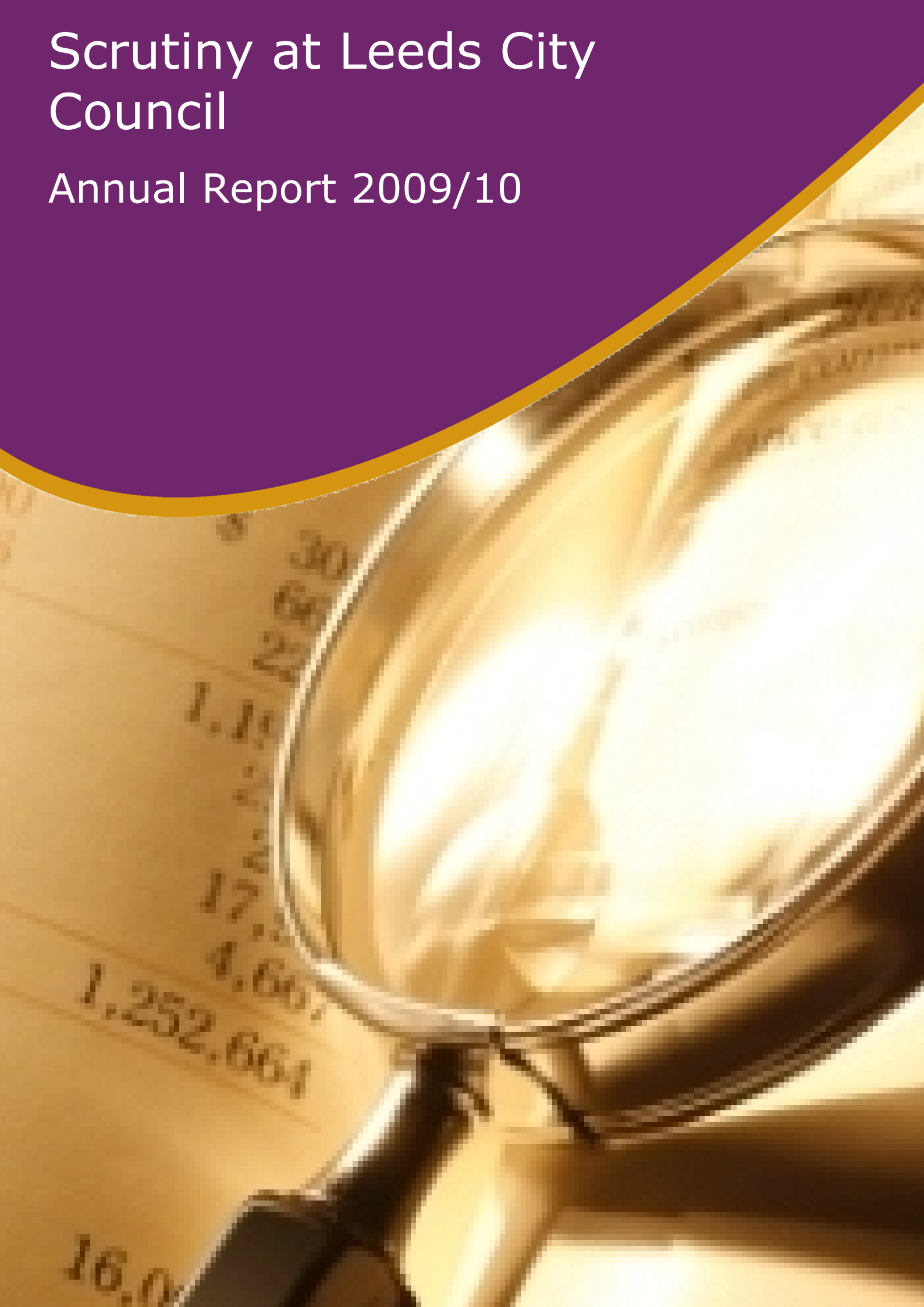


# Scrutiny at Leeds City Council

Annual Report 2009/10



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# Foreword from the Scrutiny Advisory Group



Scrutiny Advisory Group – Left to Right  
Cllr Pauleen Grahame, Cllr Mark Dobson, Cllr Judith Chapman, Cllr Barry Anderson,  
Seated: Cllr Bill Hyde (chair) (Cllr Steve Smith and Cllr Ralph Pryke not pictured)

A key role for a Scrutiny Board is to provide challenge to Executive decision makers. However it is also to assist the Executive in developing and making recommendations for new policy. This is often a neglected area of work as the table on page 4 shows. That is why increasing 'pre-decision scrutiny' has been identified as a key developmental action for 2010/11.

As Scrutiny Chairs we feel it is an opportunity missed by not focusing more time on policy development. Nearly 69% of the total Council membership sits on Scrutiny Boards. That provides a powerful opportunity for members to help shape future policies. This issue was discussed at one of our regular meetings with the Administration Leaders. We were pleased to hear that they too felt that Scrutiny had an important and legitimate role to play in 'pre-decision scrutiny'. To support this, the practice of working with Executive Members to identify areas of work will continue into 2010/11. Our other actions for developing Scrutiny can be seen on page 60 of this annual report.

On a different note, we are pleased to report that we have once again been short listed in the *Good Scrutiny Awards* by the Centre for Public Scrutiny. This year Councillor Dobson has been short listed under the category 'practitioner of the year', for his work for the Health Scrutiny Board.

The Scrutiny function in Leeds has a good track record of contributing to national 'good practice' publications, particularly through its work with the Centre for Public Scrutiny. The work undertaken by the Adult Social Care Board in relation to 'Dignity in Care for Older People' is quoted in; *'Walk a mile in my shoes' – Scrutiny of dignity and respect for individuals in health and social care services: a guide.*

Other successes have been Environment & Neighbourhoods Scrutiny Board's Inquiry into Older People's Housing which is a case study in *Reviewing the Needs of an Ageing Population*, and its work on social housing reviewed in *The role of Scrutiny in tackling the recession*. These are both Centre for Public Scrutiny publications.

Finally our thanks go to all Scrutiny Board Elected Members and co-optees for their independent and impartial hard work, the corner stone of good Scrutiny.

**Cllr Bill Hyde – Scrutiny Advisory Group Chair**

# Work of the Boards

Each individual Board has reported its work in more detail in this report.

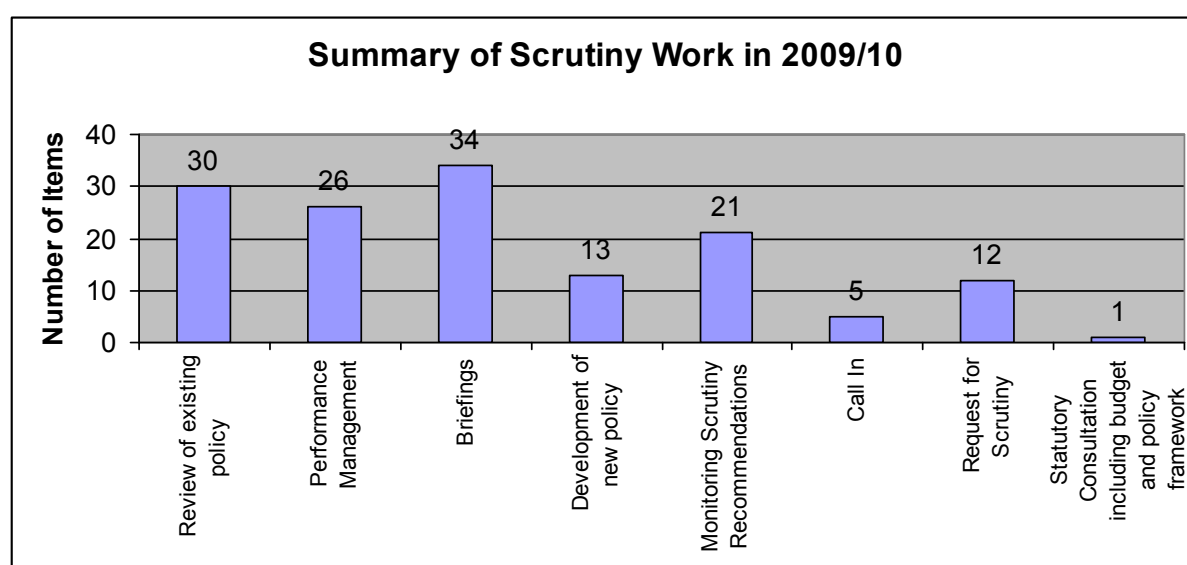
## Call In

There have been five Call Ins this year. These are detailed under the relevant Scrutiny Board.

## Summary of Scrutiny Work in 2009/10

Each Scrutiny Board identifies the type of work it does. This allows scrutiny members to see at a glance the balance of the items on their work programme and support them in deciding what types of work they would like to focus on.

The bar chart below represents the types of work that the Scrutiny Boards have done this year.



## Summary of Scrutiny Board Attendance in 2009/10

The table below details *percentage* levels of attendance by political group by Scrutiny Board this year. Substitutions were not permitted in 2009/10. Substitutions will be allowed in 2010/11.

Scrutiny Board	Labour	Lib Dem	Conservative	Morley Borough	Green	BNP
CCF	82	80	90	n/a	100	n/a
Children's	76	76	73	73	n/a	n/a
City Dev	64	97	77	50	n/a	100
City Partnerships	58	76	45	n/a	n/a	n/a
E & N	71	48	76	n/a	100	n/a
Health	80	88	90	n/a	n/a	n/a
ASC.	55	67	48	n/a	n/a	n/a

# Scrutiny Board (Adult Social Care)



Councillor Judith Chapman  
Chair of Scrutiny Board  
(Adult Social Care)

## **Membership of the Board:**

Councillor Judith Chapman (Chair)  
Councillor Stuart Andrew – From 20<sup>th</sup> January 2010  
Councillor Ben Chastney – From 18<sup>th</sup> November 2009  
Councillor Penny Ewens  
Councillor Ruth Feldman  
Councillor Clive Fox  
Councillor Angela Gabriel  
Councillor Ted Hanley  
Councillor James McKenna  
Councillor Vonnie Morgan  
Councillor Frank Robinson – Until 20<sup>th</sup> January 2010  
Councillor Alan Taylor – Until 18<sup>th</sup> November 2009  
Councillor Eileen Taylor

## **Co-opted Members:**

Joy Fisher – Alliance of Service Users and Carers  
Sally Morgan – Equalities

## *The Chair's summary*

I am pleased to present the annual report of Scrutiny Board (Adult Social Care) for 2009/10.

This year we have completed three major inquiries. The complex inquiry into Self Directed Support and Personal Budgets commenced in the last municipal year and spanned a 10 month period. During this time we witnessed the evolution of this initiative and heard positive feedback from individuals now receiving a personal budget.

The Transitions Service provides support to those aged 14-25 making the transition from Children's Services into Adult Social Care. We wanted to ascertain what standard of service we provide and therefore conducted an inquiry into the transitional arrangements for disabled young people. We identified that the service is in the early stages of development and welcomed the opportunity to become involved and provide our recommendations at such a timely juncture.

The level of support provided to working age adults with severe and enduring mental health problems was the focus of our 3<sup>rd</sup> inquiry. This was conducted with colleagues from the Health Scrutiny Board.

In addition to our large scale inquiries, we have looked at several other areas such as Commissioning in Adult Social Care with a particular focus on the provision of Neighbourhood Networks. We considered it important to hold a dedicated meeting in August 2009 to consider the future planned Day Service provision in the city. We have also continued to pay particular attention to performance management following the 2008 Commission for Social Care Inspection report, and were very reassured by the positive Care Quality Commission report presented to us in December 2009 which highlighted an overall improvement in Adult Social Care.

No doubt 2010/11 will be another busy year for the Board, monitoring improvement within Adult Social Care and with the anticipated introduction of Free Personal Care at Home for qualifying service users. Looking at the options for the future provision of long term residential care services is an area that the Adult Social Care Directorate will be considering in order to produce a Residential Care Strategy for Older People in Leeds. Domiciliary care services and reablement services are functions we feel warrant further investigation and monitoring during the next municipal year with planned reviews and development due to take place in these specific services. We therefore recommended that in 2010/11 the Adult Social Care Scrutiny Board maintains a watching brief on these processes and where appropriate makes further investigations and recommendations for change where necessary.

Finally, I would like to say thank you to all the members of the Board for participating in the large number of working groups scheduled this year and for completing our busy work programme with such commitment.

A handwritten signature in black ink that reads "Judith M. Chapman," with a comma at the end. The signature is written in a cursive style.

**Cllr Judith Chapman, Chair of Scrutiny Board (Adult Social Care)**

# Inquiry into Self Directed Support and Personal Budgets

## Summary

The need to modernise social care services is essential to facilitate the provision and funding of a more flexible service, which in turn will enable people to have a greater influence over their care services.

One of a number of initiatives contributing to service transformation is Self Directed Support (SDS) and personal budgets. Throughout this inquiry we gained an insight into the significant level of change required in the way assessment and care management should be delivered by the Council and our partners.

The inquiry commenced in the 2008/9 municipal year. The modernisation of Adult Social Care is a long term change programme in which Self Directed Support is a major influential factor. Due consideration of evidence took place over a ten month period during which we witnessed the evolution of the Early Implementer Pilot project and the many benefits that a personalised budget can bring to an individual wishing to have more choice and control over the services they wish to receive.

### **Anticipated service benefits**

This inquiry identified some important learning for Adult Social Care as it continues to implement the Putting People First agenda. The recommendations we have made will help the service to strengthen practice and enable us to continue monitoring this area to ensure effective progress is made within budgetary constraints.

## Our main recommendations

That the Director of Adult Social Services ensures best practice guidance, the requirement for a single assessment process and feedback from service users continue to be considered to improve the structure and composition of the Self Directed Assessment Questionnaire which will aid completion and remove barriers for service users.

That the Director of Adult Social Services updates the Adult Social Care Scrutiny Board (or its successor board) on a quarterly basis on the budgetary impact of Self Directed Support and financial pressures created throughout the municipal years 2010/11 and 2011/12.

That the Director of Adult Social Services delivers a targeted campaign before December 2010 aimed at older people to raise awareness and to promote the benefits of Self Directed Support.

That the Director of Adult Social Services makes necessary provision to ensure individual support plans clearly identify the short term and emergency back up arrangements should a breakdown in care occur. Arrangements should be stressed and clearly communicated to those in receipt of Self Directed Support and where appropriate to carers and family members.

# **Inquiry into Transitional Arrangements for Disabled Young People into Adult Social Care**

## **Summary**

The Board decided to conduct an inquiry to determine if a sufficient transitional service is being provided and if structures, policies and procedures are in place to facilitate effective multi agency service delivery. We were particularly interested in the differences in eligibility criteria between Children and Young People's Social Care and Adult Social Care, the difficulties this creates, and how this and service user expectations are managed. We also wanted to identify how personal budgets were being utilised and what Care Planning and Safeguarding arrangements are made during the transitional period.

