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Overview & Scrutiny

"Towards Excellence" Conference

Tuesday 30 March 2004

Conference Report

Report prepared by Peter Marshall Performance Co-ordinator

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Acknowledgements

The Chair of the Overview and Scrutiny Co-ordinating Committee, Cllr Val Slater, would like to thank all the individuals and organisations that contributed to the success of the Conference.

Introduction

This conference was the first of what is anticipated will become an annual event. Bradford Council is working to become an "excellent" authority and the conference was organised by the Overview & Scrutiny Co-ordinating Committee to explore and develop the contribution Overview and Scrutiny can play in this process and to provide the opportunity for all the participants in the overall Overview and Scrutiny process to come together and discuss how this process is working.

The programme gave delegates the opportunity to hear about the national context and how another authority is developing Overview and Scrutiny. After this, representatives from external organisations who have been involved in the process over the past year were able to share their experiences. The "interplay" between O&S and the Executive was explored after lunch and, finally, all delegates examined and debated the draft 3 Year Vision for O&S in the Bradford District.

The programme

- 0930 Welcome and Introduction Cllr Val Slater, Chair Overview and Scrutiny Co-ordinating Committee
- 0935 Session 1 Learning from the National Context Stephanie Snape, Senior Research Fellow, Institute of Governance and Public Management, The University of Warwick Business School Key Note Session – National context and developments
- 1100 Session 2 Learning from Others Sharing Best Practice Kate Owen, Democratic Services Manager, Derby City Council Councillor Alan Graves, Vice-Chair of the Scrutiny Management Commission, Derby City Council
- 1145 Session 3 Learning from our Partners breakout sessions the views of external bodies on O&S in Bradford District. Choose from a selection of seminars as follows:

Malcolm Poad – Director of Planning and Performance, Bradford Hospitals NHS Trust Paul Tullett – Riding Area Manager, Environment Agency Alan Jarvis – Programme Director, Education Bradford

- 1330 Session 4 Overview and Scrutiny Experience so far and thoughts about the future Question and answer session Cllr Kris Hopkins, Portfolio Holder, Community Cllr Val Slater, Chair, Overview and Scrutiny Co-ordinating Committee
- 1500 Session 5 Excellent by 2007 a 3 year vision for O&S Introduction followed by breakout sessions to discuss Bradford's "Overview and Scrutiny Vision"

The delegates

Attendance was by invitation only and 45 delegates attended, of whom 15 were elected members, 13 were from external organisations and 17 were Council officers.

The external organisations invited were those that have had dealings with Overview and Scrutiny in the last year. In particular, there were 8 delegates from health organisations in the District. For a full delegate list, see Appendix 2.

Session 1 - Learning from the National Context

Summary of key issues raised by Stephanie Snape, Senior Research Fellow, Institute of Governance and Public Management, The University of Warwick Business School

How to kill O&S

- Feed it an unremitting diet of best value reviews & performance management
- Keep it busy with unmanageable work programme & long list of agenda items per meeting
- Make sure it meets infrequently
- Establish very large committees

- Place weak/compliant councillors as chairs
- Starve it of resources
- Provide no direct officer support
- Undertake no training

Key Challenges facing O&S

- Is a 'balanced role profile' important?
- Developing effective relationship between cabinet and O&S
- Holding Executive to Account
- Engaging the public, partners (& media)
- Engaging all members (not just hardworking chairs/vice-chairs)
- Scrutinising Budgets
- Capturing added value of O&S

Unique contribution of O&S

Most parts of the public sector are highly regulated, inspected, audited – some particularly so (NHS, Education). How can O&S 'add value' in such an over-regulated environment? What is unique contribution that O&S can make?

- Member-led...lay representatives of community
- Champions of public & users?
- Knowledge of local needs and environment
- Understanding of cross-cutting crossservice links & relationships
- 'Insider status' and knowledge when scrutinising own Council services (& partner services?)
- Focus on under-regulated areas e.g. certain quangos, partnerships

Points raised in discussion after presentation

- Elected members need to be trained up sufficiently to understand the complexity of partners working (ie PCT)
- Time is wasted at public meetings with members asking basic questions in relation to health
- Chairs of OSC are sometimes inexperienced and need training
- Risk that crucial points within meetings and reports are missed due to a lack of skill and knowledge of Elected members

- Co-opted members also need training
- OSCs should appraise how a decision was reached, rather than questioning the decision itself
- There is a need for OSCs to communication more and move away from being silo's

Session 2 - Learning from Others – Sharing Best Practice

Summary of key issues raised by speakers from Derby City Council.

