



Brighton & Hove  
City Council

# Overview & Scrutiny

Title:	<b>Overview &amp; Scrutiny Commission</b>
Date:	<b>26 January 2010</b>
Time:	<b>4.00pm</b>
Venue	<b>Council Chamber, Hove Town Hall</b>
Members:	<b>Councillors:</b> Mitchell (Chairman), Alford, Bennett, Elgood, Meadows, Morgan, Older, Peltzer Dunn, Pidgeon (Deputy Chairman), Randall and Wakefield-Jarrett
Contact:	<b>Tom Hook</b> <b>Head of Overview &amp; Scrutiny</b> 29-1110 tom.hook@brighton-hove.gov.uk

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## OVERVIEW & SCRUTINY COMMISSION

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*Contact Officer:* Tom Hook *Tel:* 29-1110

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*Ward Affected:* All Wards;

### 76. ITEMS TO GO FORWARD TO CABINET MEMBER, CABINET OR FULL COUNCIL

To note that item 69, Scrutiny of Budget Proposals to be report to 11 February 2010 Cabinet

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For further details and general enquiries about this meeting contact Mary van Beinum, Overview & Scrutiny Support Officer, (29-1062, email [mary.vanbeinum@brighton-](mailto:mary.vanbeinum@brighton-)

## OVERVIEW & SCRUTINY COMMISSION

hove.gov.uk) or email [scrutiny@brighton-hove.gov.uk](mailto:scrutiny@brighton-hove.gov.uk)

Date of Publication - Monday, 18 January 2010

## Agenda Item 65

### A. Declaration of Substitutes

Where a Member of the Commission is unable to attend a meeting for whatever reason, a substitute Member (who is not a Cabinet Member) may attend and speak and vote in their place for that meeting. Substitutes are not allowed on Scrutiny Select Committees or Scrutiny Panels.

The substitute Member shall be a Member of the Council drawn from the same political group as the Member who is unable to attend the meeting, and must not already be a Member of the Commission. The substitute Member must declare themselves as a substitute, and be minuted as such, at the beginning of the meeting or as soon as they arrive.

### B. Declarations of Interest

- (1) To seek declarations of any personal or personal & prejudicial interests under Part 2 of the Code of Conduct for Members in relation to matters on the Agenda. Members who do declare such interests are required to clearly describe the nature of the interest.
- (2) A Member of the Overview and Scrutiny Commission, an Overview and Scrutiny Committee or a Select Committee has a prejudicial interest in any business at meeting of that Committee where –
  - (a) that business relates to a decision made (whether implemented or not) or action taken by the Executive or another of the Council's committees, sub-committees, joint committees or joint sub-committees; and
  - (b) at the time the decision was made or action was taken the Member was
    - (i) a Member of the Executive or that committee, sub-committee, joint committee or joint sub-committee and
    - (ii) was present when the decision was made or action taken.
- (3) If the interest is a prejudicial interest, the Code requires the Member concerned:-
  - (a) to leave the room or chamber where the meeting takes place while the item in respect of which the declaration is made is under consideration. [There are three exceptions to this rule which are set out at paragraph (4) below].
  - (b) not to exercise executive functions in relation to that business and
  - (c) not to seek improperly to influence a decision about that business.
- (4) The circumstances in which a Member who has declared a prejudicial interest is permitted to remain while the item in respect of which the interest has been declared is under consideration are:-

(a) for the purpose of making representations, answering questions or giving evidence relating to the item, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise, BUT the Member must leave immediately after he/she has made the representations, answered the questions, or given the evidence,

(b) if the Member has obtained a dispensation from the Standards Committee, or

(c) if the Member is the Leader or a Cabinet Member and has been required to attend before an Overview and Scrutiny Committee or Sub-Committee to answer questions.

#### C. Declaration of party whip

To seek declarations of the existence and nature of any party whip in relation to any matter on the Agenda as set out at paragraph 8 of the Overview and Scrutiny Ways of Working.

#### D. Exclusion of press and public

To consider whether, in view of the nature of the business to be transacted, or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

*NOTE: Any item appearing in Part 2 of the Agenda states in its heading the category under which the information disclosed in the report is confidential and therefore not available to the public.*

*A list and description of the exempt categories is available for public inspection at Brighton and Hove Town Halls.*

**BRIGHTON & HOVE CITY COUNCIL  
OVERVIEW & SCRUTINY COMMISSION  
4.00PM 15 DECEMBER 2009  
COUNCIL CHAMBER, HOVE TOWN HALL  
MINUTES**

**Present:** Councillors Mitchell (Chairman); Bennett, Elgood, Meadows, Older, Pidgeon (Deputy Chairman), Randall, Janio and Taylor

Also Present: Councillors Fallon-Khan and Young

**PART ONE**

**53. PROCEDURAL BUSINESS**

**53 Declarations of Substitutes**

Councillor Meadows was substituting as voting member for Councillor Morgan. Councillor Janio was substituting for Councillor Peltzer Dunn. Councillor Taylor was acting as substitute for Councillor Wakefield-Jarrett.

Councillors Alford and Morgan gave their apologies

**53b Declarations of Interests**

There were none.

**53c Declaration of Party Whip**

There were none.

**53d Exclusion of Press and Public**

In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 100I (1) of the said Act.

**RESOLVED:** That the press and public be not excluded from the meeting.

**54. MINUTES OF THE SCHEDULED MEETING HELD ON 20 OCTOBER 2009 AND CALL-IN MEETING HELD ON 27 NOVEMBER 2009**

54. **RESOLVED** that the minutes of the scheduled meeting held on 20 October and the call-in meeting held on 27 November both be approved and signed by the Chairman.

**55. PUBLIC QUESTIONS/LETTERS FROM COUNCILLORS/NOTICES OF MOTION REFERRED FROM COUNCIL**

55. There were none.

**56. CHAIRMAN'S COMMUNICATIONS**

56. There were none.

**57. TARGETED BUDGET MANAGEMENT (MONTH 6) 2009 - 2010**

57.1 The Director, Finance and Resources introduced the Targeted Budget Management (Month 6) 2009 – 2010 report pointing out the improvement in forecast outturn on revenue and capital position as of the end of September compared with Month 4.

57.2 OSC needed to be assured that key issues within the TBM report are adequately reflected in the Directorate budget strategies where appropriate.

57.3 The Director answered specific questions on overspends in housing strategy and CYPT, area social work teams, Collection Fund performance, capital spend and concessionary bus fares.

57.4 **RESOLVED:** That OSC note the report to 12 November Cabinet and extract from the draft minutes.

**58. SCRUTINY OF DIRECTORATE BUDGET STRATEGIES**

58.1 The Chairman welcomed Cabinet Members Councillors Young and Fallon-Khan to the meeting. Councillor Young introduced this item, stating that scrutiny comments would be considered carefully, however Departments had little flexibility in achieving a balanced budget.

58.2 Councillor Fallon-Khan outlined the service pressures for the Finance and Resources Directorate. Reduced income such as from business rents and commercial rates was largely due to the effects of the recession.

58.3 Responding to questions the Director, Finance and Resources told the meeting that it would take time and money to deliver significant savings. More effective procurement, rationalised office accommodation and better use of ICT were being considered. A consultancy would be looking to achieve significant future savings under Value for Money (Phase 2) and initiate project management across the Council. This would be progressed by an in-house implementation team.

58.4 Replying to queries she explained the resources available to cover risks as set out in Table 4 of the report, pointing out that £1 million is proposed to be set aside for Looked After



Children. Additional proposals for CYPT savings will be presented at the 5 January CYPOSC budget meeting.

58.5 The Director explained the Equalities Impact Assessment process that had been used for the budget proposals. Information on this could be presented before the final budget report to Council is produced.

58.6 Using an external firm to review single person Council Tax discounts was debated at length and questions on the approach to the process were answered in detail. The report on Council Tax Collection Policy appeared as Item 60 later on this agenda.

58.7 Asked about the anticipated borrowing for operational vehicles the Director said that this would allow for savings and reduction in the carbon footprint via a more central procurement policy. The Director was asked that this be reported to the Sustainability Partnership.

58.8 Information as requested on payments made to consultancies would be made available.

58.9 The Commission asked for more information on budget pressures from staff sickness and absence.

58.10 Councillor Fallon-Khan highlighted the budget proposals for Strategy and Governance Department. He expressed his congratulations to the officers including the legal team who were embracing new ways of working and working hard to achieve the best Value for Money within a tight budget at a time when income was falling.

59.11 The Director, Strategy and Governance answered questions on Members Allowances (inflationary increase being proposed) and the deletion of two Assistant Director posts in the Department to give flatter management structures (Head of Policy and Head of Improvement & Organisational Development). A reduction of one post in the media team was proposed.

58.12 He said Performance would be reshaped, and Information and Analysis and Policy brought together.

58.13 Savings were planned by amalgamating some software licences and other supplies and services.

58.14 There was concern about the proposed move of the Brighton History Centre. Councillor Randall as Chair of Culture Tourism and Enterprise O&S Committee was asked to follow this up.

#### **58.15 RESOLVED**

a) That the following requests/issues be followed up:

- Early information on CYPT savings proposals before presentation at CYOPSC 5 January 2010 meeting
- Further information on how the budget proposals were Equality Impact Assessed
- A report on operational vehicles to be presented to the Sustainability Partnership
- Information on payments to consultancies and budget pressures brought about by staff sickness are provided to OSC members

- o CTEOSC to follow up issues raised on the Brighton History Centre
- b) That 26 January 2010 OSC receive comments from the O&S Committees relevant to their remits to be incorporated into a single scrutiny response to the budget.

**59. VACANCY MANAGEMENT**

59.1 The Director of Finance and Resources introduced the report on Vacancy Management, set out the key determinants for holding posts and confirmed that the list comprised posts currently being held and not necessarily to be deleted.

59.2 The Commission asked that this information be included annually as part of the budget proposals papers.

59.3 The Commission asked questions regarding the potential implications of holding posts in areas such as libraries, food safety, adult social care and housing and requested that the O&S committees discuss the matter in debating the budget proposals.

**59.4 RESOLVED**

a) OSC requests that this information be included annually as part of the scrutiny of budget proposals.

b) That the overview and scrutiny committees be recommended to question staff vacancies as part of the scrutiny of the budget proposals.

**60. COUNCIL TAX COLLECTION POLICY**

60.1 The Head of Scrutiny handed around an updated version of the front page of the report.

60.2 The Cabinet Member for Central Services was pleased that this service area had been called in for Overview. A lot of work had gone on to improve the service to customers, however the extent of the work was not well known. He was glad of the opportunity to thank the officers in the award-winning Revenues and Benefits section for the improvements that had been made.

60.3 If residents started to get into arrears they were encouraged to contact the council at an early stage to try to make sustainable payment arrangements and avoid accumulating debt.

60.4 The Head of Revenue and Benefits and Assistant Director, Customer Services introduced the report and explained in answers to questions that legislation did not allow for all residents to pay in 12-monthly instalments. However this could be arranged under some circumstances; for example if people contacted the service to say they were having difficulties.

60.5 There are close working links between Revenues and Benefits, Adult Social Care, Housing and Pension Service and Electoral Services.

60.6 A team of officers are available to help in person, the small minority of people who do arrive at court, as the result of having received a summons, to set up sustainable repayment arrangements.

60.7 Members praised the officers for a thorough and interesting report.

60.8 **RESOLVED:** that the report be noted.

## **61. SINGLE EQUALITY SCHEME**

61.1 The Chairman welcomed the report on the first draft Single Equality Scheme as an example of pre-decision scrutiny.

61.2 The Head of Equalities and Inclusion described the consultation that had taken place so far and presented the new Action Plan that covered the next two years.

61.3 Answering questions the Head of Equalities and Inclusion said that the staff bus had been raised at a scoping meeting of the staff disabilities scrutiny panel. She would investigate disabled access and the design of major projects.

61.4 At report Recommendation 2 (b) Members requested 6-monthly rather than annual monitoring.

61.5 In order to give fuller consideration to the draft scheme an informal Commission meeting was suggested and this was agreed.

61.6 **RESOLVED** a) That an additional OSC meeting be held in early January to review the draft Single Equality Scheme and provide feedback to inform the final document.

b) that members request a for 6-monthly monitoring report (not an annual report) as set out in paragraph 5 of this report.

## **62. COUNCIL'S FORWARD PLAN**

62.1 The Council's Forward Plan was noted.

## **63. OSC WORK PROGRAMME**

63.1 The Commission's work plan was noted.

## **64. ITEMS TO GO FORWARD TO CABINET MEMBER MEETING, CABINET OR FULL COUNCIL**

64.1 There were none.

The meeting concluded at 6.10pm

Signed

Chair

Dated this

day of

# OVERVIEW AND SCRUTINY COMMISSION

## Agenda Item 69

Brighton & Hove City Council

<b>Subject:</b>	<b>Good Governance Review – Report of the Audit Commission</b>	
<b>Date of Meeting:</b>	15 December 2009	Audit Committee
	12 January 2010	Governance Committee
	<b>26 January 2010</b>	<b>Overview and Scrutiny Commission</b>
<b>Report of:</b>	<b>Director of Strategy &amp; Governance</b>	
<b>Contact Officer:</b>	<b>Name: Abraham Ghebre-Ghiorghis</b>	<b>Tel: 29-1500</b>
	<b>E-mail: <a href="mailto:abraham.ghebre-ghiorghis@brighton-hove.gov.uk">abraham.ghebre-ghiorghis@brighton-hove.gov.uk</a></b>	
<b>Wards Affected:</b>	<b>All</b>	

### FOR GENERAL RELEASE

#### 1. PURPOSE AND POLICY CONTEXT:

- 1.1 The purpose of this report is to present the findings of the Audit Commission's review of Good Governance in Brighton & Hove and proposed actions in response to the recommendations.

#### 2. RECOMMENDATIONS:

- 2.1 That Members note the report of the Audit Commission (Appendix 1 to this report).
- 2.2 That the proposed action in response to the recommendations of the Commission as set out in the action plan listed as Appendix 1 to the Commission's report be noted.

#### 3. BACKGROUND INFORMATION:

- 3.1 The Audit Commission undertook a review of governance in Brighton & Hove in between October 2008 and March 2009. The review was based on the Good Governance Standards for Public Services developed by the Independent Commission on Good Governance in Public Service. The findings of the review together with the action points are attached.
- 3.2 The overall conclusion of the report is positive. In particular, it states that:
- Governance arrangements in Brighton & Hove are generally sound and there is good formal governance arrangement in place. The constitutional arrangements adopted by the Council are sound.
  - Community leadership and focus is strong. Partnership working is strong and the Council is effective at engaging its stakeholders.

- The Council contributes to the improvement of its area and quality of life for residents and visitors as a result of the effectiveness of its service and strategic arrangements in meeting clearly defined priorities.
- Partnership working is strong and the Council is effective at consulting and engaging with its stakeholders. The council has strong and effective relationships with partners.
- The approach to Member Development is effective and the conduct of elected councillors is good. There is a good training programme for Councillors and an excellent induction programme for new Councillors is in place.
- There is clear expectation among Councillors of all parties that they conduct themselves in an appropriate manner.
- The role of Executive Councillors are becoming clear and more confident about their new roles.
- The Council has a clear focus on meeting the needs and improving services for its diverse communities.
- The Council's approach to community consultation is good, with the Council having a good track record of involving the community in local policy formulation and programming and has developed effective networking to consult and involve the people they serve.

3.3 The findings of the report confirm that, judged against the criteria in the Good Governance Standards for Public Services, the Council is, overall, performing well. However, the report also identifies areas for improvement and, as part of this, makes references to some "perceptions" about the Member-Officer working relations and the respective roles and responsibilities of Members and Officers. It is important to see these apparent perceptions in their proper context.

3.4 The survey and much of the evidence was gathered within 5 months of the new constitution coming into being. In practice, due to the summer recess, by the time the review was conducted, we would only have had at most 3-4 months experience of the new constitution. It was therefore not surprising that there was a degree of unfamiliarity with how the different decision-making structures operate in practice. Cabinet Members are expected to operate differently from the Chairs of Committees whose main statutory role was to settle the agenda and Chair the Committee meeting with no decision-making powers. Some of the Cabinet Members were also new to local government, let alone executive roles. The combination of these factors, including the fact that the administration was still relatively new, meant that both Members and Officers had to go through an adjustment phase before they settle on ways of working they feel comfortable with. Not surprisingly, as has happened with all Local Authorities that moved to an executive system, there were bound to be uncertainties on how the respective roles and responsibilities of Members and Officers should be exercised during

the early stages of implementing the new system. With the passage of time Cabinet Members have become clearer and more confident about their roles and both Members and Officers have, by now, adjusted and realigned their respective roles and ways of working to reflect the new arrangements. Much of the picture presented in the report is therefore more representative of the historical position than the current state of affairs.

3.5 The review looked at governance under 6 headings:

- Community Focus
- Operating effectively in a clearly defined role
- Promoting and demonstrating values of good governance through behaviour.
- Taking proper decisions and managing risks
- Developing capacity and capability of Councillors
- Partnership working and engagement with stakeholders

### 3.6 **Community Focus**

3.6.1 The report is complimentary about the Council's city-leadership role, the work with partners, improving the quality of life of residents and services for diverse communities. It however identifies the need for better communication of the Council's long term vision and strategic direction to our partners.

3.6.2 As the report points out in paragraph 49, partnership working is strong and the Council is effective in engaging its stakeholders (which includes partners). The report also states: "there is wide representation from partner organisations [in the LSP]... and a strong collective ownership of the vision and priorities for the City, which are clearly reflected in the targets set out in the new LAA." It is therefore not clear to what extent the lack of understanding of the Council's long term vision is shared by its partners.

3.6.3 Since the review took place, the Council has worked closely with its partners in the city and they jointly developed the Sustainable Community Strategy, through the Local Strategic Partnership. The Sustainable Community Strategy sets out the vision for the City as well as the priorities for years to come. The partners have agreed a priority to make the City 'a place where communities are strong, inclusive and have opportunities to influence decision making. A place where individuals are able to take advantage of opportunities to improve their quality of life.' The area assessment being undertaken is expected to confirm that there is a shared vision and strong working relationships with our partners. The Council will continue to work closely with its partners and ensure that its vision and long term direction continues to be communicated effectively.

3.6.4 Rather than limiting the communication of the Council's vision and priorities to its "partners" the Council is aiming to go beyond that and is working on developing a new communication strategy so that the whole community is clear about the Council's strategy as well as the services it provides.

### **3.7 Operating effectively in a clearly defined role**

- 3.7.1 The report acknowledges that the constitutional arrangements, formal processes and delegation schemes are all sound. It however suggests that there is room for improving the understanding of Members and Officers about their respective roles.
- 3.7.2 The scheme of delegations to Cabinet Members and Officers is not designed to be mutually exclusive. As with all properly drafted schemes of delegation, there is a degree of overlap. This gives Members and Officers flexibility and allows certain issues to be dealt with by either depending on the context and the public interest in the issue. In any event, the Local Government Act 2000 provides that the body that granted the delegated power to Officers (i.e. Cabinet or Cabinet Member) can exercise the delegated power at any time notwithstanding delegations and irrespective of what the Constitution says. There is therefore no need to change the scheme of delegation itself.
- 3.7.3 Since the fieldwork that resulted in the report was done, there is greater understanding of the different roles and Cabinet Members have regular meetings with relevant Directors to plan business and agree responses to issues arising. It is therefore unclear to what extent, if any, this is still an issue. However, the new Chief Executive, as part of his leadership role, will keep the working arrangements under review and take appropriate steps.
- 3.7.3.a The Code of Conduct for Member/Officer Relations is based on a standard format used by most local authorities and was customised to take account of local circumstances. Although it is not thought (including by the Audit Commission) that there is any problem with the Code itself, the Standards Committee will review the Code and how it works in practice as part of its normal business.

### **3.8 Promoting and demonstrating values of good governance through behaviour**

- 3.8.1 The report finds that Councillors generally adhere to the Council's Code of Conduct and the majority of Members and Officers felt that the values the Council expects them to follow are clearly set out. It however points out that relationships between political groups are limited and that there is room for improvement in respecting professional judgement and roles and responsibilities of Councillors and Officers. The report recommends strengthening and raising the profile of the Standards Committee.
- 3.8.2 Since the field work was done, the Standards Committee has dealt with a number of complaints against Members and, as part of their role, Standards Panels have made suggestions for improvement which were communicated to relevant individuals. The Chairman of the Standards Committee and the two other Independent Members of the Committee have also had meetings with each of the Group Leaders as well as each political group in the Council to discuss issues of common concern. The Chairman of Standards Committee also



presents standards reports at full Council. The profile of the Committee is therefore improving, but efforts will be made to continue to raise the profile of the Committee and ethical standards generally through a mixture of training, attendance at meetings, reviewing guidance and dealing with complaints as they arise.

### **3.9 Taking proper decisions and managing risks**

3.9.1 The report finds that the Council's decision-making powers are properly constituted and backed by clear protocols. It however recommends improvements in the scrutiny arrangements and suggests that we look at authorities recognised as models of best practice.

3.9.2 The scrutiny function is still developing but a number of significant improvements have been made during 2009 mostly after the review was undertaken. A scrutiny good practice comparison has been completed following concerns raised as part of the six month review of the constitution; this has highlighted some additional areas for improvement that can build upon work already undertaken. A team of 6 FTE staff provide support to all scrutiny committees and panels, additionally each directorate has appointed a link officer to provide liaison with the scrutiny team.

3.9.3 Quarterly 'tripartite' meetings have been established between scrutiny chairs, cabinet members, Directors and the Head of Scrutiny to help ensure scrutiny is undertaking an appropriate mix of policy development, holding the executive to account and pre-decision scrutiny. All Chairs pre-meetings have become cross-party, allowing for additional refinement of work-plans to be undertaken during these discussions. This has also helped scrutiny depoliticise with no 'closed doors'.

3.9.4 Member training has progressed with support from the Centre for Public Scrutiny. The CfPS has run a bespoke session within the Council for scrutiny chairs and a number of members have benefited from courses highlighting good scrutiny practice nationally and within parliament. Individual support is offered to members as and when it is needed. Understanding of the role of scrutiny has improved amongst council officers as training has been provided through DMTs, especially on supporting scrutiny's policy development role.

3.9.5 The Overview and Scrutiny Commission is undertaking more of a coordinating role in prioritising the work of scrutiny review panels and associated resources. Updates at OSC from the Chairs of all scrutiny committees and reporting of their work-plans is also ensuring a more consistent approach across all Committees. A number of refinements to the ways of working across scrutiny have been developed to improve performance:

- A protocol has been agreed with the LSP setting out what is expected following the LGPIHA 2007, relationships are being developed with all themed partnerships within the LSP
- Performance monitoring is undertaken by all committees based on LAA and other performance regimes. There is evidence of committees using this data

to direct work programmes and targeting in-depth reviews e.g. Alcohol related hospital admissions

- Increased coordination of in-depth scrutiny reviews through an annual workplan, rather than each committee establishing reviews independently

3.9.6 The number of agenda items per committee meeting has been identified as an issue and members have agreed to more focused agendas, with an acceptance that agendas of around 3 items allow for greater discussion of issues. The number of reports to note has been reduced with an acceptance from Members that there needs to be a rationale for adding a topic to the agenda. Workplan monitoring includes what action has occurred as a result of the report. Committee work programmes are owned by the committee as a whole and developed through discussion at meetings, at chairs pre-meets in discussion with senior officers from directorates and are also thoroughly discussed at tripartite meetings.

3.9.7 Committees are undertaking more policy development work. Scrutiny policy development workshops have been run on the London Road Supplementary Planning Document, Cultural Strategy and Sustainable Communities Strategy amongst others. There is considerable evidence that scrutiny is influencing policy development across the city through its in depth reviews, those completed to date include:

- Dual Diagnosis of mental health and substance misuse
- Students in the Community
- Environmental Technologies
- GP-led health centre
- Children and alcohol related harm
- Older People and Community Safety

Reviews currently being undertaken:

- School Exclusions
- Climate Change Adaptation
- Dementia Strategy for the City
- Speed Limits
- Support services for rape victims
- Disability issues raised during peer review
- Street Access Issues
- Dignity at Work

3.9.8 Most of the proposals in the report have therefore either been implemented or are included in the plans for scrutiny.

### 3.10 **Developing the capacity and capability of Councillors**

3.10.1 The report is complimentary of the Member Development framework in the Council. It recognises that there is a good training programme overseen by the Member Development Working-Group. The programme and processes are based on a well established national development framework. The report

comments on the absence of job descriptions or performance management framework for members, including portfolio holders and the non-attendance by some Members of some core training events.

3.10.2 The cross-party Member Development Working-Group has, over the years, touched on some of the issues raised in the report. It however has always preferred to adopt a consensual approach that relies on Members' willing cooperation and participation rather than anything that may be perceived as an imposition. The question of performance management was discussed with Members and Group Leaders. In general, there were reservations about the introduction of job descriptions and performance management. However, the group is proposing to work towards the Member Development Charter Plus (the next stage after the Member Development Charter) which incorporates performance management for Councillors and consideration of Councillors development needs beyond their roles as Councillors. As part of this, the Working Group will be asked to consider the development and use of person specification for councillors and for specific roles held by Members such as Cabinet Members, Chairmen of Committees etc and in seeking to prepare for the Member Charter Plus award, consideration will be given to establishing a performance management framework that will focus on enabling councillors to improve, prepare for succession either in terms of roles as councillors or outside of the council and to have a more effective impact for the benefit of the people of Brighton and Hove.

3.10.3 The Working Group has recognised the need for certain 'core' elements of training to be offered to all Members and for them to be encouraged to attend these events. The timing of the events has been set to offer maximum take-up and alternative sessions at different times are either offered or arranged on request or on-line learning is made available. However, unless these elements are made compulsory (which is not the preference of the Member Development Group or Members generally) it is not possible to ensure all Members attend the core elements of the training package.

### **3.11 Partnership working and engaging with stakeholders**

3.11.1 The report states that partnership working is strong and the overall approach to community consultation is good. It however recommends that the Council ensures that the community is better informed about the Council's priorities and performance.