The nature of the inquiry dictated that there should be representation from the Children's Services Scrutiny Board, therefore participation from the Board was invited. Cllr Brenda Lancaster attended as the nominated representative.

## **Anticipated service benefits**

The Transitions Service is currently in a period of evolution and as such is still developing a framework within which to operate. We have made a number of recommendations which should add focus in the development of the service, requesting the introduction of targets and objectives against which the service can measure its performance.

## **Our main recommendations**

That the Directors of Adult Social Services and Children's Services establish and publicise the provision of a Transitions Peer Support Group before the 31<sup>st</sup> March 2011.

That the Directors of Adult Social Services and Children's Services before July 2010, investigate additional methods of promoting the Transitions Service to raise the awareness of those young people and families who may benefit from the service.

That the Director of Adult Social Services establishes a Transitions Service Action Plan before July 2010, to enable progress against key development objectives to be monitored.

That the Director of Adult Social Services introduces a mechanism for measuring, monitoring and reporting the performance of Transitional Services in Leeds before July 2010.

That the Director of Adult Social Services reviews the Draft Transitions Procedure before July 2010 to adequately reflect Safeguarding, Risk Management and Mental Capacity requirements for young people in transition.

That the Executive Board Member for Adult Health and Social Care identifies an Elected Member to undertake the role of Transitions Champion before August 2010.



# **Inquiry into Supporting Working Age Adults with Severe and Enduring Mental Health Problems**

## **Summary**

During the last municipal year the Adult Social Care Scrutiny Board expressed their concern at the lack of support for those individuals detained under the Mental Health Act and then discharged into the community and suggested that an inquiry be conducted during 2009/10.

As the newly established Board we took into consideration this concern and on 17<sup>th</sup> June 2009 decided to conduct an inquiry in relation to mental health services for working age adults with severe and enduring problems.

The specific areas we wanted to focus on were as follows:

- The current provision of care in Leeds and performance information
- The pathways into support services
- Choice and control for the individual or their representative
- The different types and scope of services provided by Voluntary, Community and Faith Sectors, Private Sector and the Council and how these compare in terms of quality and value for money. We also wanted to identify the levels of need and capacity, potential duplication of service or elements of the service that were missing in the City
- Current and planned service changes (directed nationally or locally and how this would impact on service provision)

The inquiry was conducted with participation from members of the Health Scrutiny Board. A wide range of stakeholders and partner organisations kindly contributed to the inquiry.

## **Anticipated Service Benefits**

It is evident that the Joint Strategic Needs Assessment will provide key information on which to assess the support requirements across Leeds for those with mental health problems. We have already identified that some services have evolved in certain pockets of the city and consider that a good support service should be available city wide based on need.

We would like to see more effective mental health service commissioning with our health partners again based on assessed needs across the city but which also encompasses flexibility and value for money.

The Council as one of the city's largest employers should set an example to adopt and promote mental health wellbeing initiatives in order to keep individuals in employment and aid people back into the workplace as soon as possible.

We also consider that the inquiry has identified scope for more detailed investigation during the next municipal year.

We hope to publish our final report and recommendations in July 2010.

## **Other work of the Board**

### **Monitoring the Independence, Wellbeing and Choice Action Plan.**

In December the Executive Board received the Independence, Wellbeing and Choice report. Associated with the report was an action plan defining targets for improvement by Adult Social Services in order to resolve the problems raised by the Commission for Social Care inspector. In response, the Executive Board resolved that the report and associated plan be referred to Scrutiny Board (Adult Social Care) for their oversight of performance against the targets set out.

Throughout the review we have maintained a watching brief of the overall improvement in performance of Adult Social Services measured against the action plan. However we considered the area of Safeguarding of particular importance and therefore determined that both the Working Group and the Adult Social Care Scrutiny Board investigate this area in greater detail.

Due consideration of evidence has taken place over a thirteen month period during which we have witnessed the development of the service resulting in the improved performance rating awarded by the Care Quality Commission for 2008/9.

### **Day Services**

In August 2009, a special meeting of the Scrutiny Board was called to look specifically at the future of Day Service provision in Leeds. This occurred as a result of the strong feelings expressed from a number of sources about the proposed changes to some buildings based services provided, which included a number of proposed closures.

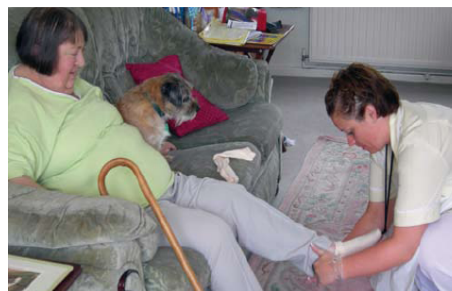
We received a presentation on the background to the national shift away from more traditional day care services such as those provided at day care centres. We were further advised of the influence of direct payments and personal budgets which enables individuals to procure their own services.

The need to concentrate on providing services for those with the greatest needs was stressed to us. This includes specialist services such as services for people suffering from dementia, re-enablement services, specialist BME services, services aimed specifically at carers, and other initiatives such as the development of Well-being Centres and an increase in the number of outreach workers. We heard that day services for those with specialist needs are currently oversubscribed whereas general day services were undersubscribed in many areas.

It was communicated to us that the Council had embarked on a widespread consultation campaign, including individual consultation with service users and their carers. We resolved to receive further updates and to continue monitoring developments as they evolve.

## Income Review – Impact of Price Increases on Service Users

Following an Adult Social Services income review in 2008/9, we wanted to assess the impact of price increases on service users and identify if the department had achieved its objective of increasing revenue to counter budget pressures. The update reassured us that there had been little adverse effect on service users and that the Department's original estimate of £2m in additional income had been remarkably accurate.



## Commissioning in Adult Social Care



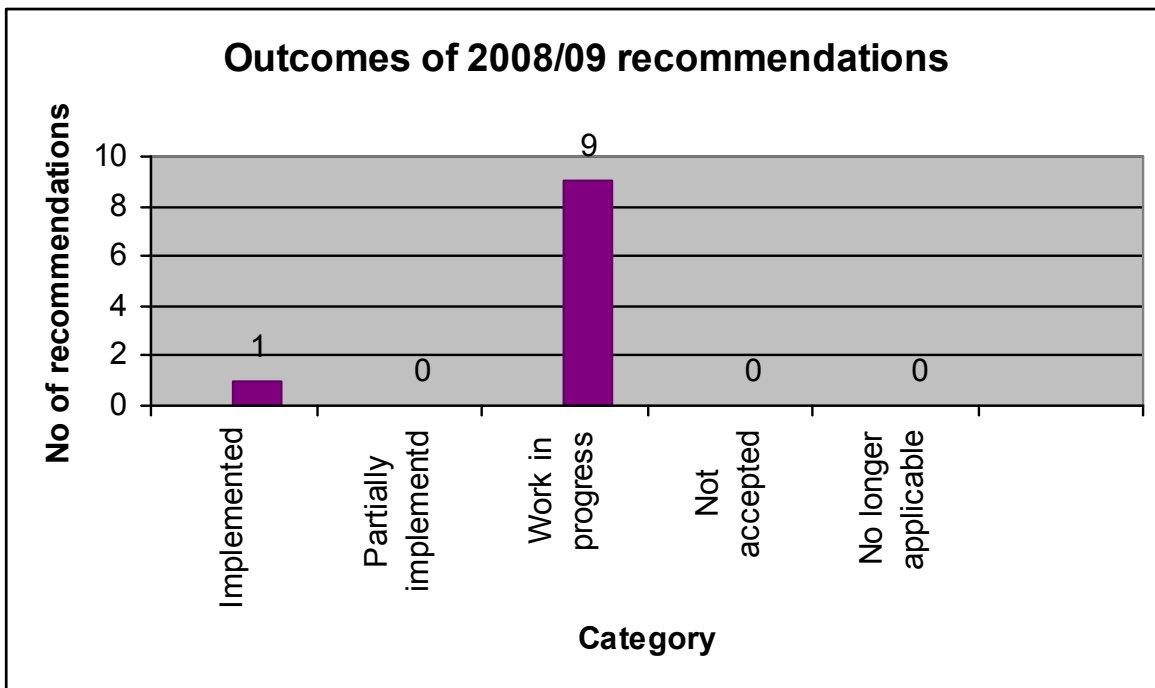
We regularly review the area of commissioning, however this year we have taken a particular interest in the commissioning of the Neighbourhood Network Services. Adult Social Care Commissioning Services has, in partnership with NHS Leeds, Supporting People and the Corporate Procurement Unit, worked to conduct the review anticipating that the new contracts with the Neighbourhood Networks would be in place by July 2010. At the March 2010 meeting we expressed our concerns about the commissioning process undertaken.

We were advised by the Director of Adult Social Services that an independent review of the process would be commissioned to look at the methodology employed. We noted that it was the Directorate's wish to be open and transparent and requested that the outcome of the review be made available to the Board on completion. It is therefore recommended that the Adult Social Care Scrutiny Board incorporate this update into their 2010/11 work programme.

## Outcome of recommendations made in 2008/09

The Scrutiny Board (Adult Social Care) carried out an inquiry into Major Adaptations for Disabled Adults during 2008/09, which resulted in ten recommendations. One recommendation has been achieved and work towards achieving the remainder of the recommendations is ongoing. Once completed, service benefits can be better assessed to establish the impact of the inquiry. We hope to see considerable progress and improvement during 2010/11.

- We are already receiving regular quarterly performance updates to assess the delivery of service provided. The format for reporting meaningful information is currently under review.
- During our inquiry we identified that those individuals requiring an adaptation were not advised of the approximate waiting time before their adaptation would be installed. At the last inquiry review we were advised that necessary arrangements have been made to consistently advise customers of the approximate adaptations delivery time, once their needs have been assessed. This promotes a more positive customer experience when utilising the service.



## **The Board's full work programme 2009/10**

### **Requests for scrutiny**

- Voluntary, Community and Faith Sector Scrutiny Inquiry Report Review
- Self Directed Support and Personal Budgets Inquiry

### **Review of existing policy**

- Future Plans for Day Services

### **Monitoring scrutiny recommendations**

- Inquiry into Major Adaptations for Disabled Adults

### **Performance management**

- Commissioning in Adult Social Care
- Performance Management - Quarterly Reports
- Supporting Working Age Adults with Severe and Enduring Mental Health Problems Inquiry
- Adult Social Services- Annual Review Report (2008/09)
- Independence, Well-being and Choice Inspection Report
- Income Review – Impact of Price Increases on Service Users
- Mental Capacity Act – Implementation
- Delivery of Dignity in Care
- Homecare Provision
- Transitional Arrangements for Disabled Young People into Adult Social Care

### **Briefings**

- LINk Annual report
- Safeguarding Board Annual Report
- Safeguarding Board Six Monthly Update

# Scrutiny Board (Central & Corporate Functions)



Councillor Pauleen Grahame  
Chair of Scrutiny Board  
(Central & Corporate  
Functions)

## **Membership of the Board:**

Councillor Pauleen Grahame (Chair)  
Councillor John Bale  
Councillor Sue Bentley  
Councillor Ben Chastney  
Councillor Penny Ewens  
Councillor Martin Hamilton  
Councillor Arif Hussain  
Councillor Valerie Kendall  
Councillor James Lewis  
Councillor Alison Lowe  
Councillor Andrea McKenna  
Councillor Andy Parnham  
Councillor David Schofield

## ***The Chair's summary***

I would like to take this opportunity to thank all Members of the Board for their support and hard work throughout the year. I would also like to thank our many witnesses.

I am pleased that this year we have been meeting with the Executive Board Member for Central and Corporate Functions on a quarterly basis. This has coincided with our monitoring of the budget and performance management.

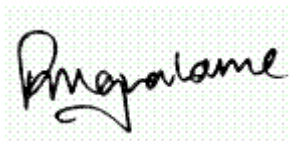
Members of the Board believe it important to consider financial information and performance data together and for the relevant Executive Member to be able to explain the Council's overall performance. I hope it's a pattern which will continue in 2010/11.

We have covered a wide range of topics this year. Our report on the use of consultants is detailed later in this report. Our working group looking at employment and apprenticeship opportunities for young people has resulted in a commitment to provide better corporate co-ordination of activities.

As a forum for enabling the voice and concerns of the public to be heard, we were pleased to allow those opposed to BBQs on Woodhouse Moor to question the

Council on the use of bye-laws. In our monitoring role we have been tracking the recommendations of a number of previously made recommendations, particularly those relating to Interpretation and Translation Services. We have also been championing the use of plain English.

Next year is likely to be very challenging in terms of service provision and reducing budgets. The Board has recommended therefore that we spend a proportion of our time in the new municipal year scrutinising the Council's wider business transformation proposals.

A handwritten signature in black ink, appearing to read 'Pauleen Grahame', is displayed on a light green dotted background.

**Cllr Pauleen Grahame, Chair of Scrutiny Board  
(Central & Corporate Functions)**

# Inquiry on the Use of Consultants

## Summary

The purpose of the Inquiry was to consider whether the Council had a clear definition of what a consultant was and the service provided. It was also to assess how consultants were used; the methods of monitoring and evaluating their use and to establish whether there were differences in practice between directorates.

## Anticipated service benefits

We are of the view that the implementation of our recommendations will provide a framework within which procurement will become more open and transparent and best practice will be shared across Council directorates, partners and other local authorities.



Scrutiny Board (Central & Corporate Functions)

“Local Authorities collectively spend £1.8bn on external consultants. Saving just 1% on this could release £18m to invest in other services.”

Making savings through better procurement in professional services. (Regional Improvement and Efficiency Partnerships, LGA and I&DeA – Members’ Guide)

## Our main recommendations

**That the Director of Resources and Assistant Chief Executive (Corporate Governance) develop a standard definition of what consultants are and what work they undertake. This definition should be adopted by all departments.**

**That the Director of Resources issues guidance to all departments on the correct expenditure code(s) to use for Consultants.**

**That Directors/Assistant Chief Executives review expenditure on consultants within their Directorates to assess the extent to which they are used.**

**That the Director of Resources and Assistant Chief Executive (Corporate Governance) incorporate within Contract Procedure Rules/Guidance clear guidance regarding the use and appointment of consultants.**

**That a database to record all details of consultants, including ratings, to be shared between departments and potentially with other authorities is set up.**



## Other work of the Board

### Budget and Information Management Monitoring

On a quarterly basis the Executive Board Member (Central and Corporate) attended the Board to detail the Council's overall performance. This also provided Members with the opportunity to quiz the Executive Board Member on other areas falling within his portfolio.

