



OVERVIEW AND SCRUTINY COMMITTEE

**TUESDAY 10 JULY 2007
7.30 PM**

COMMITTEE AGENDA

**COMMITTEE ROOMS 1 & 2
HARROW CIVIC CENTRE**

MEMBERSHIP (Quorum 3)

Chairman: Councillor Stanley Sheinwald

Councillors:

**Barry Macleod-Cullinane
Mrs Myra Michael
Anthony Seymour
Dinesh Solanki
Mark Versallion**

**B E Gate
Mitzi Green (VC)
Jerry Miles
Mrs Rekha Shah**

Christopher Noyce

Reserve Members:

1. Julia Merison
2. Mrs Vina Mithani
3. Jeremy Zeid
4. Yogesh Teli
5. –
6. –

1. Ms Nana Asante
2. Phillip O'Dell
3. Archie Foulds
4. Navin Shah

1. Paul Scott

**Issued by the Democratic Services Section,
Legal and Governance Services Department**

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HARROW COUNCIL

OVERVIEW AND SCRUTINY COMMITTEE

TUESDAY 10 JULY 2007

AGENDA - PART I

1. **Attendance by Reserve Members:**

To note the attendance at this meeting of any duly appointed Reserve Members.

Reserve Members may attend meetings:-

- (i) to take the place of an ordinary Member for whom they are a reserve;
- (ii) where the ordinary Member will be absent for the whole of the meeting; and
- (iii) the meeting notes at the start of the meeting at the item 'Reserves' that the Reserve Member is or will be attending as a reserve;
- (iv) if a Reserve Member whose intention to attend has been noted arrives after the commencement of the meeting, then that Reserve Member can only act as a Member from the start of the next item of business on the agenda after his/her arrival.

2. **Declarations of Interest:**

To receive declarations of personal or prejudicial interests, arising from business to be transacted at this meeting, from:

- (a) all Members of the Committee, Sub Committee, Panel or Forum;
- (b) all other Members present in any part of the room or chamber.

3. **Arrangement of Agenda:**

To consider whether any of the items listed on the agenda should be considered with the press and public excluded on the grounds that it is thought likely, in view of the nature of the business to be transacted, that there would be disclosure of confidential information in breach of an obligation of confidence or of exempt information as defined in Part 1 of Schedule 12A to the Local Government Act 1972.

4. **Minutes:**

That the minutes of the ordinary meeting held on 24 April 2007 and the special meetings held on 14 May 2007 and 12 June 2007 be deferred until printed in the Council Bound Minute Volume.

[Note: The above-mentioned minutes are published on the Council's intranet and website].

5. **Public Questions:**

To receive questions (if any) from local residents/organisations under the provisions of Overview and Scrutiny Procedure Rule 8.

6. **Petitions:**
To receive petitions (if any) submitted by members of the public/Councillors under the provisions of Overview and Scrutiny Procedure Rule 9.
7. **Deputations:**
To receive deputations (if any) under the provisions of Overview and Scrutiny Procedure Rule 10.
8. **References from Council/Cabinet:**
(if any).
9. **Reconfiguring Scrutiny:** (Pages 1 - 14)
Report of the Director of People, Performance and Policy
10. **Cultural Services Review – Final Report:** (Pages 15 - 80)
Report of the Director of People, Performance and Policy
11. **Draft Corporate Plan 2007 -2010:** (Pages 81 - 126)
Report of the Director of People, Performance and Policy
12. **Local Area Agreement – Annual Performance Update:** (Pages 127 - 138)
Report of the Director of People, Performance and Policy
13. **Scrutiny Scorecard:** (Pages 139 - 152)
Report of the Director of People, Performance and Policy
14. **Any Other Business:**
Which the Chairman has decided is urgent and cannot otherwise be dealt with.

AGENDA - PART II - Nil

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Meeting:	Overview and Scrutiny Committee
Date:	10th July 2007
Subject:	Reconfiguring Scrutiny
Responsible Officer:	Paul Najsarek, Director People, Performance and Policy
Portfolio Holder:	Cllr Paul Osborn, Portfolio Holder, Strategy and Business Support
Exempt:	No
Enclosures:	Report to the Overview and Scrutiny Committee 24th April 2007

SECTION 1 – SUMMARY AND RECOMMENDATIONS

1.1 This report sets out proposals for the reconfiguration of the Overview and Scrutiny function.

RECOMMENDATIONS:

1.2 The Overview and Scrutiny Committee is requested to:

- i Agree the proposed establishment the new Overview and Scrutiny committee and Performance and Finance sub committee
- ii Agree the proposed terms of reference for the Overview and Scrutiny committee and Performance and Finance sub committee
- iii Agree the proposed committee size, composition and special responsibilities of the new structure
- iv Agree the principles for the payment of Special Responsibility Allowance for scrutiny councillors and refer these principles to the Leader of the council
- v Agree the proposals regarding the frequency of meetings for each committee
- vi Agree to ask the Chairmen, Vice Chairmen and policy and performance leads to review the effectiveness of the reconfigured function after 6 and 12 months and identify and report back appropriate changes as necessary

1.3 The Overview and Scrutiny Committee is requested to recommend that Full Council:

- Agree the reconfiguration according to the recommendations of the Overview and Scrutiny Committee
- Establish the reconfigured O&S committee
- Appoint the Chairman of the Overview and Scrutiny committee
- Appoint the members and reserves of the Overview and Scrutiny committee
- Agree the terms of reference of the O&S committee

SECTION 2 - REPORT

2. Brief Background

- 2.1 The guiding principle for the work of the Overview and Scrutiny committee and scrutiny sub committees is that it should be consensual and constructive. A strong emphasis of the work should be on making a proactive and positive contribution to the development of policy and challenging the effective discharge of the council's function. This is best achieved by an inclusive process covering members, partners, service users and employees. Scrutiny is an independent, councillor-led function which works with local people to improve service – a part of but apart from the council.
- 2.2 The fundamental purposes of the scrutiny function are to:
- Hold the executive to account as part of its checks and balances role
 - Consider, comment upon and challenge the Executive's (and increasingly partners') performance of its functions
 - Identify and investigate areas of service delivery which appear to be problematic (or conversely highly successful)
 - Identifying options for improving service performance
 - Helping the Executive and the council as a whole to respond to the changing policy environment
- 2.3 At its meeting in April 2007, the Overview and Scrutiny committee recommended the reconfiguration of the scrutiny structure in order to provide a more efficient and focussed scrutiny process. The committee agreed a number of key features for reconfigured scrutiny:
- Overview and Scrutiny Committee
 - Performance and Finance Sub Committee
 - Lead/Deputy Scrutiny Member
- 2.4 The committee instructed officers to work up more detailed proposals for the reconfiguration. This report provides this detail and represents the outcome of a number of meetings of the chairmen and vice chairmen of scrutiny committees.

3. Issue to be determined

- 3.1 The chairmen and vice chairmen have considered a number of issues:
- General terms of reference and specific arrangements of the 2 committees
 - Scrutiny Policy Leads and Scrutiny Performance Leads – as a replacement for the earlier proposal of Scrutiny Lead and Deputy Leads
 - Process of escalation
 - Special responsibility allowance
 - Relationship with other committees
- 3.2 Further work will be undertaken over the summer months to:
- Communicate changed arrangements
 - Prepare councillors and officers for the changes
 - Ensure that the work programme is developed effectively
- 3.3 The report also includes early thinking of the compatibility of the reconfigured scrutiny structure with leadership proposals incorporated in the Local Government White Paper

Strong and Prosperous Communities, and the associated Local Government and Public Involvement in Health Bill.

General terms of reference and specific arrangements of the 2 committees

3.4 The reconfigured scrutiny model described in this report proposes the abolition of the service theme focus for the sub committees and instead establishes:

- An Overview and Scrutiny committee (O&S) to oversee a more targeted and proportionate work programme that can help secure service improvement through in depth investigation of poor performance and the development of an effective strategy/policy framework for the council and partners.
- A Performance and Finance sub committee (P&Fs) as a key driver of the scrutiny function's work programme and the body responsible for monitoring the performance of the council and partners in relation to their stated priorities.

Overview and Scrutiny Committee

3.5 The O&S committee is the strategic scrutiny body with a clear focus on the council's high level policy framework with oversight of the scrutiny function and responsibility for commissioning all investigations and for undertaking in-depth investigations and standing reviews. The principle terms of reference for the O&S committee are proposed as follows:

- To have general oversight of the council's scrutiny function
- To support the executive's policy development function and the long-term strategic direction of the borough
- To anticipate policy changes and determine their potential impact on residents
- To consider the council and partners strategic approach to service delivery
- To undertake detailed investigation of service/financial performance in order to recommend policy changes and to commission light touch investigations by the Performance and Finance sub committee
- To consider items included in the Forward Plan as appropriate
- To consider such urgent items as are appropriate – CCfA, area scrutiny

3.6 The O&S committee must focus its investigations on those issues of the highest priority for the council and, like the P&Fs committee below, must add value to and not duplicate other council functions. In order to safeguard this, it is proposed that the committee's work plan is derived from the following:

- The council's improvement plan – which incorporates the priority projects that the council must undertake to secure satisfactory improvement in service performance
- Reference from P&Fs committee of priority issues that appear to require a more detailed investigation than that which is within the remit of the sub committee (see below)
- Formal consideration of the Forward Plan
- 'In-year' – referrals from Cabinet for policy development support or in-depth investigation
- Formal holding to account through set piece and specifically themed meetings with Leader/Chief Executive and partners
- Issues arising from the implementation of area-based scrutiny or community calls for action

- 3.7 It is the responsibility of both the O&S committee and P&Fs committee to hold to account the relevant portfolio holders for the performance and policy development issues being scrutinised.
- 3.8 It is proposed that the committee would investigate specific issues through time-limited projects using the more in-depth methodologies available to scrutiny – in-depth reviews, standing reviews. The O&S committee will also hold the leadership of the council to account for policy issues. A specific standing review of the budget is one of the early proposals for the O&S committee and the standing review of NHS finances will continue.
- 3.9 The model will need to ensure that anticipated activity around area-based scrutiny and community calls for action can be accommodated.
- 3.10 It is proposed that the members of the O&S committee nominate from within their numbers 4 lead policy councillors to take specific policy responsibility for particular areas of service provision as outlined below.
- 3.11 In addition to the existing terms of reference, Sections 19-21 and Schedule 8 of the Police and Justice Act 2006 provide for the establishment of O&S committees for crime and disorder matters. This requirement will be fulfilled by the terms of reference of the O&S Committee and the P&Fs committee as appropriate and does not require the establishment of a separate committee. The remit of scrutiny is extended to crime and disorder reduction partnership activity.

Performance and Finance Sub Committee

- 3.12 This sub committee will play a key role in determining the work programme of scrutiny by focusing in a much more strategic way than in the past upon the realities of financial and service performance. It will not have a service-specific brief and will consider the activities of *both council and partners*, in particular health and police, that are of the highest priority. It is therefore proposed that the sub committee should have the following principle terms of reference:
- To consider/monitor, on an **exception** basis, the financial and service performance of the organisation:
 - To consider/monitor the performance of the Local Area Agreement
 - To undertake specific investigation of identified ‘hot spots’ through Q&A, reports or challenge panels – subject to endorsement by Overview and Scrutiny committee
 - To refer ‘hot spots’ to O&S for more detailed investigation where necessary.
 - To consider such urgent items as are appropriate – ad hoc, CCfA, area scrutiny
- 3.13 It is proposed that this sub committee focuses its activities upon the financial and service performance of the authority and partners. However, the model also recognises that in fact, analysis of the financial and service performance of the authority is the responsibility of the cabinet, as the custodians of the council’s business. As such, the reconfiguration must ensure that it is adding value to this process and not duplicating activity being undertaken elsewhere. It is therefore proposed that the committee focuses its activities in the following areas:
- Identified financial risk areas – the Corporate Director for Finance has developed a register of financial risks for the authority. For the forthcoming financial year these are social care expenditure, delivery of the council’s savings plan and the impact of the Primary Care Trust (PCT) turnaround plan on council finances;

- Performance of priority services – the Council has identified key service areas in which performance must either be maintained or improved.
 - Performance ‘failures’ – where no improvement plan exists or where improvement plan does not appear to be making a difference. These will probably be referred from cabinet
 - Priority risks as identified by the council’s risk manager
 - ‘In-year’ – referrals from Cabinet of areas in which service or financial performance is failing
 - Issues arising from the implementation of area-based scrutiny or community calls for action
- 3.14 Work for this committee will not be generated from areas where a difference cannot be made or which are low priorities for the council.
- 3.15 In order to safeguard scrutiny’s existing and future commitment to scrutinise the performance of our partners and their contribution to the improvement in the quality of life of local people, it is proposed that the Local Area Agreement scorecard is also monitored by the sub committee. It is also suggested that, for the specific responsibilities in relation to partners, e.g. the annual health checks for the health service, specific meetings of the sub committee will be allocated to consider relevant information.
- 3.16 In the light of the community calls for action and scrutiny’s role in resolving them, it may be appropriate for the sub committee to concentrate on the customer experience of the council’s performance, by for example, ensuring matters highlighted in the MORI survey and issues of customer satisfaction also provide a focus for its work.
- 3.17 It is proposed that this sub committee would maintain a watching brief over the performance of the council and would investigate specific issues either through reports/presentation to the committee or time limited, short-term investigation of more problematic areas, subject to endorsement by O&S committee. The P&Fs committee will also hold the portfolio holders and officers to account for performance issues. In circumstances where there appear to be more intractable problems, it is proposed that these issues are referred to O&S for more in-depth investigation via standing review or wider-reaching review.
- 3.18 As per the O&S committee, the model will need to ensure that anticipated activity around area-based scrutiny and community calls for action can be accommodated.
- 3.19 It is proposed that the P&Fs committee nominate from its membership 4 lead performance members to take specific responsibility for the performance of particular areas of service provision as outlined below.
- 3.20 The Chairman of Performance and Finance sub committee will take the role of performance lead for corporate effectiveness and finance. The Chairman and Vice-Chairman of P&Fs committee would also expect to have sight of the risk reports that are produced for the Audit Committee.

Size of the committee

- 3.21 It is proposed that one of the two committees will include representation of all 3 political parties. The Liberal Democrats have decided to take a seat on the P&Fs committee.

- 3.22 The Local Government Act 1972 and the Education Act 1996 each specify that when/where a council committee is considering education matters it must include as voting members of that committee, parent governors and church representatives (4). In considering the reconfiguration of the scrutiny function, councillors must address this statutory requirement. The inclusion of the education co-optees has an impact on the size and political composition of a committee. The proportionality rules specify that in all circumstances the administration must be guaranteed a voting majority. It is proposed that the education co-optees are included as members of the Overview and Scrutiny committee only and that education issues are programmed for consideration at a specific meeting of the O&S committee on a quarterly basis.
- 3.23 Subject to the proportionality rules, councillors have agreed that in order to minimise the size of the committees, the administration's majority will be safeguarded through the casting vote of the chairman of either O&S or P&Fs.
- 3.24 In the light of the paragraphs above this means that membership of the O&S and P&Fs committees is proposed as follows:

O&S Committee:

- 8 Conservative
- 4 Labour
- 0 Liberal Democrats
- 4 co-optees

Total membership: 16

P&F Sub Committee:

- 6 Conservative
- 4 Labour
- 1 Liberal Democrat
- 0 co-optees

Total membership: 11

Full Council will appoint the members and reserves of the O&S committee.

- 3.25 In addition to education co-optees, in previous years there have been committee advisors representing health expertise. Other advisory co-optees representing the community, special interest groups and local organisations have been part of review groups. The council already makes allowance for the appointment of co-optees and advisors and detailed protocol is in place to clarify roles and responsibilities. Experience has shown the invaluable contribution that co-optees make to scrutiny and this should be harnessed in future arrangements. Their input would be particularly valuable on the Performance and Finance Committee because of the external challenge they would provide to performance issues. It is proposed that once established, O&S and P&Fs consider which additional non-voting co-option arrangements might be beneficial for the future scrutiny arrangements, in particular the continuation of the involvement of the health advisor on the O&S committee is recommended.

Chairing Arrangements

- 3.26 It is proposed that in principle where the chairmanship of either committee is Conservative then the vice chairmanship should be Labour and vice versa. Full Council will appoint the Chairman of the O&S committee.

Number of Meetings

- 3.27 There will be 10 ordinary meetings of the O&S committee per year (one every 6 weeks) plus 2 special question and answer sessions. As proposed above, the O&S meetings will be themed to include education matters once a quarter with annual special sessions to consider partnership matters with the police and health service. Three additional meetings of the O&S committee will be scheduled to consider health matters (September/October, January and March) and it would be anticipated that an independent advisor be appointed to these meetings to advise on specific health issues. Therefore there should be a total of 15 meetings of the O&S committee scheduled in the council diary.
- 3.28 The P&F sub committee will meet quarterly with the option to call special meetings to consider urgent items.

Scrutiny Policy Leads and Scrutiny Performance Leads

- 3.29 In the light of the proposed scopes of responsibility for the O&S committee and P&F sub committee and their very specific and discrete responsibilities it is critical that their expertise is co-ordinated – a key success factor will be the development of effective linkages between P&F, as the body that considers the operational performance of council and partners, and O&S, which considers broader policy framework and strategic direction of the council and partners. It is proposed that each committee nominates 4 ‘lead’ councillors to consider either the policy or performance issues in relation to:
- Adult Health and Social Care
 - Children and Young People
 - Sustainable Development and Enterprise
 - Safer and Stronger Communities
- 3.30 Both the policy and performance lead councillors will have a critical role to play in enhancing the scrutiny processes:
- By sharing their expertise across a subject area they will ensure that both a policy and performance perspective can be brought to the consideration of the council and our partners’ performance
 - They will provide an initial point of contact for issues of concern – not already scheduled for consideration from the public, partners or council officers.
 - They can provide strategic and operational oversight of a service to ensure that any issues are identified at the earliest opportunity
- 3.31 It is proposed that where the policy lead is from the Conservative Party, the performance lead is from the opposition and vice versa. It is proposed that 2 policy leads and 2 performance leads are identified from both the administration and the opposition.
- 3.32 In general the role of the lead policy member for each specific area will include:

- To take lead responsibility for considering the policy environment within which the council and partners operate
- To lead in-depth analysis of performance/policy
- To liaise with the lead performance member to ensure that day-to-day performance issues and longer-term strategic issues are co-ordinated
- To offer an initial point of contact for council officers, partners and resident (future community calls for action and area-based scrutiny)
- To make recommendations, in conjunction with the appropriate lead performance member, the appropriate referral route for issues raised

- 3.33 In general, the role of the lead performance member for each specific area will include:
- To take lead responsibility for considering the performance of the council and partners against their stated priorities
 - To lead short term analysis of the council's/partners' performance
 - To liaise with the lead policy member to ensure that day-to-day performance issues and longer-term strategic issues are co-ordinated
 - To offer an initial point of contact for council officers, partners and resident (future community calls for action and area-based scrutiny)
 - To make recommendations, in conjunction with the appropriate lead policy member, the appropriate referral route for issues raised
- 3.34 One of the concerns regarding the move from the committee-based structure has been the potential for less clarity regarding the process for engaging with scrutiny. This is a particular (but not exclusive) issue for partners e.g. health trusts have a statutory responsibility to consult scrutiny regarding change proposals and for the annual health check. These responsibilities are also likely to extend to other partners. In order to ensure that scrutiny is able to respond as necessary, it is proposed that the policy and performance leads provide a first point of contact both internally and externally for discussions as to the most appropriate referral route for consideration of the issues raised by members, council officers or partners. It is suggested that all policy and performance leads receive joint quarterly briefings with appropriate internal and external officers, in order to be updated regarding policy developments and their impact upon the council.
- 3.35 As outlined, policy and performance leads may be responsible for jointly recommending the next steps in dealing with an issue raised with them by council officers/partners and not already incorporated into the scrutiny work programme. There are a number of referral pathways that could be chosen:
- The policy and performance leads may make a recommendation that the issue is not a sufficiently high priority and propose no further action
 - The policy and performance leads may ask the officer to keep them informed of developments in the specific area – and may establish a programme of meetings to facilitate this reporting
 - The policy and performance leads may recommend that the item is scheduled for presentation to O&S
- 3.36 In order to safeguard transparency, it is proposed that the policy and performance lead councillors should report to O&S and P&Fs all recommendations that they have made.

It is suggested that these reports should be in writing and should form part of a standing item at the O&S and P&Fs.

- 3.37 Given the changed nature of councillors' responsibilities and the absence of the service-specific committee structure, **mandatory** training for all scrutiny councillors on health, children's issues and community safety is proposed, in addition to a compulsory session on scrutiny in general for all councillors.

Process of Escalation

- 3.38 It is important that all policy and performance leads offer a consistent interpretation of the need to escalate – it is crucial that officers from different parts of the organisation or from partners receive the same interpretation of urgency and it is also important that this 'gate-keeping' function is able to ensure that the scrutiny committees do not become bogged down in matters of only limited relevance or importance to the organisation – a key driver of this reconfiguration has been the need to focus on matters of importance to the organisation in the light of the council's limited scrutiny resource and the growing responsibilities of scrutiny.
- 3.39 At any time members or officers from within the council or from partner agencies can contact the appropriate policy and performance leads to discuss any specific issue. As described previously, policy and performance leads will have responsibility for a specific area of council or partnership business. Should a member or an officer from one of the relevant organisations have an issue that they are statutorily obliged to bring to scrutiny or if there is a matter of growing concern that they would appreciate scrutiny support to investigate, they should contact the policy or performance lead councillor or the scrutiny team. The item can then be added to the agenda of the proposed joint quarterly briefings.
- 3.40 Councillors will consider the item at the briefing and reach a conclusion as to whether or not to recommend that:
1. The issue is noted but no further action is taken at this time
 2. Further briefings on the issue are requested in order to monitor the situation for future action/recommendations but that it is not escalated to O&S committee or P&Fs committee at this time
 3. The issue is escalated to the O&S committee
- 3.41 For an item to be escalated to stage 2 or 3 then the following criteria must apply:
- The subject must relate to a statutory responsibility; or
 - The subject must reflect concern regarding the performance of a service; or
 - The subject must be an area within which the council is required to change its policy
 - Councillors **must agree** that the issue is **unlikely to be resolved** without more detailed consideration either on a regular informal basis or formally through committee consideration
- 3.42 Given there may be competing demands for limited committee time, it is proposed that escalations onto O&S committee agenda should be subject to the final agreement of the Chairman/Vice Chairman of O&S committee except where the issue is one in which scrutiny has a statutory responsibility. Where the chairman and vice chairman decide not to take an item onto the committee(s) agenda an explanation of this will be given at the committee at which the relevant lead member's report is considered.

Special Responsibility Allowance

- 3.43 Currently the chairmen and vice chairmen of the scrutiny committees receive a special responsibility allowance. In recognition of the potentially expanded responsibilities of the policy and performance lead members, a number of principles of remuneration are proposed:
- The policy and performance leads should receive special responsibility allowance given their increased responsibility following the dissolution of the previously existing committees
 - Policy and performance leads should receive the same level of remuneration
 - Chairmen and vice chairmen of O&S and P&F should also receive the same level of remuneration and that this remuneration should be more than that paid to the policy and performance leads to reflect the additional responsibilities of holding responsibility for corporate effectiveness and finance and committee chairmanship.
- 3.44 Subject to endorsement by the O&S committee, these principles will be referred to the Leader of the council for consideration as part of the review of allowances. Payment of special responsibility allowance paid to those scrutiny councillors who chair review projects and who do not otherwise receive any allowance is also recommended.
- 3.45 The cost implications that may arise from this recommendation will be covered in the review of allowances by the Leader of the council.

Implications of the local government leadership models

- 3.46 The reconfigured scrutiny model will need to be compatible with any changes adopted to the council's leadership structure as proposed in the local government White Paper Strong and Prosperous Communities, and the associated Local Government and Public Involvement in Health Bill. Councillors have previously sought guidance on the proposals and this is provided below.

Executive Arrangements

- 3.47 The options outlined in the bill are:
- Executive leader
 - Appointed by council for four years (can be subject to mid-term vote of no confidence)
 - Appoints executive and determines delegations
 - Elected executive
 - Leader and 2-9 candidates, directly elected for a four year term
 - Mayor and Cabinet executive
 - Directly elected Mayor appoints cabinet and determines delegations
- 3.48 Authorities who currently have elected mayors hold the mayor to account in much the same way as the scrutiny committee would hold a council leader to account; the scrutiny committee is responsible for examining decisions made by the executive as a whole or by the mayor and individual cabinet members, as well as delegated decisions. The council will need to choose a leadership model in 2009, in time for the local elections in 2010.
- 3.49 Irrespective of the leadership model adopted, local partners covered by the new duty to co-operate to develop the LAA will be required to co-operate with the scrutiny

committee; this will entail providing information within twenty working days and responding to recommendations.

Individual ward member decision-making

- 3.50 The bill makes provision for councils to delegate functions to individual members in relation to the ward in which they were elected. Should such an approach be adopted, records of decisions will have to be kept, and the bill also makes provision to allow O&S to require members to appear before the committee to answer questions.
- 3.51 The White Paper stresses the important role of scrutiny both in terms of holding decision-makers to account and influencing policy development, irrespective of the leadership model adopted. Whilst the precise powers of decision-makers will vary depending on the model adopted, the powers of scrutiny are consistent. It would seem therefore, that the reconfiguration proposed in this paper will be able to facilitate the 'holding to account' of decision-makers in that there is scope for continuing current practices such as the use of question and answer sessions and other tools. In addition, the proposed model for scrutiny brings greater flexibility and the potential for developing or refining means of holding decision-makers to account.
- 3.52 Scrutiny's relationship with decision-making by individual ward members may need further consideration depending on the guidance developed for this area.

4. Resources, costs and risks associated with recommendation

- 4.1 One of the key drivers of this reconfiguration has been to secure a more cost effective scrutiny function for the council. As such there will be no additional cost to the council. In the light of the drivers of change included in the opening paragraphs of this report, the model of reconfiguration proposed represents the most effective means of delivering this service. If the proposals are not adopted the risks are a marginalised and ineffective scrutiny function that will not deliver value for money for the council.

5. Staffing/workforce consideration

- 5.1 There are none specific to this report and the scrutiny staffing resources will be reconfigured to support the changed structure.

6. Equalities Impact consideration

- 6.1 There are none specific to this report. Scrutiny will continue to ensure that the needs of Harrow's diverse population are addressed through its investigations.

7. Current KPI's and Likely impact of decision on KPI's

- 7.1 There are no KPIs that relate specifically to scrutiny. However, ensuring that the scrutiny function focuses on the performance of the organisation will support the improvement of services across the council.

8. Legal and Financial Comments

- 8.1 The powers of the Overview and Scrutiny Committee are contained within section 21 of the Local Government Act 2000. These powers include reviewing and scrutinising functions, which are the responsibility of the executive and to make reports and recommendations to the authority or executive with regard to functions which are the responsibility of the executive. These powers will be increased by the Local Government and Public Involvement in Health Bill which are likely to become legislation in April 2008.