3.11.2 As discussed under the heading "Community focus" above, the Council has agreed a set of priorities with its partners and the emerging Sustainable Communities Strategy reflects this. However, we will continue to ensure that the community is better informed about the Council's priorities and performance by incorporating these into our Communications Strategy.

#### 4. CONSULTATION:

- 4.1 The findings in the report are based on consultation with Members, Officers and key partners. Relevant Officers were consulted in the preparation of the report.

#### 5. FINANCIAL & OTHER IMPLICATIONS:

##### Financial Implications:

- 5.1 There are no financial implications arising from this report, the proposals within the action plan can be achieved within existing resources.

*Finance Officer Consulted: Anne Silley Date: 02/12/09*

##### Legal Implications:

- 5.2 The Audit Commission report confirms that the formal constitution arrangements are sound and has not identified any issues of concern on the legality of any of the arrangements in place.

*Lawyer Consulted: Abraham Ghebre-Ghiorghis Date: 01/12/09*

##### Equalities Implications:

- 5.3 There are no equalities implications arising from this report.

##### Sustainability Implications:

- 5.4 There are no sustainability implications arising from this report.

##### Crime & Disorder Implications:

- 5.5 The governance arrangements (including the anti fraud strategy) are robust enough to avoid and deal with any incidents of fraud, corruption or breaches of the law.

##### Risk and Opportunity Management Implications:

- 5.6 There are no significant risks identified in the report.

##### Corporate / Citywide Implications:

- 5.7 The Audit Commission report confirms that the Council has strong partnership arrangements and effective consultation processes with the public.

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Audit Commission Good Governance Report including Action Plan
2. Extract from Audit Committee 15 December 2009

### **Documents In Members' Rooms**

None

### **Background Documents**

None

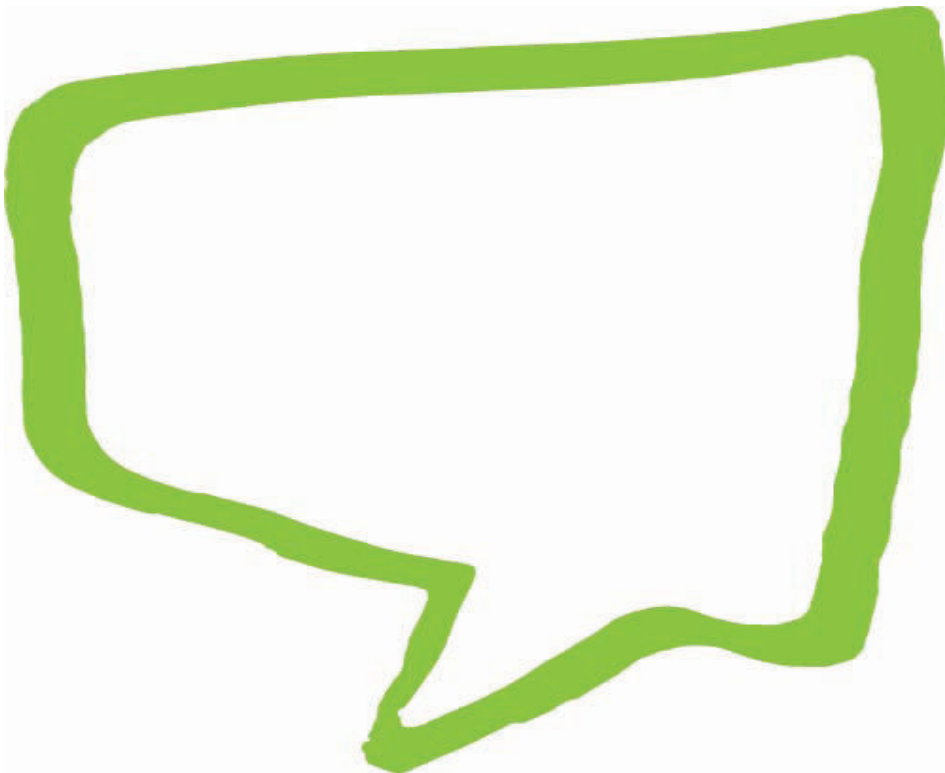


# Good Governance

Brighton and Hove City Council

Audit 2008/09

December 2009



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## Status of our reports

The Statement of Responsibilities of Auditors and Audited Bodies issued by the Audit Commission explains the respective responsibilities of auditors and of the audited body. Reports prepared by appointed auditors are addressed to non-executive directors/members or officers. They are prepared for the sole use of the audited body. Auditors accept no responsibility to:

- any director/member or officer in their individual capacity; or
  - any third party.
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# Introduction and background

- 1 Governance is about how local government bodies ensure that they are doing the right things, in the right way, for the right people in a timely, inclusive, open, honest and accountable manner. It comprises the systems and processes, and culture and values, by which local government bodies are directed and controlled and through which they account to, engage with and, where appropriate, lead their communities.
- 2 Governance arrangements in the public services are closely scrutinised and sometimes criticised. Significant governance failings attract immense attention and one significant failing can taint a whole sector. Local authorities are big business employing over 2 million people and accounting for 25 per cent of public spending. They are vitally important to all tax payers and citizens. Local authorities have a key role in leading their communities as well as ensuring the delivery of high quality services to them. Good governance structures enable an authority to pursue its vision effectively.
- 3 Good governance leads to good management, good performance, good stewardship of public money, good public engagement and ultimately, good outcomes for citizens and service users. Good governance enables an authority to pursue its vision effectively as well as underpinning that vision with mechanisms for control and management of risk. All authorities should aim to meet the standards of the best and be able to demonstrate that sound governance arrangements are in place.
- 4 This review was included in the 2007/08 audit plan because there was evidence that some of the Council's governance arrangements were not as consistently effective as they could be, The Council's Corporate Assessment in 2006 also noted that there were instances of bullying and harassment of staff from within the Council which can impact on the effectiveness of the control environment.
- 5 The Council introduced a new constitution and cabinet structure in April 2008 which has had an obvious impact on the current governance arrangements. The Council has recently completed its six monthly review of the constitution and will be using this as an opportunity to strengthen specific areas of governance such as the scrutiny function. This report contributes to this review.

# Audit approach

- 6 To complete the performance review we undertook:
  - a document review;
  - interviews and focus groups involving key Councillors, officers and partners; and
  - an electronic survey of Councillors and senior officers to establish their views on the effectiveness of the Council's governance arrangements.
- 7 The survey was sent out to 145 individuals in October 2008 with a reminder sent out in November 2008. We received 75 responses which represents a 51 per cent response rate, which is a good rate of return. Of the requests to 54 Councillors, 21 replied (response rate of 39 per cent) and of the 91 officers surveyed, 54 replied (response rate of 60 per cent)
- 8 The field work was carried out between November 2008 and March 2009.

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# Executive summary

- 9** Governance arrangements within Brighton and Hove City Council are generally sound. There is good formal governance arrangements in place but frameworks and protocols are not always fully understood or consistently applied. The Council has clearly defined roles and responsibilities and decision-making structures but in practice, roles and decision-making powers are not always clear and coherent to all Councillors and officers. Governance arrangements have only been in place since April 2008 and therefore arrangements are not yet fully embedded.
- 10** Community leadership and focus is strong. The Local Strategic Partnership - 2020 Community Partnership (LSP) has developed a shared ambition, with a supporting vision which addresses the key issues facing the city and provides a clear focus for it. However, some key partners and stakeholders stated that they were not clear about the Council's own vision for the city and its role in working with the LSP to deliver the LSP's vision. The Council therefore needs to ensure that it clearly articulates its own long-term vision to all of its partners.
- 11** The Council contributes to the improvement of its area and quality of life for residents and visitors. This is largely as a result of the effectiveness of its service and strategic arrangements in meeting clearly defined priorities. The Council was rated by the Audit Commission as an 'excellent' authority in 2007/08 and is improving well.
- 12** The formal Constitutional framework and arrangements adopted by the Council are sound. The Council has clear formal processes for decision-making outlined in its constitution. Executive Councillor's responsibilities and delegation arrangements for decision making are clearly set out and supported by well-defined roles and responsibilities. However, the responses to our survey indicate there is lack of understanding by some Councillors about the Council's decision making and delegation processes. The Council expects this to improve as Councillors and officers get more experience of working under the new cabinet arrangements.
- 13** The Council constitution was constructed to allow some flexibility in terms of officer and councillor responsibilities. Their respective powers are therefore not mutually exclusive and there is a degree of overlap. However, this overlap can sometimes give rise to the perception that some Councillors are getting too involved in day to day operations or officers are making decisions that should have been taken at the Councillor level. During the fieldwork, some portfolio holders stated that Councillors were interested in operational matters because they wanted to have a good and full understanding of their portfolios. Councillors and officers acknowledge that they would welcome greater clarification of the roles and responsibilities set out in the constitution and related protocols.

- 14** Our work found that some Councillors felt disengaged from the Council's decision-making processes, Overview and scrutiny has been in place since April 2008 and, at the time of the review, was still developing and there are inconsistencies in approach between the six scrutiny committees. Scrutiny currently lacks rigour and is not yet sufficiently robust or challenging of the Executive. Insufficient work has been carried out in preparing Councillors and officers to implement effective scrutiny. Councillors stated that the Cabinet meetings did not enable effective challenge and debate. As a result many Councillors regard full Council as the only real forum where they can challenge policy, debate political issues and have a real impact. The Council however stated that 'some of the perceived problems were inherent in an executive system where most decision-making is reserved for executive members'. The Council is taking steps to implement a number of improvements following their six month review of the constitution.
- 15** The protocols for dealing with issues of ethical standards, conduct and declarations of interest are in place and are generally effective. There is a well-established standards committee. The number of complaints upheld against Councillors is low. The monitoring officer and his team carry out their roles proactively and there is a good working relationship between the standards committee and the Council's legal team.
- 16** The approach to Councillors' development is effective. Portfolio holders have annual reviews. There is a good training programme for Councillors and an excellent induction programme for new Councillors. The Council's democratic services' provides a good service. Councillors feel well supported by their training and better equipped to undertake their role, although some Councillors do not see learning as a priority and have not engaged in the training opportunities offered. Officer support for the cross-party Councillors' development working group has enabled the Council to gain the South East Employers' charter for Councillors' development in September 2008.
- 17** Partnership working is strong and the Council is effective at consulting and engaging with its stakeholders. The Council has developed strong and effective relationships with its partners and there is wide representation from partner organisations on key forums such as the Local Strategic Partnership (LSP) and Public Services Board (PSB). The PSB is well attended and underpinned by partnerships that are responsible for the delivery of the new LAA priorities. However, delivery planning processes, effective data sharing and performance management arrangements are work in progress and are not yet fully embedded.

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# Main findings

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## Community Focus

- 18** Community leadership from the city partnership is strong and the Council plays a lead role in this. The Council with its partners has developed a shared ambition for the city, articulated in the sustainable Community Strategy, which is informed by a range of consultation processes. Their vision for the city is underpinned by a clear statement which recognises key issues. The LSP has a clear understanding of the issues it faces which is reflected in the LSP's vision. This vision is supported by priorities and targets which are being used to inform a revised sustainable community strategy. These priorities have already been translated into the Council's corporate plan and will be reflected in new and refreshed service plans with targets. Some partners and stakeholders have however stated that they were unclear about the Council's long term vision, it's long term strategic direction and what role the Council will play in delivering the LSP's city-wide vision and ambitions. The Council should therefore consider improving the way it communicates its own long term vision to all partners and stakeholders.
- 19** The Council leadership sets priorities having regard to statutory requirements and national guidance and the needs of the community. The Council with its partners has undertaken a good analysis of the needs of the city. Through its Reducing Inequalities Review the Council has completed a thorough analysis of need and this has been used to set the revised Local Area Agreement (LAA) priorities and to inform the Council's Corporate Plan 2008-2011. Stakeholders and community groups are satisfied that the Council knows and understands the city, has analysed needs and listened to the views of residents. One good example is the use of the City Views survey which is used to obtain the views of residents and acts as an effective barometer of the community.
- 20** The Council contributes effectively to the improvement of its area and quality of life for residents and visitors. The Council has been rated by the Audit Commission as an 'excellent' authority in 2008/09 and is improving well. This is largely as a result of the effectiveness of service and strategic arrangements in meeting its priorities. The Council has been successful in engaging and influencing community and partnership views to develop a collective partnership approach.
- 21** The Council is further developing performance management arrangements and planning frameworks to ensure there is a robust planning framework across the Council to consistently translate priorities into action. The Council has been successful in developing collective ownership of priorities by its directors and senior managers, following a period where there had been a directorate or less corporate approach taken on some issues. A consistent planning and performance management framework will provide greater rigour to ensure that the Council's efforts are efficient and economic, complementary and coherent.

- 22** The Council has a clear focus on meeting the needs and improving services for its diverse communities. The Council has adopted an equalities and inclusion policy that emphasises its resolve to serve its diverse communities without discrimination. There are some good examples of the Council with partners reshaping services to meet community needs. Examples include the adaptation of 20 bus stops for the visually impaired, the training of volunteer travel buddies to help people with learning disabilities travel by bus and an induction programme for new taxi drivers on access and equal opportunities as part of their licensing process. Local communities and groups, including voluntary and community organisations generally feel listened to but there is scope for better regular engagement of some hard to reach groups over broad Council priorities and service design (for example, some of the faith groups and recent migrants).

### Recommendation

- R1** Improve communication of the long term vision of the Council to partners, stakeholders and the community, in order to increase their understanding of and commitment to the Council's agenda for the city and to improve their understanding of how the Council operates.

### Operating effectively in a clearly defined role

- 23** The constitutional arrangements adopted by the Council are sound. The Council has formal processes for decision-making and Councillors' responsibilities and delegation arrangements are set out in the constitution. However, some roles and responsibilities are less clearly understood in practice which can affect the effectiveness of the Council's decision making.
- 24** The Council sets out the roles and responsibilities of officers and Councillors in the constitution and there is appropriate training for Councillors that explains the scrutiny and cabinet functions. The respective powers of officers and members are not mutually exclusive and there is therefore a degree of overlap, which could cause confusion. Some officers and Councillors interviewed stated that there were differences in some Councillors understanding of officers' roles and responsibilities. There is therefore a potential risk that some Councillors could become too involved in the day to day running of operations. During the fieldwork, some portfolio holders stated that Councillors were interested in operational matters because they wanted to have a good and full understanding of their portfolios. Councillors and officers acknowledge that they would welcome greater clarification of the roles and responsibilities set out in the constitution and related protocols.



## Main findings

- 25** There is a lack of clarity about delegation powers to support decision-making by officers. There are formal delegation arrangements which are clearly defined for officers and 76 per cent of officers surveyed regarded these delegation levels as appropriate. Seventy-six per cent of Councillors and 81 per cent of officers surveyed agreed that there was a formal agreement on the relative delegation levels for officers and Councillors. However, the level of delegation to officers, although considered appropriate, is sometimes not fully understood by Councillors. Only 46 per cent of officers surveyed felt that Councillors understood the delegation arrangements. In addition, the use of delegated powers by Cabinet portfolio holders varies significantly and is dependent on the confidence, knowledge and experience of the portfolio holder. In some portfolio areas, there are a higher number of service specific decisions that continue to be referred to Cabinet. There is therefore a difference in the way some portfolio holders are utilising decision making powers and arrangements.
- 26** The Cabinet structure did not support efficient and effective decision making. At the time of the fieldwork in December to February 2009, there were nine portfolios some of which cover a small area of the Council's business. This meant that some individual cabinet member meetings were cancelled due to lack of business, were sometimes short with limited decisions being made or were purely an information sharing rather than a decision-making forum. The Council however has recognised this and, following its six month review of the constitution in March 2009, has adjusted the delegated powers for the cabinet members for Central Services, Equalities, Inclusion and Community Affairs and Environment. This will enable more efficient and effective decision-making. In addition, the challenging and complex political environment means that decisions about critical future developments are sometimes delayed.
- 27** The roles of statutory and strategic partners are clear and the Council works well with partners. The involvement and contribution of voluntary and community sector partners is good and they have an effective voice in the local strategic partnership.

### Recommendation

- R2** Review the framework for member and officer relations and the related arrangements to ensure that they are understood and followed in practice. This needs to include:
- joint sessions for senior officers and Councillors to improve their understanding of each others roles and responsibilities and to help develop improved ways of working with each other;
  - a assessment of how well members and officers are adhering to the guidance and protocols relating to officer/Councillors roles and responsibilities and behaviours; and
  - the development of a good practice checklist for Councillors and senior managers that clearly defines what is and is not acceptable behaviour and monitor compliance.
- This will enable the Council to develop a clear understanding of the roles and delegated responsibilities of Councillors and officers.

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## Promoting and demonstrating values of good governance through behaviour

- 28** Councillors generally adhere to the Council's code of conduct. There is a clear expectation amongst Councillors of all parties that they conduct themselves in an appropriate manner in accordance with the code. The majority of Councillors and officers surveyed felt that the values the Council expects them to follow are clearly set out. There is a code of conduct for Councillor/officer relations and standards and behaviours for officers are set out in the leader and manager standards. However, only 40 per cent of officers surveyed felt that Councillors demonstrated commitment to the Council's organisational values in the way they conducted themselves. Councillors consider that the leadership usually acts quickly on the occasions when Councillors' behaviour is inappropriate. However, there is a risk that behavioural issues, if not dealt with effectively, could adversely affect working relationships between Councillors and officers.
- 29** There are positive working relationships between most Councillors and officers. The change of political administration in May 2007 was difficult but most have now got used to the new arrangements that included the Cabinet system of governance. For example, clear roles and responsibilities have been established in children's services with regular budget and performance reviews. However, both Councillors and officers acknowledged that mutual respect for the professional judgement and roles and responsibilities of Councillors and officers needs to continue to improve.
- 30** Working relationships between individual officers and Councillors are improving but are not consistently effective across the Council. Some officers continue to hold the view that some Councillors' actions impact on the timely delivery of the Council's business. For example, there are instances where information has been provided to the press inappropriately. This poor behaviour could result in the Council being less open and limiting its sharing of information.
- 31** The quality of public meetings and effectiveness of full Council, cabinet meetings, committees and panels is mixed. Both officers and Councillors expressed some concern about the effectiveness of meetings. There is an excessive use of questions and motions at full Council, because the opposition regard this as the only real forum, where they can have an impact. The Council meeting in January 2009 had 18 Councillors' questions and 10 notices of motion. The full Council meeting is therefore long and is not an effective show case for the public. Councillors recognise that many of the motions will not all be debated or are inappropriate but are then used in promotional political material. This means meetings are not meaningful to many Councillors and to the public and could discourage engagement in the democratic process.



## Main findings

- 32** Relationships between political groups are limited and there continues to be some suspicions by opposition members about the effect of the new Cabinet system on the transparency of local government. This has placed a significant responsibility on the Council to address these concerns and ensure that matters of governance and conduct are effective and are given greater exposure. Council officers have developed a strategy for addressing these concerns and have taken appropriate steps. For example, protocols are in place to allow officer briefings for the opposition groups on an ad hoc basis and the Council has recently reinstated the monthly meeting of the leader and the political opposition leaders after an 18 month absence. There are formal and robust mechanisms in place to review and manage the conduct of Council business and the Council regularly reviews its constitution to ensure it is fit for purpose. However, despite these actions some Councillors of the opposition parties continue to feel uninformed and disengaged with the current political arrangements.
- 33** The protocols for dealing with issues of standards, conduct and interest are in place and are generally effective. The Monitoring Officer and his team carry out their roles proactively and there is a good working relationship between the standards committee and the Council's legal team. Eighty-five per cent of Councillors and 67 per cent of officers who responded to our survey consider that there are formal and effective arrangements in the Council to ensure and promote good ethical governance. There is a training programme for Councillors, including a specific module on ethics and probity issues. The number of complaints upheld against Councillors is low. In 2007/08, there was one complaint about Councillors' misconduct to the Standards Board and four complaints to the Council under the new devolved procedures. All were rejected and no breach of the Code was found.
- 34** There is a well-established Standards Committee that includes three independent members from different professional backgrounds, one of whom is the chair and is highly experienced, well regarded and respected. Where there is a risk that a Councillor could breach the code of conduct, the Council uses informal processes initially to try to manage the issue. For example, the Chair of the Committee together with the Monitoring Officer takes an active approach to ensure that issues do not escalate and require formal intervention. The Committee's profile however could be raised, such as by actively promoting an understanding of the benefits of the ethical agenda inside the Council. This will help the Council to further improve the way inappropriate behaviour is dealt with. There is a clear understanding about the arrangements for the declaration of Councillors interests and the register of interests is readily available to the public.
- 35** The Council's whistle blowing policy is not well publicised and more work is needed to strengthen arrangements for reporting (in confidence) incidents of inappropriate behaviour. The Council has a policy in place but 56 per cent of officers and 45 per cent of Councillors surveyed did not believe that the Council has an effective whistle blowing policy. In addition, there was a very high percentage of 'don't know' responses to the survey by senior officers and Councillors for this area. This means that the policy has not been effectively communicated to Councillors and officers.

- 36** The Council is providing greater clarity about the core values and behaviours that it wants staff to adhere to in the workplace. It was however difficult to establish whether the Council's expectations are being adhered to and consistently applied by all staff and their managers. The Council is in the process of producing a dignity at work framework that sets out its key values and behaviours. This framework has been developed in response to the issues raised about staff well-being in the 2006 Comprehensive Performance Assessment (CPA) report and the 2007 staff survey. However, the majority of officers and Councillors interviewed were unclear when the framework will be completed or what improvements have been made, since the staff survey. In undertaking our work we did not gain access to front line staff, so it has not been possible to fully establish how well the Council has responded to the issues raised by the CPA report and the 2007 staff survey. Evidence from the survey of officers and Councillors however indicated that 80 per cent thought that bullying by staff is not tolerated within the Council.

#### Recommendation

- R3** Strengthen and raise the profile of the standards committee in promoting good ethical behaviour and standards across the Council.

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#### Taking proper decisions and managing risk

- 37** The Council's decision-making powers are properly constituted and backed by clear protocols, but there is not always a clear understanding of what is required. Officers are generally clear about who can take decisions and generally officers with delegated authority do take decisions, when it is appropriate. Statutory partners and most senior staff report that most key decisions have been made quickly, for example, the Falmer Academy Private Finance Initiative (PFI). There are, however examples where decisions are being delayed despite funding being in place. Executive Councillors report that there is clarity about which decisions can be taken and by whom. However, the use of decision-making powers by portfolio holders remains variable. Some are taking the appropriate level of decision for their role, while others continue to refer most of their decisions to Cabinet.
- 38** Recent changes relating to the removal of some decision making from officers has been interpreted by some officers as a lack of trust in their abilities and integrity, notably the re-introduction of Councillor's selection panels for the appointment of Assistant Directors. However, the changes reflect standard practice in most local authorities where Directors and Assistant Directors are appointed by senior Councillors.

## Main findings

- 39** The communication of decisions taken by the Council is considered to be effective by officers and stakeholders, but not by Councillors. Officers interviewed stated that team briefings are working well in the directorates. Forthcoming decisions are included in the Cabinet's Forward Plan and formal decisions at Cabinet are quickly put on the Council's website. There are live webcasts of Council, Cabinet, Planning and Scrutiny meetings and all cabinet member meetings are open to members of the public. Recordings of the webcasts can also be viewed from the website archives. Some Councillors however do not regard the Cabinet's Forward Plan as a useful or accurate document. In addition, there remains a perception by opposition Councillors that too much business is undertaken confidentially and too many decisions appear to have been made before they are debated openly. Whilst it is recognised that the Council's practices and arrangements are in line with most other councils, the Council needs to look at ways of addressing these current perceptions. In addition, not all Councillors receive regular updates about key changes to Council personnel or service delivery. Statutory partners and voluntary partners consider that the Council is good at consulting with them before decisions are taken and is good at keeping them informed about key changes.
- 40** The Council's risk management of its own operations is good although risk management arrangements involving partners are recognised by the Council as an area for improvement. The Council acknowledges that more assurance reporting and standardisation and sharing of risk registers needs to take place. The Council has made some improvements such as aligning risk matrices between the health partners, the Council and the Civil Contingencies Act partners.
- 41** Scrutiny under the cabinet arrangements is still developing. Scrutiny lacks rigour and insufficient investment had been given over the last few years to prepare Councillors and officers to ensure that the scrutiny role was fit for purpose. Training has not developed the skills needed to support effective scrutiny. A new structure has been in place since April 2008, but this is not yet functioning effectively and there are inconsistencies in practice between the six scrutiny committees. The understanding of the role and function of scrutiny is not yet fully embedded although Councillors are beginning to understand roles and responsibilities.
- 42** The Council has recently begun building capacity to support effective scrutiny and there is a strong commitment to strengthen scrutiny. The Council has now appointed a permanent head of scrutiny and six full time scrutiny support officers to address the current weaknesses. During 2007 the Council established an audit committee to advise the Council on all matters related to corporate governance. Officers and Councillors are determined to introduce more effective challenge and scrutiny of the Executive to ensure that all political parties are involved in informing policy development. These developments are however very much work in progress and further work is needed to strengthen the current arrangements. The scrutiny work programme is not well established and does not effectively enable cross party Councillors to be engaged in policy development work or for potential calls on officers time to be planned in advance. Councillors have not yet considered the balance on their agendas of officer initiated items and Councillors commissioned items. Agendas are large and focus on information sharing, rather than scrutiny.

## Recommendations

- R4** Develop confidence in the transparency of the new political processes by improving scrutiny arrangements. The Council should:
- use the co-ordinating scrutiny committee to produce guidance for officers on the formulation of agendas, work programmes, prioritisation of business and resource implications of its work;
  - develop the skills needed for effective scrutiny; and
  - ensure that the scrutiny role focuses more on proactive review/challenging of decisions, rather than info-sharing.
- R5** Embed the new political arrangements and learn from best practice by working with similar councils who have been recognised as having effective decision-making and democratic processes.