#### Woodhouse Moor Bye-laws

In October 2009 residents opposed to BBQs on Woodhouse Moor came to the Board alleging that park bye-laws were not being implemented and that this was having a detrimental effect on the park. Whilst not upholding the residents' view that bye-laws were not being enforced, the session had afforded residents the opportunity to raise their concerns with Members. The Board received an assurance from the Executive Board Member that the by-laws would be rigorously enforced, particularly during the period of the trial BBQ area. The Board agreed to revisit this issue in the summer of 2010

#### 14-18 – Employment Opportunities

A Working Group was established to look at the initiatives undertaken by the Council to offer employment and apprenticeships to young people. This work has resulted in the commitment to provide better corporate co-ordination of activities.

#### Procurement and Scrutiny

The Board is leading on working with the Chief Procurement Officer on ensuring Council Departments are more aware of local considerations and Member interest areas when commissioning services.

#### Call In

The contract to supply beer, wines and spirits at City Council venues was called in. The decision was released.

#### Budget Strategy 2010/11

The Board recognised that due to the financial difficulties which had developed in the world economy since 2008, the medium term financial plan had been overtaken by events and was effectively outdated. A fundamental review of likely income and Council priorities was now necessary against a backdrop of imminent severe restraints on public spending levels in the foreseeable future. The Board stated that budget making should be within a strong, policy-led rather than finance-led, corporate planning framework, which draws on other processes within the council, i.e. strategic planning and performance management arrangements.

It was the Board's view that it can be most effective if it can challenge some established assumptions. For example that budgets should automatically be rolled forward without the need for greater challenge to the base budget.

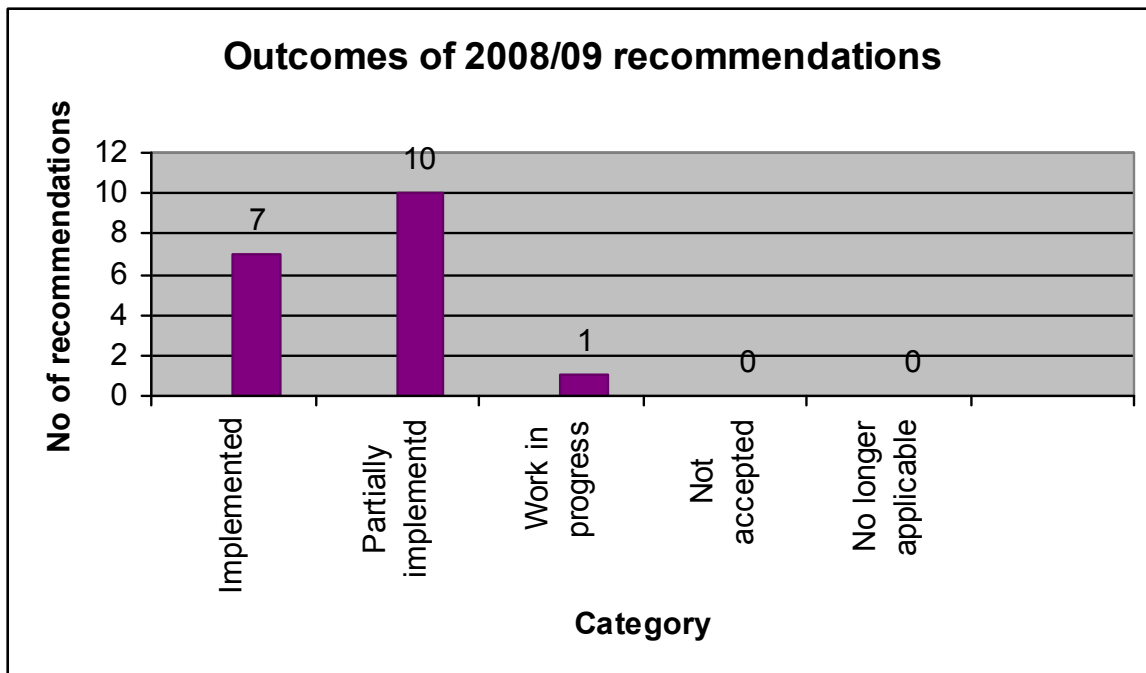
The Board noted that the Council is undertaking efficiency savings to help to balance the budget. The Board will consider undertaking further work on this and the Council's wider business transformation proposals in the new municipal year.

## Outcome of recommendations made in 2008/09

The Scrutiny Board (Central & Corporate Functions) carried out three major inquiries in 2008/09, which resulted in 18 recommendations. This section highlights some key examples of where these recommendations have resulted in service benefits, or otherwise added value.

As part of our inquiry into Attendance Management we recommended that the Council continues with its pro-active approach to health and well-being under the Happy, Healthy and Here Programme. In particular, we requested careful evaluation of pilots such as Vielife and rehabilitation and return to work, to see if there is merit in rolling them out across the Council. This has resulted in a more cohesive wellbeing strategy for the organisation and the Council received a national award for its work on wellbeing and attendance from the Public Sector People Managers Association (PPMA) in April 2009.

As part of our inquiry into Procurement we identified the need for contract management to be incorporated in the pre-contract phase of all projects and that complex or high risk services also include the development of a Contract Management Plan. On the back of this, and other recommendations, further research identified that many of the issues identified by the Scrutiny Board were common to many of the region's public sector organisations. Consequently this Board's recommendations are being progressed in tandem with the RIEP 'Smarter Procurement' work programme.



## **The Board's full work programme 2009/10**

### **Requests for scrutiny**

- Woodhouse Moor – Park Bye- laws

### **Review of existing policy**

- Gambling Act 2005 – Statement of Licensing Policy - Consultation
- Inquiry into the Use of Consultants
- Interpretation and Translation Services
- Communications, Report writing and Plain English
- Review of Treasury management post Icelandic reports
- 14 – 18 Working Group – employment opportunities
- Budget Strategy
- Progress against Improvement Priorities relating to community engagement and involvement

### **Development of new policy**

- Procurement and Scrutiny

### **Monitoring scrutiny recommendations**

- Attendance management
- Member Development
- Procurement

### **Performance management**

- Financial Performance Outturn 2008/09
- Council Business Plan Performance report – Quarter 4 2008/09
- Quarter 1 Performance Report
- Financial Health Monitoring – First Quarter Report
- Questions to the Executive – Financial Health Monitoring and Performance Information

### **Briefings**

- Input into Work Programme 2009/10 – sources of work and establishing the Board's priorities – meeting with Cllr Brett
- Changes to the Council's Constitution
- Executive Board Response to Final Scrutiny Board Reports
- KPMG – Scrutiny Review

### **Call Ins**

- Contract for the supply of beer, wines and sprits

# Scrutiny Board (Children's Services)



Councillor Bill Hyde  
Chair of Scrutiny Board  
(Children's Services)

## **Membership of the Board:**

Councillor Bill Hyde (Chair)  
Councillor Brian Cleasby  
Councillor Debra Coupar  
Councillor Geoff Driver  
Councillor Ronnie Feldman  
Councillor Bob Gettings JP  
Councillor Graham Kirkland  
Councillor Brenda Lancaster  
Councillor Karen Renshaw  
Councillor Brian Selby  
Councillor Eileen Taylor

## **Co-opted Members:**

Mr Tony Britten  
Ms Natalie Cox (part)  
Mr Ian Falkingham (part)  
Ms Celia Foote  
Prof Peter Gosden  
Mrs Sandra Hutchinson  
Ms Claire Johnson  
Ms Taira Kayani  
Mrs Sue Knights  
Ms Jeannette Morris-Boam  
Mr Ben Wanyonyi

## *The Chair's summary*

It is my pleasure and privilege to introduce another annual report from the Children's Services Scrutiny Board. As anyone involved in the delivery of children's services in Leeds knows, this has been a momentous and at times traumatic year, particularly in relation to the findings of the Ofsted unannounced inspection of safeguarding services and the subsequent establishment of an independently chaired Improvement Board.

As a Scrutiny Board, we have continued to take an overview across the whole range of children's services through our regular quarterly performance monitoring programme, and our more detailed work has touched on a wide variety of topics from school attendance to youth services to the local impact of population growth. More details are included on the following pages.

The most significant piece of work we have undertaken this year - and probably the biggest piece of scrutiny inquiry work we have ever carried out - is our work on safeguarding. We started this inquiry at the end of last year, and since then members of the Board have taken part in over twenty meetings and visits with a wide range of stakeholders, focusing on two key aspects: resources for front-line social work; and multi-agency input to preventative work. I would like to pay special tribute to those Board members who have been part of the working groups for this important inquiry.

Finally, I would like to say a huge thank you on behalf of all Board members to Sue Knights, who is standing down after eight years as our primary school parent governor representative. Her steadfast commitment to championing the cause of children and parents will be sorely missed by the Board.

**Cllr Bill Hyde, Chair of Scrutiny Board (Children's Services)**

# Inquiry on Safeguarding

## Summary

This inquiry began in 2008/9, and has had two distinct strands. The resources working group has looked at the funding and staffing of the front-line child protection social work function, while the preventative duty working group has considered the wider multi-agency contribution to supporting children and families at an earlier stage.

We have met with a wide range of witnesses from senior managers to front-line staff and trade union representatives, and encompassing the range of partners who work alongside social care to safeguard our children and young people. We have also considered a wealth of written detail about the service in Leeds and many of the key national reports produced over the past year on the subject of safeguarding.

We took the unusual step of producing an interim report in January 2010. Although we had not quite completed our inquiry at this point, we felt that it was crucial that we submitted a recommendation for additional funding before the 2010/11 budget was set. We are pleased at the excellent reception our interim report received.

## Anticipated service benefits

Our final report will contain additional recommendations about the training and development of children's social work staff; management, administrative and IT support; the need to ensure that children's cases are progressed through the system; and the contribution of multi-agency working, particularly through the Common Assessment Framework (CAF).

"Children's Services recognise and value the depth of the Scrutiny inquiry into Safeguarding and appreciate the timeliness of this interim report and its recommendation."

Sandie Keene, Interim Director of Children's Services

## Our recommendations

### Interim report

We recommended that the Executive Board included an increased resource for children's social care staffing in the budget proposals to be put forward to Council in February 2010.

We recommended that the costings provided to us by the Chief Officer for Children and Young People's Social Care for a caseload of 20 cases be used as a minimum starting point for working towards a children's social work service with sufficient staff to ensure a reasonable caseload, and promoting quality outcomes for the children and families of Leeds.

(Further recommendations will be included in our final report.)

## Inquiry on population growth

The Council is currently feeling the impact of a steep rise in population in terms of needing to identify additional primary school places in some parts of the city. As a result of this the Scrutiny Board was asked to review the wider implications of anticipated population growth for children's services in the city.

Our inquiry focused on three key questions:

- how good is our information and how do we make it better?
- how well do we use the information, and how can we improve?
- what service changes do we need to make because of population growth?

In particular we were pleased to receive contributions to our work from national and local experts, from the Office for National Statistics, the Local Government Association (LGA) and Leeds University School of Geography, alongside the contributions from internal witnesses. We are pleased that the involvement of these external contributors has developed a useful link for our officers in improving local knowledge of population information. Our recommendations will focus on improvements to the sharing of information to help the future planning of services.

“High quality, accurate population statistics are a fundamental pre-requisite for the planning and allocation of funds for public services. However, estimating local population change has become more difficult with increasing rates of international and internal migration and this has highlighted shortcomings in the current system of national and official statistics.”

LGA evidence to population growth inquiry

## Other work of the Board

### School organisation consultations

We received a request for scrutiny from two local councillors and school governors, in relation to proposals for the future of City of Leeds High School. As a result we set up a working group to look at the general issue of the management of school organisation consultations by Education Leeds. We heard from a local parent as well as the local councillors and officers.

Our recommendations seek to ensure that more attention is paid to the less formal aspects of the consultation process, ensuring that all stakeholders are kept well informed at the appropriate stages as proposals are developed.

## Attendance

We continued the work that we began last year looking at school attendance. We had identified this area of work as an area of under-performance over a number of years, and Leeds is a national target authority for improvement in the number of persistently absent pupils.

We were pleased to note that the Department for Children, Schools and Families considers that some of the work being undertaken locally is best practice, and we have recommended that such good practice needs to be routinely shared more widely to try and increase the benefits further. We have circulated our report to all councillors who are school governors to raise their awareness of the importance of this issue.

## Call In

In October 2009, we also considered a call-in, in relation to the award of the contract for wedge based Connexions intensive support services.

After a lengthy debate, the Board unanimously resolved to refer the decision back to the original decision-maker for reconsideration. We had particular concerns about whether the specification process reflected local needs sufficiently. We were disappointed when the original decision was confirmed, particularly as there was a strong suggestion that it was effectively too late in the day for scrutiny to influence the decision.

As a result of this particular call in experience, a number of follow-up actions have taken place:

- The call in process has been amended. In future, if an officer decision is referred back by the Scrutiny Board, the new decision must either comply with the Scrutiny Board's recommendations or, if the original decision is still to be pursued, that decision must be taken by the Executive Board.
- The Central and Corporate Functions Scrutiny Board reviewed the role of members within the procurement process, and a member workshop was held with procurement officers to look at improvements to the commissioning process.

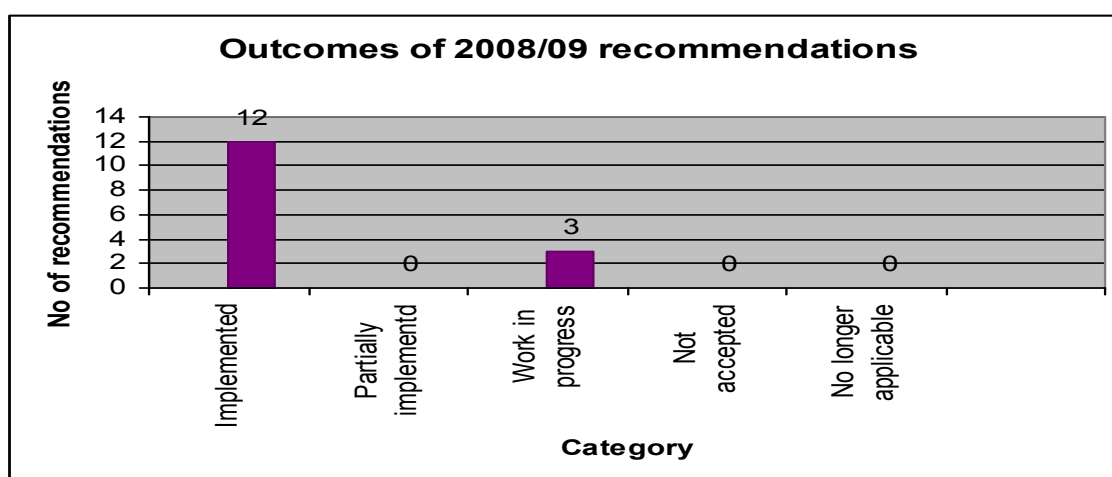


*Sue Knights is presented with a gift to mark eight years of Scrutiny Board service by the Lord Mayor, Councillor Judith Elliott*

## Outcome of recommendations made in 2008/09

The Scrutiny Board (Children's Services) completed 2 inquiry reports in 2008/09, which resulted in 15 recommendations. In addition the Young People's Scrutiny Forum produced a report entitled 'Protecting our Environment', containing a further 11 recommendations. This section highlights some key examples of where our recommendations have resulted in service benefits, or otherwise added value.

