

Scrutiny Panel

All Members of the Scrutiny Panel are requested to attend the meeting of the group to be held as follows

Monday, 23rd October, 2017

7.00 pm

Room 102, Hackney Town Hall, Mare Street, London E8 1EA

Contact:

Tracey Anderson

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Tim Shields

Chief Executive, London Borough of Hackney

Members: Cllr Ben Hayhurst (Chair), Cllr Mete Coban, Cllr Margaret Gordon, Cllr Christopher Kennedy, Cllr Ann Munn, Cllr Sharon Patrick, Cllr James Peters and Cllr Anna-Joy Rickard

Agenda

ALL MEETINGS ARE OPEN TO THE PUBLIC

- 1 Apologies for Absence**
- 2 Urgent Items / Order of Business**
- 3 Declaration of Interest**
- 4 Minutes of the Previous Meeting** (Pages 1 - 16)
- 5 ICT Update** (Pages 17 - 26)
- 6 Chief Executive Question Time** (Pages 27 - 28)
- 7 Quarterly Finance Update** (Pages 29 - 44)
- 8 Work Programme 2017/18** (Pages 45 - 50)

Access and Information

Getting to the Town Hall

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Further Information about the Commission

If you would like any more information about the Scrutiny Commission, including the membership details, meeting dates and previous reviews, please visit the website or use this QR Code (accessible via phone or tablet 'app')

<http://www.hackney.gov.uk/individual-scrutiny-commissions-health-in-hackney.htm>



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If a meeting passes a motion to exclude the press and public then in order to consider confidential or exempt information, all recording must cease and all recording equipment must be removed from the meeting room. The press and public are not permitted to use any means which might enable them to see or hear the proceedings whilst they are excluded from a meeting and confidential or exempt information is under consideration.

Providing oral commentary during a meeting is not permitted.

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Scrutiny Panel 23 rd October 2017 Minutes of the previous meeting	Item No 4
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OUTLINE

Please find attached the draft minutes for the Scrutiny Panel meeting held on 17th July 2017.

ACTION

The Scrutiny Panel is requested to agree the minutes.

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London Borough of Hackney
Scrutiny Panel
Municipal Year 2017/18
Date of Meeting Monday, 17th July, 2017

Minutes of the proceedings of
the Scrutiny Panel held at
Hackney Town Hall, Mare
Street, London E8 1EA

Chair	Councillor Ben Hayhurst
Councillors in Attendance	Cllr Mete Coban, Cllr Margaret Gordon, Cllr Ann Munn, Cllr Sharon Patrick and Cllr James Peters
Apologies:	Cllr Christopher Kennedy and Cllr Anna-Joy Rickard
Officers In Attendance	Tim Shields (Chief Executive), Andy Wells (Civil Protection Service Manager) and Ian Williams (Group Director of Finance and Resources)
Other People in Attendance	Mayor Philip Glanville (Mayor) and Councillor Nick Sharman
Members of the Public	
Officer Contact:	 0208 3563312  tracey.anderson@hackney.gov.uk

1 Election of Chair and Vice Chair

1.1 The Overview and Scrutiny Officer opened the meeting and requested nominations for the position of Chair of Scrutiny Panel. Councillor Munn nominated Councillor Hayhurst and this was seconded by Councillor Peters. Cllr Hayhurst was duly elected as Chair of the Scrutiny Panel.

Councillor Hayhurst in the Chair

1.2 The main political opposition party had indicated that it did not want to take up the position of Vice Chair as per constitution. It was agreed that this would be discussed in under Urgent Items at the end of the agenda.

2 Apologies for Absence

2.1 Apologies for absence were received from Councillor Anna-Joy Rickard and Councillor Christopher Kennedy.

2.2 Apologies for lateness were received from Councillor Mete Coban.

3 Urgent Items / Order of Business

3.1 The main opposition had not taken up the Vice Chair role as per constitution. It was suggested that opposition involvement in Scrutiny should be encouraged.

Agreed: To explore ways to encourage opposition involvement in the Scrutiny Panel

4 Declaration of Interest

4.1 Cllr Peters informed he was a Governor of a special school in Hackney which supported children with severe special educational needs (SEN). Although this was not considered a prejudicial interest, the declaration was made because they would be discussing the SEND budget under agenda item 6.

4.2 Cllr Hayhurst declared that he was a member of the Council of Governors at the Homerton Hospital in relation to the prospective discussion on integrated healthcare commissioning under agenda item 5.

5 Cabinet Question Time Mayor Glanville

5.1 The purpose of this item was to question the Mayor of Hackney about his key areas of responsibility, the delivery of services, and performance and decision-making within the Council. It had been agreed that the Mayor would attend Scrutiny Panel twice per annum to respond to questions from the panel.

5.2 The Mayor was invited to update on 5 topics which had been identified by the Scrutiny Panel in advance of the meeting and to respond to member questions thereafter. The five topics were:

- a) The establishment of a Housing Company and its future plans;
- b) An update on Integrated Commissioning including the rollout of youth commissioning;
- c) Civil resilience and emergency planning;
- d) The new central government, policy direction and implications for Hackney;
- e) Britannia Leisure Centre.

The Housing Company

5.3 The Panel noted that the purpose of the establishment of a Housing Company would be to improve the supply and delivery of private rented properties in Hackney. The policy framework for the Housing Company was still in development and a final proposal for its establishment was expected at Cabinet in the autumn (2017).

5.4 The council had a strong track record of housing development, which in part was due to a large and experienced housing development team. There were approximately 700 homes currently being developed on site by the Council, all of which are being financed through the headroom (debt cap) in the Housing Revenue Account (HRA). The housing development team is experienced in building out a range of housing options which include homes for social rent and shared ownership, both of which are

cross-subsidised by the sale of private sector homes. This is undertaken on a portfolio basis on multiple sites across the borough.

- 5.5 The council also has an ambition to increase the supply of homes in the private rented sector at London Living Rent.¹ The Council is not able to provide such homes directly however, as it is not be able to issue an Assured Shorthold Tenancy or any other private rented product under the 1985 Housing Act. It will therefore be necessary to establish a Housing Company in order to issue such private sector tenancies.
- 5.6 The sole purpose of the Housing Company will be as vehicle for delivery of private rental homes. A range of sub-market rents (e.g. London Living Rent) will be offered through the Housing Company, which in part will be cross-subsidised by offering a number of properties at market rent. The financial modelling that underpins this strategy is important as this will determine the number of private rented homes which can be let at sub-market rents.
- 5.7 To support the delivery of the private rented homes, the Housing Company will have access to wide range of finance options. The Housing Company could borrow money from the Council to support development, or take loans from the Public Loans Work Board (PLWB) or a number of other public and private finance options. The Housing Company will be able to buy land from the Council or buy units directly from the open market. The Panel noted that the intention was to keep the delivery model simple and to focus on the delivery of London Living Rent homes.

(i) The Panel sought to confirm establishment of the Housing Company would be to obtain finance to support the supply of homes for private rent, and therefore sought clarification on (a) if there would be any borrowing limits for the Housing Company (b) if the Council will be required to underwrite the debts of the Housing Company.

The Panel noted that the primary purpose for establishing the Housing Company was not finance, but the ability to issue private sector tenancies. Due to legal constraints of the 1985 Housing Act, the Council had been prohibited from taking up offers to work with private developers who were interested to move their portfolio into a private rented offer. As a consequence there have been missed opportunities for the council to develop its London Living Rent offer or increase other areas of housing support (temporary rented accommodation).

The Housing Company would have many borrowing and finance options, but this was not the primary purpose for its establishment. The Housing Company would not be a separate entity to the Council, but would be closely aligned to the Council and this would be reflected in the governance arrangements. The Council would also underwrite the borrowing of the Housing Company.

(ii) The Panel were keen to understand the outcome of the public consultation in the housing strategy, and what implications this might have for the establishment of the Housing Company?

There were approximately 150 responses to the Housing Strategy consultation from residents and other community stakeholders. The analysis and outcome of the

¹ London Living Rent is a new type of affordable housing for middle-income Londoners. These homes will have lower rents, so cash you save on rent can go towards a deposit for your own home.

consultation was still being finalised and this would be presented to members and residents shortly.

No specific consultation on the establishment of the Housing Company was anticipated at this time as there was an electoral mandate to deliver 500 London Living Rent homes only vehicle through which to achieve this ambition was the establishment of Housing Company.

It would be made clear that the Housing Company was not privatisation and that the Council would not relinquish its assets. The Housing Company was a vehicle for the delivery of private sector tenancies, and therefore just another arm in the councils overall housing delivery plan that sat alongside objectives to increase supply of homes for social rent, shared ownership or private sale.

(iii) Cllr Sharman noted that Audit Committee and Scrutiny have shared oversight for a number of council functions and should develop a shared approach to developing corporate assurance, particularly in relation to risk, value for money and resilience of future planning. Cllr Sharman enquired how best can the Council equip itself to manage the financial and other corporate risks it faces in respect of its housing and wider regeneration projects and ambitions?

The Mayor suggested that the risks of establishing a Housing Company would be offset against the Council's ability to develop a new private rented offer to local people and that this would also give the Council greater flexibility in how it manages its local housing stock.

The Panel noted that the Council had a number of developments which were dependent on finance from private sales and as a consequence there was a sales risk if there was a future downturn in the housing market. The sales risk could be managed better if such properties could be taken-over and managed for private rent within the Housing Company, rather than the Council forced to sell units at below expected level. Similarly, improved provision within the private rented sector through the Housing Company could also reduce some of the financial risks associated with other housing responsibilities (e.g. provision of temporary accommodation).

Unlike other councils, Hackney has a large and experienced housing development team which had been successful in overseeing a number of housing and mixed use schemes. In this context, the Council does not have the management risk of other authorities in supporting housing and regeneration ambitions.

Critically however, the formation of the Housing Company will allow the development a much wider range of private rented housing and tenure options to meet the varied housing needs of local people. The Panel noted it could be argued that to do nothing and not extend the housing options available, would represent a greater risk to the Council.

(iv) What can be learnt from other authorities who have set up similar Housing Companies?

The Council has undertaken desk-top work and has assessed the approach taken in Enfield, Kensington and Chelsea and Thurrock. The Council is not seeking to establish Joint Vehicle (JV) with a private investor partner, as unlike many other

authorities it has both the management experience and the capital finance to support its development ambitions for land in its possession. What the Council does not have however, is the ability to offer private sector tenancies, hence the need for the establishment of the Housing Company.

Other authorities had been required to enter JV arrangements to bring in additional finance, as such authorities did not have the borrowing capacity within its HRA to support large scale housing development.

(v) The Panel sought to ascertain the timeline for the development of the Housing Company and when units would be developed on site.

The Panel understood that there the policy for the establishment for the Housing Company was being finalised with a commitment to develop 500 homes for private rent. The aim would be to transfer that commitment to 500 homes to the next party manifesto, with the anticipation that the Housing Company will be on site and delivering homes by 2020.

If the Housing Company could acquire properties in this period, it might be possible that units at the London Living Rent could be available at the same time. Further policy work will be needed to shape the London Living Rent to meet the needs of Hackney residents, and this may be an area where further public consultation may be beneficial.