- 8.2 Paragraph 3.24 deals with the proposed membership of the O&S committee and P&F sub-committee. However, sections 15, 16 and Schedule 1 of the Local Government and Housing Act 1989 places an obligation on local authorities when appointing members to certain committees and sub-committees to comply with the "Proportionality Rules". These rules require places to be allocated to the political groups in proportion to their relative strengths on the Council. The group with an overall majority on the Council is entitled to a voting majority on committees and sub-committees. These provisions apply to committees and sub-committees with voting co-optees.
- 8.3 In the circumstances, the Conservative Group is entitled to a voting majority on the O&S committee. The report recommends limiting the size of these committees and should it prove necessary that the Chairman of O&S would exercise his casting vote. There is therefore the risk that when dealing with education matters (when the voting co-optees are present) that the majority group may be out voted.
- 8.4 Paragraphs 3.29 to 3.37 deal with the general role of the lead members. Individual non-executive members should not make decision. In the circumstances and in order to ensure openness, transparency, procedural fairness, and more importantly to avoid a claim of bias and any challenges to the council the lead members should only make recommendations and or proposal for final decision by the relevant committee or sub-committee.
- 8.5 The financial implications of this report are covered in paragraphs 3.43-3.45 (special responsibility allowance) and paragraph 4.1 (resources, costs and risks associated with recommendation) above.
- 9. Community safety (s17 Crime & Disorder Act 1998)**
- 9.1 There are none specific to this report.

SECTION 3 - STATUTORY OFFICER CLEARANCE

Chief Finance Officer	<input checked="" type="checkbox"/>	Name: Barry Evans Date: 28 th June 2007
Monitoring Officer	<input checked="" type="checkbox"/>	Name: Jill Travers Date: 21 st June 2007

SECTION 4 - CONTACT DETAILS AND BACKGROUND PAPERS

Contact: Lynne McAdam, Service Manager Scrutiny, 020 8420 9387

Background Papers:

- Report to the Overview and Scrutiny Committee 24th April 2007

IF APPROPRIATE, does the report include the following considerations?

1.	Consultation	YES
2.	Corporate Priorities	NO
3.	Manifesto Pledge Reference Number	N/A

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Meeting:	Overview and Scrutiny Committee
Date:	10 July 2007
Subject:	Cultural services review – Final report
Key Decision: (Executive-side only)	No
Responsible Officer:	Ed Hammond (x5205)
Portfolio Holder:	Cllr Anjana Patel
Exempt:	No
Enclosures:	Report of the Cultural Services Review Group, including appendices.

SECTION 1 – SUMMARY AND RECOMMENDATIONS

This report sets out the findings and recommendations of the scrutiny review of cultural services.

RECOMMENDATIONS:

The Committee/Portfolio Holder is requested to:

- 1) Endorse the report and its recommendations
- 2) Refer the report to Cabinet for approval.
- 3) Place the review on the work programme for reconsideration in six months time.

SECTION 2 - REPORT

Background

- 2.1 In November 2006, the Overview and Scrutiny Committee commissioned a review group to look into issues regarding the council's approach to providing cultural services. The scope of the review was approved by Committee at this time and can be found at Appendix 6 of the review group's report.
- 2.2 Members have, from November 2006 to May 2007, been engaged in a wide-ranging evidence gathering exercise. Evidence has been gathered from a wide range of sources, including council officers, partners, other authorities, the Greater London Authority, the Department for Culture, Media and Sport, the Audit Commission, the Improvement and Development Agency and a number of other organisations.

Structure of report and issue to be determined

- 2.3 The report comprises three main sections. The first examines the council's cultural strategy – its links with partners, its assessment of local need and the outlining of a "vision" for the service. The second relates to the council's cultural infrastructure. The third relates to community involvement.
- 2.4 There are also three case studies, which examine each of these three themes in the light of specific council projects – the Gayton Road development, the construction of artists' studios at Bernays Gardens and the Beacon Centre in Rayners Lane.
- 2.5 The report contains 26 recommendations on which it is intended that the executive be asked to take action. These are set out in a matrix at the end of the report, which also establishes expected timescales and measures of success for each recommendation. Members are being asked to endorse these recommendations, and to refer then to Cabinet for that body to make a decision on their implementation. If implementation is agreed, Overview and Scrutiny is being asked to return to this issue in six months, to assess progress made in the service and to gather evidence in respect of the Beacon Centre, as set out in the review's report.

Resources, additional costs and risks associated with recommendation

- 2.6 This report does not in itself makes recommendations which will result in costs being incurred or any resource implications. However, the review's report contains recommendations which, if and when agreed at Cabinet, may incur additional costs and risks. However, care has been taken to ensure that recommendations are at the very least revenue neutral, and which will in many other cases allow more effective use to be use of finances in cultural services.

Equalities impact consideration

- 2.7 The provision of a service that meets high standards in terms of equality of provision to all parties was central to the review.

Current KPIs and likely impact of decision on KPIs

- 2.8 Where the report highlights issues relating to KPIs, these are identified and the effect explained. The most significant KPI-related recommendation relates to the use of resident satisfaction surveys.

Community safety (s17 Crime and Disorder Act 1998)

- 2.9 There are no community safety implications.

Legal and financial implications

- 2.10 No legal implications arising directly from this report but if Cabinet approves the recommendations there will be legal implications mainly around contract and procurement and partnership proposals
- 2.11 No financial implications arising directly from this report.

SECTION 3 - STATUTORY OFFICER CLEARANCE

Name: Barry Evans	<input type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 28 th June 2007		
Name: Steven Dorrian	<input type="checkbox"/>	on behalf of the Monitoring Officer
Date: 26 th June 2007		

SECTION 4 - CONTACT DETAILS AND BACKGROUND PAPERS

Contact: Ed Hammond, Scrutiny Officer, 020 8420 9205,
ed.hammond@harrow.gov.uk

Background Papers:

A full list of all documents relied on is provided in the appendices to the review's report, as attached

IF APPROPRIATE, does the report include the following considerations?

1.	Consultation	YES
2.	Corporate Priorities	YES
3.	Manifesto Pledge Reference Number	N/A

June 2007

Overview and Scrutiny Committee

Report of the Scrutiny Review Group

Review of cultural services

FINAL REPORT

Members of the Review Group

Cllr Mitzi Green (Chairman)

Cllr Jean Lammiman

Cllr Bill Stephenson

Cllr Nana Asante

Cllr Paul Scott

Community co-optee: Tim Oelman



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Chairman's introduction and acknowledgments

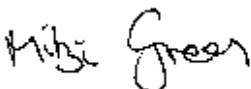
The key drivers in deciding to conduct this review were how to involve the whole community more fully in cultural provision in Harrow through the impact of the cultural strategy and the imminent development of the Gayton Road Library site. We soon realised that the Cultural Strategy covered too wide an area for us to cover with limited resources in one review and decided upon three case studies to highlight the areas that most concerned us - Bernays Gardens, The Beacon Centre and Gayton Library. The main themes that came out during the course of this review were that consultation with the wider community should be central to the development of cultural services; to develop clear aims and priorities; planning for sufficient capacity and sustainability and robust performance management.

We would like to thank all the council officers who assisted us over the course of our investigations. The help of Jim Shutt, Lesley McConnell, Javed Khan and Ian Wilson has in particular been invaluable. Special thanks are also due to the then Portfolio Holder, Cllr Christine Bednell, who provided the group with full and frank responses to all our queries when we met on 3 May 2007.

Further thanks are due to Cllr Nana Asante, for taking the lead on this review on some occasions when necessary. Additionally, the report would not have been possible without the help of Lynne McAdam and Ed Hammond in the Scrutiny Unit.

Full acknowledgements can be found in the appendix to this report.

I would like to thank Mr Tim Oelman for contributing his time, expertise and experience to this report and all the Councillors who took part. It is unfortunate that members of the Conservative Group have been unable to take as full a part as we would have preferred in this review, however my thanks go to Councillor Jean Lammiman for her contributions in the early stages and to Councillor Sheinwald for his observations in the latter stage.



Cllr Mitzi Green
Chairman, Cultural Services Review Group

June 2007

Drafting note

Appendices are provided at the back of the report. They contain details on the recommendations, a bibliography and a glossary of frequently-used terms.

A separate set of background papers is also available, containing notes from meetings and site visits and other information on the evidence-gathering carried out by the review group. It can be provided by the Scrutiny Unit to any interested person; contact details are located at the end of the report.

Methodology

The scope can be found at the end of the report, at Appendix 4. The review comprised a number of elements.

- Visits to sites within Harrow. Members visited the Harrow Museum, Canons Park, Bernays Gardens and the Beacon Centre in Rayners Lane.
- Visits to sites outside Harrow. Members visited the Arts Depot¹ in Barnet, Camden Arts Centre in Hampstead, Swiss Cottage Central Library in Camden and Willesden Green Library Centre in Brent.
- Meeting with the Portfolio Holder. In early May, members of the review group met Cllr Christine Bednell and discussed issues relating to arts and leisure development.
- Meetings with officers. Evidence was received from a number of officers working on cultural services. A full list of acknowledgments is provided at the end of the report.
- Best practice evidence. Evidence on national and regional practice was collected, as well as information on arts and cultural provision in other London boroughs.

What did the review not consider?

The review is one of cultural services generally, with particular reference to the 2006 cultural services strategy. The scope is attached as an appendix to the report. However, there were certain matters that it was decided should be excluded. These were:

- libraries. Harrow's library service is acknowledged to be one of the best, if not the best, in London. Naturally, as part of our discussions we looked at libraries in the broader context of their role as cultural hubs, but this was only insofar as their use to anchor other cultural spaces such as performance space and exhibition space, as is proposed at Gayton Road. It should also be noted that an executive-side review is about to commence, a significant element of which we understand to relate to library services. We considered that work by scrutiny on this issue would constitute unnecessary duplication.
- parks, recreation and public green spaces. An in-depth review was carried out on this issue was carried out in autumn 2005 by the Environment and Economy Scrutiny Sub-Committee, and we consider that further

¹ The centre calls itself "artsdepot" in its promotional material, but for the sake of clarity we have capitalised this name in our report.

examination of this area is unnecessary for the moment. However, sports provision has been considered by members in their review².

As such readers will find that, where specific cultural services have been mentioned, most attention has been paid in this report to the arts and arts provision. However, this fact should not preclude its relevance to culture services more broadly; in fact, the issues relating to strategic fit in the first section should be construed as applying to cultural services in general terms.

Why did the review not actively seek views from members of the public?

Under ordinary circumstances, in-depth reviews involve an element of public involvement. Sometimes this will be a public meeting, or it might be a survey or focus group.

However, this review has not taken these steps. It is certainly valid to ask why, for an issue as important to local people as cultural services, local people's views have not been considered, save for the involvement of a community co-optee on the review panel. This is doubly pertinent when considered in the light of the group's recommendations on community involvement, at section 3.

The group decided not to pursue this course for a number of reasons.

- 1) A broad indication of public involvement and satisfaction with cultural services can be acquired by looking at recent MORI data, and specific responses to the council's 2006 cultural strategy refresh.
- 2) A public consultation would have duplicated steps which will be put in train shortly, both as part of the Fundamental Service Review process, and the development of the council's new Cultural Strategy, for changes to council policy.
- 3) The nature of the review is not particularly conducive to public involvement. It has been planned and delivered as a review looking at strategic fit and best practice elsewhere, as a predominantly desktop exercise to feed into the development plans as part of the Fundamental Service Review.
- 4) Resource implications have meant that meaningful public involvement is particularly difficult to deliver quickly at this time, when the council is subject to some significant financial constraints.

² Sports provision is included within the council's Sports, Recreation and Open Spaces Strategy 2006-2016.

The recommendations

Each recommendation is supported by one or two key findings. The recommendation summarises these findings, extrapolating from the evidence a suggested way forward for the council to follow. These recommendations should not be considered in isolation, but viewed as elements in the review group's overall consideration of the topic.

Report structure

The main body of the report is divided into three sections – strategic overview, cultural infrastructure and community involvement. The second part of the report concerns the three case studies considered by the review group – Gayton Road, Bernays Gardens and the Beacon Centre. Each of these is also subdivided by the three main themes of the report.

Following up the recommendations: the next steps

In Appendix 2, a table is provided, listing the recommendations and identifying both whether the recommendation is short, medium or long term, and what the “measures of success” are. This allows scrutiny members, when they return to the issues in six months, to assess whether the implementation of the recommendations has been carried out, and has been successful.

We intend to propose to Overview and Scrutiny that our group reconvene in a year, to assess progress and to carry out further investigative work on the Beacon Centre. It may be that Overview and Scrutiny Committee considers that a challenge panel will be the most appropriate forum for this additional study.

Executive summary

Strategic overview

The council needs to identify a clear set of aims for the development of Harrow's cultural services. The council will look again at its cultural services strategy in 2009, and when it does it should address the many competing priorities and visions for the purpose of cultural services and seek to work closely with contracted partners and voluntary groups to reconcile these differing views. This may, in the longer term, lead to a decision to contract out certain services in particular to an independent body.

Internally, the council should take the opportunity of drafting a new cultural strategy to examine and capitalise on the way that cultural services impact on other services provided both in-house and by other bodies, and to establish a more robust approach to performance management.

Recommendation 1: The first step towards developing the Harrow Cultural Strategy in 2009 should be to identify key aims for cultural provision in the borough. Local people and groups should be consulted and enabled to take an active role in working with officers to carry out the work to identify these aims.

Recommendation 2: In the long term, the council should consider entering into partnership with an independent, charitable organisation to deliver arts services.

Recommendation 3: The opportunity should be taken as part of the council's new cultural strategy to maintain the council's commitment to placing the arts, and culture, at the centre of the way it thinks about the services it provides to local people, through strategic, tactical and operational links to high-level service plans and strategies.

Recommendation 4: A robust approach to performance management is key to the successful operation of cultural services. Officers should recognise this by seeking to establish a more robust approach to performance management, leading to a performance management culture in cultural services. Performance management must be kept under review by the scrutiny function.

Cultural facilities

The council needs to acquire an understanding of its current provision and of current needs as a first step in planning for the future. Strategically, the provision of cultural facilities should be linked both to where demographic indicators such as the Harrow Vitality Profiles indicate that need is most pressing, and to the council ultimate strategic aims.

Steps should be taken, as a part of the development of the strategy towards 2009, to examine and further integrate the role of Harrow Arts Centre and the Harrow Museum within the general arts service provided by the council.

Recommendation 5: The council should justify plans for the future based upon firstly a baseline understanding of current facilities and their use, and secondly on a robust analysis of the needs which need to be met for cultural services in the borough. The review group would like to see evidence of this at a later date.

Recommendation 6: The council should put its reference and reliance on a wide range of demographic information, including the Harrow Vitality Profiles, on a more formal footing for the planning of cultural services, recognising them as key tools for analysing the needs of local people and making long term plans accordingly.

Recommendation 7: Cultural infrastructure, and its development, should be planned with reference both to perceived exemplars of best practice in this field, and to the aims and aspirations of the council's cultural strategy, as part of a robust performance management process.

Recommendation 8: In the medium and long term, provision at Harrow Arts Centre and the Harrow Museum should be fully integrated within the rest of the borough's cultural provision.

Recommendation 9: Steps should be taken as part of the process for the development of the 2009 cultural strategy to outline a vision, for the HAC in particular, that permits long-term decisions to be made about the physical fabric of the main building and the site as a whole.

Community involvement

A more directed approach to community involvement is necessary, not typified by ad hoc consultation but led by local need. Consultation should be central to the development of cultural services, with the council using its current methods of consultation as a base to communicate with the wider community and to allow

their vision for the future of culture in Harrow, and the council's view of this future, to integrate on equal terms.

This will mean that the council becomes an enabler of local activity, providing support and – where appropriate – funding for local projects, carried out by local people.

Recommendation 10: The council should not consider resident satisfaction data as a standalone issue. Surveys should be integrated within a range of other methods of community involvement, thus allowing a more holistic view to be taken on the success of cultural services from the point of view of service users.

Recommendation 11: The council should reassess the effectiveness of the cultural forums. They should be used as one of a raft of measures to involve the local community. Community involvement should extend to individual residents and users on their terms, rather than on the terms of the council as a method to achieve its own ends in consultation.

Recommendation 12: The council's 2009 cultural strategy should be designed to place the needs of the local community, as expressed through community involvement activities, in a strategic context.

Recommendation 13: The council should take immediate steps to ensure that current consultation activities identify community need, established both by conventional needs analysis and community involvement activities, as the paramount concern in any cultural development.

Recommendation 14: The council and ward councillors should investigate the possibility of creating community funds which can be used by local people to carry out specific projects. Local people should be provided with the support necessary to be able to apply for and use these funds effectively.

Recommendation 15: The cultural services strategy should ensure that Gayton Road's pre-eminence as the borough's flagship community cultural facility is established and maintained.

Case Study: Gayton Road

Although the ultimate rationale for the project is clear, its method of delivery gives some cause for concern. We are concerned about the proposal for a 350-seat performance space, especially given the fact that the financial security of the site, in terms of ongoing funding, has not yet been guaranteed.

That said, we recognise that the council is having to make a difficult decision balancing the need for financial sustainability – which we consider to be a fundamental consideration – and the needs of the local community. We hope that a solution can be found which compromises neither.

Recommendation 16: Consideration should be given to the potential of the Gayton Road project to act as an element of, and driver for, the redevelopment of the town centre.

Recommendation 17: The main gallery space at Gayton Road should be professionally curated.

Recommendation 18: The Council should look critically at the proposal for a commercial performance space seating 350 in the context of the financial viability of such a venue.

Recommendation 19: The Council should make clear estimates of, and firm commitments to, ongoing revenue funding for the Gayton Road arts centre.

Recommendation 20: We consider an ongoing library facility in the centre of Harrow to be essential over the transitional period.

Recommendation 21: More detailed community involvement work, consulting local people and groups about the design brief, eventual architects' plans and fit-out for the site, needs to be carried out in tandem with the physical construction of the project.

Case Study: Bernays Gardens

The Bernays Gardens development plans have stalled, but evidence from their development illustrates the importance of effective prioritisation of capital projects according to need and local utility, neither of which has been made clear to us in this instance. The renovation itself is a commendable aim, but when funds again become available the council should look again at its plans to ensure that they deliver value for money.

Recommendation 22: Capital improvements to be undertaken within cultural services should be prioritised, to identify which are the most important for the council and to manage competing project priorities accordingly.

Recommendation 23: Artists' studios – and other space for creative industries – should be developed to meet need in such a way that the volume of space and the number of potential studios is maximised. Some

sites may not be appropriate for certain developments; a strategic approach should be taken.

Recommendation 24: As part of a prioritisation exercise, definite plans on the use of the site should be drawn up and the appropriate community groups consulted before any further action is taken.

Recommendation 25: Local councillors should be approached regarding providing funding for some elements of the development through the Prosperity Action Teams, in conjunction with community fundraising.

Case Study: Beacon Centre

The Beacon Centre has only just opened; little evidence exists on its success so far, and as such the group has decided to look at its operation in six months time.

Recommendation 26: The Cultural Services Review should reconvene in six month's time to consider the success of the Beacon Centre and report their findings to Overview and Scrutiny.

FINDINGS

Introduction

All councils are responsible for providing “cultural services” to their citizens. But when we talk about a responsibility for making arts, sports and educational provision for local people, what is our intention – or the intention of any local authority - in doing this?

We have found that there are a large number of reasons for council investment in this issue – some complementary, some occasionally contradictory. It can be to promote social cohesion, encouraging mutual understanding and the sharing of experiences. It can be to provide the catalyst for economic growth, in fostering the creative industries. It can be because, for certain services, we are obliged to do so by law. It can be to promote local well-being, and therefore improve residents’ satisfaction with the borough and overall happiness. It can occasionally be a box-ticking exercise, to ensure that the council performs well when it is externally inspected. Or it can be just for its own sake, because cultural services are intrinsically good and providing them through government funding is the mark of a civilised society.

In fact, we have come to the conclusion that the purpose of cultural services must be a combination of all of these factors. The balance between these factors is something which the council must consider and decide; different stakeholders are likely to have different views as to which of these numerous “priorities” should take precedence.

The only thing on which all are agreed is the importance of cultural services. We were pleased by the then Portfolio Holder’s statement, when we met to discuss our evidence in May, that she considers cultural services to be **central to what the council does, as important as rubbish collection and street lighting.**

Perhaps this is why it is so difficult to assess the success of cultural services. Recently it has been an area in which many authorities have dropped their Audit Commission “scores” for cultural services. We think that this reflects what is nationally, regionally and locally, a confused public policy picture that consists of a number of objectives and aspirations for cultural services that exist together in a form of precarious tension.

However, there is no reason why a firm hand cannot be taken locally to decide where priorities lie within Harrow. Prioritisation and robust planning are difficult in the current policy landscape, but hopefully this review will provide some guidance and direction for officers balancing competing priorities.

Many local authorities, grappling with financial issues and additional demands being placed on them by government legislation, find it tempting to scale back their commitment to cultural services, viewing them as a soft target for potential savings. In Harrow, we have been pleased to see that this has not happened. Plans are already afoot for improvements in this area. New local community centres are planned, with four to be opened in areas of particular need around the borough³. A new central library, alongside a town centre performance and exhibition space, is also planned at Gayton Road. The developments at Gayton Road having been a key driver in our decision to review this subject. Harrow Arts Centre and the Harrow Museum have also been successfully reopened after the collapse of Arts Culture Harrow. A number of other initiatives are planned as part of the refreshed Harrow Cultural Strategy. Additionally, it is important to note that Harrow's cultural services performance is high compared to other London boroughs, as judged both by the Audit Commission and a "value for money" comparison⁴.

That said, there is a challenging picture for the future. The Audit Commission carried out a cultural services inspection in March 2005, which while it revealed promising prospects for the council also identified some significant problems with the authority's cultural strategy. This has been followed by the insolvency of Arts Culture Harrow. These are all issues with which we shall be engaging later in this report.

Members and officers within the council, and interested parties outside, are now starting to consider the long-term issues relating to cultural services provision. This review aims to contribute towards this process. The report, and its findings, is divided into three sections. The first provides a strategic overview – a detailed assessment of the council's current strategies and how they compare to best practice, and high performing authorities in London. The second examines cultural facilities more specifically, looking at a couple of examples of sites in Harrow, and examining how the facilities they provide fit in with the overall strategy, to identify whether a robust "golden thread"⁵ exists between high-level strategy and operational reality. The third section relates to community involvement, examining the processes by which the council engages with local people, and plans for increasing participation.

³ As indicated in the 2006 refreshed cultural strategy.

⁴ Full details on the VFM comparisons used can be found in the bibliography.

⁵ That is to say, a clear link between a high-level council strategy and services being delivered to residents on the ground, passing through directorate and group service plans.

The review group has considered at some length the findings and recommendations of the Arts Culture Harrow Challenge Panel, finalised in March 2007. It is our intention that this report builds on the recommendations made in that report.

Cultural services – the officer structure

Changes are supported by a number of senior officers in what is currently the People First directorate. Ultimate responsibility for those areas considered by this review lies with Javed Khan, Director of Lifelong Learning and Culture. Three group managers within Lifelong Learning and Culture are responsible for cultural services generally. They are:

- Bob Mills (Libraries)
- Lesley McConnell (Sports and Culture - interim)
- Anita Luthra-Suri (Lifelong Learning)

However, the structure will soon be changing as a result of the organisational review. Sports and Culture will be redesignated as Cultural Services, sitting under a Head of Service post. This will be part of the new Community and Cultural Services department, led by a Director.

Strategic overview

Historical background

This review has been very much about identifying a future vision for culture in Harrow, rather than dwelling on past problems. However, to understand the position in which the council finds itself it is obviously necessary to examine some of the historical context to these aspirations for the future.

The council first developed a cultural strategy in 2003. Cultural strategies are not required by law – although the Mayor of London has asked that London boroughs introduce them, to give effect to the Mayor’s Cultural Strategy.

In 2005, the Audit Commission (AC) undertook an inspection of Harrow’s cultural services. The results were released in March 2005. Although the AC were complimentary about much of the work that the council was undertaking at the time, identifying “positive prospects for improvement” in their final report, they had a number of concerns, many of which related to the robustness of the Cultural Strategy itself, the high-level statement of the council’s aims, priorities and intentions.

The council attempted to respond to these concerns in a refresh of the cultural strategy, approved in summer 2006. We have looked at the extent to which the 2006 strategy, combined with the 2003 strategy, provides the council with the capacity and ability to deliver a robust cultural service to local people through to the coming into force of the next cultural strategy, which is expected in 2009.

Finding: Identifying aims

The first issue to note is the need to identify a clear aim, or a small selection of aims, for the development of Harrow’s cultural services. Examining the 2003 strategy, and the 2006 refresh, we noted that although both contain a number of relevant and important projects, operational actions did not seem to be supported by an overarching rationale.

Action points therefore range between the strategic, tactical and operational with little separation between the three; that is to say, strategic actions⁶ sit side by side with very precise, operational ones⁷. This may well make measuring the success of each action difficult.

⁶ For example, the development of linked management between area services and community groups.

⁷ There are several actions pertaining to specific DDA improvements at specific sites, for example.

This shortcoming was referred to by the Audit Commission, who said⁸,

A weakness of the [2003] strategy is that it lacks focus and objectives are not clearly prioritised. It contains a wide spectrum of priorities across the entire service area and as such is not sufficiently focused or streamlined. Good cultural services strategies contain clearly defined and prioritised objectives, supported by realistic timescales and indicators of success.

The establishment of aims and objectives was attempted by the 2006 refreshed strategy, but beyond responding to the inspection, and linking with priorities identified as part of other strategies, it is not clear exactly how the actions listed in the refresh have arisen. These are a composite list of previously identified actions that have been drawn together from a number of different locations.

The integration of the Audit Commission's recommendations and their potential impacts has been incorporated in a reactive way. This has resulted in the creation of a number of "key issues", which have been identified by officers as priorities for the service, which will "affect the delivery of the council's cultural services in the strategy's timeframe [2006-2009]." It is not clear how these issues have been identified, or why these six have been chosen above any others, or what the others might have been. They do, however, accord closely to the issues raised in the Audit Commission report (although other issues raised at inspection are not explicitly considered).

Taking a reactive approach will help with immediate, baseline improvements but we do consider that it may act to the detriment of long-term planning. Now that the council is clearer about its medium term aspirations, and has made commitments to building capacity (both in infrastructure and in officer support), we hope that the new strategy, in 2009, will take a more strategic approach.

We discussed some of the difficulties with identifying a specific rationale for investment in cultural services in the introduction. The complex interplay between competing interests to which we referred does not lend themselves easily to prioritisation exercises (for example, deciding which projects should be first in line for funding). However, the new cultural services strategy, when drafted, should at least address this tension. Wrestling with esoteric questions about the nature and delivery of cultural activities in modern Britain is of course not appropriate in a local strategy document. However, identifying how the council, its partners and local people aspire, through the actions in the strategy, to improve people's lives would go some way to setting out a way forward.

An ambitious exercise, working with local people and groups to identify aspirations and aims with cultural services can deliver would have a twofold aim – it would

⁸ Audit Commission, Cultural Services Inspection, March 2005, p11 para 32

engage local people at an early level in the formulation of the fundamental basis of the new cultural strategy, and it would ensure that operational activities developed as a result would be based on the firm foundation of a shared vision for this area of the council's responsibilities. These aims need to be translated into firm operational action on the ground, being mirrored in the same terms in group and service plans as they appear in the highest level strategic documents, thus ensuring that officers at all levels are aware of the council's cultural services priorities.

Enabling this significant level of sign-up to a concrete set of aims at the beginning of the process is we think crucial to ensuring that the council is able to properly engage with the voluntary sector in the years to come.

Recommendation 1: The first step towards developing the Harrow Cultural Strategy in 2009 should be to identify key aims for cultural provision in the borough. Local people and groups should be consulted and enabled to take an active role in working with officers to carry out the work to identify these aims.

Finding: Partnership working

The most successful councils have been able to work closely with contracted partners and voluntary groups to deliver cultural services – particularly arts and leisure provision. In Harrow, there are a number of active cultural organisations run by volunteers. Many of these are involved in the cultural services forums, which are discussed later in this report.

