist training being provided free of charge and substantial reductions in the costs of external legal advice as a result of our combined purchasing power.

There has been considerable concern nationally in the past as to the time taken to conclude child care cases. A new 26 week rule has been introduced in relation to those cases. Due to the complexities of many cases this may at times cause issues but at the moment the Council's legal service is working well within these arrangements.

Cases relating to Adult Social Care are rising. These cases are very sensitive and very complex with new law emerging on a case by case basis. One of our recent and uniquely complex cases relating to an individual's mental capacity resulted in a hearing in the Court of Appeal which attracted much attention in legal and social work circles nationally and set a new legal precedent. There have also been a rise in Safeguarding referrals, however we should recognise that an increase in Safeguarding reporting – which is a positive factor as people feel they can come forward – is a positive sign that residents feel that their concerns are listened to.

The legal team have a particular expertise in housing and anti social behaviour matters and this is a service which the team provides not only to the Council but also Housing Associations including Tees Valley, Yorkshire and Places for People. The new anti social behaviour hub may well see an increase in the demand for this service.

The commercial team was only established within the last four years and has proved its worth by the fact that the Council has consistently had far lower bills for external legal advice over this period as compared with previous years. The in house team supports the delivery of many of the Council's major projects including the recent establishment of the libraries and social care social enterprises and the replacement of the Elderly Persons Homes.

Challenges for the Legal team in coming years will be ones of capacity as workloads increase as a result of the changes to service delivery, the rise of residents reporting concerns and an increase in planning applications as the 'market' recovers.

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Corporate Scrutiny Management Committee**23 June 2014**

Report of the Assistant Director Governance & ICT

Supporting Elderly People – Briefing On Key Issues for Potential Corporate Review**Summary**

1. This report presents a briefing paper on the key issues Members may wish to consider for developing the 'Supporting Elderly People' as a potential theme for corporate scrutiny review taking into account the responsibilities of the whole scrutiny function.

Background

2. At the annual work planning event in early May 2014, Members considered and expressed interest in developing a theme around supporting elderly people worthy of 'corporate review', in terms of its connection to one of the key priorities within York's Health & Wellbeing Strategy 2013-16.

York's Health & Wellbeing Strategy 2013-16

3. It is recognised that Health and Wellbeing is about more than illness and treatment. It is about being well physically, mentally and socially, feeling good and being able to do the things we need to do to live a healthy and fulfilled life (based on the World Health Organisation's definition of health). Many factors affect our health and wellbeing, including: where we live, our housing, the local economy, our income, the environment, our relationship with the local community and the lifestyle choices we make.
4. Local authorities throughout the country have been developing Health and Wellbeing Strategies. York's Health & Wellbeing Strategy 2013-16 is based on an understanding of the needs in York that emerged from the 'Health and Wellbeing in York, Joint Strategic Needs Assessment 2012' (JSNA).

5. The four key points arising from the JSNA were:
 - Our population is ageing and will place increasing demands on health and social care services
 - Health and wellbeing inequalities exist in the city and must be tackled
 - We need to know more about the mental health needs of our population
 - The importance of intervening early and give children and young people the best possible start in life
6. With those points in mind, York's Strategy set out the following five priorities for improving residents' health and wellbeing:
 1. Making York a great place for older people to live
 2. Reducing health inequalities
 3. Improving mental health and intervening early
 4. Enabling all children and young people to have the best start in life
 5. Creating a financially sustainable local health and wellbeing system
7. The suggested corporate scrutiny review on Elderly People will support the first priority above. The relevant extract from York's Health & Wellbeing Strategy detailing the planned approach for this priority is shown at Annex A.
8. Furthermore, as part of a recent refresh of the JSNA, it was agreed that a number of in depth studies would be carried out, one of which was to be on the frail and the elderly. The findings from this study will be known by August 2014 and these may well highlight specific issues related to the elderly, worthy of scrutiny review.

Adopting a Focus for each Review

9. In the event that a decision is taken to proceed with this corporate theme, this Committee will need to instruct the four Overview & Scrutiny Committees to identify a suitable review remit, in line with their individual terms of reference. Below are a number of suggested areas for possible review. However the study referred to in the paragraph above may well identify other ongoing issues suitable for scrutiny review:

Community Safety: Addressing Loneliness & Social Isolation – to develop the capacity of communities to identify ideas and solutions.

Economic & City
Development:

- i) Access to social support through transport and technology – to ensure the needs of older people are considered in decisions about planning and the city’s infrastructure
- ii) Ensuring that economic growth in the city benefits elderly people - there is already some work to connect older people to jobs through skills/training, but more could be done to ensure that older people benefit from and are able to make a contribution to growth, not least with the forthcoming changes to pension age. There’s a really positive angle to this too – elderly people need to be valued as active contributors to the economic life of the city.

Health:

Reducing admissions to hospital - identifying a suitable community-based approach for managing long-term conditions to enable people to live independently for longer.

Learning & Culture:

- i) Supporting and encouraging Physical Activity including exercise, social activity and/or volunteering.
- ii) Improving Intergenerational Interaction – Increasing opportunities for older people & young people to come together to help tackle loneliness and social isolation and reduce stereotypes. Identify opportunities for experience based learning that complements theoretical studies, giving older people the chance to feel useful thereby increasing their wellbeing, and giving students an opportunity to help their community.

Consultation

10. Both the Older People’s Assembly and the Voluntary Sector Forum for Older People may be able to provide information and guidance to some/all of the reviews carried out in support of this corporate review.

Timeframe for Completing this Corporate Review

11. The timeframe for any review work in this municipal year is limited due to the forthcoming general and local elections. With this in mind it would be helpful if the four Overview & Scrutiny Committees completed the work on their contribution to corporate review by the end of January 2015, to allow this Committee time to collate the findings and amalgamate the draft recommendations by the end of March 2015.

Council Plan 2011-2015

12. The theme of this potential scrutiny work could contribute to all the priorities identified by the Council in its Plan for 2011-15.