Integrated Commissioning

- 5.8 It was noted that the Chair of the Health in Hackney Panel had written to the City and Hackney Clinical Commissioning Group to highlight concerns about plans for the introduction of a Single Accountable Officer for East London. The Council and the CCG has agreed an integrated commissioning process which involves joint commissioning and a pooled budget. NHS England had identified a number of governance issues which the CCG and the Council. These have been addressed and they were awaiting clearance from NHSE to proceed with the fully pooled budget. .
- 5.9 In the interim, integrated commissioning arrangements continued to be developed and workstreams aligned. This has resulted in the establishment of an overarching Integrated Commissioning Board together with a number of supporting work streams (e.g. Planned Care, Unplanned Care, Prevention; and Children and Young People). The Council and partners were of the view that this would be an effective model to deliver integrated care and support for local people.
- 5.10 It was acknowledged that there would be challenges around the formation of the Sustainability and Transformation Plan for North East London (NEL STP) which has now been renamed the East London Health and Care Partnership. The preferred approach of the Council was to work in partnership with colleagues across east London, though not sign up to any formalised plan or agreement which may inhibit the ambitions of the Council.
- 5.11 In the development of the STP there would be critical points ahead, such as the establishment of a Single Accountable Officer across the 7 CCGs in the area. The Panel noted that the Council would be reluctant to be incorporated into a larger accountable healthcare body which may result in the possible dilution of the independence of the local CCG and a lack of public accountability.

- 5.12 The Mayor noted that he did not have specific details on Children and Young People commissioning workstream to hand, as this was still in development.

Civil resilience

- 5.13 The Panel noted that there were two aspects to Civil Resilience. The political and community management side involved the Mayor, Deputy Mayor and Cabinet Member for Safety and Enforcement who would liaise with other members of the Council. The Panel also noted that there are corporate arrangements both within the Council and across all London Local Authorities which establish a command structure to deal with major emergencies and incidents and to help manage the interface with emergency services (e.g. police, fire, ambulance).
- 5.14 A response to a major incident in London would require 'Gold Command' response which would include top-level representation from London local authorities and 'blue light' services and this body would make pan-London emergency response decisions. Each local authority is on-call for Gold Command on rotation and would lead emergency planning if an incident occurred. This process is replicated at the local level, with all senior managers on gold alert in rotation to handle local emergencies and critical incidents.
- 5.15 The local Gold response was recently used to manage a gas leak. In this instance, the on-call senior manager would coordinate relevant council departments and ensure that there is an appropriate and effective response to the identified incident. Depending on the nature of the incident, the response could be scaled up accordingly, including to request additional support from other local authorities (Gold Command).
- 5.16 The Panel noted that Hackney has been asked to support the response to the Grenfell Tower fire and the Camden evacuation, in which the Chief Executive and Group Director for Children, Adults and Community Health had been involved and undertaken extensive and valuable work.
- 5.17 **(i) The Panel sought to clarify what provision there would be locally for people that might need to be re-housed in a civic emergency?**

It should be acknowledged that any local authority would find it difficult to find the quantum of local housing to fully meet the needs of all those involved in critical incident on the scale of the fire at Grenfell Tower.

It was noted that there had been dialogue on a pan-London level with large hotel chains to help secure large volume housing options for people involved in critical incidents in the future. At present it is very difficult to engage and make bookings with such hotel groups but it was hoped that new systems could be developed to enable speedy block booking of hotel accommodation if required.

The Panel discussed whether it was necessary to re-home people out of borough or out of London in such crises.

The establishment of the emergency response centre would be central to handling resident's needs immediately in the aftermath of a critical incident such as Grenfell Tower. Accommodation and other provisions at the emergency centre would reflect this, though people would be moved to more suitable and sustainable housing options as the emergency response develops.

(ii) The Panel enquired how the Council became involved in supporting other authorities in their emergency and critical incident response?

There is an agreement across London authorities to provide mutual support to help manage and respond to critical incidents (London Gold). Any authority can activate this London wide response to help them manage such critical incidents.

(iii) The Panel invited the Chief Executive to provide an analysis of the lessons learnt from Hackney's support for both incidents at Kensington and Chelsea and in Camden.

The panel noted that the Council does manage critical incidents on a regular basis in Hackney, and whilst these may not be on the scale of Grenfell, they often required a coordinated response from across the Council which involving numerous departments and services.

An emergency response guide had been developed in response to the London terrorist attacks in 2007 and this has been updated as lessons have been learnt from responses to other critical incidents.

In total 13 Chief Executives were involved in supporting the Grenfell Fire response, which again underlines the collective response of local authorities to this critical incident. Requests for support from Kensington and Chelsea were however still ongoing, and where Hackney is able, it will support such requests. The Gold Command would only be stood down once the response has moved to a recovery phase.

A Panel noted that a core group of 7 Chief Executives would be formed in the autumn which would have enhanced security clearance and would be able to come together quickly to help manage incidents of this nature more effectively in the future. Hackney had been invited to participate in this core group.

(iv) The Commission enquired how the emergency response is financed, particularly when this draws on the staff of a wide range of local authorities?

Most people supporting the emergency response would be doing this voluntarily and would need to balance this alongside existing work commitments. In this context, it is difficult to sustain this level of emergency response as these impedes leadership and service provision elsewhere across the capital.

General Election

5.18 The Panel noted that **if** the austerity agenda eased, it was unlikely that this would result in any material difference locally in the short-term. In this context, the Council was in the first year of a 3-year funding settlement, and would therefore need to continue to find savings already identified.

5.19 If there was any loosening of the public purse, it was most likely to be within the education or health budgets. Indeed, this was exemplified in today's (17th July 2017) announcement from the Education Secretary in which an additional £1.3 billion would be provided to schools. It should be noted however, that this was not new money, but

would be funded from the rest of the DfE budget and possibly require cuts to other education programmes such as Free Schools, Further Education or Early Years.

- 5.20 The Queens Speech had identified that there would be legislation coming forward on Domestic Violence. Whilst interventions to support those experiencing domestic abuse was welcomed, it should be acknowledged that the government's own welfare reform agenda had placed considerable restraint on the Council and other welfare agencies in supporting such needs. The Panel noted that a housing solution was often critical to solving a domestic violence situation, though given the pressures within housing services, this would continue to be challenge for local authorities.
- 5.21 The Panel noted that there had been widespread debate on the 1% pay cap among public sector employees. Whilst it is recognised that public sector pay has been eroded over recent years and removal of the cap would be welcomed, the failure of central government to fully resource any pay increase would necessitate local authorities to find savings in other service areas.
- 5.22 It was clear that Brexit would dominate the national agenda and that domestic policy would take a backstage for this coming parliament.

Britannia Development

- 5.23 The Panel noted however, that this development proposal had been widely discussed in various local policy making and decision making forums including Cabinet and through specific development consultations.

Audit Committee

- 5.24 Cllr Sharman made a number representations on behalf of the Audit Committee and requested that the Mayor attend the December meeting to respond to questioning on the following:
- (a) The Audit Committee is producing a suite of performance indicators and it would be useful if there could be an agreed process to which the Mayor could respond to any issues that are raised in the assessment of these;
 - (b) There was increasing use of strategic boards across the council to develop service responses, this highlighted the need for improved accountability arrangements;
 - (c) How value for money is achieved for future planning decisions.

The Mayor confirmed that he would be very happy to appear at Audit Committee to address the issues outlined above and to improve political engagement with this body. Alternatively, the Mayor indicated that he would also be happy to attend Scrutiny Panel to discuss the issues raised by the Audit Committee.

The Mayor confirmed that he welcomed the suggestion for such boards to be more open and transparent. The Housing Board is public body and governance is out in the public domain. It was suggested that individual scrutiny commissions could play a further role in increased accountability of such boards.

6 Quarterly Finance Update

- 6.1 The Chair welcomed Ian Williams, Group Director for Finance and Corporate Resources to the Panel. A number of finance reports were submitted to the Panel ahead of the meeting, and these were discussed in turn.

SEND

- 6.2 One of the key points to note from this report was that the same pattern of budget pressures within SEND budgets was experienced across other London boroughs. Other Councils were experiencing similar budget pressures as a result of high demand for services and decline in central government support. Hackney would be surveying other London boroughs through the Society of London Treasurers to identify the scale of this problem.
- 6.3 The Panel noted that the levels of central government resource for SEND had not been upgraded since 2011. This had created additional budget pressures which had to be offset locally.

Action: To provide further details of the targeted and exceptional policy to the Panel and what this involves.

Temporary Accommodation

- 6.4 A number of developments had been made since this item was last presented at the joint session for Children and Young People and Governance & Resources Scrutiny Commission in December 2016. Most notably the work that has been undertaken to reduce the time taken to turn around void properties and the conversion of council properties for use as temporary accommodation. The Panel also understood that the Council had also bought a hostel and invested in new leasing arrangements to increase its temporary accommodation offer.
- 6.5 The interventions outlined above were however just temporary solutions and it is unsustainable to maintain such a large number of families in temporary accommodation. There had also been an ongoing shortfall in funding to support people in temporary accommodation which was further adding to budget pressures.

(i) The Panel sought to clarify whether the total cost of service outlined in the paper (on page 13) was the actual overspend and or projected overspend.

The base budgets provide for a significant element of the cost of the service and where this isn't fully resourced the council would top up from reserves.

(ii) The Panel sought to clarify, given the extreme housing pressures in the capital, whether the Council was formulating a policy to offer accommodation outside of London?

The Council is currently taking a suite of policy documents through to decision which include homelessness strategy, temporary accommodation strategy and a rough sleeper strategy. The housing regulations allow the Council to discharge its duties outside of London, but to date this been used very sparingly as people were very reluctant to take up such offers.

The only way people could be re-housed was if they were homeless. It was suggested that an additional piece of policy work would be needed to identify what support could be provided to people to prevent them becoming homeless and presenting at the council for emergency accommodation. It was suggested that policy options should be explored to identify ways in which newly homeless residents can be supported (e.g. staying with friends or family) or to find other housing solutions, whilst still remaining on the housing register. This has been explored in other boroughs and

the Council will be looking into this further to identify if similar procedures can be adopted here.

Generally speaking, the Mayor questioned whether spending large amounts of council resources to support the housing and resettlement of people in temporary accommodation out of borough is the right choice, as these resources could be spent developing an in borough response. It would also be difficult to replicate the same level of support and required safety nets that are provided for residents within the borough as those housed outside of London.

Whilst it was accepted that some people from Hackney may continue to be rehoused out of London, this would hopefully be a small number.

(iii) The Panel queried if it would be helpful for Living in Hackney to look at some of the models used elsewhere that incentivise people to find their own housing options rather than present as homeless to the Council?

The Council was aware of some of the developments in other boroughs in this area and would be looking into these, but it was unlikely that there will be further policy development in this specific area before May 2018. The Mayor would welcome the Living in Hackney Scrutiny Commission in providing that policy development work leading up to that time.

Capital Risk

- 6.6 The report on capital risks was presented to the panel. Additional details were provided for two projects as these mixed use development schemes represented significant risks to the authority, these being Nile Street and Britannia Leisure Centre site.
- 6.7 A risk profile has been developed for all development be it specific housing development or wider estate regeneration projects. This model used a number of risks to develop an overall risk profile for each development. The specific risks assessed include; management risk, cash flows risk, sales risk, contract risk and borrowing risk.
- 6.8 It was suggested that further work was needed to help members understand the nature and totality of risks within individual developments and in their totality. Officers offered to provide a workshop for members for this purpose.

Action: Group Director Finance and Corporate Resources to set up a member workshop to support assessments of corporate risks associated with housing and regeneration developments.

(i) The Panel sought to clarify whether in relation to mixed use developments, if there was any risk associated to the projection of declining pupil numbers to these developments. Is the funding for these developments dependent on pupil numbers?