The most significant elements of partnership working in the sphere of cultural services are in service level agreements (SLAs) with organisations tasked with delivering a core function that previously would have been delivered in-house⁹. Leisure Connection Limited, for example, provides the council's leisure services. This agreement is currently performing well. The council is currently looking to expand its cultural service provision through the provision of some additional leisure sites, a programme with which we assume Leisure Connections will be closely involved.

Until recently, arts services were provided by Arts Culture Harrow (ACH), under an SLA. As has been widely publicised, a number of circumstances conspired to lead to the financial failure of ACH. A great deal of work has already been carried out to establish what these circumstances were, not least by the Arts Culture Harrow challenge panel, whose findings, published in April 2007, we have considered as part of our evidence gathering process. Aside from endorsing these

⁹ These agreements form contracts between the parties, setting out financial arrangements and the particular service that the council requires to be delivered in return for the funds provided.

findings, there is little point in revisiting these arguments. The important issue is the future for partnership working in the arts in Harrow.

The Portfolio Holder has informed us that arts provision will continue to be provided in-house for the foreseeable future. Voluntary organisations and officers alike need a period of consolidation and stability before any future structural changes are carried out. The capacity of the arts service also needs to be built on and strengthened before contracting-out can be considered again¹⁰.

We do consider though that the future for the arts in Harrow lies with an eventual return to a contracted-out relationship. A large number of venues, and services, across London have adopted an arms length approach. For example, Barnet's Arts Depot is operated by a charity under an SLA with the council, with a £300,000 grant from Barnet providing around a third of the centre's expenditure, with the additional cash provided by box office takings and, crucially, Arts Council matched funding. The Camden Arts Centre – in common with a large number of inner London arts centres¹¹ - is operated by a charity.

It might appear that this offers a convenient opportunity for the council to pass control and responsibility of this important element of the borough's day-to-day life to a democratically unaccountable body just because it is financially expedient to do so. Furthermore, funding bodies are, we recognise, drastically reducing their contributions at the moment. The evidence we have gathered, in fact, indicates that, with strong board leadership and independence guaranteed by a robust service level agreement, an independent organisation would be able to operate far more freely within the arts and cultural landscape.

This is by no means to say that we are approving of a return to the Arts Culture Harrow model of arms-length management – a model which demonstrably failed. We however agree with the conclusions of the Arts Culture Harrow challenge panel, which indicated that the failings of that organisation were because of organisational problems rather than problems systemic to the central idea of an independent charity limited by guarantee and delivering services to local people under a service level agreement with the council. We have seen examples of strong and successful SLAs operating and delivering these services across London. In some places, councils have SLAs with a number of organisations, each providing a particular service to local people¹². Some authorities have chosen to use the SLA framework to deliver the majority of arts services through a single organisation¹³. What seems clear is that – when carried out effectively – it can be economically and socially advantageous. As is the situation with Camden Arts Centre, it opens the door to the prospect of financial independence, with less

¹⁰ Evidence received from Portfolio Holder: notes can be found in the background papers (see Appendix 5).

¹¹ Including, in particular, Battersea Arts Centre, as well as the "artsdepot".

¹² For example, in Camden.

¹³ For example, in Barnet

reliance on council funding and a diversification into grant funding applications and fundraising¹⁴.

However, the important step lies in using council funding to build capacity before providing more autonomy to these services. We are convinced that the new vision for the Harrow Arts Centre in particular, and the thought being put into ensuring continued, sustainable finance and policy stability for that site, provide a firm foundation for a strong service that will, in time, mean that use of an independent organisation will be a viable option for the delivery of arts services, learning from the experience with Arts Culture Harrow.

Recommendation 2: In the long term, the council should consider entering into partnership with an independent, charitable organisation to deliver arts services.

Finding: Cultural services within the context of wider council activity

It is tempting to view cultural services as an add-on optional extra to the work of the authority. We were pleased to hear the Portfolio Holder's assertion when we met that **she considers cultural services to be central to what the council does, as important as rubbish collection and street lighting.**

There is a wealth of best practice in existence of how councils should integrate cultural services fully within their strategic planning, as Harrow has been taking steps to do. The Improvement and Development Agency (IDeA), in their document "Arts at the Strategic Centre"¹⁵ (AatSC), identify a number of places where performance management can have a role to play in making a strategy more robust. In the cultural sphere, effective performance management is especially important given the highly cross-cutting nature of cultural services themselves, which can impact upon a wide number of other council service areas. AatSC also suggests that an ideal authority will link its targets with those of its partner organisations, thereby making activity being undertaken more relevant to local people and by doing so increasing local capacity by opening up opportunities to work more closely with partners.

This is echoed by the situation in a number of local authorities with "good" or "excellent" cultural services scores. In a wide variety of contexts, local authorities have found that linking rigorous performance management targets with more general actions under their strategies have made it much easier to maintain the "golden thread" between high-level strategy and delivery of operational outcomes

¹⁴ Camden Arts Centre has moved from a business model which relied heavily on council funding to one which receives only 7% of its income from the local authority. 40% is delivered through an Arts Council grant and the rest through funds raised by the centre's three-person fundraising team.

¹⁵ Improvement and Development Agency, "Arts at the Strategic Centre: a self-assessment tool for positioning and embedding the arts at the strategic centre of local authorities", October 2006

(ie, links between plans and results on the ground). For example, of Nottingham City Council the Audit Commission has said¹⁶,

The Council has a good awareness of its weaknesses and where it needs to make improvements. This is clearly set out in its plans for the future direction of the service. The service has already delivered a number of improvements which local people recognise and is planning further developments.

This demonstrates that organisational self-awareness is key to ensuring that targets can be delivered effectively – linking back to the central principle of value for money. Performance management is one of the key areas where the council's recent corporate assessment has stated that improvement is necessary.

Of course, a robust performance management culture makes links to other high level strategies more straightforward. This ideal is at the core of "Arts at the Strategic Centre". A cultural strategy must link at high level into general council policy but these links also have to be strengthened at a local level. AatSC envisages a situation where,

[M]anagers are able to make imaginative connections between apparently unrelated agendas and policy areas to the benefit of the arts [...] arts and non-arts staff understand each others' priorities and ways of working, enabling them to engage effectively and to influence and deliver on each others' agendas.

In an ideal situation, then, formal links would exist between a culture strategy and others, but these would be enhanced by informal operational ties. For example, a culture strategy and a crime reduction strategy might share a target and an aim, of using community sentence orders to engage offenders in cultural activities (this is not an example of an actual target). Having the link in writing would not be enough. Officers on the ground would be responsible for using it to guide their work, thinking about the cross-cutting links and examining ways in which they can be enhanced and built on. This is an example of strategies being springboards to further action. AatSC proceeds from an assumption that strategies will not contain small-scale, stop-start operational actions, but that they will set ambitious – but achievable – general targets, leaving freedom for officers at operational level to deliver those outcomes within the parameters of the timescales and resources with which they are provided.

How does this ideal tally with the situation in Harrow?

¹⁶ Audit Commission, Nottingham City Council Cultural Services Review, 2006

There is significant evidence that links have been drawn with other strategies, which demonstrates that cultural services have indeed been considered within the context of wider council activity. The 2006 refresh clearly seeks to integrate the council's cultural plans within the broader aims of the authority. While these links are identified, it is still possible to see instances where duplication has the potential to occur – especially where cultural services and goals fall across both service directorates. Without a mapping exercise defining the impacts of all the actions in the strategy – and without an original assessment of all council projects and programmes affected by the cultural strategy, which does not appear to be present – links between the Cultural Strategy and other council business will be difficult to maintain at operational level. This is given further credence by the presence of a number of small-scale, stop-start targets in the strategy (in particular, a number of actions related to DDA compliance), which being operational in nature should perhaps be present in service plans.

Recommendation 3: The opportunity should be taken as part of the council's new cultural strategy to maintain the council's commitment to placing culture services at the centre of the way it thinks about the services it provides to local people, through strategic, tactical and operational links to high-level service plans and strategies.

Finding: Capacity

Capacity, both in terms of staff and financial resources, is constrained at the moment, and the bold aims of placing arts and culture at the centre of the council's strategic thinking, considering the opportunities that it can provide to all council services, cannot be delivered immediately.

We have learned of significant staffing issues in cultural services which are limiting the council's ability to deliver improvements and changes. The key role of Group Manager, Sports and Culture, has had to remain vacant for the last 9 months. Although there is an interim arrangement at the moment, this stopgap solution has, we are told, affected the leadership of services.

Effective delivery of key services, then, requires consideration of what aspirations the council has for the arts and culture; what the service is for, an issue we have raised earlier in this report. Can cultural services help to involve young people, develop social and community cohesion, improve educational and employment opportunities? All these outcomes are entirely possible but require **a strategic overview based on cross-cutting thinking**, which can take account of capacity issues and use the available resources to the maximum possible effect.

In many respects it is clear that high-level buy-in amongst both officers and members has resulted in some cross-cutting targets with significant potential

impact. For example, the strategy demonstrates that some thought has been put into how cultural services can impact on non-arts targets and outcomes (in particular community and social cohesion).

But the root cause for any perceived shortcomings must be said lie corporately rather than with the service involved. The council has a great deal of work to do to create a performance management culture organisation-wide. Building this within cultural services is crucial to the future of the arts, leisure and libraries within Harrow, but it is a challenge for the entire organisation rather than for just one unit.

Recommendation 4: A robust approach to performance management is key to the successful operation of cultural services. Officers should recognise this by seeking to establish a more robust approach to performance management, leading to a performance management culture in cultural services. Performance management must be kept under review by the scrutiny function.

Cultural facilities

We have looked in some depth at the cultural facilities available in Harrow. We have examined them in light of the Cultural Strategy and compared them to the facilities available in other boroughs. Although there seems to be a general perception that services available in Harrow are inadequate, it is surprising to note that they seem, for the most part, very similar to those available in many other outer London boroughs.

Harrow benefits culturally from its proximity and ease of access to the West End. However, this suggests that large theatrical venues, such as the Rose of Kingston Theatre, or even the Beck in Hillingdon, would not be sustainable in Harrow¹⁷, despite the borough's large and active theatre community¹⁸. Our investigations generally demonstrate that a concentration on physical infrastructure – which is expensive and risky to build and maintain – risks overlooking the important role within communities that can be provided by judicious use of grants funding. Likewise, neglecting considerations relating to infrastructure, seeking to fund local groups and outreach work while failing to provide a “cultural anchor” in the form of facilities, cannot be justified. As with many things, a balance must be drawn somewhere.

Finding: Effective needs analysis and the Harrow Vitality Profiles

The first step in identifying what services local people want and need – particularly when related to infrastructure, where intelligent and justifiable decisions about investment must be made to ensure that value for money services are being delivered – is carrying out an analysis to establish local needs. The first step towards this aim is to map existing provision in detail. This self-assessment of current activity¹⁹, leads into analysis of local needs, which can be carried out through a combination of surveys, direct community involvement and best practice comparison, things which will be considered in the “community involvement” section of the report.

An imperfect needs analysis significantly affects the way that a council can deliver services to local people. In the AC's cultural services inspection of Manchester Council, it was reported that²⁰,

the Council has yet to ensure that it has a full picture of all its users so that it can monitor usage and target promotion to underrepresented communities

¹⁷ This view was echoed by the consultants responsible for assessing the borough's cultural services in 2004, who, having conducted a needs analysis, found no evidence to justify a venue seating more than around 300 people.

¹⁸ This is an issue to which we will return, in depth, in our case study discussion of the Gayton Road project.

¹⁹ As suggested by the document Arts at the Strategic Centre, discussed in the previous section.

²⁰ Audit Commission, Manchester City Council Cultural Services Inspection, 2004

effectively [...]Community outreach work in sport and leisure is clearly targeted, however, Indoor Leisure facilities with the exception of the Aquatics Centre only track total usage of those facilities and so are unable to monitor usage by target groups.

In contrast, instances where councils have been able to ascertain the nature and needs of service users demonstrate an ability to base local services on local needs (in this instance Nottingham City Council)²¹:

The service understands the needs of the local community. It uses the results of a range of surveys and other consultation work to develop and improve services [...]Local people are satisfied overall with the services provided. The Council has improved services following consultation with residents and service users.

Needs analysis is, however, about more than user surveys, and the potential outcomes are more wide ranging than “merely” higher levels of user satisfaction. Understanding local needs ensures that services can be delivered in a targeted, and thus value for money, manner. Needs analysis can also provide important answers to questions about capacity and ongoing use, allowing future provision to be targeted²².

In Harrow, it is not clear that this baseline work has been carried out, or that proposals in the cultural strategy are linked to this kind of baseline analysis. London-wide data, providing mapping information collected by a number of arts agencies and providers, does exist. However, although officers also have access to information on the use of cultural facilities, and some baseline data is being used to assess the capacity of the service as it currently stands, more work needs to be carried out to assess whether the potential of existing facilities – not only operated by the council but by external agents - is being met.

We have been told that officers use the Harrow Vitality Profiles to establish need, for example in terms of procurement for local libraries, but the Portfolio Holder has said that the authority should not attempt to provide services directly targeted at a unique users group in an area where that group was prevalent. We understand the importance of providing an integrated service for people, which does not isolate them into notional “communities”, but we also consider that use of the Harrow Vitality Profiles to plan services more broadly would be a sensible approach. Their use does not appear to be institutionalised across cultural services and we feel that they are an extremely powerful tool which can be used across all levels of the service planning process.

²¹ Audit Commission, Nottingham City Council Cultural Services Inspection, 2006

²² Evidence from Arts at the Strategic Centre

Recommendation 5: The council should justify plans for the future based upon firstly a baseline understanding of current facilities and their use, and secondly on a robust analysis of the needs which need to be met for cultural services in the borough. The review group would like to see evidence of this at a later date.

Recommendation 6: The council should put its reliance on a wide range of demographic information, including the Harrow Vitality Profiles, on a more formal footing for the planning of cultural services, recognising them as a key tool for analysing the needs of local people and making long term plans accordingly.

Finding: Mapping and comparison

Normally it is standard practice in scrutiny reviews of this type to compare facilities in the borough to those across London, in boroughs that perform well in this field further afield and against nationally-recognised exemplars of “best practice”. In the field of cultural services, however, this is particularly difficult. There are many instances of “best practice”, but few if any authorities can be compared to Harrow directly. Many authorities have had high investment in culture for many years (particularly metropolitan boroughs in the North of England²³) and many are home to nationally-regarded venues on account of their location (many inner-London authorities fall into this category²⁴), in particular.

Population makeup also plays a significant part, as we have seen above, and as will be considered in more detail as part of the section below on “community involvement”.

It is, therefore, difficult to map current provision and compare it to a notional “high-performing” authority, because local circumstances vary markedly. However, proposals for improvement can be examined on the basis of their inclusion in the 2006 strategy. In fact, the strategy tends to hang around the concept of improvements to physical infrastructure. Admittedly, these are easy to identify and complete in performance management terms²⁵, but it is unclear whether, in the current financial situation, they are realistic or achievable. Many actions require additional resources.

This is a point that we will be developing further in respect of the Gayton Road project later in this report.

²³ eg, Rotherham MBC

²⁴ eg Camden, Wandsworth, Southwark LBCs

²⁵ A improvement to infrastructure as an action in a performance plan has the potential to be demonstrably SMART – specific, measurable, achievable, realistic and timed. See the section on performance management in the earlier section on “strategic planning”.

Recommendation 7: Cultural infrastructure, and its development, should be planned with reference both to perceived exemplars of best practice in this field, and to the aims and aspirations of the council’s cultural strategy, as part of a robust performance management process.

Finding: Harrow Arts Centre and the Harrow Museum

The function of Harrow Arts Centre is to be recast in light of the Gayton Road project. Now that the council’s aspirations for the HAC have become clearer, a vision for it as a cultural incubator has emerged which provides a new opportunity to enhance its potential as a site²⁶. The first steps towards this aim are being taken quickly, with the relocation of the Harrow Music Service to the site. Success is, at the moment, difficult to assess. We have been told that, as the conventional arts season runs from September to March²⁷, it is difficult to assess whether usage has returned to pre-insolvency levels, or indeed whether it has increased. However, initial evidence does indicate that lettings use has increased, although it must be borne in mind that part of the reason for this may lie in the move of the Adult and Community Learning, and Harrow Music, services to the site.

The future of the physical infrastructure at the centre seems insecure. The Council has committed itself to operating both the Harrow Museum and the HAC in-house for the next three years but beyond that no decisions – include any relevant to a potential disposal of the site – have been made. On one hand, an open ended approach is appropriate, since important decisions about the future cannot be made yet, while the HAC is still very much in recovery. On the other hand, persistent uncertainty about the future of the HAC might be counterproductive. It will deter decisions about improvements to the physical fabric of the buildings, and may result in uncertainty amongst service users. On balance an open ended approach is more appropriate, since the council cannot tie itself into a long term plan so soon in the recovery process – these issues require delicate consideration, thought and consultation.

Consultants were engaged in 2005 to look at the role of cultural services in transforming the town centre, taking account of the relationship with the Arts Centre. They said of the HAC that²⁸,

There is no doubt that that the Arts Centre will be needed and well used after the developments in the Town Centre. The Arts Centre would still be the major centre for participation, classes and workshops, and the hall would still be a good venue for the types of programmes that it currently hosts (this activity will be built upon to widen its appeal). Local performing arts groups

²⁶ Harrow Arts Centre Business Plan, April 2007

²⁷ Perhaps true for conventional performances, but we expect that community activities are ongoing all year.

²⁸ “Harrow Town Centre – Performing and Visual Arts Facilities – An Initial Study Report”, Brian Harris & Chris Moore (Arts Development Consultants), 2005.

will still use the storage and building areas. Some of the present users and programme would continue in the studio theatre, but this should, in due course, be replaced with a new studio theatre better suited to its activities and customers.

The Arts Centre has some attractive buildings and - potentially - a very pleasant setting. With investment in the buildings, improvement in support services (such as catering) and an overall plan for that site that provides landscaping, outdoor eating and drinking spaces, display areas and so forth, this could be a location that many people would want to visit: not just for the specific programmes, but also for a pleasant and interesting time out (in the same way, but on a smaller scale, as South Hill Park in Bracknell).

Whether the council's vision for the arts will allow investment in the HAC such as to make this a reality remains to be seen, but the potential of the site as a major arts venue should not be underestimated.

As for the museum, its future seems more settled. Our group visited it along with a number of other cultural sites in the borough. Progress on restoring Headstone Manor itself is on track, with work on the "ancient parts" having recently been completed. A number of proposals have been made for the site²⁹ which relate to its future as a major community resource. A combination of use of the buildings on site – the Manor House, the Tithe Barn, the Granary and the other outbuildings – could well result in the site becoming a significant hub for community activity. Inevitably, however, this will depend on the allocation of significant amounts of capital investment to properly restore and maintain the infrastructure.

Recommendation 8: In the medium and long term, provision at Harrow Arts Centre and the Harrow Museum should be fully integrated within the rest of the borough's cultural provision.

Recommendation 9: Steps should be taken as part of the process for the development of the 2009 cultural strategy to outline a vision, for the HAC in particular, that permits long-term decisions to be made about the physical fabric of the main building and the site as a whole.

²⁹ Continuum Consultants, "Headstone Manor Consultancy Project: Options Appraisal", December 2006

Community involvement

Community involvement is fundamental to cultural provision, particularly in the arts. Involving local people and ensuring that the services that the council and its partners provides is crucial to whatever aims that cultural services are trying to achieve.

We have, in this section, sought to identify those methods that the council uses to ascertain the views, aspirations and needs of Harrow's diverse communities, and to assess how current strengths in this area can be built on.

Many of the issues discussed here cut across our findings on "needs analysis", summarised in the first section of this report. The two should be read in conjunction with one another.

Finding: Resident satisfaction

One of the methods that officers use to identify community need is surveys on resident satisfaction. They are not, we consider, especially probative, and measuring satisfaction is not the same as assessing need. However, the council is obliged to take such surveys seriously, as resident satisfaction is a "key performance indicator" (KPIs) under the Audit Commission's inspection regime. Cultural services scores – and Comprehensive Performance Assessment scores as well – directly reflect KPIs such as this and maintaining a high level of performance in such areas is thus a matter of priority for officers.

Our examination of other authorities across London³⁰ demonstrates, however, that performance is uniformly low on this KPI. In many councils, scores sit below the target threshold, and resident satisfaction seems to be an issue with which even good authorities struggle. With this in mind, it is perhaps not surprising to see this position mirrored in Harrow, although at first sight it might seem alarming. Officers advise that work is ongoing to improve performance here.

Despite the understandable impetus to affect scores under KPIs, it is important that resident satisfaction surveys not be seen as the be-all-and-end-all of community involvement, nor that they be seen as something separate from the council's ongoing consultations on cultural services. The council needs to use this KPI as an opportunity to build a coherent approach to community involvement, which will help to improve resident satisfaction.

³⁰ See Appendix 4. Performance comparisons were made with three local authorities in particular – Barnet, Ealing and Richmond.

Recommendation 10: The council should not consider resident satisfaction data as a stand-alone issue. Surveys should be integrated within a range of other methods of community involvement, thus allowing a more holistic view to be taken on the success of cultural services from the point of view of service users.

Finding: Cultural services forums

The council has in recent years established a number of cultural services forums with which it can consult. These council-led and council-funded bodies aim to bring voluntary groups and interested members of the local community into the local authority to have a direct and sustained impact on decision-making³¹.

There are currently a number of forums, which are each at very different levels of capacity – Visual Arts, Dance, Music, Literature, Youth, Disability and General Arts. Each forum is endowed with £2,000 of council funds annually for its running costs. According to officers, the forums are viewed by the council as a “vital asset” – we agree with this, and with the concept that they play a very important role in germinating community involvement.

However, some of us thought that the forums are too rigid a method to use to consult with local people. The Overview and Scrutiny Committee’s Hear/Say review on community engagement, completed in 2004/05, highlighted the importance of communicating effectively with those who form networks and groups of which the council is unaware – this is particularly important for young people.

There is a place for the cultural forums. At the moment at least one is not fully operational³², but when all are up and running they may well provide one of a number of involvement techniques for the council to use. They seem to be representative of the local community, and they contain a wide variety of people with different skills and expertise. We know that officers are committed to using every avenue possible to communicate more effectively with local people, but there is an obvious risk in having a number of established forums that engagement and involvement activities will start and end with these groups – especially when they are funded and run by the council on its own terms.

This is not simply a suggestion that the council does more to involve “hard to reach” groups, a term which is in any case becoming more and more difficult to justify. It is instead a proposal which suggests building relationships on the terms of individuals and groups both working in the voluntary sector and those who may be, individually or with a group, informally involved in cultural activities. Supporting

³¹ The 2003 and 2006 strategies both make references to the forums in these terms.

³² Our community co-optee provided us with this information.

existing groups is a useful way of doing this, and we were pleased to hear that actions are under way to use the existing voluntary sector forums to do this, and that “street engagement” activities with youth workers, and with organisations such as Media 4 Life, are also under way.

However, the important issue remains that those being consulted should feel that their participation is having a genuine impact.

Recommendation 11: The council should reassess the effectiveness of the cultural forums. They should be used as one of a raft of measures to involve the local community. Community involvement should extend to individual residents and users on their terms, rather than on the terms of the council as a method to achieve its own ends in consultation.

Finding: The council as a leader in cultural services provision

We asked the Portfolio Holder whether she considered that the council’s role was to provide services or to facilitate local residents and groups. She said that it was probably a little of both; that the council needed both to lead in certain areas but also to service the needs of the local community where appropriate.

The council is not doctrinaire in its approach to cultural services provision. Consultation does happen and actions undertaken do reflect local interests. However, in an environment where citizens are demanding that public services are increasingly responsive to their needs, the council needs to do more both to understand what these needs are and to work with local people to achieve them. In this sense, we think that a more facilitative approach is appropriate. However, this is not to say that the council should constantly adapt itself to the changing whim of the public – especially as different local people have different needs.

We consider that, in the long term, the new cultural strategy should aim to embed this facilitative approach into the council’s plans. In the short term, this approach should be applied to consultations and large-scale development projects already underway.

Recommendation 12: The council’s new cultural strategy should be designed to place the needs of the local community, as expressed through community involvement activities, in a strategic context.

Recommendation 13: The council should take immediate steps to ensure that current consultation activities identify community need, established both by conventional needs analysis and community involvement activities, as the paramount concern in any cultural development.

Finding: Wider involvement and participation: managing and encouraging risk

The consultation responses to the 2006 cultural strategy refresh demonstrate a certain amount of cynicism amongst a number of local people regarding the effectiveness of consultation exercises. This reflects a general issue with “consultation fatigue” that tends to occur when consultation exercises are frequent but of a cursory or limited nature³³.

The solution lies in an approach that promotes community empowerment. In our case study on the Gayton Road project, we will talk about empowerment with reference to some specific examples. Briefly, however, involving the local community should feel that their participation should have some demonstrable impact on the issue being discussed and, moreover, that they are taking decisions on concrete issues for which they are responsible.

We think that the best way of doing this is not merely to consult over tactical issues which may be of only limited importance to many people, but to promote grass roots activity by establishing a fund from which grants can be applied for³⁴, specifically designed to allow local people to carry out community projects. This would be a separate project to the Prosperity Action Team (PAT) funds already operating across council wards, but with additional council support made available to local people to enable them to use the funds effectively. Community funds might be used to finance revenue spending as well as capital costs.

Inevitably this approach risks diluting some of the council’s strategic aims if it is not done effectively. Ad hoc activities being carried out all over the borough might be said to risk clarity and promote both confusion and duplication in terms of service provision. However, in these circumstances we believe that an organic approach is most appropriate. A community fund would most effectively be used to promote grass roots activity, but the council’s cultural strategy would have to be designed to integrate, and to respond flexibly, to activities in which local people are engaged. In this sense, the council could – in accordance with our earlier recommendations above – seek to facilitate community needs through being able to integrate them within the authority’s overall strategy for cultural services.

Recommendation 14: The council and ward councillors should investigate the possibility of creating a community fund which can be used by local people to carry out specific projects. Local people should be provided with the support necessary to be able to apply for and use these funds effectively.

³³ Overview and Scrutiny Review of Community Engagement, pp42-43

³⁴ These have elsewhere been called “risk pots”.

CASE STUDIES

Gayton Road: A New High Quality Cultural Hub for Harrow

Strategic planning

Gayton Road Library was constructed in the late 1960s, and now needs replacement. The decision has been made to use the opportunity to construct an ambitious new cultural centre on the site, incorporating a new central library, a performance space, an exhibition gallery and other community space, perhaps including an open-air theatre³⁵.

This is not the first time that it has been proposed to construct an arts venue in the town centre. Recent attempts date back to 1983, when the St. Ann's development was in the planning stages. There is now, however, clear political will on all sides to complete them, although there remain some uncertainties regarding the costs of the capital construction, notwithstanding the fact that these costs are to be borne by Fairview, the site's developer.

We have had an opportunity to examine the design briefs for the project, which will be commencing upon the closure of Gayton Road Library in 2008, and which is expected to be completed by 2010. The plans seem impressive and detailed. The cost of the building work will be covered by the developer, their costs being met through the sale of the Gayton Road site itself by the council. However, it is important to note that this arrangements covers only the building work, and that capital costs for the fit-out will have to be borne by the council.

We started by attempting to establish whether there was a need for an arts venue on the current site, considering the principles on the basis of need established in the main part of this report. Initial consideration of the plans raised significant questions about whether the construction of the proposed arts centre was justified. Our early evidence-gathering failed to reveal how the needs of the local community had been assessed, and how the development would fit within the rest of the council's existing cultural facilities and programmes.

