



**Haringey Council**

<b>Report for:</b>	Adult and Health Scrutiny Panel – 29 June 2015	<b>Item Number:</b>	
<b>Title:</b>	Work Programme Development		
<b>Report Authorised by:</b>	Bernie Ryan, Assistant Director of Corporate Governance		
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<b>Ward(s) affected:</b>	<b>Report for Key/Non Key Decisions:</b>		
All	N/A		

## 1. Describe the issue under consideration

- 1.1 Developing an effective work programme is the bedrock of an effective scrutiny function. Done well, it can help lay the foundations for targeted, inclusive and timely work on issues of local importance where scrutiny can add value. Done badly, scrutiny can end up wasting time and resources on issues where the impact of any work done is likely to be minimal.
- 1.2 Throughout May and June a number of consultative processes have been employed to support the development of the scrutiny work programme with the final programme being agreed by the Overview and Scrutiny Committee on 27 July 2015.
- 1.3 The aim of this report is to assist the Adults and Health Scrutiny Panel in prioritising topics for inclusion in their work programme.
- 1.4 Scrutiny panels are non-decision making bodies. The work programme and any subsequent reports and recommendations that each panel produces must therefore be approved by the Overview & Scrutiny Committee.

## 2. Cabinet Member introduction

N/A

## 3. Recommendations



**Haringey Council**

- (a) That the Adults and Health Scrutiny Panel agree that items, outlined in section 8, be prioritised for inclusion in the 2015/16 work programme.
- (b) That the Overview and Scrutiny Committee be asked to endorse (a) above at its meeting on 27 July 2015.
- (c) That in respect of the items agreed for inclusion in the 2015/16 scrutiny work programme the Chair of the Adults and Health Scrutiny Panel meets with appropriate Cabinet members and senior officers to further clarify the work programme.

#### **4. Alternative options considered**

4.1 N/A

#### **5. Background information**

*“Scrutiny is based on the principle that someone who makes a decision...should not be the only one to review or challenge it.”*

*“Overview is founded on the belief that an open, inclusive, member led approach to policy review...results in better policies in the long run”*

(Jessica Crowe, former Executive Director, Centre for Public Scrutiny)

#### **Principles**

5.1 Expending resources on investigating an issue via scrutiny requires clear justification yet there are often difficulties in prioritising work. Some of the problems in developing and maintaining an effective work programme include:

- Agenda creep and losing sight of the key issues;
- Diving into detail;
- Focusing on minor points;
- Going over old ground;
- Lack of progress on identified issues;
- Overlapping with the role of other committees;
- Hobbyhorses;
- Running out of time;



- Political loyalty versus the independence of scrutiny.

5.2 To help overcome these barriers, the careful selection and prioritisation of work is essential if scrutiny is to be successful, gain buy in from senior officers and Cabinet, retain credibility and achieve added value.

5.3 The Centre for Public Scrutiny has identified a number of features in planning an effective scrutiny work programme<sup>1</sup>, which include:

- It should be a **member led process** (e.g. involvement of all non executive members, and members leading on the short-listing and prioritisation of topics – with support from officers)
- It should **reflect local needs, priorities and policies** (e.g. issues of community concern as well as those priorities identified in the Corporate Plan and proposals within the Medium Term Financial Strategy)
- It should **prioritise topics** for scrutiny involvement that have most impact /benefit
- It should **involve local stakeholders**; e.g. local residents, community groups, Residents Associations, partners, businesses, and service users.
- It **should be flexible** to enable scrutiny to respond to new or urgent issues as they emerge.
- **Having a meaningful discussion** about the work programme probably works better than a complex set of feasibility criteria, which may be over-bureaucratic and resource intensive.

## 6. Components of a scrutiny work programme

6.1 Overview and Scrutiny has a number of distinct functions which provide a framework for the activities of local scrutiny bodies. An effective scrutiny work programme should aim to reflect a balance of these activities;

- **Holding the Executive to Account** – questioning the Leader and Cabinet Members on issues within their portfolio and through pre- and post-cabinet decision scrutiny. For example, the operation of ‘Call-in’ procedures and ensuring meaningful input into the development of business cases relating to decisions made by Council in February.

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<sup>1</sup> A Cunning Plan: Devising a Scrutiny Work Programme, Centre for Public Scrutiny, 2011



## Haringey Council

- **Policy Review and Development** – assisting Cabinet by undertaking strategic reviews to assess the effectiveness of existing policies or to inform the development of new strategies;
- **Performance Monitoring** – identifying services that are not performing, investigating and making recommendations for improvement;
- **External Scrutiny** – scrutinising and holding to account those partners and other local agencies which provide key services to the public;
- **Public and community engagement** – engaging and involving local communities in scrutiny activities and scrutinising those issues which are of concern to the local community.

