# REPORT FOR: OVERVIEW AND

# SCRUTINY COMMITTEE (SPECIAL MEETING)

**Date of Meeting:** 23 January 2018

**Subject:** Peer Review Action Plan –

Second Update report

**Responsible Officer:** Interim Chief Executive

Scrutiny Lead Cllr Phillip O'Dell – Chair of the Overview and Scrutiny Committee

Cllr Barry Macleod-Cullinane – Vice- Chair of the Overview and

**Scrutiny Committee** 

Exempt: No

Wards affected: All

Enclosures: N/A



### **Section 1 – Summary and Recommendations**

This is a second update report that provides Overview and Scrutiny with information on the work that has taken place to date to address the recommendations made in the June 2016 Peer Review. Good progress has been made on many of the recommendations relating to finance, scrutiny, regen and commercialisation, with a range of procedures and processes having been reviewed and amended as a result of the Peer Review findings. The task going forwards will be for the new Chief Executive and Leader (post local elections in May) to ensure that leadership, governance and working relationships between members, and members and officers continue to improve and the changes put into place following the peer review are embedded.

#### Recommendation:

The Committee is recommended to review the progress made to date with addressing the peer review recommendations

#### **Section 2 - Report**

- 2.1 Harrow Council invited the Local Government Association (LGA) to conduct a peer review in June 2016. A Peer Review is improvement-focused and tailored to meet individual councils' needs. It is not an inspection. Peer reviews are delivered by experienced elected member and officer peers and consider the following five questions which form the core components looked at by all Corporate Peer Reviews:
  - 1. Understanding of the local place and priority setting
  - 2. Leadership of Place
  - 3. Organisational leadership and governance
  - 4. Financial planning and viability
  - 5. Capacity to deliver

In addition to these questions, Harrow asked the peer review team to explore the following issues:

- Does the Council have the appropriate resources to enable delivery of its £1.75bn regeneration programme?
- Is the Council doing the right things, with the right skills and capacity, on commercialisation? Is risk appropriately understood and managed?
- Is the Council using data effectively?
- 2.2 The Peer Review found that Harrow Council is 'a good council', and that we had made great strides in recent years resulting in having a clear vision for the Borough, active and engaged councillors,

passionate and committed staff, and well-respected member and officer leadership. It also praised the way we have embraced new ways of working and are enthusiastically pursuing a commercial agenda. It also offered a series of suggestions for how the Council could continue to improve. In particular it highlighted 9 key recommendations to help the Council move from 'good' to 'great':

- a) It is imperative that all members work to improve political relationships and that this is supported by all senior officers
- b) Build on the passion and commitment of your excellent staff
- c) Create space for informal discussions between Cabinet Members, and also between Cabinet Members and the Corporate Strategy Board (CSB), for early discussion, shared thinking and joint policy development
- d) Improve governance arrangements to provide a space for effective cross-party policy development and critical friend challenge
- e) Ensure that there is detail within the Medium Term Financial Plan on how savings will be achieved over the period of the Plan, and clarity about the way in which the regeneration and commercialisation programmes contribute to council finances
- f) Ensure that the risk assessment process is robust, effective and gives confidence to the whole organisation
- g) Ensure that regeneration initiatives are planned within the context of the whole Borough, and be clear about how regeneration of key sites will benefit all residents
- h) Build capacity and capability across the Council, ensuring an agile workforce to deliver against corporate priorities
- i) Don't take your eye off the ball don't forget the day job!
- 2.3 The final report of the peer review team was taken to Cabinet in December 2016.
- 2.4 Despite the challenging financial circumstances, since the peer review was undertaken in June, good progress has been made on many of the recommendations, particularly those relating to finance, scrutiny, regeneration and commercialisation, with a range of procedures and processes having been reviewed and amended as a result of the Peer Review findings. The table below captures what has happened.
  - 2.4.1 Formal and informal mechanisms exist to ensure the Leader of the Opposition, Shadow Portfolio Holders and Scrutiny Leads are all briefed on major issues such as regeneration, key commercialisation projects and the budget. An all-party Major Developments Panel and new senior officer programme board for regeneration have been set up, along with the implementation of the scrutiny review recommendations, and these will all contribute to enabling greater member engagement on key policy areas and contribute towards improving political relationships.