The fundamental reason why these schemes were conceived was to respond to local projections which indicated an increased demand for school places. In terms of the actual build, there were no expected problems as the income from private on site sales would fund the physical development. In the unlikely event that numbers did not materialise, then some other alternative use may be needed.

(iii) On the capital risk associated with Britannia development, it is suggested that the Council may need to offset some of the capital investment needed to reduce the amount of capital sales. How much money might be needed and where is this coming from?

The Council was undertaking a lot of work to ensure that this scheme remains viable. There are 480 homes planned for development on site, of which 80 are affordable. The scheme will require council funding. This will be obtained from a number of sources including Community Infrastructure Levy, overage on other sites and other smaller finances schemes.

- 6.9 The Chair and members of the Panel indicated that this had been a very informative and productive session and thanked the Mayor for attending and responding to questions.

7 Overview and Scrutiny Work Programme Review

- 7.1 Each Chair or Vice Chair of the Commissions highlighted the main components of their respective work programmes in the year ahead.

Working Hackney

- 7.2 The main review of the Commission would be to assess the skills and training needed to meet the local employment needs over the next 10 years. The Commission would focus on what could be done to upskill local residents to obtain local employment opportunities.

- 7.3 Other one-off items agreed were:

- Integrated schemes to get people back in to work who had been unemployed for a period of time;
- Inequality at work and in work poverty;
- Skills and training at local schools and local jobs (possibly with CYPS);
- Support to small businesses (July 2017).

- 7.4 The Commission noted that many local young people aim to go to University and that many of these institutions were themselves beginning to consider how they could offer apprenticeships. The Commission will look at how the current apprenticeships programme in Hackney could be expanded and explored the cultural barriers that may inhibit uptake of this career pathway.

Children and Young People

- 7.5 The Commission's in- depth review would focus on CAMHS and the early identification and support for young people in schools. The Chair and Vice Chair had begun to scope this with key stakeholders. A spotlight review would take place in October 2017 and focus on the recruitment and retention of Foster Carers.

- 7.6 Other one-off items that the Children and Young People Scrutiny Commission would include:

- School admissions;
- Children's Social Care Annual Report;
- Child Safeguarding Annual Report;
- School attainment;

- Integrated commissioning arrangements.

- 7.7 The panel hoped to work together informally with the Working in Hackney Scrutiny Commission to support a joint scrutiny of how schools are preparing young people for local job opportunities. The Commission also hoped to agree a joint scrutiny process with Living in Hackney in respect of scrutiny of Temporary Accommodation and how this impacts on the attainment of children.
- 7.8 It was noted that the Unregistered Educational Settings report was due to be presented at the September meeting of the CYP Scrutiny Commission.
- 7.9 It was noted the Corporate Parenting Committee had also undertaken work on foster carer recruitment and it may be beneficial to factor this in to the scoping of the planned review by CYP Scrutiny Commission. It was suggested it would be useful to know how other local authorities have approached this issue.

Living in Hackney

- 7.10 The Commission had started a review to assess fire safety controls in local housing in light of the Grenfell Tower fire. This would include not only fire safety officials, but also housing associations and tower blocks managed by the private sector. The Commission felt that it was important that this is undertaken in public to help bring confidence to local fire safety regulations.
- 7.11 Another line of work would be to assess the local impact of the privatisation of the Probation Service.
- 7.12 In addition, the Commission would look at children in temporary accommodation, which would be undertaken either through a full scrutiny or through the Cabinet Member Q & A process.
- 7.13 Other areas for one off scrutiny would include:
- Public realm;
 - Transport – the provision of cycle lanes;
 - Contract management in the housing department.
- 7.14 Given the recent concern about moped crime and the use of acid in such robberies, this would be added to the work programme of the Commission.

Health in Hackney

- 7.15 For its in-depth review the Commission would look at the support for adult carers (i.e. adults caring for adults), which would be confirmed on 20 July.
- 7.16 A number of aspects of mental health were suggested by a number of local stakeholders as a possible area for in-depth review by the Commission. It was decided however, that one-off items on early intervention in Psychosis and the effectiveness of interventions for people with long term, moderate mental health problems
- 7.17 There would be a range of one-off items taken at the Commission including STP plans and development of a Single Accountable Officer. The Commission would also follow up earlier completed work which assessed the maternity unit at the Homerton hospital.

7.18 There would also be regular updates to the Commission on integrated commissioning plans for the borough. The Safeguarding Adults Board would also be attending the Commission to update on its work as would the Local Pharmaceutical Committee on the future of community pharmacy services.

7.19 The Panel requested that correspondence from Health in Hackney Commission to the local CCG concerning possible future East London Commissioning arrangements and the Single Accountable Officer be circulated.

Action: Overview and Scrutiny Officer to circulate the letter from Health in Hackney Scrutiny Commission to local CCG around future commissioning arrangements be distributed to members of the Scrutiny Panel.

Audit Committee

7.20 It was noted that the Audit Committee were taking forward three areas of work in the year ahead, which included the following:

- A high-level performance indicator set for the whole council to help assess the performance of the Council;
- Ways to oversee strategic boards for improved transparency and accountability;
- Value for money in future plans and that there is adequate assurance in respect of future revenues and costs of specific regeneration plans. This would be a council wide assessment.
- Bring additional transparency of capital costs across the Council.

7.21 Many of the issues above fall within the Mayors portfolio, so the Committee would welcome his offer to attend their meeting to discuss these issues.

Action: Overview and Scrutiny Officer to contact Chair of Audit Committee and Mayor's office regarding Mayor Glanville's attendance at the Audit Committee meeting.

8 Scrutiny Panel Work Programme 2017/18

8.1 The Panel discussed the work programme for the Scrutiny Panel for 2017/18. It was noted that a number of items were already scheduled:

- 2 Mayor's Cabinet Member Q & A and December 2017.
- 2 Chief Executive question time session - October 2017 and February 2018
- Quarterly Finance Updates – the Panel can choose particular areas of focus for each update.

8.2 The Panel were keen to have an IT focused session at the next Panel meetings. It was suggested that the panel can raise a number of issues in relation to IT which can be scrutinised at the meeting (e.g. CRM, spend to save). This could involve inviting the new Head of IT to present to the Panel the key IT and digital challenges for the council.

Agreed: That the next meeting in October will focus on IT. Members of the Commission will identify 3 topics for Group Director for Finance and Corporate Resources and 3 topics for Chief Executive and Head of IT.

8.3 It was suggested by members that it would be useful to assess how Corporate Procurement systems work across the Council. Members agreed that this would be useful and would complement work undertaken by the Living in Hackney Scrutiny

Monday, 17th July, 2017

Commission on contract management. It was suggested that this could be a themed session with the Chief Executive (February 2018).

- 8.4 There was also a suggestion that the Scrutiny Panel should also assess the performance of the Council against its key corporate objectives. In addition, the Panel may also assess the new delegated management structure proposed by the Chief Executive at his next attendance at Scrutiny Panel.
- 8.5 Members of the Panel indicated that the meeting had been productive and positive. It was suggested that further work could be done to promote public engagement and involvement at Scrutiny Panel so that the process of holding key decisions makers to account could be more transparent.
- 8.6 The Chair thanked members and officer for attending. The next meeting would be 23rd October 2017.

Duration of the meeting: 7.00 - 9.10 pm



Scrutiny Panel 23 rd October 2017 ICT Update	Item No 5
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Outline

Update on ICT systems and the strategic direction of ICT for the Council.

Questions submitted in advance of the meeting enquired about:

- The ICT vision for the Council
- Innovative and progressive ICT solutions
- User led surveys and user feedback
- Update on CRM.

The report attached outlines the Council's strategic direction for ICT and digital services.

Invited guest

Director of ICT, Rob Miller

Action

The Commission is requested to note the report and ask questions.

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1. Introduction

At the Scrutiny Panel meeting on 17 July 2017, Members asked for a session to be allocated to exploring ICT related matters. Members have provided questions via the Chair and this briefing note is intended to provide Members with a strategic overview of the Council's direction for ICT and digital services.

2. Strategic context

The Council operates a largely in-house model for ICT service provision, which follows the return of the service from outsourced provision in 2012. This is in line with best practice across the sector and provides a more responsive and better value service model than the traditional outsourced alternative.

Over the last 10 - 15 years the ICT service has delivered many important achievements including:

- Successful return of services to in-house provision.
- Investment in information and digital assets, including the Citizen Index and One Account. These are already playing a key role in the delivery of online services to Hackney's residents and businesses and enabling substantial savings, and will provide a vital foundation to enable future transformation.
- Modernisation of the Council's ICT infrastructure and technology, providing robust and flexible access for all users of the Council's systems.

Reflecting Hackney's remarkable journey of improvement, the Council's expectations of performance and its future potential continue to be ambitious for the borough. As a result there is an increasing need for ICT and digital services which can enable that through the effective use of modern technology and service design.

3. Strategic direction

This is an exciting time for ICT at Hackney. Hackney remains committed to the importance of investing in its ICT provision and the in-house service model, in which it stands out from many other local authorities. It is, however, essential to maximise the impact that this investment has on the services the Council provides to the borough's residents and businesses.

Even in the relatively short period of time since ICT was brought back in-house technology has continued to change dramatically, with mobile and cloud computing becoming mainstream and artificial intelligence and advanced data analytics showing enormous

potential. This has resulted in a very different technology environment, a transformation of the possibilities of ICT and digital, and a need for continued modernisation of the ICT service and the way that the Council as a whole approaches the opportunities that digital presents. The rapid pace of technology change also means that the Council needs to design its technical and information architecture so that it is best able to adapt to new technologies (identifying the priority areas for replacing legacy technologies with modern platforms based on open standards, providing the Council with greater agility in future).

The ICT service’s strategic programme has been organised into six thematic areas which are illustrated below. These provide the framework for the division’s work with other Council services and external partners. More detail about each of these themes is set out in section 4 below.