Implications

13. There are no known resources or other implications associated with the recommendation in this report. If Committees proceed to scrutinise this theme, then, clearly, the implications associated with their findings will be identified within their draft final reports.

Risk Management

14. There are no risks associated with the recommendations in this report.

Recommendations

15. Members are asked to agree:
 - i. Whether they wish to proceed with a corporate scrutiny review on 'Supporting Elderly People', and comment on potential remits.
 - ii. A timeframe for completion of the individual reviews to allow this Committee sufficient time to conclude its work on the review prior to the end of March 2015.

Reason: In order to ensure effective scrutiny of key Council priorities.

Contact Details

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Report Approved



Date

6 June 2014

Specialist Implications Officer(s) None

Wards Affected:

All



For further information please contact the author of the report

Background Papers: None

Annexes:

Annex A –extract from York’s Health & Wellbeing Strategy

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Making York a great place for older people to live

Why 'making York a great place for older people to live' is important

Older people are embedded in community life. They make a huge contribution to the life of our city: to our local economy as experienced and committed workers and to our communities. They are often at the heart of families, volunteering, caring, mentoring and supporting children and young people. We need to celebrate this contribution to community life. We also need to emphasise that older people as a group are diverse, spanning across four decades and experiencing the same issues that we all do.



Older people already form a significant part of our community in York. By 2020, the over-65 population is expected to increase by 40% and the number of people aged over 85 years is expected to increase by 60%. A growing number of older people will also be living alone.

As we get older, we become increasingly vulnerable, more at risk of social isolation, and more likely to have complex health problems. The JSNA estimates that around 1 in 10 older people experience chronic **loneliness**. Adverse affects on health can include increased self destructive habits and an increased likelihood of not seeking emotional support. Loneliness can affect immune and cardiovascular systems cause sleeping difficulties and can severely affect people's mental health.

The JSNA estimates that **dementia** will affect an additional 700 people in York over the next 15 years. Given the population projections and the increased incidence of dementia with increasing age, we need to plan for this potential need.

With increasing demands on health and social care services in York and diminishing budgets the current system of support will soon become unaffordable. The JSNA specifically recommends a community-based approach in managing **long-term conditions** and **preventing admissions to hospital**. It recommends continuing support for **physical activity** initiatives across the whole population with priority given to vulnerable groups.

Principles which will guide our work and resources to deliver this priority

We:

- Value the positive contribution that older people make to living in our city and the importance of prevention work to sustain and improve their health and wellbeing. We want to ensure the needs of older people are central to our strategies, plans and commissioning decisions.
- Recognise the contribution of the voluntary sector, older people and carers in ‘making York a great place for older people to live’, especially for the following key issues:
 - Supporting people with **long term conditions to live independently**
 - **Preventing admissions to hospital**
 - Encouraging **physical activity**
 - Addressing **loneliness** and social isolation
 - Preparing for an increase in **dementia**
- Support a shift towards community-based care, so people can access treatment or support within their own community or at home, rather than having to be admitted to hospital, residential or nursing care.

We know people prefer to be treated this way, and the health benefits of doing so, however we do not underestimate the challenge of changing the system. A consequence of providing more treatment and care at home will be to reduce the number of beds that are needed in hospitals. We want to reassure and remind people of the benefits of providing care closer to home.
- Support approaches that facilitate communities to develop their capacity, to design and develop their ideas and solutions to reduce the loneliness and isolation of older people. We understand that strong communities can help alleviate the loneliness and isolation experienced by some of our older residents.
- Advocate more choice and control for people over their care and support, particularly at the end of their lives about where they wish to die.
- Value the knowledge, strength and diversity of our voluntary sector and recognise the extent to which their support and services contribute to improving the health and wellbeing of our older residents.
- Will ensure that the needs of older people are considered in our decisions about planning and improving the city’s infrastructure so that older people have better access to social support through transport and technology.

- Encourage a creative approach to deal with dementia that challenges standard practice and routine pathways. This will help ensure that assessments and care are based on individual need and tailored appropriately.
- Commit to becoming a Dementia Friendly City and learn from valuable research and evidence, for example, the Joseph Rowntree Foundation projects 'Dementia Without Walls' and 'Neighbourhood Approaches to Addressing Loneliness'. We will ensure that our policies, strategies and decisions are influenced and informed by this learning.
- Embrace the development of new technologies and the benefits that these innovations can bring to responding to a number of health and wellbeing issues, sustaining and improving health and wellbeing, for example creative solutions to addressing loneliness and social isolation.

A significant amount of health and wellbeing work is already underway. For example, the Council is working with Health, Housing, and Voluntary Sector partners on a care home modernisation programme that will deliver state-of-the-art specialist residential care homes focused on providing dementia care and high dependency care – in the East (Burnholme) and West (Lowfield, Acomb) of the city. The Lowfield care home will be part of a wider Community Village for Older People that will also provide a range of housing accommodation specifically for older people and a Community Hub. We will ensure that all the experience and learning from these developments will continue to help to inform our future direction.

Actions - over the next three years the Health and Wellbeing Board will:

Prevent admissions to hospital

Support people with long term conditions to live independently

1. Set up Neighbourhood Care Teams across the City and explore other options which support people in their transition from hospital to home.

Neighbourhood Care Teams are teams which bring together NHS, local government, independent and voluntary sector providers around the 'neighbourhood' of a GP practice. The aim is to provide patient-centred, multi-disciplinary, integrated and streamlined care closer to a patient's home.

- Specific attention should be given to embedding independent and voluntary sector organisations into the working practices and ethos of these teams and ensuring there is coordination with neighbourhood working models in the City of York Council.
- They should be carefully evaluated as they are set up and if successful given long-term commitment, for example by pooling budgets across health and social care organisations.
- This may require de-commissioning acute provision and commissioning more community-based responses to respond to long term conditions and prevent admissions to hospital.

- To support this work, an Adult Commissioning Manager will be jointly appointed between Vale of York Clinical Commissioning Group and the City of York Council, with a formal link to York Council for Voluntary Services.