(Kate Owen, Democratic Services Manager and Councillor Alan Graves, Vice-Chair of the Scrutiny Management Commission)

Tips for Overview and Scrutiny – Your time

- Scarce Resource
- Be Selective

- Don't Waste it on Trivia
- Maximise your Output
- Never Enough Time

Planning is critical -- 'He (or she) who fails to plan plans to fail'

The three requirements for good scrutiny are:

• Independence

• Support and Training

Access to Information



Making Choices - a Scoring Matrix

		-		
	H IG H	MED	LOW	
SIGNIFICANT				
INTERESTING				
CONTROVERSIAL				
ADDS VALUE				
SMART				
			TOTAL	

LOW = 1-2, MED = 3, HIGH = 4-5

Using the Scoring Matrix

Proposal: Examine the Council's response to applications for Public Entertainment Licences for Lap Dancing establishments in the City.

	SCORING	High	Med	Low
Significant	Strong public concern, morality issues, impact on immediate area			
Interesting	To residents of area and City as whole	4		
Controversial	Highly controversial, lots of local opposition.	4		
Adds Value	Commission input adds value to the officers' decision		3	
SMART	Specific Looks at specific issue	5		
	Measurable Output is report and recommendations		3	
	Achievable Not complex issue	4		
	Realistic Objective and timetable	4		
	Time Do it in 2 months	5		
	TOTAL	37		

Inputs: The Public, Service Department, Police, other Councils best practice examples.



Budget Scrutiny

We do two sorts

- Service Area Budget Reviews each Commission does one of these. They examine the budget pressure on a particular service within the Commission's area of remit.
- A review of the Draft Revenue Budget each Commission scrutinises the draft budget, questions the relevant Cabinet Members and Chief Officers about the impact on its area of remit and makes recommendations to Cabinet according to its findings

The next steps.....



Alan Jarvis – Programme Director, Education Bradford

Issue - Impressions of Education O&S Scrutiny of the Education Budget (completed March 2004)

Good

- Honest intention to do a good job
- Style of chair was non confrontational
- Open nature of debate (inclusion of press, interested parties etc)

Not as good

- Timing of the scrutiny (not the fault of OSC) but clashed with Education Policy Partnership and the LEA consulting school forum
- Debate was dominated by a few Elected members (1 member asked 60% of the questions)
- Inaccuracies in the final report (Stats/tables SEN): comparison was limited to Bradford's neighbours and there was a lack of understanding – therefore recommendations lost their bite
- Validity of evidence of witnesses fact or fiction

Suggested Improvements

OSC's need access to quality/accurate information

Open debate – key issues raised

- O&S is valued as is the challenge of scrutiny
- Good if reports are read prior to meetings
- Joint panels better than full OSC as members interested volunteered
- Good process structured and disciplined with focus on being rigorous
- Creates an openness to challenge
- Danger of scrutiny existing to lobby for more monies for each service – steer away from bids to the Executive

- Officers need to be encouraged to come to meetings but reports must be short and accurate to encourage debate
- Length of meetings a concern
- There is a need to agree amongst ourselves (members) what is important to ensure that it works
- Advantage of cross party membership of Overview & Scrutiny Committee
- Area committees are under used
- It is working better

- Q is there a need for OSC's to be more selective (as Derby)
- Caution to building accountability into partnership contracts – will create contractor only delivering as per contract
- Need for partnership to work with the council to achieve its outcomes/objectives
- Scrutiny will only be as good as its members

- Recommendations need to be reviewed and followed up
- A need to look further ahead to be more selective
- Officers need to utilise delegated powers instead of using OSC's
- O&S is taken seriously by council officers
- Focus needs to be on OSC's making a difference

Paul Tullett – Riding Area Manager, Environment agency

Issue – being involved with an O&S Committee

(Paul is a co-opted member of the Environment O&S Committee)

What does he receive from being involved with Overview and Scrutiny?

- Wider perspective on issues.
- Understanding workings of Council.
- Opportunity to influence decision making
- Has helped understand the relationships within the Council.

