

**Committee:** Healthier Communities Overview and Scrutiny Panel  
**Date:** 3<sup>rd</sup> July 2013  
Agenda item: 8  
Wards: All  
**Subject:** Healthier Communities and Older People Overview and Scrutiny Panel Work Programme 2013/14  
Lead officer: Stella Akintan Scrutiny Officer  
Lead member: Cllr Logie Lohendran, Chair of Healthier Communities Overview and Scrutiny Panel  
Forward Plan reference number: n/a  
Contact officer: Stella Akintan: stella.akintan@merton.gov.uk 020 8545 3390

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**Recommendations:**

That Members of the Healthier Communities Overview and Scrutiny Panel

- i) Consider their work programme for the 2013/14 municipal year, and agree issues and items for inclusion;
  - ii) Consider the methods by which the Panel would like to scrutinise the issues/items agreed;
  - iii) Identify a Member to lead for performance monitoring on behalf of the Panel;
  - iv) Identify a Member to lead for budget scrutiny on behalf of the Panel;
  - v) Consider whether they wish to make visits to local sites;
  - vi) Agree on an issue for scrutiny by a task group and appoint members to the Task Group. The Task Group will subsequently meet to scope the review and draft the terms of reference that will be reported back to the next Panel meeting for approval;
  - vii) Identify one issue for in-depth agenda item;
  - viii) Consider the appointment of co-opted members for the 2013/14 municipal year, to sit on the Panel and/or on the Task Group; and
  - ix) Inform the Scrutiny Officer of their views on their training and support needs.
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**1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

- 1.1 The purpose of this report is to support and advise Members to determine their work programme for the 2013/14 municipal year.
- 1.2 This report sets out the following information to assist Members in this process:
  - a) The principles of effective scrutiny and the criteria against which work programme items should be considered;
  - b) The roles and responsibilities of the Overview and Scrutiny Panel;

- c) The findings of the consultation programme undertaken with Members, Senior management, voluntary and community sector organisations, partner organisations and Merton residents;
- d) A summary of discussion by councillors and co-opted members at a topic selection workshop held on 22nd May 2013; and
- e) Support available to the Overview and Scrutiny Panel to determine, develop and deliver its 2013/14 work programme.

## 2. **Determining the Overview and Scrutiny Panel Annual Work Programme for 2013/14**

- 2.1 Members are required to determine their work programme for the 2013/14 municipal year to give focus and structure to scrutiny activity to ensure that it effectively and efficiently supports and challenges the decision-making processes of the Council, and partner organisations, for the benefit of the people of Merton.
- 2.2 The Overview and Scrutiny Panels have specific roles relating to budget and business plan scrutiny and to performance monitoring that should automatically be built into their work programmes. Members are recommended to appoint a Performance Monitoring Lead Member and a Business Plan/Budget Scrutiny Lead Member on behalf of the Panel.
- 2.3 Overview and Scrutiny Panels may choose to scrutinise a range of issues through a combination of pre-decision scrutiny items, policy development, performance monitoring, information updates and follow up to previous scrutiny work. Any call-in work will be programmed into the provisional call-in dates identified in the corporate calendar as required.
- 2.4 The Overview and Scrutiny Panel has six scheduled meetings over the course of 2013/14, including the scheduled budget meeting (representing a maximum of 18 hours of scrutiny per year – assuming 3 hours per meeting). Members will therefore need to be selective in their choice of items for the Panel's work programme.

### Principles guiding the development of the scrutiny work programme

- 2.5 The following key principles of effective scrutiny should be considered when the Panel determines its work programme:
  - **Be selective** – There is a need to prioritise so that high priority issues are scrutinised given the limited number of scheduled meetings and time available. Members should consider what can realistically and properly be reviewed at each meeting, taking into account the time needed to scrutinise each item and what the session is intended to achieve.
  - **Add value with scrutiny** – Items should have the potential to 'add value' to the work of the Authority and its partners. If it is not clear what the intended outcomes or impact of a review will be then Members should consider if there are issues of a higher priority that could be scrutinised instead.