The result of this work will mean that more people will be supported in their own homes to manage their condition. This will help prevent hospital admissions for people with long term conditions and aid the transition back home when discharged from hospital. A multi-disciplinary team will be able to provide more person-centred, coordinated care and support.

2. Provide weekly cross-sector case reviews for patients who have been in hospital over 100 days (Or other appropriate threshold)

- For this to be successful, staff attending case reviews will need to be given the autonomy to make decisions about resource allocation and establish pragmatic solutions that work for patients.
- This will help identify if more effective support can be provided for these people and avoid unnecessarily long stays in hospital.

As well as using this process to provide more effective care and cheaper care for individuals, this should be a learning environment to inform wider system change.

Address loneliness and social isolation

3. Work together to understand the factors that contribute to loneliness and what communities and organisations can do to alleviate this.

- We will learn from the Joseph Rowntree Foundation research ‘Neighbourhood Approaches to Loneliness’. Once we understand the issues and challenges and how they might be addressed we will support the implementation of these initiatives.
- One approach could be an inter-generational volunteering programme, working with the ‘Volunteering York’ partnership. This helps tackle isolation and promotes inclusion within communities. It can increase understanding between generations, tackling stereotypes and it can lead to employment opportunities for some volunteers.
- Oliver House provides an opportunity to increase the coordination of the voluntary sector and provide community based solutions to loneliness and isolation.

4. Encourage investment in services which support older people who are isolated to participate in the social groups or community activities that are available in York.

- Older people could benefit from volunteers accompanying them to the first few sessions of a group/activity, building up confidence to participate longer term.
- Increased participation in groups or activities will support older people to feel less isolated, with the potential to improve their physical and mental health.

Encourage physical activity

5. Explore how a single social prescribing programme which recommends exercise, social activity or volunteering can be established city-wide.

- This builds on an existing programme which recommends exercise and is recognised by health professionals.
- Longer term this approach could be embedded within Choose and Book.
- Social prescribing helps tackle loneliness, depression and it improves mental wellbeing as well as reducing the demand for health services⁷.

Prepare for an increase in dementia

- 6. Deliver a joint communication campaign across organisations on the Health and Wellbeing Board focused on how to spot the early signs of dementia, how to respond and what support is available and developing as part of becoming a ‘Dementia Friendly City’.**
 - This will be supported by dementia training and support for the health and wellbeing workforce as part of the Adult Care Workforce Strategy
 - The workforce will feel more confident and supported in their work, which will improve the quality of care they deliver.
- 7. Undertake a review of the use of medication and how it is assessed in residential and nursing care, especially psychotropic drugs and medication for people with dementia.**
 - This will help ensure that the use of medication is suitable and appropriate for individuals at that point in time and that a wider range of options are explored to manage long term conditions - medication can be very effective but it is not the only option.

Other actions to ‘Make York a great place for older people to live’

- 8. Develop an end of life policy across health and wellbeing partners, mapping current processes and re-commissioning.**
 - We want to ensure that GPs are supported to offer patients and their families / carers the best end of life pathway, which may mean staying at home to die peacefully and not being admitted to hospital. People will have more control and choice about where they want to die.
- 9. Encourage care sectors to adopt the living wage and set timescales to reflect this in how we commission contracts.**
 - Recruitment and retention of staff will be improved as well as their quality of work. A number of families will be lifted out of poverty⁸.
- 10. Support the implementation of the Adult Care Workforce Strategy (2012-2015) across care sectors for paid staff which supports joint workforce development initiatives.**

We want to ensure staff are aware of the contribution they can make to:

 - Supporting people with **long term conditions to live independently**
 - **Preventing admissions to hospital**
 - Encouraging **physical activity**

⁷ Based on evidence from the HEAL programme in York and the HALE project in Bradford.

⁸ Taken from learning from the London Living Wage.

- Addressing **loneliness** and social isolation
- Preparing for an increase in **dementia**

We want to raise awareness of the care profession and celebrate achievements across the workforce and support the introduction of a paid carers network with opportunities for mentoring support.

Delivering the actions for the priority ‘Making York a great place for older people to live’:

The Health and Wellbeing Board will delegate the responsibility to deliver these actions to the Older People and Long Term Conditions Partnership Board which will sit below. This Partnership Board’s remit will also cover people with long term conditions, not just for older people, but people of any age. The Board will work to achieve more joined up pathways, particularly for people who are living with multiple conditions simultaneously. We want pathways to health and social care to be better understood and integrated.

The Health and Wellbeing Board will expect to see the principles and actions within the partnership board’s delivery plan before it is approved. The partnership board however will have some scope to further define these actions before their implementation. The partnership board will also make recommendations to the Health and Wellbeing Board to influence our strategy for older people and long term conditions.

Please see the ‘Delivery and Monitoring’ section on page 36 for more information.

Delivering and monitoring the strategy

The resource to deliver the Health and Wellbeing Strategy

At the time of drafting this strategy it is still unclear how much resource health and wellbeing organisations will have to implement the actions over the next three years. As highlighted earlier in this document, we are in challenging financial times, with decreasing funding and resources along with increasing demand for services. However, not all of the actions within this strategy will require additional investment. Some actions will be implemented through the synergies of more joint working, finding new opportunities to jointly deliver and resource our priorities. It is especially important that we work across geographical boundaries, with the Vale of York Clinical Commissioning Group and the NHS Commissioning Yorkshire and Humber Team as they begin to commission health and wellbeing services. Through the Health and Wellbeing Board we are working key providers of services, such as York Hospital and Leeds and York Partnership and with York CVS and York LINK (until HealthWatch is established) who can represent patient and public voice.

Some actions will require health and wellbeing organisations to re-prioritise resource or funding, or re-allocate staff time so it is aligned with our priorities. Some actions will need new resources, and the Health and Wellbeing Board will work together to find the resource required to implement their commitments.

The Health and Wellbeing Board will have overall accountability for the delivery of this strategy. They will also be accountable for delivering a number of actions set out in the City Action Plan relating to Sharing Growth and will lead our response to the Fairness Commission recommendations relating to health and wellbeing.