## Developing the capacity and capability of the Councillors

- 43** The capacity of elected Councillors is good and it continues to develop amongst Councillors who were new to the Council in May 2007. The intake improved the balance in the age mix and gender of Councillors, although Black and Minority Ethnic (BME) representation is low. The Council does not have a clear strategy for engaging with prospective Councillors and developing existing Councillors' potential. There is therefore scope for improving the level of BME representation and strengthening succession planning for Councillors. The Council needs to re-launch the Councillors' buddy system to develop those Councillors that have been identified as having leadership potential.
- 44** Executive Councillors are becoming clearer about their new roles following the change of administration in 2007 and are becoming more confident in their roles. In 2007, the skills levels of those elected as Councillors varied considerably, but an induction programme and continuous skills development programme for Councillors is in place. Most Councillors have responded well to the move to a Cabinet structure and the Cabinet usually operates at a strategic level. Councillors have worked hard at understanding their specific portfolios and in some areas such as children's services they have developed a strong and effective working relationship with officers.
- 45** There are no job descriptions/person specifications or agreed specific and measurable performance criteria for formally performance managing Councillors including Executive Councillors. Performance of Executive Councillors is monitored informally by the Leader of the Council but this is ad-hoc. None of the political parties have a process for evaluating the effectiveness of individual Councillors. This means the Council cannot be certain that Councillors are effective and that those Councillors who represent the Council on external bodies are the most appropriate to do so.

## Main findings

- 46** There is a good training programme for Councillors and an excellent induction programme for new Councillors is in place. New Councillors praised the induction programme used following the May 2007 election and the formal training for Councillors of statutory committees, such as planning. Other support to Councillors includes corporate briefings to update Councillors on changes to law, policy or services as well as Councillor-specific skills workshops such as chairing meetings. Democratic services provide a good support service for Councillors and officer support for the cross-party Councillors Development Working Group enabled the Council to gain the South East Employers' Charter for Councillors Development in September 2008. Councillors feel well supported by their training and better equipped to carry out their role.
- 47** The approach to Councillor development is effective although the take up of training opportunities by Councillors is inconsistent and a number of Councillors do not see learning as a priority. Councillors' development processes and programmes have been designed based on well-established national development frameworks. The Council uses generic competencies for the different roles Councillors undertake and uses these to assess Councillors training needs. Councillors are required to complete an annual self-assessment against these competencies to determine their training needs. This is used to shape Councillors development events. These events are evaluated and Councillors are sent additional follow up reviews to identify the difference learning has made to their knowledge or skills. However, there are a number of reasons for some Councillors not undertaking training. For example, long serving Councillors feel there is no need for them to have training whereas others work full time and found it difficult to find the time to take up training. The lack of attendance by some Councillors means that core training modules such as scrutiny, equalities and diversity, and the code of conduct have been missed by some Councillors. This is a significant omission for the Council.
- 48** Partners report that Councillors' conduct on the various forums and boards is appropriate and professional. There is no formal process to ensure the Council is properly represented by Councillors with appropriate skills although generally the profile of the allocated Councillors matches the needs of the partnership.

### Recommendation

- R6** Develop a process to review specific Councillor roles and to ensure the effectiveness of individual Councillors across all the political groups by providing the necessary development and support, where gaps are identified. The focus should be on improving Councillors impact for the benefit of the people of Brighton and Hove.



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## Partnership working and engaging with stakeholders

- 49** Partnership working is strong and the Council is effective at engaging its stakeholders. The Council has strong and effective relationships with partners both through the LSP and the Public Services Board (PSB). There is wide representation from partner organisations on these forums and a strong collective ownership of the vision and priorities for the city, which are clearly reflected in the targets set for the new LAA. The PSB is well attended and underpinned by thematic working groups that are responsible for the delivery the LAA priorities.
- 50** The Leader of the Council is establishing herself with strategic partners and partners reported that they valued the work done by the recently retired Chief Executive in prioritising and driving the development of an effective city-wide partnership. Most Councillors feel involved and have an identified community role. Seventy-six per cent of Councillors and 83 per cent of officers surveyed were clear about the partners with which the Council is working to improve outcomes for users. Seventy-one per cent of Councillors and 74 per cent of officers consider that the Council works effectively with partners. Effective community leadership is helping the Council to work in partnership to support delivery of the citywide vision.
- 51** Partnership working is also developing well at an operational level. The Children's Trust has fostered a strong culture of multi-disciplinary team-working and through strong partnership and inter-agency working has contributed effectively to the delivery of projects, such as the Falmer Academy PFI Project. Within adult social care, good use is being made of joint commissioning and partnership working to improve the economy, efficiency and effectiveness of local services, particularly to increase the levels of independent living. In addition, the strong community safety partnership has achieved 'beacon status' for its work on the night time economy. This has led to improved feeling of safety and reduced crime.
- 52** Robust delivery planning, data sharing and performance management arrangements are not yet fully embedded. Delivery plans have been formulated and agreed by partners for each LAA priority and the emphasis has been placed on the partners to deliver improvement. The partnership acknowledged that there was scope to improve data sharing between partners, for example, the sharing of data between the hospitals and the Crime and Disorder Reduction Partnership (CDRP) on alcohol related injury. The partnership is taking appropriate action to ensure that data sharing is improved by developing the new Brighton and Hove Local Information System (BHLIS), which is a web-accessible system and is fed with data from all partners. Performance management arrangements require further enhancement to meet the challenging LAA agenda to ensure that there is a robust joint partnership approach to performance management. Partners stated that there was insufficient challenge to under-performance, particularly in the themed partnerships. For example the significant increase in the number of teenage pregnancies.

## Main findings

- 53** Overall the Council's approach to community consultation is good. The Council has a good track record of involving the community in local policy formation and programmes and has developed effective networks to consult and involve the people they serve, for example neighbourhood renewal schemes. The Council is a proactive partner that is willing to engage in local issues and Councillors of all parties are actively engaged, both formally and informally, with their communities. There are good examples of the Council harnessing support from some Councillors of the community, for example the business community in relation to the Brighton Conference Centre development and it is taking steps to make more effective use of the large pool of expertise, knowledge and enthusiasm that exists within the community. The Council with its partners is also further strengthening engagement with the community with the introduction of a new outline framework for consultation within the city - the community engagement framework. The framework sets out the strategic vision and guiding principles for community engagement and priority actions to improve engagement.
- 54** The Council has a good system for consulting with the partners and the community about the needs of the community and the priorities for the city. The Council uses its citizen's' panel, Xchange, for consultation and customer feedback. The panel is effectively managed and is used as the main vehicle for seeking the views of city residents about their satisfaction with specific services or issues. This shows, with some exceptions, broad satisfaction with many areas of the Council's work. Officers try to ensure that people with disabilities and those from minority communities are included in the panel. As the panel is drawn from those on the electoral roll, young people under the age of 17 and those not registered are excluded from the process and as a result the views of youth are insufficiently taken into account. However, the children's trust ensures that children and young people are consulted about policy developments. For example, the consultation of children and young people about the children and young people's plan and the referendum on schools admissions policy.
- 55** The Council uses the information from Xchange and 'City View' to effectively inform strategy and policy development. The annual 'City View' survey of 10 per cent of the city's population is run in partnership with the Council's health and police and community safety partners. It aims to build up a clear picture of who lives in the city, why they like living there, what they think about Council services, their health, the city generally and their local neighbourhood. The information from the two surveys has been used in developing strategies to tackle crime and disorder, initiatives for young and old people, maintaining a visible police presence on foot for Friday and Saturday nights, replacement and upgrading of bus shelters and improved signage, Brighton and Hove's Transport Plan and the Council's Waste Strategy. A report on the previous survey, together with an update on any action taken, is sent via a newsletter. The Council makes appropriate use of its website to seek comments on draft policies and plans and to invite general feedback on its activities.

- 56** There are strong consultation frameworks for partners, stakeholders and staff in place, but the process for providing feedback on the outcomes from consultation is unclear. Fifty-seven per cent of Councillors and 62 per cent of officers surveyed believed that there were effective systems to listen to suggestions from external stakeholders, but over 58 per cent of Councillors and 56 per cent of officers thought that the Council did not take action in response to the suggestions made. In addition, 48 per cent of officers felt that the systems for responding to staff views were ineffective. The Council is strengthening the process to ensure feedback on the outcomes from any public and stakeholder consultation is provided to ensure that the community is fully informed of any changes made as result of their consultation.
- 57** The quality of reporting on Council performance to the public is mixed. The Council has been slow in developing user friendly performance reporting information for the public and service users. There is insufficient information on how the Council has performed against its corporate priorities. The Council currently produces an annual performance plan and an associated summary that sets out key inspection ratings and limited commentary on performance. The overall performance plan includes performance indicators, but this plan does not relate the performance indicators to the Council's priorities. It is therefore difficult to determine how well the Council has delivered its key priorities. The performance plan is set out in tabular format but there is limited commentary highlighting achievements against priorities and areas for improvement. The links between the indicator results and the Council's statements of its achievements and future plans are not clear. Elsewhere, access to other information on performance is not easily available, for example information on meeting customer service standards and dealing with complaints. Pages on individual directorates and services consisted mainly of descriptions of the range of provision available.
- 58** External communication is developing. The Council has appointed a Communications Manager and is in the process of modernising its external communication functions including the production of a new communications strategy. This is work in progress and it is therefore too early make judgements on how effective the new arrangements are.

### Recommendation

- R7** Ensure the community is better informed about the Council's priorities and performance, in particular identify with greater clarity key service and corporate performance targets as a basis for communication with, and reaction from, the whole of the local community.



# Appendix 1 – Action Plan

Pg no.	Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
<b>Good Governance Review</b>						
8	R1 Improve the communication of the long term vision of the Council to partners, stakeholders and the community, in order to increase their understanding of and commitment to the Council's agenda for the city and to improve their understanding of how the Council operates.	3	Director of Strategy and Governance  Head of Communications	Yes	As outlined in the report, there is a shared vision and agreed priorities with our partners as reflected in the emerging Sustainable Communities Strategy and our LAA. However, the Council will continue to ensure that the Council's vision and priorities are understood through working with the LSP, PSB and through our Communication Strategy generally.	March 2010

Pg no.	Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
9	<p>R2 Review the framework for member and officer relations and the related arrangements to ensure that they are understood and followed in practice.</p> <p>This needs to include:</p> <ul style="list-style-type: none"> <li>joint sessions for senior officers and Councillors to improve their understanding of each others roles and responsibilities and to help develop improved ways of working with each other;</li> <li>a assessment of how well members and officers are adhering to the guidance and protocols relating to Officer/Councillors roles and responsibilities and behaviours; and</li> <li>the development of a good practice checklist for Councillors and senior managers that clearly defines what is and is not acceptable behaviour and monitor compliance.</li> </ul>	3	<p>Chief Executive</p> <p>Director of Strategy and Governance. Monitoring Officer</p>	Yes	<p>Much of the comment in the report reflects the position as it was at the time of the fieldwork. The situation is much improved with Members and Officers more aware of their respective roles under the executive system. However, it is proposed:</p> <ul style="list-style-type: none"> <li>that the Standards Committee reviews the Member/Officer code and any associated issues as part of its ethical governance role;</li> <li>that the Chief Executive takes forward any issues about ways of working as part of his role as Head of Paid Service; and</li> <li>that the Monitoring Officer considers any good practice checklist provided by the Audit Commission.</li> </ul>	September 2010

## Appendix 1 – Action Plan

Pg no.	Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
12	<p>This will enable the Council to develop a clear understanding of the roles and delegated responsibilities of Councillors and officers.</p> <p>R3 Strengthen and raise the profile of the standards committee in promoting good ethical behaviour and standards across the Council.</p>	2	Monitoring Officer	Yes	<p>Since the review was undertaken, the Standards Committee has been active and some of the steps taken include meetings with group leaders and political groups, meetings with senior officers and hearing of complaints against Members. In addition:</p> <ul style="list-style-type: none"> <li>there will be an annual report of the Standards Committee going to full Council where general issues of standards are highlighted;</li> <li>the Committee will review relevant protocols as part of its work programme and issue guidance; and</li> <li>further training and/or meetings with Members will be organised as and when needed.</li> </ul>	June 2010

Pg no.	Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
14	<p>R4 Develop confidence in the transparency of the new political processes by improving scrutiny arrangements. The Council should:</p> <ul style="list-style-type: none"> <li>● use the co-ordinating scrutiny committee to produce guidance for officers on the formulation of agendas, work programmes, prioritisation of business and resource implications of its work;</li> <li>● develop the skills needed for effective scrutiny; and</li> <li>● ensure that the scrutiny role focuses more on proactive review/challenging of decisions, rather than info-sharing.</li> </ul>	3	Head of Scrutiny	Yes	<p>The council has made substantial improvements since the AC review was completed in March 2009. The council has appointed a Head of Scrutiny and 6 Scrutiny Officers. There have been a number of scrutiny reviews, which are starting to deliver real improvements to service delivery.</p> <p>The recent review of Scrutiny good practice has highlighted some action points including a more systematic approach to organising the work of scrutiny and continuing the 'tripartite' meetings.</p> <p>Member training on scrutiny has progressed with support from the centre for public scrutiny.</p> <p>Since the review, scrutiny has been undertaking more policy development and constructive critical challenge and less information only items.</p> <p>The recommendations are therefore already reflected in current practices, but we will keep it under review.</p>	March 2010 and continuing

## Appendix 1 – Action Plan

Pg no.	Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
14	R5 Embed the new political arrangements and learn from best practice by working with similar councils who have been recognised as having effective decision-making and democratic processes.	2	Director of Strategy and Governance	Yes	There is a periodic review of the Constitution, on average every six months. The opportunity will be taken to identify good practices from elsewhere and incorporate them where necessary. We will work with the Audit Commission to identify authorities or Teams recognised as models of good practice.	December 2010
15	R6 Develop a process to review specific Councillor roles and to ensure the effectiveness of individual Councillors across all the political groups by providing the necessary development and support, where gaps are identified. The focus should be on improving Councillors impact for the benefit of the people of Brighton and Hove.	3	Director of Strategy and Governance Head of Law Head of Democratic Services	Yes	This will be referred to the Member Development Working Group to be progressed as part of the Member Development Charter Plus initiative.	December 2010

Pg no.	Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
18	R7 Ensure the community is better informed about the Council's priorities and performance, in particular identify with greater clarity key service and corporate performance targets as a basis for communication with and reaction from the whole of the local community.	3	Head of Policy Head of Communications	Yes	<p>This will be progressed as part of the emerging Corporate Communications Strategy and through work via the LSP and the Community Engagement Framework.</p> <p>Corporate Communications will build on its 2009/10 strategy to close the gap between satisfaction with services and overall satisfaction with the council. The strategy continues to focus on the external reputation of the council; a strong and consistent dialogue with residents and stakeholders; supporting our internal people agenda and the development of modern public service communications function dealing with the media and marketing (including social marketing).</p>	

Appendix 1 – Action Plan

Pg no.	Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
					<p>The Corporate Communications Strategy is informed by research into city profiles and citizens' service needs. The strategy also has focuses on 'building from within' to ensure staff are informed of council policies and are committed to the ambitions of the authority.</p> <p>The strategy will be measured through robust performance indicators around internal and external reputational drivers, including external assessment through Local Area Agreement (LAA) and Comprehensive Area Assessment (CAA) performance reports</p>	

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# GOVERNANCE COMMITTEE

## Overview and Scrutiny Commission Agenda Item 69 Appendix 2

Brighton & Hove City Council

### BRIGHTON & HOVE CITY COUNCIL

#### AUDIT COMMITTEE

4.00PM 15 DECEMBER 2009

#### COMMITTEE ROOM 3, HOVE TOWN HALL

#### DRAFT MINUTES

**Present:** Councillors Hamilton (Chairman), Watkins (Deputy Chairman), Kitcat, Oxley, Phillips, Simpson, Smith and C Theobald

#### PART ONE

#### 47. AUDIT COMMISSION: GOOD GOVERNANCE REPORT

- 47.1 The Committee considered a report from the Director of Strategy & Governance regarding the Good Governance Review and report from the Audit Commission (for a copy see minute book).
- 47.2 Ms Thompson briefly introduced the Audit Commission's report on Good Governance and noted that the fieldwork for evidence for this report had been conducted at the end of 2008 and beginning of 2009. The draft report had been produced early in 2009, but for various reasons had taken time to finalise. She added however that there were very few differences between the draft report and the final report.

The main findings of the report were that the Constitutional and governance arrangements at Brighton & Hove City Council were robust and strong. There was recognition that there had been a major change in the way the Council conducted its governance arrangements resulting from the introduction of the new constitution and that this had a noticeable effect on the culture and operation of the authority. The District Auditor, Ms Thompson, believed the report reflected this inevitable settling in period, but highlighted that the organisation could not be complacent with regard to its own arrangements and suggested areas where improvements might be made in the form of an action plan (appended to the Audit Commission's report). She added that the Audit Commission was not criticising the Council, but felt that it was important to regularly review and monitor arrangements to ensure they were strong and transparent.

- 47.3 The Head of Law introduced the officer's review of the Good Governance report and felt that the work of the Audit Commission was useful and overall complimentary of the Council's arrangements. A number of strengths in the Council's current arrangements

were identified in the report including the constitutional arrangements, partnership working, community engagement, Member development and Member conduct. The report identifies areas for improvement, but the Head of Law reiterated that these have to be seen in the proper context. The fieldwork had been conducted between October 2008 and March 2009 shortly after a new Constitution had been introduced with a relatively new administration. This was therefore a period of adjustment and it is not surprising that Members and Officers felt unsure about aspects of the new arrangements. The action plan records improvements that have already taken place and others to be implemented in the coming months. The Head of Law thanked the Audit Commission for the work they had done in identifying these areas.

- 47.4 The Chairman asked if there were any questions and Councillor Kitcat asked whether the Council had contracted this report from the Audit Commission or whether it was part of the regular programme of work the Audit Commission performed.

Ms Thompson replied that examination of governance arrangements was part of the Code of Practise for authorities, but it was also something the Audit Commission had identified as necessary for Brighton & Hove City Council as a result of issues that had emerged from the 2007 Comprehensive Performance Assessment, which had highlighted governance as an area that needed reviewing. This work was delayed until the new arrangements were introduced, and could act as a compliment to the work of the Council on the six month review of the new Constitution.

- 47.5 Councillor Kitcat was concerned there had been significant changes between the draft report and the final report and asked who had been responsible for negotiating these changes with the Audit Commission. Ms Thompson stated that the draft report had been written in the Audit Commission's "house style", which formulated a judgement, gave reasons for the judgement and assessed why this judgement was important. She recognised that this could often come across as austere and direct. There was a need to factor in the special circumstances of the Council at the time the evidence was gathered, and to make the report more encompassing of the situation the authority faced than was expressed in the original. This process had taken some time to achieve, but Ms Thompson recognised that the length of time between the draft report and the final report was unacceptable and assured Councillors that this would not happen in the future.

- 47.6 The Head of Law stated that the essence of the final report was the same as the original draft and the recommendations from the Commission were essentially the same. There had been no Member involvement in between the draft and final stage, and the first Members to see the report had been the Chairman and Deputy Chairman of Audit Committee. He added that all of the changes made to the report had either been factual or contextual and were necessary for a complete report.

- 47.7 Councillor Kitcat believed that the way in which the Council ran Cabinet Member Meetings was unusual when compared with other Councils and asked why this was not referred to in the report.

The Head of Law stated that this area of work was identified in the report, as originally there had been the perception that many of the reports going to Cabinet Member Meetings were simply for 'noting' and this was not an efficient use of time for the

authority. However, following the six month review of the Constitution, the reporting processes and delegations had changed to reflect a more streamlined approach. This is also an area that has been considered as part of the 12 month Constitution review of the constitution and there will be proposals to change some of the CMMs.

The Head of Law understood that most other authorities did not hold Cabinet Member Meetings in public and decisions in these authorities were taken in private. However, when the new system had originally been designed at Brighton & Hove City Council, there was a commitment by members and officers to ensure the new system was as transparent and open as possible. He added that officers remained up-to-date with what other authorities were doing in this area, but he believed Brighton & Hove had formulated the most open and inclusive system as possible.

- 47.8 The Chairman agreed that Brighton & Hove City Council had worked very hard to achieve the best system possible and thanked Councillor Oxley, who had led on the project, for his commitment to developing such a transparent system. Councillor Watkins agreed with this statement.
- 47.9 Councillor Oxley felt that the current situation in Brighton & Hove was quite different from when the fieldwork was undertaken for the report, and this was not reflected in the final version. He stated that the 12 month Constitution review would be much more in-depth and contain many more suggestions that further developed the recommendations in the Good Governance report. The Overview & Scrutiny function had been looked at, and further work would be undertaken on Cabinet Member Meetings, although when the system had originally been introduced, there was concern across the Council that it would be a very closed system, and a conscious effort was made to give open access to both Council Members and members of the public and press. He felt the report was valuable and important, but it was important to recognise how far the Council had developed from the point when the evidence base had been gathered.
- 47.10 Councillor Mrs Theobald asked about the recommendations regarding raising the profile of the Standards Committee and the Head of Law stated that the Independent Chairman had already visited with Group Leaders and Groups, there was ongoing discussion and consultation around standards issues at the Council, and the Annual Report of the Standards Committee would be coming to Full Council in the new year, and would reflect the work that had been done, and was being done, to develop standards further. Councillor Oxley added that the Chairman of Standards Committee had been invited to the Governance Committee to discuss the recommendations from this report.
- 47.11 Councillor Mrs Theobald expressed concern that the report stated that the Cabinet structure did not support efficient and effective decision making, but Councillor Oxley felt this was no longer a concern as effective measures had been put in place after the six month Constitution review to help streamline the Cabinet portfolios and make meetings more effective. Ms Thompson added that at the time of assessment between December 2008 and February 2009 the Cabinet structure had not been working effectively. The Commission had not conducted follow-up work to assess the current situation however, but felt this could be assessed as part of the Commission's Use of Resources work for 2009/10.

47.12 Councillor Mrs Theobald expressed concern that the report highlighted problems with the Council developing a more user-friendly approach to performance reporting information and Councillor Oxley stated that this had been recognised and work was in progress in this area. Ms Thompson added that she had met with the current Chief Executive and this was a clear area he was focussing on for improvement. The Assistant Director, Improvement & Organisational Development agreed that this was an area under review and was aware there was a high density of information produced by the authority that was complex for both members and members of the public.

**47.13 RESOLVED –**

1. That the report of the Audit Commission is noted; and
2. That the proposed action in response to the recommendations of the Commission as set out in the action plan, listed at appendix 1 to the Commission's report, is noted.

The meeting concluded at 6.30pm

Signed

Chair

Dated this

day of

# OVERVIEW AND SCRUTINY COMMISSION

## Agenda Item 71

Brighton & Hove City Council

**Subject:** Brighton & Hove Third Sector Recovery Plan  
**Date of Meeting:** 26 January 2010  
**Report of:** Director of Strategy and Governance  
**Contact Officer:** Name: John Routledge Tel: 29-1112  
E-mail: John.routledge@brighton-hove.gov.uk  
**Wards Affected:** All

### FOR GENERAL RELEASE/ EXEMPTIONS

#### 1. SUMMARY AND POLICY CONTEXT:

1.1 Brighton & Hove's Third Sector Recovery Plan 'Ready, Responding and Resilient' sets out the vital role that the Third Sector plays in supporting the most vulnerable citizens and communities in the City in a recession. It proposes actions that will help the third sector contribute to the social, environmental and economic health of the city.

1.2 The approach to developing the plan was presented to the June 2009 OSC meeting and this report gives the Overview and Scrutiny Commission an opportunity to comment on the draft before it is approved by the Cabinet Member for Community Affairs, Inclusion & Internal Relations and Cabinet.

#### 2. RECOMMENDATIONS:

(1) That Members consider and comment on the draft Plan.

#### 3. BACKGROUND INFORMATION

3.1 The Brighton & Hove Third Sector Recovery Plan 'Ready Responding and Resilient' is attached as Appendix 1 to this report.

#### 4. CONSULTATION

4.1 Consultation on the Draft Action Plan is set out in the body of the report.

## **5. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

5.1 The financial investment by the Council and partners in the third sector is set out in section 3 of the recovery plan. Future investment will be in line with budget strategies. The action plan does not assume any additional resources.

### Legal Implications:

5.2 The recommendation is for members to consider and comment on the draft Plan. Doing so is consistent with OSC's terms of reference. These include reviewing and scrutinising all matters relating to Community Affairs, Equalities and Inclusion.

Part 6.1, paragraph 2.1.5 of the council's constitution refers.

### Equalities Implications:

5.3 Equalities implications have been considered in the drafting of this plan and an internal Equalities Impact Assessment (EIA) will be carried out on the Action Plan prior to implementation

### Sustainability Implications:

5.4 None

### Crime & Disorder Implications:

5.5 A healthy third sector contributes towards the prevention of crime and disorder.

### Risk and Opportunity Management Implications:

5.6 There is a risk that the actions proposed will not go far enough to prevent shrinkage in third sector services and a reduction in the quality of life for some residents if the fiscal climate worsens further. However, the actions will support the third sector to minimise the impact of recession and be better prepared for the next economic upturn.

### Corporate / Citywide Implications:

5.7 This action plan supports the corporate priority to 'reduce inequality by increasing opportunity' and supports a wide range of other city strategies, for example Community Strategy, Social Enterprise, Volunteering and the wider recession actions of the council.

## **SUPPORTING DOCUMENTATION**

Appendices:

1. Brighton & Hove draft Third Sector Recovery Action Plan

Documents In Members' Rooms

None.

Background Documents

None.





## **Ready, Responding, Resilient: Brighton & Hove Third Sector Recovery Plan**

### **Section 1: Introduction**

**This plan both recognises and responds to the vital role that the Third Sector<sup>1</sup> plays in supporting the most vulnerable citizens and communities in Brighton and Hove in a recession. In addition, this plan proposes actions that will help the third sector contribute to the social, environmental and economic health of the city, from which all residents and organisations benefit.**

#### **Why have a third sector specific recovery plan?**

A struggling third sector will have a negative impact on the:

- Continuity of services and a voice for vulnerable groups
- Number of paid jobs locally
- Volunteering opportunities and the added value that this brings
- Potential partners responding to priority local needs; and
- External resources brought into the area.

Brighton and Hove Third Sector contributes approximately £96 million to the local economy annually and employs around 8,000 people, 7% of the local workforce. It provides at least 19,000 volunteering opportunities and brings significant inward investment into the city. 43% of the income to local third sector organisations comes from grants of which nearly 62% comes from outside the city (*Taking Account 2008*).