- **Be ambitious** – Panels should not shy away from carrying out scrutiny of issues that are of local concern, whether or not they are the primary responsibility of the council. The Local Government Act 2000 gave local authorities the power to do anything to promote economic, social and environmental well being of local communities. Subsequent Acts have conferred specific powers to scrutinise health services, crime and disorder issues and to hold partner organisations to account.
- **Be flexible** – Members are reminded that there needs to be a degree of flexibility in their work programme to respond to unforeseen issues/items for consideration/comment during the year and accommodate any developmental or additional work that falls within the remit of this Panel/Commission. For example Members may wish to questions officers regarding the declining performance of a service or may choose to respond to a Councillor Call for Action request.
- **Think about the timing** – Members should ensure that the scrutiny activity is timely and that, where appropriate, their findings and recommendations inform wider corporate developments or policy development cycles at a time when they can have most impact. Members should seek to avoid duplication of work carried out elsewhere.

Models for carrying out scrutiny work

2.6 There are a number of means by which the Overview and Scrutiny Panel can deliver its work programme. Members should consider which of the following options is most appropriate to undertake each of the items they have selected for inclusion in the work programme:

Item on a scheduled meeting agenda/ hold an extra meeting of the Panel	<ul style="list-style-type: none"> <li>■ Panel can agree to add an item to the agenda for a meeting and call Cabinet Members/ Officers/Partners to the meeting to respond to questioning on the matter</li> <li>■ A variation of this model could be a single meeting to scrutinise an issue that, although important, do not merit setting up a 'task-and-finish' group.</li> </ul>
Task Group	<ul style="list-style-type: none"> <li>■ A small group of Members meet outside of the scheduled meetings to gather information on the subject area, visit other local authorities/sites, speak to service users, expert witnesses and/or Officers/Partners. The Task Group can then report back to the wider Panel with their findings to endorse the submission of their recommendations to Cabinet/Council</li> <li>■ This is the method usually used to carry out policy reviews</li> </ul>
Panel asks for a report then takes a view on action	<ul style="list-style-type: none"> <li>■ The Panel may need more information before taking a view on whether to carry out a full review so asks for a report – either from the service department or from the Scrutiny Team – to give them more details.</li> </ul>
Meeting with service officer/partners	<ul style="list-style-type: none"> <li>■ A Member (or small group of Members) has a meeting with service officers/Partners to discuss concerns or raise queries.</li> <li>■ If the Member is not satisfied with the outcome or believes that the Panel needs to have a more in-depth review of the matter s/he takes it back to the Panel for discussion</li> </ul>
Individual Members doing	<ul style="list-style-type: none"> <li>■ A member with a specific concern carries out some research to gain more information on the matter and</li> </ul>

some initial research	then brings his/her findings to the attention of the panel if s/he still has concerns.
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- 2.7 Note that, in order to keep agendas to a manageable size, and to focus on items to which the Panel can make a direct contribution, the Panel may choose to take some “information only” items outside of Panel meetings, for example by email.
- Support available for scrutiny activity*
- 2.8 The Overview and Scrutiny function has dedicated scrutiny support from the Scrutiny Team to:
- Work with the Chair and Vice-Chair of each Panel to manage the work programme and coordinate the agenda, including advising officers and partner organisations on information required and guidance for witnesses submitting evidence to a scrutiny review;
  - Provide support for scrutiny members through briefing papers, background material, training and development seminars, etc;
  - Facilitate and manage the work of the task and finish groups, including research, arranging site visits, inviting and briefing witnesses and drafting review reports on behalf on the Chair; and
  - Promote the scrutiny function across the organisation and externally.
- 2.9 The Overview and Scrutiny Panel will need to assess how they can best utilise the available support from the Scrutiny Team to deliver their work programme for 2013/14.
- 2.10 The Panel is also invited to comment upon any briefing, training and support that is needed to enable Members to undertake their work programme. Members may also wish to undertake visits to local services in order to familiarise themselves with these. Such visits should be made with the knowledge of the Chair and will be organised by the Scrutiny Team.
- 2.11 The Scrutiny Team will take the Overview and Scrutiny Panel’s views on board in developing the support that is provided.