An introduction to the Health and Wellbeing Partnerships

Below the Health and Wellbeing Board are four strategic partnership boards:

- 1. Older People and People with Long Term Conditions**
Chair: Dr. Tim Hughes, Vale of York Clinical Commissioning Group
- 2. Tackling Deprivation and Health Inequalities**
Chair: Dr. Paul Edmondson-Jones, York Director of Public Health and Wellbeing
- 3. Mental Health and Learning Disabilities**
Chair: Dr. Cath Snape, Vale of York Clinical Commissioning Group
- 4. Children and Young People – The YorOK Board**
Chair: Councillor Janet Looker

Although the health and wellbeing partnership boards will deliver the priorities within this strategy, it is not the totality of their remit.

For example, the Older People and Long term Conditions partnership will deliver the priority 'Making York a great place for older people to live', but it will also deliver a number of priorities

and actions relating to long term conditions on behalf of the Vale of York Clinical Commissioning Group, the City of York Council and partners. Similarly, the Mental Health and Learning Disabilities partnership will deliver the priority 'Improving mental health and intervening early', and it will deliver a number of priorities and actions relating to the Valuing People Now agenda.

These partnership boards are in their infancy and are not yet fully established, with the exception of the YorOk Board. In establishing these boards there is a lot of work to do to ensure we have the right membership, terms of reference and that other partnerships relating to their work know how they can be involved - the routes they can take to influence the Health and Wellbeing Board and our strategic priorities and how they contribute to delivering the strategy. The priorities for the health and Wellbeing Board will change over time, as do health and wellbeing needs. This strategy is focused on what the Health and Wellbeing Board believe they can make the biggest difference to health and wellbeing by working together at this point in time. We will ensure sufficient flexibility to enable us to address any significant health and wellbeing issues that arise so they are addressed in a timely manner.

The role of the Health and Wellbeing Partnerships

Once established, the first task that these partnership boards will undertake is to set out a delivery plan for the relevant priority and the implementation of the actions. Each partnership board will be responsible for delivering a priority area.

The partnership boards will follow the principles set out in this strategy and work to deliver the commitments and actions contained within it. Each partnership board will report to the Health and Wellbeing Board annually to update on progress towards and achievement of the actions and commitments. Many of the commitments and actions have considerable scope for the partnership boards to co-design responses and solutions with communities, individuals and organisations across all sectors.

Included within this strategy are a number of cross-cutting principles and actions. To ensure their delivery, the Health and Wellbeing Board will expect to see these included in the delivery plans of all four partnership boards, before their approval.

The Health and Wellbeing Board will deliver the fifth priority, 'creating a financially sustainable local health and wellbeing system' as this requires whole system change to achieve it. The Health and Wellbeing Board will delegate work to task groups to support the delivery of this, for example, to finance officers and commissioners across health and wellbeing organisations to increase understanding of commissioning arrangements and identify opportunities for joint commissioning. In April 2013 a detailed work plan to help the Health and Wellbeing achieve the principles within this priority will be prepared.



Corporate & Scrutiny Management Committee
Report of the Assistant Director Governance & ICT

23 June 2014

Request for Change of Scrutiny Committee Terms of Reference

Purpose of Report

1. This report advises Members of a suggestion and request from the Chairs of two Scrutiny Committees to amend their terms of reference slightly to redress the balance of work between these Committees. The report also seeks comments on a proposal for an inherent way of working which is outcome based, to enable scrutiny to measure its success in terms of review recommendations.

Background

2. In 2009, the Council undertook a full scale review of the scrutiny function, including the way it operated and the Committees and their remit areas. The current operational remits for Committees were set and agreed by Council at that time. Those remits were originally set to reflect the 'cross-directorate' structure in place at that time and to provide maximum flexibility for working, at that time, with the Local Strategic Partnership and other partners. Since then the Council has restructured several times and indeed moved into new premises at West Offices.
3. The Council is currently undertaking a review of its scrutiny and Council procedures, upon which all Groups have been consulted. Without prejudicing the findings of that review, nor undertaking a fuller review than is perhaps required ahead of the 2015 local elections, it is suggested that some 'tinkering' with the remits of both Economic & City Development and Community Safety Scrutiny Committees is required.
4. In addition, at the recent Scrutiny Annual Work Planning, Councillor Semlyen raised the issue of adopting a 'success matrix' approach to scrutiny reviews, suggesting it could be addressed as a scrutiny topic this year. Since then, Scrutiny Officers have discussed this in more detail with Councillor Semlyen and the intention behind the proposal has become clearer. Councillor Semlyen is suggesting that in order to demonstrate the positive impact of scrutiny, scrutiny committees adopt a

way of working that ensures each scrutiny review leads to measurable outcomes through the recommendations it makes. In the light of that clarification, it is suggested that, rather than a matter for review, this might be a conceptual approach to the scrutiny process worthy of consideration by Corporate & Scrutiny Management Committee as the Committee responsible for the scrutiny function.

Analysis

5. Proposed Change in Remits

In addition to this Corporate & Scrutiny Management Committee (CSMC), there are currently 4 standing Overview & Scrutiny Committees on the Council's Structure:

- Community Safety
- Economic & City Development (ECDOSC)
- Health
- Learning & Culture

In comparison to the volume of scrutiny review and overview work undertaken and completed by the other Scrutiny Committees since the last local elections in 2011, Community Safety Scrutiny Committee has struggled:

Committee	Reviews Completed	Overview Work Done
Economic & City Development	6	36
Health	4	100
Learning & Culture	6	48
Community Safety	1	58

6. Whilst there are various reasons for this lower average, it is suggested that a slight shift in focus between the remits ECDOSC and Community Safety might help to give a wider area to Community Safety to focus upon and would help make the remit of ECDOSC more manageable.
7. This Committee is therefore asked to consider moving the housing landlord and stock portfolio from ECDOSC to Community Safety, whilst leaving ECDOSC with the housing strategy elements under the Local Plan. In effect this means that the 'Housing Landlord & Housing General' service areas would be specifically added to Community Safety's area of work.