How does the Council benefit from External Bodies?

Have different perspective on issues and
 Cross-fertilisation of Best Practice people that are impartial to politics.

What is good about being on an Overview and Scrutiny Committee?

- Encourage active involvement.
- Explore a lot of emerging issues
- Reviews a lot of issues about performance.

How could Overview and Scrutiny be improved?

- To be more focused on issues.
- Challenging own performance.
- Performance information is not always readily available at fingertips.
- Need to be clear as to why the Committee is undertaking certain pieces of work, i.e. still not sure what the mobile phone Mast Commission actually achieved
- Need to understand how external organisations should be treated. Often, external organisations receive unnecessary criticism.
- When the Committee receives reports form Officers, the reports do not actually say what the outcomes are and why they are doing them.

Malcolm Poad – Director of Planning & Performance, Bradford Teaching Hospitals NHS Trust

Issue – Application for NHS Foundation Trust status

Process

Board of Governors – linked to Parliamentary Constituencies and tried to cover Local Authority boundaries and Local Neighbourhood Forums. Wanted to engage with Overview and Scrutiny Committee about this issue. Requested meeting with Overview and Scrutiny and wanted feedback on two issues:

- Governance arrangements and
- Were they going about formal consultation the right way?

Input and changes made as a result

- Consultation process don't rely solely on NHF information result – think more about the media and other people to engage with. Did leaflet promotion as well.
- Selection of three governors subdivided all NHFs to avoid all three governors coming from one NHF.
- OSC suggested not to use ward and local authority boundaries but unfortunately legislation ties them into using Local Authority boundaries

- Advice on maintaining database so process was not hijacked by one particular faction
- OSC were able and willing to write letter to Department of Health backing the application for Foundation status
- Output from OSC changed application but also strengthened it.

Observations

- Meetings far more formal than Health meetings
- Attend a meeting BEFORE you present on issue very valuable
- Very thorough process
- Communication need to be clear what we are proposing. Health is different world from Local Authority, own language, etc therefore do not make any assumptions
- Presentations think carefully about language used, think carefully about the starting point

- Think carefully about what you want back from the Overview and Scrutiny Committee, it is a two way process
- Politics nervous about being asked to defend Government policy – pleased it did not happen
- Be prepared to engage with Committee and listen to them, be prepared to change your proposals.

Other contributions

- This was an example of proactive Overview and Scrutiny. Good way of adding value.
- Agreement with Malcolm i.e. need to set the scene to give members enough information to engage the Committee. It is a worthwhile process. Need to invest time to get the output. Seems to be far less political than the 'old' committee structure.
- How do you get on board of Governors? Need to live in Bradford.
- Suggested issuing guidance to people prior to attending an Overview and Scrutiny Committee, especially with Health.
- Committee should be specific, may be even submitting questions in writing so that the Officers could prepare and also send relevant person.

- Suggested meeting outside of City Hall. Formality of meetings puts the general public off. Councillors could be addressed with courtesy but not overly formal.
- Highlight need for training for co-optees get Health people to come and speak to O&S committees.
- Health meetings less formal and do not have the City Hall setting. Questions NOT through the Chair.
- Need to get hands dirty and go round to talk to people. Needs to be incorporated into Overview and Scrutiny.

Session 4 Overview and Scrutiny – Experience so far and thoughts about the future

Cllr Kris Hopkins – Portfolio Holder (Community)

He has experience as a previous O&S member at the start of O&S and in particular referred to the exercise of scrutinising the future of Ingrow Green elderly persons' home. They had no rules at that time and had to make it up as they went along.

He thanked O&S for some of the work they had done – but not all of it! The Executive and Portfolio Holders cannot always accept all of the recommendations of O&S – his job is to take the decisions and the flak. Each of the political groups has struggled to identify the role for all those councillors who are not on the executive. Overview and scrutiny has proved that the backbencher role is not redundant. There is still a long way to go with overview and scrutiny.

He found the appraisal of his portfolio through the Mid Term Evaluation of the Corporate Plan very difficult. The "rules of engagement" were not clear. Some of the questions were just wrong. What we are all actually trying to do is deliver quality services. There is a whole range of questions that should be asked. O&S can offer good advice in this area.

