

Date of issue: 30<sup>th</sup> March, 2010

<b>MEETING</b>	<b>OVERVIEW &amp; SCRUTINY COMMITTEE</b> (Councillors Mann (Chair), Coad, Cryer, Davis, A S Dhaliwal, Pabbi and Walsh (2 BILLD Vacancies))
<b>DATE AND TIME:</b>	WEDNESDAY, 7TH APRIL, 2010 AT 6.30 PM
<b>VENUE:</b>	COUNCIL CHAMBER, TOWN HALL, BATH ROAD, SLOUGH
<b>DEMOCRATIC SERVICES OFFICER: (for all enquiries)</b>	CATHERINE MEEK  (01753) 875011

### **SUPPLEMENTARY PAPERS**

The following Papers have been added to the agenda for the above meeting: - Item 6 was not available for publication with the rest of the agenda.

### **PART 1**

<b><u>AGENDA ITEM</u></b>	<b><u>REPORT TITLE</u></b>	<b><u>PAGE</u></b>	<b><u>WARD</u></b>
6.	Annual Report of Scrutiny 2009/10	1 - 54	

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**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Overview and Scrutiny Committee

**DATE:** 7<sup>th</sup> April 2010

**CONTACT OFFICER:** Sunita Sharma – Scrutiny Support Officer

**(For all enquiries)** (01753) 875480

**WARD(S):** All

**PART I**  
**FOR COMMENT AND CONSIDERATION**

**DRAFT ANNUAL SCRUTINY REPORT 2009/10**

**1 Purpose of Report**

As we draw to the end of the municipal year it is customary at this time to be drafting the Annual Scrutiny Report. The purpose of this cover report is to

- a) Provide the Committee with background to the provision of an Annual Scrutiny Report to Council
- b) Seek the views of members of the Committee about what information should be included in an Annual Scrutiny report.
- c) Provide the Committee with an early opportunity to comment on the draft report.

**2 Recommendation(s) / Proposed Action**

The Committee is requested to:

- d) Suggest any improvements or amendments to the draft report.
- b) Make recommendations based on the year's experience about topics to include in next year's work programme.
- c) Support a work planning session (cited as best practice) at the beginning of the municipal year, identifying and setting out key priorities for the year ahead.
- d) Consider making any specific recommendations to Council about scrutiny.

**3 Key Priorities**

**Community Strategy Priorities**

Overview and Scrutiny is a process by which decision-makers are accountable to local people, via their elected representatives for improving outcomes relating

to all priorities for the Borough and its residents. Scrutiny seeks to influence those who make decisions by considering the major issues affecting the Borough and making recommendations about how services can be improved. The Annual Scrutiny Report supports the Scrutiny process by providing a record of the work carried out during the year and plans for the future year.

#### **4 Other Implications**

(a) Financial – None

(b) Risk Management – None

#### **5 Supporting Information**

5.1 Annual reports are an opportunity to review the scrutiny work programme for the last year and assess the impact scrutiny has had on influencing policy and holding the Executive to account. Looking at an Annual Report can help us to understand the nature of the work undertaken by Overview and Scrutiny and to assess its effectiveness. It also gives an opportunity to reflect on any lessons learned during the year to help guide future work.

5.2 The production of an Annual Report is a statutory requirement of the Constitution and the Committee “must report annually to the full Council on future work programmes and amended working methods if appropriate.”

5.3 This Committee is provided with a draft of the Annual Scrutiny Report and it summarises the work carried out during the municipal year and also looks at issues for the future. Some discussion has taken place with each of the Chairpersons with respect to the content.

5.4 The first part of the report provides details of the work of the individual panels. The report this year picks up on the different approaches that have been used to scrutinise topics:

5.4.1 Regular and continuous scrutiny of performance indicators and inspection findings has helped members to develop a joined up more strategic perspective rather than concentrate on issues in isolation;

5.4.2 Special meetings such as those on Safeguarding Children have allowed for more detailed scrutiny of an issue and partner performance; similarly special meetings on Stoke Road Cemetery allowed community involvement in developing a solution.