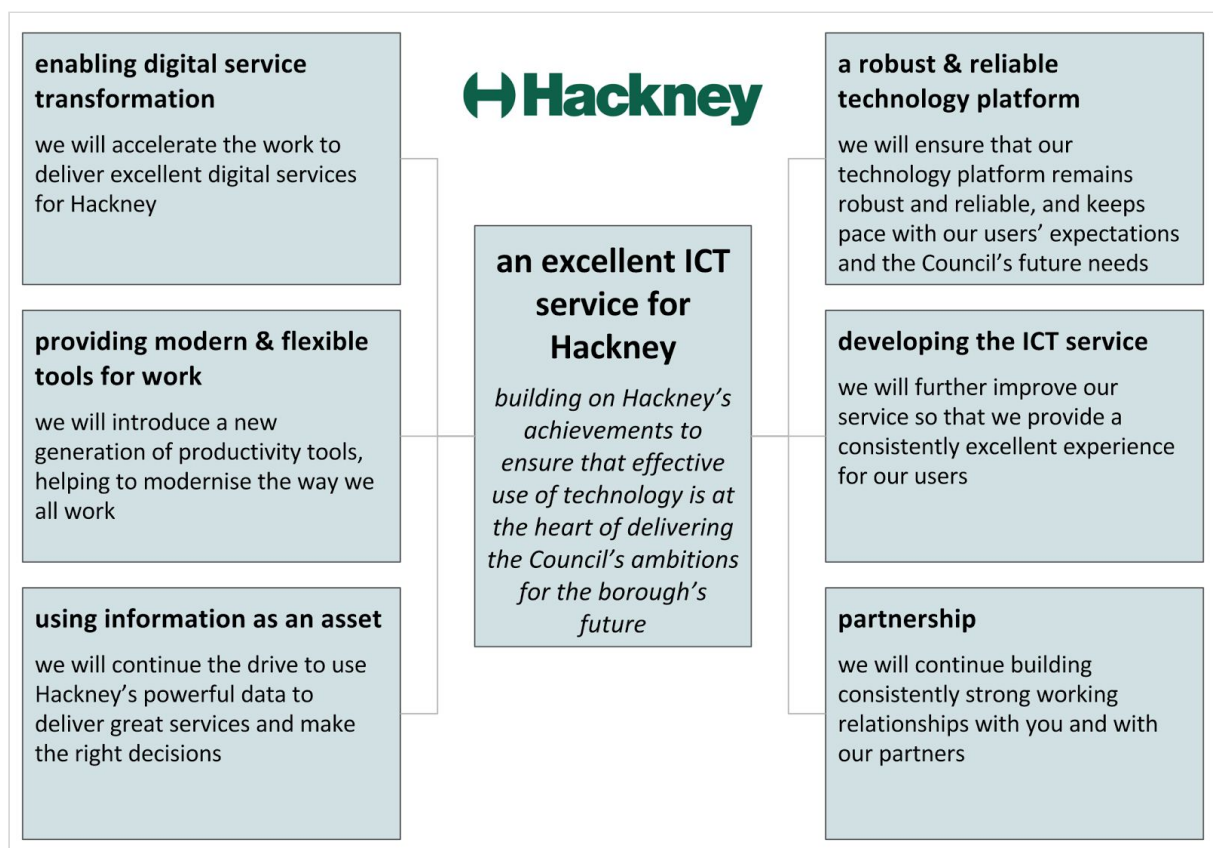


Figure 1: strategic themes

4. Delivery programme

4.1. Enabling digital service transformation

This theme is designed to provide digital services for Hackney’s residents and businesses so good that people prefer to use them. Where possible we will develop reusable digital capabilities and using these to drive simplification and digitisation across the Council’s services, building on existing successes such as the launch of the *One Account* service and improvements to the online parking service (both of which have contributed to significant savings and improvements to the customer experience of Council services).

Work in this theme also includes investment in feasibility analysis of emerging digital technologies such as voice activated services (eg Amazon Alexa), chatbots and artificial intelligence - helping to inform Hackney's longer term strategy of digital service design and delivery.

Reflecting leading practice in digital service design, Hackney are developing modern digital approaches including user research (working closely with residents and other service users to better understand how they experience the Council's digital services), end-to-end service design and Agile development and delivery. Examples of work that is in progress includes:

- Redesign of the *Hackney Works* service, developing new digital services to help residents into employment opportunities, apprenticeships and work experience.
- New digital services to give Council tenants the ability to check their rent accounts online instantly from any device and report and track repairs requests.
- Further development of the *One Account* service to provide an excellent user experience and add additional services (eg the ability to check voter registration, a first for the UK, which launched this summer).
- Development of end-to-end digital services for Public Realm (eg access to bulky waste collection etc).
- Exploring the potential for digital to improve the fostering service, working to improve outcomes for vulnerable children and reduce cost pressures.
- A pilot of 'robotics process automation' to handle back office data processing more efficiently and accurately, freeing up staff time to deal with more complex cases.

Importantly, this work is not led by a standalone 'Digital Strategy'. Alongside the development of the underlying technology strategy, the work to scope, design and deliver further improvements to Hackney's digital services is embedded within the strategies for each of the Council's services. This is important as it ensures that the approach remains joined up, supports the Council's overall strategic priorities and that delivery is co-designed with services and service users (not just a technical initiative).

To ensure that Hackney provides digital services for everyone, the work in this theme is being complemented by a range of activities to ensure that accessibility and digital inclusion considerations are designed in as core priorities. These include:

- Work with the Council's libraries to support residents in learning how to use digital technology.
- Work with Healthwatch Hackney to learn from the experience of partially sighted users in accessing the Council's online services.
- Pilots of wifi provision in temporary accommodation hostels, exploring how this can support the Council's digital inclusion goals.
- Collaborative work with other Council services to design further digital inclusion initiatives.
- Scoping work to explore ways to influence market provision of wifi and superfast broadband access across the borough.

4.2. Providing modern and flexible tools for work

Modern technologies provide significant opportunities for Hackney's workforce to work more productively and more collaboratively, increasing the benefits from the Council's existing investment in modern tools and workspace.

Activity in this theme includes:

- Upgrades to the wifi service across the core office campus, providing simple, fast and consistent access (including access for guests visiting the Council).
- Plans to migrate to Google G-Suite for Business in spring 2018, which will provide Council staff and Members with modern productivity tools that will enable them to communicate and work together seamlessly from *any device, anywhere, anytime*, modernising the current 'desktop' based working tools and making full use of mobile and web based technology.
- Development of plans to refresh the Council's laptops and PCs, which currently include over 2,000 devices which are more than seven years old. This will be a critical part of properly equipping the Council's staff so that they can work efficiently and it is expected that the strategy for this will be set over the winter with refresh taking place in spring / early summer 2018.

4.3. Using information as an asset

Effective use of information presents an important opportunity for the Council to join up service delivery, improve service efficiency, reduce the risk of fraud and provide a strong evidence base for future policy and service design decisions. Hackney has unusually strong foundations due to its longstanding investment in critical information assets such as the Citizen Index, Children's Index, Land & Property Gazetteer and management of digital and paper records. Work is also in progress to establish a Business Index, providing a definitive register of businesses in the borough that can be used to support the Council's economic growth ambitions.

To maximise the benefits from these information assets, the Council has invested in Business Intelligence technology, and work over the last year has started to demonstrate how this can be used to improve service design and delivery. This will be an ongoing priority and the ICT Services team are working with colleagues across the Council's services, as well as specialists in the field, to further explore the potential that this offers.

Work in this theme includes:

- Delivery of performance dashboards, such as those that have already been delivered for services such as Housing Repairs, Planning and Parking, which are being used by service managers to improve service efficiency and quality.
- Development of analytics capabilities, which can be used to inform analysis of service demand and shape strategic decisions - for example, providing a single view of the debt that our residents owe the council across a variety of services.
- Action to ensure that the Council is ready for the introduction of the new General Data Protection Regulation requirements which will become mandatory from May 2018 and will provide the legal and regulatory framework for responsible use of people's data (with the emphasis on maximising the opportunity that this presents for enhancing the disciplines for management and use of data).

4.4. A robust and reliable technology platform

Over recent years Hackney has made significant strides forward in modernising its core infrastructure, ensuring that the Council is using modern, supported and reliable technology. Work is currently close to completion to deliver a major refresh of the Council's server and storage hardware and telephony systems, providing firm foundations and enhanced resilience for the Council's services, and further investment is planned during 2018 to ensure that the Council has a robust and high performing network infrastructure.

Moving forwards, design work is in progress to shape the future direction of the Council's technology platform, making sure that the fullest benefits are achieved from cloud based services and reducing 'on-premises' infrastructure.

4.5. Developing the ICT service

To ensure that the Council maximises the benefits it receives from investing in an in-house service model, significant focus is being given to ensuring that the service is performing effectively. This includes:

- Review of the service structures and skills development to ensure that we are able to attract and retain high calibre staff and have the skills needed to benefit from technology change. (Restructure proposals are currently being consulted on with staff)
- Investment in apprenticeships and other 'Hackney Works' opportunities, supporting the Council's ambitions of increasing employment opportunities in the borough and helping to build a sustainable talent pool for the longer term.
- Driving out efficiencies through contract and spend reviews to maximise reinvestment in support for the Council's services and digital service improvements.
- Review of the strategic approach for commissioning ICT and digital services, using modern frameworks such as the Government's G-Cloud Digital Marketplace and increasing the proportion of spend that is with Small & Medium Enterprises (including SMEs in the borough).
- A full survey of all users of the Council's systems, followed by regular monthly satisfaction surveys, to ensure that we are responding to users' needs.
- Development of a more personalised support offer, including 'pop up' support surgeries across the Council's offices (including locations beyond the core campus), bookable advice appointments, and making online access to ICT support available from *any device, anywhere, anytime* (even when working away from the office).

Work is also in progress together with other support services (eg finance and HR) to develop 'digital support services' which apply the principles of digital service design to internal support provision. This will provide staff across the Council with simplified online access to support services based on user-centred service design; reducing bureaucratic hurdles - supporting the Chief Executive's *Change for Everyone* programme goals; and giving greater transparency of service delivery for staff (eg by making it easy to check on the progress of a new starter request).

4.6. Partnership

Effective partnership working is key to the strategic approach that Hackney is taking for ICT and digital.

The key difference in approach is our relationship with Hackney's residents and businesses. All teams are expected to spend time observing residents and understanding their experiences of using our technology to help them design solutions that better meet their needs. We've also adopted the Local Government Digital Service Standard (which was developed collaboratively by a group of councils to set the standard for local digital services), to make a clear commitment to producing high quality services, and so that suppliers understand what we expect of them.

This complements the digital engagement that is led by the Council's communications teams, including engaging with residents through e-panels and extensive use of social media.

The second important aspect of this is the relationship between the ICT Services division and other Council services. Reflecting the shift from a standalone ICT or 'Digital' strategy to closer partnership working, the focus for scoping, designing and delivering work is now being embedded in the existing governance for delivery of service strategies, reducing the emphasis on 'corporate ICT' programmes and increasing the focus on services.

Partnership working also extends to other local, regional and national partners, including:

- The NHS, with strong progress to enable information sharing with the Homerton enabling social workers and health practitioners to provide more integrated health and social care services.
- Local business and Hackney's technology sector, through co-designing our apprenticeship programme and engagement to inform the development of our commissioning strategy.
- Other London boroughs, including participation in the work to scope a possible *London Office of Technology & Innovation* that is being led by the Mayor of London's new Chief Digital Officer Theo Blackwell (formerly of Camden Council).
- Sharing as much of the work we do as possible, and making it available for partial or full re-use, free of charge, for other councils or public bodies.

5. Financial implications

The Council's approach to ICT investment is focused on maximising the efficiency of ICT spend (for example, through the adoption of the in-house delivery model and ongoing review of contracts to identify opportunities for efficiencies) and using this investment to support service directorates in delivering improved services for residents and achieving savings through more efficient delivery models.

Examples of where ICT and digital investment has delivered benefits include:

- Increase of online requests for parking permits from 39% to 73% following the launch of the new digital service for parking, which has helped the service to realise £200k

of savings and been an important enabler of the closure of the cashiers service. (This work was led by the Parking service, working together with the ICT service)

- Significant reduction in face-to-face access to customer services (a 31% decrease between 2013/14 and 2016/17) through shift to online channels, which has contributed towards savings of > £1.5M made by the Customer Services division and a further £0.5M in efficiency savings resulting from improvements in processing housing benefit cases.

Looking forward priorities will include exploring how digital design and analytics can help mitigate cost pressures in critical areas such as social care, SEN support and the expected impacts of Universal Credit.

Rob Miller, Director of ICT

23 October 2017

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Scrutiny Panel 23 rd October 2017 Chief Executive Question Time	Item No 6
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Outline

In the municipal year the Scrutiny Panel will hold 2 question time sessions with the Chief Executive to ask questions about strategic direction of the Council, performance and decision-making within the Council.