### 3. **Selecting items for the Scrutiny Work Programme**

- 3.1 Each Overview and Scrutiny Panel sets its own agenda within the scope of its terms of reference, with the Overview and Scrutiny Commission taking a coordinating role to ensure that any gaps or overlap in the scrutiny work programme are dealt with in a joined-up way.

The Healthier Communities Overview and Scrutiny Panel has the following remit: -

- Formal health scrutiny, including discharging the Council’s responsibilities in respect of the Health and Social Care Act 2001
- Health, including promoting good health and healthy lifestyles, mental health and reducing health inequalities
- Community care (adult social care and older people’s social care)
- Active aging
- Access to care and health services
- Scrutiny of the Health and Wellbeing Board

- 3.1 The Scrutiny Team has undertaken a campaign to gather suggestions for issues to scrutinise either as Panel agenda items or task group reviews. Suggestions have been received from members of the public, councillors and partner organisations including the police, NHS Sutton and Merton and Merton Voluntary Service Council. Other issues of public concern have been identified through the Annual Residents Survey. The Scrutiny Team has consulted departmental management teams in order to identify forthcoming issues on which the panel could contribute to the policymaking process.
- 3.2 A description of all the suggestions received is set out in Appendix 2.
- 3.3 The councillors who attended a “topic selection” workshop on 22<sup>nd</sup> May 2013 discussed these suggestions.
- 3.4 The suggestions were prioritised at the workshop using the criteria listed in Appendix 3. In particular, participants sought to identify issues that related to the Council’s strategic priorities or where there was underperformance; issues of public interest or concern and issues where scrutiny could make a difference.
- 3.5 A note of the workshop discussion relating to the remit of this Panel is set out in Appendix 4.
- 3.6 Appendix 1 contains a draft work programme that has been drawn up, taking the workshop discussion into account, for the consideration of the Panel. The Panel is requested to discuss this draft and agree any changes that it wishes to make.
- 3.7 The Panel may also wish to select items for scrutiny from the presentations made by the Assistant Directors and Cabinet Member at the Panel’s meeting on 3 July 2013 or based on other public priorities of which Members are aware through their ward work.
- 3.8 Items on the Cabinet’s forward plan that relate to the remit of this Panel are listed in Appendix 5. The Panel may wish to include one or more of these issues in its work programme.

#### **4. Task group reviews**

- 4.1 The Panel is invited to select an issue for in-depth scrutiny and establish a task group in order to carry out the review.
- 4.2 Two potential areas for in-depth scrutiny was identified at the workshop:  
**Impact of budget cuts on domiciliary care services** – there is concern that standards in home care services are falling as a result of the budget cuts. A task group could identify the key indicators that measure quality of home care and use a wide range of methods to see if they are being met.

**Physical Activity and ill health prevention** - For the second year running, the Joint Strategic Needs Assessment highlights that levels of activity and fitness in adults in Merton are much lower than the regional or national average. Physical inactivity and being overweight increases the risk of diabetes, cardiovascular diseases and cancer. This task group could look at what is in place to tackle this issue and how it could be improved.

## **5. Co-option to the Panel membership**

- 5.1 Scrutiny Panels can consider whether to appoint non-statutory (non-voting) co-optees to the membership, in order to add to the specific knowledge, expertise and understanding of key issues to aid the scrutiny function. Panels may also wish to consider whether it may be helpful to co-opt people from “seldom heard” groups.