5.4.3 The scrutiny of Traveller Incursions within Slough has encouraged this to be looked at in the wider context of social inclusion and developing appropriate policies for our Traveller community.

5.4.4 Finally Health Scrutiny has continuously used its statutory powers to hold the PCT and Hospital Trusts to account and intervene early particularly over the recent changes proposed for Mental Care Services.

- 5.4.5 There is scope to build on and develop different approaches to scrutiny next year; particular attention needs to be given perhaps on evidencing how scrutiny actually makes a difference; continued forward planning and appropriate selection of items within the work programme, fewer routine reports for noting and challenging the status quo by making recommendations as a result of scrutiny will help with this.
- 5.5 The second part of the report will look ahead, considering the points made above in 5.4.5 and other areas where further development could be considered. The third part of the report is a summary of the work undertaken by the Committee and its panels - Appendices (1-5) and a record of attendance.
- 5.6 Members are asked to note that the Annual Report is still in its draft stages with two further scrutiny meetings still to be held at the time of writing. Final formatting will be similar to last year's report subject to final text and contents being agreed. The final version will be circulated to Committee members before being submitted to Council.

## **6 Conclusion**

The local authority through its Overview and Scrutiny function has an influential as well as a statutory role in scrutinising the activities and performance of the Executive and External bodies. The Annual Scrutiny Report provides an opportunity to communicate the work the Committee and its Panels have undertaken, challenges faced and the improvements made to the lives of Slough residents.

## **7 Appendices**

- 1 – Overview and Scrutiny Committee Work Programme
- 2 – Health Scrutiny Panel Work Programme
- 3 – Education and Children's Services Scrutiny Panel Work Programme
- 4 – Community, Leisure and Environment Scrutiny Panel Work Programme
- 5 – Neighbourhoods and Renewal Scrutiny Panel Work Programme
- 6 – Draft Annual Scrutiny Report

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## Appendix 1 Overview and Scrutiny Committee Work Plan

Item	8/6/09	2/7/09	3/9/09	15/10/09	19/11/09	14/1/10	4/2/10	25/2/10	7/4/09
1. Member Call-in – The Council's IT									
2. Statement of Accounts									
3. Forward Work programme – introducing a) Scrutiny surgeries b) Identifying Implications for the town of a 3 <sup>rd</sup> runway at Heathrow as a future item									
4. Slough Town Football club									
5. Update on CAA									
6. Review of Council's Grant funding and other support to the Voluntary & Community Sector									
7. IT resilience & Business Continuity									
8. Performance & Financial reporting 2009/10 & presentation on current economic situation in the town									
9. Attendance Record									
10. Performance & Financial Reporting for 2009/10									
11. The Comprehensive Area Assessment – Audit Commission perspective									
12. Involvement in the Local Strategic Partnership									
13. Scrutiny of Crime & Disorder									
14. Councillor Call for action									
15. Local Area Commander Thames Valley Police									
16. Member Call-in – Child protection policies and practices									
17. Private Sector Housing & Houses in multiple occupation surveys 2009									
18. Performance & Financial monitoring 2009/10									

Item	8/6/09	2/7/09	3/9/09	15/10/09	19/11/09	14/1/10	4/2/10	25/2/10	7/4/09
19. Place Survey									
20. Performance & Financial monitoring 2009/10									
21. Shared services update									
22. Grants to External bodies									
23. Performance and Financial Reporting for 2009/10									
24. The Council's Grant Funding - Update on the Review & Information on Current Processes									
25. Britwell & Haymill Regeneration - Land									
26. Appropriation Report									
27. Budget Scrutiny									
28. Local Economic Assessment									
29. Response to Economic Downturn									
30. Action to Improve Performance at MyCouncil									
31. Performance Report									
32. Carbon Management Plan									
33. Chief Constable, TVP									
34. Report on the Work of the LSP (including issues of racist attacks against Sikhs & Slough Against Violent Extremism									
35. Annual Scrutiny Report									

Shaded areas represent dates items reported to O&S committee.