- 2.4.2 We have continued to build on the successful roll out of the new Corporate Values by introducing new staff awards and included an assessment of values in all staff appraisals.
- 2.4.3 Space has been created for more informal discussions between Cabinet members and between Cabinet and CSB.
- 2.4.4 The Centre for Public Scrutiny (CfPS) review of scrutiny and the scrutiny review of regeneration financing have supported improvements to governance arrangements and will provide a space for more effective cross-party policy development and critical friend challenge.
- 2.4.5 Clarity about the way in which the regeneration and commercialisation programmes contribute to council finances has been reviewed. Both these programmes are subject to an annual refresh as part of the three-year budget process. If plans are not reliable enough to factor into the Medium Term Financial Strategy (MTFS) or are no longer achievable, then alternatives must be agreed to ensure a balanced budget can be set. As a result, income that was set against Project Infinity has been taken out of the budget as it is too risky to rely upon in 2018/19. Alternative proposals for balancing next year's budget have been brought forward. The Council does not rely on using reserves to balance its budget.
- 2.4.6 The Risk Appetite Statement and Risk Management Strategy have been updated to ensure they are robust, effective and give confidence to the whole organisation.
- 2.4.7 The Harrow Ambition Plan places an increased emphasis on ensuring all our residents feel the benefits of this regeneration. Social and economic impact modelling of regeneration programme benefits has been completed and extensive community engagement is taking place.
- 2.4.8 In order to build capacity and capability across the Council, we have revised our corporate training programme to now include commercial awareness training, facilitation skills and a new induction programme. We are also working with workforce development groups to identify skills gaps and address these with appropriate training interventions.
- 2.4.9 In terms of keeping focussed on the day job, the Harrow Ambition Plan sets out a renewed focus on the things that matter most to Harrow residents, such as street lights, bins, potholes and clean streets. Enforcement is central to this. We are already fining people for dropping litter and prosecuting those that we catch fly-tipping. We are also dealing with landlords who are not fulfilling their duties and overcrowding houses.
- 2.5 The task going forwards will be for the new Chief Executive and Leader (post-local elections in May) to ensure that issues of leadership, governance and working relationships between Members, and between Members and officers continue to improve and the changes put into place following the peer review are embedded.

Table 1: Action taken to date against Peer Review Recommendations

RECOMMENDATIONS	ACTION TAKEN TO DATE	LEAD
PRIORITY SETTING		
1 Create space for informal discussions between Cabinet Members, and also between Cabinet Members and the Corporate Strategic Board, for early discussion, shared thinking and joint policy development	'informal cabinet discussions' now take place on a fortnightly basis to discuss a range of issues that cut across multiple departments and portfolios before they come to cabinet with the option of CSB joining them if required.	Leader & CX
2 Create space for informal discussions between Group Leaders, Cabinet Members and Shadow Cabinet members on big issues	More frequent conversations are taking place between the Leader of the Council and the Leader of the Opposition although these are not yet on a regularised basis. This should be reviewed post-election.	Leader & CX
3 Some politicians and senior officers need to work together to urgently overcome the trust issues between them	All Corporate and Divisional Directors are meeting opposition portfolio holders and scrutiny leads on regular basis. The action in the scrutiny review action plan to clearly articulate expectations for information sharing with Scrutiny Cllrs will also help ensure timely responses to reasonable information requests.	CX
4 Don't lose track of the day to day delivery of local public services while delivering on the big ticket items	Performance is monitored on a quarterly basis at Improvement Boards and reported to Cabinet in the quarterly strategic performance report.  Senior officers and members attend community events and groups, including AGMs and regularly visit teams or 'go back to the floor,' to understand what is important to residents and staff.  Temporary investment was made into the Contact Centre in order to improve call wait times on public realm calls. Performance has now returned to a good level and the resource has been sustainably reduced.	CSB
5 Senior officers to consider how to communicate their attitude to the 'little big things' to members to inform how they engage and behave	We know that the quality and cleanliness of the local environment is really important to residents, which is why the Harrow Ambition Plan sets out a renewed focus on street lights, bins, pot holes and clean streets. Enforcement is central to this. We are fining people for dropping litter and prosecuting those that we catch fly tipping. A weekly street cleaning regime is in place, we continue to roll out our	CSB