- As part of our inquiry into the Multi-Agency Support Team (MAST) we recommended that proper procedures and protocols be put in place to prevent a repeat of the situation faced by the MAST team – that a unilateral decision to withdraw funding by one partner in a multi-agency team could result in its threatened closure, without wider consideration being given to the strategic value of the work done. We consider that this recommendation has now been achieved.
- We also recommended that clear lines of accountability were set out for the management of jointly funded teams, particularly in relation to the management of the staff involved.
- In response to our inquiry about children entering the education system, we are pleased that a review has taken place and proposals are being drawn up to create a single system of funding for children with special educational needs across all early years settings. We will continue to track progress with this recommendation.
- As a result of our recommendations, an agreed transition document has been produced and training will be rolled out over the next year, regarding the transfer from early years settings to school.
- It has recently been proposed that ongoing monitoring of the recommendations from the Young People's Scrutiny Forum inquiry on Protecting our Environment should be jointly monitored by the Environment and Neighbourhoods Scrutiny Board in conjunction with the School Councils sub-group of Leeds Youth Council. Young people have a good opportunity to influence the response of schools to a number of the recommendations through their school councils, and therefore have a direct active role to play in achieving the objectives set out in their original recommendations.





## **The Board's full work programme 2009/10**

### **Requests for scrutiny**

- City of Leeds High School/School Organisation Consultation
- Corporate Governance and Audit Committee – issues raised by the Audit Commission Annual Audit and Inspection Letter
- Executive Board – Request for comments on the City and Regional Partnerships Scrutiny Inquiry report on the role of the voluntary, community and faith sector in council led community engagement

### **Review of existing policy**

- Safeguarding – Resources
- Safeguarding – Preventative Duty
- Attendance
- Youth Service user and non-user surveys
- Meadowfield Primary School
- School Balances

### **Development of new policy**

- The impact of population growth on children's services in Leeds
- 14-19 Education Review

### **Monitoring scrutiny recommendations**

- Adoption
- Services for 8-13 year olds
- Multi-Agency Support Team (MAST)
- Entering the Education System
- Catching the Bus (Young People's Scrutiny Forum)
- Protecting our Environment (Young People's Scrutiny Forum)

### **Performance management**

- Quarterly performance management reports
- Quarterly overview of Children's Services and Children and Young People's Plan priorities
- Ofsted inspection of safeguarding and looked after children services in Leeds
- Annual standards report – primary
- Annual standards report - secondary

### **Briefings**

- KPMG external audit review of scrutiny

### **Call Ins**

- Award of contract for the delivery of Connexions Intensive Support Services – Wedge Based Services

# Scrutiny Board (City & Regional Partnerships)



Councillor Steve Smith  
Chair of Scrutiny Board  
(City & Regional  
Partnerships)

## **Membership of the Board:**

Councillor Steve Smith (Chair)  
Councillor Bernard Atha CBE  
Councillor Patrick Davey  
Councillor Geoff Driver  
Councillor Jack Dunn  
Councillor Clive Fox  
Councillor Arif Hussain  
Councillor Mick Lyons OBE  
Councillor Jamie Matthews  
Councillor Ralph Pryke  
Councillor Frank Robinson  
Councillor Alec Shelbrooke

## ***The Chair's summary***

If you access the Leeds City Region web site<sup>1</sup> you will see that Leeds is at the forefront of what has been described as a quiet revolution in pioneering new arrangements that see central government devolving real powers over jobs, skills, transport, housing and low carbon developments so that they can be delivered close to the community we serve.

The Leeds City Region Partnership Pilot Agreement which was signed in November 2009 has four priorities: Housing and Regeneration; Innovation; Transport and Skills; and Worklessness. This agreement fundamentally changes the way in which local government operates. It is quite astonishing to see the work that has been undertaken to date and anticipate the further developments which are still to be put in place.

The new governance arrangements that are being introduced under a new model of economic leadership exemplify subsidiarity; taking decisions through a partnership of local authorities. The challenge ahead is to develop new scrutiny arrangements which are accountable and transparent and are also based on subsidiarity.

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<sup>1</sup> [www.leedscityregion.gov.uk](http://www.leedscityregion.gov.uk)

The Board this year has considered in some detail a number of new governance structures that have been put in place for the Leeds City Region. We have looked at the establishment of an Employment Skills Board and a Joint Housing and Regeneration Board with the Homes and Communities Agency (HCA).

We undertook an inquiry on the Integrated Transport Strategies for Leeds and the wider region. We looked particularly at a revised City Region Transport Panel to be established as a formally constituted Joint Committee with powers delegated to it from central government, the City Region Leaders Board, Local Authorities and other agencies as appropriate. In tandem we considered proposals to establish an 8 Member Executive Board for the West Yorkshire Integrated Transport Authority to provide strong leadership to drive devolved planning and funding decisions.

Further governance arrangements are being explored including one with Yorkshire Forward and the HCA of a Joint Investment Board which will join up investment planning across the full city region agenda. I hope that scrutiny has a role to play in its establishment and operation.

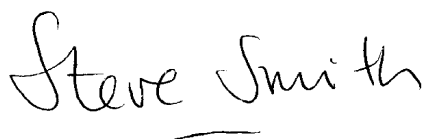
For each of the four priorities the Leeds City Region has agreed performance indicators with Government and relevant agencies which will enable the progress of the pilot programme to be measured. There is clearly a role for scrutiny here.

With the approval of Scrutiny Board (Health) we looked at the decision of NHS Leeds not to proceed with the Joint Service Centre at Kirkstall and issued a statement and recommendations on our findings including "lessons learned".

We also contributed to the development of a new Vision for Leeds 2011 to 2030 and continued to track and monitor our Scrutiny Board recommendations during the year.

We explored the Total Place Government initiative that brings a "whole area" approach to public services in order to identify and avoid overlap and duplication and so deliver a step change in both service improvement and efficiency. Whilst Leeds is not included in the pilot study we have already identified a number of initiatives that are being pursued.

I am extremely grateful to my colleagues on the Board for their support, commitment and advice. I would also like to thank the many officers and other witnesses who have attended and contributed to the Board meetings during the year.

A handwritten signature in black ink that reads "Steve Smith". The signature is written in a cursive style with a horizontal line underneath the name.

**Cllr Steve Smith, Chair of Scrutiny Board (City & Regional Partnerships)**

# Inquiry on the Integrated Transport Strategies for Leeds and the Wider Region

## Summary

In June 2009, we discussed the Local Transport Act 2008 and its implications for decision making both within Leeds and more widely. As a consequence we agreed to undertake an inquiry on the integrated transport strategies for Leeds, West Yorkshire and the Leeds City Region. We looked particularly at the new powers of the West Yorkshire Integrated Transport Authority and the new governance arrangements being proposed.

## Anticipated service benefits

Increasing accessibility and enhancing transport connectivity through investment in a high quality transport system that ensures the needs of the city, West Yorkshire and the Leeds City Region are appropriately represented at every level.

### Our main recommendations

We recommend that the proposed revised Terms of Reference for the Leeds City Region Transport Panel be used as the basis for further iterations of the Terms of Reference and consideration by all the parties concerned.

We endorsed the establishment of an 8 Member Executive Board for the WYITA which came into effect on 1st January 2010. We noted that the 8 Members would be selected from the overall membership of 22 and recommended that representation on the Executive Board come from all 5 West Yorkshire authorities.

We noted that the full WYITA has an important scrutiny role to perform but would welcome the development of scrutiny arrangements for the city region as a whole that are regionally based to aid the transparency, objectivity, efficiency and accountability of the process and asked the Leaders' Board to give consideration to this proposal.

We endorsed the need to consider how private and community sector representation could be achieved on the WYITA without voting rights and asked that this be considered in a future review.

We strongly endorsed the decision of the WYITA to proceed with the introduction of Quality Bus Contracts as a means of imposing on operators a level and frequency of bus service that is required on specific routes.

That a further report on transport governance issues be submitted to this Scrutiny Board for consideration once a more detailed work programme has been developed.



Quality Bus Contracts

# Statement on Kirkstall Joint Service Centre

## Summary

In September 2009 we were advised that the proposal for a new Joint Service Centre in Kirkstall had stalled. This project was one of three proposed new Joint Service Centres for the city. We found that the Joint Service Centre in Harehills and the one for Chapeltown were progressing well and on schedule for completion in 2010. We looked at the reasons for the delay and the subsequent decision of NHS Leeds not to proceed with the Kirkstall Joint Service Centre.

## Anticipated service benefits

We recognised that the provision of these Joint Service Centres were an important strand of the Council's Strategic Plan which will contribute towards tackling the health and social inequalities prevalent in the city. Our investigation held NHS Leeds to account for their decision and provided an opportunity to identify a number of "lessons learned".

"Even as late as October 2008, NHS Leeds had been consulting widely with local residents on the proposal for a Joint Service Centre in Kirkstall. This raised people's expectations and aspirations for the area. This last minute change of heart and policy was a bitter disappointment for local residents and Ward Members, who were hoping that this project would help to kick-start the re-generation of this part of Kirkstall."

Councillor Bernard Atha  
Kirkstall Ward



That NHS Leeds be asked to submit a paper to this Board and Kirkstall ward Members on the improvements they intend to make to the existing health centre before September 2010.

## Our main recommendations

That NHS Leeds be asked to review their governance process in line with the Department of Health Code of Practice 2003 in order to ensure that

- (i) the public is advised of all matters to be considered at NHS Leeds Board meetings whether to be held in public or in private session and
- (ii) that all appropriate reports are made available at the time the agenda is released.

That the "Lessons Learned" report on the Joint Service Centre project be endorsed including the recommendations for improvement as set out in appendix 1 of our Statement.

That this Statement and recommendations be submitted to Scrutiny Board (Health) for information at its meeting in April 2010.

That the Public Private Partnerships Unit submit a report to this Scrutiny Board before 31st December 2010 on the progress in implementing the recommendations for improvement detailed in our Statement.

## Other work of the Board

### City Region Governance Arrangements

We received an update on the City Regions Forerunner Agreement which the Council signed on 27th November 2009. This brings new freedoms and flexibilities devolved from central Government to promote local leadership and accelerate economic growth on transport, innovation, housing and skills.



Public Services

### Total Place

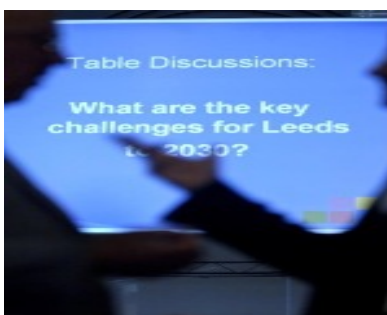
We considered the Total Place government initiative that looks at a 'whole area' approach to public services which can lead to better services at less cost. It seeks to identify and avoid overlap and duplication between organisations – delivering a step change in both service improvement and efficiency. We have asked to receive the key findings of national pilots as they become available. Total Place is a new initiative at local level, as well as across Whitehall.

### Yorkshire Forward

In December the Chief Executive of Yorkshire Forward, Tom Riordan, gave us an overview of the role and work of Yorkshire Forward. He outlined a number of schemes which have been supported by Yorkshire Forward here in Leeds and the wider region.



Leeds 2



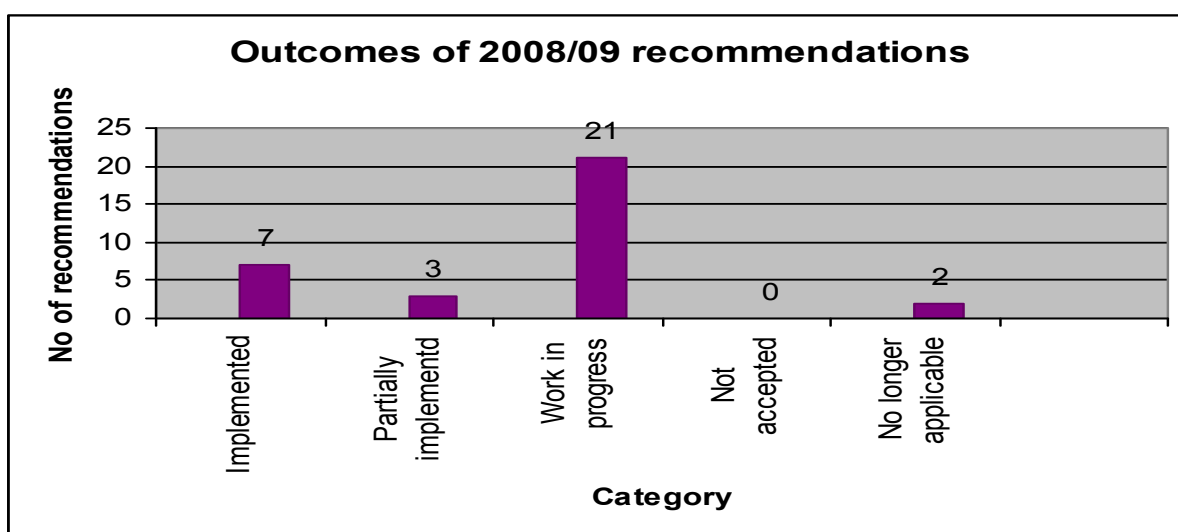
### Vision for Leeds 2011 to 2030

We were consulted on the work being undertaken by Leeds Initiative to develop a new Vision for Leeds. We supported the inclusion in the document of a response to the current economic situation and environmental issues including climate change.

## Outcome of recommendations made in 2008/09

The Scrutiny Board (City & Regional Partnerships) carried out 2 inquiries in 2008/09, which resulted in 33 recommendations. This section highlights some key examples of where these recommendations have resulted in service benefits, or otherwise added value.

- As part of our inquiry into the role of the Voluntary, Community and Faith Sector (VCFS) in Council led community engagement we recommended that the Director of Environment and Neighbourhoods co-ordinates work across the Council to undertake a Compact for Leeds awareness and compliance self assessment. This has resulted in a review of the Compact for Leeds and a work programme to embed this across all Council activity. The department completed the review in January 2010. We are continuing to monitor this recommendation.
- In our inquiry into Skills we recommended that the Director of Children's Services work with our partners and neighbouring local authorities to ensure wherever possible that there are no artificial barriers that would prevent young people accessing the full curriculum, at the most convenient place geographically, regardless as to where local authority boundaries are. A Memorandum of Understanding has been developed jointly between the local authorities of Leeds, Bradford, Calderdale, Kirklees and Wakefield. The Executive Board approved the Memorandum on 9th December 2009 and in doing so endorsed the partnership approach we proposed. This recommendation has therefore been implemented.
- We recommended in our VCFS inquiry report that the Assistant Chief Executive Planning, Policy and Improvement consider how best to promote the aims, benefits and use of the tool Talking Point. This tool has been further communicated to all internal and external stakeholders including the new A to Z of Council services (sent with Council tax booklets) and through the LAA Strategy Group. Discussions are also continuing with our partners (NHS Leeds, ALMOs) about future sharing of Talking Point. This recommendation has therefore been implemented.