## **Appendix 2 Health Scrutiny Panel – Work Programme**

Date	23/6/09	17/9/09	26/10/09	9/12/09	09/2/10	22/3/10
Item						
1. Saving more lives - Presentation by Heatherwood & Wexham Park Hospital NHS foundation Trust						
2. Car Parking Charges at Upton Park Hospital NHS Foundation Trust						
3. Parking, Transport & Access issues at Wexham Park Hospital						
4. LiNKs (Local Involvement in Networks)						
5. Influenza AH1N1 – Swine flu update						
6. Comprehensive child & Adolescent Mental health – Services (CAMHS)						
8. Dementia-meeting the challenges through a national strategy Presentation						
9. Swine Flu update						
7. Presentation – Wexham Park Development proposals						
8. MRSA & Infection Control						
9. Health trends in Slough & Joint Strategic needs Analysis						
10. Patient Focused system for GP appointments in Slough						
11. Maternity services in Slough – Hospital Trust						
12. The Next Generation: Option Appraisals for Mental Health Services						
13. Slough Health Activist and Health Trainer Programme						
14. Proposals to conduct out of hours angioplasty surgery at Royal Berks Hospital						
15. Interim Report of the Slough Safeguarding Vulnerable Adults Partnership Board 2009						
16. Adult Social Care Transformation – Putting People First (Report & Presentation)						
17. Medium Term Financial Plan 2010/2011 to 2012/2013						
18. Illicit Drugs – effect on local population						
19. The Next Generation: Outcomes of Option Appraisals for Mental Health Services continued						
20. Heatherwood and Wexham Park Hospital Trust- Financial Position						

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### Appendix 3 Education and Children's Services Scrutiny Panel – Work Plan

Date	24/6/09	10/9/09	20/10/09	13/1/10	1/2/10	15/3/10	22/4/10
Item							
1. The Learning Revolution – A New Approach to Informal Adult Learning							
2. Adult Learning and Apprenticeship Scheme Self Assessment Review 2007/08							
3. Development of Play Areas in Slough							
4. Slough's Fostering Service – Statement of Purpose							
5. Child Protection Activity in Slough							
6. Key Stage 2 Research Report							
7. School Places – Current and Future Demand							
8. School Admissions Code of Practice & Primary & Secondary Admissions September 2009							
9. Elective Home Education							
10. Adoption Service Statement of Purpose							
11. Member Call-in Child Protection services							
12. Young People Not in Education, Employment or Training (NEET)							
13. Slough Residential Children's Home, Mallards – Statement of Purpose							
14. Ofsted Unannounced Inspection Outcome August 2009							
15. Parenting Support Strategy and Action Plan							
16. Safeguarding in Slough – The work of the Local Safeguarding Children's Board (LSCB)				Special meeting			
17. Medium Term Financial Plan 2010/11 to 2012/13							
18. Children & Families Annual Complaint Report							
19. Corporate Parenting Report							
20. Development of Play Areas in Slough							
21. Aiming High for Disabled Children							
22. YOT Annual Monitoring Report							
23. Review of Children's and Young People's Plan							
24. Key Stage 2 Results & Actions							
25. Safeguarding in Slough – Health Services							Special meeting

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## Appendix 4 Communities, Leisure and Environment Scrutiny Panel – Work Plan

Date	30/6/09	15/9/09	28/10/09	30/11/09	27/1/10	18/2/10	25/3/10
Item							
1. Biodiversity Duty for Local Authorities- A Presentation by the Berkshire, 2. Buckinghamshire and Oxfordshire Wildlife Trust							
3. Making Slough Greener – TVU challenge							
4. Strategic Review of Slough's Public Library							
5. Update on the Free Swimming Programme in Slough							
6. Stoke Road Cemetery & Crematorium, Drainage and Management Issues							
7. Transport Update - 2012 Olympic Games							
8. Member Call-in: Controlled Access of Pedestrians and Cyclists to the Chalvey Recycling Centre							
9. Recycling Update							
10. Allotments, Parks and Open Spaces Update							
11. Audit Commission a Place to Live Inspection 12. August 2009							
13. Strategy for the Cultural Offer and Community Arts							
14. Participation in Sport 2012 Free swimming initiative							
15. Tennis Centre Development Proposals							
16. Libraries Strategic Review Progress and Strategic Partnership							
17. Medium Term Financial Plan 2010/11 to 2012/13							
18. Tobacco Enforcement Initiatives							
19. User Consultation on Stoke Road Cemetery & Crematorium Management Issues and Site Rules						Special meeting	
19. New Central Library, Learning Centre and Cultural Centre in the Heart of Slough							
• 20. Performance Report							
21. Neighbourhood Working							