However, evidence received more recently has given far more credence to the executive's approach. Our earlier concerns have proven to be largely unfounded. Although we have some concerns about community involvement, the ultimate rationale behind the project is now clear. Links with the Harrow Arts Centre and

³⁵ The report to Cabinet on 14 December 2006 stated that "Provision of a suitable outdoor space will be investigated as part of the proposals for land at Harrow-on-the-Hill station".

with the council's other community based arts venues has been made explicit, and the Gayton Road development has been cast as a venue to complement the Harrow Arts Centre, which it seems to be planned to treat as a cultural incubator rather than as a traditional, performance-based venue, as was considered in the last section.

The next step is to ensure that, in the renewal of the council's cultural strategy, Gayton Road should be seen as a central element of the borough's cultural provision, and thought should be given to its wider role in the regeneration of Harrow town centre. Valuable first steps have already been carried out in this regard: the Gayton Road library (and car park) is identified as a development "opportunity site" in the Town Centre Development Strategy adopted by council in July 2005.

Recommendation 15: The cultural services strategy should ensure that Gayton Road's pre-eminence as the borough's flagship community cultural facility is established and maintained.

Recommendation 16: Further consideration should be given to the potential of the Gayton Road project to act as an element of, and driver for, the redevelopment of the town centre.

Cultural infrastructure

The design brief for the Gayton Road development is very detailed, as is perhaps to be expected. The brief will form the basis of the agreement between the council and the developer and care has been taken over a number of months to make sure that it is explicit on the council's needs and requirements in as many respects as possible.

Inevitably perhaps, the brief concentrates on library provision. The part of the brief relating to the arts provision runs to three pages and contains information on the performance space, the exhibition space and public art.

Finding: Exhibition space

The design brief makes provision for exhibition space on the site. We have been informed that this will consist of 80 m² of professional space in a separate gallery and 15m² as part of the library, to be operated as a community exhibition space. This is smaller than space available at Barnet's Arts Depot, but a little bigger than that at Swiss Cottage Library.

Without sight of the final plans it is obviously difficult to come to a judgment on the suitability of this amount of space, but if the space is to be used for professional

artists' exhibitions, as we have been told, it might not be sufficiently sized. It is important to note that floor area needs to be considered alongside the amount of wall space available.

However, it is possible to comment upon the management and curation of such a space. We have seen different models for the operation of gallery space at four different sites – Camden Arts Centre, the Arts Depot at Barnet, Swiss Cottage Library and Willesden Green Library. All had different curatorial arrangements. However, we found that the Arts Depot's approach probably had the most to commend it. To support a professional gallery – different to the more community-oriented spaces at Swiss Cottage and Willesden – equally professional curation is, we think, necessary. Professional curation has, at the Arts Depot, led to the staging of varied exhibitions, bringing in professional artists which are producing works of quality which are also relevant to the local community. Such an approach is crucial to stimulating an interest in the arts.

Recommendation 17: The main gallery space at Gayton Road should be professionally curated.

Finding: Performance space

The provision of a 350 seat performance space is a bold move. Consultants, who were engaged on a project in 2005 to consider the prospects of a performance space in the town centre, stated of a 300-500 seat venue that³⁶,

There is very little subsidised drama, dance and music likely to be available to such a venue; much is funded specifically *not* to tour London [...]

Commercial product in drama and music of this scale is in good supply, however little is likely to be attracted to a Harrow venue. Most producers see the whole of London as one market for which there are established venues, a number owned or operated by the same producers [...] Most of the product is aimed at central London spaces and then regional venues around Britain and well beyond the Greater London catchment area.

Some of the product available in this area is already programmed into the Elliott Hall. Any new venue should not compete with this activity.

The north-west sector of London and surrounding area is well provided with a range of larger venues, many of which are currently used by Harrow groups for larger productions [...] All of these theatres, to varying degrees, rely on sub-regional catchment areas for both users and audiences. Each of the longer established of these has had periods of real struggle to survive, all suggesting that this size of theatre is difficult to sustain.

³⁶ "Harrow Town Centre – Performing and Visual Arts Facilities – An Initial Study Report", Brian Harris & Chris Moore (Arts Development Consultants), 2005.

These would all seem to be reasons for preferring a smaller, flexible performance space, as the consultants have suggested. However, the Council has decided that a 350-seat space – providing scope for larger, commercial productions – is more appropriate. We are pleased to note, however, that following earlier indications that the space would be a traditional theatre, it has now been confirmed that it will take the form of a more multi-functional performance space.

The design brief states that provision of the 350 seat venue is³⁷,

In order to provide a performance space for Harrow that can accommodate the professional touring and commercial productions that Harrow currently misses out on due to lack of suitable public venues [..]

This is further fleshed out in a business case which has been made for the provision of a 350 seat venue³⁸. This is based on the presumption that the space will be operated as a commercial enterprise. It relies on the calculation that an initial 65% occupancy yield on opening of the venue will rise to an 85% yield within a couple of years. On this calculation a 350 seat theatre will be more financially secure than a 250 seat theatre (due, it can be assumed, to economies of scale).

That said, the council has to make a particularly difficult decision here. The potential for difficulties was brought home to us when visiting the Arts Depot in Barnet. That site has two theatres. The first is a larger 400-seat venue, with an extremely high technical specification (it is a flexible space, with removable hydraulic seating which can clear the entire stalls and stage area to create a single flat space suitable for fairs, markets, community celebrations and so on). It tends to be used for commercial productions, as touring companies are attracted by its technical facilities which rival those in the West End. However, it is expensive to maintain and therefore its use for community-based productions represents a big risk – moreover, its high technical specifications and consequent high hire cost prices out a lot of smaller groups.

The second theatre, a 150-seat studio space, tends to be used for more community-based work. Commercial productions, by and large, will not be attracted to the theatre as it is too small for their purposes.

The management of the Arts Depot has proved challenging, although it only opened a couple of years ago. It is attracting commercial productions, but is still trying to maintain a community presence – indeed, this is its central ethos. This it is managing to deliver successfully – but with these two theatres serving different needs. Moreover, occupancy yields have proved difficult to maintain. Upon

³⁷ Gayton Road Development Design Brief, 2006, p15

³⁸ “Gayton Road Development: 250 or 350 seats?”, Community and Cultural Services, June 8 2007

opening we were advised that they were only achieving yields of around 45 – 50%. Even now many productions are at a level of around 65 – 70%. This reflects the extremely competitive nature of the north London (and outer London) theatre market.

This presents the essential tension between the two uses – commercial and community – quite well. In our view, the experience at Barnet demonstrates the difficulty of trying to be all things to all people. Trying to provide one theatre for a wide range of needs makes this tension all the more potent. The original consultants’ proposal was for a 200-seat space, which would be suitable for all types of performance – a community venue for community functions, rather than a commercial space. Harrow’s proposal is for a flexible space that accommodates more people, which we feel combines two purposes (commercial and community performance) which, in our view, are mutually incompatible.

We do not consider that officers have, in changing this emphasis, fully considered the ramifications for community performance. The Gayton Road project as a commercial venue may offer more potential for financial security. But, with the north London theatre marketplace almost saturated³⁹, commercial productions may prove difficult to attract. Even if they are, with the West End twenty five minutes away by Tube many residents may consider that theatres in London are more attractive (given their heavy marketing on public transport and across all forms of media).

So, if a commercial venue might not prove viable, would a community venue be any more so? Possibly not. Although maintenance would cost less, income would also be reduced. It would operate more as a subsidised venue, providing an outlet for grass roots cultural activities. This is, we feel, what is envisaged by the Harrow Arts Centre Business Plan. However, in terms of financial viability, this also raises questions. Commercial productions, as we have seen, would definitely not be attracted by such a space. Marketing for community events would have to be much more aggressive and funding would have to be sought from sources other than the box office – fundraising would be necessary, and a robust business model would have to be developed to secure a long term future for the site.

Although – as we have stated above – we are of one mind that Harrow needs a performance space in the town centre, the appropriateness of seeing it as a place for accommodating touring and commercial productions is not proven. The financial rationale for this assumption needs to be looked at again. Thought should be given to the needs of the local community, particularly regarding the issue of pricing. An overambitious venue with very high specifications may well

³⁹ Evidence from the Director of artsdepot indicated the extreme competition between the number of medium to large venues in north London at attracting touring commercial productions. Evidence received from other London boroughs, and other nearby authorities (eg, Hillingdon, Hertfordshire, Watford), backs up this conclusion.

price out local groups, and although the aim of the performance space is not to provide a space to any amateur group who might want to use it, a professional approach can still be taken without compromising the needs and interests of those local groups who exploit the significant talent of local people but might not have significant financial resources at their disposal.

We consider that, on balance, the risk of constructing a larger venue is more significant. However, it is still possible to provide a smaller space with a relatively high specification for local groups, and thus to construct a venue with facilities which are currently unavailable in the borough but which is still accessible enough for local groups to use. However, the rationale and funding implications for this are significantly different.

This issue returns very much to the points expressed in our opening thoughts. What is council cultural provision for? Is the council trying to provide facilities for community activities – art for arts sake, with a space easily available for grassroots service users? Or is it a mainstream venue for popular entertainment? Maybe the two can be reconciled in some respects, but it is an issue that we consider deserves further urgent consideration in the run-up to the approval of the architects’ final plans.

Recommendation 18: The Council should look critically at the proposal for a commercial performance space seating 350 in the context of the financial viability of such a venue.

Finding: Finances

The Portfolio Holder has informed us that the capital cost of the new library/arts centre is being borne entirely by the developer. Although we have not been able to examine the agreement in detail, we feel that the council has managed to secure a good deal in providing the substantial capital costs towards this valuable community resource as well as much-needed high density housing stock in the town centre, thus taking development pressure away from more sensitive areas such as the green belt. However, it should be remembered that the developer will only be financing the capital cost of the construction, and that fit-out costs (which may approach £1 million) and ongoing revenue funding will have to be provided by the council.

We consider that the Gayton Road arts centre must be sustainable financially. We also agree with comments made by officers⁴⁰ that the centre must have a robust business plan. We were therefore concerned when told by the Portfolio Holder that, as yet, revenue funding has not been secured for the ongoing maintenance of the arts centre. Of course, we are still at an early stage in

⁴⁰ In the “Gayton Road Development: 250 or 350 seats?” paper at p3

the process. With the design brief not yet finalised and agreed (at the time of writing), and with the opening of the centre unlikely to occur before 2010, it is perhaps not realistic to expect that officers and the executive will have developed detailed income and expenditure plans for the centre quite yet. However, the preparation of estimates of the likely annual cost of the centre, and consideration of funding sources for this cost, should be carried out as soon as possible – certainly before construction begins - to allow the cost of the centre to be taken into account in the council’s medium term and long term budget strategy.

Recommendation 19: The Council should make clear estimates of, and firm commitments to, ongoing revenue funding for the Gayton Road arts centre.

Finding: Interim provision

During the process of construction, the town centre will lack any library facilities. At our meeting, the Portfolio Holder indicated that some lending facilities will move to the Civic Centre. We agree with the Portfolio Holder that it is difficult to maintain the breadth of provision that currently exists at Gayton Road in a temporary site, and that this should not be attempted. However, the success of the Gayton Road project will depend on a smooth transition from the old library, through any temporary facilities to the new library. It seems that the maintenance of at least some library presence in the town centre is essential to make this transition easier, allowing the high footfall that Gayton Road currently experiences to be maintained. An earlier proposal to house some library services in a temporary venue in the site of the old MVC shop on Station Road seems ideal, but of course there are associated capital costs which, it being a temporary venue, it would be difficult to justify.

Initially, we considered that a way round this might be by negotiating with the developer to provide some of the costs – capital and revenue - for such a temporary facility. However, officers have informed us that such an arrangement is extremely unlikely. Despite this, we consider that the ongoing provision of library facilities in the town centre is so crucial that the issue should be re-examined, and all possible options considered. We do not think that relocation of some of the lending facilities to the Civic Centre will be sufficient, given the long period of time for which the building work will be underway, and the necessity amongst other things to accommodate the council’s central book storage and archive facilities.

Furthermore, officers inform us that staff currently working at Gayton Road are being retained for the duration of the build, and we consider that a temporary town centre site might provide an excellent opportunity for redeployment.

Recommendation 20: We consider an ongoing library facility in the centre of Harrow to be essential over the transitional period.

Community involvement

Finding: Design briefs and consultation

A high level of community involvement in activities will be crucial to the success of the Gayton Road project. Without it, and with the council attempting to make the site a hub for commercial productions, a potential tension can be immediately identified which could, in some eyes, affect the future viability of the project. The council needs to make the centre financially viable, so is committed to its use as a “commercial” venue, complementing the community use at Hatch End. But with the pressure to put on commercial productions, community utility of the site will necessarily be diminished to accommodate them.

Although this concern may well not be borne out, it is important that local people be given the opportunity to have a say on the development of the site. The design brief seems to have been put together by officers without any significant community involvement. The designs produced by the architects may not meet community needs, resulting either in costly delays to the project or a centre that is ultimately not fit for purpose.

The opportunity must not now be lost to produce a cultural space useful to a wide spectrum of the population. We have been told of plans to involve local people in the branding of the centre, but consultation should be more meaningful than this. On our visit to Swiss Cottage Library, we learned how four different consultation exercises were carried out between the initial design work on the project and the final construction. Obviously quantity does not mean quality, but consistent public engagement does demonstrate a willingness to take local people’s views into account. The time pressures do not allow the luxury of long, drawn-out engagement, but real conversations with the likely users of the library, performance and exhibition space is needed to ensure that, when opened, the building is fit for purpose. At this stage in the project, any consultation will inevitably have to be linked to issues relating to layout, probably taking the architects’ plans as the first consideration.

Moreover, public involvement in what can be seen as mundane or unimportant aspects of the building’s fit-out are actually empowering for residents. At Swiss Cottage, this approach was used to determine the colour and nature of internal fittings, and in particular the fittings for the Children’s Library, which were designed by a local artist who was given £30,000 for the project. Residents given this opportunity to have a real impact on the fabric of the building will have a

deeper sense of ownership and pride in the building than those who are relatively unengaged.

The most important issue is to ensure that such work is not seen as a piece of PR, or a sop for local people in place of meaningful engagement.

Recommendation 21: More detailed community involvement work, informing local people and groups about the design brief, eventual architects' plans and fit-out for the site, needs to be carried out in tandem with the physical construction of the project.

Bernay's Gardens: Artists' Studios in the North of the Borough

Bernays Gardens is a small walled public garden in Stanmore, located between the Broadway and the new Stanmore Park development. It is on the site of the original manor house of Stanmore which was demolished in the 1930s by the site's owner, who built a number of mock-Tudor buildings in the vicinity.

These buildings include Cowman's Cottage and a small park shelter known as the Cow Sheds. The Cowman's Cottage has recently become vacant, but the Cow Sheds have been empty and dilapidated for some time.

We are using the restoration of the site as an example of the development of community cultural facilities, something the council has, as an element of the 2006 cultural strategy refresh, committed itself to doing over the next few years.

Strategic planning

Finding: Strategic development

The council originally planned to renovate the Cow Sheds, but before long the plans had changed into a proposal to convert the site to provide five artists' studios⁴¹.

These plans have now stalled, mainly because of the council's financial situation. We understand that this is a temporary measure, until such time as a more detailed feasibility plan can be undertaken.

Capital costs were originally estimated (in 2004) as £208,202 for the renovation of the Cow Sheds, and an additional £40,350⁴² for the renovation of the cottage. These estimates will need to be revised in conjunction with any future, more detailed, feasibility study. Ongoing revenue funding would also have been significant – the project brief identifies the need to fund a full-time officer as a priority, and obviously there would be additional maintenance costs.

We consider that shortcomings in the 2003 cultural strategy, not fully resolved by the 2006 refresh, have led to this problem. The fact that actions under the strategy do not seem to have been prioritised, or timescales given, as well as the council's

⁴¹ Budget Estimate and Proposal for Conversation of Existing Cowsheds and Cowmans Cottage into Artists Studios at Bernays Gardens, December 2004

⁴² Ibid, p3. It was initially hoped that this money could have come from a successful bid to the Heritage Lottery Fund.

financial situation, have resulted in projects such as the one at Bernays Gardens being put on hold.

When capital projects such as this are not prioritised it makes their delivery more uncertain. This adds to the risk that they will not be completed as a direct result of an identified need, but because it may be easier to do so at a particular time, which leads to the possibility of provision being ad hoc or not being able to demonstrate that it is value for money.

Recommendation 21: Capital improvements to be undertaken within cultural services should be prioritised, to identify which are the most important for the council and to manage competing project priorities accordingly.

Finding: Needs assessment

We have been advised that the construction of the studios do satisfy a particular need - that there is a shortage of space for professional artists in the borough is not in doubt. The site at Bernays Gardens was identified as a possible way to fill this previously identified need. This demonstrates that the council has in this case identified a shortcoming in its existing provision and found a way to fill a gap in provision.

The next section will consider whether the plans fulfil the identified need.

Cultural infrastructure

Finding: Artists' studios plans

We consider that, although they are not part of the same development, the plans for the renovation of the Cow Sheds and associated buildings can be viewed as an element of the regeneration of Bernays Gardens generally⁴³.

Renovation and re-use of disused buildings is always to be commended, and here it seems that the intention is to use them as a hub for the regeneration of the landscape in the immediate area. However, it is not clear from the plan whether the studios, as laid out in the plans, will meet the needs of the likely users. Given the information we have gathered from other London boroughs, artists' studios are provided in high volume in many places. Harrow is at a disadvantage here – many of these sites are based in former industrial units, of which Harrow has few. However, there may be opportunities at certain sites – for example, at Kodak – for developing a resource such as this in the long term.

⁴³ The business plan indicates at p1 that the report does not include the Bernays Gardens landscaping proposals, but the fact that they are mentioned indicates that there has been some cross-cutting discussion between the relevant officers.

Inevitably, renovation of an existing, but semi-derelict, building (including the installation of services) will end up being more expensive than converting a more flexible space. The volume of space being provided by the development may not offer the best value for money, given the potentially high costs of maintenance, which do not seem to have been taken into account in the business plan.

Given the evidence that we have received on the subject, it may well be that the Bernays Gardens plans – while clearly fulfilling a much-needed local requirement – may not provide the best and most value for money opportunity for a development of this type.

Recommendation 22: Artists’ studios – and other space for creative industries – should be developed to meet need in such a way that the volume of space and the number of potential studios is maximised. Some sites may not be appropriate for certain developments; a strategic approach should be taken.

Community involvement

Finding: consulting the community over developments

Significant consultation on the proposals was carried out in 2005. The pressure for arts studios has come from professional artists in the borough, and the architects’ plans were discussed with a number of groups before their eventual agreement.

However, the briefs and papers available do not make clear why Bernays Gardens is the most appropriate site for this development, notwithstanding the consultation exercise. For example, it has also been suggested to us that Bernays Gardens might better be used as the site for a cafe or a more general community space.

At the moment, with the project on hold, this discussion is somewhat academic, but it holds for the development of sites such as this across the borough in general. The likely user groups for the sites should be engaged throughout the design process, to ensure that maximum local use and value can be attached to any given project.

Recommendation 23: As part of a prioritisation exercise, definite plans on the use of the site should be drawn up and the appropriate community groups consulted before any further action is taken.

Recommendation 24: Local councillors should be approached regarding providing funding for some elements of the development through the Prosperity Action Teams.

Beacon Centre: An Innovative Model for Culture in the Community

The Beacon Centre, in the Rayners Lane Estate, has just opened.

The community centre provides sports, leisure and arts facilities in a part of the borough that is traditionally deprived. Massive investment in the built environment in Rayners Lane are transforming the area, and the Beacon Centre is the centrepiece of this regeneration. The council has entered into a partnership with the Home Group (previously known as Warden Housing) to develop this project, in what we have been informed is one of the first partnerships of its kind in the country. The eventual intention is to hand control of the community centre directly to the local community once it has become established.

Making a judgment on the Beacon Centre is, at the moment, not possible. Not only has the Centre only been operational for a few weeks at the time of writing, but two thirds of the housing units in the locality have yet to be occupied. Only when the Centre and the projects it funds have an opportunity to bed in, and it has an opportunity to integrate within the local community, will it be appropriate to analyse it.

For this reason, we have decided that we will return to look at the Beacon Centre in a year, and are recommending to Overview and Scrutiny that our group reconvene at this point to revisit the issue.

Recommendation 25: The Cultural Services Review should reconvene in six month's time to consider the success of the Beacon Centre and report their findings to Overview and Scrutiny.

Conclusions

Many of the conclusions we have reached – other than the specific ones relating to Gayton Road and community involvement – are long term in nature. This is intentional. Cultural services, particularly in the arts, are undergoing a period of consolidation at the moment. Staff and structures alike need stability and the best way to deliver that is to take stock of the current cultural and financial situation, and then begin to make long-term plans for the future, to build on the council's demonstrable successes in building the arts service back up from the low point of last December.

We envisage that the bulk of this will occur next year, in the run-up to the drafting of the 2009-2015 cultural strategy. This will present an ideal opportunity to put into action the recommendations we have made on strategic planning and cultural involvement. It will allow the council to integrate effective and robust performance management into the working practices of officers within cultural services. It will also allow the council to assess what it wants to deliver through cultural services, and what residents and users want. **Where views and aspirations collide, conversation, negotiation and agreement will be required on equal terms.**

That said, we also consider that many recommendations can be put in place immediately. Those relating to community involvement in particular can be put in place soon, and we hope that our recommendations relating to Gayton Road can be considered as soon as possible, taking into account the speed of the process leading up to the development plans being finalised.

At all times we have had consideration for the overriding principle of value for money. Our proposals deliberately do not try to circumscribe the council into taking specific policy decisions. We have intended instead to provide a possible route, through the 2009 cultural strategy, to a more stable and secure future for cultural services, and in particular the arts, in Harrow.

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Appendix 1: Recommendation matrix

The aim of this matrix is to allow members to monitor the implementation of the recommendations they are making.

Prioritisation – (TS)
 Requiring action immediately: S.
 Requiring action in medium term: M
 Requiring action in long term: L

Incorporated information - (Info)
 Evidence received from officers O
 Evidence received from “best practice” BP
 Evidence received from local people LP
 Evidence received from vol gps VG

Recommendation	TS	Identified officer/ member/ group to action	Info	P/ship (Y/N)	Action taken (6 months or 1 year)	Measure of success
Recommendation 1: The first step towards developing the new Harrow Cultural Strategy in 2009 should be to identify key aims for cultural provision in the borough. Local people and groups should be consulted and enabled to take an active role in working with officers to carry out the work to identify these aims.	M	Community and Cultural Services	BP	Y		1 year: key aims and objectives for cultural services either identified, or in the process of being identified, through active consultation with local people on the council’s priorities.
Recommendation 2: In the long term, the council should work towards the aspiration of entering into partnership	L	Community and Cultural Services	BP	Y		1 year: performance of HAC assessed and process for identifying future options for the

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Recommendation	TS	Identified officer/ member/ group to action	Info	P/ship (Y/N)	Action taken (6 months or 1 year)	Measure of success
with an independent, charitable organisation to deliver arts services.						site in progress.
Recommendation 3: The opportunity should be taken as part of the council's new cultural strategy to maintain the council's commitment to placing the arts, and culture, at the centre of the way it thinks about the services it provides to local people, through strategic, tactical and operational links to high-level service plans and strategies.	M	All senior officers	O, BP	Y		6 months: links to have been built between cultural services and other council services (in the form of an officer group) to better identify how cultural services can contribute to the council's corporate priorities. 1 year: preliminary work on the new cultural strategy to have been carried out, identifying high-level links between cultural and other service priorities.
Recommendation 4: Part of this re-examination of links throughout the organisation should result in a robust approach to performance management, leading to a performance management culture in cultural services, to be kept under review by Overview and Scrutiny.	M/L	Corporate Performance, Service Improvement, Community and Cultural Services	O, BP	N		1 year: identification of measures of success for all key cultural services priorities. Officers aware of areas of poor performance and able to target resources accordingly. Initial steps being taken to apply performance management best practice to development of cultural strategy.
Recommendation 5: The council should justify plans for the future based upon firstly a baseline understanding of	M	Community and Cultural Services	O, BP, LP,	Y		6 months: needs analysis carried out, or in the process of being carried out.

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Recommendation	TS	Identified officer/ member/ group to action	Info	P/ship (Y/N)	Action taken (6 months or 1 year)	Measure of success
current facilities and their use, and secondly on a robust analysis of the needs which need to be met for cultural services in the borough. The review group would like to see evidence of this at a later date.			VG			1 year: actions and priorities being developed for the new cultural strategy leading directly from this needs analysis.
Recommendation 6: The council should put its reliance on a wide range of demographic information, including the Harrow Vitality Profiles, on a more formal footing for the planning of cultural services, recognising them as a key tool for analysing the needs of local people and making long term plans accordingly.	S/ M/ L	Strategic Planning, Community and Cultural Services, PH	O, BP	Y		Now: officers to plan cultural services and ongoing funding on the basis of need as identified by demographic data. 6 months: Demographic trends identified that will affect the delivery of cultural services in the future. 1 year – 2 years: Actions and priorities established to meet these demographic challenges.
Recommendation 7: Cultural infrastructure, and its development, should be planned with reference both to perceived exemplars of best practice in this field, and to the aims and aspirations of the council's cultural strategy, as part of a robust performance management process.	M/ L	Community and Cultural Services	BP	N		1 year: officers to examine and assess best practice in preparation for its use in formulating the priorities for the cultural strategy.