The Scrutiny Panel decided on hold an ICT themed question time session covering:

- Mechanisms for directorates to feedback ICT solutions
- The Council's use of technology and innovative solutions for policy development and accountability.
- Development of digital communications and the impact on the community and local democracy.

Invited guest

Chief Executive, Tim Shields

Action

The Commission to hold a Q&A session with Chief Executive.

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Scrutiny Panel 23 rd October 2017 Quarterly Finance Update	Item No 7
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Outline

This session will cover the following

- Finance and Resources ICT spend to save solutions.
- Impact on the Council's budget of lifting the public sector pay reward cap.
- Waste costs - the financial implications and action being taken to mitigate increasing costs.

A report on the implications of lifting the public sector pay reward cap and the 100% business rates pilot scheme.

A report on waste and recycling covering steps being taken to improve recycling participation and performance, financial cost of residual waste treatment and disposal, residual waste collection options and current waste and recycling performance of the Council.

Please note the Living in Hackney Scrutiny Commission has a discussion item on the North London Waste Authority. The report attached is a replica of the report LiH have received for their discussion.

Action

The Commission is requested to note the reports and ask questions.

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PAY AWARD

- 1.0 A 1% pay award has been assumed in both the 2018/19 and 2019/20 budgets. This is clearly a significant area of uncertainty given the pressure to remove the 1% cap and the Unions 5% pay demand. Every 1% of additional award will cost the Council £1.6m for non-HRA services
- 2.0 Additionally, the 2016-18 pay deal included a commitment for the NJC to review the 'Green Book' pay spine, in order to meet the challenge of achieving the Government's target of a National Living Wage (NLW) equal to 60% of median earnings (forecast to be around £8.75 per hour in 2020). As a result of this, a technical working group was formed consisting of LGA officers and unions to devise a potential new national pay spine that:
 - is legally compliant with the National Living Wage;
 - has equal incremental increases between each spinal column pay point;
 - does not cause equal pay problems for employers;
 - requires minimum effort to implement and assimilate staff onto a new spine;
 - can be the basis for an agreement with the Trade Unions.
- 3.0 The technical review group subsequently carried out a modelling exercise which looked at the financial impact of devising a new pay scale under various options. The exercise estimated this could cost on average, an Inner London borough somewhere between 2.4% and 4.76% of its pay bill over the two years depending on the option. In our pay award modelling, we assume an annual pay bill of £160m and so we could be looking at a cumulative cost over the two years, of between £3.9m and £7.6m if a new pay scale is devised and implemented.

LONDON 100% BUSINESS RATES PILOT SCHEME

- 1.0 London Councils and the GLA have made various devolution proposals to Government in the last 12 months covering many areas, including business rates. Since September 2016, officers from London Councils, the GLA and the Society of London Treasurers (SLT) have framed a proposal which involves piloting of 100% business rates retention (BRR) via a voluntary pool for London as a whole from 2018-19. CLG see pooling as a precondition for a London pilot. A pool is where a group of authorities come together under the business rate retention scheme to aggregate their business rates resources and be treated as a single entity under the scheme for the purposes of calculating tariffs, top-ups, levies and safety net. There are currently 29 pools covering 207 authorities in England. On 1 September 2017, CLG published a prospectus which was an invitation to all local authorities to adopt 100% Business Rates Retention and Pooling pilot in 2018/19.
- 2.0 The net financial benefit of pooling in London consists of retaining 100% of growth (rather than 67% across London under the current scheme), and in not paying a levy on that growth (which tariff authorities and tariff pools currently pay). If there is any aggregate growth in the London pool overall, each pooling member will benefit to some extent.
- 3.0 If the scheme is introduced, it will be framed to ensure that no single borough is worse off compared to what it would have got under the current system and that all boroughs will share in any growth in business rates in London. The growth shares will be allocated out by a formula which will have to be agreed between the boroughs and GLA.

- 4.0 For each borough, its 2018/19 revenue support grant will be replaced by retaining additional rates. In addition Public Health Grant (PHG) and the Improved Better Care Fund (iBCF) would also be replaced by rates, leading to an adjustment of expected baselines and top-ups or tariffs (as appropriate). While the composition of each borough's "core funding" (retained rates plus RSG, Public Health Grant and iBCF) will therefore change, the overall quantum will not. Even with 100% business rates retention though, our retained income will be significantly below what we would have got from RSG, Public Health Grant, iBCF and our top-up (c. £190m) so we will need a significant internal top up payment from the pool to be no worse off.
- 5.0 Participation in a pool in 2018/19 would not bind boroughs or the Mayor indefinitely. As with existing pool arrangements, the founding agreement will include notice provisions for authorities to withdraw in subsequent years.
- 6.0 To facilitate the process of the boroughs and the GLA agreeing a 100% BRR and pooling pilot scheme for submission to Government, London Councils circulated a prospectus to Leaders and the Mayor for consideration, in order that they can be in a position to debate options and indicate in-principle support for a pilot pool submission to CLG at the end of October. A 2018/19 pilot would require agreement with Government at or around the Autumn Budget – likely to be in November 2017. This, in turn, necessitated initial agreement in principle at the meetings of the Leaders' Committee and Congress of Leaders on 10th October 2017 on the basis that each authority had been consulted and had either previously authorised that decision to proceed with participation in the pilot, or that their authority's Leader had been given delegated authority to do so. If all boroughs agree to an in principle agreement of the scheme, this will have to then be negotiated with DCLG. We would then want to take a further local decision after the scheme has been finalised with CLG and will also want to consider the legal framework to be implemented.
- 6.7 At the meeting on 10th October, the Leaders' Committee (and subsequently Congress of Leaders and the Mayor) agreed in principle to go ahead with the pilot pool. Leaders further agreed that the pilot pool will not last for more than two years (i.e. beyond 2019/20) without a positive re-commitment by all participating authorities. As the Government intends to introduce a new national retention scheme – as well as resetting baselines following the Fair Funding review – in two years, this is a natural break point.
- 6.8 There is still much work to do to secure agreement between boroughs – and between boroughs, GLA and the Government – for the deal to be finalised in time for an Autumn Budget announcement, but we have at least cleared the first hurdle. Once we have a final proposal, each authority will need to take its own decisions to support the creation of the pool and the framework for its operation by mid-January. London Councils have commissioned legal support to help provide guidance and, as far as possible, standardised documentation to help boroughs manage that process.

Agenda Item 6

Living in Hackney Scrutiny Commission - 16th October 2017

Title of Report	Waste and Recycling - performance and latest developments regarding North London Waste Authority
Author	Mark Griffin – Head of Environment and Waste Strategy James Newman -

1. Purpose of the paper

1.1 The purpose of this paper is to:

- Explain the relationship between Hackney Council and the North London Waste Authority.
- Provide the current waste and recycling performance of the Council and the constraints the Council and similar authorities face in delivering improved recycling performance.
- The steps being taken to improve recycling participation and performance
- The residual waste collection options for further consideration.
- The financial cost of residual waste treatment and disposal.

2. Waste treatment and disposal - North London Waste Authority (NLWA)

2.1 The NLWA is a Waste Disposal Authority comprising seven boroughs: Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest, responsible for managing the treatment and disposal of residual waste for all boroughs. It also manages recycling treatment for all boroughs except Enfield.

2.2 Costs are apportioned to constituent boroughs on the basis of an Inter Authority Agreement agreed between the NLWA and the constituent boroughs in May 2016, underpinning future disposal and treatment arrangements and changing the levying regime at that time. The introduction of the new levying scheme – menu pricing – delivered a more equitable allocation of the costs of waste disposal and treatment, by charges being directly related to the amount and type of waste and recycling delivered. This agreement aims to strengthen partnership working in north London, while rationalising the costs of waste management and introducing a financial driver to incentivise recycling and waste reduction. Consequently the elevated costs of waste disposal relative to recycling provides a significant financial driver to deliver continued improvements in performance across the authorities.

2.3 The main waste treatment facility under the control of the NLWA is the energy from waste plant at the Edmonton EcoPark. The 550,000 tonnes-per-year capacity residual waste facility has been operational since the early 1970s and

is reaching the end of its operational life. Cost and time whilst maintenance is carried out is increasing and full shutdowns may be required in future to enable the required servicing and replacement of plant and equipment. The difference between the efficiency of the current plant compared to a modern plant is increasing over time and the plant currently operates under a derogation agreed with the Environmental Agency in relation to the management of combustion gases and there is a risk that this may be removed or emissions requirements tightened.

- 2.4 The NLWA agreed at its December 2016 meeting, with unanimous support across its seven constituent boroughs, to pursue the development of a replacement Energy from Waste (EFW) facility, the development of a new Recycling and Recovery Centre and a wider redevelopment, all on the Edmonton site. This option was the cheapest of all those explored, though there will still be a significant cost increase from what we are currently paying for the current facility at Edmonton. This is because capital investment for the existing facilities at Edmonton was effectively paid many years ago and boroughs have had the benefit of maximising the usage of this asset over the past five decades paying only for necessary refurbishment and operational costs.
- 2.5 Under the option being taken forward, the NLWA/seven constituent boroughs would finance the replacement facilities via the Public Works Loans Board (PWLB) over a 40 year time period for the EFW facility and 15 years for the Recycling and Recovery Centre. All related costs will be charged to boroughs via menu pricing meaning that boroughs will pay for costs in proportion to their usage of the facilities (i.e. actual tonnages of waste processed across the differing waste streams).
- 2.6 Plans to build a major new energy recovery facility to replace the Edmonton EcoPark in north London received backing from the Department for Business, Energy & Industrial Strategy (BEIS) on 24 February 2017. The Secretary of State for Business, Greg Clark, issued a development consent order (DCO) for the proposals after a lengthy scrutiny of the plans by the Planning Inspectorate. A DCO is awarded to any development classified as a nationally significant infrastructure project and is intended to speed up and simplify the planning process. The planned new plant will cost an estimated £450-500 million and will have the capacity to treat up to 700,000 tonnes per year of waste, with the Authority also planning to use heat from the facility through a district heating network. Work is in hand to develop a strategy for delivering the scheme and construction preparation work could start in 2019. The existing plant would be decommissioned and demolished once the new facility is up and running by the end of 2027 at the latest.
- 2.7 There is a significant amount of work currently being undertaken to progress the procurement process, notably detailed financing arrangements, the project delivery model and further refinements to the facilities specification, all of which are interlinked. A recent update on the project was reported to the North London Waste Authority meeting held on 28th September 2017:

[http://nlwa.gov.uk/docs/2011/8-nlhpp-works-procurement-\(web\).pdf](http://nlwa.gov.uk/docs/2011/8-nlhpp-works-procurement-(web).pdf)

3. Hackney's recycling service history

- 3.1 Throughout recent years a wide range of works, including data collation, project delivery and service changes, have been carried out to advance services and gather intelligence on which to build future change.
- 3.2 The borough-wide change in 2013 introduced significant enhancements to the waste and recycling service, transferring recycling operations from an external contractor to in-house delivery. A change to all street level properties from a source segregated box service to a fully commingled sack service was implemented simultaneously. This was followed by borough wide alignment of collection days in autumn 2013, introducing same day waste and recycling collections for all street level properties. This change delivered financial savings of £200,000 per annum over 4 years and a recycling rate increase of 1.1% (from 24.3% in 2012/13 to 25.4% in 2013/14). The move to in-house service delivery has also provided further opportunities, with greater flexibility and scope to develop services without defined contractual boundaries.
- 3.3 Estates and high rise properties are all provided with a similar service, with a commingled dry recycling service, by communal bins in communal areas, mimicking that of the waste services. Over recent years, service density has increased, with additional bins and additional sites across many estates, improving service accessibility.
- 3.4 Food waste recycling services are also readily available to the majority of residents, with communal facilities provided at estates, and door-to-door services at street level properties.
- 3.5 Recycling performance has followed an improving trend since services were introduced in 2001, with a gradual increase in service provision, from bring site services only to comprehensive kerbside collections of food and dry recycling for all street level and estate properties. Performance plateaued between 2009/10 and 2012/13 and then with the introduction of the commingled service in March 2013, 2013/14 saw an increase of over 1% that was sustained for the following year. Changes in regulations governing materials recovery facilities meant that monitoring of contamination levels in delivered recycling improved in 2015/16 and this was seen in the recycling rate with a decrease to 24.8%. However in 2016/17, with contamination stabilised and Hackney beginning to receive apportioned recycling from neighbouring reuse and recycling centres, the recycling rate improved to an all-time high of 27.3%. The figures are depicted in Chart 1 below.