There is tension between executive support and scrutiny support officers and there is a need to explore some of these issues.

Kris' Tips for Good Scrutiny!

- Marry corporate priorities with the activities of scrutiny
- Look at performance indicators and the way in which we deliver services
- O&S must engage with portfolio holders
- We need to recognise that there is politics in this. People have different motivations and sometimes are pulling in different directions. O&S should be about quality – not the political "song and dance"
- There is an immense amount of work to be done with partners this has not worked as well as it could do.
- The Health O&S is a very difficult role. It should not be an "us and them" situation.
 We need to make O&S a comfortable place for partners to walk into.

Cllr Val Slater – Chair of the Overview & Scrutiny Co-ordinating Committee

There are some consistent messages emerging today.

- We need to know exactly what we are trying to achieve
 We are in danger of slipping back
- We have been trying to do too much

Cllr Slater contrasted the Economic O&S Committee of 2000 that merely noted an item concerning the Economic Strategy with the detailed attention given to the Best Value Review of Regeneration that received detailed and critical attention from the Regeneration and Culture Overview and Scrutiny Committee.

Overview and Scrutiny has made considerable progress in engaging the public. The consideration of the siting of children's homes and of the future of the Priestley Centre are two good examples. A number of detailed scrutinies have been undertaken – in particular the scrutiny of the education budget. People sometimes do not appreciate the amount of work that goes into these.

There has been some good involvement with co-opted members: we have not gone so far with involving community groups.

The focus of overview had scrutiny has shifted towards the corporate priorities. However, Committees can still be sucked into "navel gazing" and examining minutiae. It was a useful exercise asking portfolio holders to attend the first meeting of OSCs during the year.

She was disappointed there were not more Councillors in attendance at the conference and had been disappointed by the attendance at some O&S committee meetings.

Future aims:

- Partners and partnerships we need to be more outward focussed. We need to work better with partners and use them to present an alternative view. We need to work with partners on an equal basis.
- We need to develop skills to ask the right questions sometimes some colleagues are not up to that.
- The overview and scrutiny agenda needs to be driven in part by the public agenda and what is important to the public. The new overview and scrutiny web pages can contribute to this. She would like to see a "bulletin board" facility on the website where the public can post their ideas for O&S activity.

- We should undertake more policy development work – sometimes at the request of the executive.
- We need to take advantage of the skills, knowledge and experience of members. Members should represent the views of their constituents through overview and scrutiny and bring their own life experiences into the process. It is not members' role to become super-officers.
- Members need to do more O&S work outside meetings.

Question and Answer Session

Q: What is O&S there to do? How do we take practical steps to address that?

A: Used Community Cohesion as an example – we all sign up to it, but have very different (or no) understanding of what we are trying to do. O&S could help here. He (Cllr Hopkins) feels very critical of the development of the Corporate Plan – it should be discussed over a considerably longer period of time. Solutions should be developed together as partners. We need to go away with a sensible model that works.

Comment: There is too much talk of O&S Chairs – we need to engage the whole of the Committee.

Q: Is overview and scrutiny independent?

(KH): It has been independent and has presented challenges.

(VS): O&S has offered an alternative – it has given an informed view and a solution to a problem.

A: Comment from Con Egan (Bradford Care Trust): O&S has helped to shape better decisions, both about the Care Trust and services at Airedale. There is a time for scrutiny and a time for management action. Don't call people in to tell them off!

The Corporate Plan appraisal could be a brilliant process. We need to consider the urgent and important aspects of the Corporate Plan. We also need to strengthen the way we scrutinise the budget.

This session invited delegates to discuss the draft 3 Year Vision for Overview & Scrutiny in the Bradford District. Comments made are detailed below.