## **The Board's full work programme 2009/10**

### **Requests for scrutiny**

**None**

### **Review of existing policy**

- Inquiry on the integrated transport strategies for Leeds and the wider region
- Statement on the Joint Service Centre at Kirkstall
- Total Place initiative

### **Development of new policy**

- City region employment and skills board

### **Monitoring scrutiny recommendations**

- Inquiry report into skills
- Inquiry report into the role of the voluntary, community and faith sector (VCFS) in Council led community engagement

### **Performance management**

- Vision for Leeds 2011 to 2030
- Comprehensive Area Assessment Report 2009

### **Briefings**

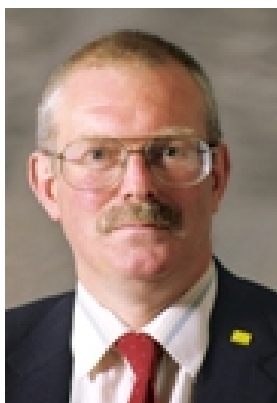
- Constitutional amendments
- KPMG scrutiny review
- City region governance arrangements
- Planning documents from partner organisations
- Yorkshire Forward's role and investment in Leeds, West Yorkshire and the wider region

### **Call Ins**

**None**



# Scrutiny Board (City Development)



Councillor Ralph Pryke  
Chair of Scrutiny Board  
(City Development)

## **Membership of the Board:**

Councillor Ralph Pryke (Chair)  
Councillor Christopher Beverley  
Councillor Roger Harington  
Councillor Matthew Lobley  
Councillor Neil Taggart  
Councillor Gerald Wilkinson  
Councillor Adam Ogilvie  
Councillor Suzi Armitage  
Councillor Thomas Murray  
Councillor Ryk Downes  
Councillor David Schofield  
Councillor Terrence Grayshon  
Councillor Steve Smith

## ***The Chair's summary***

I am delighted once again to present this year's Annual Report for Scrutiny Board (City Development). As ever my thanks go to my colleagues on the Board who have managed to maintain their customary enthusiasm, good humour and rigour throughout the year despite quite a heavy workload.

This year the Scrutiny Board considered four requests for scrutiny, one more than last year. Two requests involved the thorny issue of the department's proposals to introduce barbeque areas on Woodhouse Moor. We spent a considerable amount of time looking at whether the consultation process undertaken by the department had been carried out properly and establishing whether a satisfactory cost benefit analysis had been carried out to justify the scheme. On both occasions we rejected the requests put to us for further scrutiny. It will be interesting to see during the summer whether the new arrangements for barbeques on Woodhouse Moor are successful. We may be revisiting this later in the new municipal year. We rejected a request for scrutiny of the A65 quality bus initiative on hearing the evidence presented to us. In April 2010 we heard from the Chair of the Development Control Panel concerning a request for scrutiny relating to the loss of employment land in the city we had deferred in March. We accepted on balance that this matter was best left to the Development Plan Panel. However in order to monitor progress, it was agreed that that the successor Scrutiny Board be asked to consider the report of the Director of City Development on the Employment Land Review which is to be considered by the Development Plan Panel in the summer of 2010.

We are grateful to the community groups and elected Members who continue to raise issues of concern with us and wish to hold the Executive to account.

We had a Call In concerning an officer delegated decision regarding the 'sports of the future' ICT refresh which we subsequently released for implementation. We had a further Call In to review the Executive Board decision of 26th August 2009 to proceed with the establishment of a barbeque area on Woodhouse Moor as there had been no public consultation about the recommended option and little indication of the size of the area, the surface treatment, or where exactly this area was to be located. We rejected the arguments put to us and released this decision for implementation.

As a consequence of negative publicity being given to how Section 106 planning agreements were being operated, we undertook a short investigation of unspent funds.

We have actively monitored and challenged the performance indicators of the City Development Department particularly those which could impact on the Council's Comprehensive Area Assessment (CAA) score.

Our aim has always been to challenge and hold to account the decision makers, and we were therefore pleased to have a meaningful dialogue with the Executive Board Member for Development and Regeneration at our meeting in March 2010.

We have commented on a number of ongoing plans, strategies and service areas including the Leeds City Region Transport Plan, the Playbuilder initiative, and the Conservation and Planning Enforcement Services.

We recognised early in the year the importance of the Council's initiatives with regard to climate change. We agreed to concentrate on three key issues, namely:

- a. Evaluating options for installing LZC (Low and Zero Carbon) energy as part of the corporate estate, with a focus on small, medium and large scale projects;
- b. Development control processes to ensure that developments of over 10 dwellings or 1000 m<sup>2</sup> have at least 10% on-site LZC technologies;
- c. The appropriate delivery structure to ensure that LZC energy, particularly large grid connected or on-site in major regeneration areas, was delivered.

We held three very interesting sessions on the work being undertaken in this regard.

We made a number of informal visits to the new Roundhay Park Mansion, the South Leeds Sports Centre and John Charles aquatic centre.

I was again disappointed this year that the Department was unable to provide us with some of the reports and further information within the proposed and agreed timescales, with some slipping back by several months. I hope that in future greater attention will be given to the Board's relatively short operational timescales.

Finally, my thanks go especially to all the external witnesses who have taken the time and trouble to attend the Board this year on a variety of issues.



**Cllr Ralph Pryke, Chair of Scrutiny Board (City Development)**

# **Inquiry to review the method by which Planning Applications are Publicised and Consultation Undertaken**

## **Summary**

We thought this review to be timely as it provided an opportunity to look at the ways in which planning applications are publicised and consulted on in the context of a period of considerable change in Leeds Planning Service. This review also facilitated an opportunity to consider whether consultation and notification practices were operating effectively and giving value for money.

## **Anticipated service benefits**

The service benefits of this review will increase the support provided to those who submit or seek information on planning applications by delivering an improved consistent and transparent planning service across the city.

### **Our main recommendations**

**That Leeds Planning Service redefine the role of its Planning Officers by aligning the geographical areas of work to the area committees so they can act more proactively in fostering liaison with developers, Members and the local community.**

**That in order to achieve consistency of service across the city the Chief Planning Officer**

- seeks funding opportunities to extend the network of Community Planners with priority given to disadvantaged areas.**
- if satisfactory progress is not made by 2012 consideration be given in the budget review to consider how these posts could be funded.**
- in the interim and as part of the restructure of the area teams consider the appointment of nominated officers to cover specific areas as an option.**

**That the Chief Planning Officer introduces by 31st May 2011 a suitable Code of Practice for Publicity to be used across Planning Services to ensure consistency of approach and transparency and reassurance of process.**

**That the Chief Planning Officer undertakes to build in public engagement for future developments of the Public Access System and continue to improve the design and content of the Public Access Service within the resources available.**

**That the Chief Planning Officer continues to resource and develop - with our partners - the community, amenity groups and associations database by using the range of communication channels available to the service and that greater emphasis be placed on pre-application engagement with communities to try to involve those who are hardest to reach.**

## **PublicAccess**

"The additional facilities which are now available on the Leeds Planning Service Public Access Site must make this one of the best sites in the country for all things planning."

Councillor Matthew Lobley  
Roundhay Ward

## Other work of the Board

### Section 106 Agreements

We considered a report on Section 106 payments following an article which appeared in a local newspaper. We looked at the current system for managing Section 106 Agreements in Leeds. We also received a breakdown of funds generated from these agreements and the protocols for spending this resource. We concluded that the article in the paper was very misleading.



### Leeds 2012 Olympic Project

We were pleased to receive details of the Leeds 2012 Olympic and Paralympic Games Project and terms of reference approved by the Leeds 2012 Olympic Project Board. We asked to receive details of the performance indicators which will be used to measure progress and the overall success of the project. We learned that there was interest in the facilities in the Leeds Aquatic Centre at the John Charles centre for Sport.



Leeds Aquatic Centre

### The Agenda for Improved Economic Performance

We were consulted on the development of an agenda for improved economic performance. We made a number of comments and suggestions which were incorporated into the final document which was considered by the Executive Board in the spring of 2010.



Leeds 2

### Legible Leeds Project

We reviewed and commented on the work ongoing to improve the legibility of Leeds city centre. This means providing information that makes it easy to get into and out of the city centre and once there, easy to find your way around.



City Square

### Call-In

We considered a Call-In in respect of a delegated decision in relation to 'sports of the future' ICT and an Executive Board decision of 26<sup>th</sup> August 2010 to establish a barbeque area on Woodhouse Moor. Both decisions were released for implementation.

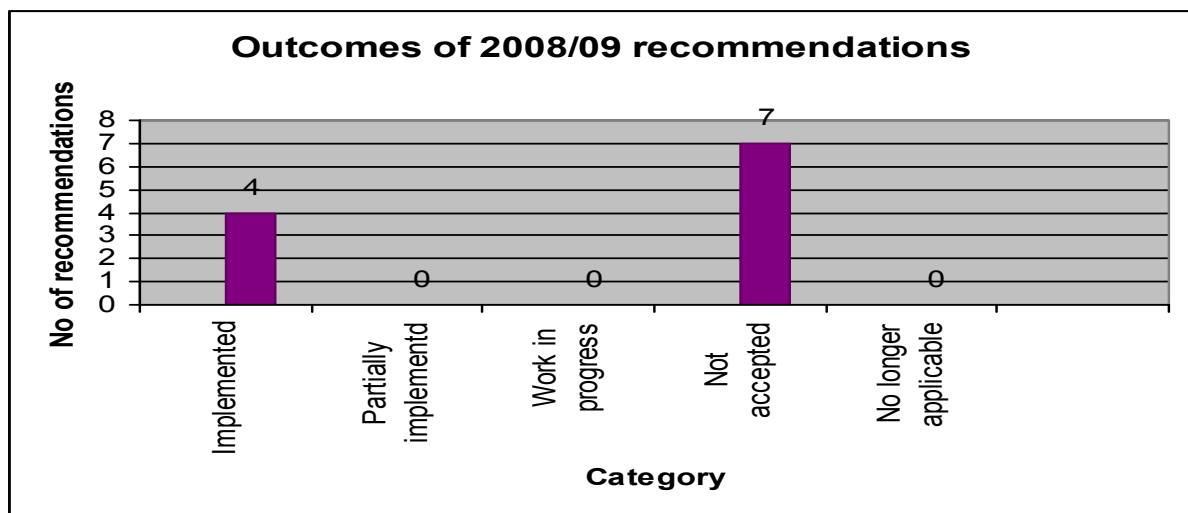


Woodhouse Moor

## Outcome of recommendations made in 2008/09

The Scrutiny Board (City Development) carried out two inquiries in 2008/09, which resulted in 11 recommendations. This section highlights some key examples of where these recommendations have resulted in service benefits, or otherwise added value.

- As part of our inquiry on resident parking schemes, we were concerned at the length of time residents had to wait for resident parking schemes to be introduced once they had been included on the waiting list. We wanted to give residents the option to fund the cost of such schemes themselves provided they were within agreed Council policy. We also wanted to allow residents the opportunity to be able to recoup some of these costs by releasing their parking space for pay and display commuters during the day when they were at work. We also thought it appropriate to introduce charges for parking permits. Unfortunately the Executive Board did not concur with our proposals.
- We made four recommendations following consideration of a request for scrutiny on proposals to carry out highways improvements in the vicinity of the junction of Clarendon Road and Woodhouse Lane A660. This has resulted in the department reviewing its consultation process with regard to highway improvement schemes and undertaking to review the traffic modelling scheme for this junction improvement. We consider that these recommendations have now been achieved.



## **The Board's full work programme 2009/10**

### **Requests for scrutiny**

- Review consultation process carried out to determine whether to go ahead with a designated barbeque area on Woodhouse Moor
- Need for cost benefit analysis concerning the proposed designated barbeque area
- Review loss of land allocated for employment
- Review A65 quality bus initiative

### **Review of existing policy**

- Provision of the New Street Design Guide and the provision of shared space and shared streets
- Legible Leeds project
- Planning enforcement service
- Agenda for Improved economic performance

### **Development of new policy**

- Inquiry to review the methods by which planning applications are publicised and community involvement takes place

### **Monitoring scrutiny recommendations**

- Statement on A660 corridor transport issues

### **Performance management**

- Quarter 4 2008/09, Quarter 1 2009/10, Quarter 2 2009/10, Quarter3 2009/10
- Working Group looking at identifying additional local performance indicators

### **Briefings**

- KPMG Scrutiny review May 2009
- Climate change update, on planning for renewables & low zero carbon technology delivery
- Traffic congestion - key location update
- Playbuilder initiative
- Informal visits to Roundhay Park Mansion, the South Leeds Sports Centre and John Charles aquatic centre
- Section 106 planning agreements
- Leeds City Region Transport Strategy
- Review of the Conservation Team
- Review of the 2009/10 Budget
- Leeds 2012 Olympic bid

### **Call Ins**

- Review of delegated decision D35700 sports of the future ICT refresh - 15608
- Review of Executive Board decision of 26th August regarding the decision to establish a barbeque area on Woodhouse Moor

# Scrutiny Board (Environment & Neighbourhoods)



Councillor Barry Anderson  
Chair of Scrutiny Board  
(Environment &  
Neighbourhoods)

## **Membership of the Board:**

Councillor Barry Anderson (Chair)  
Councillor Andrew Barker – from February 2010  
Councillor Ann Blackburn  
Councillor Ann Castle  
Councillor Ryk Downes  
Councillor Jane Dowson  
Councillor David Hollingsworth  
Councillor Graham Hyde  
Councillor Josephine Jarosz  
Councillor Joseph Marjoram  
Councillor Lisa Mulherin  
Councillor Mohammed Rafique

## ***The Chair's summary***

It is my pleasure to present the 2009/10 annual report of the Scrutiny Board (Environment and Neighbourhoods). This report provides an overview of the Board's extremely busy work programme over the last 12 months as we have continued to address issues which remain key priorities for local people.

The Scrutiny Board oversees a wide range of services within the Environment and Neighbourhoods directorate. However, this year we have also welcomed the expansion of the Board's portfolio to act as the Council's 'Crime and Disorder Committee' as set out within the Police and Justice Act 2006. This involves scrutinising the work of the local Community Safety Partnership and the partners who comprise it in relation to its crime and disorder functions.

To help provide guidance and a common understanding of how crime and disorder scrutiny will operate in Leeds, a protocol has been developed jointly between the Scrutiny Board and the local Community Safety Partnership (Safer Leeds). In line with this protocol, we very much look forward to working more closely with the Partnership in future in ensuring that Scrutiny remains a positive and challenging process.