*Shaded areas denote the dates each topic was considered*

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## Appendix 5 Neighbourhoods and Renewal Scrutiny Panel – Work Plan

Date	29/6/09	01/19/09	22/10/09	02/12/10	11/2/10	06/04/10
Item						
1. Attendance by First Buses and TfL to discuss bus services in Slough						
2. Update on Work of Neighbourhood Enforcement Team and Consideration of Mobile Working Technological Solution for Community Wardens						
3. Animal Warden Service and out of hours stray dog service						
4. Crime and Disorder - New Scrutiny Provisions						
5. Homelessness Strategy						
6. People 1st (Slough) Performance Management Update						
7. Performance Indicator Former BVPI 212 Average Re-let times for Void Properties						
10. Estate Area Investment Programme						
11. Highways Average Re-let times for Void properties						
12. Performance Indicator Former BVPI 212						
13. Scrutiny of Measures taken by the Safer slough Partnership to Improve Community Confidence and Reduce the Fear of Crime						
14. People 1 <sup>st</sup> Performance Management Update October						
15. Homelessness Strategy Implementation Plan						
16. Private Sector Housing Update and SBC policy on Outbuildings						
17. Traveller Policy and Practice						
18. People 1 <sup>st</sup> – Performance Management Update						
19. People 1 <sup>st</sup> – Service Improvement Plan						
20. Langley 20mph Zone Review						
21. Medium Term Financial Plan						
22. People 1st (Slough), Performance Management Update						
23. Performance Monitoring (LAA indicators)						
24. Highways Engineering Schemes 2010- 2011						

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**DRAFT**

**ANNUAL  
SCRUTINY  
REPORT 2009/10**

## Foreword

By Councillor Mewa Mann



Chairman of the Overview and Scrutiny Committee

I am delighted to introduce the annual scrutiny report for 2009/10.

The report includes a summary of the work undertaken during the year by the Overview & Scrutiny Committee (O&S) and each of its sub panels. Annual reports are an opportunity to understand the nature of the work undertaken by Overview and Scrutiny and to assess its effectiveness.

The theme of the report is “What’s the difference?” What impact or difference has the role of Scrutiny made to the lives of residents and the town? The question will be a running theme throughout the report as we take a selection of topics scrutinised during the year, the outcomes and next steps.

During the year as Chairman, I have been keen to widen the scope of Scrutiny and encourage resident participation as it is essential that residents are able to raise issues for Scrutiny and have an opportunity to direct our work wherever possible. It is for this reason that I introduced a series of informal “Scrutiny Surgeries” across the borough where both Vice Chair Councillor Diana Coad and I were available for members of the public and councillors to raise issues of concern they wished to have scrutinised by the authority. A number of matters were brought before the surgeries, ranging from questions on crime and disorder to the use of outbuildings within Slough. Both subjects were considered before the Overview and Scrutiny Committee.

Elected members have a duty towards their constituents, and I believe that the role of scrutiny is to provide effective challenge, ensure that there is transparency, and be a lead in best practices. As an example, this is the first year that we have published a rolling record of attendance records for the O&S committee (Table 1). It is hoped that work continues in this way for the rest of the council meetings.

The focus of the work programme for both the committee and panels has been to develop the programme throughout the year and respond to issues as they arose. Of particular note is the work around Crime & Disorder, Economic Climate, Slough Cemetery, the Safeguarding of Children and the proposed changes to Mental Health care provision.

I would like to take this opportunity to thank all the Councillors for their valuable contribution and dedication in serving on various panels throughout the year, especially the Chairs and Vice Chairs who have driven the work programme forward. Similarly, I am grateful to those councillors who have attended and contributed at scrutiny meetings throughout the year. I also want to thank all the Council officers for their time and support, our partners and residents who have taken part at meetings and contacted us throughout the year.