The aim of this plan is to identify and deliver a cross-sector package of measures to support third sector groups in the city, at a time when their income is falling and demand for their services is increasing. The objective is to build a more resilient third sector that is better equipped to survive an economic downturn and to rise to new opportunities in the recovery.

Critically, the plan is about identifying action that compliments, links to and does not duplicate existing activity in the city, for example the Recession Relief package for businesses, the City Employment & Skills Plan, Social Enterprise Strategy or Volunteering Strategy.

The city's Recession Task Force, led by the city council, is co-ordinating the delivery of recession-focused strategies in the city. It fully supports and endorses this action plan. It is also supported by the city's Local Strategic Partnership.

The overall impact of the recession on the third sector and the communities they serve is well documented nationally, such as significant reductions in income and increased demand for

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<sup>1</sup> Third Sector is not for profit organisations including community groups, voluntary organisations and social enterprises.

their services. Some analysts believe that the recession has peaked but experiences of the last recession suggest that impacts on public and third sector budgets will lag behind the private sector. If recovery from the recession is slow, it may take several years for the third sector to recover.

Hard evidence of the impact of the recession on the local third sector is still coming to light but it is known that there will be a variety of impacts, both positive and negative. Some organisations will fail, some will falter while others will emerge stronger. Parts of the sector are facing increased demands, others fewer. For some, income and costs will decline, for others they will increase.

One snapshot survey reveals that in Brighton & Hove approximately three-quarters of the organisations that took part in a *'Resilience and the Recession'* reported a reduction in income between April 2008 and April 2009. Nearly all the respondents anticipated that the levels of income available to the sector will get considerably worse.

As well as being a local plan *'Ready, Responding and Resilient'* has been submitted to the National Association for Voluntary and Community Action (NAVCA) to contribute towards the national picture and will inform the work of the Office of the Third Sector, other parts of central government and the Local Government Association with the intention that this will ultimately benefit the city.

## **Section 2: Local impact of the recession**

**This section describes the actual and likely impact of the recession on local third sector groups, drawing upon local and national sources of information. The key message is that the third sector will suffer in the recession but that individual organisations will experience the downturn differently. Actions to support the local third sector will need to be individual, targeted and flexible.**

### **Key Findings**

**The third sector in Brighton & Hove is experiencing a variety of impacts** linked to the recession. The sector's income does not always decrease in downturns. In previous downturns, some charities reported decreases in income, but almost an equal number reported increases and the same number again reported no change.

In Brighton & Hove approximately three-quarters of the organisations surveyed in *'Resilience and the Recession'* reported reduced income between April 2008 and April 2009 and all but one anticipated that income available will get much worse.

**Most organisations have limited assets** (or 'capital'). The sector's assets are held by a relatively small number of organisations, mostly foundations. Mid-sized organisations in particular have been unable to build significant surpluses and therefore reserves. These organisations are the most vulnerable to falls in income.

**Larger organisations are usually more capable of resilience** although some larger charities are making redundancies or scenario planning for cuts in income. However, most evidence points to the resilience of large or more established charities during an economic downturn. Resilience reflects better strategic planning, larger assets, relatively diverse income streams, and greater capacity to fundraise effectively.

**Some larger third sector groups have experienced dramatic cutbacks** and losses in the recession, for example The Shaw Trust and others heavily involved in large contracts to deliver training and job placements for unemployed people.

**Smaller organisations are the most likely to suffer hardship.** A recurrent message from umbrella bodies is that in a recession the strong get stronger and the weak get weaker. Larger organisations typically have wider resources to draw upon, including larger financial reserves. They are also more likely to have professional fundraisers, campaigners, and volunteer co-ordinators who can respond to shifting needs.

**Some smaller third sector groups will successfully adapt to change** as they are 'light on their feet' and move fast. Others lack the capacity to deal with increased financial or service pressures. This is of particular concern for the specialist services, innovation and campaigning that small third sector groups excel at. Vulnerable groups include those empowering and supporting minority communities and issues at grass roots level.

## What is happening to third sector income?

- **Public sector funding is crucial**, accounting for 36p in every £1 raised by the third sector. Evidence suggests public sector funding falls in a recession.
- **A reduction in public funding is the most cited problem** in a recent survey of local Third Sector Organisations<sup>2</sup>.
- **Charitable giving from individuals does not always fall in recession.** There is evidence from both the UK and US demonstrating that recession simply slows the rate of increase in giving. Just as giving has failed to keep pace with increases in GDP, it will probably not fall proportionately as GDP contracts
- **Donor attitudes and habits can change in recession.** A drop in donor income is a significant loss to third sector organisations as the difference is not likely to be made up for some time once donors re-establish their giving.
- **Corporate giving varies with economic performance** and falling profits may generate a reduction in corporate giving. Such giving is more closely related to economic performance than to the wider economic climate, with corporate donations in the UK having increased steadily over time. The supply of corporate volunteers may, however, increase.
- **Charities' investment income is linked to the value of assets and interest rates.** The value of legacies falls in line with property prices and investment portfolios. Falls in investment income hits trusts and foundations hard and local third sector groups say that income from trusts is more difficult to access. However, the Association of Charitable Foundations says that trust giving is cushioned by long-term investment policies, reserves and endowments. More investment approaches from trusts and foundations may benefit social enterprise activity at the expense of more conventional revenue grants. **Organisations dependent on membership subscriptions may suffer**, for example, parents and toddler groups, sports and recreation groups, will see their income reduce as households cut back their expenditure.

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<sup>2</sup> *Resilience and Recession: How is the Third Sector Managing?*, 2009, Jim Simpson Consultancy and Community & Voluntary Sector Forum

- **Local third sector groups are prudent in managing less income** in downturns. Very few are reporting a deficit. However, the local sector has seen significant number of redundancies with a few groups reducing wage levels.<sup>3</sup>

### What is happening to third sector staff and volunteers?

- **Some organisations are cutting staff, but this is not widespread.** Staff costs represent almost 50% of total third sector expenditure and there is evidence of some third sector groups making redundancies. According to NCVO research 20% of third sector groups anticipate redundancies in the medium term. In Brighton and Hove this would equate to around 1,600 jobs.
- **Some groups are freezing or lowering wages** or putting staff on short term contracts. The third sector needs to avoid driving down wage levels if it is to avoid the longer term detrimental effect of recruiting the skilled staff they need to recover.
- **Job losses in social care contracts may be limited** and there is a concentration of third sector staff in this area. Rising unemployment may place downward pressure on costs
- **Skills gaps and shortages seen in recent years may ease** as there is more competition for jobs. Local third sector organisations are reporting that job enquires and applications are higher in 2009 than in 2008. However, more specialist jobs are difficult to recruit to, possibly due to individuals currently in employment not wishing to risk a move.
- **The impact on volunteering is mixed.** Local third sector groups say that the availability of volunteers is buoyant and the variety of skills has increased. Organisations with well established volunteering schemes are reporting improvements in retention of volunteers
- **Many organisations are experiencing budget pressures,** making it difficult to recruit and train volunteers. There is a latent resource for the sector that is not being fully utilised. High numbers of potential volunteers presents the third sector with an opportunity to develop its workforce of the future, as many develop into paid workers.
- **Historically, the third sector is a training ground** for individuals needing to learn new skills, either to return to work or to access employment in changing labour markets. With stretched resources third sector organisations are unable to provide as many opportunities.

### What is happening to demand for third sector services?

- **The impact of the downturn on third sector services is uneven** across the diversity of the sector. Demand can change up or down depending on service specialism or location.
- **Demand for advice, information and support on debt, employment, training, re-possession and social enterprise is increasing.** There is likely to be more demand for third sector services in mental health, family breakdown, domestic violence and alcohol and drug dependency. 60% of organisations responding in *'Resilience and Recession'* reported an increased demand for their services, 40% reported demand remaining static.
- **Other groups are experiencing a reduction in demand,** such as fee-charging leisure and cultural activities.
- **The capacity of some providers to meet increased demand is limited** for several reasons. In some cases providers do not have sufficient funding or staff. One local

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<sup>3</sup> Ibid p.6

advice agency is turning away ten people a day as it does not have the resources to meet increased demand. Another organisation cannot place people into jobs as vacancies in relevant job markets have dried up.

- **There will be mixed impact of public spending cuts on the third sector.** Some third sector groups will be able to offer competitive services with the added value of volunteers and strong service user involvement. Other services may be kept 'in house' by public bodies trying to avoid redundancies or cut if they are not a statutory responsibility to deliver.
- **The third sector prevents and reduces demand on public services** but third sector groups need to work with commissioners to demonstrate the financial value of such prevention if it is to survive a harsh financial climate.

***Local sources of information used:***

- CVSF position statement: *'Impact of the recession on the local community and Third Sector'* (May 2009)
- Chief Executives (Third Sector infrastructure organisations) meeting (May 2009)
- Cross-sector conference *'Don't Get Burn: protecting the city from the heat of the recession'* (June 2009)
- *'Resilience and the Recession: How is the Third Sector Managing'* (June 2009)

***National sources:***

- *'Backing Communities: Local Solutions'* (Local Government Association, February 2009)
- *NCVO website*

## Section 3: Responding to the recession

**A number of actions to support the local third sector in the recession are already in place but much more can be done. This section describes some of the work in progress and proposes a number of actions to increase resilience and help the sector prepare for new opportunities and recovery.**

The council, local NHS, wider public sector, business and the third sector itself already provides significant support to local third sector groups. The council provides an **annual and three year strategic grants programme** together worth over £1.5m per year and commissions the third sector to deliver £500,000 of **community development and 'stronger communities' support** across the city. In addition, the council invests over £25 million per year in third sector service contracts in areas such as housing support, adult social care and youth services.

In March 2009 the council invested £75,000 from grants contingency to **kick start** action on some immediate recession concerns for the third sector and local residents. These grants supported:

- **Debt advice** to residents delivered by local third sector advice agencies;
- **Specialist capacity building** support for local groups, including specialist Human Resource (HR) support;
- **Promotion of local Credit Union** savings and loans to help keep residents out of the hands of loan sharks and provide small scale savings accounts;
- **Development of the city volunteering strategy** with local businesses on employee volunteering, skills diversification and temporary secondments.

In addition the council is exploring the scope for **asset transfer** from the public and private sectors to the third sector. This could increase the scope for under-used land and buildings in the city to be put to more productive use and improve the viability of local third sector organisations.

The Sussex Community Foundation (SCF) is building an **endowment fund** to benefit local third sector groups in Sussex, including Brighton & Hove. This fund provides an opportunity to build an endowment, for every £1 donated SCF receives £2.56 because of tax relief and match funding from government. The council is looking at the feasibility of council staff being offered the opportunity to give through payroll.

The council is working with public and third sector partners to make **procurement and commissioning opportunities more accessible** to local third sector organisations. The actions include:

- Drawing up a matrix of third sector income in the city, in partnership with the NHS and a cross-sector steering group. This will form a baseline from which all sectors will gain improved intelligence to inform future commissioning;
- Working with smaller third sector groups to increase their capacity to compete for contracts, through consortia, merger and/or partnership development;
- Working with local commissioners to improve their knowledge and understanding of third sector service providers in the city.

The ChangeUp Consortium, made up local third sector infrastructure groups, is looking at ways of improving **fundraising advice** available in the city and to contribute to discussions with local funders through a Funders Forum. ChangeUp

members also provide a wide range of other support services to local third sector groups, some funded by the national **CapacityBuilders** programme.

The NHS provides small grants to local third sector groups through its '**Healthy Neighbourhoods**' funding. On a larger scale, the NHS buys a range of health services from the third sector and has recently consulted upon its' future commissioning arrangements. These will include greater opportunities for social enterprise as part of a 'world class' commissioning regime.

Many other **public bodies** also commission significant third sector services in the city, including the Department for Work & Pensions (DWP), Legal Services Commission (LSC), Learning & Skills Council (LSC), Ministry of Justice (MoJ), the Treasury and the European Union.

For **social enterprise**, specialist support is available from Business Link and from networks in the city run by the Business Community Partnership and others. Wider support to the third sector is provided 'in kind' by volunteers and *pro bono* arrangements with local companies.

## Priority Actions

**In light of existing activity and in response to the research and findings outlined above, the following priorities have been identified as a means by which the third sector and its partners can build on the strengths of the sector, protect against threats from the recession and capitalise on opportunities now and into the future.**

### Equalities

For all the actions identified, there are equalities issues to be addressed to make the plan holistic and inclusive. Actions need to reach relevant communities of interest and identity as well as more deprived communities and areas of the city. Actions also need to reach small groups and larger organisations delivering key services. To this end, an **equalities impact assessment (EIA)** will be undertaken on this Plan;

## *Three areas for priority action in 2010*

### Finance

### Human Resources

### Capacity

#### Priority 1: Finance

**Key Issue: Diversify income and improve financial management**

#### Key actions:

**Lead**

1. Increase fund raising, business planning and financial management support including trading & tendering

ChangeUp

- |  |                  |
|--|------------------|
| 2. Support third sector involvement in procurement & commissioning including learning on consortia | ChangeUp/<br>PSB |
| 3. Convene local and regional Funder Forum   | BHCC             |

## **Priority 2: Human Resources**

***Key Issue: Recruit, Retain & Support paid and unpaid staff***

### **Key actions:**

- |  |              |
|--|--------------|
| 4. Increase support for recruitment and retention of staff and volunteers including peer support for key staff | ChangeUp     |
| 5. Implement city volunteering strategy including council volunteering scheme                                  | Impetus/BHCC |

## **Priority 3: Capacity**

***Key Issue: Support to services and communities in most need***

### **Key actions:**

- |   |           |
|---|-----------|
| 6. Benefit take-up campaign                 | BHCC/ASSG |
| 7. Credit Union campaign                    | ESCU/BHCC |
| 8. Increase support to high demand services | ChangeUp  |

## **Cross Cutting Project**

Brighton & Hove City Council is exploring the development of a cross cutting project with partners to support four key actions in this plan:

- Benefits take-up campaign
- Credit Union campaign
- Funding Advice
- Council Volunteering programme



## Section 4: Action Plan

<b>Finance</b>					
<b>Action</b>	<b>Outcome</b>	<b>Timescale</b>	<b>Lead</b>	<b>Partners</b>	<b>Resources</b>
<b>1.</b> Fund raising and financial management support  <b>2.</b> Procurement & commissioning support  <b>3.</b> Convene Funder Forum					
<b>Human Resources</b>					
<b>Action</b>	<b>Outcome</b>	<b>Timescale</b>	<b>Lead</b>	<b>Partners</b>	<b>Resources</b>
<b>4.</b> Increase support for recruitment and					

retention of staff and volunteers					
5. Implement city volunteering strategy including council volunteering scheme					
<b>Capacity</b>					
<b>Action</b>	<b>Outcome</b>	<b>Timescale</b>	<b>Lead</b>	<b>Partners</b>	<b>Resources</b>
6. Benefit take-up campaign	Inflow of benefits for people on low income				
7. Credit Union campaign	Affordable loans and savings				
8. Increase support to high demand services	Resilient third sector delivering key services				

### Monitoring Arrangements

- Progress on this action plan will be reported to the Stronger Communities Partnership (SCP)
- An equalities impact assessment (EIA) will be carried out by the city council and CVSF.

# OVERVIEW AND SCRUTINY COMMISSION

## Agenda Item 72

Brighton & Hove City Council

**Subject:** Comprehensive Area Assessment 2009  
**Date of Meeting:** 26 January 2010  
**Report of:** Director of Strategy & Governance  
**Contact Officer:** Name: Barbara Green Tel: 29-1081  
Tom Hook 29-1110  
E-mail: barbara.green@brighton-hove.gov.uk  
tom.hook@brighton-hove.gov.uk  
**Key Decision:** No  
**Wards Affected:** All

### FOR GENERAL RELEASE

#### 1. SUMMARY & BACKGROUND

- 1.1 This is the first year of Comprehensive Area Assessment (CAA) judgements. Attached in Appendices 1 & 2 are the final published versions of the Area and Organisational assessments. These were published on 9 December 2009.
- 1.2 The information contained within the CAA reports will help Overview and Scrutiny Committees in prioritising agenda items.

#### 2. RECOMMENDATIONS:

- 2.1 That the Overview and Scrutiny Commission:
- a) Notes the findings and judgements contained within the Comprehensive Area & Organisation Assessment reports
  - b) Asks Overview and Scrutiny Committee Chairs to take account of the CAA report and action plan when developing work-programmes

#### 3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

##### Area Assessment – summary of findings

- 3.1 Overall the assessment is very positive, highlighting good partnership working delivering outcomes locally, particularly in terms of the night time economy and reducing crime.
- 3.2 The report proposes to award a green flag for partnership working reducing youth disorder and improving the security and quality of life for people in the city at night time. The green flag reflects innovative practice and positive outcomes locally.

- 3.3 The report also identifies areas in need of improvement, these include;
- Numbers of people on JSA and numbers of children living in poverty
  - Health inequalities – men die earlier on average than elsewhere in comparable areas
  - Drug misuse, hospital admissions due to alcohol related problems and suicide rates are highlighted as areas of concern
  - Improve academic results of young people at age 16
  - Improve the delivery plan to ensure it reflects activity on how we are strengthening our communities and involving people; sustainable transport and delivering quality services
- 3.4 The thematic partnerships and PSB will review these areas for improvement and ensure that where necessary the Delivery Plan is strengthened and the focus increased on areas in most need of improvement.
- 3.5 The report also includes a red flag on housing, specifically performance against the decent homes standard for council housing stock. The red flag reflects the Audit Commission's (advised by the Housing Inspectorate), opinion that our approach on decent represents an 'unmanaged risk' and poor performance. Despite robust challenge by the council and its partners, it remains the Commission's view that achievement of the decent homes standard (DHS) by 2013 remains 'uncertain' and that 'the council and its partners need to do more to ensure contingency plans are on place so that minimum standards are met at the earliest opportunity'.
- 3.6 Decent homes performance continues to be regularly review by TMT and Cabinet to ensure that the rate of improvement continues to deliver.

### **Organisation Assessment – summary of findings**

- 3.7 The Organisation Assessment combines and summarises the Ofsted & Care Quality Commission assessments and provides and an overall judgement for the city council, that we are 'performing well'. This is broken down into a managing performance and use of resources scores. We have been assessed as 'performing well', with the following breakdown:

*1 = Performs poorly 2 = performs adequately 3 = performs well 4 =performs excellently*

Managing performance	3 out 4
Use of resources	3 out 4
Managing finances	3 out 4
Governing the business	2 out 4
Managing resources	3 out 4
Service assessments	
Children's services	Performs well
Adult social care services	Performs well

- 3.8 The assessment highlights many areas of good performance including; providing good quality services for older people, the children's homes and fostering agency are highlighted as providing an outstanding service, work to support local business, improvement in numbers of young people not in employment, education or training (NEETs) and high levels of satisfaction with the city as a place to live, with a strong reputation for celebrating diversity.
- 3.9 Managing our resources, finances and performance were all assessed as performing well. Governing the business was assessed as performing adequately, data quality and the level of challenge by scrutiny areas were highlighted as needing improvement.
- 3.10 The report recognises the continuing progress the council has made providing value for money and has clear plans in place for taking this work forward and has set challenging targets for the next few years.

**4. CONSULTATION:**

- 4.1 The Management Team and Directorate Management Teams have been consulted on the new national indicator set and on introduction of the Comprehensive Area Assessment.

**5. FINANCIAL & OTHER IMPLICATIONS:**

Financial Implications:

- 5.1 The CAA is of significant reputational importance to partners, stakeholders and investors. The findings and judgements maintains the council's reputation as a well-managed organisation that makes good use of its resources, including those invested with and by partnering organisations. The council with partner organisations will review resources and performance in those areas identified as in need of improvement. Performance against the national indicator set will be reflected in the level of LAA Reward grant that is attainable subject to satisfactory progress.

*Finance Officer consulted: Anne Silley Date: 14/12/09*

Legal Implications:

- 5.2 There are no legal implications arising from this report.

*Legal Officer consulted: Elizabeth Culbert Date: 16/12/09*

Equalities Implications:

- 5.3 The proposed new performance management framework aims to incorporate monitoring of progress against equalities and inclusion outcomes in the city.

Sustainability Implications:

- 5.4 The proposed new performance management framework aims to incorporate monitoring of progress against sustainability outcomes in the city.

Risk and Opportunity Management Implications:

- 5.5 The management of performance is important and contributes to avoiding the risk that the council's improvement priorities will not be delivered. Progress against performance indicators informs our risk and opportunity management assessments.

Crime & Disorder Implications:

- 5.6 Reducing crime and disorder is a central theme of the Corporate Plan and the Local Area Agreement and monitoring progress against these outcomes is a key element of the proposed new performance management framework.

Corporate / Citywide Implications:

- 5.7 Cabinet and The Management Team will continue to have a Performance Focus sessions, this is recognised as good practice and allows for both a quarterly overview of the organisation performance against the LAA and more spotlighted discussions on areas that require additional discussion. These discussions will feed into the service planning timetable and establishment of a new corporate plan in the future. This work will drive local improvement in the future and meet the requirements of the CAA framework.

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Comprehensive Area Assessment report
2. Comprehensive Organisation Assessment report

### **Documents In Members' Rooms**

None

### **Background Documents**

None

# Brighton and Hove

## Area Assessment

Dated 9 December 2009



**oneplace**

for an independent overview  
of local public services

## Contents

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- Reducing crime and improving safety
- Improving health and well being
- Improving housing and affordability
- Strengthening communities and involving people
- Promoting resource efficiency and enhancing the environment
- Promoting sustainable transport
- Providing quality services



## Brighton and Hove at a glance

This independent assessment by six inspectorates sets out how well local public services are tackling the major issues in Brighton and Hove. It says how well they are delivering better results for local people and how likely these are to improve in future. If, and only if, our assessment shows that the following special circumstances are met in relation to a major issue, we use flags to highlight our judgements. We use a green flag to highlight where others can learn from outstanding achievements or improvements or an innovation that has very promising prospects of success. We use a red flag to highlight where we have significant concerns about results and future prospects that are not being tackled adequately. This means that local partners need to do something more or different to improve these prospects.

### Green flags - exceptional performance or innovation that others can learn from

-  Green flag: Partnership working reducing youth disorder and improving the security and quality of life for people in the city at night time

### Red flags - significant concerns, action needed

-  Red flag: Council homes not meeting basic standards

## The local area

Brighton and Hove City is located on the south coast of England. About 250 000 people live in the city and the number is increasing. The population is generally young and diverse and many people were born outside England. The city is home to two universities and there is a large student population. People are attracted to the city because of its vibrant and varied culture and its seaside location close to London. Nestled between the coast and the South Downs, it is home to the Brighton Pavilion and it hosts some of the largest festivals in England.

Many people in the city are highly qualified but the local economy is dominated by many low skill jobs. Admissions to hospitals related to alcohol, suicide rates and mental illness are high compared to other areas.

The city council, public services, voluntary organisations and businesses work together to improve the quality of life for local people. They have agreed on priorities they will tackle and have set targets for improvement.

The next section tells you how Brighton and Hove's public services are doing in each of their local priority areas.

## How is Brighton and Hove doing?

### Promoting enterprise and learning

Partners understand the local economy well. They have worked closely together to help local people and businesses through the recession. For example, they have set up business clinics and offered free training for people who have lost their jobs. Many residents are well educated and student numbers are high with two universities in the city. There is a strong financial and business service sector but many jobs are low skilled. Partners understand this and work hard to solve the mismatch between skills and demand across the city. But there is more to do including improving the school results of young people at age 16.

### Reducing crime and improving safety

Partnership working has reduced youth disorder and made the city a safer place at night. There is much that others can learn from and we have included a green flag to share the learning .

### Improving health and well being

The health of people in the city is varied. Men die earlier on average than elsewhere and there are more early deaths from cancer. Partners show strong commitment to tackling the variations in health across the city and they target their effort where it can have most impact. But there is much more to do - drug misuse, hospital stays related to alcohol and suicide rates are high. Partners need to set clearer targets for the future to ensure they make a real difference.

### Improving housing and affordability

The city has high house prices. Partners work well to provide homes that local people can afford to buy or rent and to reduce homelessness.

But almost half of local council homes fail to meet minimum government standards. This poor performance means that about 6,000 council homes do not have basic quality of facilities such as modern kitchens and bathrooms, proper heating and insulation. This affects significant numbers of people in the city many of whom already suffer disadvantage for example through unemployment and ill health. The Council decided to transfer council homes to a housing association but a tenant ballot in 2007 rejected this option. It has worked hard since then to involve tenants in decisions over the future of the housing stock. However, it is clear the government's target for achieving the decency standard by 2010 will be missed, largely due to lack of progress in finding a workable solution.

Large amounts of money are needed to fund the work required to bring

homes up to an acceptable standard. There has been recent progress with plans but major uncertainties remain. This means that the projected achievement of minimum standards by 2013 is not certain. The Council with its partners needs to do more to ensure contingency plans are in place so that minimum standards are met at the earliest opportunity.

## Strengthening communities and involving people

High numbers of residents believe that people from different backgrounds get on well together. This is important in a diverse city with a rich mix of communities. The city has an international reputation for celebrating diversity and this is part of its attraction to residents and visitors. The strong role of arts and festivals contributes to the sense of belonging. For example the city is home to many well-known festivals such as 'Pride'. But the partnership does not receive much information about this priority. It needs to set out its expectations clearly and track success.

## Promoting resource efficiency and enhancing the environment

Partners are saving energy in many ways but carbon dioxide emissions are not falling quickly enough to meet local targets. There are many examples of energy saving - such as electric vehicle charging points on the city streets.

Residents think streets are clean. There has been a successful focus on reducing graffiti and litter. The amount of waste collected is not falling as quickly as some other areas. The city has many fine buildings and conservation areas. Local people are being consulted on plans for the future. Partners need to align plans for new homes and jobs with protecting the natural environment.

## Promoting sustainable transport

The city needs effective transport to make sure that local people and visitors can move around the city. Local people are using buses more and they are cycling and walking more. The new transport plan needs to clarify the way forward. Partners need to find ways to set clear measures of success against which they can track progress.