8. 'Success Matrix' (or evidence and outcome based) Approach to Scrutiny
Councillor Semlyen is requesting this Committee consider supporting this approach to the way the Council undertakes scrutiny reviews, so that scrutiny ensures its recommendations are evidence and outcome based, as well as measurable. Through this approach, strengthen its ability to challenge the Council and its partners to be better or to be the best they can be.
9. The Centre for Public Scrutiny (CfPS)¹ promotes the development of and improvements to the practice of public scrutiny and accountability within government and public services, including standards of professional practice. CfPS good practice guides recommend the following as basic principles of delivering effective scrutiny recommendations:
 - they should be **evidence based**, specific and realistic;
 - they should have a clear focus on **outcomes 'on the ground'**;
 - they should focus on delivering a **measurable** change in service, e.g. a reduction in instances of anti-social behaviour or rent arrears;
 - they should be used to establish a **value in 'return'** on scrutiny effort;
 - they should recognise cost implications;
 - they should, wherever possible, be developed in partnership to ensure that what is proposed is **robust and realistic**
10. Scrutiny Officers endeavour to adopt these principles when supporting topics selected for review and scrutiny reviews but this practice has not been formally endorsed by this Committee or across the Council in the past. CSMC is asked to consider whether formally acknowledging and adopting this approach, as raised by Councillor Semlyen, would help achieve a wider adherence and commitment to these principles across the Council and the partners we work with.
11. Councillor Semlyen is seeking this Committee's endorsement of her proposed approach (as outlined in paragraph 4 above), which is fairly consistent with CfPS's recommended good practice in the conduct of scrutiny reviews, as demonstrated in paragraph 9 above.
12. In the process of researching these fundamental principles, other newer ways of working have also been identified, such as a new CfPS tool for measuring the impact of overview and scrutiny and the recommendations it makes. In analysing this, the CfPS recognised that

¹ A registered charity set up to promote public scrutiny, accountability, transparency and involvement in scrutiny for the public benefit.

scrutiny activity typically produced recommendations about subjects reviewed, but practitioners had not always focussed on measuring their impact. It was felt that there might be a value in attributing to the world of overview and scrutiny the economic concepts of getting a 'rate of return' on investment. Annex A sets out further details on CfPS tool for applying this approach step by step.

13. Members may wish to consider asking Officers to further investigate this and other potential tools for undertaking effective scrutiny, with a view to piloting any suitable approaches over a fixed period of time.

Consultation

14. The current Chairs of ECDOSC and Community Safety Scrutiny Committees have been consulted on the proposed change of remits for their Committees and are supportive.
15. Councillor Semlyen is aware that this Committee is being asked to consider formally endorsing the approach outlined in paragraphs 8 to 11, in response to her original proposals for a scrutiny on a 'success matrix'. She has been invited to attend the meeting in support of this initiative.
16. To date no consultation has taken place on further, more newly available 'tools' as described in paragraphs 12 and 13 above, and Annex A. This would be undertaken as part of the further investigative work, should Members be minded to agree to explore this further.

Council Plan 2011-15

17. Whilst the recommendations in this report do not specifically impact upon the delivery of the Council Plan, how scrutiny undertakes its reviews and work is fundamental to helping the Council continue to meet its improvement targets and direction statements.

Options

18. Members of this Committee may choose to:
 - Recommend to Council the proposed change to Scrutiny Committee remits or not;
 - Endorse its support for a clear and focussed approach towards evidence and outcome based scrutiny, resulting in striving to achieving aspirational targets where possible;

- Commission further investigations into alternative approaches and tools for getting the most out of scrutiny, together with any appropriate pilots

Associated Implications

19. There are no known implications associated with the recommendations in this report, other than the transfer of part of a remit, which in effect, simply means that the Assistant Director (Housing & Community Safety) will contribute to the work of Community Safety Committee in relation to this element of his portfolio in future and not Economic & City Development Scrutiny Committee.

Risk Management

20. There are no known risks associated with the recommendations in this report by either making a simple adjustment to remits, nor by seeking endorsement to the cultural approach to scrutiny outlined in paragraphs 8 to 13 above.

Recommendations

21. Members are asked to consider:

- (i) Recommending to Council the slight change in the remits of Economic & City Development and Community Safety Committees to redress the balance of responsibilities between the two; and
- (ii) Endorsing the cultural approach towards evidence and outcome based scrutiny reviews outlined in paragraphs 8-11 above;
- (iii) Whether it would be timely to undertake further work to investigate alternative approaches and tools to ensure the Council achieves the best value and potential outcomes through scrutiny

Reason: To enable the work of Scrutiny Committees to progress efficiently and deliver effective outcomes

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Report Approved



Date

12 June 2014

Wards Affected:

All



For further information please contact the author of the report

Background Papers: N/A

Annexes:

Annex A – Developing a New Tool for Measuring the impact of Scrutiny

Developing a New Tool for Measuring the impact of Scrutiny

Overview and scrutiny activity typically produces recommendations about subjects reviewed, but practitioners have not always focused on measuring their impact. The idea of looking at what is the impact of overview and scrutiny is challenging – identifying what is its ‘rate of return’ on the investment made – is one that has been met with enthusiasm as a way to develop best practice.

In the spring of 2011, a small team of Centre for Public Scrutiny (CfPS) Expert Advisers, and CfPS staff considered how concepts of ‘rate of return’ on investment might usefully be transferred from the world of economics, business and commerce to the world of overview & scrutiny. The concept of ‘return on investment’ is typically used in commercial decision-making, to determine which project(s) have the highest rate of return financially (the highest % return), or will pay back the initial investment the fastest.