## **6. Public involvement**

- 6.1 Scrutiny provides extensive opportunities for community involvement and democratic accountability. Engagement with service users and with the general public can help to improve the quality, legitimacy and long-term viability of recommendations made by the Panel.
- 6.2 Service users and the public bring different perspectives, experiences and solutions to scrutiny, particularly if “seldom heard” groups such as young people, disabled people, people from black and minority ethnic communities and people from lesbian gay bisexual and transgender communities are included.
- 6.3 This engagement will help the Panel to understand the service user’s perspective on individual services and on co-ordination between services. Views can be heard directly through written or oral evidence or heard indirectly through making use of existing sources of information, for example from surveys. From time to time the Panel/Task Group may wish to carry out engagement activities of its own, by holding discussion groups or sending questionnaires on particular issues of interest.
- 6.4 Much can be learnt from best practice already developed in Merton and elsewhere. The Scrutiny Team will be able to help the Panel to identify the range of stakeholders from which it may wish to seek views and the best way to engage with particular groups within the community.

## **7. ALTERNATIVE OPTIONS**

- 7.1 A number of issues highlighted in this report recommend that Panel members take into account certain considerations when setting their work programme for 2013/14. Overview and Scrutiny Panels are free to determine their work programme as they see fit. Members may therefore choose to identify a work programme that does not take into account these considerations. This is not advised as ignoring the issues raised would either conflict with good practice and/or principles endorsed in the Review of Scrutiny, or could mean that adequate support would not be available to carry out the work identified for the work programme.
- 7.2 A range of suggestions from the public, partner organisations, officers and Members for inclusion in the scrutiny work programme are set out in the appendices, together with a suggested approach to determining which to include in the work programme. Members may choose to respond differently. However, in doing so, Members should be clear about expected outcomes, how realistic expectations are and the impact of their decision on their wider work programme and support time. Members are also free to incorporate into their work programme any other issues they think should be subject to scrutiny over the course of the year, with the same considerations in mind.

## **8. CONSULTATION UNDERTAKEN OR PROPOSED**

- 8.1 To assist Members to identify priorities for inclusion in the Panel’s scrutiny work programme, the Scrutiny Team has undertaken a campaign to gather suggestions for possible scrutiny reviews from a number of sources:

- a. Members of the public have been approached using the following tools: articles in the local press, My Merton and Merton Together, request for suggestions from all councillors and co-opted members, letter to partner organisations and to range of local voluntary and community organisations, including those involved in the Inter-Faith Forum and members of the Lesbian Gay and Transgender Forum;
- b. Councillors have put forward suggestions by raising issues in scrutiny meetings, via the Overview and Scrutiny Member Survey 2013, and by contacting the Scrutiny Team direct; and
- c. Officers have been consulted via discussion at departmental management team meetings.

## **9. FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

- 9.1 There are none specific to this report. Scrutiny work involves consideration of the financial, resource and property issues relating to the topic being scrutinised. Furthermore, scrutiny work will also need to assess the implications of any recommendations made to Cabinet, including specific financial, resource and property implications.

## **10. LEGAL AND STATUTORY IMPLICATIONS**

- 10.1 Overview and scrutiny bodies operate within the provisions set out in the Local Government Act 2000, the Health and Social Care Act 2001, the Local Government and Public Involvement in Health Act 2007 and the Health and Social Care Act 2012.
- 10.2 Scrutiny work involves consideration of the legal and statutory issues relating to the topic being scrutinised. Furthermore, scrutiny work will also need to assess the implications of any recommendations made to Cabinet, including specific legal and statutory implications.

## **11. HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

- 11.1 It is a fundamental aim of the scrutiny process to ensure that there is full and equal access to the democratic process through public involvement and engagement. The reviews will involve work to consult local residents, community and voluntary sector groups, businesses, hard to reach groups, partner organisations etc and the views gathered will be fed into the review.
- 11.2 Scrutiny work involves consideration of the human rights, equalities and community cohesion issues relating to the topic being scrutinised. Furthermore, scrutiny work will also need to assess the implications of any recommendations made to Cabinet, including specific human rights, equalities and community cohesion implications.

## **12. CRIME AND DISORDER IMPLICATIONS**

- 12.1 In line with the requirements of the Crime and Disorder Act 1998 and the Police and Justice Act 2006, all Council departments must have regard to the impact of services on crime, including anti-social behaviour and drugs. Scrutiny review reports will therefore highlight any implications arising from the reviews relating to crime and disorder as necessary.