This report takes a look back at the accomplishments and challenges of the past year, but it also focuses on the year ahead by outlining the expectations and challenges for the future. Each year we hope to build, develop, and strengthen the role of scrutiny. I want to conclude by expressing my commitment to the Overview and Scrutiny process over the coming year. It is my sincere hope that Scrutiny will make a difference to the lives of residents by securing better outcomes and that it will help to make Slough town a great place to live and be proud of.

## Overview and Scrutiny Committee



Councillor Mewa Mann –



Councillor Diana Coad –

### **Membership**

Derek Cryer

Roger Davis

Arvind Dhaliwal

Rakesh Pabbi

James Walsh

## **Responsibilities**

The Overview and Scrutiny Committee is the Council's main scrutiny committee ensuring that there is effective and timely scrutiny of council policy, budget and authority-wide performance. It makes reports and recommendations to the Cabinet or full Council and also has a role in looking at the decisions taken by the cabinet or officers under delegated powers. The Committee is also responsible for co-ordinating the consideration of 'member call-ins' where a Councillor requests that a particular issue is considered.

The Overview and Scrutiny Committee is the overarching committee under which there are four Scrutiny Panels, that undertake scrutiny of issues falling within their portfolios. These are: –

- Community, Leisure and Environment
- Education and Children's Services
- Health
- Neighbourhoods and Renewal

## **Chair's summary**

During the year the Committee covered a wide range of topics ranging from the proposals on Slough Town Football Club to the outcomes of the resident Place Survey. It also heard two Call-ins, one on the Council's IT systems and the second on the scrutiny of Child Protection services. (Section 1a)

The Committee has followed in particular the challenges faced by Slough in relation to levels of crime and the impact of the economic climate. The results of the resident Place Survey, Comprehensive Area Assessment, and regular performance monitoring reports have allowed the committee to track performance and look at these areas in more detail.

### **1.1 Crime and Disorder**

Throughout the year the Committee has made use of a variety of sources to inform its work. Regular performance monitoring reports are received which provide the latest snapshot of the council and its partners' performance in relation to a number of performance indicators. In addition to performance reports, the Comprehensive Area Assessment, which assesses how well the council and key partner organisations are performing, and the Place Survey, which reports on local resident opinion and perceptions, were key sources of information. Together they revealed that statistics on crime levels and confidence levels in crime solving have shown a worrying trend against a back-drop of inadequate resourcing levels for Slough's population. This provided essential information in advance of the Local Area Commander's visit in September 2009 and the Chief Constable in April 2010.

#### **1.1.1 Performance monitoring**

In September, the Committee noted that there had been an increase of 16% in the assault with less serious injury crime rate over the same period in the previous year, although the overall severity of the violence in Slough had decreased. Members were very concerned that whilst the overall severity of violence recorded in Slough had been decreasing, there was still concern that the base figure for the town was above the national trend with the overall level of crime at a higher level than would be expected.

Several Members of the Committee referred to the ongoing problem of inadequate policing resources in Slough as compared to the position in other, densely populated areas and the problems that this was causing. The Chief Executive confirmed that recent figures demonstrated that the level of policing in Slough both in terms of per head of population and per crime was well below that of all of the metropolitan areas despite the fact that this town was similar in many ways to those areas. Members suggested that the matter should be raised at a senior level with the Thames Valley Police and the Chief Executive undertook to write to the Chief Constable outlining the Committee's concerns on the level of resourcing.

It was suggested that the views of the Committee on police resourcing were shared by the local force and that they were likely to welcome the support of the Committee in seeking additional police numbers or other resources for the Slough area. The view was expressed that Slough's particular issues, including the diversity and transient nature of its residents, the under-counting of its population and the problems associated with the proximity to a large international airport had not been fully taken into account by the Thames Valley Force. For these reasons, amongst others, Slough could not be compared with other non-metropolitan areas around the country because of its particular needs.