The Board has conducted seven separate pieces of Scrutiny work this year. These have focused on improving the long term recycling infrastructure for Leeds; improving the allocation and management of social housing tenancies; strengthening procurement practices within housing services and across the Council; reducing worklessness; delivering effective integrated offender management; procuring a future grounds maintenance service which best meets needs of local residents; and delivering the Council's most significant area based regeneration programme commitment to date, the EASEL Programme.

In view of what the Board has achieved this year, I sincerely thank my fellow Board Members, officers and other witnesses for their commitment and contribution to the Board's work.

I am also proud to acknowledge that the work of this Scrutiny Board continues to be recognised nationally. The Centre for Public Scrutiny has cited the Board's earlier inquiries into Private Rented Sector Housing and Older People's Housing as case study evidence within its publication 'global challenge, local solutions: the role of scrutiny, audit and inspection in tackling the recession'. In addition to this, references to the Board's inquiry into Older People's Housing will also feature within a forthcoming guide, commissioned from the CfPS by the Department for Work and Pensions, to help overview and scrutiny committees review how local areas are addressing the needs of older people.

A handwritten signature in black ink that reads "Barry Anderson". The signature is written in a cursive style with a large initial 'B'.

**Cllr Barry Anderson, Chair of Scrutiny Board (Environment & Neighbourhoods)**



# Inquiry into the EASEL Regeneration Programme

## Summary

In taking forward this inquiry, the main focus was about identifying opportunities for strengthening communication links with key stakeholders and the EASEL communities around the programme. However, since session one of our inquiry in April 2009, when we received an overview of the initial programme objectives and timeline, we have observed a significant shift in direction for the EASEL programme in light of the current economic climate.

Whilst we do plan to continue with our inquiry and monitor progress with the EASEL programme through to the neighbourhood planning stage, we considered it appropriate to produce an interim report setting out our findings and recommendations at this stage.

### Anticipated service benefits

Our recommendations have been formulated to assist the Council and its partners to move forward and provide assurance to the relevant stakeholders and the EASEL communities that the programme will remain a priority and that there will be effective community involvement in shaping the regeneration plans in neighbourhoods in the EASEL area.

### Our main recommendations

- That the Director of Environment and Neighbourhoods ensures that the current EASEL Communications and Involvement Framework is reviewed in order to:
  - Improve links with staff, stakeholders, partners and communities
  - Improve co-ordination and avoid duplication of effort
  - Provide a single point of contact for communicating the most up-to-date developments within the EASEL Programme
- That the EASEL Regeneration Team leads on this review and works closely with Ward Members to agree recommendations to be brought back to Scrutiny at the earliest opportunity.
- That the Executive Board instils a duty of co-operation from all Council services to deliver the objectives of the EASEL Programme as a One Council Team.
- That the Director of Environment and Neighbourhoods leads on producing an action plan to ensure that the EASEL Programme is being delivered on a One Council basis by a One Council Team.

# Inquiry into Recycling

## Summary

Recycling continues to be an area of interest for Scrutiny. At the beginning of the municipal year, we received a referral from the Executive Board Member for Environmental Services to conduct a further inquiry into recycling that focuses on improving the long term recycling infrastructure for Leeds.

Based around the principle that 'one size does not fit all', the focus of this particular Scrutiny inquiry was to explore the different options available for collecting recyclables, taking into account the diverse range of communities and housing types that exist in Leeds. Attention was also given to producing high quality material streams to encourage the long term development and sustainability of secondary material industries.

Whilst acknowledging the wide range of materials currently recyclable at household waste sorting sites and bring sites, we also explored opportunities to expand this range further (including more reusable materials). In doing so, we considered other regional and national approaches towards recyclable collection methods and sought the advice of external experts in this particular area of work. These included representatives of the Waste & Resources Action Programme (WRAP), the Waste Regional Advisory Group (WRAG), CO2Sense and Leeds Friends of the Earth.

*“Engaging the public in their local recycling scheme has been shown to be essential to the success of a scheme. Whichever scheme is chosen it is important that it is designed to fit the needs of the local population and the houses they live in”.*

WRAP - Guide to choosing the right recycling collection system (June 2009)

## Anticipated service benefits

The findings and recommendations arising from our inquiry seek to complement the Council's Recycling Improvement Plan and highlight where long term improvements to the recycling infrastructure for Leeds can be made. We hope to publish our final report and recommendations in July 2010.

# Inquiry into Integrated Offender Management

## Summary

At the beginning of the municipal year, particular concerns were raised about the rise in serious acquisitive crime in Leeds and most notably domestic burglary. It was therefore clear that reducing burglary would be critical to realising the overall target for serious acquisitive crime. In view of this, particular importance was placed on embedding local processes as part of the Integrated Offender Management (IOM) scheme and therefore we agreed to explore this further.

As part of our inquiry, we considered the current IOM framework in Leeds, identifying any barriers or gaps in relation to the range of partners, interventions and resources available. In particular, we explored mechanisms for improving information sharing between partner agencies to ensure a successful IOM process in Leeds. In doing so, we welcomed the contribution of a wide range of services and organisations during our inquiry. These included Leeds Community Safety; NHS Leeds; Leeds Youth Offending Service; West Yorkshire Probation Service; Leeds Offender Management Unit; Crown Prosecution Service; DISC; and the West Yorkshire Drugs and Offender Management Unit.



Visit to the Leeds IOM hub at Mabgate Mills

## Anticipated service benefits

The term 'integrated' offender management suggests end-to end management of an individual's case and whilst our inquiry has highlighted some excellent work arising from the Leeds IOM scheme, our recommendations seek to further strengthen existing partnership working and intelligence-sharing mechanisms. We hope to publish our final report and recommendations in July 2010.

# Review into the Procurement of Housing Contracts

## Summary

During this review, we welcomed the contribution of representatives from Environment and Neighbourhoods, Supporting People, Corporate Procurement, Legal Services and Internal Audit. In recognition of the strategic move towards adopting a more joined up approach for the procurement of housing provision for vulnerable clients, we also invited contributions from the Adult Social Care and Children's Services directorates.

Overall, this review enabled Scrutiny to observe how the lessons learned from the Call In meeting in June 2009 had led to significant improvements within Environment and Neighbourhoods in terms of its procurement and contract management processes for housing and housing support services. However, it also presented opportunities to identify where procurement practices across the Council could be strengthened.

## Anticipated service benefits

### Our main recommendations

- That the Director of Environment and Neighbourhoods leads on the development of a robust inspection programme as part of the Council-wide contract for the provision of temporary accommodation to ensure that all properties are checked for suitability prior to any placements being made. Where this is not possible due to unforeseen emergency situations, then to ensure that an inspection is undertaken within 48 hours or on the next working day.
- That the Chief Procurement Officer leads on developing a robust internal data sharing system/protocol to complement the Pre-Qualification Questionnaire process as part of any procurement exercise.
- That the lessons learned from the Supporting People contract management arrangements are disseminated more widely across the Council and for the Director of Environment and Neighbourhoods and Chief Procurement Officer to lead on championing such arrangements as a best practice model.
- That, as part of the ALITO system used by the Procurement Unit, all contract managers across the Council are prompted to conduct a review of a contract at least 12 months before the contract expiry date.
- That the Council's Monitoring Officer and Chief Officer of Human Resources explore ways in which the requirement for all Members and officers to formally register and declare any interests/relationships of a business or private nature with external contractors or potential contractors can be made more transparent as part of any contract review process.

# Review of the Housing Lettings Process

## Summary

At the April 2009 Council meeting, concerns were raised about the current housing lettings policies. In response, the Executive Board considered a number of proposed options for change aimed at improving the management and allocation of tenancies and requested that these be developed further into recommendations for change to be incorporated into a revised Lettings Policy and guidance.

In acknowledgement of this, we also agreed to take a broad look at the housing lettings process, from the housing application stage through to tenancy management, to explore where improvements in partnership working and data sharing can be made to improve the allocation and management of tenancies. In doing so, we recognised the importance of ensuring that Scrutiny complemented the wider piece of work being undertaken.

## Anticipated service benefits

Overall, the findings from our review emphasise the valuable role that all key partners have in the housing lettings process in terms of sharing data that will help determine and address the housing support needs of prospective and existing tenants. Our recommendations therefore seek to strengthen such partnership working in the future.

## Our main recommendations

- That the Director of Environment and Neighbourhoods leads on developing an action plan over the next 6 months to improve the coordination of data shared between Housing, Adult Social Care, Children's Services and local NHS Trusts to help identify and address the housing support needs of an individual. As part of this action plan, consideration should be given to the following issues:
  - (i) to determine exactly what information from the Single Assessment Process and Common Assessment Framework processes can and should be shared to assist the lettings process in terms of identifying and addressing the housing support needs of an individual.
  - (ii) to consider any potential IT data issues and resource implications in terms of developing appropriate mechanisms that will aid the coordination of such data.
- That the Director of Environment and Neighbourhoods leads on developing a formal data sharing protocol between the ALMOs, the Police and the Anti-Social Behaviour Unit to ensure that local intelligence about prospective and existing tenants is systematically shared as part of the new Support Needs Assessment to inform the application process and enable appropriate action to be taken.
- That the Director of Environment and Neighbourhoods leads on developing a protocol between the Leeds Housing Options Service and the Leeds ALMOs to clarify appropriate stages of referral to the Leeds Housing Options Service for preventative housing related support services to be assessed and coordinated.

# Review into Worklessness

## Summary

Helping people find work and stay in work is recognised as a priority both nationally and locally. However, within this policy area, we noted that both strategy and delivery is fragmented, with responsibility spread across a range of agencies and providers. In terms of the impact on employers in particular, they would often be approached by a variety of different agencies and this consequently leads to confusion and frustration by the employer. It was therefore considered appropriate and timely for Scrutiny to focus its review around the development of the new delivery model for work with employers – ‘Employment Leeds’. In doing so, consideration was given to the overall ‘journey to work’, from preparing individuals for work through to job retention.

## Anticipated service benefits

It is clear that the way in which services are delivered and planned can have a substantial impact in helping workless people find and sustain employment and therefore our review findings and recommendations are based around the principles of adopting a more holistic approach towards worklessness, embedding a culture of partnership working both internally and externally, and delivering value for money through smarter targeting and improved coordination of services/resources.

### Our main recommendations

- That the Director of Environment and Neighbourhoods ensures that appropriate briefings are provided immediately to relevant staff within Economic Development and Planning Services in City Development on the objectives of the Employment Leeds model to help raise its profile amongst employers and developers.
- That the Director of Environment and Neighbourhoods leads on ensuring that a more systematic data sharing mechanism is developed between Economic Development and the Regeneration Service in relation to data gathered on the local economy and potential employers and investors coming into the city.
- That the Director of Environment and Neighbourhoods develops an action plan over the next 6 months to determine the existing customer demand for Jobshop services and to explore ways in which such demand needs can be met effectively. In particular, attention should be given to the potential demand on services in the short term in anticipation of the challenges presented by continuing decreases in public funding nationally.
- That the Director of Environment and Neighbourhoods leads on producing and maintaining an up-to-date electronic directory of employability support services/schemes/agencies within Leeds. That this directory is widely publicised and responsibility placed upon all partners to keep the directory up-to-date.
- That, where appropriate, the Director of Environment and Neighbourhoods leads on exploring the use of the Council’s powers to promote economic and social well-being and the processes for obtaining informed consent from individuals to make best use of data to target and deliver activity to reduce worklessness.

# Procurement of the Grounds Maintenance Contract for 2011

## Summary

In June 2009, a working group of the Board was established to oversee the procurement process for the new grounds maintenance contract for 2011. We set out to ensure that the recommendations arising from the earlier Scrutiny inquiry around grounds maintenance had been taken forward and that lessons learned from the existing contract were also being reflected in the new specification.

In January 2009, we produced an interim statement setting out our initial findings and recommendations relating to the procurement of the new contract for the attention of the Executive Board and the Grounds Maintenance Programme Board at that particular stage of the procurement process.

## Anticipated service benefits

Many of our recommendations sought to address concerns raised about the overall level of engagement with Elected Members and also local Parish and Town Councils throughout the procurement process. Local councils were invited to contribute to our review and as a result, we ensured that their views and concerns were reflected within our interim Statement.

We are pleased to note that our Statement was considered and welcomed by the Executive Board in March 2010. We will therefore be monitoring the implementation of our initial recommendations as we continue to oversee the procurement process for the new contract.

## Our main recommendations

- That the Chair of the Grounds Maintenance Project Board ensures that the relevant client groups actively engage with all Elected Members at key stages of the current grounds maintenance procurement project. We would advise that such engagement continues to be conducted through Area Committees.
- That the tendering process for the new grounds maintenance contract encourages a localised approach towards the delivery of the new service, and particularly if the service is to be packaged as one city-wide contract.
- That the Grounds Maintenance Project Board ensures that each of the ALMOs and Highways Services works in partnership with Elected Members and local Parish and Town Councils to develop a framework for delivering more robust and consistent monitoring arrangements for grounds maintenance as part of the current procurement project.

## Other work of the Board

### Call-In

A Call In meeting of the Environment and Neighbourhoods Scrutiny Board was held on 3<sup>rd</sup> June 2009. This was to consider an Officer Delegated Decision of the Chief Housing Services Officer relating to a request to enter into a framework contract with Cascade Homes, Care Solutions and Green Investments (Jump) for the supply and management of temporary accommodation for homeless individuals and families for a period of 12 months, commencing in May 2009 at a cost of £2.6m per annum.

In consideration of this decision, we raised a number of concerns about the processes that were followed for this particular contract. In view of this, we referred the decision back to the Chief Housing Services Officer for reconsideration and were pleased to note that our recommendations were taken on board. Following this Call In, we also agreed to conduct a wider review into the procurement of housing contracts.

### Crime and Disorder Scrutiny – Development of a joint protocol

Provisions in the Police and Justice Act 2006 further extend the remit of local authorities to scrutinise the local Community Safety Partnership in relation to its crime and disorder functions as from April 2009. As a result, the Environment and Neighbourhoods Scrutiny Board was assigned to act as the Council's 'Crime and Disorder Committee'. In view of this, a protocol was developed jointly between the Scrutiny Board and the local Community Safety Partnership to help provide guidance and a common understanding of how crime and disorder scrutiny in Leeds will operate in practice.