- Community Strategy not previously mentioned today
- Too many strategies, corporate goals and other aims – confusing which link into each Overview & Scrutiny Committee
- Work Programmes of OSC's do not focus enough on the Councils Corporate Priorities
- Option to identify 20 aims for each OSC, the role then of OSC is to track achievement of the aims and flag up any that are not brought to Overview & Scrutiny Committee
- A need for OSC to be selective at the beginning of the year and identify what are the corporate priorities within that OSC. Agendas should state the corporate priority for each item
- Need to allow space within the work programme for issues that arise (call ins etc)
- OSCC need to identify overlaps of corporate priorities with each OSC and duplication in work programmes
- O&S needs to concentrate on service delivery, a concern that managers are spending time on putting together strategies at the expense of delivery on the ground. Need to maintain a balance and focus on outcomes
- Reports do not reflect the true picture, it is issues raised by the public that evidence the true picture
- Is there a need then to have shorter agendas, and to project plan each element of the work programme ensuring that visits to services are made and users of the service questioned to reality check reports

- Need to be better at reporting on outcomes and achievements of Committee meetings to the public.
- Obstacles to overcome System was imposed on Council therefore a lot of resistance to overcome. Need marketing exercise to demonstrate its worth.
- Area Committees should contain members of the public not just Councillors, makes use of local knowledge.
- Engagement with public very exciting element – needs to be brought to the fore
- Need to stop people thinking along the 'old committee' lines
- New way of operating (detailed scrutinies) has not yet replaced old style but is being treated as an 'add on' to the existing workload.
- Are members not attending due to committee/personal workload or is it just that they are not committed
- Things tend to go to Executive due to under use of Area Committee
- Need to prioritise workload and manage expectations
- Appear to be concentrating on the Overview part.
- Need help to focus on what the priorities are.
- Need to involve Overview and Scrutiny at very early stages of Forward Plan especially policy making issues. Not planning far enough in advance.

- A formal OSC meeting is to make decisions on recommendations, when this is not being carried out then informal meetings should be held – need to be more flexible (additional resource will be needed for this)
- Did not know until today that Overview actually existed.
- There is a lot of Scrutiny undertaken, but little Overview.
- There are different levels of understanding between Members and Officers about the Overview and Scrutiny Process and unless there is consensus, effectiveness will be patchy.
- Need to be clearer as to what is appearing on some of the Committee agendas. Most local people do not know what Overview and Scrutiny is and the limited powers they have?
- Would like shorter reports to Committee, as there is a lot of unnecessary information in reports.

- Is an integral part of the way the Council plans and works.
- Portfolio Holder Presentation would include warning of items coming up on the Forward Plan.
- Look at interaction between Overview and Scrutiny and the media
- Education. Relationship getting very complicated eg Client side, EPP and Partnership Board.
- Important that departments do not feel that they 'own' a committee.
- Scrutiny is an attempt to circumvent the delays of democracy

Specific comments on page 1 of the Vision document

- Points 2, 4 and 5 are saying the same/similar thing.
- The wording in number 3 should be "These bodies", might improve their contribution".
- In relation to point 6, what would you describe as centre of excellence and how would you know when you have got there?
- From points 1 8, need to be SMART, (Specific, Measurable, Achievable, Time and Realistic).
- Can't do it all at once and need clarity as to what parts/areas of work Overview and Scrutiny will concentrate on now. Need to have a position of clarity.

Feedback from delegates on the Conference

From the evaluation sheets, 72% rated the conference overall as good and 9% as acceptable and a significant majority of the delegates found the conference useful and informative.

There was significant participation from the health service and these delegates appreciated being involved and being given the chance to better understand the workings. Similarly, delegates from other organisations etc appreciated being given the opportunity to be involved and to give their views on Overview and Scrutiny.

Comments were made about the low turn out from elected members and senior officers from the Council. The inputs from Dr Stephanie Snape and Derby Council were very much appreciated as they gave a national context and useful comparisons.

Some of the particular comments were as follows:

- "Very useful in understanding the views of the Council on O&S and how close they are to those who are 'scrutinised'"
- "The opportunity to hear about the way scrutiny is currently operating and the way it will have to change was good.
- "Some of the issues that need resolving has been within the gift of the Authority to decide upon - need to get it resolved."
- "Congratulations on organising the event and ensuring involvement from partners"

- "Where were all the Directors?"
- "Interesting getting views of O&S Cllrs, and officers who support the service. Took into account co-opted members."
- "Very useful part of our training"
- "Mostly met expectations need to encourage more members and senior officers to attend"
- "Lacked what action was going to come out of it"

Conclusions

The feedback both during and after the conference clearly indicated that the participants felt that the conference was a worthwhile and useful event.