## Providing quality services

It is not clear what this priority delivers for local people. It is more about how effective organisations are than what partners can do together. Partners need to consider what is gained by having this as a priority.

## About Brighton and Hove

A recent survey shows that in Brighton and Hove 86 per cent of people are satisfied with their immediate local area as a place to live. This is higher than the average for similar areas and higher than the national average of 81 per cent.

Brighton and Hove is a diverse and dynamic city that attracts a rich mix of people and communities. It has an international reputation for its culture, arts and festivals. Its seaside location near London makes it attractive to more than eight million visitors a year. Nestled between the coast and the South Downs, it is home to the Brighton Pavilion and it hosts some of the largest festivals in England. These include the Brighton Festival - the largest arts festival in England - and the Pride Festival, the country's largest festival for lesbian, gay, bisexual and transgender people.

It has a growing and varied population of about 250 000. Unlike neighbouring towns - which are home to growing numbers of older residents - the city has a high proportion of people of working age. There are many students. Many people were born outside England and there are many workers from eastern European countries. There are many people who are lesbian, gay, bisexual or transgender (LGBT).

Many areas of the city are prosperous but some parts are among the most deprived ten per cent in the country. The number of people on Job Seekers Allowance is high in some parts of the city and more than 20 per cent of children live in households with no working adults.

Local people are generally less healthy than elsewhere in England. Men and infants are likely to die earlier than in other parts of the region and there are more early deaths from cancer than the England average. More people are admitted to hospital because of alcohol than in other areas and suicide rates and rates of mental illness are high.

There is a mismatch between the skills of local people and the needs of the local economy. Many local people are highly qualified compared to other places but there is a lack of high skilled, well paid jobs. People choose to live in the city because of its many attractions and take jobs that do not fully use their skills or commute to London. This means that many lower skilled jobs are not available for the people who have few skills.

The city is a hub for future growth and 11 400 new homes are to be provided in the next 20 years. House prices are high and there is a shortage of family homes. There is a need for more homes that people can afford to buy or rent and a broader mix of homes. There are good transport links to London and a well-developed public transport network.

The city council, public service providers, voluntary organisations and businesses work together to improve life for local people and they set targets for improvement. Through the 2020 Partnership they have agreed eight priorities that they need to tackle: Promoting enterprise and learning; Reducing crime and improving safety; Improving health and well being; Improving housing and affordability; Strengthening communities and involving people; Promoting resource efficiency and enhancing the environment; Promoting sustainable transport; and Providing quality services.

These priorities are set in a Sustainable Community Strategy called 'Creating the City of Opportunity'.

## How well do priorities for Brighton and Hove express community needs and aspirations?

Partners work well together and with local people to understand the needs of the city. There are good examples of partners listening to the views of local people. For example, children and young people - including those whose situations make them vulnerable - are involved in decision making and their views on services help to improve things further.

The key challenges for the city include providing the right types and numbers of homes, adequately protecting the beauty of the natural landscape and ensuring local jobs meet the needs of local people. These challenges are well understood by partners and reflected in the sustainable community strategy called 'Creating a City of Opportunity'. The choice of priorities was made after local people were asked for their views. A comprehensive review of inequalities looking at the variations in disadvantage across the city. This has helped partners to understand local needs including the needs of people who suffer disadvantage through, for example, ill health or poverty. They are using that review to make sure that they target their work where it is likely to have most impact.

Partners are currently reconsidering the choice of local priorities and working hard to ensure that the views of local people, including harder-to-reach communities, are taken into account. They are organising meetings with local groups and arranging public events to ensure these views are heard. This includes talking with specific groups such as lesbian, gay, bisexual and transgender people.

Partners work well together. The city council, public services, voluntary organisations and businesses work together through the 2020 partnership. Relationships are mature and leadership is strong. Its debates are open to the public and each meeting debates a topic of local interest in a way that enables local people to shape decisions. Its website is user friendly and enables local people to know what partners are doing to improve the city.

There are many voluntary organisations in the city. They play a key role in deciding what is important and improving the quality of life for local people. Their role is respected by partners. The local Arts Commission is a partner reflecting the influential role of the arts in delivering local priorities.

Partners have agreed a set of targets through the Local Area Agreement. They have agreed many local targets in addition to those required by central government. Partners are starting to study regular reports on progress. These reports are well laid out and use a colour-coded dashboard to show which targets are on track and which are not. But the picture of performance is not consistent. Some priorities have clear shared plans and targets. Others do not.

For example, the partnership does not receive a clear picture of progress for its priorities for sustainable transport and quality services. This means that some priorities get more attention than others. It also means that partners can't be sure that they are providing value for money or that they are making a real difference to local people through working together to tackle all priorities.

## Promoting enterprise and learning

Historically the city's economy has performed strongly seeing significant falls in employment and rises in average earnings. There has however been virtually no change in the employment rate due to the high and increasing numbers of working age residents in the city.

The city has a strong financial and business service sector but many jobs are low skilled and average wages are low. Many residents are highly educated and student numbers are high with two universities in the city. The result is a mismatch between skills and demand across the city's economy. There are not enough higher skilled jobs to match the skills of local people. People commute to London or take lower paid jobs because they find the city an attractive place to work or live.

Partners understand the local economy well. They understand the need to ensure that the city stays attractive to people and businesses and that housing and space for business development meet local needs.

They have agreed as an aim 'to provide a wide range of job opportunities, supporting businesses to grow, encouraging investment, innovation and a healthy, sustainable economy actively promoting learning and training opportunities for all.'

The most pressing issue recently has been understanding and responding to the economic downturn.

The recession has not hit employment as much as feared. But some local targets - to reduce numbers of working age people claiming out of work benefits and gross value added per head of population - are unlikely to be met. Partners are monitoring trends closely. Partners have worked closely together to help local businesses. For example they have set up business clinics and free training for people who have lost their jobs, trained council officers to signpost available advice services, raised awareness of business rate relief for small businesses (targeting more than 1100 local businesses). They have also promoted a 'be local - buy local' campaign to encourage local trade.

Partners understand the risks if unemployment rises further and the knock-on effect for families and communities. They are monitoring trends to pick up any evidence of a second wave of recession.

Providing enough jobs and homes whilst protecting the natural beauty of the landscape is a challenge. The city council is currently consulting on its plans for future development set out in the core strategy. Aligning this with refreshed partnership priorities will be an important step in setting clear local priorities

for partners going forward.


The city's economy goes beyond the city boundaries. There are examples of how partners work well with neighbours but few practical results for local people.

Educational standards need to improve further. Most young children progress well during their early years. At the age of 11 children achieve similar results to elsewhere. Asian children and those of mixed heritage do well at age 11 but achievement by Black children is low by national standards. At 16, fewer young people achieve 5 good GCSEs including English and mathematics when compared to similar area or the country overall and the rate is not improving as quickly as in some other areas. Also, fewer than average young people achieve 2 or more good GCSEs in science subjects. Improving the quality of secondary schools and young people's achievements at age 16 is a key challenge for the city. Results differ across schools and less than half of secondary schools in the area are good or better. Fewer than average secondary schools have a good standard of behaviour. Persistent absence is however reducing well particularly in some targeted schools. Numbers of children permanently excluded from school is low. Achievement by Black young people is improving well at age 16 and outcomes for different minority ethnic groups are as seen elsewhere. There are no significant differences in achievement between children and young people from low income families and others at ages 11 and 16 when compared to similar areas. Gaps in achievement between children and young people from low income families and others are not narrowing however.

Children's homes in the area as well as the local authority fostering agency are outstanding and the adoption agency is good. These services help children and young people whose circumstances make them vulnerable very well. But those in foster care arrangements need to have more stability by not moving so often. Results for children with special needs are about average compared to elsewhere.

Partners help children and young people to develop the skills and knowledge they need to work. Numbers of 17 year olds in education or training is higher than average and improving slightly faster than elsewhere. The city has fewer good or better school sixth forms than other places - although most young people who are studying for A-levels attend one of the two good sixth form colleges which serve the area. Numbers of young people not in education, employment or training is slightly higher than average. More young people however are achieving appropriate skills and qualifications by the age of 19 and the rate is increasing. More young people from low income families than average progress to higher education.

## Reducing crime and improving safety

 **Green flag: Partnership working reducing youth disorder and improving the security and quality of life for people in the city at night time**

The city is a safer place at night because partners are reducing disorder through an impressive package of action, which other resort towns could



learn from. Key measures include an award winning approach to helping people safely enjoy pubs and clubs, a strong approach to hate crime, a quick response to youth disorder, and support to the most disruptive families to turn their lives around. Residents are less concerned than they were two years ago about people being drunk or rowdy or using drugs in public places. At 86 per cent, the percentage of people who are satisfied with Brighton & Hove as a place to live is high compared with similar places.

Partners have worked together to make the city centre a safer and more enjoyable place to be at night. The partnership approach to managing the impact of pubs, clubs and restaurants is very effective and won national acclaim in 2008. Night time violence and disorder associated with drunken behaviour has reduced over the past year. The number of assaults in the city fell by 14 per cent compared to 6 per cent in the south east overall. Practical measures include a night time bus service to clear crowds from the city centre and make people feel safer. A red and yellow card system is operated by around 190 licensed premises across the city, and can result in those acting in a disorderly way being excluded from all venues.

Brighton & Hove is a diverse city, and so tackling racist and religiously motivated incidents including hate crime against lesbian, gay, bisexual, and transgender people is a priority. Partners work with local community representatives through casework panels to solve local problems and provide support for those affected. This contributes to the high numbers of local residents in a recent survey who believe people from different backgrounds get on well together and that they treat each other with respect.

Operation Park successfully targets youth disorder. High visibility patrols are backed by close working between the police, the youth offending service and the children's services. Since June 2008 575 young people have been stopped as potentially involved in anti-social behaviour. The parents of all those stopped were contacted and not one of the young people concerned has been taken to court, as help was given to change their behaviour.

A project aimed at reducing the number of anti social behaviour complaints made against particular families in the city where there is a child at risk of offending has been introduced. A project working with families known for anti-social behaviour is having a positive impact not only for the families concerned but in reducing tensions amongst neighbours. Complaints against the families reduced by 79 per cent. This programme looks not only at the individual young person but the family environment.

The successful approach is founded on a history of strong partnership in reducing crime together.

## Reducing crime and improving safety

Partners have agreed a priority for the city to be 'a place in which children, young people and adults can feel safe and at ease by reducing crime and fear of crime (especially violent crime and crime in public places), antisocial behaviour, racially motivated and homophobic crime and by tackling drug and alcohol related crime'.

Overall crime in the city is below average for similar places, as is concern



about anti-social behaviour. Crime rates reduced last year. All local targets set by partners are on track except convictions for prolific and priority offenders.

There is well established partnership working that has been built up over time. Community safety teams include staff from key partners including social care, police, probation, third sector, health, youth offending. This ensures a strong local focus and sharing of information across partners. There are many examples of successful partnership initiatives that are having an impact for local people.

Partners engage well with local people - including minority communities. The 'safe in the city' website is user friendly and provides much information for local people. Local action teams bring partners together at the local level to discuss issues raised by residents and traders and find solutions. These teams feed into city wide joint action groups and inform strategic decision making. Local people therefore help find direct solutions to local issues as well as influencing broader decisions about future policy.

Whilst the target for reducing reoffending by the group of offenders identified as of most concern has not been met, partners have worked together closely to understand why this has been the case, as previous results had been good. A revised approach has been put in place including changes to record keeping and more resources directed at the highest risk offenders. Prospects for future improvement appear good.

Operation Reduction tackles class A drug supply through mapping and disrupting organised crime and increasing the availability of treatment services. Young people however report substance misuse to be higher than in similar parts of the country.

The Council and its partners work well to protect children and implement child protection arrangements. The numbers of young people offending, and those re-offending dropped in 2008/09. Re-offending rates are low but more young people than average are sentenced to custody. Too few young offenders are involved in appropriate employment, education or training and the situation is not improving quickly enough.

Road safety has improved. For example the numbers of children and young people killed or seriously injured on the city's roads fell from 17 in 2006 to 13 in 2008.

## Improving health and well being

The health of people in the city is varied. Men die earlier on average than elsewhere in England and there are more early deaths from cancer. People who are disadvantaged - for example, by poor housing conditions or poverty - tend to have the poorest health. Men in the most deprived areas of the city tend to die nine years earlier than elsewhere and women five years earlier.

Drug misuse is worse than the average for England. Hospital stays related to alcohol misuse are high and suicide rates are amongst the highest in the country. Child poverty is worse than the south east England average.

However, during the past ten years early death rates, including from heart disease and strokes, have decreased. The number of obese adults and the proportion of people diagnosed with diabetes are lower than elsewhere. Obesity among very young children is lower than average but by the time they leave primary school is the same as elsewhere.

Almost 80 per cent of local people say their health is good or very good, according to a recent survey.

There is more to do to offer high quality health services for all people across the city. The quality of healthcare services is mixed and varies depending on where you live and where you are sent for treatment. The quality of service provided at hospitals varies from excellent to weak.

Improving health and wellbeing is a priority for partners and there is strong commitment and leadership. The city has World Health Organisation status which recognises this commitment. Partners understand that achieving good health is not just about healthcare. People who suffer poor health often suffer other disadvantages. They are often in need of better housing and struggle to get jobs because low skill jobs are taken by people who are more qualified. Before agreeing new major policies partners look at the potential health implications to try to ensure that all their policies work together to contribute to improving the health of local people. For example, they encourage walking and cycling as part of their transport priority.

Partners are working well together to tackle the variations in health across the city. There has been a thorough review of these inequalities. This review has highlighted that some people who live in well-off areas can suffer the same problems as those in poorer areas. Partners are responding by focusing more on the needs of individuals and families rather than targeting the less well off neighbourhoods. For example, family intervention programmes provide support to families that are facing a number of challenges. But partners need to set clearer targets for the future if they want to ensure they are making a difference.

Child poverty is worse than many other places in England. One in three children live in low income households and the target for improvement is not likely to be hit. But partners have clear plans to improve things and are planning to raise the profile of child poverty in the new children and young people plan. This gives confidence that future progress will be made. The number of primary aged children who are obese is about the same as similar areas. Health education and sport are provided in local schools but secondary schools do not do enough to help young people adopt healthy lifestyles.

Too many teenage girls are becoming pregnant. Reducing teenage pregnancies is a local target agreed by partners. Although numbers are falling they are not falling as quickly as elsewhere. The highest rates in the city are in the most disadvantaged areas. Partners have agreed a new strategy to reduce numbers further by, for example, making making birth control advice more widely available and targeting sexual health services at the young people in most need.

The number of people going to hospital for reasons related to alcohol is higher than the national average. Alcohol misuse, including binge drinking, is a growing problem particularly for men. The number of drug-users who inject is

relatively high.

The city has had one of the highest suicide rates in England for many years. A local audit in 2003-05 showed that a majority of people who committed suicide had also been diagnosed with mental illness and most were young white men. Partners understand these issues and work well together to tackle the causes. For example, management of the night time economy to encourage sensible drinking and supporting people who suffer mental illness. But there is more to do and we will track progress to see if plans deliver improvements.

Healthy ageing is a priority for partners. The population is relatively young compared to similar areas of England but older people make big demands on inpatient hospital services. Partners understand this and take a range of steps to keep older people healthy and independent. Social care is assisting people to live independently. Services for carers are comprehensive. Good short term home care support is helping many people to stay at home longer without needing to go to hospital. Choice of who provides care services is increasing including, for example, giving money to those who need care so that they pay for it themselves - known as 'direct payments'.

## Improving housing and affordability

### Red flag: Council homes not meeting basic standards

#### Council homes not meeting basic standards

Almost half of local council homes fail to meet minimum government standards. This poor performance means that about 6,000 council homes do not have basic quality of facilities such as modern kitchens and bathrooms, proper heating and insulation. This affects significant numbers of people in the city many of whom already suffer disadvantage for example through unemployment and ill health. Affected homes are not concentrated in one place but are scattered throughout the city's housing stock. The Council decided to transfer council homes to a housing association but a tenant ballot in 2007 rejected this option. It has worked hard since then to involve tenants in decisions over the future of the housing stock. However, it is clear the government's target for achieving the decency standard by 2010 will be missed, largely due to lack of progress in finding a workable solution.

Large amounts of money are needed to fund the work required to bring homes up to an acceptable standard. The Council plans to fund the work in two ways. First, the letting of a maintenance contract which is forecast to bring about significant savings. Second, by obtaining income from leasing up to 499 of its homes to a new organisation specially set up for this purpose. There has been recent progress with these plans but major uncertainties remain. The maintenance contract does not start until April 2010 and it is too early to say if the ambitious forecasts for savings are realistic. Government consent is required to let properties to the new organisation but this consent has not been obtained and fundamental concerns currently remain unresolved. Alternative plans to continue the scheme without Government consent are as yet untested. The current recession also makes private funding

uncertain. If the leasing option fails or the savings from the maintenance contract do not happen as quickly as planned the Council will need to find alternative ways to make up the shortfall in funds. Borrowing options are very uncertain at this time. It is not clear what impact substantial borrowing would have on the Council or delivery of partnership priorities. This means that the projected achievement of minimum standards by 2013 is not certain. The Council with its partners needs to do more to ensure contingency plans are in place so that minimum standards are met at the earliest opportunity.

## What's being done in response?

The local partnership - the council, public services, voluntary organisations and businesses - is discussing how best to make the improvements needed. This may involve the partnership doing different or additional work, or seeking help from other councils or public services, or from the public sector's own improvement agency. It may also involve an inspection by one or more of the inspectorates. We'll update this section with more detailed information when this is agreed.

## Improving housing and affordability

The aim of partners is for the city to be 'a place with a wide choice of decent housing to meet people's needs for a stable home and their ability to pay'. Most local targets are being met but too many council homes fail to meet minimum government standards, meaning many low income tenants and their families are continuing to live in unsuitable conditions.

Brighton and Hove has high house prices and high housing demand. Many local people cannot afford to buy or rent local houses. The population is growing and the city will need an extra 11,400 homes over the next 20 years. Forty per cent of these will need to be low cost for local people to buy or rent.

The Council with its partners has a good record in providing new housing that people can afford to buy or rent but demand is outstripping supply. They have good information about the condition of council homes and targets to bring empty homes back into use are being exceeded. Partners have been effective in preventing homelessness including for young people and they have made big cuts in the number of people who sleep rough on the city's streets. The Brighton and East Sussex Together Partnership (BEST) has improved housing conditions for vulnerable people who live in privately-owned homes.

## Strengthening communities and involving people

Partners have agreed a priority to make the city 'a place where communities are strong, inclusive and have opportunities to influence decision making. A place where individuals are able to take advantage of opportunities to improve their quality of life'.

The proportion of residents who believe people from different backgrounds get on well together is higher than in similar areas elsewhere in England. The city has an international reputation for celebrating diversity and this is part of

its attraction to residents and visitors. A recent survey shows that about 28 per cent of residents think that they can influence decisions affecting their local area. This is not as high as elsewhere and partners are looking to better understand this and how people can be more involved. Most children and young people are helped well to make a positive contribution to their community and take part in decision making processes - although secondary schools and the general further education colleges located in the area are only satisfactory in the way they do this.

Part of what makes the area attractive is its cultural diversity - the variety of people and communities - and the strong role of arts and culture. These attract many visitors and is a key reason why many employers and residents move to the city. The city is the home to many internationally recognised festivals. Brighton Festival is the largest arts festival in England and Pride the country's largest lesbian, gay, bisexual and transgender festival. New events continue to develop. For example, the White Nights event marking the end of British Summer Time in 2008 encouraged people to explore the city at night. It helped to dispel fear of crime and provided alternative entertainment to drinking.

Partners work well together to ensure that this culture continues to thrive. Together they devise arts projects which help meet local priorities. For example, by staging events for older people to encourage healthy living and art projects with tenants to foster pride in local estates and discourage anti-social behaviour.

Individual partners work well together to stage arts projects and festivals. The Brighton & Hove Arts Commission has a big say about the choice of cultural events and how they should be staged. Arts projects are reviewed to see how well they have worked and how they can be improved in the future. But the 2020 partnership does not receive much information about this priority. It should be clearer about what success looks like so that it can monitor whether value for money is being given. It needs to be sure that the arts and festival programme will continue to help meet local priorities by setting out its expectations clearly and tracking success.

## Promoting resource efficiency and enhancing the environment

Partners have agreed to aim for the city to be 'a place to live which is clean, attractive, uses energy and natural resources efficiently, reduces pollution, ensures the best use of land, promotes biodiversity, approves well designed developments and has accessible open space and countryside'.

Carbon dioxide emissions are not falling quickly enough to meet local targets agreed by partners. Partners understand the need to speed up progress and are putting in place steps to do more.

But there are many examples of progress in saving energy. For example, there are more than 70 car club parking spaces across the city and electric vehicle charging points are being installed.

Streets are clean according to a majority of local residents in a recent survey. Numbers of abandoned or burnt out cars on the city streets have dropped and the city council has taken focussed action to reduce graffiti and litter. Communal bins across the city are helping make the streets cleaner.

Recycling levels are lower than elsewhere and many local people say they are not satisfied with the refuse collection and recycling service. The amount of waste collected from homes is not falling as quickly as in some other areas.

The city has an attractive natural environment nestled between the sea and the South Downs. It has many fine buildings and conservation areas. The city council is currently consulting local people on plans for future development - known as the core strategy. Providing enough jobs and homes for an increasing number of residents whilst protecting the environment is a key challenge. Partners need to align plans for future development with their priorities for more jobs and homes.

## Promoting sustainable transport

The city needs effective transport to make sure that local people and visitors can move around the city. The attraction of the city as a place people want to live, work and visit is damaged if people can't move around easily. Plans to increase numbers of homes and encourage businesses into the city will increase transport needs.

Partners have agreed an aim that the city be 'a place with an integrated sustainable transport system that minimises damage to the environment and promotes walking, cycling and public transport use and contributes to a safer, cleaner, quieter city'. They understand the importance of effective transport for improving the quality of life for local people as well as for encouraging visitors and businesses.

There is much progress. Bus passenger numbers continue to increase. Buses that run all night and changes in the way travel information is given - including talking bus stops for those with poor sight - contribute to high numbers of local people using the services. This has also reduced fear of crime and cut numbers of car journeys. More people are walking and cycling and partners understand how this is improving health and helping the environment by easing traffic congestion.

Plans to develop park-and-ride and integrating various forms of transport at key sites across the city and beyond are being drawn up but they are at an early stage. These are complex decisions and partners will need to work together effectively to ensure they agree on future progress.

The 2020 partnership does not receive much information about how partners are working to improve transport and deliver this priority. Except for two targets in the local area agreement partners do not regularly consider progress. This means that partners cannot be satisfied that there is value for money and that all opportunities to improve transport are taken.

Providing sustainable transport involves complex and expensive long-term decisions. The political administration of the Council has changed since

'Creating a city of opportunity' was adopted. As the transport authority, the council needs to develop its new transport plan and clarify what it intends to do. Partners need to develop the refreshed sustainable community strategy to reflect shared priorities and ensure that there are shared plans for improvement. Partners need to find ways to set clear measures of success against which they can track progress. At the moment this priority is not given sufficient attention by partners.

## Providing quality services

A priority for partners is that the city 'be a place where residents, workers and visitors receive high quality customer focussed services'. However, the partnership does not measure how successfully it is doing this. They have not clearly set out what success looks like.

Partners need to consider what is gained by having this as a priority. It currently reads as a priority for individual organisations not partners together.



CAA looks at how well local public services, working together, are meeting the needs of the people they serve. It's a joint assessment made by a group of independent watchdogs about the performance of local public services, and how likely they are to meet local priorities. From 9 December you will find the results of Comprehensive Area Assessment on the Oneplace website - <http://oneplace.direct.gov.uk/>

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for an independent overview  
of local public services



# Brighton and Hove City Council

## Organisational Assessment

Dated 9 December 2009



for an independent overview  
of local public services

## Brighton and Hove City Council

Overall, Brighton and Hove City Council performs well

Managing performance	3 out of 4
Use of resources	3 out of 4
Managing finances	3 out of 4
Governing the business	2 out of 4
Managing resources	3 out of 4

Description of scores:

1. An organisation that does not meet minimum requirements, Performs Poorly
2. An organisation that meets only minimum requirements, Performs Adequately
3. An organisation that exceeds minimum requirements, Performs Well
4. An organisation that significantly exceeds minimum requirements, Performs Excellently

## Summary

Overall Brighton and Hove City Council performs well. The Council is providing many good services and is effective at tackling issues that are important to local people. These are: improving the job opportunities for people within the city, particularly the long term unemployed, providing good quality services for older people and the most vulnerable and supporting the city's businesses through the credit crunch. People like living in Brighton and Hove and there is a real sense of community. Councillors and staff work well together, and the Council is effective at improving things for the people of Brighton & Hove. The Council is good at managing its money and making savings

Brighton and Hove City Council scores 3 out of 4 for managing performance. It knows that keeping the streets clean, helping vulnerable people live in their own homes for longer, keeping people fitter and healthier and ensuring people are safe are important to local people and it is effective at delivering these things. The Council is working well with the police to reduce crime and anti-social behaviour and with the drug treatment services to get people who abuse drugs into treatment and then keeping them there. The Council is effective at creating new jobs through its local employment programme which is providing job opportunities for the long term unemployed. It gives support to people and local businesses that are struggling with financial problems, during the credit crunch. Nearly 5 out of 10 people are satisfied with the way Council runs things, which is above the average compared to similar authorities.

There are a few things however that the Council could do better. The Council has a high number of households in temporary accommodation, although this is reducing in 2009 and does not recycle as much as similar authorities. Secondary school education is not as good as elsewhere. There are also too

many council homes failing to meet minimum government standards, so many low income tenants and their families are continuing to live in unsuitable conditions.

Ofsted has rated the Council's children's services as performing well. There are a high number of good quality child care providers in the city, with over half of the nurseries providing an outstanding service. Primary schools provide a good level of education and support to its pupils and children at primary schools in Brighton and Hove do better than elsewhere in the country. Overall, the quality of secondary education is not as good as similar areas and one secondary school is not meeting the required educational standards. At 16, children's GCSE results are just below the national average.