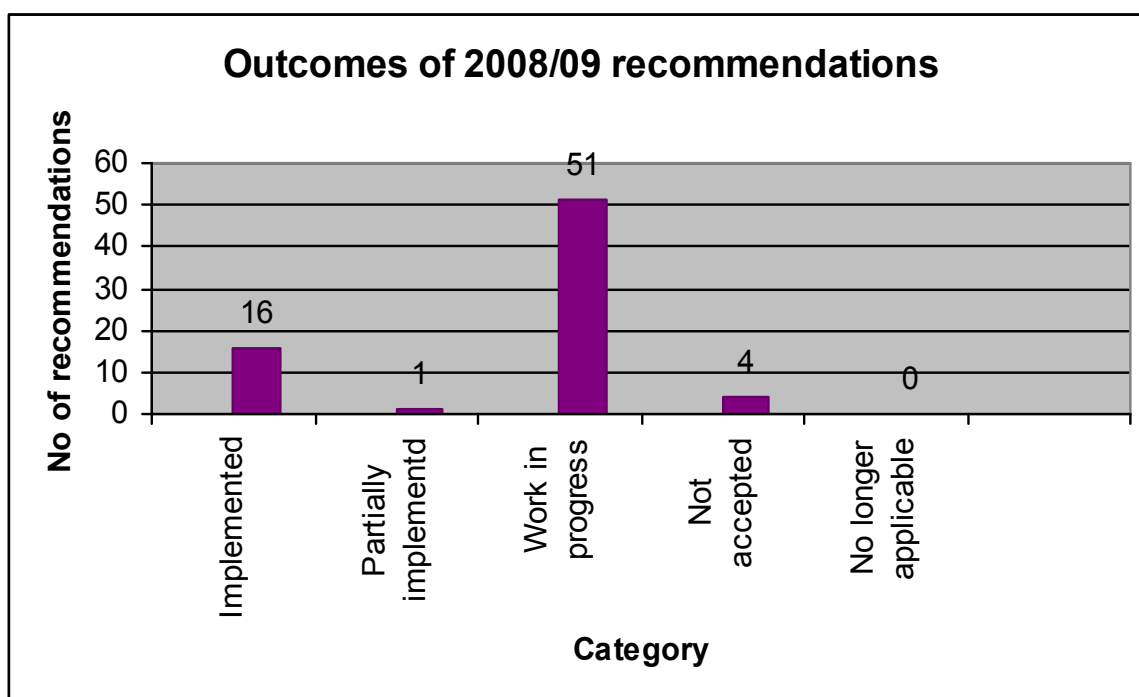
## Outcome of recommendations made in 2008/09

The Scrutiny Board (Environment & Neighbourhoods) carried out 5 inquiries in 2008/09, which resulted in 72 recommendations. This section highlights some key examples of where these recommendations have resulted in service benefits, or otherwise added value.

- As part of our inquiry into Private Rented Sector Housing, one of our main recommendations was to establish a single point of contact within the Council to act as a conduit for both private landlords and tenants to gain access to accurate and timely advice, information and assistance. As a result, the Leeds Housing Options Service became the central contact service for both landlords and tenants, with an e-mail address also set up ([landlordandtenant@leeds.gov.uk](mailto:landlordandtenant@leeds.gov.uk)).
- With regard to our inquiry into Older People's Housing, we were pleased to note that many of our recommendations were taken forward and incorporated within the revised Housing Strategy and Action Plan for Older People 2009-2012. In response to a particular concern raised by the Leeds Older People's Forum, we recommended that its work on tackling social isolation amongst older people is embedded into existing training mechanisms for all relevant front line staff delivering services to older people. This has also been taken forward.



- Following our inquiry into Asylum Seeker Case Resolution, we learned that the UK Border Agency has developed a closer working relationship with the Council and that improvements have been made in communicating detailed projections and baseline data. UKBA also gave a commitment to developing project plans in partnership with the authority for the future of case resolution.
- As a result of our review into Dog Fouling Enforcement, we recommended that a Dog Control Strategy is developed for Leeds. In response, a Dog Warden Service Strategy was produced in October 2009 with a commitment to develop a more detailed Dog Control Strategy along with other key partners. A Multi Agency Project Board was also established to take forward our recommendations around additional Dog Control Orders for Leeds. Dog Control Orders are now to be implemented in two stages to help facilitate early delivery of the overall project. A full consultation will be undertaken following the Advertisement of Intent on 21<sup>st</sup> May 2010. This includes an online consultation and a dedicated web address has been set up to facilitate this ([www.leeds.gov.uk/dogs](http://www.leeds.gov.uk/dogs)). The consultation is due to close on 31<sup>st</sup> August 2010.
- We noted that the refuse collection strike action last year had consequently affected progress in implementing the recommendations from our Street Cleaning inquiry. In view of this, the Chair has continued to discuss progress with the Chief Environmental Services Officer and the Board will be closely monitoring this in the new municipal year.



## **The Board's full work programme 2009/10**

### **Review of existing policy**

- Integrated Offender Management
- EASEL Regeneration Programme
- Procurement of Housing Contracts

### **Development of new policy**

- Dog Warden Service Strategy
- Recycling
- Response to the CLG Consultation around social housing allocations
- Worklessness
- Procurement of the Grounds Maintenance Contract for 2011
- Integrated Waste Strategy for Leeds 2005-2035 – Revised Draft Action Plan
- Protocol for Crime and Disorder Scrutiny in Leeds

### **Monitoring scrutiny recommendations**

- Street Cleaning
- Asylum Seeker Case Resolution
- Private Rented Sector Housing
- Older People's Housing
- Dog Fouling Enforcement

### **Performance management**

- Quarterly performance management reports
- Performance Monitoring and Food Standards Agency Food Service Audit Update

### **Briefings**

- Roseville Door Factory Closure – Update
- Housing Solutions/Mortgage Rescue
- Fuel Poverty

### **Call Ins**

- Supporting People Request to enter into a framework contract with Cascade Homes, Care Solutions and Green Investments (Jump) for the supply and management of temporary accommodation for a period of 12 months

# Scrutiny Board (Health)



Councillor Mark Dobson  
Chair of Scrutiny Board  
(Health)

## **Membership of the Board:**

Councillor Mark Dobson (Chair)  
Councillor Sue Bentley  
Councillor Judith Chapman  
Councillor David Congreve  
Councillor David Hollingsworth (part year)  
Councillor John Illingworth  
Councillor Mohammed Iqbal  
Councillor Graham Kirkland  
Councillor Alan Lamb  
Councillor Graham Latty (part year)  
Councillor Linda Rhodes-Clayton (part year)  
Councillor Paul Wadsworth (part year)  
Councillor Lucinda Yeadon

## **Co-opted Members:**

Mr Eddie Mack (part year)  
Mr Arthur Giles (part year)

## *The Chair's summary*

In my first year as Chair of the Health Scrutiny Board, it is with a great deal of satisfaction and sense of pride that I submit this year's annual report.

The year has been particularly challenging as we have strive to make a significant contribution to the well being of the people of Leeds. The Board has taken a very proactive role in raising and responding to public concerns over some proposals put forward by some of our key NHS partners. In order to protect local health services and the patients they support, we have robustly challenged proposals and sought clarity from a wide range of NHS organisations on a number of issues.

We have covered a considerable range of areas and different issues over the course of the year. The main issues and areas covered include:

- Scrutiny inquiry into Promoting Good Public Health;
- Renal Services in Leeds;
- Dermatology Services; and,
- Leeds Teaching Hospitals NHS Trust – Foundation Trust proposals.

A brief outline of these areas is provided elsewhere in this report, along with a summary of the Board's full work programme. However, I think some of the Boards highlights over the year have been:

- Identifying the need to strengthen the consideration of 'health implications' within the Council's decision-making processes – similar in nature to legal and financial implications;
- Recognition of the Board's work, leading to a positive profile across an increasing range of local, regional and national NHS organisations;
- Successfully championing the views of patients – demonstrated through the work around dermatology and renal services. Specifically in terms of renal services, this included a public apology that collectively, the local NHS had failed to fully engage with the Scrutiny Board and other interested parties early enough in the process;
- Being instrumental in a significantly improved working relationship between Leeds Teaching Hospital Trust (LTHT) and dermatology patients – which included the forming of a recognised dermatology patients panel;
- Receiving assurance from the Strategic Health Authority (NHS Yorkshire and the Humber) that the issues highlighted by the Board's work around renal services would be considered as part of appropriate accountability processes for both NHS Leeds and LTHT;
- Amended constituency boundaries and a clear commitment to improving patient involvement and engagement arrangements as part of LTHT's revised Foundation Trust proposals: This was a direct result of the Board's consultation response on the original proposals, which drew on the experience of the Board's work around renal services and dermatology services.

I feel that the Board has also established an approach to some aspects of its work programme that need to be maintained and developed over coming years. These include:

- Regular discussions with each of the local NHS trusts;
- Improved quarterly performance management arrangements – which includes a joint NHS Leeds and Leeds City Council performance report;
- Re-establishment of arrangements to consider potential service changes and/or developments.

However, there is still work to do – and the Board needs to be flexible to adapt to the ever changing environment it operates in. As public finances take the strain of the global economic downturn, I feel the work of the Board and the role it plays will be increasingly important. Clearly, responsibility for decisions within local NHS Trusts is not just the responsibility of Executive Directors. Trust Boards and Non-Executive Directors play a significant role, and I believe it is important to establish better working relationships in this area – by establishing clearer, and more consistent terms of engagement. In this regard, and with the Board's consent, I have written to the current Chair of each local NHS Trust seeking their views on how these relationships can be more clearly established and developed. I see this as an area for further development over the coming year.

In summary, through our work as the Council's watchdog for health, I believe that the Board has effectively and significantly raised the public profile of its work – receiving regular and frequent coverage through the local media. In addition, the Board has been successful in looking beyond the traditional boundaries of our local NHS partners for contributions to its work – highlighting the cross-cutting nature of health issues. As such, I would like to thank everyone who has contributed to the work of the Board during the year, including internal and external witnesses, scrutiny and governance officers and to Members of the Board for completing our busy work programme with such enthusiasm and commitment.

I look forward to the improved ways of working continuing to develop and become more established over the coming year.

A handwritten signature in black ink, appearing to read 'Mark Dobson', written in a cursive style.

**Cllr Mark Dobson, Chair of Scrutiny Board (Health)**

# The Role of the Council and its Partners in Promoting Good Public Health

## Summary

The overall aim of our inquiry was to make an assessment of the role of the council and its partners in developing, supporting and delivering improvements to public health. In this regard, the specific targets set out in the Leeds Health and Wellbeing Plan (2009-2012) and its associated strategies were used and considered to inform our discussions. For practical reasons we focused on the following specific areas of public health:

- Improving sexual health and reducing the level of teenage pregnancies;
- Reversing the rise in levels of obesity and promoting an increase in the levels of physical activity; and
- Promoting responsible alcohol consumption.

## Anticipated service benefits

The outcome of this inquiry adds to the existing body of evidence aimed at delivering improvements to public health. It also serves to further raise the profile of the importance of public health matters – publicly, professionally and politically.

### Our main recommendations

That, as soon as practicable, the Director of Children's Services writes to the appropriate Minister and Government Department in an attempt to secure a national direction for the delivery of consistent and high quality Sex and Relationship Education (SRE) in local schools.

That, as part of the overall Leeds Development Framework and prior to formal submission, the Director of City Development and the Director of Public Health ensure that the public health agenda and relevant *NICE* recommendations are appropriately addressed and reflected in the Core Strategy.

That, by July 2010, the Department of Health (in collaboration with any other appropriate Government Department) be strongly urged to work towards the introduction of a minimum price per unit of alcohol, as soon as practicable. This may include, but should not be restricted to, a review of current competition laws and regulations, as appropriate.

That, as soon as practicable, the Director of Public Health and the Head of Licensing and Registration jointly write to the appropriate Minister and Government Department in an attempt to secure changes to the current licensing legislation, that would result in 'public health' considerations becoming material considerations within the licensing application process.



# Statement on Renal Services in Leeds

## Summary

In June 2009, we were extremely concerned to hear about proposals to abandon plans to re-provide the dialysis facilities at Leeds General Infirmary (LGI). The delivery of a 10-station renal dialysis unit at (LGI) has been a long awaited development for Leeds' kidney patients and had been a long-standing commitment of Leeds Teaching Hospitals NHS Trust (LTHT) since 2006. Despite receiving a range of information from key stakeholders, including regional and local service commissioners, LTHT and transport providers, we were not satisfied with the rationale presented and strongly opposed the approach adopted by LTHT.

In May 2010, despite our best efforts to seek a local resolution to this issue, the LTHT Board decided not to proceed with the previously agreed proposals. As such, we were left little option but to refer this matter to the Secretary of State for Health. We will eagerly await the outcome of any further review of the decision.

## Anticipated service benefits

In the case of renal services, the needs of patients were seemingly a secondary issue and largely ignored. By acting swiftly we sent a clear message that these issues cannot be ignored when planning changes to services.

### Our main recommendations

Leeds Teaching Hospitals NHS Trust immediately re-affirms its commitment to re-provide dialysis facilities at Leeds General Infirmary and finalises plans for replacement dialysis facilities at Leeds General Infirmary and delivers these as soon as practicable, but no later than December 2010.

Prior to finalising the draft Yorkshire and Humber Renal Network Strategy for Renal Services (2009-2014), the Yorkshire and the Humber Specialised Commissioning Group review current consultation arrangements and, through dialogue with overview and scrutiny committees across the region, develop an extensive 12-week consultation plan.

*“By not providing this unit, there is no local dialysis for the population of West/Northwest Leeds who require dialysis. Inpatients at the LGI who require dialysis will continue to be treated by a locally based renal support team, which is less cost effective, in staffing, than treating the patients from a static dialysis unit”*

Extract from LTHT Business Case  
November 2007

*“We believe that kidney patients have waited long enough for the promised re-provision of dialysis facilities at Leeds General Infirmary: The Trust should stop prevaricating and deliver what has been agreed and promised”.*

Councillor Mark Dobson  
Chair, Scrutiny Board (Health)

## Other work of the Board

### Local NHS Priorities

We received and discussed in some detail a number of briefing papers which identified key issues and priorities for NHS Leeds, Leeds Partnerships NHS Foundation Trust, and Leeds Teaching Hospitals NHS Trust. Initially helping us to develop our own work programme, we have also focused on local priorities through the established quarterly monitoring arrangements.



Leeds General Infirmary – Brotherton Wing

### Foundation Trust Proposals

We considered LTHT's initial proposals as part of its plans to achieve Foundation Trust status and submitted a formal consultation response. Based on our experiences around renal services and dermatology we had grave concerns about the Trust's capacity around patient and public involvement. We were also concerned about the Trust's proposed constituencies and felt these should match the Council's already established Area Committee boundaries. The Trust accepted this point and revised its proposals.



### Dermatology Patients

In October 2009, we were faced with a number of dermatology patients fearing for the future of the dedicated ward at Leeds General Infirmary. Significant concern about the impact of proposed changes or closure of the service was also expressed by the British Association of Dermatologists (BAD). Our intervention was pivotal in LTHT re-thinking proposals and subsequently engaging patients and carers in the redesign of the service. While final plans are still to be confirmed, we are pleased that our involvement has had a positive impact.