		successful Days of Action events and are working hard to make sure that the waste collection service is operating effectively. We have also been trialling selective licensing of Landlords and new anti-social behaviour powers like community protection notices, criminal behaviour orders and Public Spaces Protection Orders.	
		LEADERSHIP OF PLACE	
6	Political and officer leadership to consider how to evolve one council principles into a 'one Harrow' approach involving partners to bring clarity to shared objectives and ambitions	There was limited interest by partners in reestablishing a regular partnership meeting. So instead we have been developing individual/thematic relationships. For example: The VCS review has enabled the Council and the VCS to work together to articulate a shared vision for how the two partners will work together going forwards, identifying shared objectives and ambitions in respect of social action, community resources, premises, service delivery and leadership and governance.  The new Violence, Vulnerability and Exploitation Strategy sets out a clear shared ambition between partners (council, VCS and Police)	Leader & CX
7	Seek clarity about areas of agreement between the two main political groups about the strategic direction of the borough, together with consensus support for major commercial and long-term regeneration projects	around safety in the borough.  Mechanisms are in place such as regular meetings between the Leader & CX, opposition shadow PH briefings and scrutiny leads briefings. There is an all-party Major Development Panel and cross-party working framework on regeneration and the VCS review. Opposition briefings have taken place on project Infinity and a revised budget setting process for 18/19 has been implemented. From Autumn 2017, additional briefings have been taking place on Regeneration with both political groups and their leaders.	Leader, Leader of Opposition, CX
8	Improve communication between group leaders e.g by re-establishing regular leader's meetings to create space for discussion on key issues	More frequent conversations are taking place between the Leader of the Council and the Leader of the Opposition although these are not yet on a regularised basis. This should be reviewed post-election.	Leader, Leader of Opposition, Group Offices
9	Engage the voluntary sector to reach a shared understanding of the contribution the sector could make to the	A new 3 year contract for third sector support services was let to Harrow Community Action in October 2017 with 2 clear objectives around capacity building and fundraising.	Divisional Director Strategic Commissioning

	borough and work with the sector to increase its capacity	The VCS review has enabled the Council and the VCS to work together to articulate a shared vision for how the two partners will work together going forwards, identifying shared objectives and ambitions in respect of social action, community resources, premises, service delivery and leadership and governance. This will be presented in January and has been overseen by a cross-party steering group.	
10	Clarify what the Council wants to achieve for Harrow in the regional context, including part of the economic agenda	The Leader and CX are engaged in discussions in West London and London Councils. Harrow took a lead role in STP process leading on the prevention workstream. The CX is a member of the London devolution sub-group leading on criminal justice devolution with MOPAC and the Home Office and leads on the environment agenda for the West London Alliance. Regeneration/Enterprise are also working with the West London Alliance and West London Economic Prosperity Board on sub-regional economic development and regen issues.	Leader & CX
	FIN	ANCIAL PLANNING & VIABILITY	
11	Review and refresh financial reporting arrangements and ensure effective engagement of the wider group of members	Cabinet and Scrutiny now receive a quarterly budget monitoring update which reports financial performance against both the capital and revenue budget.  In addition, a brief monthly summary is reported to all Members internally covering the revenue budget.	Director of Finance
12	Improve budget profiling skills (revenue & capital)	Council continues to set a balanced budget each year. As part of the budgeting setting process, which ultimately results in the budget being finalised on the financial ledger for monitoring purposes, the budget has been re-aligned, as far as possible, to reflect the planned spend for each year.	Director of Finance
13	Review the budget setting challenge panel process to ensure rigour, transparency and wider engagement	A revised budget setting process has been implemented which includes greater member involvement and engagement from the start and throughout the process. The process was discussed with stakeholders to ensure the process was clear and the outcomes of the process are understood by all. The results of this process are reported to December Cabinet in the form of the draft budget and the draft MTFS. The draft budget / MTFS will be subject to consultation with resident's, Unions, Health Partners, Local Businesses, Tenants and Leaseholders, Employees, the Youth Parliament and	Director of Finance