### **1.1.2 Comprehensive Area Assessment**

In September 2009, the Audit Commission was also invited to outline their initial judgement on the council's performance. The committee was advised that the new Comprehensive Area Assessment (CAA) examined how well councils are working together with other public bodies to meet the needs of the people they serve. The Audit Commission outlined its initial findings, drawing attention in particular to the possibility of a "red flag" in respect of the partnership's capacity to deliver improvement on crime and fear of crime.

Several Members expressed their extreme concern at this situation, given that, whilst Borough Councillors were democratically elected and accountable to local people, other members of the partnership were not, and it was not always within the ability of the council to influence those partners sufficiently. In this particular instance, there was a possibility of a red flag at least in part because the Thames Valley Police, at a strategic level, had not adequately resourced policing in the town. The local population, therefore, would be unlikely to distinguish between the various partners and would be likely to blame the Borough Council for all poor performance in the town, whether or not it was directly responsible.

Members of the Committee added that it was essential that the assessment took fully into account the very difficult circumstances in Slough and sought assurances that the following issues were recognised:

- An ageing population,
- An increasing birth rate,
- A substantial under- counting of the local population which had been acknowledged at national level,
- The under-resourcing of the police force as compared to all other metropolitan areas in the country and
- Issues in respect of the proximity to Heathrow airport which gave rise to particular issues such as drugs.

### **1.1.3 Place Survey**

The Place Survey is a statutory resident survey that is undertaken by every local authority in England and carried out on a two yearly basis. Members were informed that the survey reported on a set of national indicators that were common to all areas.

One of the findings was that whilst improvement in anti-social behaviour had been noted, it remained an area of high concern amongst Slough residents. It reported that the indicator on perceptions of anti-social behaviour was 35.30% in 08/09, representing performance in the lowest quartile with Slough ranked 6<sup>th</sup> (lowest) out of 6 Berkshire authorities. The South East Region average value was 16.2% whilst the England average value was 20.0%.

Members were concerned that the results of the Place Survey had been notified a year after the original survey and therefore, there was a very small window of opportunity to act on some of the findings before the next survey was due. Furthermore, that it was essential that results of the survey and pending action had been communicated to residents. Members were advised that a more detailed analysis of the survey would be undertaken to identify all the issues that needed to be addressed prior to the next survey and that once this was completed, a plan would be produced and presented to the Committee.

### **1.1.4 Visit by the Local Area Commander – Thames Valley Police**

Superintendent Chris Shead, Slough Local Area Commander attended the Committee meeting in October 2009 to answer Members' questions and present on policing issues in Slough. He stated that the police's resources continued to focus on identified priorities, namely combating serious acquisitive crime, tackling violent crime, improving the quality of service and enhancing confidence in the police.

#### Crime levels

Members were advised that overall, there had been a 13% reduction in crime compared to the same period last year which equated to some 1,200 fewer victims. However, the level of crime in Slough was still high as compared with other similar policing areas. Furthermore, the Thames Valley force continued to suffer from a lack of resources with fewer officers per head of population and per crime than most similar authorities. Public confidence in the police was improving but there was still much work to be done.

#### Resources

Members sought clarification on the number of police officers in Slough and were advised that Slough had 240 officers and that a contingent of 4,200 officers covered the Thames Valley area. It was believed that the force was under-resourced and should be treated the same as a metropolitan area. Considerable lobbying continued to be undertaken but it was unlikely that there would be a change for the better in the short term. The Superintendent was asked whether any additional officers had been obtained for Slough as had been hoped by the Chief Constable when she had attended the Committee earlier in the year. He responded that two additional officers had been obtained for the Slough area.

### Budgets

Reference was made to the current national financial crisis and the likelihood that the police budgets would be cut in the coming years and the Commander was asked to comment on whether he thought this would have a severe impact on the Force. He commented that there would undoubtedly be a reduction in funding and referred to the fact that savings of some £355,000 had been required in the current year. This had been achieved through efficiency savings without any reduction in police numbers.

### Preventing Violent extremism

In response to how the police measured the effectiveness of its strategy to tackle violent extremism members were informed that the key to measuring effectiveness was for the police to evaluate the usefulness of the projects being undertaken. This was of necessity a long term issue and it was not always easy to find good methods of evaluating success. However, a programme to support vulnerable individuals was in place to help such individuals from being radicalised. It was also about building resilience within the various communities to identify potential problems and to work with partners wherever possible.