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Recommendation	TS	Identified officer/ member/ group to action	Info	P/ship (Y/N)	Action taken (6 months or 1 year)	Measure of success
<p>Recommendation 8: In the medium and long term, provision at Harrow Arts Centre and the Harrow Museum should be fully integrated within the rest of the borough's arts provision.</p>	M/L	Community and Cultural Services	O, BP	Y		<p>1 year: Clear action plan in place for joint working and integration of staff and services within the council's cultural service unit.</p>
<p>Recommendation 9: Steps should be taken as part of the process for the development of the 2009 cultural strategy to outline a vision, for the HAC in particular, that permits long-term decisions to be made about the physical fabric of the main building and the site as a whole.</p>	M	Community and Cultural Services, PH	O, BP, VG, LP	Y		<p>1 year: consultation carried out to ascertain community need for the HAC site, and work carried out to identify key projects on the HAC site which will deliver maximum value for money improvements, to allow a long-term vision to be set out in the 2009 cultural strategy.</p>
<p>Recommendation 10: The council should not consider resident satisfaction data as a stand-alone issue. Surveys should be integrated within a range of other methods of community involvement, thus allowing a more holistic view to be taken on the success of cultural services from the point of view of service users.</p>	S	Corporate Performance, Community and Cultural Services	O, BP	N		<p>Now – 6 months: development of a suite of community involvement techniques to sit around and support the resident satisfaction KPI, to enable officers to develop ways to increase performance under the KPI in question.</p>

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Recommendation	TS	Identified officer/ member/ group to action	Info	P/ship (Y/N)	Action taken (6 months or 1 year)	Measure of success
<p>Recommendation 11: The council should use the cultural forums as one of a raft of measures to involve the local community. Community involvement should extend to individual residents and users on their terms, rather than on the terms of the council as a method to achieve its own ends in consultation.</p>	S	Community and Cultural Services, Policy and Partnerships	O, BP	Y		<p>Now – 6 months: strategy put together by officers to identify a new approach to community involvement in culture and the arts, with the cultural forums at its core.</p>
<p>Recommendation 12: The council's 2009 cultural strategy should be designed to place the needs of the local community, as expressed through community involvement activities, in a strategic context.</p>	M/ L	Community and Cultural Services	O, BP, LP	Y		<p>1 year: community involvement central to the plans for developing the needs analysis for the new cultural strategy. Detailed feedback provided to residents being consulted, providing information on action taken as a result of their input.</p>
<p>Recommendation 13: The council should take immediate steps to ensure that current consultation activities identify community need, established both by conventional needs analysis and community involvement activities, as the paramount concern in any cultural development.</p>	S	Community and Cultural Services	BP	Y		<p>Now: all activities being carried out by cultural services currently or planned for the near future should be specifically justified on the basis of a clear needs analysis, with that analysis being the overriding factor in any decision being made to take action.</p>

SCRUTINY REVIEW OF CULTURAL SERVICES

Recommendation	TS	Identified officer/ member/ group to action	Info	P/ship (Y/N)	Action taken (6 months or 1 year)	Measure of success
Recommendation 14: The council and ward councillors should investigate the possibility of creating community funds which can be used by local people to carry out specific projects. Local people should be provided with the support necessary to be able to apply for and use these funds effectively.	S/ L	Community and Cultural Services	BP	Y		6 months – 2 years: investigation into the organisational capacity needed to provide this service, followed by commitments given on funding for future years.
Recommendation 15: The cultural services strategy should ensure that Gayton Road's pre-eminence as the borough's flagship community cultural facility is established and maintained.	L	Community and Cultural Services	O, BP, VG	Y		1 – 2 years: cultural services strategy to set out a coherent plan for complementary use of all cultural sites across the borough, particularly Gayton Road and HAC, on the basis of wide consultation on future use.
<u>Case Study: Gayton Road</u> Recommendation 16: Consideration should be given to the potential of the Gayton Road project to act as an element of, and driver for, the redevelopment of the town centre.	M	Community and Cultural Services, Strategic Planning	O, BP	Y		1 year: officers to integrate Gayton Road development and its likely effects within the town centre redevelopment plan and the planned private sector redevelopments being undertaken.
Recommendation 17: The Council should look critically at the proposal for	S	Community and Cultural	BP	N		Now: amendment of the design brief, and the final architects'

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Recommendation	TS	Identified officer/ member/ group to action	Info	P/ship (Y/N)	Action taken (6 months or 1 year)	Measure of success
a performance space seating 350 in the context of the financial viability of such a venue.		Services				plans, to reflect wider evidence base and provide firm justifications for size of theatre based on market information and best practice from elsewhere in north-west London.
Recommendation 18: The Council should make clear estimates of, and firm commitments to, ongoing revenue funding for the Gayton Road arts centre.	S	Community and Cultural Services, Finance	BP	Y		Now – 6 months: robust financial plans to be put in place for the ongoing revenue funding of the Gayton Road site, based on firm estimates of ongoing revenue costs.
Recommendation 19: We consider an ongoing library facility in the centre of Harrow to be essential over the transitional period.	S	Community and Cultural Services	O, BP, VG, LP	Y		Now – 6 months: proposals developed to deliver a seamless link between the closure of the Gayton Road library and the opening of a small lending facility in the town centre.
Recommendation 20: More detailed community involvement work, consulting local people and groups about the design brief, eventual architects' plans and fit-out for the site, needs to be carried out in tandem with the physical construction of the project.	S	Community and Cultural Services	BP, O	Y		Now – 6 months: demonstrable resident input, led by an information campaign in Autumn 2007, into the final interior design of the centre.

SCRUTINY REVIEW OF CULTURAL SERVICES

Recommendation	TS	Identified officer/ member/ group to action	Info	P/ship (Y/N)	Action taken (6 months or 1 year)	Measure of success
<p><u>Case Study: Bernays Gardens</u></p> <p>Recommendation 21: Capital improvements to be undertaken within cultural services should be prioritised, to identify which are the most important for the council and to manage competing project priorities accordingly.</p>	M	Community and Cultural Services	BP	Y		1 year: large capital projects to be prioritised on value for money criteria and funds allocated appropriately.
<p>Recommendation 22: Artists' studios – and other space for creative industries – should be developed to meet need in such a way that the volume of space and the number of potential studios is maximised. Some sites may not be appropriate for certain developments; a strategic approach should be taken.</p>	M	Community and Cultural Services; Strategic Planning	O, BP, VG	Y		1 year: needs analysis to be integrated within GIS or other geographical tools, to allow officers to identify and target areas where objective need for particular services is highest.
<p>Recommendation 23: Local community groups in Stanmore should be consulted to ascertain whether the proposed development is appropriate in its current, and the project's priority assessed – and action taken – as a result.</p>	S	Community and Cultural Services; Policy and Partnerships	BP	Y		<p>Now – 6 months: relevant groups to be identified and consulted, with clear feedback given on the results of the consultation.</p> <p>6 months: firm approach on future for Bernays Gardens cowsheds to be identified.</p>

SCRUTINY REVIEW OF CULTURAL SERVICES

Recommendation	TS	Identified officer/ member/ group to action	Info	P/ship (Y/N)	Action taken (6 months or 1 year)	Measure of success
<p>Recommendation 24: Local councillors should be approached regarding providing funding for some elements of the development through the Prosperity Action Teams.</p>	S	Community and Cultural Services	BP, O	Y		<p>Now – 6 months: ward councillors and officers to examine feasibility of part-funding with PAT resources.</p> <p>6 months: officers and ward councillors to develop strategies for the use of PAT funding for community developments more generally.</p>
<p>Case Study: Beacon Centre</p> <p>Recommendation 25: The Cultural Services Review should reconvene in six month's time to consider the success of the Beacon Centre and report their findings to Overview and Scrutiny</p>	M	Scrutiny	BP	N		<p>6 months: members to reconvene to consider Beacon Centre and report to O&S as appropriate.</p>

Appendix 2: Full acknowledgments

The Review Group would like to take the opportunity to thank the following people, all of whom made a much-appreciated contribution to the gathering of evidence and formulation of findings and recommendations.

Harrow Council & partners

Job titles are those pre-organisational review.

Javed Khan	Director of Lifelong Learning
Lesley McConnell	Interim Group Manager, Sports and Cultural Services
Jo Saunders	Service Manager, Arts and Leisure
Ian Wilson	Senior Professional, Heritage Projects
Jim Shutt	Regeneration Manager, Home (Rayner's Lane)
Phil Greenwood	Strategic Planning Officer
Lynne McAdam	Service Manager, Scrutiny
Ed Hammond	Scrutiny Officer

Other people

Tracy Cooper	Chief Executive, Barnet Artsdepot
Rebecca Gooby	Office Manager, Camden Arts Centre
Beki Pope	Deputy Director, Camden Arts Centre
Bob Gryspeerdt	Group Manager, Libraries (Camden LBC)
Neil Davies	Deputy Head of Libraries (Brent LBC)
Sue McKenzie	Head of Libraries, Arts and Heritage (Brent LBC)
Paul Forrest	Manager, Willesden Green Library Centre
Alex Sydney	Curator, Brent Museum

Appendix 3: Glossary of terms

Some terms used in the report are technical or relate to internal council procedures which may not be familiar to general readers. Although definitions are provided in the text or in footnotes, a general list is provided below for the sake of clarity.

AatSC	“Arts at the Strategic Centre”. This document sets out methods for integrating arts services at the strategic core of a local authority’s work, recognising them as key to deliver many of an organisation’s key objectives.
AC	Audit Commission. Body responsible for inspecting local government’s performance.
ACH	Arts Culture Harrow. Before its bankruptcy in December 2006, the organisation responsible for delivering services at the Harrow Arts Centre and Harrow Museum.
CPA	Comprehensive Performance Assessment. Until 2008, the system by which central government assesses the performance of local government.
(D)CLG	(Department for) Communities and Local Government. The successor department to the Office of the Deputy Prime Minister.
DCMS	Department for Culture, Media and Sport.
IDeA	Improvement and Development Agency. Government body established to promote best practice. Responsible for the administration of the Beacon scheme.
GLA	Greater London Authority
HAC	Harrow Arts Centre. Currently the only council-run building in the borough providing substantial services for those involved in the arts.
HVP	Harrow Vitality Profiles. Important demographic data relating to the population of the borough.

KPI	Key performance indicator. An important measure relevant to the council's external inspection regime.
Needs analysis	Assessing current provision, and planned future provision, and, from this base, going out to the local community to assess whether this provision meets the needs of local people.
Performance management	A discipline that permits the success of a particular service or organisation to be measured relative to targets established either internally or externally.
People First	The former council directorate responsible for cultural services. Following the organisational review, the department responsible for cultural services is "Communities and Cultural Services".

Appendix 4: Bibliography

The following sources are among those used as evidence in this review. Further documents are contained in the “background documents” pack (see appendix 5)

Council documents

Strategic

Harrow Council Cultural Strategy 2003

Audit Commission, Harrow Council Cultural Services Inspection, March 2005

Harrow Council Cultural Services Improvement Plan, October 2005

Other council documents

Members Information Pack for tour of Heritage Sites containing:

Proposals for the conversion of existing Cowsheds and Cowmans Cottage into Artists’ studios at Bernays Gardens, December 2004

Headstone Manor / Harrow Museum and Heritage Centre: “Future Development Proposals”,

Headstone Manor Consultancy Project: Options Appraisal, December 2006

Gayton Road Project Design Brief, April 2006

Harrow Arts Centre Business Plan, 2006

“Harrow Town Centre – Performing and Visual Arts Facilities – An Initial Study Report”, Brian Harris & Chris Moore (Arts Development Consultants), 2005.

Best practice

Audit Commission Cultural Services Inspections:

Rotherham, 2006

Nottingham, 2006

Manchester, 2004

Improvement and Development Agency, “Arts at the Strategic Centre”, Oct 2006

Audit Commission, “Public sports and recreation services”, June 2006

“Towards an Excellent Service: A Performance Management Framework for Cultural Services”, January 2006

Borough arts strategies: Camden, Barnet, Merton, Lambeth, Wandsworth, Brent.

Appendix 5: Additional information

Further information on the review can be obtained by writing to:

Ed Hammond
3rd Floor, W3, Civic 1
Harrow Civic Centre
Station Road
Harrow, Middx HA1 2XF

Tel: 020 8420 9205

E: ed.hammond@harrow.gov.uk

A background materials pack is also available, which contains the following:

- Minutes of members' meetings
- Evidence gathered from the Portfolio Holder
- Best practice evidence from other boroughs
- Notes from visits to Willesden Library Centre, Swiss Cottage Library, Barnet Arts Depot, Camden Arts Centre.
- Précis of various strategic documents

This pack is available as a PDF from the Harrow Scrutiny website.



Meeting:	Overview and Scrutiny
Date:	10 th July 2007
Subject:	Draft Corporate Plan 2007 -2010
Key Decision: (Executive-side only)	No
Responsible Officer:	Paul Najsarek Director, People, Performance and Policy
Portfolio Holder:	Paul Osborn
Exempt:	No
Enclosures:	Draft Corporate Plan

SECTION 1 – SUMMARY AND RECOMMENDATIONS

This report brings to the Committee's attention the version of the Council's Corporate Plan including the Best Value Performance Plan that was approved by Cabinet in June. Cabinet authorised the Leader and the Chief Executive to make further amendments to the plan in line with the spirit of the existing version to add further clarity and specificity before it is submitted to Council later this week. Those additions are still being as this report is dispatched.

The Best Value Performance Plan which reports on the levels of achievements against various national indicators also needs further checking several gaps remain to be filled. Again, however, the Plan gives a flavour of our performance across a wide range of services.

RECOMMENDATIONS: The Committee is asked to consider and make comments on the Corporate Plan.

SECTION 2 - REPORT

The Council's Corporate Plan is a public statement of the values and objectives that underpin the work it is intended to undertake between 2007 and 2010. The notable features of this edition of the Corporate Plan are the inclusion of a new slogan for the Council, a new vision supported by 11 vision statements and 11 corporate priorities. These are also exemplified by a set of Flagship Actions that are practical examples of what the vision and priorities mean and against which the Council is happy to be judged.

The Plan, and particularly the vision and priority statements, has been developed using multiple sources of available information. For example, it has drawn upon the Sustainable Community Plan, the MORI Quality of Life Survey and the triennial Best Value Survey, the Vitality Profiles, the Corporate Assessment and JAR final reports and other sources of data and influence to ensure that it is evidence based, realistic and focused on the key challenges and opportunities for the future.

Publication of the Best Value Performance Plan (BVPP) is a statutory requirement and its content is similarly prescribed. It reports on performance against a varied basket of indicators and acts as an end of year report or accountability statement on the Council's stewardship over the last year. The BVPP identifies a significant amount of detail about performance although without a financial, demographic or social context without which comparisons between authorities is hazardous.

SECTION 3 - STATUTORY OFFICER CLEARANCE

Chief Finance Officer	<input type="checkbox"/> Name Myfanwy Barrett..... Date: 28 th June 2007.....
Monitoring Officer	<input type="checkbox"/> Name: Hugh Peat... Date: 28 th June 2007.....

SECTION 4 - CONTACT DETAILS AND BACKGROUND PAPERS

Contact: Mike Howes, Service Manager, Policy and Partnerships. Ext 5637

Background Papers:

- Drafts of the Corporate Plan*
- Departmental Service Plans*
- Mori Quality of Life Survey*
- BVPI General Survey*
- Sustainable Community Plan*
- Vitality Profiles*
- Corporate Assessment and JAR Reports*

Harrow Council Corporate Plan 2007 - 10

Harrow: Cosmopolitan, Confident, Cohesive

This version of the Corporate Plan has been approved by Cabinet but is still subject to amendment and improvement pending consideration by full Council on 12th July 2007



Harrow Council Corporate Plan 2007 - 10

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Foreword – by the Leader of the Council

This plan looks forward with confidence at the ambitious set of priorities on which we intend to make progress in this year (2007/08) and looks back with considerable pride at some of our achievements in our first year in office.

Our strong partnering relationships are critical to what we have achieved and what we plan to achieve going forward. We continue to work successfully with the Police, The Primary Care Trust, the business community, higher and further education and the voluntary and community sector to deliver our shared commitments in the Sustainable Community Plan, which is the long term vision for Harrow as a Borough.

Despite a difficult financial climate we have continued to achieve some notable successes and provide some very high quality services. We have made our Cabinet more accountable to our residents and have run a programme of Open Meetings to listen to questions and your concerns. Our Prosperity Action Teams allow us directly to address local priorities, quickly. Our Contact Centre and One Stop Shop improved the way in which the Council receives and responds to enquiries. Our Libraries Service achieved the joint highest score in London against the Library

Association's standards. Our schools' examination results continue to be outstanding and amongst the best in the capital. Our Benefits Service maintained its maximum 4 star rating. Addressing residents' fear of crime has been one of our key priorities and, with the Police, we have launched safer neighbourhood teams across the Borough, and our own Borough Beat scheme, on which Harrow leads London, to put more officers on the beat. We have also increased the number of Third Party Reporting sites for reporting crimes.

Looking forward, the difficult financial climate will be with us for some time. We have updated our long-term vision for the Council, at the same time as being clear on our short and medium term priorities. Our vision is to 'be recognised as one of the best London Councils by 2012 in a Borough that is cosmopolitan, confident and cohesive.

The most distinctive feature of Harrow is the diversity of our community. A majority of residents are from a minority ethnic background and the Borough is the most religiously diverse in England. The particular needs of our communities are at the heart of our planning for this year and beyond. We aim to celebrate what we have in common and capitalise on our diversity. We are preparing a Community

Development Strategy which will show how the Council can help communities identify and work towards local improvement. We continue to work to improve Access Harrow. Improving the satisfaction of our customers is our top priority this year. We will continue to increase levels of recycling across the Borough. We are looking to build 6 new children's centres and have secured funding for our new Borough wide sixth form collegiate. We are looking to begin work on performance, exhibition and library space at Gayton Road. Our work on the town centre gets under way with a £3m investment programme over the next 3 years. We also have projects to reduce congestion such as work on Petts Hill bridge and reopening Wealdstone High Street.

Going into 2007/08, there are a number of good reasons for optimism. The Council's financial position, although still of concern, is being steadily brought under control, and a new Chief Executive has been appointed who took up his duties in April. The combination of increasing managerial capacity and financial certainty suggests that, although there is still much work to be done, the conditions have been created for substantially improved service performance in the coming months and years.

The Corporate Plan

This Corporate Plan sets out the Council's high level priorities and targets for the coming years. The Plan contains

- the Council's vision, which is a long-term statement about the borough;
- a set of corporate priorities for the next three years listing, what the council considers to be most important; and
- flagship actions for 2007-2008 which cover each corporate priority

The flagship actions are the key activities for the Council in the coming year. They are practical examples of what our vision and corporate priorities mean, and against which the Council is happy to be judged. Numerous additional actions will be included in the Corporate Improvement Programme. The flagship actions are simply those that will be more visible to residents.

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8 More detail about the Council's plans can be found in the Corporate Improvement Programme, which will be adopted in July this year. This contains a wider range of actions designed to move services forward and to respond to the specific comments made in our recent inspection reports. In addition, each of the Council's directorates, and teams within directorates, has produced their own plan, giving more detail about what it proposes to do in 2007/08. These plans contain targets for performance, many of which relate to Best Value Performance Indicators – measures of performance maintained by every local authority and which can be used as a guide to compare performance between authorities.

Vision and Corporate Priorities

The Council's vision is:

To be recognised as one of the best London Councils by 2012, in a borough that is cosmopolitan, confident and cohesive.

This vision is supported by more specific aspirations, as follows:-

Our vision must be delivered with the commitment of our staff and partners. Together we will

- V1 Satisfy our customers
- V2 Ensure people feel safe and secure
- V3 Transform our living and working environment
- ∞ V4 Protect our Green Belt and Harrow heritage
- ∞ V5 Listen to and care for people who need our help
- V6 Value, empower and involve young people
- V7 Promote vibrant cultural and leisure opportunities
- V8 Provide high achieving schools at the centre of community services
- V9 Encourage, promote and retain business
- V10 Sustain a diverse and cohesive community which lives in harmony
- V11 Deliver value for money

Within these aspirations, the Council has adopted the following corporate priorities for the next three years:

1. Increase our level of customer satisfaction
2. Work with our partners to reduce crime and the fear of crime
3. Improve the performance of our environmental services and promote recycling
4. Promote policies that retain Harrow's suburban character
5. Improve care for adults and children who most need our help
6. Expand participation opportunities for Harrow's young people
7. Continue improvement in schools to make education in Harrow even better
8. Increase opportunities for participation in sports and culture
9. Regenerate the town centre, improve district centres and promote new businesses
10. Build on our existing strong and cohesive community
11. Improve the way we work and provide value for money

The Council's Plans

The Council works to a set of plans moving from the strategic to the operational. The highest-level plan is the Sustainable Community Plan, which is developed by Harrow Strategic Partnership and which describes the sort of place Harrow should become by 2020. The highest level of the Council's planning hierarchy is this Corporate Plan which contains the strategic direction in which the Council intends to progress. It is supported by Directorate plans, team plans and individual plans all of which are developed to help progress the Council's vision and its corporate priorities. There is a clear path between the highest-level corporate objectives and every individual's personal plan.

We have also developed a Corporate Improvement Programme which brings together important projects from across all of our services and which will be closely monitored. This programme contains many additional projects that support our corporate priorities.

The Council is adopting the Local Government Association Framework for Excellence, covering nine hallmarks of high-performing councils. We intend these to be implicit in our corporate priorities and an essential step on the road to our overall vision of being one of the best London Councils by 2012.

Organisation

In February 2007 a new slimmer organisational structure was agreed by the council – with the aim of making the organisation fit for purpose, contributing to the council’s savings plan, and enabling the council to achieve its long term strategic vision. The new structure comprises five corporate directorates of:

Community & Environment Services

Adults’ & Housing Services

Children’s Services

∞ Finance

∞ Strategy & Business Support

The Community and Environment Services Directorate has a wide range of responsibilities stretching from Community Development and Libraries to Street Cleansing, Parks Management, Community Safety, Planning and Highways.

The Adults’ and Housing Services Directorate provides Adult Social Care services including support for people with physical or sensory impairments, mental health needs or learning disabilities. It also has responsibility for providing homes for homeless households and managing the Council’s housing stock.

The Children’s Services Directorate provides services for children in care, services to support families, the Youth Service, the Youth Offending Team, Children’s Centres, the Local Authority’s education functions and Early Years services.

The Finance Directorate is responsible for financial strategy, financial management, procurement, audit, risk management, health and safety, payroll and pensions.

The Strategy and Business Support Directorate undertakes the functions that support the workings of the Council and the Benefits Service as well as Access Harrow, which is improving customer access to Council services.

Participation

The Council's decisions can be challenged and questioned by both individuals and organisations. Most decisions are made at meetings of the Council and Cabinet, which are open to the press and public. Some of the ways of participation include are:

06 *Public attendance at meeting.* The time, place and subjects to be discussed are listed in agendas. They are available to press and public a week before meetings and copies are available at all Harrow libraries. Members of the public are also included as members on various panels, scrutiny reviews and pilot schemes.

Deputations. Requests can be made to speak before meetings in a deputation. Written notice should be made in advance and requests must be signed by at least 10 people with a local interest.

Petitions. These can be presented to councillors, committees or full council.

Question time at public meetings. The council, cabinet, every committee and most panels make up to 15 minutes available for the public to ask questions. Questions will either be answered there and then, or in writing within three working days of the meeting. Any Harrow resident or representative of a local organisation may ask a question at a meeting, plus one follow-up question. Questions need to be sent in writing three working days before the relevant meeting.

Councillors' Questions. A separate period is allocated at Cabinet and Council meetings for Councillors to ask questions. This promotes accountability, and enables Councillors to fulfil their role better without intruding on the time allocated for public questions.

Planning Applications. There is a separate procedure for representations by objectors and applicants at meetings of the Planning Committees.

Independently facilitated 'Question Time' During 2006, the administration also introduced regular question and answer sessions, at which the public can hold the Cabinet to account for manifesto pledges, and progress towards achieving them. The first of these was arranged in September 2006 as a new initiative to hold the administration to account, and a further three have now been held.

16 *Prosperity Action Teams (PATs).* These are a new and innovative approach to public involvement. They are based on small groups of wards and led by Elected Members. They have a specific budget to resolve local issues outside of the normal budgeting and planning process. There were originally 10 PATs covering two or three wards each, and their budgets of £15,000 per ward must be spent on capital expenditure. To date, the majority of projects relate to open space improvements. Going forward, these will be ward based.

Flagship Actions for 2007-2008 by Corporate priority

In each case, flagship actions are related to a specific corporate priority. In addition, they are also linked to the Cabinet Portfolio responsible. The objective is to demonstrate clear accountability to specific portfolio holders and the senior officers with whom they work.

These flagship actions are only part of the broad role and activities carried out by the Directorates, as summarised in the section above on Organisation.

We will carry out each of the following actions-

1. Increase our level of customer satisfaction

Ref	Flagship Headlines	Flagship Details
1.1	Harrow Clicks! (Strategy and Business Support)	The Council's website is being redesigned to make it easier to find information, book services and pay bills
1.2	More contact, more service (Strategy and Business Support)	The Council's contact centre will increase the range of services it can deal with to provide a more comprehensive service
1.3	Affordable Child Care in one third of Harrow Schools (Children's Services)	Initially, 18 school sites will provide affordable childcare before and after school and in school holidays. More will follow in future years
1.4	The wait for the plumber is over (Housing)	Our contractor will make time-specific appointments for inspecting damage and making repairs to the interior of Council houses and flats
1.5	Hi-Tech Care (Adults)	Promotion of independence through assistive technology using sensors discretely placed in people's homes linked to a Helpline service

2. Work with our partners to reduce crime and the fear of crime

Ref	Flagship Headlines	Flagship Details
2.1	IT to ID Benefit cheats (Strategy and Business Support)	New state of the art technology will be introduced to help in our efforts to reduce benefit fraud
2.2	Harrow makes clean sweep (Environment Services)	“Weeks of Action” with our partners, notably the Police, focusing on areas with particular challenges
2.3	Spotlight on Crime and Grime (Environment Services)	Expand monitoring of the borough’s CCTV network to 24 hours a day and create a dedicated environmental crime team to reduce fly-tipping and litter
2.4	Community Pay Back (Environment Services)	Implement the ‘Community Payback’ Scheme in partnership with the Probation Service to deal with environmental blight such as graffiti, fly tipping and overgrown areas
2.5	The Beat goes on (Environment Services)	Expand the Borough Beat initiative where council staff and, potentially, staff of other major local employers, are released to patrol Harrow as Special Constables in order to increase reassurance and provide a visible police presence

3 Improve the performance of our environmental services and promote recycling

Ref	Flagship Headlines	Flagship Details
3.1	Focus on flats (Environment Services)	Become one of the top five London Boroughs for recycling by providing recycling for people who live in flats to help us reach our 40% target by the end of 2008
3.2	Play in the Parks (Environment Services)	Provide new playground facilities and activities for young people and toddlers, in Roxeth Rec; Headstone Rec: and Canons Park
3.3	A new start for Wealdstone (Environment Services)	Open Wealdstone High Street to traffic to assist local businesses and help regeneration

3.4	Blue bins for all (Environment Services)	Give a blue bin to every household that can use one as part of our drive on recycling in a resident friendly way
3.5	Harrow declares “Green is good” (Planning, Development and Enterprise)	Sign the ‘Nottingham Declaration’ regarding controlling emissions, reducing energy use and tackling climate change

4. Promote policies that retain Harrow’s suburban character

Ref	Flagship Headlines	Flagship Details
4.1	Party for the Park (Environment Services)	Open the refurbished Canons Park, including the restored walled garden, refurbished buildings and the opened up historic views....
4.2	Harrow’s Heritage saved (Planning, Development and Enterprise)	Secure the future of Bentley Priory by issuing supplementary planning guidance
4.3	Framework for the future (Planning, Development and Enterprise)	A vision for Harrow in terms of shaping its future planning will be crystallised

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5 Improve care for adults and children who most need our help

Ref	Flagship Headlines	Flagship Details
5.1	Independence and Choice (Adults)	Modernise our home care services for adults in need so that they have greater control and choice over the way in which services are delivered
5.2	Spreading the parenting word (Children’s Services)	Increase the number of potential adoptive parents by employing a specialist service, Coram Family Services
5.3	Helping to prevent cancer (Children’s Services)	Apply a particular focus on health in the teenage community, working with the Harrow Mayor’s programme
5.4	Abuse is a crime, Break the Silence and Report it (Adults)	Enhance Safeguarding Adult Services using a multi-agency approach to protect the most vulnerable members of our community from abuse, harm or exploitation

6. Expand participation opportunities for Harrow's young people

	Flagship Headlines	Flagship Details
6.1	Community connections (Children's Services)	Ensure that the Careers and Connexions services better meet the needs of our community
6.2	The magnificent seven (Schools and Children's Development)	Develop six Children's Centres to provide a wider range of services to children and their families
6.3	Youth Achievements (Children's Services)	Recognise young people's achievements through the new Youth Achievement Awards

7. Continue improvement in schools and make education in Harrow even better

Ref	Flagship Headlines	Flagship Details
95 7.1	Challenged children – a focus for Harrow (Children's Services)	Open a second pupil referral unit to provide education for disruptive children at the Teachers' Centre
7.2	Local access to education (Community and Cultural Services)	Open the Kenton Learning Centre providing access to the community education curriculum.