		taken to a special meeting of the Overview and Scrutiny Committee before final approval by Council.	
14	Consider how to engage cllrs, partners and the community in evaluating options that may be considered unpalatable but may be needed to balance the budget	This is part of the budget process as detailed in 13 above.	Director of Finance
15	Clarify the contingency plan for what will happen if the commercialisation and regeneration plans do not deliver as hoped for	The Council has a three year budget planning process which is robust and refreshed each year to ensure the 3 year plan is reflective of the current environment and savings and efficiencies built into the plan, are still achievable and in line with corporate priorities.  Regeneration and commercialisation plans are part of the three year budget process and are subject to refresh. If plans are no longer achievable, the process must see alternatives agreed to ensure a balanced budget can be set. The council will not rely on using reserves to balance its budget.  Over the summer (2017) The Regeneration Programme has been subject to a Commercial and Financial Review and a scrutiny review focusing on: phasing & profiling of the programme, further commercial review of designs, peer review of approaches taken in other councils and organisations, further analysis of debt and cash flows, further advice on tax and legal implications and seeking further advice on partnering structure. This has resulted in changes to the programme. The revised indicative programme budget has been taken to Cabinet in December 2017 for noting with the final revised budget being approved by Council in February 2018 as part of the final Capital Programme for 2018/19 to 2020/21.  The Budget refresh process has also reviewed the commercialisation projects that were put into the budget for 2018/19 and beyond as it is now appropriate to review their deliverability as the year draws nearer. Income that was set against Project Infinity has been taken out of the	Director of Finance, Divisional Director of Planning

Alternative proposals for balancing next year's budget have been brought forward. ORGANISATIONAL LEADERSHIP & GOVERNANCE 16 **Clarify governance roles** The governance of the regen programme has Director of Legal & and responsibilities to been reviewed and a new model with a senior Governance officer monthly programme board put into ensure clear understanding among place. senior officers and members of their Member induction post local elections will respective roles, how provide an ideal opportunity to clarify roles and they complement each responsibilities. other and where lines of responsibility fall **17 Ensure robust challenge** Formal mechanisms are in place as outlined above Leader & CX with regular PH and shadow PH meetings and takes place between scrutiny leads briefings along with scrutiny political and officer committees and reviews and cabinet question time. **leadership** There are also opportunities for challenge at improvement boards, cabinet briefing, regen board, 1-1s with the Leader and portfolio holders and 1-1s between the CX and Corporate Directors. The Scrutiny review action plan will also set out a clearer framework for how scrutiny Cllrs and officers engage in committee and at leads meetings. 18 **Ensure decision-making** As a result of the CFPS scrutiny review a new Divisional Director style scrutiny work programme will be processes allow for Strategic greater member developed for May 2018 which will enable Commissioning engagement and scrutiny to play a greater role in tackling some challenge and develop of the big strategic issues not just facing the effective opportunities council, but the borough as a whole. for cross party and wider engagement of nonexecutive Cllrs including 0&S 19 **Review member/officer** A new information sharing protocol will be Director of Legal & protocols drafted as a result of the scrutiny review which Governance will set out the expectations with regard to the sharing of information between officers and scrutiny cllrs. The CX makes all corporate directors aware of their obligations and roles as part of induction and these are regularly reviewed at 1-1s and appraisals

Budget as it is too risky to rely upon in 2018/19.

20	Ensure the Cabinet Forward Plan is kept up to date and given proper importance by senior officers	The cabinet Forward Plan is given specific time at every CSB to ensure it is up to date and accurate and will form a key part of the quarterly scrutiny leads briefings with corporate directors	Director of Legal & Governance
21	Consider how the political and officer leadership can best model the 'one council' way of working to ensure all parts of the organisation are modelling the same values and behaviours	An assessment of behaviours, in-keeping with the Council's values, is now an integral part of the appraisal process for all members of staff including senior officers.  Cross Council working on a number of major initiatives has taken place including:  New Green garden Waste Scheme  Clean and Green Campaign – 'Making Harrow Clean Again'  Voluntary Sector funding and review  Building a Better Harrow  New Civic Centre	CSB, Leader
22	Ensure clear ownership of member development support that is valued with a relevant programme in place	Learning and Development together with Democratic services have responsibility for member development. A new member induction programme is being developed for post-election.	Director of Legal & Governance, Divisional Director Strategic Commissioning
		CAPACITY TO DELIVER	
23	Develop an updated robust workforce plan as part of the broader OD strategy to ensure the right people are in the right role at the right time	A workforce strategy is in development and is expected to be completed by early spring.	HR shared service
24	Ensure the capacity of the organisation is used to best effect to deliver the council's priorities	The introduction of a new online Appraisal system allows for managers to be able to set clearer individual and team objectives.  We also use CLG and managers forums to focus on key council priorities.  The Learning and development programme is also continuously reviewed to ensure a focus on the skills needed to deliver the councils priorities	CLG
25	Work with the VCS, businesses and communities to explore how partners can support each other and	See no. 9 In addition, a Crowdfund Harrow Platform has been set up to enable the Council to pledge towards community projects backed and supported by the community. And as a result of	Divisional Director Strategic Commissioning, Head of Economic Development