It was the first occasion when **all** the key participants in the Overview and Scrutiny process in Bradford District (i.e. members of O&S Committees, members of the Executive, Portfolio Holders, external organisations and partnerships, Directors and other officers) have been able to meet together and evaluate the work of the process so far, since it was established in Bradford in 2000. Consideration should be given to having such a review as an annual event with possibly a regional dimension.

Some of the particular issues arising were:

- 1. The need to further develop the relationship between the Portfolio Holders and the Executive with Overview and Scrutiny
- 2. A need to increase the involvement and commitment from ALL members of O&S Committees
- 3. Further work with all significant partnerships, organisations and Area Committees
- 4. Developing the focus of O&S on Corporate Priorities

The comments and contributions have been captured in this Conference Report and will be used to inform the 3 Year Overview and Scrutiny Vision, the development plan (04/05) of the Overview & Scrutiny Co-ordinating Committee, the Work Plans of the O&S Committees, future training for committee members, improvement of the support provided by officers to the committees and the development of the working relationships between the O&S Committees and the key participants in the O&S process.

Delegate List

Airedale NHS Trust

Airedale Primary Care Trust

Bradford District Care Trust

Bradford District Federation of Tenants and Residents

Bradford Hospitals NHS Trust

Bradford South and West Primary Care Trust

City of Bradford Metropolitan District Council

Robert Allen

Anthony Jones

Con Egan

Jenny Scott

Malcolm Poad

Denise Arnott

Cllr Valerie Binney Cllr Mark Blackburn Elizabeth Brookfield **Tony Burns Cllr Tony Cairns** Val Carroll Mike Cowlam Stuart Culliford Alan Dalton Kersten England **Cllr Chris Greaves Cllr Ian Greenwood** Wendy Hall Frank Hanley **Cllr Kris Hopkins** Cllr Gordon Johnson **Cllr Michael Johnson Cllr Ghazanfer Khaliq** Stan Kidd Tony Kilner

John Major

Derby City Council

Diocese of Bradford

Education Bradford

Environment Agency

Leeds Road Hospital

Warwick University

The Priestley

Cllr Malcolm Sykes Cllr Graham Thornton Ian Watson Cllr Rosemary Watson Steve Watson Simon Welch **Richard Wixey** Bradford City Primary Care Trust Sandra Knight **CNet Health Talk Consortium** Isobel Scarborough **Cllr Alan Graves** Kate Owen John Anderson Alan Jarvis Paul Tullett Judy White **Brian Bicat** Dr Stephanie Snape

Steve Morris

Cllr Val Slater

Cllr David Servant

Cllr Malcolm Slater

Revised 3 Year Vision

"Towards Excellence" – a 3 year Vision for Overview and Scrutiny in Bradford District.

This is a revised version reflecting the comments made at the conference, as well as reflecting comments made in the preparation of the new Corporate Plan for the Council and in the Council's Annual Audit letter (2002/03).

Outcomes

Overview and Scrutiny to be:

- 1. Acknowledged internally and externally as a credible, worthwhile body that:
 - a. Is an integral part of the way the Council works
 - b. Engages the members and the public in it's activities
 - c. Makes a significant contribution to the development of Bradford District.
- 2. Undertaking activities including scrutinies that are focused on the Council's Corporate Objectives and that are received with critical acclaim by the Executive and the public.
- 3. Engaging Area Committees in Overview and Scrutiny activities.
- 4. Providing effective objective and evidence based examination of Council policy.
- 5. Successfully holding the Executive to account
- 6. Contributing to achieving the objectives of the District's Community Strategy by engaging with external organisations and partnerships to the mutual benefit of Bradford District.
- 7. Nationally recognised as a centre of excellence.

Issues to be addressed to achieve the outcomes

- 1. O&S committees and their members suitably resourced and supported.
- 2. Accessible information both for and about O&S Committees
- 3. A Marketing & Publicity Strategy, including how to report on "outcomes"
- 4. Scrutinies clear guidelines and procedures
- 5. Support at meetings how to improve the efficiency and quality of meetings
- 6. Clear and agreed relationships with Council Departments, Area Committees and external organisations and partnerships
- 7. High quality training and development for members of O&S committees
- 8. Agreed protocols for the working relationships with the Executive, Portfolio Holders and top management.
- 9. Strategies to develop work with significant partnerships, organisations and Area Committees.
- 10. Committee work plans that reflect a priority focus on Corporate Priorities.