It is the view of the CfPS that focusing on the ‘return on investment’ of scrutiny activity can revolutionise the way topics are chosen and the way outcomes of recommendations are measured, utilising a variety of tools across **4 stages** of a ‘scrutiny journey’

Stage 1 – Identifying a short list of possible topics:

- Identify the best ways to access information, data and experience about each topic.
- Identify the time and resources required to complete a review of each potential topic.
- In cases where all the topics are high priority, identify the ones where the overview and scrutiny process can add most value – this will be an estimation at this point of perceived value to the council, partners or the community.
- Consider any previous work of the council, scrutiny committee or partner organisations on each topic.

Stage 2 - Prioritisation: to make a good final decision on which topic to choose, assess the impact that a scrutiny review could have by completing an impact statement for each topic. Impact Statements help to focus decisions about prioritisation - the focus on impact and measures at this early stage will help to make later conclusions and recommendations more influential. Assessing the impact could include:

- Considering how best to measure the difference made by the scrutiny review?
 - Assessing the value of doing the review - Is this high, medium, or low? - consider the value to the council, its partners and/or the community.
 - Questions to ask are:
 - If we put time and/or money into overview and scrutiny activity, what will it change, improve, increase or reduce?
 - What's the "payback" from scrutiny, how fast do we get it and who will experience it?
 - If we can't answer these questions, why are we doing it?
- see example Impact Statement at Appendix 1.

Prioritisation concludes with the use of a scoring matrix to help understand where overview and scrutiny would have the most relevance. The matrix helps to compare and review all of the impact statements together; enabling a structured and transparent final choice of which topic to review - see example Matrix at Appendix 2.

Having agreed which topic to proceed to review, a good quality outcome needs to be defined for the review. Having identified the desired outcome you can begin to explore what is known about the topic already and how the potential benefits of conducting this review might be measured – the 'return on investment'. The measurements that you select now may be refined over the life of the review and particularly within the next stage (stakeholder engagement). However it is worth investing time at this stage to consider what information is available or what needs to be created to make an estimate/forecast of the review's impact at the end.

Stage 3 - Stakeholder engagement and scoping:

Stage 3 helps Members to understand what is already happening with regards to the topic and what angle the investigations should take. The purpose of a stakeholder event is to:

- Ensure that all those involved understand exactly the impact statements and the reasons why the review topic was chosen, and what are the desired outcomes.
- Build relationships.
- Gather views on what aspects of the topic it would be most valuable to pursue - emphasise that this is an innovative approach. Overview and scrutiny has previously chosen the topic and decided the focus of the review, so asking for ideas on areas of focus for the review, is a new approach.
- Identify other people to talk to or further sources of information.

Involving the right people is key to success. Undertaking a stakeholder analysis will help work out who you need to attend the event. To ensure that you invite representatives from across the whole system, consider using a matrix to identify a good mix of people for the subject. For example invite a cross section from the public, private, voluntary, community and faith sectors (depending on your topic) who have:

Authority – i.e. decision makers or community champions.

Resources - i.e. commissioners.

Expertise – i.e. professionals and local people.

Information – i.e. data and intelligence.

Needs – i.e. people or groups you are trying to help.

At the event, consider:

- What works and what doesn't - what's the evidence?
- What more can be done to tackle the issue and by whom?
- What appears important to the Council, partners and other stakeholders?
- What actions would make the most difference? Would this be a radical difference or by a small incremental step(s)?

Stage 4 - Undertaking the review - designing measures and measuring impact – processes and outcomes:

Stage four is carrying out the review, simultaneously estimating and evaluating the impact of overview and scrutiny and testing the ways in which a potential “return on investment” may be calculated. This is the stage where you will need to decide on what and how to measure and evaluate.

To do this, the work done to prepare the initial Impact Statement during the prioritisation stage, and the research and information gathered from the stakeholder event, will need to be reflected on.

This information and evidence can be used to help councillors agree:

- What should be reviewed in regard to ‘what works or what doesn't’?
- What actions, activities and outcomes could the review influence?
- The ‘Key Lines of Enquiry’ –the questions you want to ask during the review.

Measuring the Impact of a Review

There are two ways to do this:

- i) Measuring the review **process** itself – what has the review achieved that can be hard to measure (‘soft’ outcomes).

- ii) Measuring what has or will change as a consequence of the review – the **outcomes**.

Here are some examples of **process** and **outcome** measures that might be developed:

Process	Outcome
<ul style="list-style-type: none"> • Improved networking. • Increased awareness of the chosen topic by all and the value of better communication. • A shared understanding of a problem and possible solutions. • Clear recommendations created on what can be measured and for which groups. • Recommendations valued and adopted by Cabinet, Health and Wellbeing Board, Commissioning Groups and providers. 	<ul style="list-style-type: none"> • Short-term change in a proxy measure. • Aspirations for long term improvements and commitment to measured progress over time. • A movement along the social determinants “wheel”. • % improvement or reduction (subject to topic) • % Increase in community activity.

There are a number of things to bear in mind:

- It is OK to have a mix of process benefits and outcomes.
- It can be difficult to define “currencies” – other than money – that could be used to value impacts and also to value “softer” outcomes such as the creation of new networks, so consider different categories of measurement, such as:
 - social value – community value
 - time and effort
 - values
 - quality of life
 - self esteem
 - health
- Value relationships, networking, partnerships, stakeholder engagement and softer outcomes.