Brighton and Hove has got two good six form colleges that ensure that many young people do well both in their GCE AS & A level results. The standards of school sixth forms in the city are however below the national average and need improving. More young people aged 16-18 are going into education, employment or training and young people's skills at 19 are good. Children with special needs, those from low income families, those in care and from ethnic minority backgrounds do as well at school and colleges as other similar areas.

For children and young people whose circumstances make them vulnerable, the children's homes and the fostering agency provide an outstanding service. The special schools and the adoption agency are good and the private fostering arrangements are satisfactory overall. Performance indicators show that the Council's performance in helping children in care stay safe and do well at school is similar to other areas. The Council responds effectively and quickly when children are referred to children services and the speed of assessing a child's needs is better than elsewhere.

The Care Quality Commission has rated the Council's adult social care as performing well. The Council is providing good services for the people who use the services and for the carers. Effective short term home care support is helping many people to stay at home longer and has reduced the number of adults needing longer term care. Services for carers and those who need care are comprehensive and are based on what they want. The choice of who provides care services is increasing and money - known as direct payments - is given to those who need care so that they can pay for it themselves. Carers and people who use services, including those who fund their own care, are supported by a wide range of information and advice, which includes helping people to claim all the benefits that are available to them. The Council has made big improvements in response times for requests for home care support and minor adaptations to people's homes, although the Council's performance is not as good as similar authorities. The Council works well with local business to improve employment opportunities for people with learning disabilities. The Council, together with partners, including the voluntary and independent providers are working well to ensure vulnerable adults are safe.

People like living in Brighton and Hove, feel that they treat each other with respect and feel that people from different backgrounds get on well together. A recent survey shows that 86 per cent of people are satisfied with Brighton & Hove as a place to live. Nearly 9 out of 10 residents say that people from different backgrounds get on well together and 7 out of 10 people feel that they treat each other with consideration and respect, which are much higher

than similar areas. The Council with others has a strong reputation for celebrating the diversity within the city through for example the Brighton festival and Pride the country's largest Lesbian, Gay, Bi-sexual and Transgender festival and there is a real sense of community within the city.

House prices in Brighton are high, but the Council has done well in providing 232 homes that local people can afford to buy or rent last year, which is above its target. It has also reduced the number of empty private properties in the city. The Council is confident that it will meet the government target to build 11, 400 new homes by 2026, which will include homes that local people can afford.

The Council scores 3 out of 4 for Use of Resources. The Council looks carefully at the money it has to spend, and plans activities based on this. The Council manages its money well and spends it on what matters to local people. The Council plans well which enabled it to deal effectively with a substantial equal pay claim. It sets targets to make savings and uses available information to help in making decisions on how well services are run. This is supported by a programme of service reviews that ensures that local people are getting good value for money from its services.

The Council has made sure that Councillors and senior staff are held responsible for the money they control. There are regular Council meetings where Councillors oversee budgets, and make sure that Councillors and staff are behaving properly, for example in awarding contracts or claiming expenses. The Council is making information on its performance easier to find. It is developing well the way decisions are taken, the way risks are managed and how it buys goods and services. The Council is reducing how much it pollutes the environment and is encouraging local people and businesses to do the same.

## About Brighton and Hove City Council

About 250 000 people live in the city of Brighton and Hove and the number is increasing. The population is generally young and diverse with many people born outside England and a large student population. People are attracted to the city because of its vibrant and diverse culture and its location by the sea, close to London.

Many people in the city are highly qualified but the local economy is dominated by many low skill jobs. Admissions to hospital related to alcohol, suicide rates and mental illness are high compared to other areas.

None of the political parties is in overall control. The Conservatives as the majority party controlling 25 of the 54 seats lead the Council. The Council has worked with local people and agreed five priorities. These are:

- Protect the environment while growing the economy
- Reducing inequality by increasing opportunity
- Fair enforcement of the law

- Better use of public money
- Open and effective city leadership

## Organisational assessment

### Protecting the environment while growing the economy

The Council is working with other organisations and local people to improve the city's environment. It has looked at how much it pollutes the city and is working with local people and local businesses to cut this down. It has improved the efficiency of council buildings and has reduced carbon emissions by 4 per cent, which has saved £50,000 from the Council's energy bill. The Council is working at reducing carbon emissions from vehicles by encouraging local businesses to use alternative forms of transport and it provided 10 electric vehicle charging points in 2008/09.

The Council is doing well at helping create more jobs for people in the city. The Council has worked successfully with local businesses to get people with the right skills matched to the right jobs, for example, Wired Sussex is a scheme to match media professionals with the city's digital media businesses. 50 per cent of those who took part have been offered a job. The Council with others is helping the long term unemployed and people in need get a job. The "get back to work" scheme has provided 30 work placements and 5 jobs for people claiming benefits and the local employment scheme has helped 58 local residents from disadvantaged backgrounds get a job. It also is helping local people develop the skills the city needs by employing 19 apprentices to learn the skills and trades wanted by local employers.

Local businesses are being supported through the economic recession. The Council is helping local businesses by paying what it owes them in ten working days rather than the standard thirty days, by providing business advice clinics and by visiting 1,100 small businesses to encourage them to apply for business rate relief. It has also got 170 local businesses signed up to the Be Local, Buy Local campaign,

The Council is helping local people through the credit crunch. People are encouraged to claim all the benefits they are entitled to and the Council knows that it needs to speed up how it deals with benefit claims because delays affect many people who suffer disadvantage. The Council is working with those who may be at risk of losing their homes and it has been successful in reducing the number of people becoming homeless, including young people. There has been a big drop in the number of people sleeping rough on the streets. The numbers in temporary accommodation still remain comparatively high. The Council had 366 households in temporary accommodation in 2008/09, which is way above the number in similar authorities. The Council has however reduced this to 306 households in temporary accommodation by July 2009.

House prices in Brighton are high, but the Council has done well in providing 232 homes that local people can afford to buy or rent last year, which is

above its target. It has also reduced the number of empty private properties in the city. The Council is confident that it will meet the government target to build 11, 400 new homes by 2026 which will include homes that local people can afford.

The Council is doing well at improving private sector housing. Working with others in the Brighton and Hove and East Sussex Together (BEST) partnership the Council got funding of £2.5 million which it has used to improve private housing in the city, particularly for those people who are most in need, The Council helped 748 households to be able to afford to keep their homes warm in the winter during 2008.

Almost half of local council homes fail to meet minimum government standards. The Council decided to transfer council homes to a housing association but a tenant ballot in 2007 rejected this option. It has worked hard since then to involve tenants in decisions over the future of the housing stock. However, it is clear the government's target for achieving the decency standard by 2010 will be missed, largely due to lack of progress in finding a workable solution. Large amounts of money are needed to fund the work required to bring homes up to an acceptable standard. There has been recent progress with plans to improve these home but major uncertainties remain. This means that the projected achievement of minimum standards by 2013 is not certain.

The Council is reducing the amount of rubbish it sends to landfill. The Council has slightly improved the amount it recycles, but its performance is below the national average and there is too much waste going to land-fill sites. The Council recycling rate is 29.5 per cent in 2008/09 compared to 28.39 per cent in 2007/08. A recent survey shows that the resident satisfaction with the refuse collection service, doorstep recycling and the recycling centres is below similar areas. The Council recognises the need for improvement and is therefore steadily improving the waste collection and recycling service. It has rolled out 600 communal bins in the centre of the city, which has resulted in significant improvements in street cleanliness in those areas.

Local people are satisfied with Brighton as a place to live. The Council is working with others to remove litter and grime. For example, problems with abandoned or burnt out cars now stands at 7 per cent from a high of 41 per cent in 2003. 55 per cent of local people are pleased with street cleanliness which is high compared with other places.

Public transport within Brighton and Hove is good. Overall satisfaction with the local bus service is very high. People are satisfied with the service and frequency of the buses, the quality of the information given and the number of bus stops.

## Reducing inequality by increasing opportunity

The Council is effective at reducing inequality across the city by improving the opportunities for all its children and young people and helping those adults in most need. The Ofsted rating for children's services in Brighton and Hove is that it performs well. The Council has a good understanding of the needs of local people and it has been successful in encouraging the development of more child care settings across the city. There are a high number of good



quality child care providers in the city. Nurseries are better than elsewhere, with over half of them providing an outstanding service. Childminders provide a satisfactory service overall.

Primary schools provide a good level of education and support to its pupils and children at primary schools in Brighton and Hove do better than elsewhere in the country. Overall, the quality of secondary education is not as good as similar areas and one secondary school is not meeting the required educational standards. At 16, children's GCSE results are just below the national average.

Brighton and Hove has got two good six form colleges that ensure that many young people do well both in their GCE AS & A level results. The overall quality of school sixth forms in the city is not as good as elsewhere however and needs improving. The council with others is effective at encouraging and helping school leavers at 16 to develop the skills they need for future work. More young people aged 16-18 are going into education, employment or training and young people's skills at 19 are good. The number of young people who gain Level 2 or 3 qualifications - equivalent to five good GCSEs and higher level qualifications - is significantly above the national average.

Children with special needs, those from low income families, those in care and from ethnic minority backgrounds do as well at school as other similar areas. Brighton and Hove is also seeing an increase in the number of young people from these backgrounds going into higher education, such as universities.

The children's homes and the council's fostering agency are outstanding and support children and young people whose circumstances make them vulnerable very well. The special schools and the adoption agency provide a good service and the private fostering arrangements are satisfactory overall. Performance indicators show that the Council's performance in helping children in care stay safe and do well at school is similar to other areas. The Council responds effectively and quickly when children are referred to children services and the speed of assessing a child's needs is better than elsewhere.

The Council with its partners is effective at promoting healthy life styles for children in the city. All schools have achieved healthy school status and the number of obese children aged 3-11 is lower than elsewhere. The Council with others has increased the participation rates in leisure and sport by children and young people. 932 young people participated in summer fun activities and 16,216 young people participated in the "take part" event in the summer of 2008.

The Council is providing good services for adults who need support and care. The Council is changing the way it provides services to adults so that they have more choice and are able to live in their own homes for longer. Good short term home care support is helping many people to stay at home longer without needing to go to hospital and is helping to reduce the time people are in hospital. This support has reduced the number of adults needing longer term care in 2008/09. The Council also provides good support to those people leaving hospital so that they are able to adjust more quickly to living independently at home. However, this good work has not yet been reflected in positive resident feedback. A recent survey showed that only a quarter of local people felt that older people received the support they need to live

independently which is less than most other places in the country.

The Council has significantly improved response times for requests for home care support and minor adaptations to people's homes, although the Council's performance is not as good as elsewhere. People are however highly satisfied with the service provided. The Council has improved access to its services for all adults, so that any resident can be given advice and support. By joint working arrangements with the Department of Work and Pensions the Council has also encouraged people to claim all the benefits available to them.

The Council works well with local employers to improve employment opportunities for people with learning disabilities. This has resulted in a high number of people with a learning disability getting a full-time job, when compared to elsewhere. The Council is actively promoting and encouraging healthier and safer lifestyles for people with learning disabilities and mental health needs. For example, half of the walkers on the 'Health walk' scheme have chronic health conditions or are disabled.

The Council is working with others to provide care services that improve the quality of life for adults in need. Services for carers and those who need care are comprehensive and are based on what they want. The choice of who provides care services is increasing and money - known as direct payments - is given to those who need care so that they can pay for it themselves. The Council is also ensuring any service provided by independent care providers meets strict quality standards. The Council however needs to ensure that it routinely reviews the effectiveness of the care support given to adults and that it effectively monitors the take-up of adult care services by people from different backgrounds.

The Council, together with partners, including the voluntary and independent providers are working well to ensure vulnerable adults are safe. People have a good understanding of what to look for and how to prevent adult abuse and this is reflected by the high number of safeguarding referrals. The Council however should ensure that those people who fund their own social care are clear about the council arrangements for keeping vulnerable adults safe.

## Fair enforcement of the law

The Council is working well with Sussex Police and helping people within Brighton and Hove to feel safer. Levels of crime and anti-social behaviour are reducing. The Council and Police share information and target activities in crime hotspots that are having a significant impact on crime figures. Operation Reduction is tackling the supply of class A drugs, like heroin and cocaine into the city. The Council and others have been successful in disrupting the supply of drugs to users by the organised crime syndicates and has increased the availability of drug treatment services, which has reduced the number of muggings and petty thefts.

A recent survey has shown that there has been an improvement in the way residents feel about anti-social behaviour, drugs use & rowdy behaviour in the city. Over three quarters of local people believe that anti-social behaviour and drunken behaviour is not a problem in Brighton and Hove. Again, the Council with others has been successful at reducing anti-social behaviour through



effective management of the areas of the city where there is an active night life and through targeted initiatives. For example, Operation Park involving the police, the youth offending service and the children and young people trust has worked well at reducing drunken and rowdy behaviour and petty crime by young people. As part of this initiative, young people caught under-age drinking have been escorted home by police and their parents informed of their actions. In addition, the Families Intervention Project has helped reduce by over three-quarters complaints against families who have a history of anti-social behaviour.

The Council has also been successful in ensuring cafes, restaurants and take-aways are clean, hygienic and provide a good standard of food to customers. It now has 1,371 food outlets in its "Scores on the Doors" scheme and the number of five star premises has increased from 7 per cent to 22 per cent in the last 18 months.

## Better use of public money

The Council manages its money well and spends it on what matters to local people. It has scored 3 out of 4 for Use of Resources. The Council looks carefully at the money it has to spend, and plans activities based on this. It was able to deal with a substantial equal pay claim without effecting service delivery or having to raise council tax. It sets targets to make savings and uses information to help in making decisions on how well services are run. This is supported by a programme of service reviews that ensure that local people are getting good value for money from all of its services. The Council has reduced costs in adult social care, out of city placements for children with special needs and in waste and recycling. It has also reduced the cost of agency staff in housing management from £622, 000 in 2007/08 to £322, 000 in 2008/09. People can find clear information about Brighton and Hove's finances on the Council website and in the council magazine.

The Council has made sure that Councillors and senior staff are held responsible for the money they control. There are regular Council meetings where Councillors oversee budgets, and make sure that Councillors and staff are behaving properly, for example in awarding contracts or claiming expenses.

The Council is making information on the Council's performance easier to find. It is developing well the way decisions are taken, the way risks are managed and how it buys goods and services. It is improving the way that council buildings are being used. The Council is reducing how much it pollutes the environment and is encouraging local people and businesses to do the same.

## Open and effective city leadership

People living in Brighton and Hove, feel that they treat each other with respect and consideration and feel that people from different backgrounds get on well together. A recent survey shows that 86 per cent of people are satisfied with Brighton & Hove as a place to live. Nearly half of Brighton & Hove residents are satisfied with the way the Council runs things, which is above the national average. Nearly 9 out of 10 residents say that people from different backgrounds get on well together and seven out of ten people feel

that they treat each other with consideration and respect, which are much higher than similar areas. The Council with others is effective at celebrating diversity through for example the Brighton festival and Pride - the country's largest Lesbian, Gay, Bi-sexual and Transgender festival. The Council understands the needs of different people and communities, it is rated the top local government employer in the Stonewall workplace equality index and is working to implement a new national equality standard by March 2010.

The Council works well in partnership with others. There are close links with the 2020 Community Partnership where local public services including the police and the health service come together to deliver shared local aims for the city. The Council communicates well with local people about its priorities and tackles issues that are important to local people. For example, the setting up of art projects with council tenants to foster pride in their local estate and to discourage anti-social behaviour. The Council listens to what local people say and makes changes to its services for example; the enforcement of the zig-zag lines around schools has reduced accidents and the Council has improved pavement access, following consultation with parents and disabled people.

Those responsible for running the Council are providing good leadership. Councillors and managers generally work well together to provide good quality services to local people. The ambitions for the area are clearly set out each year after asking local people what they think the Council should focus on. The leader of the council and the acting chief executive both understand the importance of working with the local community and both have high profiles in the community. The Council has recently appointed a new chief executive. It has achieved Investors in People a nationally recognised standard designed to help organisations improve their business by having effective plans for its staff.

CAA looks at how well local public services, working together, are meeting the needs of the people they serve. It's a joint assessment made by a group of independent watchdogs about the performance of local public services, and how likely they are to meet local priorities. From 9 December you will find the results of Comprehensive Area Assessment on the Oneplace website - <http://oneplace.direct.gov.uk/>

Alternative formats - If you require a copy of PDF documents in this site in large print, in Braille, on tape, or in a language other than English, please call: 0844 798 7070

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for an independent overview  
of local public services



# HEALTH OVERVIEW AND SCRUTINY COMMITTEE

## Overview and Scrutiny Commission

### Agenda Item 73

Brighton & Hove City Council

<b>Subject:</b>	<b>Referral from Audit Committee: Health Inequalities</b>		
<b>Date of Meeting:</b>	<b>HOSC 02 December 2009 OSC 26 January 2010</b>		
<b>Report of:</b>	<b>The Director of Strategy and Governance</b>		
<b>Contact Officer:</b>	Name: Giles Rossington	Tel: 29-1038	
	E-mail: Giles.rossington@brighton-hove.gov.uk		
<b>Wards Affected:</b>	All		

## FOR GENERAL RELEASE

### 1. SUMMARY AND POLICY CONTEXT:

- 1.1 At its 29 September 2009 meeting, the Audit Committee considered an Audit Commission report on Health Inequalities in Brighton & Hove (the Audit Commission report is reprinted as **Appendix 1** to this report; an extract from the relevant Audit Committee minutes is reprinted as **Appendix 2**).
- 1.2 The Audit Committee decided to refer the Audit Commission report to HOSC in order for HOSC to monitor the implementation of the report recommendations. Although not explicitly stated in the Audit Committee minutes, it seems reasonable to assume that the matter was referred to HOSC because Audit Committee members felt that 'health inequalities' were a HOSC issue.
- 1.3 However, whilst 'health inequalities' undoubtedly fall within HOSC's remit, it is clear from the Audit Commission report Action Plan that most of the report recommendations are not for implementation by health bodies. In fact, the bulk (seven out of nine) of the report's recommendations require implementation by officers of Housing Strategy (albeit sometimes working in conjunction with Public Health officers).

- 1.4 The scrutiny of Housing Strategy normally falls under the remit of the Adult Social Care & Housing Overview & Scrutiny Committee (ASCHOSC). As this is ostensibly an ASCHOSC matter and as ASCHOSC has well-established links with Housing Strategy, it might be thought more appropriate for ASCHOSC to monitor this issue.

## **2. RECOMMENDATIONS:**

- 2.1 That members:

(I) note the contents of the Audit Commission Health Inequalities report (**Appendix 1**);

(II) agree to refer the report to ASCHOSC for further consideration.

## **3. BACKGROUND INFORMATION**

- 3.1 'Health Inequality' refers to the variable health outcomes across the population, with some groups of people typically suffering much worse health and earlier mortality than others.
- 3.2 Given the existence of a national framework of standardised NHS healthcare provision available to all UK citizens free at the point of contact, it is not generally considered that health inequalities significantly correlate with unequal access to healthcare or with major differences in the quality of NHS provision from place to place (although poorer communities may typically experience some access problems, particularly in terms of primary care services such as GP surgeries and dental practices).
- 3.3 Rather, health inequality is thought to correlate most strongly with social factors, such as worklessness, poor housing etc. Therefore, tackling health inequality requires effective partnership working between health bodies, local authorities and other agencies.

## **4. CONSULTATION**

- 4.1 No formal consultation has been undertaken in preparing this paper.

## **5. FINANCIAL & OTHER IMPLICATIONS:**

Financial Implications:

- 5.1 There are none for Overview & Scrutiny, as any monitoring work can be managed by the Overview & Scrutiny (O&S) team in the course of its day to day work.

Legal Implications:

- 5.2 The scrutiny of Housing Strategy falls under the remit of the Adult Social Care & Housing Overview & Scrutiny Committee and as such a referral to this committee is appropriate.

Equalities Implications:

- 5.3 Health Inequalities are clearly a core equalities issue. However, in the context of determining which O&S committee is best placed to monitor the implementation of the Audit Commission report, there are no particular equalities implications to consider.

Sustainability Implications:

- 5.4 None identified.

Crime & Disorder Implications:

- 5.5 None identified.

Risk and Opportunity Management Implications:

- 5.6 For Overview & Scrutiny to work efficiently, it is important that issues should be dealt with by the most appropriate O&S committee.

Corporate / Citywide Implications:

- 5.7 Tackling health inequalities is a core priority of the Council (“Reduce Inequality by increasing opportunity”). It is also a significant driver for the Local Area Agreement and one of the key determinants of NHS Brighton & Hove’s commissioning strategy.

## **SUPPORTING DOCUMENTATION**

**Appendices:**

1. The Audit Commission Health Inequalities report;
2. Extract of relevant minutes from the 29.09.09 Audit Committee meeting.

**Documents in Members' Rooms:**

None

**Background Documents:**

None



# Managing Health Inequalities

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## Phase 2

Brighton and Hove City Primary Care Trust

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Brighton and Hove City Council

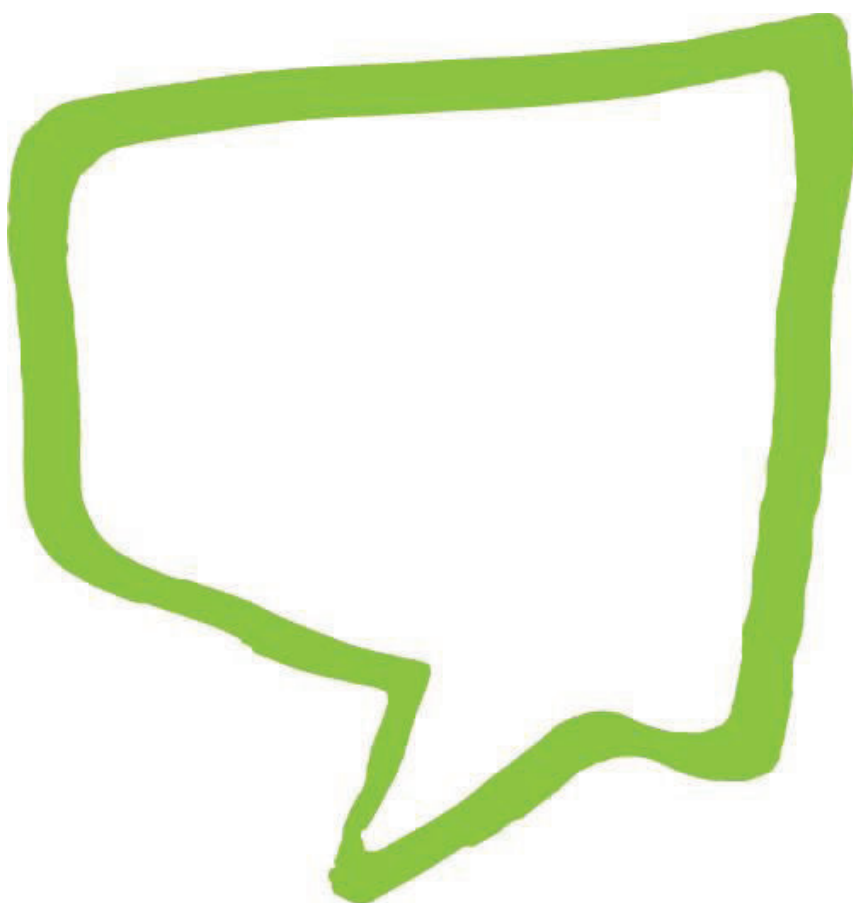
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Audit 2008/09

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September 2009

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## Status of our reports

The Statement of Responsibilities of Auditors and Audited Bodies issued by the Audit Commission explains the respective responsibilities of auditors and of the audited body. Reports prepared by appointed auditors are addressed to non-executive directors/members or officers. They are prepared for the sole use of the audited body. Auditors accept no responsibility to:

- any director/member or officer in their individual capacity; or
- any third party.

# Introduction

- 1 Health inequalities exist when some groups of the population suffer from significantly greater ill-health (morbidity) and earlier death (mortality) than the average and other groups of the population. There are significant levels of inequality globally, in some parts of the UK, and varying levels in all areas of the UK.
- 2 There is national and international recognition for the need to tackle health inequalities collaboratively. The 'Health is Global' (2008) five year national strategy demonstrates the links between economy, prosperity and health. It sets out actions to:
  - 'improve the health of the UK and the world's population'; by
  - 'combating global poverty and health inequalities'.
- 3 Tackling health inequalities is a formal requirement both of local authorities and Primary Care Trusts (PCTs). The reform agenda, as set out in the 'Commissioning framework for health and well being', emphasises the need for:
  - 'joint strategic needs assessment by councils, PCTs and other relevant partners'; and
  - 'sharing and using information more effectively'.
- 4 Tackling health inequalities absorbs huge amounts of public money in both local government and health sectors. Securing optimum value for money from these combined resources requires effective joint working among the public sector bodies in order to achieve public service agreement (PSA) targets.
- 5 Comprehensive Area Assessment (CAA) is a new assessment framework for councils and their partners to be implemented in 2009. Proposals describe an area-wide assessment by the inspectorates considering outcomes for people in an area and a forward look at prospects for sustainable improvement. This assessment will look at how well local public services are delivering better outcomes for local people in local priorities such as health. In managing partnership relationships, public bodies need to have regard to the risks to delivery. This includes identifying local needs and addressing them. The way in which health inequalities may be experienced by vulnerable groups will be a key part of this assessment in 2009.

# Background

- 6 South East England is one of the healthiest regions in England with a comparatively well qualified workforce, low levels of unemployment and higher incomes. However, Brighton and Hove (B&H) presents a mixed picture when compared to England and the South East. For example:
- full-time workers in B&H gross weekly pay at £524.30 is greater than that of Great Britain (GB) at £479.20;
  - more people are receiving job seekers allowance in B&H at 4.3 per cent compared to 3 per cent in the SE and 4.1 per cent in GB;<sup>1</sup>
  - life expectancy in the SE was the second highest in England in 2007 at 77.7 years for men and 81.8 years for women;<sup>2</sup> and life expectancy in B&H is only slightly lower with only 17.5 per cent of local people reporting limiting long term illness.<sup>3</sup> However, this masks comparative inequalities in health outcomes between social groups and geographic areas.