6.2 In the context of these functions, and in accordance with the scrutiny protocol, a range of reports can be requested by scrutiny. Depending on the selected topic and the planned outcome, this could include:

- (i) Performance Reports;
- (ii) One off reports on matters of national or local interest or concern (e.g. Casey Report);
- (iii) Issues arising out of internal and external assessment (e.g. Ofsted, Care Quality Commission);
- (iv) Reports on strategies and policies under development, or other issues on which the Cabinet or officers would like scrutiny views or support;
- (v) Progress reports on implementing previous scrutiny recommendations accepted by the Cabinet or appropriate Executive body.

6.3 In addition in-depth scrutiny reviews are an important aspect of Overview and Scrutiny work and provide opportunities to thoroughly investigate topics and to make improvements. Through the gathering and consideration of evidence from a wider range of sources, they enable more robust and effective challenge as well as an increased likelihood of delivering positive outcomes. In depth reviews should also help engage the public, and provide greater transparency and accountability. It is nevertheless important that there is a balance between depth and breadth of work undertaken so that resources can be used to their greatest effect.

## 7. Prioritising and selecting issues for scrutiny involvement

7.1 There are a number of practical criteria which are used to assist in the prioritisation and selection of scrutiny topics. Selected topics should:

- Compliment the priorities and work of the Council and its partners  
;
- Not duplicate work being undertaken elsewhere by the Council and its partners;



## Haringey Council

- Reflect the concerns of the wider community;
- Be practical and demonstrate a positive and beneficial impact.

7.1 Throughout May and June consultation and engagement with local stakeholders took place to support the development of the Overview and Scrutiny work programme. This included:

- Public Survey - local residents and community groups;
- Scrutiny Cafe – non executive members, local partners and senior officers;
- Informal meetings with Cabinet Member and Senior Officers;

7.2 These activities have been used to guide and inform the selection of work programme items for each scrutiny panel.

## 8. Work Programme Development

8.1 Public engagement and involvement is a key function of scrutiny and local residents and community groups are encouraged to participate in all aspects of scrutiny from the development of the work programme to participation in project work (e.g. providing service assessments / service user insights).

8.2 To ensure issues considered by scrutiny are both important and relevant to the local community, an online survey was distributed to local residents, community groups and other local stakeholders to assess their views. This was administered for a three week period from mid-May and generated approximately 60 individual qualitative responses.

8.2 Further to the completion of the survey, the Chairs of all scrutiny bodies have met with relevant Cabinet members and senior officers to further discuss issues arising from the survey.

8.3 From these activities, and work rolled over from last year, a summary of suggestions – attached at **Appendix A** – was prepared for the Scrutiny Cafe that took place on 15 June.

8.4 The aim of the Scrutiny Cafe was to bring together key local stakeholders (non executive members, partners and senior council officers) for round table discussions to further inform the development of the scrutiny work programme. Discussions were themed around the council's corporate priorities.

8.5 From this discussion at the Scrutiny Cafe, a number of potential issues were identified for inclusion in the panel's work programme for 2015/16. These are summarised below. These are linked to Corporate Priority 2, which covers the key areas that are covered within the panel's terms of reference – for further details please refer to **Appendix A**.



**Haringey Council**

## Adult and Health Scrutiny Panel – Work Areas for 2015/16

Priority 2 – “Enable all adults to live healthy, long and fulfilling lives”

<b>Suggestion</b>	<b>Priority</b>	<b>Comments</b>
Adult Safeguarding	Yes	A number of factors were considered in relation to adult safeguarding and the implementation of the Care Act. A key issue was looking at how scrutiny could mainstream these issues in its work. It was suggested that the format and timing of scrutiny input should be discussed further with the Chair and senior officers.
Mental Health Services  Unemployment and Mental Health	Yes	<p>To ensure monitoring of various streams of work, it was agreed that updates on the following would be useful:</p> <ul style="list-style-type: none"> <li>- Actions outlined in the Joint Mental Health and Wellbeing Framework, with a focus on (i) physical health, (ii) accommodation, and (iii) employment needs of people with mental health problems (including any recommendations made by the scrutiny review of the job support market – final report due in July 2015).</li> <li>- Recommendations made by the Transition from Child to Adult Mental Health Services Scrutiny Project (considered by Cabinet in June, 2015).</li> </ul> <p>Such an approach would allow issues discussed by the Adults and Health Scrutiny Panel in March to be addressed i.e. ensuring mental health services are appropriate for Haringey’s diverse communities and ensuring appropriate arrangement are in place for monitoring the framework.</p> <p>September 2015 onwards would be a suitable time for this.</p>
Stroke	No	This issue will be picked up by the North Central London Joint Health Overview and Scrutiny Committee in September 2015. Further work via Haringey’s Adults and Health Scrutiny Panel would duplicate.
Access to GPs	Yes	An update report will be considered by the Adults and Health Scrutiny Panel in June, 2015. It was noted that this was firmly on the agenda for the Health and Wellbeing Board so future work via scrutiny will need to keep this in mind to avoid duplication. How, and when, should scrutiny engage with NHS England?