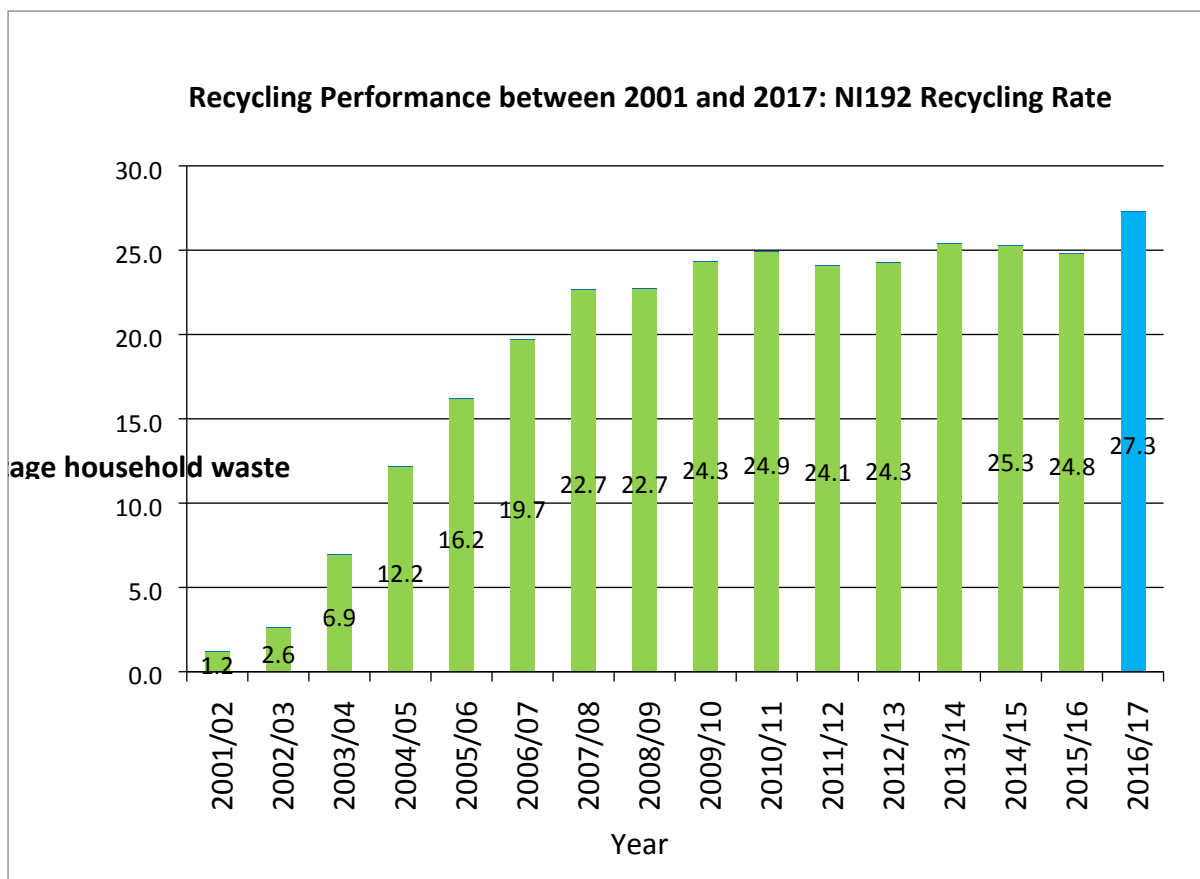


Chart 1: Recycling Rate between 2001 and 2017

4. Data collection

- 4.1 Intensive data collation has been carried out to provide further evidence on the performance of the service and gather an intelligence base for future required changes.
- 4.2 Recycling participation was intensively monitored to obtain street level participation rate data by service and by round area. Participation cannot be monitored or measured for estates due to the communal nature of the bins, however there is national recognition that estates participation is significantly lower than that of street level properties. Overall participation across the borough in the street level dry recycling service stood at 84.4% with individual round areas ranging from 62.2% to 93.9%. This overall level is deemed excellent by the Government supported Waste Resources Action Programme (WRAP). The lower participation areas showed scope for improvement, in particular Shoreditch, Haggerston and Cazenove. Food waste service participation across the borough was at 31.44%, with individual rounds ranging from 17.82% to 46.75%. The lowest performing area was Cazenove, with extremely low levels of foods waste service users. This highlights scope for some improvement in the food waste collection service. An intensive communication and behaviour change campaign was delivered to build on this evidence, with targeted activity in lower performing areas; a 27% increase in

food waste tonnage was achieved across the borough. Scope for improvements in the food and dry recycling services therefore remain in some areas, particularly the Cazenove ward.

- 4.3 A two phase composition study of household residual, recycling, food waste and garden waste was conducted to gain robust data and intelligence about waste and recycling behavioural patterns. The findings identified the variation in the composition and quantity of waste and recycling arising within the six main social demographic groups in the borough. There is a greater proportion of waste not recycled in estate based properties when comparing them to street level properties. Total waste arisings from estates were unusually high, showing not only poor performance in the recycling services but also excessive total waste production. Key findings also highlighted excessive total waste production in the Cazenove, Stamford Hill and Springfield area of the borough, with relatively low recycling performance. The proportion of recyclable materials remaining in the residual waste stream was 65.5% (borough wide average by weight), therefore highlighting a significant proportion of recyclable materials not currently captured by the recycling services. The lowest capture rates were for food waste and plastics.
- 4.4 Detailed tonnage analysis conducted highlights similar trends to the waste composition, with elevated waste levels in the north of the borough, most notably in Cazenove, Stamford Hill West and Springfield wards, where waste levels are in excess of double that of the borough average (and well above national averages). Furthermore, these wards demonstrate food waste recycling tonnages of less than half that of other areas in the borough, and low dry recycling levels in relation to the total waste produced. The elevated waste and low recycling performance in this small area has a substantial impact on the borough recycling performance, negating some of the excellent performance evidenced across other areas of the borough. Significant behaviour change is required to deliver change and the required improvements. The Shoreditch area (Hoxton West and Hoxton East and Shoreditch wards) also show some anomalous waste and recycling tonnages, but this is attributed to the dense housing stock and complex collection arrangements, rather than a true reflection of resident performance in this area.
- 4.5 The waste and recycling property survey has been maintained, to ensure up to date information is held on the service eligibility by property (UPRN) and the potential storage space available for additional waste and recycling receptacles.

5. Key issues affecting recycling performance

- 5.1 Increasing housing growth of around 2000 households per year (based on Greater London Authority's housing-led projections), is producing additional waste that requires collection, treatment and disposal capacity. Significantly, the ratio of estates based housing compared with street based housing is growing and with the current recycling performance on estates holding back

overall recycling performance improvement, the exposure to increasing disposal costs is clearly evident. Combined with the need to fund new waste disposal infrastructure, the future financial impact on Hackney is considerable.

5.2 Hackney's situation is not unique to inner London boroughs and the challenges that the borough faces spread across most aspects of waste management. The Council has consistently addressed these challenges and provides one of the most comprehensive waste management and recycling services in London and our approach is well regarded in the waste management sector. Despite this Hackney's low recycling performance is influenced by:

- Lower recycling performance on estates (52% of total housing stock in Hackney)
- 60% of street level housing is flats
- Smaller % of garden waste contributing to recycling
- High levels of deprivation
- Recycling contamination on estates
- Low level of food waste participation (streets and estates)
- Limited legislation to enforce compulsory recycling
- High levels of unregulated waste generally

5.3 All of the above issues are recognised at a London level and the Mayor of London through the London Waste and Recycling Board and Resource London has initiated projects to look specifically at estates recycling, contamination and food waste. Hackney officers are supporting all 3 initiatives.

5.4 Nationally, recycling rates have started to plateau and in 2015/16 actually fell by 0.9% to 43.9%. All but one of the top ten authorities had a reduction in their recycling rate. The one authority that increased their rate went up by 0.1%.

5.5 Further improvement in recycling performance can mainly be driven by improved recycling provision on estates and the restriction of residual waste collections for street based households.

6. Estates recycling programme

6.1 The estates recycling programme was established with the aim of trialling a range of initiatives across 13 pilot estates to investigate the effectiveness of them and their impact on recycling performance. With estates performing poorly in Hackney and many other urban areas, the programme has been recognised as a forward thinking initiative and has obtained interest from many other Local Authorities, WRAP and LWARB/Resource London. The first trials - Phase 1 - were implemented in August 2014 and performance monitoring has been ongoing to date. Phase 2 trials are still ongoing, with the infrastructure works due for completion within Q3 of 2017/18 and evaluation of these trials complete by Q4 2017/18. Plans are in hand to extend Phase 2 type works to a further 7 estates. The phase 1 trials delivered a range of results with the biggest successes to date as follows:

- *Reusable Sacks & Extra Recycling Bins:* A recycling increase of 0.8kg/household has been delivered through the introduction of additional communal bins on estates, combined with a new innovative bespoke communications campaign. This equates to an increase in the recycling rate of 10%.
- *Reusable Sacks, Extra Recycling Bins & Bespoke Communications:* A recycling increase of 0.5kg/household, and a recycling rate increase of 9% was delivered through the introduction of additional communal bins on De Beauvoir estate, combined with reusable bags and a new innovative bespoke communications campaign.
- *Extra Recycling Bins:* A 0.5kg/household increase in recycling was delivered through the addition of recycling bins and sites on Nisbet estate. This equates to a 5% recycling rate increase.
- *Single Use Sacks:* The introduction of Single Use Sacks on Blackstone estate has delivered increase of 0.5kg recycling per household. Residents were provided with single use sacks (carrier bag style) to make break down barriers in transporting waste to communal recycling bins. This has not lead to an overall increase in the recycling rate due to significant increases in residual waste. This intervention is being re-tested through WRAP funded trials.

6.2 Phase 2 trials aim to test the impact of chute closure and the construction of new infrastructure for co-located waste and recycling facilities. The trials also aim to investigate the impact of reducing residual waste capacity and frequency of collections and this element is planned for completion by end of 2017/18.

7. Incentives programme

7.1 Funding secured from DCLG Rewards and Recognition Fund to the value of £637,037 over 3 years has been used to introduce a borough wide incentives scheme. Programmed procurement was undertaken as a joint procurement initiative with London Boroughs of Bexley and Camden, delivering economies of scale through a combined procurement value of £1.5m. The contract was awarded to a specialist provider, Local Green Points and the scheme commenced in October 2016.