8. Increase opportunities for participation in sports and culture

Ref	Flagship Headlines	Flagship Details
8.1	Byron rebuild begins (Community and Cultural Services)	Sign a contract to build a new Sports & Leisure Centre to replace the existing Byron Centre
8.2	Stars for the Future (Community and Cultural Service)	Plan to open Prince Edwards Playing Fields 'Football Centre of Excellence' in 2008
8.3	Sports on more doorsteps (Community and Cultural Services)	Plan for two further new sports centres

9 Regenerate the town centre, improve district centres and promote new businesses

Ref	Flagship Headlines	Flagship Details
9.1	Designs for the future (Planning, Development and Enterprise)	Improve the town centre with new street furniture and redesigned pedestrian areas
9.2	Foundations for the arts (Planning, Development and Enterprise)	Begin work on the Gayton Road library and performing arts centre
9.3	Harrow furthers Further Education (Planning, Development and Enterprise)	Positively contribute to the successful development of Harrow College

10 Build on our existing strong and cohesive community

Ref	Flagship Headlines	Flagship Details
10.1	Support for Volunteers (Community and Cultural Services)	Transform the way we support the Voluntary Sector through a radical rethink of the whole grants programme
10.2	Meeting your needs (Strategy and Business Support)	Our new Comprehensive Equalities Scheme means we will ensure that each of our services caters for all Harrow's communities
10.3	Community Success (Community and Cultural Services)	Adopt a Community Development Strategy to help communities come together, decide their needs and help to ensure that they are met

11 Improve the way we work and provide value for money

Ref	Flagship Headlines	Flagship Details
11.1	Management costs reduced by 10% (Strategy and Business Support)	We have reviewed the Council's structures and have identified ways of reducing management costs by 10%.
11.2	Residents' voice (Strategy and Business Support)	Launch a Harrow residents' panel to increase residents' say
11.3	Next year's budget shortfall covered (Finance)	We will eliminate the shortfall of £6.4m identified in the budget for 2008-09

Flagship Actions for the future

- Replacing the Borough's street lights
- Extending pre-school after school and school holiday affordable childcare to many more school sites
- Rebuild the railway bridge at Petts Hill to reduce congestion
- Developing 2 further Children's Centres
- Completing the Harrow 6th Form Collegiate building programme
- Addressing the budget shortfall for 2009-2010
- Opening a purpose built Young People's Centre in the new Harrow College development
- Opening Neighbourhood Resources Centres at Christchurch Venue, Kenmore Road and Vaughan Road
- Developing a Behaviour for Learning project in all Primary Schools for Children with behaviour difficulties
- Completing the Hatch End anti-flooding project
- Identifying the contribution all services can make to improving the well-being of the over 50's.

Harrow's achievements – reflections on 2006/07

Council

In looking at the Council's future plans, it is often valuable to understand what has been achieved in the recent past. This context helps to assess whether the Council's future plans are realistic and whether the trend supports the projected improvement. The following pages show what was achieved last year.

- **Stabilisation of the financial position.** The new administration inherited an overspend of £3m in 2005-06, and reserves that had reduced to £1.8m. In addition, a very challenging budget, including the need to save £10m, had been set for 2006-07. By June 2006, however, it was clear that a further £9m needed to be saved. A Savings Plan was put in place to achieve this, as well as enhanced monitoring arrangements. The outturn at the end of the financial year was in line with budget. The budget set for 2007-2008 has a very a substantially reduced level of risk.

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Five strategic savings projects were undertaken, relating to: organisational structure; land and property; service delivery; finance; and value for money. The results were built into the council's budgets and plans. Due to the future funding gap created by new and unavoidable pressures, and the need for balance between service delivery and council tax levels, further actions now underway include:

- A review of organisational arrangements and management structure
 - A rolling programme of fundamental service reviews over the next three years
 - A number of statutory consultations relating to social care delivery
- **Overall performance indicator (PI) profile.** The Audit Commission Direction of Travel Assessment from January 2007 draws together performance information that is relevant to improvement. Key findings about Harrow's performance were:
 - 63 per cent of our PIs are improving, compared with 67 per cent which is the average for Single Tier councils.

- Harrow has made some improvements in its key priorities. Overall, nearly two-thirds of key performance indicators have improved, with strong performance maintained in attainment at GCSE level, and further improvement in recycling levels. Partnership working has helped to deliver regeneration benefits in town centres and to reduce fear of crime. Improvement is less consistent in core services such as adults' social care and street cleaning. Financial standing is weak and this is impacting on the Council's ability to deliver priorities such as environmental services.
- The Council provides adequate value for money and there is now an appropriate focus on achieving greater financial stability. The Council continues to refine its performance management framework and is using partnerships with the private sector to improve areas such as customer access, use of information and communications technology. As well as rebuilding its finances effectively, the Council needs to now increase the pace of improvement across all key services so that quality services are delivered.
- **Corporate Assessment and Joint Area Review.** In autumn 2006, the Audit Commission undertook a Corporate Assessment (CA) of the Council and, at the same time, there was a Joint Area Review (JAR) of the service provided for young people by the Council and its Partners. The outcomes of these reviews were, for CPA, an overall final score of 2 (adequate performance) and, for the Joint Area Review, a good outcome, and a council score of 2. These scores mean we retain our score of 2 and are Improving Adequately.
- **MORI survey findings 2006.** The June and July 2006 MORI Survey followed a very similar survey conducted in 2005. The underlying message was that the council, having improved its service delivery and public satisfaction ratings, has consolidated those improved levels. Whilst a number of indicators showed a small one or two point decline, and some a one or two point increase, these are within sampling error margins. Particular highlights are
 - The headline figure for being very or fairly satisfied with life in Harrow is 69%, compared to 67% in 2005.
 - The service which the public thought most needed improving was Road and Pavement repairs while crime, which was previously thought be most in need of improvement, attracted nine percentage points less support, suggesting that crime reduction and visible local policing was reducing the fear of crime.

- 49% are very or fairly satisfied with the way the council runs things, compared with 54% in 2005 but a further survey undertaken in October and November reduced the total satisfied or very satisfied with the way that the Council runs things to 42%
- Other high priorities include levels of traffic congestion, clean streets and health services.
- **Business Transformation Partnership (BTP).** The BTP was set up with a leading private sector partner, Capita. It has delivered key changes to customer contact; finance; HR; procurement and management information processes backed by world class SAP IT systems. Harrow staff have benefited from secondments and training to ensure that skills transfer takes place. The BTP's three initial projects relating to Access Harrow – Customer Relationship Management; Enterprise Resource Planning, and Management Information Systems were all delivered on time and to budget.
- **Value for Money findings.** Harrow Council performs well given how much it spends on its services. We deliver above average value for money in planning, education, housing and cultural services and average value for money in environmental and social services. We have an innovative value for money framework and have recently undertaken a rigorous review of our value for money performance – 85% of our VFM indicators perform above the London average. In a recent independently run study we compared ourselves against all London Boroughs and nearest neighbours and set a more stringent target by comparing to nearest neighbours with a score of 3 for VFM.
- **Community Plan.** Harrow's earlier Community Strategy has now been developed into the updated Sustainable Community Plan, which was published in November 2006. The Community Plan contains a Vision for Harrow in 2020 (see earlier), and has clear short, medium and long-term priorities, with the short-term priorities being expressed through the Local Area Agreement.
- **Emergency Planning.** The Council's Major Incident Plan is up to date, and a full test day, Exercise Adelaide, was held in June 2006.

Adults' and Housing Services

Joint Community Equipment Service. The council and the PCT now run a joint Community Equipment Service, with a pooled budget, to provide for urgent equipment needs.

Smart House. Harrow has led the way in delivering Telecare to older people. Two groups of vulnerable service users were identified – those with dementia and those who need fall prevention. The council demonstrates the technology to older people at a 'smart house'. A 24 hour helpline is provided which generates approximately 700 calls per day.

Improved Assessments. The joint development of a single assessment format between the Council and the Health Service has been expanded so that, from 1st April 2007, it will include potential clients of Adult Mental Health Services. In addition, our performance on both the time from contact to the beginning of assessments and from contact to the completion of assessments has significantly improved and is now comfortably above target.

10 **Consultations and Service Changes.** Large scale consultations were conducted about several changes in services, including the form of meals on wheels, charges for services and the future of certain Day Centres.

Tenants' Compact – A new agreement has been signed with Harrow Federation of Tenants' and Residents' Associations (HFTRA) that will increase the opportunity for tenants and residents to influence the service they receive.

Tenancy Agreement – A new agreement, written in plain English, has been introduced that sets out the rights and responsibilities of the Council, as Landlord, and its tenants, that will ensure an effective basis for management of the Council housing stock.

Leaseholder Support Group – A Leaseholder Support Group has been formed that enables leaseholders issues to be raised and discussed to ensure that their investment in their homes is enhanced.

Children's Services

Honeypot Lane. A new state-of-the-art Children's Home was opened at 304 Honeypot Lane, Stanmore in February 2007. It has the capacity to provide a home for up to 7 young people, including one with a disability, who are unable to live with their own families and are "looked after" by Harrow Council. The aim was to design a building that met all the requirements of children's home regulations and national minimum care standards, yet was as far as possible from the institutional feel of the old children's home, Haslam House, it replaced. Children and Young People's views were at the heart of the design via a series of consultation events. The new home has a range of innovative features including en-suite facilities.

Children's Centres. Three Children's Centres have been established, and these provide a good range of integrated services to help parents keep their children healthy, and are models of good inter-agency collaboration.

Alexandra Avenue Clinic. Harrow has benefited from the Local Improvement Finance Trust (LIFT) with a new clinic opening at Alexandra Avenue in August 2006. This is a joint initiative with the PCT and houses social services and health together with an emphasis on supporting children and their families.

102 **Clinic in a Box.** Harrow's Clinic in a Box is now provided by the Family Planning Service to improve young people's confidence in addressing sexual health issues. This is a weekly clinical outreach service set up in schools, a college, a young parents' group and the Youth Offending Team (YOT). The service at the YOT is an interagency clinic with a health advisor from specialist and family planning mainstream services. Targeted work also takes place with unaccompanied minors, asylum seekers and children looked after.

Breastfeeding Cafes. The Harrow Breast Feeding Strategy Group has led initiatives such as breastfeeding cafés; children's centres are a focal point for a 'peer support' programme in which local mothers provide both antenatal and postnatal support to new mothers. This initiative focuses particularly on BME groups, where infant mortality rates are higher.

Community and Environment Services

Libraries. The libraries enquiry service was ranked first amongst nine west and central London library authorities that were assessed for customer care, for the accuracy of answers and the enquiry techniques used by staff.

Under One Sky Festival. Harrow Council's largest festival was held in July 2006 for the second consecutive year. In total 62 local community organisations, 12 primary schools and 195 artists put on 67 events and activities. Nearly 8,000 people participated.

Beacon Centre at Rayners Lane. A new £2.7m community centre was opened as part of the overall redevelopment of the Rayners Lane estate. The facilities include a sports hall, meeting/function rooms, an IT suite, and hot desk facilities. Harrow College will be running practical courses from this new venue, including catering, retail, horticulture and business skills.

Stepping up the Ladder. This pan-London project is led by Harrow. It will help 250 employed and unemployed BME women into supervisory and management jobs focusing on a number of key sectors including health and social care, tourism and leisure, retail and construction, where there is significant under-representation of this group. It works via a pan-London support and dissemination network of employers and providers.

103 **Recycling.** The Council is well on the way to meeting the tough Government target of 40% waste recycling by 2010. The introduction of the Blue Bin has given rise to increases in recycling tonnages compared with last year. Since October 2006, the teams have worked assiduously to resolve the brown bin contamination issue. A detailed action plan was drawn up and implemented, resulting in a significant turn-around in reducing rejected loads to 5% in May and, consequently, increasing tonnages accepted for composting. This, combined with increased blue bin tonnage, has resulted in a reduction in the amount of waste sent to landfill.

The percentage of waste recycled in 2006/7 was 27.7%. The predicted rate for 2007/8 is forecasted to be approximately 35% - allowing for the reduction in Brown Bin contamination and an anticipated increase in recycled tonnage.

Town Centre. Following approval of the Town Centre Development Strategy, consultants have now been appointed to shape and implement the Strategy. There is a capital budget of more than £3m to support the town centre and its public realm in the next three years.

Rayners Lane Home Zones. The achievement of the 2002 vision for social regeneration of the Rayners Lane Estate is well on its way. Home Zones are being created, which is where road space is shared between drivers of vehicles and other road users, with the wider needs of residents (including walkers, cyclists and children) in mind.

William Ellis playing fields. The council is currently working with the 'I Foundation' on plans to build the first Hindu School in Britain. Subject to necessary planning consent, this could be located on the William Ellis playing fields, which would also have the effect of improving the playing fields and their facilities.

Gayton Road. The Council is at an advanced stage of negotiation to provide a performance, exhibition and library facility on Gayton Road.

Borough Beat. The Council and Harrow Police have worked together to introduce the Borough Beat programme, the first of its kind in the UK. This scheme trains council staff as Police Special Constables, and has already been copied by five more London authorities.

104 **Canons Park.** Following receipt of a grant of more than £900,000 from the Heritage Lottery Fund, works have restored listed buildings and renovated formal gardens. Work has included new tree planting, access improvements, preparation of a nature conservation management plan, opening up of historic views, and providing a park keeper and security staff cover. One of the Safer Neighbourhood Teams has been located in the park.

Petts Hill. Effective partnership working led by the Council means that a new rail bridge is to be installed over one of Harrow's busiest traffic routes. A 100 year old bridge is a major bottleneck and is to be replaced with a wider bridge, following negotiation by Harrow and Ealing Council's, Network Rail, TfL and local residents.

Third Party Reporting. This is a major new initiative to encourage people to report race hate crime to a trusted member of the community on behalf of the Police, and was launched in July 2006. It is recognised as national best practice. Third Party Reporting sites address concerns for people who are uncomfortable talking to the Police.

Community TV. The Safer Harrow Community TV network is London's first dedicated TV network broadcasting community safety information directly to local people through plasma screens located at ten sites across the borough.

Broadcasts include missing person's appeals and road closures, and potentially vital local information in the event of major incidents.

Strategy and Business Support

'Question Time.' During 2006 the administration introduced regular question and answer sessions, at which the public can hold the Cabinet to account for manifesto pledges, and progress towards achieving them. The first of these was held in September 2006. Three more have been held since.

Prosperity Action Teams (PATs). These have been introduced as a new and innovative approach to public involvement. They are based on single or small groups of wards and led by Elected Members. They have a specific relatively small capital budget to resolve local issues outside of the normal budgeting and planning process.

Joint Team. Harrow Council and the Pension Service have embraced opportunities offered by the Joint Team to promote financial inclusion and tackle over-indebtedness of elderly residents in Harrow. One home visit takes place from a visiting officer who gathers information and passes it to a range of other agencies. This is a simple but original concept, which has improved social inclusion. The council helped older and vulnerable residents share an extra £1.5m benefit, and the work has been submitted for Beacon status.

Access Harrow. The Access Harrow project has created a new customer-focused one stop shop and contact centre. The process affected over 100 staff and has been recognised by both staff and trade unions as being well managed.

Benefits Team of the Year. The Council's benefits team has maintained its assessment as a four star service by the Audit Commission.

Organisational Focus

In December 2006 Harrow launched its Strategy for People 2006 – 2009. Its purpose is to provide the vision, direction and actions necessary to allow our workforce to manage and deliver our services and prepare for the challenges in the future. It has also been developed in response to the conditions of the pay and workforce strategy set out by the DCLG (Department for Communities and Local Government). The following are the main strategic areas for action, and these

are designed to make sure our values are promoted within our organisation, and with those who work in partnership with us.

The way Council Members and officers work with each other, our customers and our partners is crucial to our success. Our values, which guide how we work as **one council**, are:

- **Pride** – everyone is proud to work for us, celebrates our successes and avoids blaming
- **Participation** – we are non-hierarchical, so our actions and decisions result from engaging our communities, customers and staff
- **Performance** – we are focused on achieving the highest levels of performance to serve our customers
- **Positive work** – we communicate openly and work to create a positive working and learning environment. We encourage innovation and risk-taking
- **Partnership** – we are honest and build trust in our relationships
- **Personal accountability** - we take responsibility for our actions and behaviour

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Risk Register

Harrow Council has a formal risk management process that it uses to manage opportunities and risks effectively. These are systematically identified and managed to ensure that objectives are met, and services to the community are improved. The risk management process used is in line with recommended best practice and involves the identification, analysis, prioritisation and monitoring of risks.

The council has identified its key strategic risks. A risk register and action plans are in place which are reviewed regularly. Detailed risk registers and action plans for each directorate have been developed, and all service plans include a risk register.

The Strategic Risk Register sits alongside the Corporate Plan, and highlights risks that may affect the ability of Harrow Council to achieve its corporate objectives. Risks are mitigated through the action plans in each service plan and through the Council's governance and assurance framework.

Statement on Contracts

The Council is aware of and certifies that, where applicable, it has complied with the Code of Practice on Workforce Matters in Local Authority Service Contracts and has followed the Government (DCLG, formerly ODPM) statutory guidance on 'Best Value and Performance Improvement: Handling of workforce matters in contracting.'

**HARROW COUNCIL
REVENUE BUDGET SUMMARY 2007-2008**

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	2006-2007 Approved Budget £000	2007-2008 Original Budget £000
Local Demand - Borough Services		
Corporate	4,153	4,643
Business Development	15,901	13,934
Chief Executive's Office	1,340	1,320
People First	108,359	108,419
Urban Living	54,987	51,728
Pay and Price Inflation		6,446
Total Directorate Budgets	184,740	186,490
Capital Financing adjustments	(30,334)	(26,488)
Interest on Balances	(4,588)	(4,688)
Total – Baseline	149,818	155,314
Capitalisation	(1,440)	(1,240)
Contribution to Balances	0	1,000
RSG Amending report	208	0
Total Net Expenditure	148,586	155,074
Contribution re Collection Fund Deficit b/f	364	350

National Non-Domestic rate (NNDR)	(49,417)	(51,676)
Revenue Support Grant (RSG)	(9,539)	(8,673)
Local Demand on Collection Fund	89,994	95,075
Funds / Balances		
Balances Brought Forward	1,839	1,839
Adjustment to Balances	0	1,000
Balances Carried Forward	1,839	2,839
Council Tax for Band D Equivalent		
Harrow (£)	1,067.19	1,119.50
<u>Increase</u>		
Harrow (%)	2.49%	4.90%
Taxbase	84,326	84,926

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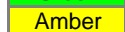

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Best Value Performance Indicators

APPENDIX

Traffic lights indicate performance against either CSCI bandings (for social care indicators), or local target as follows:

 This indicator is used in the CPA assessment

 On or exceeding target
 Slightly below target (up to 15%)
 Significantly below target

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
Adults' & Housing Services									
63	Energy Efficiency - average SAP rating of local authority owned dwellings	64	65	64	Amber	65	66	67	
184a	Percentage of local authority homes which were non-decent at 1 April	48	47	47	Green	66	41	23	This indicator shows the position at the start of each year, 184b records what has happened during the year. Thus a higher percentage change in 184b is reflected by a greater decrease in 184a in the following year. The converse is also true.
184b	Percentage change in % of non-decent homes in financial year	8.5	15	6.9	Red	46.8	48.8	82.6	A late start on the capital works programme meant that not as many properties as planned were completed in the year. The majority are scheduled for completion in June 2007.
212	Average time taken to relet local authority housing	42	35	32	Green	29	29	29	
74	Percentage of local authority housing tenants satisfied with overall service provided by landlord:								Satisfaction targets were set 3 years ago when the council was planning to establish an Arms Length Management Organisation. This survey confirmed tenants' view that the most important parts of the service are repairs and the quality of their homes. The new corporate property maintenance contract will improve the quality of the repair service. An independent tenant advisor has been appointed. The Housing Corporation is funding work around tenants' right to manage. Estate action days are planned on estates without Tenants' and Residents' Associations. Where Associations exist, the council is working more closely with them to improve
74a	All tenants	-	85	70	Red	-	-	-	
74b	Ethnic minority tenants	-	85	69	Red	-	-	-	
74c	Non-ethnic minority tenants	-	85	73	Red	-	-	-	
75	Percentage of local authority housing tenants satisfied with opportunities for participation in management and decision making in relation to housing services provided by the council as landlord:								
75a	All tenants	-	57	54	Amber	-	-	-	
75b	Ethnic minority tenants	-	57	54	Amber	-	-	-	

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
75c	Non-ethnic minority tenants	-	57	54	Amber	-	-	-	service delivery.
64	The number of private sector vacant dwellings that were returned into occupation or demolished during 2006/07 as a direct result of action by the local authority.	405	350	252	Red	250	250	250	Performance in 2005/6 was unusually high owing to a project resulting in the creation of 70 new dwellings from vacant commercial space. The target for 2006/7 was set on the assumption of continuing the success rate of the "Finder's Fee" direct letting service but this has not been sustainable.
164	Does the authority follow the CRE Code of Practice in rented housing and the Good Practice Standards for social landlords on tackling harassment?	Yes	Yes	Yes	Green	Yes	Yes	Yes	
202	The number of people sleeping rough on a single night within the borough	1	11	1	Green	5	5	5	
183a	Average length of stay in bed & breakfast accommodation for households which include dependant children or a pregnant woman and which are unintentionally homeless and in priority need (weeks)	1	1	4	Red	3	3	3	This measure relates to 8 households, of whom 6 are now in permanent council housing and 2 made their own arrangements. Performance is related to the reduction in procurement of temporary accommodation to meet Government targets and a shortage of "finder's fee" properties in the private sector.
183b	Average length of stay in hostels for specified households (as 183a) (weeks)	8.49	9	12	Red	11.5	11.5	11.5	This indicator in effect measures historic performance and reflects 38 households who were in hostels between 1999 and 2003.
203	Percentage change in average number of families which include dependant children or a pregnant woman, placed in temporary accommodation, compared with the average from the previous year	-11.47	-9	-5.84	Red	-5.84	-6.94	-6.94	The reduction has not been as great as planned owing to an increase in the number of families we have a duty to accommodate, a shortage of "finder's fee" properties (above) and a lack of available council accommodation.
213	Number of households who considered themselves as homeless who approached the council's housing advice service and housing advice casework intervention resolved their situation (per 1,000 households)	12	12	11	Amber	10	10	10	Amended figures for 2005/6 and targets.
214	Proportion of households accepted as statutorily homeless by the same authority within the last two years	0.83	1.68	0	Green	2	2	2	Amended figure for 2005/6.

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
195	Percentage of new older clients for whom the waiting time for assessment was acceptable (PAF D55)	84.1	85	85	Green	90	90	90	
196	Percentage of clients receiving all services in care packages within four weeks of completion of assessment (PAF D56)	71.5	85	83.3	Amber	85	85	85	
201	Number of adults and older people receiving Direct Payments, per 100,000 population aged 18 or over (PAF C51)	65.9	90	70	Amber	100	100	100	CSCI Amber (fair) banding. Little growth in Direct Payments is due to a combination of difficulty in finding people to carry out the work for the rates available; reviews of service users against criteria resulting in some being found ineligible; and the complexity of the application process, which acts as a disincentive. A new initiative is expected to increase numbers in 2007/8.
53	Number of households receiving intensive home care per 1,000 population aged 65 or over (PAF C28)	18.6	20	13.4	Green	12	12	12	CSCI light green (good). A complete review of cases and strict application of eligibility criteria resulted in many care packages being reduced. Further reduction is likely and is reflected in targets.
54	Number of older people helped to live at home per 1,000 population aged 65 or over (PAF C32)	80.5	84	69.2	Amber	80.5	80.5	80.5	CSCI orange (ask questions). Similar comments apply as for BV53 above. In addition, some clients withdrew in advance of charges for service planned for 2007/8.
56	Percentage of items of equipment delivered within 7 working days (PAF D54)	75	85	84.4	Green	90	90	90	
	Community & Environment								
156	The percentage of local authority owned buildings open to the public in which all public areas are suitable for and accessible to disabled persons.	53	70						<i>data/targets awaited</i>
126	Domestic Burglaries recorded per 1,000 households	19.3	17.6	15.8	Green	15.43	15.43	15.43	
127a	Violent Offences committed per 1,000 population	19.2	15.7	17.9	Amber	-	-	-	Police have not set a Violent offences target that can be aligned with the definition of Violent offences under BV127a.
127b	Robberies recorded per 1,000 population	4.1	3.2	3.6	Amber	3.18	3.18	3.18	
128	Vehicle Crime recorded per 1,000 population	13.2	12	12.4	Amber	9.35	9.35	9.35	

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
174	Number of racial incidents recorded by the authority, per 100,000 population	129.38	130	165.89	Green	170	170	170	Targets based on previous actual but performance tends to be less predictable. New complaints system and Third Party Reporting are likely to lead to higher figures.
175	Percentage of racial incidents which resulted in action	60.81	60	99.72	Green	99	99	99	A review of recording by schools has resulted in many more incidents being identified as acted upon.
165	Percentage of pedestrian crossings with facilities for disabled people	100	100	100	Green	100	100	100	
166a	Best practice checklist score - Environmental Health	100	100	100	Green	100	100	100	
166b	Best practice checklist score - Trading Standards	100	100	100	Green	100	100	100	
199a	Percentage of streets & land below standard - litter & detritus	31	25	34	Red	25	25	25	Service levels have reduced as a consequence of budget reductions.
199b	Percentage of streets & land below standard - graffiti	15	15	8	Green	15	15	15	Graffiti control has been very successful. Budget reductions mean that graffiti is no longer removed from private property adjoining the highway, which may impact on this indicator.
199c	Percentage of streets & land below standard – flyposting	1	1	1	Green	1	1	1	
199d	Effectiveness of action against flytipping	n/a	Good			Very effective	Very effective	Very effective	Data for Actual 2006/7 awaited from DEFRA
89	Percentage of residents satisfied with cleanliness standards (3-yearly survey)	-	70	56 (+/-3)	Red	-	-	-	Reduced levels of satisfaction reflect the significant reduction in the service budget in 2006/7.
215a	Average time to repair street lighting which is under the control of the local authority (days)	2.79	5	2.52	Green	5	5	5	Contractor's response times have proved much better than contract limit.
215b	Average time to repair street lighting where response time is under the control of a Distribution Network Operator (days)	13.4	14	13.73	Green	14	14	14	
216a	Contaminated land – number of sites of potential concern	563	550	542	Green	540	520	500	
216b	Percentage of sites of potential concern with sufficient detailed information to decide whether remediation of the land is necessary	1	1	3.8	Green	1	1	1	Revised working method and an upturn in redevelopment of brownfield sites have improved performance.
217	Percentage of pollution control improvements to existing installations completed on time	100	100	100	Green	100	100	100	
218a	Percentage of new reports of abandoned vehicles investigated within 24 hours	81.5	100	94.06	Amber	87.5	90	90	Lower targets reflect a reduced resource available.