### Anti-Social behaviour

There was concern at the level of anti-social behaviour in the Borough and a perception amongst the public that not enough was being done by the authorities to tackle it. Reference was also made to the current massive government interest in anti-social behaviour arising particularly because of the recent tragic case of Fiona Pilkington and what action was taken in respect of the victimisation of disabled people who were often targeted by anti-social behaviour. Members were advised that such crimes were greatly under-reported and this was an area that required a more cohesive response locally. As an example of this, he did not believe that partnerships with local disability groups were as well established as they could be and he was addressing this.

### **1.1.5 Visit by Chief Constable 7th April**

## **1.2 The Impact of the Economic climate on Slough town**

The committee considered the impact of the recession on the town very early on in the year with a presentation on the effect on the town including levels of unemployment and highlighting the work that the council and partners were undertaking to mitigate the worse effects. The Committee learned that there were particular concerns around long term unemployment and the increasing number of young people who were possibly moving into long term unemployment.

The Committee agreed that mitigating the effects of the recession in the short term was vital but that it was important to keep a close look at the future economy and the long term investment in innovation, skills and links with universities and colleges. Also that it was important that the council and its partners should be communicating a regular feature about the impact of the recession on the area, the steps the council and its partners were taking to respond to that impact and plans for the future.

An update was brought before the committee in February of this year and members were keen to know the progress being made in establishing Credit Unions in the area given the role they can play in tackling financial inclusion in times of recession and low income areas.

## **1.3 Outcomes – Conclusions and Next Steps**

It is generally recognised that Slough Town is more comparable to a metropolitan area given its population by numbers and breakdown and that this issue requires continued awareness and lobbying.

Public confidence levels need to be improved as evidenced by the Place Survey, CAA and talking with our partners.

Scrutiny has a key role in ensuring continuous improvement and that there are effective mechanisms in place to ensure that there is co-operation and accountability with our partners such as the Police. Further, that evidence and performance data is used to challenge the cabinet and partners. Finally that resident views and surveys are taken into account in planning solutions and that they are also advised of how their views have been used.

In terms of the economic climate the challenge for Scrutiny will be to ensure that the response to the economic climate evolves, does not remain static and responds to shifts in the local economic picture. That in scrutinising performance, evidence is sought on the range of recession indicators from unemployment rates to housing repossessions as well as the impact of interventions.

Finally that early intervention concentrates not just on employability, but also in offering a range of skills training ( including Tradesman skills), mental health and debt advice to the newly unemployed.

## Health Scrutiny Panel



Councillor Arvind Dhaliwal



Councillor Mav Dodds (Vice)

### Membership

Councillors:

Balvinder Bains

Roger Davis

Balwinder S Dhillon

Patricia O'Connor

## **Responsibilities**

This Panel has a monitoring role covering the following areas –

- Adult Social Services, Community Care, Parenting/Family Services
- Asylum Seekers/Refugees
- Substance Misuse Strategy with Neighbourhoods and Renewal Scrutiny Panel
- Health Links/ Partnerships
- To review and report on matters relating to local health services as set out in Local Authority (Overview and Scrutiny Committees Health and Scrutiny Functions) Regulations 2002.

## **Chair's summary**

This has been another busy year for the Health Scrutiny Panel. The scrutiny of health services is a statutory function as laid out in Section 7 of the Health and Social Care Act 2001 and allows the Health Scrutiny panels to review any matter relating to the planning, provision and operation of health services in the area of its local authority. This is a duty that offers huge opportunities to influence the provision of health services, address health inequalities and secure better outcomes. I believe that the best use of these powers is where local health issues are scrutinised and brought to the forefront as well as those services provided or managed by the NHS.

Adult social care is currently undergoing major changes to transform the way services are designed and delivered and this year the panel was given a presentation on the recent "Putting People first paper" which sets out government objectives and aims over the next three years. The panel learned that there will be changes to the way care is funded and more choice over how care is arranged. There is a real opportunity for scrutiny to help shape future policy in this new field and ensure that the changes achieve improved outcomes for local people, families and communities; not forgetting that as people are given more choice and control, we ensure that we put in place proportionate measures to help safeguard those that are vulnerable.