7.2 The incentives scheme is based on a community points model with additional prizes for estate-based residents. The model includes discounts in more than 100 local Hackney businesses for all resident members, voucher rewards of £40 and £100 for selected individuals in each ward (total annual voucher value £33,600) and donations to charities and community groups to the value of £15,000 each year. The scheme aims to embed sustainable waste behaviours through the rewards, in turn driving an increase in the recycling rate as well as reducing waste arisings. There is a strong community element which is based around the 21 wards, driving inter-ward competition to be the best performing ward. The communications campaign delivered with the programme, includes borough wide door-knocking and high level outdoor advertising, and aims to drive behaviour change through increased awareness of both the scheme and the services.

8. Waste & Recycling Modelling for street based collection services

- 8.1 In addition to the estates recycling programme detailed in section 6 above, officers have looked at alternative residual waste collection options for street based households to gauge the potential impact on recycling performance and waste treatment and disposal costs. Waste and recycling modelling was commissioned by Hackney to scope and assess a range of future household collection options for the street level services, and their impact on improving performance and reducing cost, while maintaining the quality of the street scene. Consultants Eunomia modelled five scenarios up to 2020 (see Figure 1 below) identifying the service design, likely performance, financial costs, environmental benefits and constraints on their introduction in Hackney.
- 8.2 The range of scenarios modelled all include the continuation of recycling services unchanged with changes introduced to the waste services only. A restriction in waste production, through restrictions on capacity of waste containment or reduced frequency of collections, is known to be the strongest driver for behaviour change relating to waste and recycling. The options modelled range from business as usual (BAU) with closed lid policies to fortnightly collections of 140litre bins with no side waste, with the form of restriction becoming more strict across the range from options 1-5. Properties without off-highway storage space for bins would be allocated the equivalent capacity in single use sacks.

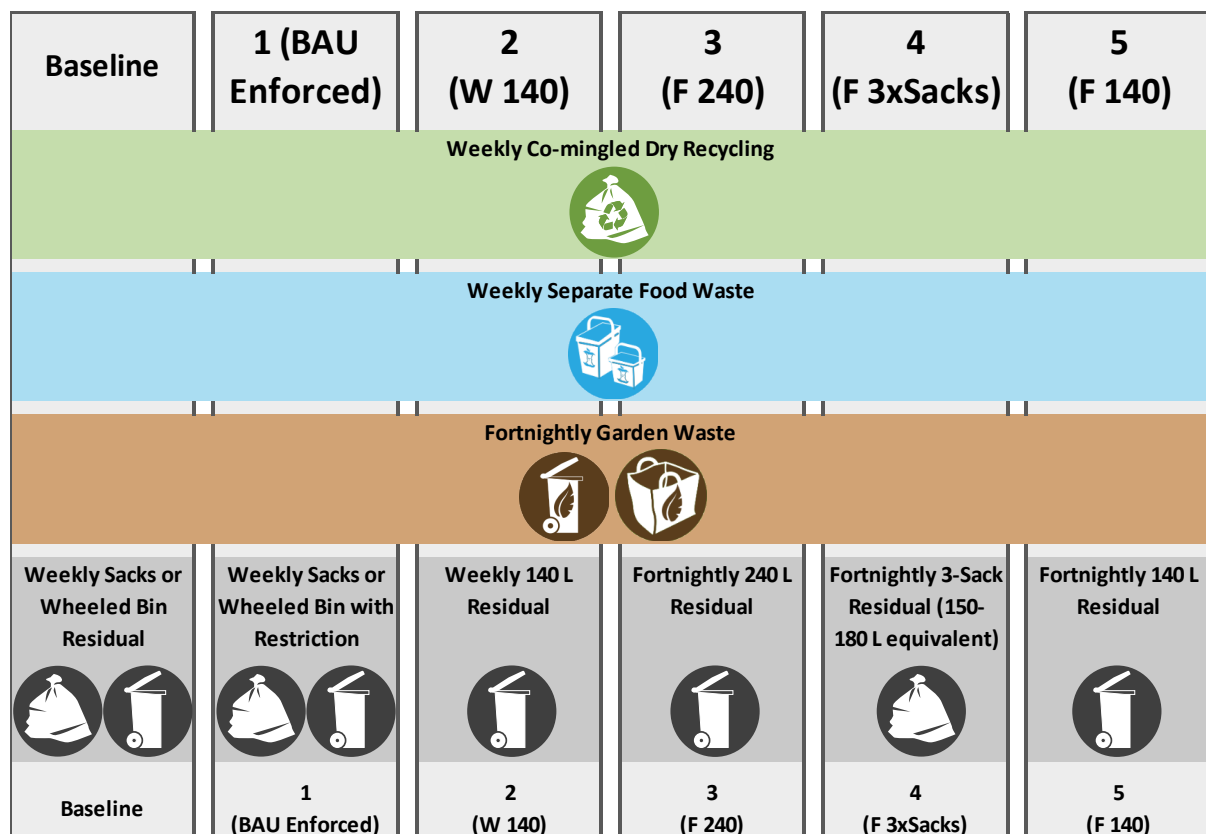


Figure 1 – Modelled Scenarios (aka Modelled Options)

- 8.3 Eunomia's key modelled results showed a reduction in residual waste and an increase in recycling performance as the restriction becomes increasingly strict. The modelled outcomes are based on a benchmarking and assumptions exercise which forms projections based upon evidence gained from other local authorities that have implemented similar services with the relevant characteristics, combined with application of the consultants' expert knowledge.
- 8.4 Officers have combined Eunomia's findings with the latest available performance data for 2016/17 and have started to input projected tonnages for the above collection scenarios into a financial model compiled by PWC on behalf of the NLWA. The model provides the projected levy estimates for Hackney up to 2030, taking into account estimated household and waste growth and costs for the provision and operation of new waste treatment facilities. Completed modelling of a base case and option 4 (fortnightly collection limited to 3 residual sacks) is shown in this paper.
- 8.5 Option 4 utilises fortnightly sack collections from all street based properties (no wheeled bins), and proposes to significantly reduce waste arisings, whilst driving an increase in the dry and food recycling captured.
- 8.6 The waste and recycling tonnages modelled for both baseline and restriction Option 4 results in a clear difference in recycling rate projections (see Chart 2 below). In terms of tonnage, Option 4 modelling predicts that 5,600 tonnes of waste would be removed from street-level collection, with 63% of the waste being moved into the recycling stream and the remaining 37% being displaced as residual waste to reuse and recycling centres (the model assumes that no waste is removed from the waste stream altogether as a result of restriction). The effect of this is that in the first year of the introduction of a restriction policy the borough's street-level recycling rate increases steeply from around 37% to 50%. During the same period the estates recycling rate experiences an increase of 1% from 17% to 18%. In both areas performance is then predicted to remain relatively constant to the limit of the modelling in 2031.

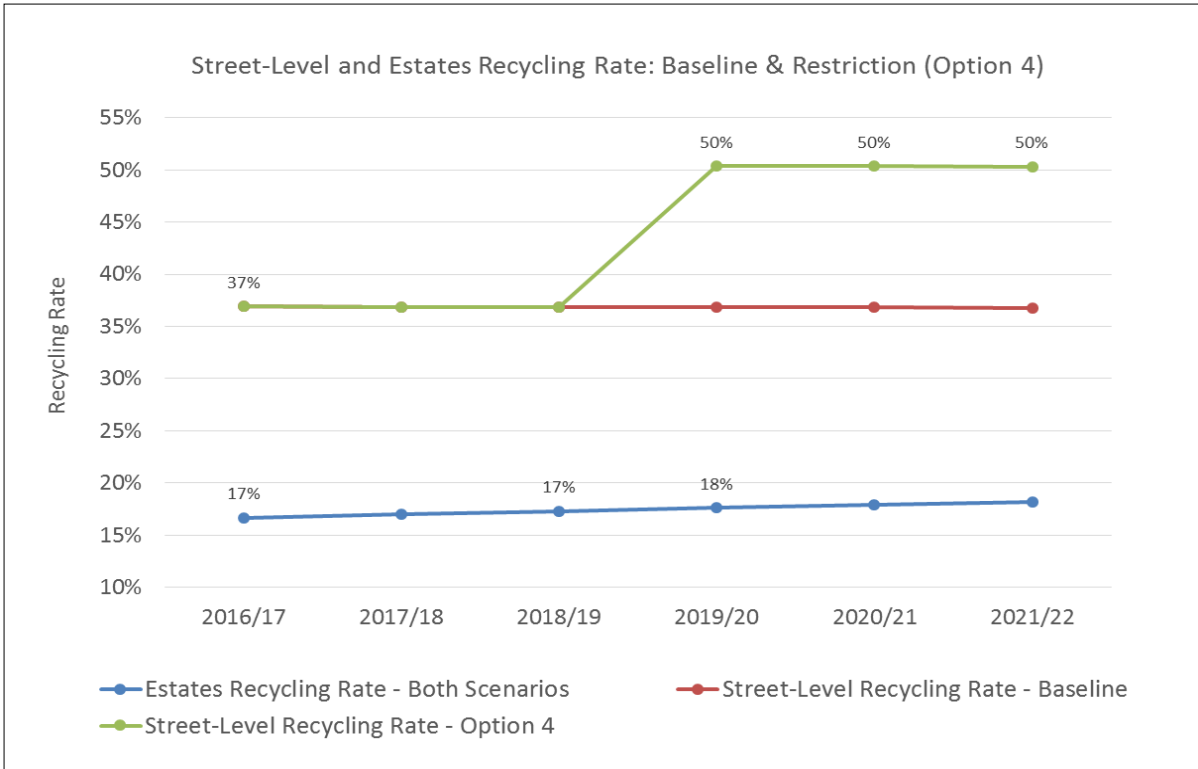


Chart 2: Recycling rate change at street-level and on estates with the introduction of waste restriction Option 4 in 2019/20

8.7 Recycling sorted by the waste transfer station, such as metal, wood, mattresses, WEEE is modelled to grow at 7.5% and the voluntary recycling and reuse sector by 3%. Also, non-kerbside tonnages such as street-cleansing, fly-tipping and bulky waste are modelled to increase by 1.5%, roughly in line with housing growth. This may be an over-estimate and we will continue to review projections with best available information. The overall effect of this coupled with street-level waste restriction is that Hackney’s street-level recycling rate increases steeply from around 27.7% to 31.3% in the first year of restriction policy being introduced. Performance is then predicted to remain relatively constant making small gains per year up to the limit of the modelling in 2031 (see Chart 3 below).