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
218b	Percentage of abandoned vehicles removed within 24 hours from the point at which the authority is legally entitled to do so	100	100	100	Green	90	90	90	
106	Percentage of new homes built on previously developed land	100	100	100	Green	100	100	100	
109a	Percentage of major planning applications determined within 13 weeks	51	60	72.9	Green	60	60	60	The realignment of resources within Development Management and revision of processes has significantly improved efficiency and led to all targets being exceeded. The council expects to have the designation as Planning Standards Authority removed, but this will not occur till 2008/9.
109b	Percentage of minor planning applications determined within 8 weeks	72	65	71.4	Green	65	65	65	
109c	Percentage of other planning applications determined within 8 weeks	91	80	85.6	Green	80	80	80	
204	Percentage of appeals allowed against the authority's decision to refuse planning permission	50	28	41	Red	33	30	28	Existing Planning policies are currently under review as part of the Local Development Framework process, which should improve success rate over time.
205	Quality of planning service checklist score (%)	83.33	89	*	-	90	100	100	*Actual 2006/7 awaited as the result of an e-planning audit carried out in Mar/Apr 07 not yet available.
111	Percentage of planning applicants satisfied with the service (3-yearly survey)	-	70	55 (+/- 7)	Red	-	-	-	Turnaround times had been unreliable at the time of the survey and the council was designated as a Planning Standards Authority. These problems have since been addressed - see 109a-c.
219a	The number of Conservation Areas in the local authority area	28	28	28	Green	28	28	28	
219b	The percentage of Conservation Areas with an up to date character appraisal	11	28	32	Green	50	80	100	
219c	The percentage of Conservation Areas with published management proposals	0	18	32	Green	50	80	100	An early completion and revised advice from English Heritage resulted in more proposals being completed than anticipated.
200a	Did the local planning authority submit the local development scheme (LDS) by 28/3/2005 and thereafter maintain a 3 year rolling programme?	Yes	-	Yes	Green	Yes	Yes	Yes	The LDS was amended in November 2006. Further changes are required and will be addressed in summer 2007.
200b	Has the local planning authority met the milestones which the current LDS sets out?	No	-	Yes*	Green	Yes	Yes	Yes	*The current LDS was adopted in November 2006. Some of the milestones in the previous scheme were missed.
200c	Did the local planning authority publish an annual report by 31 December each year?	Yes	Yes	Yes	Green	Yes	Yes	Yes	
220	Compliance against the Public Library Service Standards	9	9	8	Amber	8	7	7	

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
118	Percentage of library users who found the book they wanted to borrow or the information they were looking for and were satisfied (3-yearly survey) -								These results surpassed their targets and confirm a high level of satisfaction with library services, reflecting the investment made by the council.
118a	Users who found book to borrow	-	70	83.5	Green	-	-	-	
118b	Users who found information they wanted	-	65	71.6	Green	-	-	-	
118c	Users satisfied with library overall	-	90	90.6	Green	-	-	-	
119b	Percentage of residents satisfied with libraries (3-yearly survey)	-	69	75 (+/-2)	Green	-	-	-	

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
170a	Number of visits to museums/galleries per 1,000 population (includes web visits)	336	400	324	Red	420	441	463	The museum was closed for nearly two months, when the managing organisation went into liquidation, and was then re-opened part-time. This has reduced the number of visits possible. In addition, restoration works to the adjacent Manor House made access difficult.
170b	Museum/gallery visits that were made in person per 1,000 population	101	138	92	Red	145	152	160	
170c	Pupils visiting museums/ galleries in school groups	1155	1161	248	Red	1219	1280	1344	
119c	Percentage of residents satisfied with museums/galleries (3-yearly survey)	-	32	23	Red	-	-	-	See above.
119d	Percentage of residents satisfied with theatres/concert halls (3-yearly survey)	-	37	25	Red	-	-	-	
119e	Percentage of residents satisfied with parks and open spaces (3-yearly survey)	-	67	68	Green	-	-	-	The significant improvement in satisfaction rating for this service since 2003/4 reflects the council's substantial investment in parks.
119a	Percentage of residents satisfied with sport and leisure facilities and events (3-yearly survey)	-	50	47	Amber	-	-	-	
99	Road Accident Casualties -								
99a(i)	Number Killed or Seriously Injured (KSI) - all	83	80	76	Green	72	68	64	Ongoing investment in road safety education, implementation of a number of Safe Routes to School and 20mph zone schemes around schools has been very successful, exceeding expectations.
99a(ii)	% change in all KSI since previous year	-4.8	-3.6	-3.8	Green	-5.3	-5.6	-5.9	
99a(iii)	% change in all KSI since 1994-98 average	-32	-34.3	-38	Green	-41	-44	-47	
99b(i)	Number KSI - children under 16	12	11	4	Green	4	4	4	
99b(ii)	% change in children KSI since previous year	-29	-8.3	-67	Green	0	0	0	
99b(iii)	% change in children KSI since 1994-98 average	-39	-44.4	-80	Green	-80	-80	-80	
99c(i)	Number - slight injury - all	625	606	564	Green	558	552	546	
99c(ii)	% change in slight injury number since previous year	5	-3	-10	Green	-1	-1	-1	
99c(iii)	% change in slight injury number since 1994-98 average	-14	-16.7	-22	Green	-23	-24	-25	
100	Number of days traffic controls in place on traffic sensitive roads per km	0.62	0.6	0.77	Red	0.8	0.8	0.8	Higher than anticipated owing to more extensive works being needed in Station Road than foreseen, and to additional schemes being implemented.
178	Percentage of rights of way footpaths easy to use by the public	100	100	100	Green	100	100	100	
187	Percentage of surface footways (categories 1, 1a and 2) where structural maintenance should be considered	14.71	21	19	Green	14	20	13	

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
223	The percentage of the principal road network where structural maintenance should be considered	13	12	10	Green	12	11	10	Additional funds from TfL meant that more works on the principal road network were possible.

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
224a	The percentage of the non-principal classified road network where structural maintenance should be considered	4	3.9	7	Red	12	11	10	The 2006/7 actual represents the second year of a new survey methodology. Most carriageway resurfacing in 2005/6 was carried out after the survey had taken place so did not reflect till 2006/7.
224b	The percentage of the unclassified road network where structural maintenance should be considered	12.68	12	12	Green	11	10	9	
225	Actions against domestic violence – percentage complete against checklist	73	100	91	Amber	100	100	100	
82ai	Percentage of household waste recycled	13.64	13.9	14.7	Green	18	19	20	
82aii	Tonnes of household waste recycled	13930	14000	15005	Green	18000	19000	20000	
82bi	Percentage of household waste sent for composting	12.3	16.1	13	Red	17	18	20	Problems with contamination of Brown Bin waste meant that many loads were redirected to landfill. Enforcement action has now reduced the rejection rate from 60% to 7%.
82bii	Tonnes of household waste sent for composting	13312	16500	13265	Red	17000	18000	20000	See above.
82ci	Percentage of household waste used for energy recovery	0	0	0	-	0	0	0	
82cii	Tonnes of household waste used for energy recovery	0	0	0	-	0	0	0	
82di	Percentage of household waste sent to landfill	73.4	70	72.3	Amber	65	63	60	
82dii	Tonnes of household waste sent to landfill	74905	71500	73808	Amber	65000	63000	60000	
84a	Kilograms of household waste collected per head of population	484	511	477	Green	482	487	492	
84b	Percentage change in kg of household waste collected per head since previous year	-3	5.58	-1.45	Green	1.05	1.04	1.03	
86	Cost of waste collection per household (£)	78.72	98.42						<i>actual and targets awaited</i>
91a	Percentage of population served by kerbside collection of recyclables (one recyclable)	80	81	85.6	Green	90	95	98	Estimated outturn 2006/7.
91b	Percentage of population served by kerbside collection of recyclables (2+ recyclables)	80	81	85.6	Green	90	95	98	
90a	Resident satisfaction with household waste collection (3-yearly survey)	-	70	56 (+/-3)	Red	-	-	-	The reduced satisfaction rate reflects early problems with changes in the service, which were experienced shortly before the survey and which have since been corrected.
90b	Resident satisfaction with recycling facilities (3-yearly survey)	-	85	57 (+/-3)	Red	-	-	-	As for 90a.
90c	Resident satisfaction with civic amenity site (3-yearly survey)	-	80	75 (+/-3)	Amber	-	-	-	

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
	Children's Services								
161	The ratio of the percentage of those young people looked after on 1 April in their 17th year (age 16) who were engaged in education, training or employment at the age of 19 to the percentage of young people in the population who were so engaged at age 19 (PAF A4)	0.95	0.95	0.87	Green	0.95	0.95	0.95	CSCI "dark green" banding. Actual denominator based on 2005 Labour Force Survey, as required.
162	Percentage of child protection cases due for review in the year that were reviewed (PAF C20)	100	100	96.2	Amber	100	100	100	
163	Children Looked After adopted during the year as a percentage of those who, at 31 March, had been looked after for 6 months or more (PAF C23)	5.7	8	2.7	Red	8	8	8	A number of adoption cases were delayed due to highly contested Court Proceedings and additional assessments ordered. Current cases are on track to meet 2006/7 target, reflecting the positive impact of the council's partnership with Coram.
181a	Percentage of 14-year olds achieving Level 5 or above in Key Stage 3 English	82	79	80	Green	82	82	Set in Autumn 2007	
181b	Percentage of 14-year olds achieving Level 5 or above in Key Stage 3 Maths	79	79	81	Green	80	82	Set in Autumn 2007	
181c	Percentage of 14-year olds achieving Level 5 or above in Key Stage 3 Science	73	76	74	Amber	78	78	Set in Autumn 2007	
181d	Percentage of of 14 year olds achieving Level 5 or above in Key Stage 3 ICT	65	77	60.5	Red	75	75	Set in Autumn 2007	Targets were originally set for Harrow on an assumption of matching performance in other subjects but this predated national development of assessment and testing. As this is still changing, target setting must be viewed as developmental.
194a	Percentage of 11 year olds achieving Level 5 or above in Key Stage 2 English	28	41	39	Amber	41	41	Set in Autumn 2007	
194b	Percentage of 11 year olds achieving Level 5 or above in Key Stage 2 Maths	36	41	38	Amber	41	41	Set in Autumn 2007	
38	Percentage of pupils aged 15 with 5+ GCSEs A*-C	61.3	64	64	Green	67.5	68.2	Set in Autumn 2007	
39	Percentage of pupils with 5+ GCSEs A*-G including English & Maths	90.6	95	91.8	Amber	95	95	95	
40	Percentage of pupils achieving Level 4 or above in Key Stage 2 Maths	78	85	79	Amber	85	85	Set in Autumn 2007	

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
41	Percentage of pupils achieving Level 4 or above in Key Stage 2 English	82	85	85	Green	85	85	Set in Autumn 2007	
43a	Percentage of statements of Special Educational Need prepared within 18 weeks, excluding "exceptions to the rule" under the SEN Code of Practice	99	100	98.9	Amber	100	100	100	
43b	Percentage of statements of Special Educational Need prepared within 18 weeks, including "exceptions to the rule"	98	90	99.2	Green	95	95	95	
45	Percentage of half days missed due to absence in secondary schools	6.47	6.9	6.55	Green	6.78	6.16	Set in Autumn 2007	
46	Percentage of half days missed due to absence in primary schools	5.37	4.7	5.78	Red	4.7	4.7	Set in Autumn 2007	Primary schools absence rates in Harrow have mirrored an upward trend nationally, against a challenging local target. Overall the trend has been significantly downward since 2002/3 and Harrow ranks 5th lowest in London. Harrow's "unauthorised" rate ranks in the best 5% nationally.
222a	Percentage of leaders in early years/childcare settings qualified at level 4 or above	19.54	26	37	Green	41	48	50	
222b	Percentage of leaders in early years/childcare settings which have input from staff with relevant graduate or postgraduate training	12	12	20	Green	0.15	0.18	0.22	
221a	Percentage of young people aged 13-19 gaining a recorded outcome compared with the percentage of young people in the borough participating in youth work	81	83	80	Amber	80	80	81	Recorded outcomes may be evidenced by the young person and their youth worker. Accredited outcomes (221b below) are subject to independent verification or externally assessed by an awarding body.
221b	Percentage of young people aged 13-19 gaining an accredited outcome compared with the percentage of young people in the borough participating in youth work	4	7	7	Green	5	4	5	Increased actual in 2006/7 reflects increased demand for Duke of Edinburgh Award Scheme.
49	Stability of placements of Children Looked After by reference to the percentage looked after on 31 March with three or more placements in the year (PAF A1)	19	16	13.8	Green	12	10	-	Targets as in Local Area Agreement running to 2009.
50	The percentage of young people leaving care aged 16 or over with at least one GCSE at grade A*-G or a GNVQ (PAF A2)	42	57	38	Amber	62	65	-	CSCI Amber banding. The small size of the cohort means wide fluctuations in the percentage can occur. NVQ vocational qualifications are specifically excluded here. Forward targets are as in the Local Area Agreement running to 2009.

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
197	Percentage change in number of conceptions amongst 15-17 year olds	24	-15	11	Red	-1	-2	-3	Figures improved significantly between years although fell well short of target. This data relates to 2005, since when resources have increased and several new initiatives have taken place, including "clinic in a box" which was commended nationally.
Strategy and Business Support									
3	Percentage of residents satisfied with the overall service provided by the council (3-yearly survey)	-	60	42 (+/-3)	Red	-	-	-	This result fell significantly below target and is attributable in part to the service problems at 82a above. The council's improvement plan addresses areas of customer dissatisfaction and we expect to see strong improvement in this indicator.
4	Percentage of complainants who were satisfied with complaints handling (3-yearly survey)	-	-	24 (+/-4)	-	-	-	-	Since the time of the survey the council has implemented a new complaints system that will enable better tracking and faster resolution of complaints.
8	Percentage of invoices paid on time	85.25	86	80.75	Amber	95	96	97	Transfer to a new IT system affected performance in 2006/7 but future years' targets reflect the capability of the new system.
9	Percentage of Council Tax collected in year	97.05	97	96.96	Green	97.15	97.25	97.25	
10	Percentage of non-domestic rates collected in year	97.43	98	97.58	Green	98	98.15	98.15	
2a	Equality Standard for Local Government - level attained by the authority	3	4	4	Green	4	5	5	
2b	Duty to promote racial equality - score against checklist	84.2	94.4	74	Red	84	100	100	Some improvements but some other criteria no longer met, e.g. 3-year Racial Equality Scheme and satisfaction and complaint ratings. An improvement plan is in place.
11a	The percentage of the top 5% of earners in the authority that are women	30.79	35	37.04	Green	39	41	43	
11b	The percentage of the top 5% of earners in the authority that are from ethnic minorities	13.67	15	17.46	Green	18.5	19.75	21.5	
11c	The percentage of the top 5% of earners in the authority with a disability (excluding those in maintained schools)	2.48	3.25	4.01	Green	4.5	5	5.5	

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
12	The average number of days lost per employee due to sickness	10.08	8.88	10.34	Red	9.5	8.7	7.92	Performance has worsened and this is now a major focus. Forward targets have been set with a view to reaching the present top quartile for London in 2009/10.
14	The percentage of employees taking early retirement (excluding ill health)	0.77	0.45	1.34	Red	2.5	1	1	More early retirements occurred in 2006/7 and, in the context of a current organisational review, budget savings and the associated change management programme, it is expected that more will occur.
15	The percentage of employees retiring on grounds of ill health	0.25	0.35	0.34	Green	0.35	0.35	0.35	
16a	The percentage of employees declaring that they meet the disability definition in the Disability Discrimination Act 1995	2.59	3.25	2.34	Red	3	3.25	3.5	The number of staff declaring a disability decreased from 163 to 156. Given limited recruitment in the year, this is mainly through turnover. However, the database for calculating this PI changed mid year, giving better quality data, but potentially also contributing to the variance.
16b	The percentage of economically active disabled people in the borough	11.1	-	11.1	-	-	-	-	Targets are not required for this figure, which is taken from Census data.
17a	The percentage of employees from minority ethnic communities	32.25	34	37.09	Green	39	41	42	
17b	The percentage of the economically active population of the borough that are from ethnic minorities	42.7	-	42.7	-	-	-	-	Targets are not required for this figure, which is taken from Census data.
66a	Rent collected as a percentage of rents owed on Housing Revenue Account dwellings	97.95	98.1	96.62	Amber	98.2	98.5	99	
66b	Percentage of housing tenants with more than 7 weeks of rent arrears	15.56	14	6.67	Green	6	5.5	5.5	The actual 2006/7 is based on improved reporting and provides a more accurate indication of performance.
66c	Percentage of housing tenants served with Notices Seeking Possession for rent arrears	26.66	28	23.98	Green	21.93	19.93	17.06	
66d	Percentage of housing tenants evicted as a result of rent arrears	0.14	0.17	0.04	Green	0.18	0.18	0.18	Timely preventative work meant that only 3 tenants were evicted, compared with an assumption of 9.
76a	Housing Benefit Security - the number of claimants visited per 1,000 caseload	232	200	206	Green	-	-	-	Indicator deleted 2007/8.
76b	Number of Benefit fraud investigators employed per 1,000 caseload	1.28	1.28	1.24	Amber	1	1	1	

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
76c	Number of Benefit fraud investigations per 1,000 caseload	15.11	15.11	12.65	Red	13	13	13	A drop of 16% in the number of investigations is counterbalanced by an increase of 32% in sanctions, which confirms that work is being more effectively targeted.
76d	Number of successful sanctions per 1,000 Benefits caseload	3.65	4.25	4.87	Green	4.25	4.25	4.25	
78a	Average number of days to process new Benefits claims	22	22	21	Green	20	20	19	
78b	Average number of days to action Changes of Circumstances for Benefit claims	5	5	3	Green	4	4	4	Better use of IT and changed working methods have enabled significant improvement in turnaround.
79a	Percentage of cases where Housing and Council Tax benefit was correctly calculated	99.2	99	99.2	Green	99	99	99	
79bi	Housing Benefit overpayments recovered as a % of all Housing Benefit overpayments identified during the year	60	62	68	Green	65	67	68	
79bii	Housing Benefit overpayments recovered as a % of the total debt outstanding at the start of the period plus overpayments identified during the year	27.89	32	28.14	Amber	30	31	32	
79biii	Housing Benefit overpayments written off as a % of the total debt outstanding at the start of the period plus overpayments identified during the year	2.01	2.5	24.8	-	2.5	2.5	2.5	A significant amount of debt was written off under bad debt provisions.
80	Percentage of Benefits applicants surveyed (3 yearly survey) who were satisfied with -								
80a	Contact/access facilities in the benefits office	-	80	76 (+/- 3)	Amber	-	-	-	These indicators show significant improvement since 2003/4, with overall satisfaction exceeding expectation. Variations between individual headings can be attributed to specific circumstances at the time.
80b	Service in the benefits office	-	80	80 (+/-4)	Green	-	-	-	
80c	Telephone service	-	80	54 (+/-7)	Red	-	-	-	
80d	Staff in the benefits office	-	80	79 (+/-3)	Amber	-	-	-	
80e	Clarity of forms etc	-	80	69 (+/-4)	Amber	-	-	-	
80f	Time taken for a decision	-	80	77 (+/-3)	Amber	-	-	-	
80g	Overall satisfaction	-	80	82 (+/-3)	Green	-	-	-	
226a	Total amount spent by the authority on advice and guidance services provided by external organisations	-	-	*	-	*	*	*	* The authority is currently unable to report these figures

BV no	Description	Actual 2005/06	Target 2006/07	Actual 2006/07	Traffic light	Target 2007/08	Target 2008/09	Target 2009/10	Comments
226b	Percentage of monies spent on advice and guidance service provision which was given to organisations holding the CLS Quality Mark at "General Help" level and above	-	-	*	-	*	*	*	as above
226c	Total amount spent on advice and guidance in the areas of housing, welfare benefits and consumer matters which is provided directly by the authority to the public	-	-	*	-	*	*	*	as above

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Cabinet/Committee:	Overview and Scrutiny
Date of Circulation:	10 th July 2007
Subject:	Local Area Agreement – Annual Performance update
Responsible Officer:	Paul Najsarek – Director, People, Performance and Policy
Portfolio Holder:	Chris Mote
Exempt:	No

SECTION 1 – SUMMARY

This report updates the Committee on performance against the indicators in the local area agreement and, in particular, progress against the stretched indicators, which have reward funding allocated to them. The HSP Board has identified those stretched indicators that require follow up action and has requested an action plan from the relevant management group chairs.

FOR INFORMATION

SECTION 2 - REPORT

1. In January 2006, the HSP Board agreed a structure for managing and monitoring the performance of the partnership by utilising the Council's performance management system. It was agreed to build balanced scorecards to monitor the outcomes of each management group, the performance and value added of the partnership and undertake a self-assessment questionnaire.
2. Five scorecards (Safer Harrow, Sustainable Development and Enterprise, Community Cohesion, Children and Young People Partnership and Healthier Communities and Older People) have been developed and uploaded in the council's performance system and have been used to report on the last two quarters performance.
3. It is important that the performance against the indicators and, in particular, against the stretched indicators is regularly monitored to ensure targets are being met.
4. The HSP's role is to challenge under-performance, identify indicators that are at risk of not achieving their targets and hold the relevant management group chair to account. Overview and Scrutiny Committee's role is to ensure that proper performance management takes place, examine overall progress and identify potential improvements.
5. Eleven out of the possible 12 stretched LAA targets were negotiated and agreed with government in 05/06 for inclusion in Harrow's 3-year local area agreement. The 12th stretched target "the number of businesses (new and existing) supported through the Harrow mentoring package" was negotiated in 06/07 and will commence in 07/08.
6. At the end of the first year of the LAA, 8 out of the 11 indicators have met or exceeded their target.
7. At the time of writing, the results for 1 of the stretched targets were not available. Three of the stretched indicators are just below target or performing poorly. The two indicators, which are currently at greatest risk of not achieving their three-year target, are in bold.

Stretched Indicators		Q4 Actual	Score
1	Number of residential burglary where victim is over 75 years	148	Excellent
2	Reduction in the number of non-residential burglary in the borough	625	Excellent
3	Proportion of adults saying they are in fear of being a victim of crime	37.66%	Excellent
4	% of residents who consider suite of ASB as a 'fairly' or 'very big' problem	34.2%	Excellent
5	Breastfeeding <ul style="list-style-type: none"> Rates of exclusive breastfeeding at 6 weeks Breastfeeding initiation rates 	58%	Excellent
		70.43%	Excellent
6	Exclusions <ul style="list-style-type: none"> Reduction of permanent exclusions Reduction of fixed term exclusions Improved attendance at 25% worst performing schools <ul style="list-style-type: none"> Primary schools Secondary Schools 	37	Excellent
		1400	Intervention
		7.11%	Intervention
		7.55%	Intervention
7	Average points score per pupil at level 2 at age 16	389.7	Good
8	% of young people aged 16-18 who are NEET	4.53%	Excellent
9	Smoking <ul style="list-style-type: none"> Number of homes in Harrow that sign up to be smoke free Number of 4-week smoking quitters who attended the NHS smoking service per 100,000 population 	1008	Excellent
		1261	Good
10	Proportion of adults who say that people from different backgrounds get on well in their neighbourhood	52%	OK
11	Number of adults volunteering in Harrow <ul style="list-style-type: none"> Number of socially excluded adult volunteers in Harrow Number of adult volunteers in Harrow 	Data not available till August 07/08	

8. As part of the six-month review of the Local Area Agreement (LAA), the Government Office for London offered the Partnership the opportunity to receive expert assistance from a Neighbourhood Renewal Advisor (NRA).

9. The NRA has specifically looked at how the partnership can influence local residents' perceptions of the borough through the LAA programme or by other means in order to achieve the targets measured by the MORI Quality of Life survey. He has also worked towards developing the skills and capacity of the HSP to acquire and collate proxy data from delivery agencies where data is currently collected only annually. His draft report has recently been received and is being evaluated but it is hoped that this work will help assist us to be more proactive in managing performance and developing early remedial actions where necessary.

SECTION 4 - CONTACT DETAILS AND BACKGROUND PAPERS

Contact: Mike Howes, Service Manager, Policy and Partnerships

Background Papers: LAA Scorecards

LAA Quarterly Performance Management (Safer Harrow Management Group) 2006/07

PROPERTY CRIME

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Number of residential burglary where victim is over 75 years (STRETCHED) – (LAA)	SW	389			355	66	336	121	318	148	
Reduction in the number of non-residential burglary in the borough (STRETCHED) - LAA	SW	749			725	361	712	562	700	625	

VIOLENT CRIME

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Domestic violence BVPI 225 (SHMG LOCAL TARGET)	HW	7/11 standards			11/11	7/11	11/11	9/11	11/11	10/11	
BCS violent crime reduction rate (SHMG LOCAL TARGET)	SW	2219	0%	+6%	0% Inc	1.2%	0% inc	-0.4%	0%	-2.8%	

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PROLIFIC AND PRIORITY OFFENDERS

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
% of PPOs identified as drug/alcohol mis-users to be assessed within 10 working days (LAA)	MP	New target			100	100	100	100	100%	100%	
% of identified prolific and priority offenders do not offend (LAA)	MP	84%			85%	25%	85%	83%	85%	85%	
Provision of suitable housing offered to PPOs on release from prison if required (LAA)	MP	New target			80	63%	72%	100%	100%	100%	

DRUGS AND ALCOHOL

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Number of trained volunteers to disseminate the drug awareness messages and support the community – (LAA)	RC								20 and 130 BME	24 and 304 BME	Annual
Increase year on year the proportion of problem drug users sustaining or successfully completing drug treatment programmes – (LAA)	RC								72%	74% (Feb 07)	Annual
Number of young people receiving treatment for drugs and alcohol (SHMG LOCAL TARGET)	RC	130			150	119	150	126	150	142	Targets to be rectified for quarters 1,2 and 3 to accurately reflect seasonal changes
Increase the number of problem drug users in treatment (SHMG LOCAL TARGET)	RC	529			780	693	780	703	780	792	Targets to be rectified for quarters 1,2 and 3 to accurately reflect seasonal changes
Numbers entering treatment (tier ¾) via the criminal justice system (SHMG LOCAL TARGET)	RC	104							120	103	South Harrow site was closed for refurbishment in Jan/Feb and therefore the people in custody were transferred to Kilburn.

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YOUNG PEOPLE AND SAFER HARROW

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Reduce the proportion of young offenders who re-offend (LAA)	RS	38%									Commence 07/08
Prevent offending of young people 10-17 (number of first time entrants into the criminal justice system) (SHMG LOCAL TARGET)	Mital	128			-2%	54	-2%	54	-2%	45	
Provide effective restorative justice systems (SHMG LOCAL TARGET)	Mital	82% of victims offered RJ, 58% participate and 97% satisfied with outcomes							100% of victims offered RJ, 75% participate and 80% satisfied with outcomes	100% of victims offered RJ, 100% satisfied with outcomes	

ASB, FEAR OF CRIME AND LIVEABILITY

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Proportion of adults saying they are in fear of being a victim of crime (STRETCHED) LAA	GLR	41.0%		N/A					38.44%	37.66%	Annual
Increase number of NHW schemes (LAA)	DP				237	242	242	227	247	230	Refresh of database of active schemes. First quarter is not accurate
Number of parks brought up to full Green Flag standard (LAA)	DC	0			0	0	0	0	0	0	
Satisfaction rating with new ASB service (service fair or better) - LAA	JM	To be established		N/A					50%		Annual June/July 07 survey to take place
% of residents who consider suite of ASB as a 'fairly' or 'very big' problem (STRETCHED) - LAA		49.9%							47.23%	34.2%	Annual
Number of deliberate fires (SHMG LOCAL TARGET)	MH	348			-10%	149	-10%	200	-10%	239	
Harrow Business Against Crime Initiative – number of agencies - (LAA)	IP	44			48	60	53	60	60	60	

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OVERARCHING SAFER HARROW TARGETS

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Increase the percentage of people who feel that the Police in this area are doing a very good job (LAA)		63% (06/07)									To commence 07/08
Corporate Performance Assessment rating by Audit Commission (SHMG LOCAL TARGET)	Ian Pearce	Fair			Good	Internal rating excellent	Good	Internal rating Excellent	Good	Internal rating Good	
Mainstreaming of Section 17 Crime and Disorder Act (SHMG LOCAL TARGET)	Ian Pearce	2/10			10/10	6/10	10/10	6/10	10/10	6/10	Remaining 4 relate to training. £ received from GOL to act on this for 07/08
D. Total overall BCS Crime (LAA)	Steve While	10832 (03/04)			-8%	1.6%	-8%	-1.3%	-8%	-7.3%	

COMMUNITY INVOLVEMENT AND DIVERSITY

Appendix 1 – HSP Executive 31st May 2007

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Number of third party reporting sites (LAA)	JB	0			6	11	6	11	6	11	
Assessment carried out of BVPI 174 & 175 compliance by March 2007 (SHMG LOCAL TARGET)	JB	No assessment									During 06/07 only some council departments have produced returns, which has provided inaccurate and meaningless figures. To address this 3 rd party reporting has being set up to provide a coherent referral pathway to enable reporting on 174 and 175 and awareness raising amongst managers as part of Harrow Rules. A council owner of this indicator needs to be identified.
Number of community members engaged in MAF activities (SHMG LOCAL TARGET)	JB	200			322	232	384	330	450	200	Current indicator is not a SMART indicator. The target is to be replaced in 07/08 with a smarter target focusing on community tension indicators.