## Deprivation

- 7 To address inequalities the government has established a number of national regeneration programmes (NRP) that prioritise action in the most deprived areas where health inequalities are greatest. One of these is based in Brighton. B&H has some of the most deprived areas in England as measured by super output areas (SOAs) using the Index of Multiple Deprivation (IMD) and these are mostly in the East of Brighton.

## Population

- 8 National Census information shows the people of B&H describe themselves as mostly white British (91.5 per cent), Christian (72.9 per cent) and with some of the lowest level of gypsy/travellers in England. Although we know there is a significant gay, lesbian and transgender (GLTG) population, there are no local statistics available for sexual orientation.
- 9 There are clear differences in the make up of the population of B&H that impact on health compared to other areas in the South East of England. For example B&H has:<sup>4</sup>
- the lowest proportion of 0 to 14 year olds (15.3 per cent); and
  - the highest proportion of 15 to 49 year olds (54.9 per cent) who represent the bulk of the economically active population (workforce) and the large student population associated with local universities.

<sup>1</sup> Source: the Office of National Statistics (ONS) 2008 estimates

<sup>2</sup> Source: *South East Coast SHA Health Inequalities Strategy, 2007*

<sup>3</sup> Source: *Department of Health SHA Health Inequalities Baseline Audit, 2007*

<sup>4</sup> Source: the Office of National Statistics (ONS) most recent population data - 2004 mid year.

## Background

### Key issues

- 10** Key issues currently affecting health outcomes in B&H include:
- high levels of non-decent housing in some parts of the city; as housing is the primary determinant impacting on health outcomes, we would expect housing to be the key focus of planning across B&H organisations;
  - some of the highest suicide rates in England, which are persistently high despite intervention and linked to substance misuse; a cross-organisational planning initiative during 2008/09 worked to establish a Suicide Prevention Strategy;
  - comparatively high levels of substance abuse – injectors; the Drug and Alcohol Action Team (DAAT) reported in 2005 that there were approximately 2,300 injecting users in the city, a higher rate than parts of inner London and the incidence of drug related deaths is amongst the highest in the country;<sup>1</sup>
  - the high level of injecting drug users also means HIV infection is a key health issue in B&H;
  - persistently higher rates of teenage pregnancy than the national average; and
  - an increase in sexually transmitted disease.
- 11** Brighton and Hove's Director of Public Health who is appointed jointly by Brighton and Hove City Council ('the Council'), Brighton and Hove City Teaching PCT ('the PCT'), provides strong leadership on the public health agenda.
- 12** In 2004, Brighton and Hove was designated a 'Healthy City' by the World Health Organisation acknowledging strong commitment by the Council, PCT and partners to reduce health inequalities (HI). The Healthy City phase four programme currently focuses on urban planning and Health Impact Assessment (HIA).
- 13** The Local Strategic Partnership (LSP) has identified 'improving health and well-being' as one of its strategic priorities in its Sustainable Community Strategy 'Creating the City of Opportunities'. It has adopted a Health Inequalities Strategy and City Health Development and Action Plans to target cross sector action on the wider determinants of health.
- 14** Consultants commissioned by the Council and its partners to assist the Public Services Board (PSB) and LSP have reported on policy options for the future to reduce inequality and undertaken a detailed analysis mapping where inequality is most acute.
- 15** The Local Area Agreement 2008 to 2011 (LAA) for Brighton and Hove includes a number of relevant national and local indicators. Lead partners include the Council, the PCT, the Children and Young People's Trust, the Sussex Partnership Trust, Police and Fire authorities. These reflect the recognition that partnership working across the sectors is essential in tackling the wider determinants of health and inequality.

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<sup>1</sup> Source: *Brighton and Hove City Council Corporate Assessment*, October 2006

- 16** The first phase of our review of Health Inequalities (HI) in Brighton and Hove was completed in May 2008. It found that the Council and the PCT have made good progress in establishing joint strategic arrangements to reduce HI. However, there is a high level of poor housing in Brighton and Hove and some health outcomes are persistently not improving and amongst the highest in England ie teenage pregnancy, drug and alcohol misuse, including smoking and suicide rates. People suffering poorer health outcomes are often also in housing need.

# Audit approach

- 17** We agreed with the Council and the PCT that Phase 2 of our health inequalities work would evaluate the effectiveness of cross-organisational working on health inequalities. In order to probe this effectively, we focused on housing, the primary determinant of health.
- 18** The local Strategic Housing Partnership, led by the Council, is in the process of drafting and agreeing a new housing strategy for 2009 to 2013. Subsidiary strategies, including those for homelessness and Supporting People, are already in place. Further partnership working takes place at a sub-regional level in the Brighton and Hove East Sussex Together Partnership (BEST), set up to tackle housing conditions particularly for vulnerable people.
- 19** Our review focus has assessed the effectiveness of partnership working in:
- identifying and addressing need;
  - consulting and engaging with local people;
  - working together to allocate resources and secure good outcomes;
  - sharing data for planning and monitoring;
  - establishing means to measure outcomes and impact; and
  - delivering on ambition.
- 20** We have carried out this work by:
- reviewing key strategies and supporting documents;
  - interviewing officers from the Council and the PCT; and
  - using a workshop at the Healthy Urban Planning Group (HUPG) to discuss our early findings with partner officers.
- 21** The presentation of findings and challenge questions which we used at HUPG in March 2009 is attached at Appendix 1.

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# Main conclusions

**22** The partners in Brighton and Hove are working well together, demonstrating a strong commitment to tackling inequalities. However, against a backdrop of a multitude of different needs and a diverse range of targets, some of which have poorly defined success criteria, there is considerable work still to be done. For example, the partners led by the Council and the PCT need to prioritise objectives, agree areas of joint action and the use of health and housing resources so as to have the maximum impact in reducing health inequalities in the City.

## Identifying and addressing need

**23** The local strategic partnership has effectively gathered a good analysis of local needs to inform planning. The Local Area Agreement (LAA) for 2009 to 2011 effectively identifies local need. It makes clear links to other key documents that show inequalities between the most and least deprived people living in Brighton and Hove. In particular, it draws on the Reducing Inequalities Review, a thorough analysis of local issues which gives local partners a clear understanding of priority needs for disadvantaged people and places.

**24** The draft housing strategy is clearly driven by the needs analysis. It is based on needs identified through the reducing inequalities review. Data was drawn together and presented on each of the themes in the strategy to identify local issues and to consult with stakeholders on headline goals and objectives. This means that the strategy aims to tackle important local issues.

**25** Supporting strategies effectively identify needs and propose ways in which they should be addressed. They focus positively on local health inequalities. The homelessness strategy refers to the Reducing Inequalities Review and highlights key target groups. The first objective is to 'provide housing and support solutions that tackle homelessness and promote health and wellbeing of vulnerable adults'. This references other work driven by the single homeless strategy and the supporting people strategy. The priority actions in support of this objective identify actions which are clearly focused on the housing and support needs of vulnerable groups. For instance, they include actions to support people with mental health needs, to tackle delayed transfers of care and for people with learning disabilities.

**26** However, some weaknesses were identified. Housing strategies do not define clear success criteria. The homelessness strategy, for instance, does not give a clear indication of the likely impact for vulnerable groups. The success of action for people with mental health needs is a reduction in homelessness due to mental ill health, without being specific and without linking to related impacts, such as reducing risk of suicide. It is therefore not clear how health inequalities will be reduced as a consequence.



## Main conclusions

### Recommendation

**R1** Define success criteria in housing strategies more clearly and with a sharper focus on outcomes for vulnerable people. This is a high priority that should be completed in six months. This is a high priority that should be completed within six months.

### Consultation and engagement

**27** The housing strategy has been informed by consultation with local people. Each planning group had representatives from stakeholders and the local community champions. In addition, there was some action to reach target groups. Service users in hostels were trained to carry out consultation sessions with other users. This enables real life issues to be brought into the setting of strategy.

### Working together

- 28** The awareness of the health inequalities agenda is well established in the City's partnerships. The LSP has emphasised the importance of Healthy City and this means a good impact in discussions at many levels. For instance, planning policy in the local development framework supports the way housing provision will address health inequalities, such as in setting minimum standards for development. All new homes in the City are required to be built to lifetime home standards so that they are adaptable to lifestyle changes such as the need for wheelchair access. This broad agenda creates the potential for impact across many services.
- 29** There is a range of fora which offer good opportunities for discussion of housing issues and health inequalities. At a high level, the Strategic Housing Partnership oversees this work and is chaired by the Leader of the Council. The partnership has not yet reviewed its objectives in light of the Health Impact Assessment findings and aims of the new Housing Strategy. The Healthy Urban Planning Group provides a good forum for discussion of detailed health issues that may emerge from proposed significant planning developments and a useful vehicle for highlighting the beneficial impacts that developments may have on reducing health inequalities. This has also been used to discuss housing strategy in its broader context. These fora are building awareness and understanding between partners of inequalities agenda.
- 30** Partnership working in developing housing strategy is good. For each element of the housing strategy, partnership development groups have been established with good representation from the PCT and the voluntary and community sectors. The Council is taking steps to maintain its involvement in implementation, for instance by allocating a monitoring and scrutiny role into the future. The involvement of many partners in its development offers the prospect of a good level of ownership in implementation.

- 31** However, the extent of the impact of this awareness and discussion on policy and practice is not yet fully developed. From our review, it is not clear how specific needs will be addressed in a shared way by partner organisations, nor how resources of separate organisations will be prioritised to address shared outcomes. Where we can judge some strengths in the housing strategy and its supporting plans, separation of function continues to drive action. For instance, there is little reference in the PCT's Strategic Commissioning Plan to the way in which action on housing needs can achieve health priorities. Although needs data has created an understanding that inequalities need to be addressed through a focus on people and place, there is no explicit response to this in the strategies we have reviewed. These indicators suggest that there is more to do to transfer a broad commitment into a robust method of sharing and prioritising resources and actions between partner organisations.
- 32** The sub-regional partnership, Brighton and East Sussex Together (BEST), is developing a broader focus to include health inequalities issues. The group has developed an approach to bidding for and sharing housing renewal resources. It is a positive example of partnership working in allocating the funding jointly. In addition, the partnership intends to use its new understanding around health inequalities to refocus its years 2 and 3 programme to achieve better health outcomes.

### Recommendations

- R2** Ensure that the roles and responsibilities of key partnership groups with input to housing strategy are clearly set out and understood; in particular, review and revise the objectives of the Strategic Housing Partnership and BEST to reflect the broader focus on health inequalities issues. This is a high priority that should be completed within six months.
- R3** Use partnership fora as a means to challenge further the way in which resources are allocated to address need, and challenge particularly how resources in health and local government can be focused to tackle needs. This is a high priority that should be completed within six months.

### Sharing data

- 33** The LSP has high quality shared data. The reducing inequalities review, in two phases, established a clear analysis of deprivation and inequalities experienced in the City. It has been used since to inform planning. The public health annual report also presents strong analysis of data. The LSP has a partnership data group which agrees approaches to the use of data by partners. And the LSP has created a local intelligence service called Brighton and Hove Local Information Service (BHLIS) which presents a range of data in one place, accessible to partners and available for analysis. Data is therefore a key shared resource for partners locally.

## Main conclusions

- 34** Data is not yet being used well to focus on outcomes. It is not clear from our review how strategies respond directly to specific data analysis, for instance by commissioning services to address specific needs identified and targeting services on deprived wards. Nor is it clear how well the shared data enables partners to agree targets and focus the use of separate resources. This might lead to the type of challenge where the partnership focuses extra investment in reducing teenage conceptions because of its potential to reduce demand for housing or other services. It is notable that BHLIS does not contain any of the LAA or other partnership targets. Therefore, though it offers a rich data source, it does not enable a focus on the desired or expected outcomes. Data is therefore confirming the current position rather than challenging future impact.

### Recommendation

- R4** Make shared data work harder by:
- making clear links to LAA targets and LSP planned outcomes; and
  - using it to analyse the way in which resources are allocated for maximum impact.
- This is a high priority that should be completed within six months.

### Measuring outcomes

- 35** The proposed measures of success in housing strategies are inadequate. The proposed success measures tend to be:
- general rather than specific, eg reduction in homelessness;
  - not clear about the health benefits of actions; and
  - not clear about the impact on people.

The supporting people strategy, for instance, does not set specific and measurable indicators of success. The success criteria tend to focus on general reductions in homelessness, street drinking, delayed discharge, and many more - without being specific about what will be achieved. The integrated pathways of care are referenced - but the involvement of health services is not clear and beneficial health outcomes are not identified. For instance, in providing a range of actions to promote independent living for people with mental health needs and physical disabilities, the measures focus on reductions in homelessness and delayed discharge, without being clear of the health benefits to individual service users. In this respect, it is difficult to have a sense of priority and an understanding of impact on health inequalities.

- 36** The health impact assessment (HIA) of the housing strategy is a strong demonstration of the commitment to reducing health inequalities in addressing housing need. The HIA is an impressive attempt to cover all the factors that interact between housing and health and relates these to the various component parts of the draft housing strategy. The HIA contains many recommendations but these have not yet been developed as a prioritised SMART Action Plan whose implementation can be monitored by the partners.

- 37** Partners are innovative in the use of HIAs for proposed major local developments. The Council and its partners have commissioned health impact assessments of significant developments. The HIA for Brighton Marina is a very good example of a socio-environmental model of HIA and demonstrates that the PCT and the Council are offering a best practice initiative to developers in Brighton. However, the HIA does not contain an economic impact assessment of the development proposed, for instance in calculating the consequential financial impact of health changes resulting from development.
- 38** The extent of future use of HIAs by the partners is unclear. There is some doubt about the capacity and the capability of the PCT to continue to offer this service in the long term. The use of consultancy is costly without demonstrating specific benefits.

### Recommendations

**R5** Review the success measures in the draft housing strategy and supporting strategies to ensure that they:

- are SMART and clearly prioritised;
- offer assessment of health impacts; and
- show outcomes for people and how needs are addressed/reduced.

This is a high priority that should be completed in six months.

**R6** Use the HIA of the housing strategy to develop an action plan. This is a high priority that should be completed within six months.

**R7** Have a clear policy on future use of HIAs, including the assessment of economic impact. This is a medium priority that should be completed within six months.

### Delivering on ambition

- 39** Strategies are now in place, though it is too early to establish whether they are effective. Some actions are being delivered by partners, for instance in the GP practice provision for homeless people. However, more work is required to define the expected impact of key strategies and to establish methods of measurement. In our presentation to HUPG, we emphasised that to ensure delivery of ambitions, the challenge for partners may be encapsulated in the following questions.
- Is there an agreed set of priorities which will test your achievement over time in reducing health inequalities?
  - Do your people understand these priorities?
  - How will you measure success in addressing needs?
  - By what means will you measure impact in the short term?
  - How challenging are your targets?
  - How do you plan to deal with the economic downturn?

## Main conclusions

### Recommendation

- R8** Consider holding a workshop for key partners to address the challenge questions relating to delivery of ambitions ie:
- is there an agreed set of priorities which will test your achievement over time in reducing health inequalities;
  - do your people understand these priorities;
  - how will you measure success in addressing needs;
  - by what means will you measure impact in the short term;
  - how challenging are your targets; and
  - how do you plan to deal with the economic downturn?
- This is a medium priority that should be completed within six months.

### Follow up of phase 1 recommendations

**40** In phase 1 of our health inequalities work we made two recommendations.

**41** The first recommendation has been completed. We recommended:

**Ensure the City Council scrutiny committee receive regular health inequality reports to improve understanding of local health inequality issues and thereby support appropriate challenge.**

The PCT presented a report on health inequalities to the Health Overview and Scrutiny Committee last autumn. This was timed to coincide with the requirement to produce a Joint Strategic Needs Assessment and in accordance with World Class Commissioning requirements.

**42** The second recommendation has been partially achieved. We recommended:

**Include health inequality outcomes in performance reports to demonstrate progress against investment and to indicate if plans have produced effective health outcomes and value for money.**

The PCT has increased its performance monitoring in general using its Programme Office approach and close monitoring by its Delivery Board. Inequality targets such as reducing teenage pregnancy and smoking in particular have been subject to regular scrutiny. More work is required for the PCT to be able to demonstrate value for money from its investments in reducing health inequalities.

### Recommendation

- R9** Consider the best way in which to report the achievement of value for money from investments in reducing health inequalities. This is a high priority that should be completed within six months.

## Way forward

- 43 We have made nine recommendations for improvement in this report. They are included in an Action Plan at Appendix 2. The Council and the PCT have responded to the recommendations. This response is shown at Appendix 3.
- 44 We will follow up on the Action Plan in the course of our future audit and assessment work with the organisations, and as part of our Area Assessment work.

# Appendix 1 – Feedback presentation

## Health inequalities – phase 2

Brighton & Hove CC/PCT  
Healthy Urban Planning  
Group

23<sup>rd</sup> March 2009



Marius Kynaston, Stephen Dowsett, Norma Christison  
Performance Team, South East



## Agenda

- In Phase 1 of our work on HI we found:
  - The PCT and City Council have a history of working in partnership and have made good progress in establishing joint strategic arrangements to manage HI.
  - However, not all targets were SMART, and although Performance reporting at both the PCT and Council is improving some areas of weakness remain.
  - We are currently following up the recommendations from Phase1
- In Phase 2 we have evaluated the effectiveness of cross-organisational arrangements to address HI and deliver the outcomes agreed by partners, in particular in relation to housing especially for vulnerable people
- .This is a presentation of initial findings  
... and some challenge questions

2 B&H HI Phase 2



## Strategy: identifying need

- High quality analysis of “Reducing Inequalities” provides sound basis for planning
- Housing strategy based on good needs data

### Challenge:

- Is there direct response to the data provided? E.g. in commissioning services to address specific need identified; targeting services on deprived SOA
- Do partners have shared priorities of need?
- Are resources invested to best effect?  
E.g. does extra investment in reducing teenage conceptions potentially reduce housing demand?

3 B&H HI Phase 2



## Strategy: addressing need

- Draft Housing Strategy / Homelessness Strategy
  - Both tell the story really well of what is the need and how will we address it
  - But the expected outcomes and success criteria are not always clear

### Challenge

- Are partners confident that there is a golden thread within and between the organisations and their plans?
- Is there a shared understanding and prioritisation of outcomes?
- Is the intent to reduce health inequalities adequately reflected in the housing strategy?
- Does the PCT's Strategic Commissioning Plan have due regard to housing?
- Will the strategy drive actions by the partners?

4 B&H HI Phase 2





## Strategy: consultation

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### Consultation on housing strategy

- Processes are good
- Good stakeholder involvement

### Challenge

- **What examples are there of impact of consultation on policy and strategy?**

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5 B&H HI Phase 2



## Partnership working

- 
- Developing shared agenda on housing role in addressing health inequalities
  - Recognition that partners are on a journey: getting better at identifying shared issues

### Challenge

- **HI agenda is known but not always clearly understood – could it be used more to challenge custom and practice?**

---

6 B&H HI Phase 2



## Partnership working

- Good range of partnership forums

- Healthy City Group and LSP at high level
- Strategic housing partnership
- Healthy urban planning group
- Partnership groups on the housing strategy themes

Challenge:

- **Strategic Housing Partnership – responsibilities and objectives not clear**
- **BEST targeting of resources – too much emphasis on spending the money rather than targeting its impact?**
  
- **Are partners clear of their respective roles in delivery given that this is not always explicit in the plans?**

7 B&H HI Phase 2



## Data quality and information

- High quality shared data

- Reducing inequalities – phase 1 and 2
- PH annual reports

- Positive action taken to share data through the SCS and BHLIS

Challenge

- **How effectively is the data used to drive outcomes?**
- **In terms of health inequalities and housing what gaps exist in the data and how do you plan to address?**
- **BHLIS data is not linked to targets – a weakness?**

8 B&H HI Phase 2



# Health impact

## • Health Impact Assessments

- Positive about the commitment
- HIA recommendations for Draft Housing Strategy need to be SMART if they are to have impact
- HIAs lack health economics perspectives – absence of cost benefit analysis means its difficult to demonstrate VFM

## Challenge

- **Why no health economics analysis – measuring impact and VFM of action for vulnerable groups and cost benefit analysis?**
  - What is the most valuable thing we are not doing?
  - What is the least valuable thing we are doing?
- **Do you know what resources each partner is applying to specific health / housing initiatives in each locality aimed at reducing inequalities?**

9 B&H HI Phase 2



# Measures of success

## • Success measures in housing strategies are:

- General and not specific, e.g. reduction in homelessness
- Not clear about the health benefits of actions
- Not clear about the impact on people

## Challenge

- **How can you develop more SMART indicators?**
- **Mix of long and short term outputs and outcomes?**
- **Greater focus on health impacts for people?**
- **Do you know your priority outcomes?**
- **Given the quality of needs data, will you measure success in reducing need?**

10 B&H HI Phase 2



# Achievement

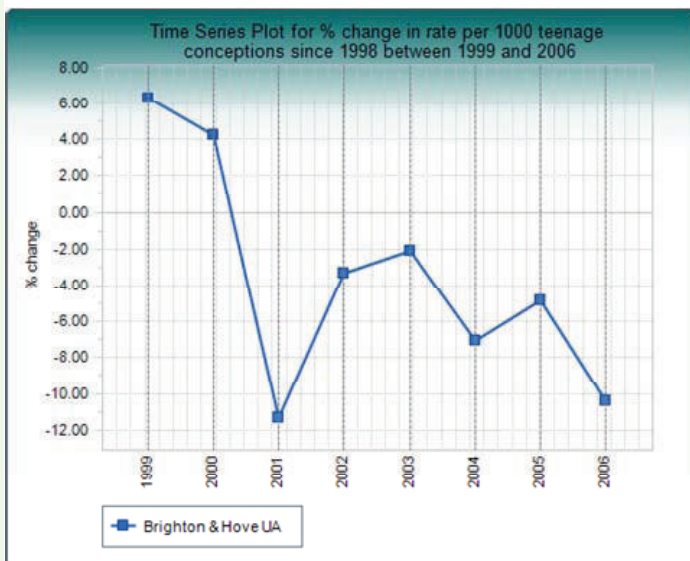
## Challenge

- Is there an agreed set of priorities which will test your achievement over time in reducing health inequalities?
- Do your people understand these priorities?
- How will you measure success in addressing needs?
- By what means will you measure impact in the short term?
- How challenging are your targets (some examples follow)?
- How do you plan to deal with the economic downturn?

11 B&H HI Phase 2



## NI 112 – Teenage Conceptions



**Target Reductions**

- 2008 -28%
- 2009 -36%
- 2010 -45%

12 B&H HI Phase 2



## NI 141: Percentage of vulnerable people achieving independent living

- This indicator is being led by Brighton & Hove City Council & Strategic Housing Partnership.
- It measures the number of service users (i.e. people who are receiving a Supporting People Service) who have moved on from supported accommodation in a planned way, as a percentage of total service users who have left the service
- This indicator has been selected in 70 LAAs
- The LAA Baseline is 65% Subsequent targets are:
  - 2008/9 – 66%
  - 2009/10 – 67%
  - 2010/11 – 68%

13 B&H HI Phase 2



## Next steps

- NOW - opportunity to comment and respond on the challenge questions.
- We will take on your views in order to develop a draft report

14 B&H HI Phase 2



# Appendix 2 – Action plan

Recommendation	Priority	Link to evidence	Link to relevant standards	Positive outcome expected (savings, reduced risks, better value for money)	Consequences of failing to implement recommendation	Cost of recommendation (where significant)	Date reported to the Board/Council	Officer responsible	Implement by when
R1 Define success criteria in housing strategies more clearly and with a sharper focus on outcomes for vulnerable people.	High	Housing strategies do not define clear success criteria. The homelessness strategy, for instance, does not give a clear indication of the likely impact for vulnerable groups.	UoR KLOE: 2.2	Better outcomes	Inability to monitor success	None	June 2009	Housing Strategy Manager	December 2009
R2 Ensure that the roles and responsibilities of key partnership groups with input to housing strategy are clearly set out and understood; in particular, review and revise the objectives of the Strategic Housing Partnership and BEST to reflect the broader focus on health inequalities issues. This is a high priority that should be completed within six months.	High	With respect to these bodies, there is little evidence of a partnership approach with health or of targeting resources on areas with the greatest health inequalities.	UoR KLOE: 2.3	Greater clarity of responsibilities in tackling joint goals.	Lost opportunity for partnership working	None	June 2009	Head of Strategy, Development and Private Sector Housing	December 2009

## Appendix 2 – Action plan

Recommendation	Priority	Link to evidence	Link to relevant standards	Positive outcome expected (savings, reduced risks, better value for money)	Consequences of failing to implement recommendation	Cost of recommendation (where significant)	Date reported to the Board/ Council	Officer responsible	Implement by when
R3 Use partnership fora as a means to challenge further the way in which resources are allocated to address need, and challenge particularly how resources in health and local government can be focused to tackle needs.	High	It is not clear how specific needs will be addressed in a shared way by partner organisations, nor how resources of separate organisations will be prioritised to address shared outcomes.	UoR KLOE: 2.1	Potential for generating better vfm by applying joint resources to joint goals.	Piecemeal approach may mean goals are not so easily achieved.	None	June 2009	Head of Strategy, Development and Private Sector Housing	December 2009
R4 Make shared data work harder by: <ul style="list-style-type: none"> <li>making clear links to LAA targets and LSP planned outcomes; and</li> <li>using it to analyse the way in which resources are allocated for maximum impact.</li> </ul>	High	It is not clear how well the shared data enables partners to agree targets and focus the use of separate resources.	UoR KLOE: 2.2	Better targeting of resources with the potential for better vfm.	Lost opportunity to secure best vfm.	None	June 2009	Housing Strategy Manager/ Public Health Development Manager	December 2009

## Appendix 2 – Action plan

Recommendation	Priority	Link to evidence	Link to relevant standards	Positive outcome expected (savings, reduced risks, better value for money)	Consequences of failing to implement recommendation	Cost of recommendation (where significant)	Date reported to the Board/ Council	Officer responsible	Implement by when
R5 Review the success measures in the draft housing strategy and supporting strategies to ensure that they: <ul style="list-style-type: none"> <li>are SMART and clearly prioritised;</li> <li>offer assessment of health impacts; and</li> <li>show outcomes for people and how needs are addressed/reduced.</li> </ul>	High	The proposed measures of success in housing strategies are inadequate being: general rather than specific, eg reduction in homelessness; not clear about the health benefits of actions; and, not clear about the impact on people.	UoR KLOE: 2.2	Better outcomes/vfm	Goals may not be met.	None	June 2009	Housing Strategy Manager	December 2009
R6 Use the HIA of the housing strategy to develop an action plan.	High	The HIA contains many recommendations but these have not yet been developed as a prioritised SMART Action Plan whose implementation can be monitored by the partners.	UoR KLOE: 2.2	Better outcomes/vfm	Goals may not be met	None	June 2009	Housing Strategy Manager/ Public Health Development Manager	December 2009



## Appendix 2 – Action plan

Recommendation	Priority	Link to evidence	Link to relevant standards	Positive outcome expected (savings, reduced risks, better value for money)	Consequences of failing to implement recommendation	Cost of recommendation (where significant)	Date reported to the Board/ Council	Officer responsible	Implement by when
R7 Have a clear policy on future use of HIAs, including the assessment of economic impact.	Medium	The extent of future use of HIAs by the partners is unclear. There is some doubt about the capacity and the capability of the PCT to continue to offer this service in the long term.	UoR KLOE: 2.2	HIAs have the potential to provide supporting information for strategic investment decisions.	Decisions may be taken with incomplete information.	Some depending on the number and depth of HIAs undertaken in future years.	June 2009	Public Health Development Manager	December 2009
R8 Consider holding a workshop for key partners to address the challenge questions relating to delivery of ambitions ie: <ul style="list-style-type: none"> <li>is there an agreed set of priorities which will test your achievement over time in reducing health inequalities?</li> <li>do your people understand these priorities?</li> <li>how will you measure success in addressing needs?</li> <li>by what means will you measure impact in the short term?</li> </ul>	Medium	The partners are faced with challenging questions if they are to deliver their ambitions.	UoR KLOE: 3.3	Partners will become more knowledgeable about the delivery of each others' ambitions.	Missed opportunity to test the realism of ambitions.	May involve some costs if third party engaged to facilitate the workshop.	June 2009	Housing Strategy Manager/ Public Health Development Manager	December 2009

## Appendix 2 – Action plan

Recommendation	Priority	Link to evidence	Link to relevant standards	Positive outcome expected (savings, reduced risks, better value for money)	Consequences of failing to implement recommendation	Cost of recommendation (where significant)	Date reported to the Board/Council	Officer responsible	Implement by when
<ul style="list-style-type: none"> <li>how challenging are your targets?</li> <li>how do you plan to deal with the economic downturn?</li> </ul>									
R9 Consider the best way in which to report the achievement of value for money from investments in reducing health inequalities.	High	The PCT has increased its performance monitoring in general but more work is required for it to be able to demonstrate value for money from its investments in reducing health inequalities.	UoR KLOE: 2.1	Demonstration of vfm (or otherwise) will help inform future strategic decision making.	The absence of sound vfm information makes for less robust strategic investment decision making.	None	June 2009	Housing Strategy Manager/ Public Health Development Manager	December 2009

# Appendix 3 – Partners' response to draft report

- 1 The response to the report was received on 21 August 2009, and a summary is included here, not including drafting points or factual amendments.