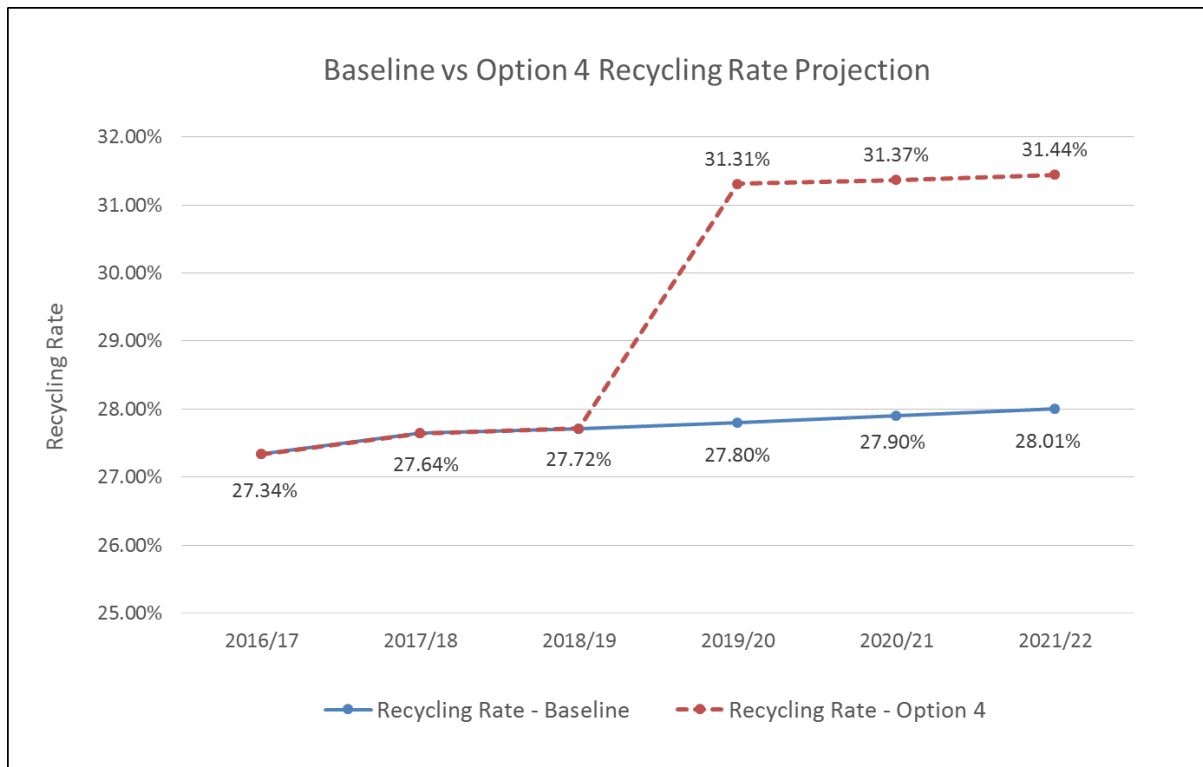


Chart 3: Recycling Rate change with the introduction of waste restriction Option 4 in 2019/20

8.8 The key risk in relation to implementing any restriction or reduced frequency of collection option is having sufficient operational, communication, education, and enforcement resources available to ensure that the roll out goes smoothly. The cost of this, along with the cost of the potential impact on other collection systems was not part of the scope of the original modelling carried out by Eunomia and should be considered separately.

8.9 The key to making restriction work operationally, is the initial and ongoing enforcement policy the Council implements. This would rely on a combination of ongoing education to householders explaining the service changes and how they should use the new service. But also setting out and publishing a clear residual waste collection and enforcement policy which is then implemented by the Council's enforcement service in a robust and consistent manner from the start of the new service.

9. Financial cost of waste treatment and disposal

9.1 Section 2 of this paper explained the relationship between the Council and NLWA and how waste treatment and disposal costs are levied under the principle of 'menu pricing'. Charges are now directly related to the amount and type of waste and recycling delivered by boroughs and Hackney will see a significant increase in levied waste treatment and disposal charges in the coming years, as boroughs begin to finance the new waste and recycling facilities at Edmonton.

9.2 For context, in 2008/09, Hackney’s domestic charge was £5.2m, and in the current financial year, we are paying £7.3m.

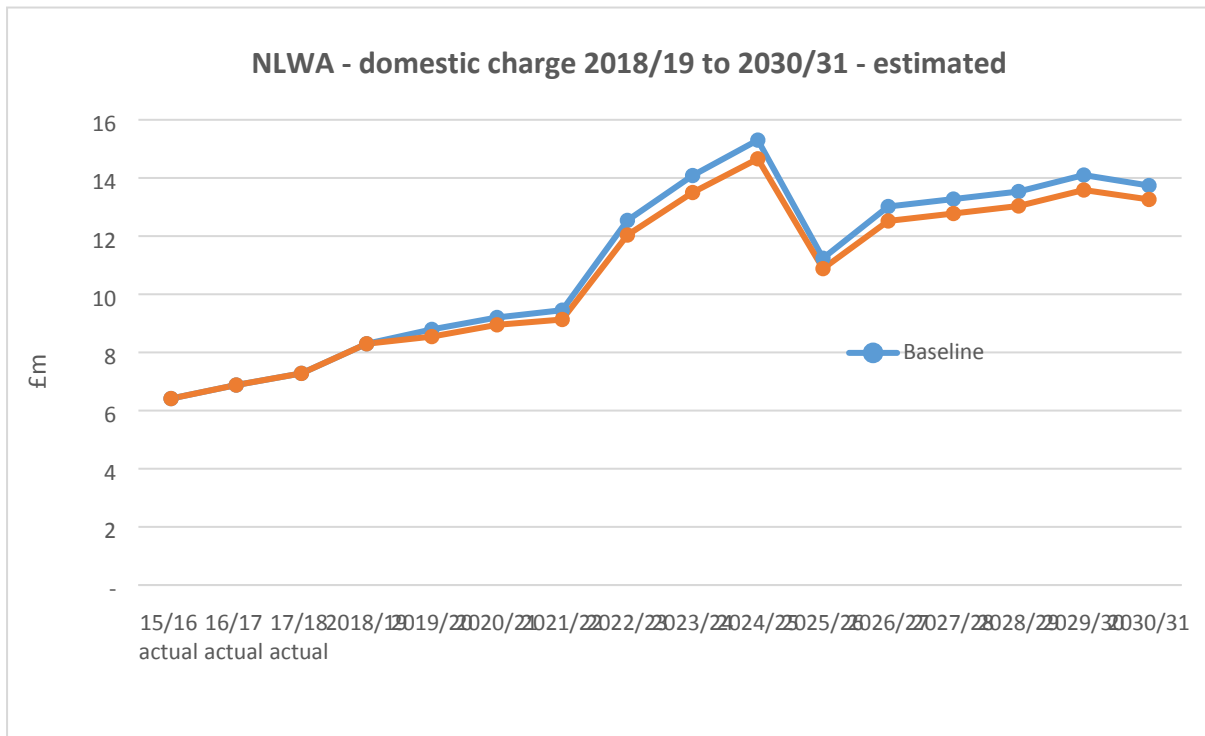


Chart 4: Estimated Domestic Waste Charges- comparison between baseline and restriction Option 4

9.3 The baseline position (i.e. tonnages modelled based on current service provision) will see costs increasing, through £12.5m in 2022/23 to a spike of £15.3m in 2024/25 (see Chart 4 above). This is during the 3 year construction period when interest is paid on debt but no revenue is received (for third party waste that the new facility is modelled to take). Post construction, our domestic charge reduces to between £13-14m annually for remainder of period.

9.4 A restricted service (option 4 of the modelling explained in section 8 above) follows a very similar cost profile, but the lower tonnage attracts a lower annual charge of around £0.5m for most of the period shown.

9.5 The numbers shown remain indicative – whilst the decision to proceed with construction of new facilities was made last year, the detail around contracting and financing arrangements are being finalised in 2018/19.



Scrutiny Panel 23 rd October 2017 Scrutiny Panel Work Programme for 2017/18	Item No 8
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Outline

Attached is the work programme for the Scrutiny Panel for 2017/18. Please note this is a working document regularly revised and updated.

Action

The Panel is asked for any comments, amendments or suggestions for the work programme.

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Overview & Scrutiny

Scrutiny Panel Scrutiny Commission

Rolling Work Programme June 2017 – April 2018

All meetings take place at 7.00 pm in Hackney Town Hall unless stated otherwise on the agenda. This rolling work programme report is updated and published on the agenda for each meeting of the Commission.

Dates	Proposed Item	Directorate and officer contact	Comment and Action
Mon 17th Jul 2017 Papers deadline: Wed 5 th July	Cabinet Question Time Mayor Glanville	Mayor's Office Ben Bradley / Tessa Mitchell	CQT session covering: <ul style="list-style-type: none"> • Housing Company and future plans for this • Integrated Commissioning update - including but not limited to future plans to roll in youth commissioning • Civil resilience and planning • What is Hackney Council's view on the new administration (following the General Election) and the impact this may have on Hackney in terms of budget, policy and service provision.
	Quarterly Finance Update	Finance and Corporate Resources Ian Williams	Finance Update to cover: <ul style="list-style-type: none"> • Capital Risk – review of the council's use of assets and capital programme. • Special Educational Needs – budget and overspend • Temporary Accommodation – budget and spend

Overview & Scrutiny

Dates	Proposed Item	Directorate and officer contact	Comment and Action
	Overview and Scrutiny Work Programme Review	Overview and Scrutiny Team Tracey Anderson	Discussion and review of the Overview and Scrutiny function work programme for 2017/18. Update from each scrutiny commission Chair on their work programme for 2017/18.
	Scrutiny Panel Work Programme 2017/18	Overview and Scrutiny Tracey Anderson	Discuss and agree the Scrutiny Panel work Programme for 2017/18
Mon 23 Oct 2017 Papers deadline: Wed 11 th Oct	Quarterly Finance Update	Finance and Corporate Resources Ian Williams	Finance Update to cover: <ul style="list-style-type: none"> • Finance and Resources spend to save solutions for ICT • The impact on the Council's budget of public sector pay cap being lifted • Waste costs - the financial implications and action being taken to mitigate increasing costs.
	Chief Executive Question Time	Chief Executive's Office Tim Shields / John Robinson	Chief Executive question time session covering: <ul style="list-style-type: none"> • Mechanisms for directorates to feedback ICT solutions • The Council's use of technology and innovative solutions for policy development and accountability • Development of digital communications and the impact on the community and local democracy
	ICT	Finance and Corporate Resources Rob Miller	Update on ICT System and the strategic direction of ICT for the Council

Overview & Scrutiny

Dates	Proposed Item	Directorate and officer contact	Comment and Action
	Scrutiny Panel Work Programme 2017/18	Overview and Scrutiny Tracey Anderson	Review of the Scrutiny Panel work Programme for 2017/18
Mon 11 Dec 2017 Papers deadline: Wed 29 th Nov	Quarterly Finance Update	Finance and Corporate Resources Ian Williams	TBC
	Cabinet Question Time Mayor Glanville	Mayor's Office Ben Bradley / Tessa Mitchell	TBC
	Budget Scrutiny	Finance and Corporate Resources Ian Williams / Tracey Anderson	Review of the Budget Scrutiny requests and the format of this work.
	Annual report on Complaints and Members Enquires	Chief Executive's Directorate Business Analysis and Complaints Team Bruce Devile	Annual report of the Council's Complaints and Members Enquires for 2016/17.
	Scrutiny Panel Work Programme 2017/18	Overview and Scrutiny Tracey Anderson	Review of the Scrutiny Panel work Programme for 2017/18
Mon 7 Feb 2018	Quarterly Finance Update	Finance and Corporate Resources	TBC

Overview & Scrutiny

Dates	Proposed Item	Directorate and officer contact	Comment and Action
Papers deadline: Fri 26 th Jan		Ian Williams	
	Chief Executive Question Time	Chief Executive's Office Tim Shields / John Robinson	TBC
	Performance Review	Overview and Scrutiny Tracey Anderson	Review of the approach taken by Governance and Resources Scrutiny Commission to performance review of a service provision.
	Scrutiny Panel Work Programme 2017/18	Overview and Scrutiny Tracey Anderson	Review of the Scrutiny Panel work Programme for 2017/18
April 2018		PURDAH NO MEETINGS	