Appendix one – Impact Statement from Haringey Scrutiny Development Area

Men's Health: Getting to the Heart of the Matter

Key questions	Responses
<p>Giving every child a good start in life?</p> <p>What this means?</p> <ol style="list-style-type: none"> 1. Reduce inequalities in the early development of physical and emotional health, and cognitive, linguistic, and social skills. 2. Ensure high quality maternity services, parenting programmes, childcare and early years education to meet need across the social gradient. 3. Build the resilience and well-being of young children across the social gradient. <ul style="list-style-type: none"> • How could you measure this? • How could you measure the Marmot indicator? <ul style="list-style-type: none"> • Life expectancy at birth • Readiness for school • Are measures / information available – very, reasonably or scarcely? • How much influence do you think the review could have – High, Medium, Low? • How could you structure dissemination to have most influence? 	<p>The review will have a low impact on this policy objective. There is an indirect link as the foundations for virtually every aspect of human development- physical, intellectual and emotional are laid in early childhood, although this is not the specific focus of the review.</p> <p>Should there be parents within the target group, there may be a cascading effect as their own health conditions improve. A reduction in smoking could improve the physical environment in which children are born and raised. More emphasis on healthy eating could impact on the general diet for the whole family. Improved well being could allow the parent to then focus attention on their child's development. This would require longitudinal research however of identified family groups and is outside the scope of the review.</p>
<p>Enabling all children, young people and adults to maximise their capabilities and have control over their lives?</p> <p>What this means?</p> <ol style="list-style-type: none"> 1. Reduce the social gradient in skills and qualifications. 2. Ensure that schools, families and communities work in partnership to reduce the gradient in health, well-being and resilience of children and young people. 3. Improve the access and use of quality lifelong learning across the social gradient. <ul style="list-style-type: none"> • How could you measure this? • How could you measure the Marmot indicator? <ul style="list-style-type: none"> • Readiness for school • Young people NEET • Are measures / information available – very, reasonably or scarcely? • How much influence do you think the review could have – High, Medium, Low? • How could you structure dissemination to have most influence? 	<p>The review will have a low impact on this policy objective. There is an indirect link as inequalities in educational outcomes affect physical and mental health, as well as income, employment and quality of life, however again this is not the focus of the review.</p>

<p>Creating fair employment and good work for all?</p> <p>What this means?</p> <ol style="list-style-type: none"> 1. Improve access to good jobs and reduce long-term unemployment across the social gradient. 2. Make it easier for people who are disadvantaged in the labour market to obtain and keep work. 3. Improve quality of jobs across the social gradient. <ul style="list-style-type: none"> • How could you measure this? • How could you measure the Marmot indicator? <ul style="list-style-type: none"> • Young people NEET • % of people in households receiving means tested benefits • Are measures / information available – very, reasonably or scarcely? • How much influence do you think the review could have – High, Medium, Low? • How could you structure dissemination to have most influence? 	<p>The review will have a low impact on this policy objective.</p> <p>There is an indirect link as being in good employment is protective of health. Employment however must be sustainable and offer a minimum level of quality (i.e. development, flexibility and protection from adverse working conditions) to contribute to good health. This however is not the focus of this review.</p> <p>Accepting the above, by engaging with health services, the target group may then not be subject to restrictions on work arising from ill-health thus giving them continuity of employment as well as overall increasing their working lives.</p> <p>On reflection the Panel felt that the review had a medium impact on this area. A recommendation was made on health acknowledging employment as a wider determinant of health.</p>
<p>Ensuring a healthy standard of living for all?</p> <p>What this means?</p> <ol style="list-style-type: none"> 1. Establish a minimum income for healthy living for people of all ages. 2. Reduce the social gradient in the standard of living through progressive taxation and other fiscal policies. 3. Reduce the cliff edges faced by people moving between benefits and work. <ul style="list-style-type: none"> • How could you measure this? • How could you measure the Marmot indicator? <ul style="list-style-type: none"> • % of people in households receiving means tested benefits • Are measures / information available – very, reasonably or scarcely? • How much influence do you think the review could have – High, Medium, Low? • How could you structure dissemination to have most influence? 	<p>The review will have a low impact on this policy objective.</p> <p>There is an indirect link as having insufficient money to knead a healthy life is a highly significant cause of health inequalities; however this is not the focus of this review.</p>

<p>Creating and developing healthy and sustainable places and communities?</p> <p>What this means?</p> <ol style="list-style-type: none"> 1. Develop common policies to reduce the scale and impact of climate change and health inequalities. 2. Improve community capital and reduce social isolation across the social gradient. <ul style="list-style-type: none"> • How could you measure this? • How could you measure the Marmot indicator? • Are measures / information available – very, reasonably or scarcely? • How much influence do you think the review could have – High, Medium, Low? • How could you structure dissemination to have most influence? 	<p>The review will have a low impact on this policy objective. There is an indirect link as communities are important for physical and mental health and wellbeing. Access to open green spaces and healthy foods are also important for improving health and wellbeing.</p> <p>Should the identified group engage with health agencies as envisioned, the resulting improvement in their working lives, coupled with the commensurate certainty of income, may well increase spending power within the local community thus enhancing its sustainability. In addition continuing good health will enable them to fully engage with their communities. Again however, this is a long-term outcome for this group and requires longitudinal study which is outside the scope of this review.</p> <p>On reflection the Panel felt that the review had a medium impact on this area. This was following discussion around two large regeneration projects in the borough and a recommendation on the potential for them to contribute to the reduction in health inequalities, particularly when coupled with local primary care changes. It was also following hearing more about the work of the Tottenham Hotspur Foundation projects as well as Health Champions, Health Trainers and evidence from the Local Involvement Network.</p>
<p>Strengthening the role and impact of ill health prevention?</p> <p>What this means?</p> <ol style="list-style-type: none"> 1. Prioritise prevention and early detection of those conditions most strongly related to health inequalities. 2. Increase availability of long-term and sustainable funding in ill health prevention across the social gradient. <ul style="list-style-type: none"> • How could you measure this? • How could you measure the Marmot indicator? <ul style="list-style-type: none"> • Life expectancy at birth • Disability free life expectancy at birth • Are measures / information available – very, reasonably or scarcely? • How much influence do you think the review could have – High, Medium, Low? • How could you structure dissemination to have most influence? 	<p>The review will have a high impact on this policy objective. Many of the key health behaviours significant to the development of chronic disease, including CVD, follow the social gradient: smoking, obesity, lack of physical activity, unhealthy nutrition.</p> <p>In Haringey:</p> <ul style="list-style-type: none"> • On average there is a nine year difference between men living in Tottenham Green ward (72.5 years) and those living in Fortis Green ward (81.5 years). • Circulatory diseases are the greatest contributor (28%) to the gap in male life expectancy between Haringey and England. • Death rates from cardiovascular disease under 75 years are highest in the east of the borough, in particular in Northumberland Park and Tottenham Hale. • Around 28.6% of men smoke compared with 25.3% for London. • In 2006 over 50% of men were overweight or obese. • 23.3% of the adult population took part in moderate sport and physical activity three times a week.