	the wide a community	the VCC review work to support the set of	
	the wider community	the VCS review, work to support the set-up of 'Harrow Giving' will be taking place to encourage residents and business to donate time, money, space and equipment to community projects.	
		Work continues to be on-going with the Business Improvement District, local chambers and traders association on place promotion, mentoring, Business Den's etc.  We are supporting and promoting skills and knowledge transfer between business and VCS through social value in the procurement process and a range of events, training and mentoring opportunities.	
26	Don't let new projects detract from the ability to deliver the core service	See 4&5 In the latest improvement board round for Q2 2017/18 the council's performance in 'Protect the Vulnerable and Supporting Families' and 'Be more business-like and business friendly' was rated green and therefore on target. Performance against 'build and better Harrow' was rated amber. Mitigations are in place including the new governance board for Regen and work to improve bin collections.	CSB
27	Consider how the skills and experience of all Cllrs can be better utilised to add capacity to the Council particularly in terms of communicating and engaging with residents and businesses on key projects	The Labour Group has taken this on board and members are assisting with making changes (such as IT changes) and linking the council with outside bodies.  See 18: re review of scrutiny and a new scrutiny work programme format.  A suggested skills audit of Cllrs has not taken place due, but could be picked up post-election.	Leader
28	Ensure the 'one Council approach embraces all elements of the Council and work with partners to adopt a 'one Harrow' approach to partnership working to compliment this	See no. 6	CX
		COMMERCIALISATION	
29	Continue to build commercialisation capacity and capability	Project Phoenix core team and Board in place. The restructure of the Procurement and Commercial team has taken place and roles are	Corporate Director Resources & Commercial,

		being recruited to.	Divisional Director Procurement
30	Ensure customer service and work to deliver efficiency gains is not compromised	KPIs on customer service in Corporate Scorecard are reviewed at Improvement Board and reported to Cabinet in the quarterly strategic performance report	Corporate Director Resources & Commercial, Director Customer Services & Business Transformation
31	Review governance arrangements for commercial ventures	New Business Plan for Concilium Business Services was presented and approved by Cabinet in 2017.	Corporate Director Resources & Commercial,
32	Adopt a nuanced approach to risk as one size will not fit all	Risk Appetite Statement and Risk Management Strategy have been updated.	Divisional Director Procurement
33	Ensure a wide range of partnership opportunities, both private and public sector are explored and robustly assessed to identify best fit	All forms of partnership tenders are considered and the contracts registers give an overview of arrangements in place and when they come up for renewal.	Divisional Director Procurement
34	Ensure there is an understanding of the synergies between the commercialisation, regeneration and economic development programmes and an alignment of plans	The formal mechanisms are in place for meetings and briefings and a new corporate regeneration programme board has been established for the alignment of all Council regeneration initiatives.	Divisional Director Procurement, Divisional Director Regeneration Enterprise and Planning, Head of Economic Development
35	Ensure IT infrastructure and performance management system enable the commercialisation programme to move forward at the pace required	New ICT Strategy under development. Review of Devolved Applications underway Website developed for sale of commercial services, eg MOTs, garden service Systems upgrade to handle green garden waste Fly-tipping app developed	Director Customer Services & Business Transformation Corporate Director Resources and Commercial
36	Be outward looking and clear about what you aim to achieve through sub-regional relationships, taking the long view and embracing projects that might further the interests of others rather than your own	Shared service arrangements are in place for Legal, HR and Procurement services.  Harrow leads on the WLA New Ways of Working programme. An outline programme of work has been presented to Leaders and CX's that will look at shared services, procurement and demand management.	Chief Executive, Corporate Director Resources & Commercial