The Leeds Teaching Hospitals   
NHS Trust

Proposed LTHT constituencies





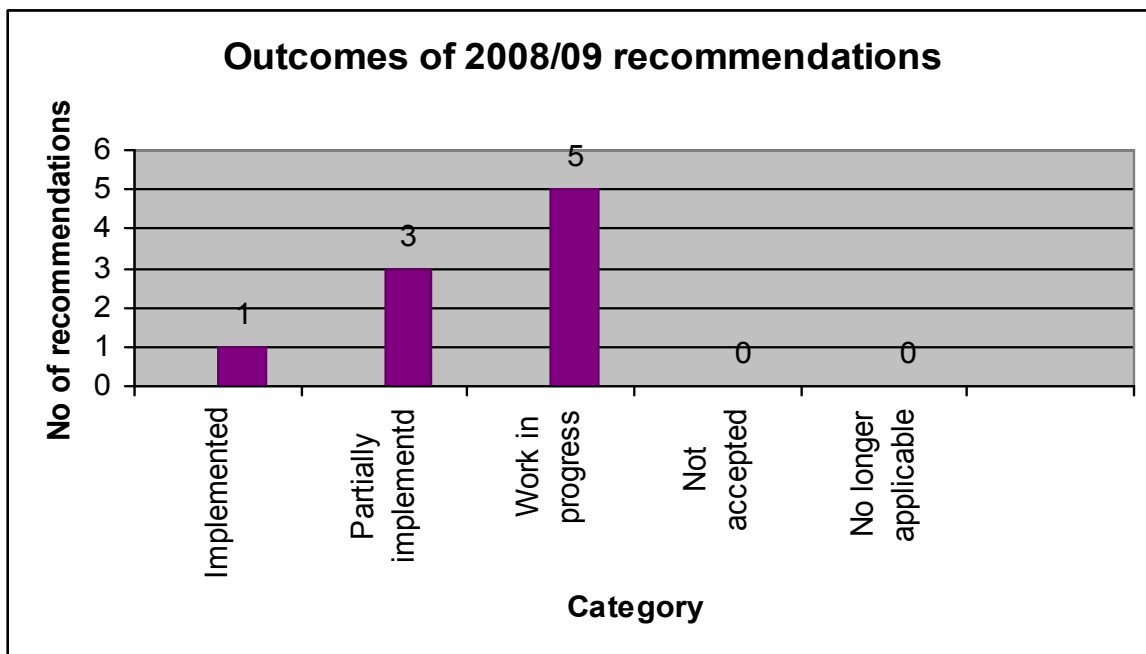
## Outcome of recommendations made in 2008/09

The previous Scrutiny Board (Health) carried out an inquiry in 2008/09 on improving sexual health among young people. The Board identified 9 recommendations and this section highlights some examples of where these recommendations have resulted in service benefits, or otherwise added value.

We recommended that NHS Leeds and Leeds City Council work together to establish a local data set as soon as possible, and that this information is regularly made available to everyone who has a role to play in tackling teenage conception.

This has resulted in an Information Sharing Agreement between all relevant partners being established. Work has commenced on establishing a local data set, identifying data leads within each partner agency and agreeing timescales to ensure the data is shared and made widely available. Partners are using the nationally recommended local dataset and ensuring all service level agreements have identified data to collect with associated performance measures to ensure the effectiveness of schemes in place. The Leeds local data set is being used to identify local teenage conception hotspots and trends to help target existing resources. NHS Leeds is providing public health information to support service planning.

The relevant departments and partner organisations have made a commitment to fully implement all 9 recommendations in the future and satisfactory progress has been made to date. We are continuing to monitor those recommendations which remain outstanding.



In addition in 2009/10 we continued to monitor a number of recommendations from inquiries held in 2007/08 which were outstanding in relation to the NHS Dental contract, Localisation and Community Development. We were pleased that 10 out of a total of 17 recommendations had been fully implemented and progress was continuing to be made with the others.

## **The Board's full work programme 2009/10**

### **Requests for scrutiny**

- Provision of Dermatology Services
- Renal Services - Provision at Leeds General Infirmary

### **Review of existing policy**

- Renal Services - Patient Transport Service
- Renal Services - Statement
- Role of the Council and its partners in promoting good public health
- Scrutiny Board response to the Leeds Teaching Hospitals NHS Trust - Foundation Trust Consultation
- Health Proposals Working Group to examine likely service change proposals

### **Development of new policy**

- Joint Health Scrutiny Protocol - Yorkshire and the Humber

### **Monitoring scrutiny recommendations**

- Scrutiny inquiry report – improving sexual health among young people
- Scrutiny inquiry report - community development and localisation
- Scrutiny Board Statement – renal services in Leeds

### **Performance management**

- Joint performance quarterly reports

### **Briefings**

- Appointment of co-opted Members
- Legislation & constitutional changes
- Leeds Local Involvement Network (LINK) - Annual Report
- KPMG Audit Report on scrutiny
- KPMG Health Inequalities report
- Update on local NHS priorities
- Leeds Teaching Hospitals NHS Trust - Foundation Trust Consultation
- The local health economy – Priorities for NHS Leeds

### **Presentations**

- Leeds Partnerships NHS Foundation Trust
- NHS Leeds
- Leeds Teaching Hospitals NHS Trust

# Developing Scrutiny

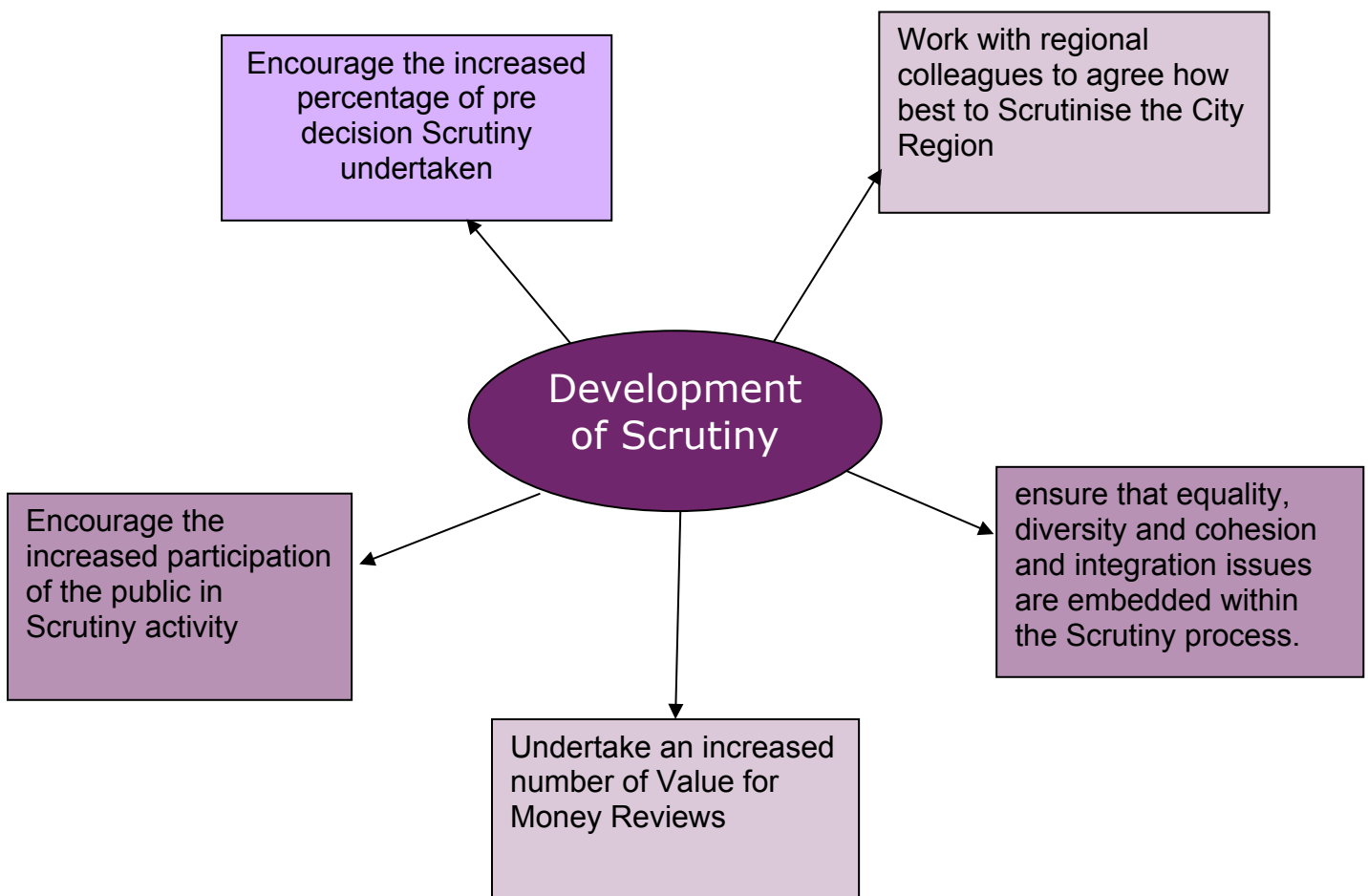
As has been our practice in previous annual reports, we have published an action plan for the coming year identifying our key development areas. Some of these actions are also identified within the Democratic Services Service Plan for 2010/11. The actions shown below are not an exhaustive list and a number of actions from previous years will continue to be progressed.

We have also reviewed last year's key action areas and made an assessment of how well we have met our previous ambitions.

As always a key focus remains ensuring that Scrutiny is a worthwhile process for elected Members and adds value to the running of the Council.

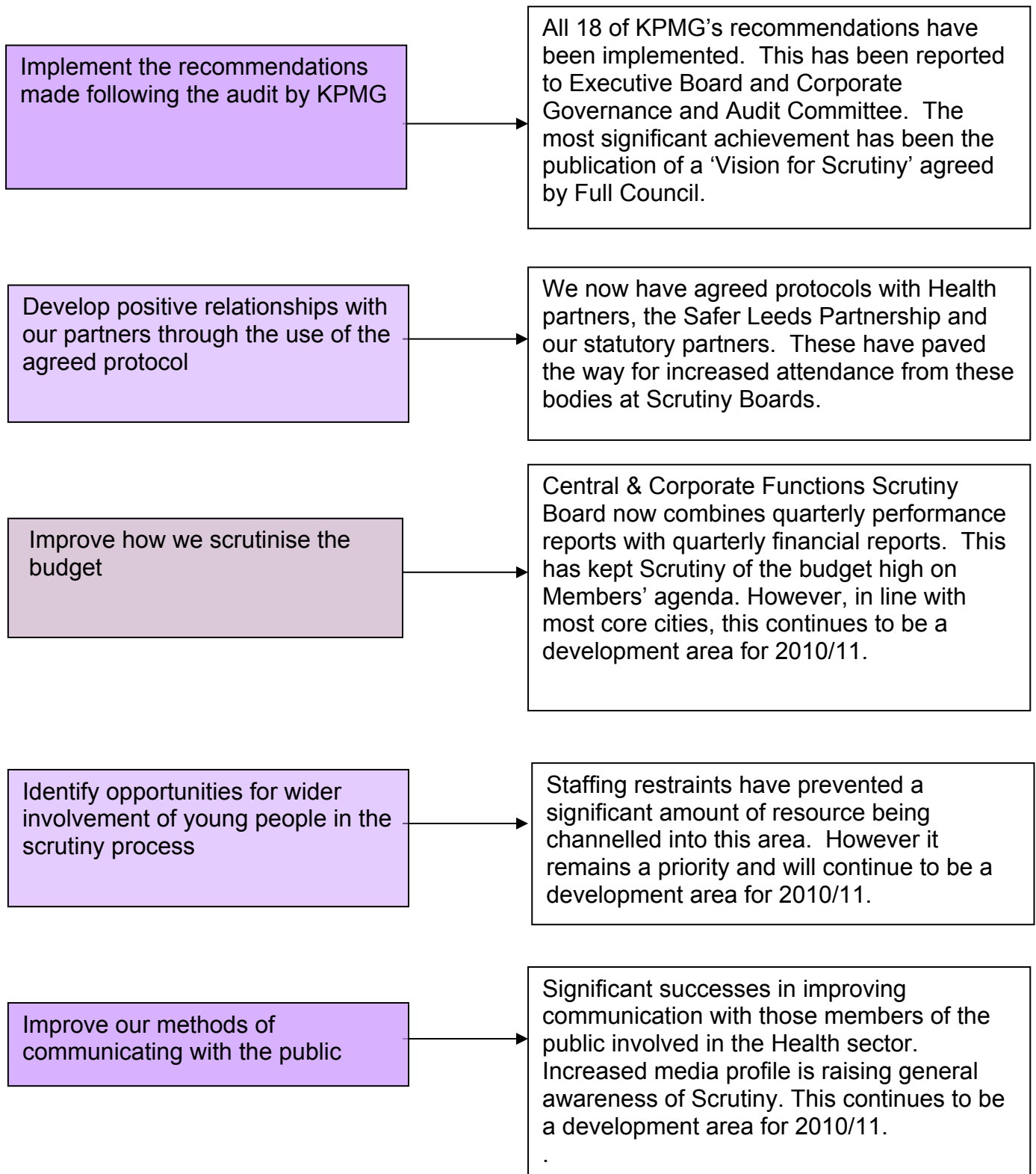
Our goals this year include increasing the amount of 'pre decision scrutiny' undertaken, developing Scrutiny as a vehicle for enabling the voice and concerns of the public to be heard and, to reflect the current financial climate, increase the number of Value for Money reviews undertaken.

## Key Action Areas 2010/11



# Key Action Areas 2009/10

# Progress



# Scrutiny Publications 2009/10

## Final Inquiry reports issued by Scrutiny Boards in 2009/10

- Consultant Engagement
- The Integrated Transport Strategies for Leeds and the Wider Region
- Method by which Planning Applications are Publicised and Consultation Undertaken
- Education Standards - Entering the Education System
- Interim Safeguarding Inquiry report
- Meadowfield Primary School
- School Organisation Consultations
- EASEL Regeneration Programme
- Inquiry Report on Recycling
- Integrated Offender Management
- Promoting Good Public Health: The role of the Council and its Partners
- Major Adaptations for Disabled Adults
- Self Directed Support and Personal Budgets
- Transitional Arrangements for Disabled Young People into Adult Social Care

## Statements issued by Scrutiny Boards in 2009/10

- Kirkstall Joint Service Centre
- Youth Service Surveys
- Attendance
- Interim Statement on the Procurement of the Grounds Maintenance Contract for 2011
- Housing Lettings Process
- Worklessness
- Procurement of Housing Contracts
- Position Statement: Proposed Renal Services Provision at Leeds General Infirmary
- Statement: Renal Services in Leeds
- Independence Wellbeing and Choice Action Plan Statement

## Operational and Constitutional documents

- Vision for Scrutiny
- Protocol between the Scrutiny Board and the Community Safety Partnership in Leeds
- Protocol for the Yorkshire and Humber Councils' Joint Health Scrutiny Committee

A list of all final reports since 1999 can be found on our website: [www.leeds.gov.uk/scrutiny](http://www.leeds.gov.uk/scrutiny)