**13. RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

- 13.1 There are none specific to this report. Scrutiny work involves consideration of the risk management and health and safety issues relating to the topic being scrutinised. Furthermore, scrutiny work will also need to assess the implications of any recommendations made to Cabinet, including specific risk management and health and safety implications.

**14. APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

- 14.1 Appendix I – Healthier Communities Overview and Scrutiny Panel draft work programme 2013/14
- 14.2 Appendix 2 – Summary of topics relating to this Overview & Scrutiny Panel’s remit suggested for inclusion in the scrutiny work programme
- 14.3 Appendix 3 – Selecting a Scrutiny Topic – criteria used at the workshop on 29<sup>th</sup> May 2013
- 14.4 Appendix 4 – Notes from discussion of topics relating to the remit of the Healthier Communities Overview and Scrutiny Panel, Scrutiny Topic Selection Workshop 22<sup>nd</sup> May 2013
- 14.5 Appendix 5 – Extract from Forward Plan

**15. BACKGROUND PAPERS**

- 15.1 None

**One item may be selected for a full task group review. The topic (suggested at the topic selection evening on 29th May) was the incontinence service. *The task group will xxx***

Please note the last page provides information on items on the council's forward plan that relate to the portfolio of this Scrutiny Panel.

#### Meeting date – 25<sup>th</sup> September 2013

Item/Issue	Format
Tackling Incontinence amongst women of child bearing age – task group report	Report to the panel
Supported housing for people with mental health problems – recommendations update	
Long term conditions – how this is being addressed in Merton	

#### Meeting date - 17<sup>th</sup> October 2013

Item/Issue	Format

#### Meeting date – 13<sup>th</sup> November 2013

Item/Issue	Format

#### Meeting date 15<sup>th</sup> January 2014 – scrutiny of the budget

#### Meeting date 12th February 2014

Item/Issue	Format

**Meeting date 23<sup>rd</sup> April 2014**

<b>Item/Issue</b>	<b>Format</b>

**Meeting date 17th April 2013**

<b>Item/Issue</b>	<b>Format</b>

**Informatives:**

Members of the panel will be provided with appropriate informatives by email from time to time, and may request that such an informative is placed on a Panel Agenda for scrutiny if they so wish. Areas already identified for this purpose are:

**Appendix 2**

**Description of topic suggestions received in relation to the remit of the Healthier Communities Overview and Scrutiny Panel**

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**Appendix 3**

**Selecting a Scrutiny Topic – criteria used at the workshop on 22<sup>nd</sup> May 2013**

The purpose of the workshop is to identify priority issues for consideration as agenda items or in-depth reviews by the Scrutiny Panels and the Commission. The final decision on this will then be made by the Panels/Commission at their first meetings.

All the issues that have been suggested to date by councillors, officers, partner organisations and residents are outlined in the supporting papers.

Further suggestions may emerge from discussion at the workshop.

Points to consider when selecting a topic:

- Is the issue strategic, significant and specific?

- Is it an area of underperformance?
- Will the scrutiny activity add value to the Council's and/or its partners' overall performance?
- Is it likely to lead to effective, tangible outcomes?
- Is it an issue of community concern and will it engage the public?
- Does this issue have a potential impact for one or more section(s) of the population?
- Will this work duplicate other work already underway, planned or done recently?
- Is it an issue of concern to partners and stakeholders?
- Are there adequate resources available to do the activity well?

Appendix 4

**Notes from discussion of topics relating to the remit of the Healthier Communities Overview and Scrutiny Panel, Scrutiny Topic Selection Workshop 22<sup>nd</sup> May 2013**

**Attendees:**

Councillors Logie Lohendran (chair), Brenda Fraser Maurice Groves, Gilli Lewis-Lavender and Peter Southgate

Co-opted members Myrtle Agutter, Sheila Knight and Saleem Sheikh

Councillor Linda Kirby, Cabinet Member for Adult Social Care and Health

Kay Eilbert, Director of Public Health

Andy Ottaway-Searle, Head of Direct Provision

Julia Regan, Head of Democracy Services (note taker)

**Health and Wellbeing Board**

Discussed how best to scrutinise the Health and Wellbeing Board (HWB). Councillor Linda Kirby said that there will be a peer review carried out by another HWB in September. She added that the Health and Wellbeing Strategy agreed by Council and the accompanying delivery plan provide the basis for the HWB's work programme.