Sources of Data: a range of data can be found on the [Haringey: Our Place](#) page, in particular on the [Healthier People with a better quality of life](#) section. Data is sourced from a number of sources for example Joint Strategic Needs Assessments, the Borough Profile, Haringey Health Profile and NHS Haringey Neighbourhood Plans.

Through the review we will focus on the prevention and early intervention of cardiovascular disease in men in the east of the borough. You could measure this via:

- Reducing the mortality rate from all cardiovascular disease (including heart disease and stroke)
- Reducing smoking prevalence
- Increasing the number of 4 week smoking quitters who attended NHS Stop Smoking Services
- Increasing sports and Leisure Usage
- Increasing adult participation in sport and active recreation
- Increasing the percentage of population exercising 3 or more times a week
- Increasing NHS Health Checks

What ideas do you have about how you will measure the difference made by your scrutiny review?

By focusing on what would be the return on investment (ROI) if, the life expectancy corridor of the Borough, we engaged men over 40 who were at risk of cardio vascular disease (referred to hereafter as Group A) with health services.

The hypothesis is that with engagement, Group A's health improves as they take responsibility for action, resulting in decreased health care costs, increasing life expectancy and earning power. A financial calculation will be made as to the numbers required to make this change to demonstrate an ROI for the review.

In addition, the recommendations arising from the review in order for this to occur will also demonstrate an ROI.

What do you think would be the value of doing the review? High, medium, low.

- 73% of the difference in male life expectancy gap between Haringey and England is due to men over 40 years of age.
- By changing certain risk factors in those over 40 years of age a significant improvement can be made as to whether or not the persons suffers from Cardio Vascular Disease.
- The Health Check programme focuses on those over 40 years of age and so it is hoped that this review complements this work.

Thus reviewing how engagement with health services can be improved for this risk group provides high value and will build upon work already undertaken within the Borough.

Recommendations of the review are also due to feed into the Health and Wellbeing Strategy Delivery Plan.

Appendix two – Impact Scoring Matrix – from Rotherham Scrutiny Development Area

Impact considerations	Topic 1 (obesity)	Topic 2 (Mental health & Alcohol use)	Topic 3 (Drug use in young people)
<p>How high a priority is the topic within the JSNA?</p> <p>High, medium or low</p>	<p>High – obesity as a whole features strongly as an issue</p>	<p>High - For mental health broadly</p> <p>Alcohol specifically – not featured (but this could be a gap)</p>	<p>Low - This topic does not figure highly in the JSNA (which may indicate a gap in the JSNA)</p>
<p>How available are measures and info?</p> <p>Very, Reasonably or Scarcely</p>	<p>Very – lots of work already in relation to obesity issues and specific interventions</p>	<p>Scarcely for alcohol specific issues linked to mental health – would need more work to establish what is available</p>	<p>Scarcely - reasonably for some data and measures</p> <p>Very - available for NEETS info and data</p>
<p>How much influence is the scrutiny review likely to have?</p> <p>High, medium or low</p>	<p>High – although lots of interventions and work already going on, there is nothing focusing on those with a BMI 50+</p>	<p>Low – due to the issues, complexities and nature of this type of review</p>	<p>Medium – although an important issue, not sure of the impact which would be made</p>
<p>Overall, what is the likely value of the review?</p> <p>High, medium or low</p>	<p>High</p>	<p>High - If a larger review could be done</p> <p>Low In this instance</p>	<p>Low - Potentially too broad an issue to add real value</p>

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Meeting Date	Corporate & Scrutiny Management Committee Draft Work Plan for 2014-15
23 June 2014 @ 5pm	<ol style="list-style-type: none"> 1. Attendance of the Deputy Leader – Update on Priorities & Challenges 2. Report on Possible Corporate Review Topic for 2014-15 3. Report on Request to Change Terms of Reference of two Scrutiny Committees 4. Workplan 2014/15 inc. verbal update on Equalities Scrutiny Review
14 July 2014 @ 5pm	<ol style="list-style-type: none"> 1. Year-End Finance & Performance Monitoring Report 2. Scoping Report on possible Procurement Scrutiny Review 3. Workplan 2014/15 inc. verbal update on Equalities Review
8 Sept 2014 @ 5pm	<ol style="list-style-type: none"> 1. First Qtr Finance & Performance Monitoring Report 2. Bi-annual Workforce Strategy 2012-15 Monitoring Report 3. Equalities Scrutiny Review – Draft Final Report 4. Loans & Grants Review - Update on Implementation of Recommendations 5. Workplan 2014/15 inc. verbal update on ongoing scrutiny reviews
10 Nov 2014 @ 5pm	<ol style="list-style-type: none"> 1. Community Engagement Review - Update on Implementation of Recommendations 2. Workplan 2014/15 inc. verbal update on any ongoing reviews
12 Jan 2015 @ 5pm	<ol style="list-style-type: none"> 1. Second Qtr Finance & Performance Monitoring Report 2. Bi-annual Workforce Strategy 2012-15 Monitoring Report 3. Scrutiny Support Budget Monitoring Report 4. Workplan 2014/15 inc. verbal updates on any ongoing reviews
9 March 2015 @ 5pm	<ol style="list-style-type: none"> 1. Equalities Review – Update on Implementation of Recommendations 2. Draft Workplan for 2015/16 & Discussion re Possible Scrutiny Topics for coming Municipal Year & Possible Scrutiny Work Planning Annual Event 3. Workplan 2014/15 inc. Verbal update on any ongoing reviews
6 April 2015 @ 5pm	<ol style="list-style-type: none"> 1. Attendance of Deputy Leader – End of Year Update 2. Attendance of Cabinet Member for Finance, Performance & Customer Services– End of Year Update 3. Third Qtr Finance & Performance Monitoring Report 4. Workplan 2014/15 & Verbal update on any ongoing reviews

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