**Thank you for your draft report and the time taken by your colleagues and yourself in reviewing our work to develop and embed the health and housing agenda in Brighton and Hove.**

**We very much welcome your report and feel that you have identified and highlighted a wide range of positive practice that encapsulates the change in working practices, culture and outcomes we are hoping to achieve.**

**In working towards linking health and housing we have been very much ahead of national guidance and good practice and it is very pleasing to note that we have made some significant steps in this direction. The issues and recommendations you have identified will help structure and shape our ongoing work and ultimately result in more effective outcomes for local people.**

- 2 The comments made on individual recommendations are shown below where they indicate the progress since our fieldwork and the approach to implementation. We have also noted where amendments have subsequently been made to the report text in response to the comments received.

**Table 1      Comments on recommendations**

Received from Council and PCT August 2009

Recommendation	Comment
1	<p>(para 26) We have taken this on board and improved the success criteria in the final drafts of the Housing Strategy, Older People's Housing Strategy and LGBT People's Housing Strategy which are being presented to Council and the Local Strategic Partnership for approval in the Autumn. Our previously published strategies relating to Supporting People and Homelessness etc are already accompanied by more detailed action plans that translate the success criteria into SMART actions that are subject to ongoing review.</p> <p>In respect of the lack of clear health outcomes - such as for example reducing suicide or mental illness this can only be stated as an aim as at a local level as it would be incredibly difficult to robustly measure reductions in suicide.</p>

Recommendation	Comment
	<p>We could look at mental health but that would involve surveys of residents before and after re-housing which would be tantamount to an experiment and not something that could be done routinely. Again the routine markers of mental health would not be able to be related to any housing intervention.</p> <p>One area we are exploring where we may be able to link housing interventions directly to health improvements is through our single homeless work, and in particular tackling alcohol and substance misuse. However, on the whole, our review of the evidence base highlighted the need for further research on the impact of housing interventions on health outcomes.</p>
2	<p>(para 29) The objectives of the Strategic Housing partnership are closely aligned to the Improving Housing and Affordability block of the Local Area Agreement and the citywide Housing Strategy. In addition the SHP has acted as the Project Board, overseeing the development of the strategy.</p> <p>(para 32) The BEST partnership recognises that good quality homes are important for the health and well-being of those living in them. The partnership is committed to improving the overall quality of the private sector housing stock in Brighton and Hove and East Sussex, to achieve our vision that every resident lives in a 'warm, safe and secure home'.</p> <p>To assist our private sector housing managers and partners in Health in achieving a better understanding of the links between health and housing, we are piloting the use of the Building Research Establishment toolkit which demonstrates the cost benefits of some specifically linked housing and health issues.</p> <p>The partnership in years 2 and 3 of the programme are targeting funding at improving health, by improving insulation and heating in homes to reduce excess winter deaths, removing hazards in the home which will reduce hospital admissions due to falls, allow people to stay in their own homes and facilitate hospital discharge by funding disabled adaptations.</p> <p><b>We have amended recommendation 2 and paragraphs 29 and 32 in response to comments.</b></p>

## Appendix 3 – Partners' response to draft report

Recommendation	Comment
3	<p>(para 31) Across the Council and PCT it has been noted that there is now a need to develop a structure that will maximise the impact of JSNAs in driving improvements in local service and outcomes. As a result, a JSNA Steering Group is being set up that is being jointly chaired by senior officers of NHS Brighton and Hove and Brighton and Hove City Council.</p> <p>One of the key priorities of the group will be to produce a summary overview of the health and wellbeing needs of the city, including identified health inequalities and evidence of unmet need which will inform strategic commissioning and planning and particularly the PCT Strategic Commissioning Plan.</p> <p>Housing has been invited to become a founding member of the new JSNA Steering Group and the lack of comment on housing in the NHS Brighton and Hove Strategic Commissioning Plan has been noted and will be discussed within NHS Brighton and Hove.</p> <p>More effective partnerships are starting to be seen such as the JSNAs of Working Age Mental Health, Physical Disabilities and accompanying Commissioning Strategies. Additionally, joint work on the Local Area Agreement, 2020 Community Strategy Review and new Healthy City Strategy will help improve the joint and shared approach to tackling the city's issues.</p> <p>However, to be realistic, it will take more than six months to achieve this.</p>
4	<p>(para 34) The potential of BHLIS has been noted and the JSNA Steering Group is planning to explore the use of BHLIS to host and present health inequality data to complement the summary overview document of the health and wellbeing needs of the city. This work will in part be supported by a new Head of Public Health Research and Analysis has been appointed by NHS Brighton and Hove who will be working closely with their City Council counterpart.</p> <p>The need for common performance management software across the Local Strategic Partnership to manage the Local Area Agreement has been recognised and is in the process of implementation. BHLIS contains the background needs data for the partnership with the new Interplan carrying out the performance management function.</p>
5	(para 35) As per our response to Recommendation 1.

## Appendix 3 – Partners' response to draft report

Recommendation	Comment
6	<p>(para 36) Two half-day workshops for Housing and Health staff were held at the end of July and beginning of August. These brought together Public Health and Housing staff to discuss and agree how the recommendations from the HIA of the new Housing Strategy will be taken forward.</p> <p>An Action Plan is being developed which will become part of the Housing Strategy which is currently going through its approval process. We have included a recommendation in the HIA around the possibility of commissioning a piece of work to conduct a health economics study.</p>
7	<p>(para 38) NHS Brighton and Hove and the Local Authority Planning Department are developing a strategy to take forward future HIA work. The strategy will outline a small set of options including integrating HIA into the scope of Environmental assessment where appropriate. NHS Brighton and Hove and the Local Authority Planning Department are drafting best practice guidance for developers and planners.</p>
8	<p>(para 40) As per our responses to Recommendation 1 and Recommendation 6.</p> <p>Across the Local Authority, Primary Care Trust and wider stakeholders the need to have an agreed set of priorities for the city aligned with clear targets for improving the health and wellbeing of local people has been already identified. To address this, the 2020 Community Strategy is being refreshed and work to develop a Health City Strategy has begun. The first draft of the refreshed Community Strategy has recently started its public consultation.</p>
9	<p>(para 43) As per our response to Recommendation 3.</p>

Source: PCT/CC response to draft report

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**BRIGHTON & HOVE CITY COUNCIL**

**AUDIT COMMITTEE**

**4.00pm 29 SEPTEMBER 2009**

**COUNCIL CHAMBER, HOVE TOWN HALL**

**MINUTES**

**Present:** Councillors Hamilton (Chairman), Watkins (Deputy Chairman), Alford, Fallon-Khan, Kitcat, Simpson, Smith, Taylor and G Theobald

**PART ONE**

**30. AUDIT COMMISSION: HEALTH INEQUALITIES ASSESSMENT REPORT**

- 30.1 The Committee considered a report from the Audit Commission regarding the Health Inequalities Assessment Report (for copy see minute book).
- 30.2 The District Auditor began by summarising the report and stating that the Health Inequalities Assessment Report had been included in the 2008/09 audit plan for the Primary Care Trust and Brighton & Hove City Council. The report examined partnership working in Brighton & Hove on health inequalities and acknowledged the work already being done in this area. A focus on housing issues had been chosen and the conclusion had been good, but it was noted that more work needed to be done on sharing priorities and identifying and addressing need.
- 30.3 Councillor Watkins asked why the report had been submitted to the Audit Committee as an item for discussion. The Director of Finance & Resources stated that it was part of the Committee's remit to take this item and the District Auditor added it was for information only but demonstrated part of the work the Commission was doing for the audit fee they charged.
- 30.4 The Chairman asked if this item would be taken forward to the Health Overview & Scrutiny Committee (HOSC) and the District Auditor stated that this would be a matter for Officers to decide.
- 30.5 Councillor Kitcat asked why more joined up working in terms of the Primary Care Trust making representations at Licensing Panels was not considered. The District Auditor stated that only one theme had been chosen for the basis of the report and this related to housing issues. She recognised there was still much progress to be made on further joint working between partners however.
- 30.6 Councillor Watkins was concerned about how the recommendations from the report would be followed up and actions monitored, and the Chairman agreed, asking who would implement the recommendations of the report. The District Auditor stated that the

implementation of recommendations would form part of the action plan and it was the responsibility of Officers to monitor this.

30.7 The Chairman proposed that this item be referred to HOSC, and this was seconded by Councillor Watkins.

30.8 **RESOLVED** – That:

1. The Health Inequalities Assessment report is noted.
2. The Health Inequalities Assessment report is referred to the Health Overview and Scrutiny Committee for noting and monitoring of the recommendations.

The meeting concluded at 6.30pm

Signed

Chair

Dated this

day of

# OVERVIEW AND SCRUTINY COMMISSION

## Agenda Item 74

Brighton & Hove City Council

**Subject:** Scrutiny Panel Update  
**Date of Meeting:** 26 January 2010  
**Report of:** Director of Strategy and Governance  
**Contact Officer:** Name: Tom Hook Tel: 29-1110  
E-mail: Tom.hook@brighton-hove.gov.uk  
**Wards Affected:** All

### FOR GENERAL RELEASE

#### 1. SUMMARY AND POLICY CONTEXT:

- 1.1 Section 6, paragraph 5.1 of the Council's constitution states 'Each Overview and Scrutiny Committee may appoint Ad Hoc Panels to carry out short, sharply focused pieces of scrutiny work'. This report provides members with a brief summary of the work of the scrutiny panels and select committees to date.

#### 2. RECOMMENDATIONS:

- 2.1 That the Overview and Scrutiny Commission notes the report.

#### 3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 During 2009 six scrutiny panel reviews were completed. The Dual Diagnosis study was reported to Council in December 2009 and three reports are scheduled to be on the agenda for the Council meeting on the 28 January, these are:
- Students in the Community
  - Older People and Community Safety
  - GP-Led Health Centre
- 3.2 The Children and Young People Alcohol Related Harm Scrutiny Report is to be discussed at Licensing Committee on March 4<sup>th</sup>.
- 3.3 The Environmental Industries Scrutiny Report is set for discussion at the Enterprise, Employment & Major Projects Cabinet Member Meeting on the 26th January.
- 3.4 Panels currently conducting reviews are listed below, along with a short update on their activity.
- **Street Access Issues** (Cllr Sven Rufus)  
Evidence had been taken from a range of witnesses including business representatives, charities, local voluntary organisations, council officers and residents. Recommendations will focus on traders' items (A boards and tables

and chairs), communal and commercial bins and bicycles. The panel is looking to report to OSC in March.

- **Climate Change Adaptation** (Chair Prof Gordon MacKerron)

The panel is looking at how prepared the Council and partners are to respond to a changing climate. The three panel meetings held to date have focused on the climate data, the national and regional context and are now starting to look at the Council's and partners preparedness.

- **20mph** (Chair Cllr Pete West)

The panel has held a scoping meeting and will be holding a first public meeting on the 19<sup>th</sup> January. Terms of reference have been agreed as:

- To gain an understanding of the collision statistics
- To seek a range of views as to the impact of 20 mph speed limits and 20 mph zones on road safety in terms of reducing vehicle speeds and casualty numbers
- To investigate what options other local authorities across the country are pursuing in terms of 20 mph speed limits/zones
- To gain an understanding of the potential environmental impacts of 20 mph speeds on air quality, tail pipe and carbon emissions as well as noise
- To gain an understanding of the potential 'other benefits' which 20 mph speeds may bring, such as health benefits, increased sociability, and better walking and cycling conditions
- To gain an understanding of any potential consequences of any displacement of traffic as a result of introducing lower speed limits
- To gain an understanding of the speed limit review currently being undertaken in the city and the links with this investigation
- To identify the benefits, feasibility and potential costs of various 20 mph speed options for the city
- To develop recommendations for the future development of council policy on 20 mph speed limits/zones

- **School Exclusions** (Chair Cllr Rachel Fryer)

The panel has taken evidence from a range of witnesses including parents, pupils and teachers. Council officers who have given evidence include the AD for Learning, Schools and Skills, Senior Secondary and Specials Schools Advisor and Behaviour Strategy Manager. External witnesses have included staff from the Self Managed Learning Centre, YOT, and the learning support service.

Site visits have been undertaken to a number of schools and support services. Whilst still ongoing issues raised to date are waiting times to access support services, increased support for schools, different levels of support offered in different schools and the specialist knowledge required for certain conditions and experiences.

- **Dignity at Work** (Chair Cllr Gill Mitchell)

The panel will be meeting in early February to discuss the draft Dignity at Work Strategy.

- **Dementia Select Committee** (Chair Cllr Pat Hawkes)

The Select Committee on Dementia has now held a series of evidence gathering meetings and has heard from the city commissioners of mental health services, a range of clinicians and professional care providers, support services (e.g. the Alzheimer's Society) and carers.

The Committee is now considering its draft recommendations, and will shortly be producing a report, although it may be necessary to take some more evidence in the areas of general acute care (e.g. the diagnosis and support for dementia in general hospitals), and the city's in-patient dementia beds (as a consultation on whether to keep these beds in the city is expected to commence imminently).

- **Staff Disabilities** (Chair Cllr David Watkins)

The Panel has held a scoping meeting and asked for further information on relevant legislation, existing council policies, performance and initiatives regarding disabled staff recruitment and retention.

Witnesses including staff with disabilities, council officers and other professionals working in the area, local organisations, and others with an interest are being invited to public meetings on Monday 22 Feb 10am HTH CC and Friday 12 March 10am HTH CC.

The Panel's remit is:

"Wishing positively to support officers in the good work already being done:

- To ensure progress on the issues raised about staff disabilities from the Diversity Peer Challenge (as reported to 14 July 2009 OSC)
- To investigate issues relating to performance under the Local Area Agreement
- To investigate action take by the council to encourage people with disabilities to apply for a job.

Noting that: Progress from the Equalities and Inclusion Action Plan is being monitored via the regular reports within the existing OSC work programme; and that the draft Single Equality Scheme is being reported to 15 December OSC and considered in more detail at an informal meeting on 12 January 2010."

- **Support for Victims of Sexual Violence Support Services** (Chair David Watkins)

The scoping meeting for this panel was held on the 18<sup>th</sup> January. Terms of reference were agreed

- **Cultural Provision for Children** (Chair tbc)

Scoping to start in mid-February.

- 3.5 All panel papers and final reports are available on the Overview and Scrutiny pages of the Council's website.

#### **4. CONSULTATION**

- 4.1 There has been no consultation in relation to this report.

#### **5. FINANCIAL & OTHER IMPLICATIONS:**

Financial Implications:

- 5.1 There are no financial implications arising from this report.

Legal Implications:

- 5.2 There are no legal implications arising from this report.

Equalities Implications:

- 5.4 A number of scrutiny panels are investigating issues that will have implications for how the council relates to equality issues.

Sustainability Implications:

- 5.5 A number of the scrutiny panels currently ongoing will impact upon sustainability issues, most notably the panel on climate change adaptations.

Crime & Disorder Implications:

- 5.9 The scrutiny review into support services for victims of sexual violence will probably have some crime and disorder implications.

Risk & Opportunity Management Implications:

- 5.10 Each Overview and Scrutiny Committee has a duty to ensure that the number of Ad Hoc Panels which it appoints does not exceed the capacity of the Member and Officer resources available to support their work.

Corporate / Citywide Implications:

- 5.11 There are no corporate implications arising from this report.

### **SUPPORTING DOCUMENTATION**

#### **Documents in Members' Rooms**

None

#### **Background Documents**

None

Overview and Scrutiny Commission Work Plan 2009 - 2010

Issue	Overview & Scrutiny Activity	Outcome & Monitoring/Dates
<b>2<sup>nd</sup> June 2009</b>		
Sustainable Communities Act	Information on the legislation and its relevance to O&S. Ad hoc panels may generate suggestions for future submissions.	Officers to generate a bank of ideas, as result of OSC work, which could be submitted under future rounds of the Act.
BME/Disabilities	Report requested by Cllr Elgood on BME workforce statistics.	Further report to be provided to OSC
Recession Information	Item on the Council response to the recession and its impact upon the City. Will be possible for OSC to contribute to the future development of Third Sector Relief Package.	Draft Third Sector Recession Action Plan in partnership with the Community and Voluntary Sector Forum and the LSP be brought back to the Commission for comment and Member input prior to its agreement
ICT Risk	Referral from Audit Committee.	ICT developments to be reported back to the Audit Committee
Overview and Scrutiny Annual Report 2008 - 2009	OSC is required to submit Annual report to Council. Committee to agree content of report.	Annual report submitted to Council 16 July.
OSC Work Plan	To discuss/agree OSC work plan for the year.	Maintained under review.

Issue	Overview & Scrutiny Activity	Outcome & Monitoring/Dates
<b>14<sup>th</sup> July 2009</b>		
LAA Annual Performance Report	O&S performance management; opportunity to review LAA targets and ask for in-depth information of areas of concern.	Scrutiny Committee Chairs asked to review areas of off-target performance
Equalities Update	To include Equalities Peer Review. Commission has a remit to scrutinise equality issues and has 6 monthly updates.	Scoping report on disabilities to be provided to the next meeting, 8 September
Good Practice Budget Scrutiny	Report on arrangements within other local authorities to scrutinise the budget/budget setting process. Members will have the opportunity to recommend changes to the manner in which budget scrutiny is undertaken within the Council.	Seminars proposed for all O&S Committees with outcomes to be reported to 26 January OSC
Budget Provisional turn-out 2008/09	Ongoing budget monitoring.	Maintain under review
Work Plan and work plans of all O&S Committees	OSC has remit to coordinate the work of all the O&S Committees. Chairman of each O&S Committee to present the work plan for 2009-10.	Maintain under review
Overview and Scrutiny and the Local Strategic Partnership		<p>O&amp;S Committees will continue to receive quarterly performance reports on the LAA.</p> <p>The Chair of the LSP will be invited to the OSC once a year to provide an overview of the priorities and</p>



<b>Issue</b>	<b>Overview &amp; Scrutiny Activity</b>	<b>Outcome &amp; Monitoring/Dates</b>
		<p>achievements of the LSP.</p> <p>The Chairs of each of the Thematic LSP Groups will be invited to attend the relevant O&amp;S Committee once a year.</p> <p>The LSP will be invited to suggest items for the O&amp;S work programme including in-depth reviews into specific areas of work, and O&amp;S Committees will be able to request issues for discussion by the LSP'.</p> <p>When undertaking work planning, O&amp;S Committees will take into account the work of the relevant LSP themed groups and actively consult with them. This is especially relevant when looking to establish a scrutiny panel.</p>
Sustainable Community Strategy	O&S chance to feed views into the consultation process in developing the Strategy.	Member Workshop on Sustainable Community Strategy to be arranged

8 <sup>th</sup> September 2009		
Place Survey	For information	Request for information on Draft Volunteering Strategy
Scoping Report on Disability	To determine whether further scrutiny action is needed.	Establishment of a four-member scrutiny panel
Scrutiny of Budget Proposals	To agree process for scrutiny of budget proposals 2010-2011	Process agreed; additional O&S meetings to be scheduled
Strengthening Local Democracy	Government Consultation	ECSOSC addition to consultation response, to be reported at 22 September Governance Committee
GP-led Heath Centre – Report of the Scrutiny Panel	Report approved by October HOSC, for information.	Report noted.
OSC Work programme	For monitoring	Request for report on approach to collection of Council Tax arrears
Council's Forward Plan	For monitoring	Request for information on Corporate Procurement of Energy, decision to be taken at 17 September Cabinet.  Query on the earlier deferral of decision due to 'O&S Requirements for consultation'

<b>20 October 2009</b>		
Discussion with LSP Chairman	Developing relationship between overview and scrutiny and local strategic partnership	Commission submits comments as part of the consultation on the refresh of the sustainable community strategy
Targeted Budget Management Month Four	Ongoing budget monitoring	Senior officers provide information on projected overspends and other budget pressures. OSC requests report on staff vacancy management to next meeting.
Local Development Framework Core Strategy	Scrutiny of Budget and Policy Framework plans and strategies	Commission asks a range of key questions on the Core Strategy. Section 106 agreements with developers could be an area for consideration.
Corporate Energy Procurement Contract	Scrutiny of the re-tendering of the contract as agreed by Cabinet	Consideration of energy prices, 100% renewable sources and measures being taken to improve heat efficiency in schools.
Draft Volunteering Strategy requested by 8 Sept OSC	For comment into early draft	Request for further information on the Volunteering Strategy to a future meeting
All O&S Committee work plans	For monitoring	Noted.
Forward Plan	For monitoring	Concern at the proportion of deferred items on the Council's Forward Plan; officer report requested
O&S Good Practice		Annual programme for scrutiny panels agreed in principle; Cabinet Members/ Scrutiny Chairmen to continue meetings recently established; and consider how

		to raise resident involvement in scrutiny process. Outcome to be reported to the Governance Committee.
OSC Work Programme		Priorities agreed for next scrutiny panels; 20mph speed limit; sexual violence service; and staff disabilities
<b>15 December 2009</b>		
Budget Strategy	Question and answer session with Central Services and Finance Cabinet Members and senior officers	OSC requests information on: CYPT savings proposals before 5 Jan 2010 CYPOSC; how the budget proposals were Equality Impact Assessed; report on operational vehicles to be presented to the Sustainability Partnership and; payments to consultancies and budget pressures brought about by staff sickness
Targeted Budget Management Month Six	Ongoing budget monitoring	Replies to queries noted
Council Tax Collection Policy	Report as requested at 8 October 2009 OSC	Officers praised for thorough process and report
Staff Vacancy Management	Report as requested at 20 October 2009 OSC	Request that this information be provided annually as part of budget scrutiny and asks all OSCs to question staff vacancies as part of the current

		budget scrutiny.
Single Equality Scheme	Opportunity to comment on early draft Scheme	Workshop arranged for 12 January 2010. Six-monthly update report requested.
Council's Forward Plan		Report to future meeting

**26 January 2010**

Recommendations on budget proposals from O&S Committees	OSC to report to 11 February Cabinet	
Third Sector Recovery Plan	Pre-decision. Commenting on draft plan.	
Health Inequalities Referral from Audit Committee	OSC asked to agree to refer to ASCHOSC.	
CAA –One Place Assessment	Results of the CAA process. Sets context for scrutiny prioritisation and working with the LSP.	

**16 March 2010**

Targeted Budget Management Month Nine	Ongoing budget monitoring.	
Street Accessibility Scrutiny Panel Report	OSC to endorse the report.	
Council's Forward Plan	Investigate proportion of items deferred or withdrawn.	

**27 April 2010**

Climate Change Scrutiny Panel Report	OSC to endorse the report.	
Section 106 agreements		
Dignity at Work scrutiny panel report	OSC to endorse the report	
OS& Committee updates	Each O&S Committee Chair to update OSC on their work-programme and key issues.	

**8 June 2010**

Staff Disability Scrutiny panel report

OSC to endorse the report.

**20 July 2010****07 September 2010**