Suggestion	Priority	Comments
<p>Impact of budget savings on vulnerable adults /</p> <p>The redesign and re-provision of Adult Social Services</p>	<p>Yes</p>	<p>Suggestions put forward in Appendix A were considered and during discussion a number of issues were discussed in relation to the redesign and re-provision of adult care services.</p> <p>It was noted that a report to scrutiny in June would outline the principles and methodology that would be used to support the consultation and co-production processes. The importance of adequate and fair consultation was discussed.</p> <p>Issues were raised in relation to monitoring the impact of the changes. It was noted the main OSC would play a role in scrutinising performance in relation to the corporate plan and five priorities but, as noted above, issues concerning safeguarding needed to be mainstreamed in the work of scrutiny across the board.</p> <p>In terms of monitoring the impact (in more detail) it was recognised that scrutiny would need sufficient data and insight. With this in mind, it was suggested any scrutiny relating to monitoring the impact of changes should take place during Quarter 4.</p> <p>These issues were flagged as priority areas for the panel, and would need to be kept under review throughout the year, but it was agreed the format and timing of scrutiny should be discussed further.</p>
<p>Foot care</p>	<p>Yes</p>	<p>It was agreed issues raised in relation to foot care should be included in the work programme – with a focus on prevention. The format/timing needs further discussion although it is likely this would be a “one-off report” with input from suitable witnesses.</p>
<p>Health inequality – accessibility of sport &amp; rec facilities to women</p>	<p>Maybe</p>	<p>Although this suggestion was not listed as a priority it was agreed scrutiny should ensure greater understanding of health inequalities in its work across the board. It was also suggested that the issues raised could be picked up as part of any scoping undertaken in relation to obesity (see 2.12 below).</p>
		<p>This issue is likely to be picked up by the North Central</p>





**Haringey Council**

Suggestion	Priority	Comments
Local Hospitals – A&E admissions	Maybe	London Joint Health Overview and Scrutiny Committee in September 2015. However, it was agreed that this may not address all issues of concern in Haringey. With this in mind, it was suggested Haringey’s Adults and Health Scrutiny Panel may wish to look further at paediatric A&E attendances/admissions.
Meals on wheels	No	Suggestions put forward in relation to meals on wheels were considered. However, it was agreed scrutiny would be unable to add value, especially as there was unlikely to be space or time in the work programme.
Support fund (social fund)	Maybe – for main OSC	It was suggested issues put forward in relation to the support fund (social fund) should be picked up by the main OSC as part of their work on the Job Support Market Review. In addition, it was suggested further work in relation to Universal Credit should be considered by the main OSC.
(Childhood) Obesity	Yes – Scrutiny Project	<p>In Haringey obesity rates are higher than in England with more than one in three 10-11 year olds overweight or obese. A majority of adults are overweight or obese.</p> <p>It was noted that this suggestion linked directly to Outcome 1, Priority 3 of the Health and Wellbeing Strategy.</p> <p>It was agreed, subject to careful scoping/member interest, that this would merit an in-depth review</p> <p>Input from scrutiny in respect of prevention, early intervention, and ensuring all stakeholders (not just those on the Health and Wellbeing Board) were addressing issues and co-producing solutions to tackle the considerable negative social, economic and health consequences would be timely.</p> <p>It was suggested that any scoping exercise should take place after Haringey’s Obesity Conference in June.</p> <p>This suggestion is supported by the Director of Public Health.</p>
Out of Hours /	No	This issue will be picked up by the North Central London Joint Health Overview and Scrutiny Committee in June