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LAA Quarterly Performance Management (Children and Young People Strategic Partnership) 2006/07

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Rates of exclusive breastfeeding at 6 weeks (STETCHED A)	SS	33%							39% (2009)	58%	Annual
Breastfeeding initiation rates (STRETCHED B)	SS	59.6%			61	72	61.50	67%	62%	70.43%	
Rates of admission to hospital for children aged under 1 yr for respiratory infections and Gastro-enteritis	LT - SS	67							Agreed baseline -1%	67	Baseline to be established
Numbers of young people accessing sexual health services	DH	3257 (06/07)							Annual	3257	Under 19
Number of young people from vulnerable and disadvantaged groups accessing sexual health services	DH	112 (06/07)							Annual	112	
% change in the rate of teenage conceptions per 1,000	DH	33.6			31.20	30.7	30		Agreed baseline -1%	30.1	

Appendix 1 – HSP Executive 31st May 2007

Education achievement of 11 yr olds	DH	55%							57%		Annual
A – English										57	
B – Maths										13	
C - Science										71	
% of young people leaving care at 16+ with GCSE grade A-G	DH	55%							57%	Not yet available	Figure available in September
Care leavers getting 5+ GCSE	DH	12%							15%	Not yet available	Figure available in September
% Health checks of CLA	DH	84%			87	86%	88.50	81.6%	90%	88%	
% CLA with three or more placements	DH	19%			18	8.13%	17	4.61%	16%	11.3%	
Reduction of permanent exclusions (STRETCHED A)	DH	67							27 (2009)	37 (05/06 academic yr)	The figures cited are for Sep 2006 for the 05/06 academic year
Reduction of fixed term exclusions (STRETCHED B)	DH	1130							964 (2009)	1400 (05/06 academic year)	This indicator is currently under investigation
Improved attendance at 25% worst performing schools (primary and secondary) in Harrow LA area with regard to attendance a) Primary Schools (STRETCHED C)	DH	6.76%							6.3%	7.11% (05/06 academic year)	The figures cited are for Sep 2006 for the 05/06 academic year
Improved attendance at 25% worst performing schools in Harrow LA area with regard to attendance b) secondary schools (STRETCHED D)	DH	7.36%							6.4%	7.55% (05/06 academic year)	The figures cited are for Sep 2006 for the 05/06 academic year
Average points score per pupil at level 2 at age 16 (STRETCHED)	DH								389.7	389.7 (05/06 academic year)	The figures cited are for Sep 2006 for the 05/06 academic year
% of young people aged 16-18 who are NEET (STRETCHED)	DH				5.35	4.90	5.35	5.1	5.35	4.53%	

LAA Quarterly Performance Management (Healthier Communities and Older People) 2006/07

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Number of homes in harrow that sign up to be smoke free (STRETCHED)	SS	0			400	387	600	602	1000	1008	
Number of 4-week smoking quitters who attended the NHS smoking service per 100,000 population (STRETCHED)	SS	1000	270	268	540	535	840	823	1252	1261	
Percentage of schools engagement in Healthy Schools Programme	DH								43	50	Annual
Total number of people aged 15-75 registered with a GP practice with their BMI recorded in the last 15 months	SS	35/39					39/39	39/39	39/39	39/39	
The % of adults participating in at least 30 minutes moderate intensity sport and active recreation (including recreational walking) on 3 or more days a week	JS								22.1%	18.6%	Annual
The number of visitors to local authority facilities	CJ	963,414 (05/06)						783,355	912,089	1,019,285	
Intensive homecare per 1000 population aged 65+	DH	14.7							16	13.4	Level of homecare has dropped as a result of extensive review activity in response to budget constraints. It remains within the good (light green) CSCI banding
Admissions of supported residents aged 65+ nursing/residential care	DH	70							75	Not available	Data available 31 st May 2007
Acceptable waiting time from contact to beginning of assessment	DH	56.9			63	77.80	66	87.3	70	88.9	Provisional figure 13/04/07 actual data available 31 st May 07
Acceptable waiting times from contact to completion of assessment	DH	65.3			67	78.70	68.50	72	70	74.3	Provisional figure 13/04/07 actual data available 31 st May 07
Percentage of older people receiving an assessment that are from ethnic minorities divided by percentage ethnic minority in the local population	DH	1.4			1.20	1.47	1.30	1.51	1.2	1.5	Provisional figure 13/04/07 actual data available 31 st May 07
Direct payments to adults and older people per 100,000 population	DH	41			47	68	53	68	60	69.88	

LAA Quarterly Performance Management (Sustainable Development and Enterprise) 2006/07

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Number of people provided with placement/jobs in construction	ALS								45	29	Yet to follow up trainees who are on company placements

LAA Quarterly Performance Management (Community Cohesion) 2006/07

Description	Owner	Baseline	Quarter 1		Quarter 2		Quarter 3		Quarter 4		Comments
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Proportion of adults who say that people from different backgrounds get on well in their neighbourhood (STRETCHED)	DM	55%							54%	52%	
Number of adults volunteering in Harrow - a) numbers of socially excluded adult volunteers in Harrow (A STRETCHED)	DM								260		Results available August 07/08 (Quality of Life Survey)
Number of adults volunteering in Harrow - b) Number of other adults volunteers in Harrow (B STRETCHED)	DM								40		Results available August 07/08 (Quality of Life Survey)
Percentage of residents who feel that there is a strong sense of community in their local area	DM								25%	25%	
Percentage of residents who feel a strong sense of belonging to their neighbourhood	DM								56%	56%	
Proportion of adults who feel that they are able to influence decisions affecting their neighbourhood	DM								13%	13%	

	Excellent
	Good
	Okay
	Poor
	Intervention

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Meeting:	Overview and Scrutiny
Date:	10 July 2007
Subject:	Scrutiny Scorecard
Key Decision: <i>(Executive-side only)</i>	Not applicable
Responsible Officer:	Ed Hammond (x5205)
Portfolio Holder:	Cllr Paul Osborne (Strategy and Business Support)
Status:	Part I
Encs:	Appendix 1 - Scrutiny scorecard Appendix 2 - Explanatory notes

SECTION 1 – SUMMARY AND RECOMMENDATIONS

This report sets out proposals for a new method for scrutiny to monitor its own performance.

RECOMMENDATION:

That the establishment of a performance management system for the scrutiny function, as set out in the annual and quarterly scrutiny scorecards (attached at Appendix 1) be agreed.

SECTION 2 - REPORT

1 - Brief Background

- 1.1 Currently, scrutiny committees do not formally monitor their own activities, other than the limited evaluation which results from end-of-review surveys, and the statistics collated for the scrutiny annual report. It has been suggested that a more formal system be adopted, to ensure that the scrutiny function can be delivered in a value for money and effective manner. The most efficient way of doing this is through a “balanced scorecard” approach, which allows the scrutiny function and its component committees to closely examine performance on a regular basis, with results and outcomes assessed according to easily-measurable targets.
- 1.2 The recording of data in the scorecard dovetails with scrutiny’s commitment to an enhanced performance management function, through the Performance and Finance Committee.

2 - Issue to be determined

- 2.1 A proposed scorecard is attached to this report at Appendix 1. Appendix 2 provides detailed information on the individual performance indicators, why they have been chosen and how it is intended that they interact. A “dry run” has been carried out to assess the robustness of the scorecard and its measures (using data from 2005-2007). Subject to some necessary changes to certain processes and procedures in the Scrutiny Unit, this was a success.
- 2.2 Members are being asked to agree that the scorecard will be reported to the Performance and Finance Committee as appropriate. Some measures will be reported to Performance and Finance on a quarterly basis. The entire scorecard will be reported to Overview and Scrutiny Committee annually. This is subject to members’ agreement that the Performance and Finance Committee will be established.

3 - Resources, costs and risks associated with recommendation

- 3.1 Resources would be met from the existing scrutiny budget. Much of the information on the scorecard relates to information which is already collected – albeit informally – and the practice of keeping a scorecard means that this information can be accurately measured and reported to members, enhancing the member-led nature of the scrutiny process, and the accountability and transparency of the scrutiny function.
- 3.2 The most obvious risk lies in the capacity, in terms of time, for officers to take on the responsibility of collating performance information in addition to other responsibilities. However, the fact that this information tends to be available anyway, and is now not analysed, and the benefits in terms of improving efficiency and value for money, will offset any additional commitment on officer and member time.

4 - Implications if recommendations rejected

Continuing with the present arrangements will mean that members and officers will not be assured that scrutiny is delivering the best service it can, and does not accord with the council's corporate aspiration to integrate robust performance management into all aspect of its services.

5 - Consultation

Members and officers have been consulted on these proposals as appropriate.

6 - Equalities Impact consideration

There are no direct equality implications to the recommendations.

7 - Current KPI's and Likely impact of decision on KPI's

Insofar as the scrutiny function itself, the scrutiny scorecard establishes a number of new KPIs that will permit formal monitoring to be carried out where none existed previously.

8 - Section 17 considerations

There are no section 17 considerations.

SECTION 3 - STATUTORY OFFICER CLEARANCE

Chief Financial Officer	<input type="checkbox"/>	Barry Evans
Monitoring Officer	<input type="checkbox"/>	Steven Dorrian

SECTION 4 - CONTACT DETAILS AND BACKGROUND PAPERS

Contact: Ed Hammond, Scrutiny Officer, Business Development, 020 8420 9205

Background Papers: None

IF APPROPRIATE, does the report include the following considerations?

1.	Consultation	YES
2.	Corporate Priorities	YES
3.	Community Safety (s17 Crime & Disorder Act 1998)	NO
4.	Manifesto Pledge Reference Number	D

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SCRUTINY						
Perspective	Objective number	Objective on the scorecard to add the measure to	Name of the Measure	Polarity	Annual Target	Annual Variance
Customer/Community Impact						
	C1	Balanced work programme	% of issues considered deriving from the Forward Plan (quarterly)		25%	10% Variance
	C2	Balanced work programme	% of issues considered deriving from issues raised by scrutiny leads (quarterly)		25%	10% Variance
	C3	Balanced work programme	% of issues considered deriving directly from the corp service and performance improvement function (quarterly)	Positive (a high score demonstrates good performance)	50%	10% Variance
	C4	Balanced work programme	% of work programme items subjected to a value for money test under the Scrutiny Principles	Positive (a high score demonstrates good performance)	100%	3% Variance
	C5	Involving local people	% of comments to hits received at scrutiny website (multiplied by 10) (quarterly)	Positive (a high score demonstrates good performance)	13%	10% Variance
	C6	Involving local people	% of key findings reflecting comments made by local people (quarterly)	Positive (a high score demonstrates good performance)	30%	10% Variance
	C7	Raising scrutiny's profile	% of residents' panel with a "good" or "fairly good" knowledge of scrutiny	Positive (a high score demonstrates good performance)	30%	10% Variance
	C8					
	C9					
	C10					
	C11					
	C12					
	C13					
	C14					
	C15					
People						
	PE1	Enabling the flow of ideas between scrutiny and the executive	% of officers considering scrutiny's input into policy to have been "useful" or "very useful".	Positive (a high score demonstrates good performance)	100%	5% Variance
	PE2	Enabling the flow of ideas between scrutiny and the executive	Prompt circulation and discussion of draft reviews and recommendations with officers prior to publication (quarterly)	Positive (a high score demonstrates good performance)	100%	5% Variance
	PE3	Enabling the flow of ideas between scrutiny and the executive	% of officers considering opportunity to input into work programme to have been "useful" or "very useful"	Positive (a high score demonstrates good performance)	100%	5% Variance
	PE4	Enabling the flow of ideas between scrutiny and the executive	% of officers satisfied with scrutiny process overall	Positive (a high score demonstrates good performance)	100%	10% Variance

Perspective	Objective number	Objective on the scorecard to add the measure to	Name of the Measure	Polarity	Annual Target	Annual Variance
Partnership						
	PS1	Involving partners	% of findings reflecting evidence received from partners (quarterly)	Positive (a high score demonstrates good performance)	60%	10% Variance
	PS2	Involving partners	% of meetings attended by co-optees at which they were required (quarterly)	Positive (a high score demonstrates good performance)	80%	10% Variance
	PS3	Involving partners	% of partners "satisfied" with scrutiny process	Positive (a high score demonstrates good performance)	100%	10% Variance
	PS4	Involving partners	Ratio of external to internal witnesses participating in relevant reviews (defined as %) (quarterly)	Positive (a high score demonstrates good performance)	33%	10% Variance
	PS5	Effectively analysing best practice information	% of recommendations based on analysis of "best practice" evidence (quarterly)	Positive (a high score demonstrates good performance)	100%	10% Variance
	PS6	Effectively analysing best practice information	% of review recommendations relating to partnership working, where appropriate (quarterly)	Positive (a high score demonstrates good performance)	60%	10% Variance
	PS7					
	PS8					
	PS9					
	PS10					
	PS11					
	PS12					
	PS13					
	PS14					
	PS15					
Service Development						
	S1	Effective scrutiny processes	Reviews reporting at agreed times (quarterly)	Positive (a high score demonstrates good performance)	100%	3% Variance
	S2	Effective scrutiny processes	Review group agendas made available five days in advance of meeting (quarterly)	Positive (a high score demonstrates good performance)	100%	10% Variance
	S3	Effective scrutiny processes	Timely production of Harrow Scrutiny newsletter (quarterly)	Positive (a high score demonstrates good performance)	100%	5% Variance
	S4	Effective scrutiny processes	All pertinent information made available on scrutiny website (quarterly)	Positive (a high score demonstrates good performance)	100%	10% Variance

Perspective	Objective number	Objective on the scorecard to add the measure to	Name of the Measure	Polarity	Annual Target	Annual Variance
	S5	Engaging with members	Review group meetings attended by Members at which they were required (quarterly)	Positive (a high score demonstrates good performance)	100%	10% Variance
	S6	Engaging with members	% of councillors "happy" with the operation of the scrutiny process	Positive (a high score demonstrates good performance)	90%	10% Variance
	S7					
	S8					
	S9					
	S10					
	S11					
	S12					
	S13					
	S14					
	S15					

SCRUTINY SCORECARD

EXPLANATORY NOTES

These notes relate to the June/July 2007 version of the scrutiny scorecard.

Categorisation

The categorisation of the indicators follows the standard which has now been adopted by the Council's new corporate performance management system under the Management Information System (MIS) component of the Business Transformation Partnership (BTP). This has replaced CorVU.

The five categories (perspectives) are:

- Customer/community impact
- People
- Resources
- Partnership
- Service development

Under each of these falls a number of "objectives", which are chosen by the scorecard owner. For the scrutiny scorecard, these objectives are as follows. Some of these are cross-cutting:

Customer/community impact

- Balanced work programme
- Involving local people
- Raising scrutiny's profile (cross-cutting)

People

- Enabling the flow of ideas between scrutiny and the executive
- Raising scrutiny's profile (cross-cutting)

Resources

- Providing a value for money services
- Demonstrating real impact on council policies and services

Partnership

- Involving partners
- Effectively analysing best practice information

Service development

- Effective scrutiny processes
- Engaging with members

Each objective is further divided into a number of coded performance indicators. The 2007/08 target for each is provided on the scorecard, but more information and context on each measure is provided below.

Detail on the scorecard

The standard scorecard contains a number of elements which should be explained before going into detail on the indicators themselves.

Perspectives – the perspectives listed are the standard set above.

Objective number – each objective measure has a reference.

Objective on the scorecard to add the measure to – the name of the particular objective.

Name of the measure – each measure has a name.

Refs (four columns) – there is space for reference information relating to BVPIs, LAAs, etc. As none of the scrutiny measures refer to these general scoring regimes these columns are blank.

Measure owner/data owner – in all instances this will be Lynne McAdam as Service Manager.

Frequency of reporting – again, this is left blank as all measures are reported on annually.

Polarity – this is a technical term referring to the “direction” of a measure. A measure with negative polarity is one where a lower score is better; one with positive polarity is one where a higher score is better.

Annual Target/Annual Variance – these columns relate to the target, and the point at which intervention will be triggered if the target is not met. The scorecard allows 3%, 5% and 10% variance from the target (so if a target is 60%, an acceptable figure will fall between 50% and 70%).

Detail on individual performance indicators

Customer/community impact

C1 & C2: Percentage spread of items on committee agendas - some authorities have chosen to adopt a PI to ascertain the number of agenda items which derive from the Forward Plan. The intention of such a PI is to ensure that the committee is carrying out work in a timely way, and that its work programme is integrated both with the council's corporate priorities and important upcoming decisions. The approach in Harrow's scorecard is similar. This will generally ensure that a satisfactory mix of items are considered by scrutiny.

C3: Percentage of issues considered deriving directly from the corporate service and performance improvement functions – the scrutiny function has to integrate itself within the council's corporate priorities, so as to have the maximum possible impact on issues that are important to the authority. This is a key way for the scrutiny function to “add value” to ongoing work. Measuring the percentage of reviews, panels and agenda items which derive directly from issues identified in such corporate documents ensures that scrutiny work is relevant to the improvement of the authority as a whole.

C4: Work programming process subjected to a value for money test under the Scrutiny Principles – the Scrutiny Principles, agreed by the Overview and Scrutiny Committee in November 2005, aim to provide a robust framework for deciding topics for the work programme. This PI would assess the percentage of items which could be clearly justified by reference to the Scrutiny Principles, and to the value for money principles which they enshrine.

C5: Number of comments/queries received through scrutiny website in proportion to hits

- evidence from other authorities (see Bexley above) indicates that basing a PI exclusively on the number of hits received on a particular webpage might not give a truthful indication of the number of people visiting, let alone of the levels of community involvement the pages engender. Bexley suggested that number of comments received through the webpage (through a web form, for example) as a more accurate measure. However, this too has its flaws. The aim of this PI is to combine the two. A grossly mismatched ratio will indicate that many hits may be repeats or refreshes, or that we need to do more to encourage people to become actively involved through the web. This reflects the central role that the web is going to play in terms of scrutiny's communications.

C6: Percentage of key findings reflecting comments made by local people

- PIs exist in other frameworks (Lambeth, Tameside) relating to the involvement of local people. The CfPS have indicated the importance of such a measure, but what they can suggest is limited by the general nature of the PI exercise they have been conducting. What is most important is that residents feel that what they say really has an impact and makes a difference. A way to bring this about is to flag up those occasions where a comment made by a resident has, with appropriate evidential backing, been drafted as a review recommendation.

C8: Percentage of residents' panel with a "good" or "fairly good" knowledge of scrutiny

– this would be carried out through a survey of the residents' panel on an annual basis, which would provide a clear impression of local people's reactions to, and involvement in, the scrutiny process.

People

PE1: Percentage of officers considering scrutiny's input into policy to have been

"useful" or "very useful" - post-review surveys have been carried out with officers to assess how useful they found the process, and this PI integrates this process within a performance framework. Officer involvement and collaboration is critical to the successful conduct of reviews, and it is odd that this does not seem to be reflected (at least not in sufficient importance) in the frameworks analysed above

PE2: Prompt circulation and discussion of draft reviews and recommendations with officers prior to publication

– it is vital that recommendations made in in-depth reviews are realistic and sustainable. Many authorities have taken the approach not to directly consult with officers in advance of publication, and certainly not to alter components of the report as a result of any comments which they might make. However, Harrow's approach emphasises service improvement, which is impossible without continuing dialogue with officers. This PI will ensure that officers and members think – especially at the end of the review – about the importance of recommending realistic, value-for-money actions, and that the recommendations that do result are robust, supporting by evidence and likely to be implemented.

PE3: Percentage of officers considering that the opportunity to input into the work programme has been "useful"

– scrutiny has undertaken surveys of officers in previous years. Other authorities (Tameside, Bexley etc) have also undertaken officer reviews and have used this as an opportunity to measure officer satisfaction. Officer satisfaction with reviews is a good way to measure both the effectiveness of the recommendations and the extent to which evidence provided by officers during the course of a review was considered by members.

PE4: Percentage of officers "satisfied" with scrutiny process overall - ensuring officer satisfaction with the scrutiny process is central to ensuring that the outcomes of reviews can be

effective. The officer survey is a high-end document dealing with responses to scrutiny in general, rather than in respect of specific reviews.

PE5: Percentage of recommendations approved by cabinet – this is a common indicator in a large number of other authorities. Combined with other PIs, it provides a clear indication of the value that scrutiny is adding to the organisation’s improvement programme. It should be viewed in the context of the success of implementation of the recommendations in question.

PE6: Provision of information on reviews (generally and specifically) available on intranet – the intranet/internet is being developed as a resource for officers and members of the public to acquire information on scrutiny, and scrutiny reviews. Ensuring that all information is made available, with regular updates, will mean that the effectiveness and usefulness of the intranet in particular as a resource can be maximised. Making as much information as possible available on the intranet will ensure that officers working in other services will be kept fully up to date with reviews in which they are taking part – historical information will also be present to act as a policy support function to services which have already been scrutinised.

Resources

R1: Delivery of scrutiny work programme within budget – this is a general PI relating to financial accounting, ensuring that at the end of the year the work programme has been delivered within the previously agreed budget. Of course, this will have to be reported separately under the council’s corporate budget arrangements, but its inclusion as a PI means that it would be reported to members, and ensures that the framework itself is more holistic.

R2: Delivery of in-depth reviews within resources - many PI frameworks emphasise the importance of sensible financial accounting, to ensure that reviews constitute “value for money” (in process terms). It is also important to ensure that the review is delivered as defined in the scope. This means that budgets have to be allocated for each review, and estimated costs have to be agreed, as part of the scope. It also means that scopes themselves have to be effectively project managed. The collection of data on this PI would involve an evaluation of the management of the project when it had been completed, with co-operation from the council’s Programme Management Office.

R3: Completion of performance management framework as required - in order to work cohesively a PI framework should be regularly updated and assessments made on each PI as required.

R4: Percentage of appropriate reviews successfully monitored on a 6 monthly / annual basis – notwithstanding the development of a number of new ways of working for scrutiny, ongoing monitoring will continue to be crucial for certain projects. As such, this PI is suggested to meet this criterion. It also has implications for the successful drafting of the work programme. The scope of the review would indicate whether it was an appropriate review for regular monitoring.

R5: Proportion of reviews demonstrating significant positive impact on service reviewed – “significant positive impact” would be assessed by the sub-committee concerned when the recommendations of the review were themselves reviewed six months or one year after the end of a project. With the help of a definition of “measures of success” for each recommendation, the relative success of the entire review could be fairly easily sketched out at this point. A review would have had a “significant positive impact” if a substantial proportion – say 70% - of its recommendations had, by that point, been implemented successfully.

Partnership

PS1: Percentage of findings reflecting evidence received from partners - there needs to be a way to ensure that evidence provided by the council's partners is being taken into account when developing recommendations. The easiest way to do this seems to be to identify the percentage of findings based (fully or partially) on evidence they provide to review groups.

PS2: Percentage of meetings attended by co-optees at which they were required - reflecting co-optees' roles on committees by measuring their engagement with individual reviews, as a counterpart to this requirement for members (at S3 below)

PS3: Percentage of partners "satisfied" with scrutiny process - this would be assessed as a result of an end-of-review survey and would provide some accurate ongoing quantitative data for benchmarking use.

PS4: Ratio of external to internal witnesses participating in relevant reviews - scrutiny should face outwards. PIs based on internal processes (which are easier to measure) but mean that drivers to improve performance are all internal. This is a particular issue with many of the PI frameworks given above as examples. Although (like many of the other indicators listed here) it is hardly an exact science or an arbiter of quality, it may be that the ratio of external to internal witnesses should be able to provide an indication about the amount of best practice information being gathered as well as the ability of scrutiny to work with others in developing recommendations. This PI does make an implicit assumption that external witnesses are always "good"; while in many cases they will be, circumstances dictate that from time to time witnesses may not be able to provide evidence focussed to their particular area of review, or the witness him/herself may be of a low quality. These issues would, however, be picked up in the final report (see section 8 below).

PS5: Percentage of recommendations based on analysis of "best practice" evidence - scrutiny is able to provide significant assistance in terms of policy development – there are a number of examples of this having happened at Harrow (and indeed all in-depth reviews carried out since the scrutiny function was established here demonstrate this). The CfPS recommendations, being general, could not reflect this, although there is some mention of best practice in other frameworks. This needs to be made explicit, however; scrutiny needs to demonstrate that it offers a valuable consultative policy role for service departments, part of which involves looking widely at a policy area, seeking out and presenting best practice and performing benchmarking exercises.

PS6: Percentage of review recommendations relating to partnership working, where appropriate - taking a quantitative base from review recommendations would be relatively effective. One of scrutiny's strengths is its ability to bring together various different stakeholders and suggest ways in which the different people can work together. Much has been made of the breaking down of internal silos, but equally work needs to be done to ensure that the largest silo – the council itself – is able to engage fully and effectively in partnership with Harrow's residents. Scrutiny occupies a unique and potentially high profile role in this which could be developed, and a PI reflecting the importance of making continued recommendations on partnership working would be useful (although obviously an appropriate target would have to be ascertained). A target of 60% is suggested. This may seem high, but the aim is that it should reflect the importance of partnership working, and the important role that scrutiny can play in suggested to services areas where joined-up thinking can improve the authority's performance.

It will be the case that certain reviews will not involve partnership working (for example, internal reviews). Members can make a decision on whether a review will meet the criteria for this PI at the time the scope is being developed.

Service development

S1: Reviews reporting at agreed times - some frameworks attempt to list as PIs the efficiency of reporting measures (for example, timely references to CMT, Committee, Cabinet) as quantitative indications that the review's outcomes are effective. This is simplistic, but analysis of those administrative processes which underlie the delivery of timely outcomes is crucial to ensure that a review's recommendations are relevant.

S2: Review group agendas made available five days in advance of meeting - Some PI frameworks (see above) have sought to limit the difference between formally constituted and "informal", review group, meetings by imposing certain standards on such meetings similar to those which regulate formal meetings in the LGA 2000. Previous work in Harrow has also supported this conclusion. Furthermore, the interests of transparency suggest (cf South Ribble DC) that a reliable method be adopted for the public to be informed about these meetings. This measure can be linked in with PIs under "working with Harrow's residents", below.

S3: Timely production of Harrow Scrutiny newsletter - it is important that members be kept informed of developments across the whole scrutiny function, and that scrutiny has a method to champion its successes and share its experiences amongst a wider audience. This target was suggested as part of the ongoing development of scrutiny communications.

S4: All pertinent information made available on scrutiny website - it is important that the public be kept informed, in a timely manner, of the progress of reviews currently undertaken. Because in-depth reviews are not necessarily a subject of the CfPS framework, they are not considered there – however, the scrutiny function should make efforts to engage with the public through media like the web, since it provides an excellent opportunity to make both information and documents freely and widely available.

S5: Review group meetings attended by councillors at which they were required - again, like PS2 above, this would be an attempt to formalise review group meetings. This PI is one suggested by South Ribble DC and can assist in member development. Its use will indicate both how engaged Members are with the scrutiny process, and low scores would be a springboard for a more detailed analysis relating to member development and project planning.

S6: Percentage of councillors "happy" with the operation of the scrutiny process – this would identify potential areas for improvement and development with the assistance of members, and would be carried out through the standard end-of-review evaluation.

More information on the development of the scorecard and the best practice evidence used can be obtained from Ed Hammond on 020 8420 9205.