Recommended that the Panel consider the effectiveness of the HWB later in the year once the report of the peer review has been received so that it can decide what additional information is required and the best way to add value to the review.

Agreed that the Scrutiny Officer should contact MVSC on behalf of the Panel to find out who is taking Barbara Price's place on the HWB and what arrangements were put in place for this appointment. ACTION: Stella Akintan

**Physical activity and ill-health prevention**

Agreed that these two topics should be considered together.

Noted that this is a wide-ranging area that could encompass individual motivation, availability and accessibility of council and other services, use of council and other buildings, advertising and promotion of activities, role of GPs.

Kay Eilbert suggested that it would be helpful to find out how GPs advise people subsequent to their NHS Health Check and how they signpost people to places where they can exercise.

Also noted that, if the Panel decides to scrutinise these issues, it would be important to ensure that recommendations could be made that would achieve improved outcomes for local people.

### **Effects of social care budgets on quality of home care**

Recommended that the Scrutiny Officer scope this as a possible task group review. ACTION: Stella Akintan

Linda Kirby said that it would be useful to have evidence, case studies and an independent viewpoint about whether vulnerable people are not receiving the domiciliary care that they need to stay in their own homes. She suggested that Healthwatch could help with evidence gathering.

Andy Ottaway-Searle said that he would welcome evidence of the impact that budget decisions have had on service users.

Panel members suggested that the review could consider:

- how council services could work with partners to achieve economies and support services
- impact on social isolation
- what services have ceased to be provided

### **Health inequalities**

Kay Eilbert said she would welcome scrutiny that would help to develop a broader understanding of what creates health inequalities and what impact the Council could have on these.

Panel members expressed interest in looking at this but noted that scrutiny has previously done some work examining health inequalities. Members reiterated the need to ensure that any future scrutiny work will have an impact

Recommended that Kay Eilbert and Stella Akintan should review previous scrutiny work and report on the potential for future work to the July meeting of the Panel.

ACTION: Stella Akintan to send report of previous scrutiny work on health inequalities to Kay Eilbert (with copy to Sheila Knight) and arrange a meeting to discuss and identify proposals for future scrutiny.

### **Concessionary freedom transport passes**

Noted that the terms are set by Transport for London and the Council has no discretion. Sheila Knight said that the discretionary passes previously issued to people with mental illness had

been withdrawn, that this decision is currently being challenged and so it would not be appropriate to scrutinise at present.

Andy Ottaway-Searle said that the new assisted travel policy, in force from April 2013, aimed to find the best way to support people's travel needs, for example, pre-paid Oyster cards have been issued to some people supported by the mental health team.

#### **Impact of benefit changes on mental wellbeing.**

Noted that the Kings Fund is currently researching this issue.

Recommended that the Panel receive the Kings Fund report and discuss it with Mark Clenaghan, Service Director for Merton, Springfield Hospital NHS Trust

#### **Visit to St Georges Hospital**

Recommended that a visit should only be arranged if and when there is a specific issue to discuss

#### **Commissioning sexual health services**

Kay Eilbert said that her team was carrying out a review at present with a view to recommissioning decision being made in September. She would be happy to report the results to the Panel.

Recommended that the Panel receive a report in late 2013 or early 2014.

#### **Improving mainstream services for people with mental health problems**

Recommended that the Panel should continue to have a mental health sub-group.

Recommended that the Panel should consider holding a one day event as suggested by the Scrutiny Officer. Agreed that the mental health task group should meet prior to the event in order to agree the details of the event, including the list of potential witnesses.

Appendix 5

Forward Plan items relating to the remit of the Healthier Communities Overview and Scrutiny Panel:

None at this time