<b>Suggestion</b>	<b>Priority</b>	<b>Comments</b>
111		2015.
Quality Accounts	No	Consideration was given to how scrutiny could best add value (working with neighbouring boroughs) to the Quality Accounts process for the various trusts. It was agreed, following recent discussion by the North Central London Joint OSC concerning the BEH MHT Quality Account, an informal briefing should be arranged with the NNUH NHS Trust (with LB Enfield) and maybe something similar with the Whittington NHS Trust. Briefings to be organised outside the committee calendar.
Alcohol and tobacco	Maybe	It was noted that both issues were key priorities outlined in the Health and Wellbeing Strategy. However, it was considered that whilst these issues had potential it was unlikely scrutiny would have time to address them.
Health and Social Care Integration	Yes	This is one of the council's corporate programmes that is helping to bring health and social care together with a focus on prevention. An update report was suggested as this would assist with monitoring.
Services for People with Disabilities	Maybe	A number of issues were considered and although this suggestion (detailed in Appendix A) was not put forward in its own right it was agreed scrutiny should mainstream these concerns in its work to ensure the Council develops services (across the board) that takes account of service users with suitable input from user groups. The importance of adequate and fair consultation was highlighted.

8.6 During discussion, a number of themes emerged and it was suggested that consideration of the following areas should be prioritised in developing items for inclusion in the scrutiny work programme:

- Implementation of the Care Act;
- Health Inequalities;
- Commissioning – including social value
- Prevention;
- Health and Social Care Integration, and
- Primary Care.

8.8 In addition, under agreed scrutiny protocols, Cabinet Members will be invited to attend relevant scrutiny panels twice each year to discuss issues within their



## Haringey Council

portfolio area. The format of Cabinet Q and A is not prescribed and can be varied according to local agreement between the Chair and Cabinet member.

### 9. Monitoring

- 9.1 Once the work programme is agreed, there are both formal and informal systems in place to ensure effective monitoring of the work programme. Regular agenda planning meetings (with the Chair and senior officers) and discussion at Committee itself gives an opportunity to:
- Discuss the format, structure and priority of future items/meetings;
  - Discuss the rules and procedures for formal meetings – ensuring clarity, consistency, and good time keeping;
  - Discuss what other information is required, including the identification and of witnesses which may include external experts, service-users, community groups, amongst others;
  - Consider options for getting out and about including site visits to other authorities and front-line service visits;
  - Develop key lines of enquiry or a questioning strategy;
  - Ensure the right people attend the right meetings at the right time;
  - Follow up on any actions agreed, ensuring outcomes from recommendations;
  - Consider member development needs to enable activities to be planned that take into consideration items included on the future work programme.
- 9.2 To assist in work programme development and monitoring, a new work programme template – attached at **Appendix B** - has been created to ensure the details and desired outcomes of items on the work programme can be kept under review.
- 9.3 In considering its future work plan, each scrutiny panel may wish to consider Haringey's Forward Plan. This provides 28 days notice of key decisions that the Cabinet is expected to take over the next three months, together with key decisions to be taken by individual Cabinet Members. The Forward Plan is updated and republished on a monthly basis and covers a period of three months.



## **10. Comments of the Chief Finance Officer and financial implications**

10.1 The Chief Finance Officer has been consulted on this report and can confirm there are no direct financial implications. Should any of the work undertaken by Overview and Scrutiny generate recommendations with financial implications these will be highlighted at that time.

## **11. Comments of the Assistant Director of Corporate Governance and Legal Implications**

11.1 The Assistant Director of Corporate Governance has been consulted on this report and can confirm there are no direct legal implications.

11.2 Under Section 21 (6) of the Local Government Act 2000, an Overview and Scrutiny Committee has the power to appoint one or more sub-committees to discharge any of its functions.

11.3 In accordance with the Council's Constitution, the work programme and any subsequent reports and recommendations that each panel produces must be approved by the Overview and Scrutiny Committee.

## **12. Equalities and Community Cohesion Comments**

12.1 Overview and Scrutiny has a strong community engagement role and aims to regularly involve local stakeholders, including residents, in its work. It seeks to do this through:

- Helping to articulate the view of members of the local community and their representatives on issues of local concern.
- Bringing local concerns to the attention of decision makers and incorporating them into policies and strategies.
- Identifying and engaging with hard to reach groups.
- Helping to develop consensus by seeking to reconcile differing views and developing a shared view of the way forward.

12.2 The evidence generated by scrutiny reviews / committee work helps to identify the kind of services wanted by local people. It also promotes openness and transparency as meetings are held in public and documents are available to local people.

## **13. Head of Procurement Comments**

N/A



**Haringey** Council

**14. Policy Implication**

14.1 There are no direct policy implications. However, this report sets out how the work of Overview and Scrutiny will contribute and add value to the work of the Council and its partners in meeting locally agreed priorities.

**15. Use of Appendices**

**Appendix A** – Suggestions for Overview and Scrutiny (Scrutiny Cafe Booklet)

**Appendix B** – Future Work Programme Template

**16. Local Government (Access to Information) Act 1985**