		DECEMEDATION		
	REGENERATION			
37	Clarify what Harrow will look and feel like as part of the Masterplanning	Social and economic impact modelling of regeneration programme benefits	Divisional Director Regeneration Enterprise and	
	process and consider the wider 'place' impacts beyond the 'red line' boundaries of key development sites	Economic Development Needs Assessment (EDNA) completed.  Masterplans progressing rapidly on main regeneration sites, with intensive community engagement, and are aligned with the adopted Harrow and Wealdstone Area Action Plan which addresses wider 'place' impacts.  Developing a Harrow investment strategy and action plan/programme that aims to attract businesses to Harrow and addresses the wider issues of the night time, weekend and leisure economies that are required and delivered to ensure that Harrow is a good place to live, visit, work and invest in. The EDNA (See above) provides the basis for updating the existing town centre vision and policy framework.	Planning, Head of Economic Development	
38	Clarify financing of the regeneration strategy to ensure financial returns are deliverable within the MTFS	Scrutiny review of regeneration strategy financing started in January 2017 and published its interim report in November and will conclude in February when the new finance model goes to cabinet.  Over the summer (2017) The Regeneration Programme has been subject to a Commercial and Financial Review focusing on: phasing & profiling of the programme, further commercial review of designs, peer review of approaches taken in other councils and organisations, further analysis of debt and cash flows, further advice on tax and legal implications and seeking further advice on partnering structure. This has resulted in changes to the programme. The revised indicative programme budget has been taken to Cabinet in December 2017 for noting with the final revised budget being approved by Council in February 2018 as part of the final Capital Programme for 2018/19 to 2020/21.	Divisional Director Planning	
39	Incorporate political engagement across all parties into the	All major regeneration programme schemes are taken through the all party Major Developments Panel, in addition to wide-ranging engagement	CX, Divisional Director Planning	
	governance and	programmes which include engagement with		

	decision-making processes (including scrutiny), consider taking the masterplan to full council to ensure long- term plans are continued beyond the lifetime of an individual administration	ward members. Additional briefings with both party groups and their Leaders are also taking place.  Scrutiny review of Regeneration Finance took place in 2017.	
40	Ensure effective local community engagement, with residents, businesses and the VCS to enable community views to be incorporated into the masterplanning process	Intensive community and stakeholder engagement has been undertaken (and continues) for all regeneration schemes as they approach and proceed through the planning process. This has led to demonstrable amendments and enhancements to the approach on individual projects	Divisional Director Regeneration Enterprise and Planning, Head of Communications
41	Ensure that the future vision for Harrow has wider understanding inside and outside the Council	A range of internal forums are in place to support the communication of the vision for Harrow including managers' conference, staff forums, induction. Externally, we have a comprehensive programme of events and communications to explain our vision for regeneration and the Building a Better Harrow programme is becoming widely recognised amongst affected communities and stakeholders.	Leader, CX, Head of Communications
		DATA	
42	Consider how to move the Council's approach from data to insight	As a council we make good use of management and performance data, Experian data, Values Modes analysis and CRM data to inform policy decisions and future strategy.	Divisional Director Strategic Commissioning

## **Financial Implications**

Given the Council's financial position, there is no specific budget available to fund additional activity to implement the peer review recommendations. Any follow-up activity would have to be funded from within existing resources. All the actions undertaken to date have taken place within existing resources or according to investment as set out in the MTFS.

#### **Performance Issues**

Performance will be picked up as part of the Improvement Board cycle and quarterly performance report to Cabinet.

The LGA will also undertake a return visit 12-24 months after the initial peer review to follow up on progress

#### **Environmental Impact**

There is no environmental impact associated with this report.

#### **Risk Management Implications**

The Peer review is included in the corporate risk register

#### **Equalities implications**

An Equalities Impact Assessment has not been undertaken for this report.

#### **Corporate Priorities**

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## **Section 3 - Statutory Officer Clearance**

Not required for this report

## **Section 4 - Contact Details and Background Papers**

**Contact:** Rachel Gapp, Head of Policy, 0208 416 8774 rachel.gapp@harrow.gov.uk

Background Papers: LGA Peer Review Report 2016