Throughout the year, the committee has actively followed the progress of proposed changes over the future of local Mental Health care services and the serious implications of the financial decline of the Heatherwood & Wexham Park Hospitals NHS Foundation Trust. These concerns are even more relevant when we consider the recent revelations over the serious failings of Mid Staffordshire NHS Foundation Trust which illustrate how failing hospitals can deteriorate undetected despite passing inspections and achieving foundation status.

The panel has received the Joint Strategic Needs Assessment which is a comprehensive piece of work that identifies the main health trends within an area and determines the provision and commissioning of services; it is a key piece of work that the Health Panel should draw upon throughout the year.

The year has also seen the establishment of the Slough Local Involvement Networks (LINKs)\*, which is a statutory body set up to assess health concerns and issues from a patient's perspective. Slough LINKs are regular attendees and contributors at the Health Panel.

Finally, the panel has also supported the Joint East Berks Health Overview & Scrutiny Committee's review into car parking arrangements at NHS establishments which is currently underway.

## **2.1 Changes to Mental Health Provision**

A request was made to Berkshire Health Care NHS Foundation Trust, to attend the Health Scrutiny Panel after members had heard that a number of changes were being proposed relating to mental health care services for Slough residents; one of which was the transfer of inpatient care from Slough to Prospect Park Hospital in Reading and the suspension of plans to provide for new mental health services at Upton Park Hospital in Slough.

Members expressed serious concern with regard to these proposals, stating that mental health care required a significant amount of support from family and friends, which in turn required a service that was easily accessible. Re-locating the service more than thirty miles away could be extremely disruptive for both the patient and their carers.

Representatives from Berkshire Healthcare attended the Health Panel on the 9<sup>th</sup> of February 2010 to discuss the proposals and the background that had led to those options.

The Panel was advised that although the NHS had experienced a period of unprecedented growth in the past few years, the recent economic recession and the future impact on public finances would have a significant impact on future funding within the NHS. In September 2009, the Next Generation Care Programme (NGC) was established by the Berkshire Health Care NHS Trust to help transform the cost and quality of services.

The Panel was informed that in the year 2010/11 the Trust would have to find cost efficiency of approximately £3m and between £9m and £12m in the year 2012/13. The Trust had a turnover of approximately £100m and in this sense it was a small Trust which presented challenges regarding economy of scale.

The Panel noted that by the end of February 2010 proposals to cover the 2010/11 financial gap would be completed and presented to the Trust Board for approval. The options and broad direction for later years would also be reviewed at this time. By the end of June 2010 a document and strategy for public consultation on the options would be produced and approved by the Trust Board, and public consultation on the chosen options would take place between 1st July and 30th September, 2010.

### 2.1.1 Scrutiny

Members sought clarification over which proposals had been considered by the Trust. The panel members were advised that at present there were no proposals and that the Trust was only at the early discussion stage. Once the process had progressed the Trust would be in a position to bring ideas to the Panel for comment.

Despite this assurance, members raised concerns about the possibility of Mental Health services being moved to Prospect Park Hospital, in Reading. This point was considered to be significant for a number of reasons not least because of the extensive consultation, Right Care Right Place that had taken place recently where the Trust had given an assurance that these services would remain in Slough. In response to whether this commitment would be honoured the panel was advised that if there was any deviation from that commitment then the Trust would be required to carry out further consultation and the public would decide on the right course of action to be taken.

The Panel was advised that approximately 5000 patients were looked after in the Slough area and they were visited in their own homes or for example in community buildings. However, there had been discussion related to the future provision for the 27 inpatient beds in Slough and whether these would remain or possibly be moved to Prospect Park Hospital in Reading. All other mental health service provisions would remain unchanged.

#### Consultation

Members were concerned about the consultation process and asked whether the Trust would consult with all groups including GPs, patients, emergency services etc. They were advised that consultation would be carried out in as wide a way as possible and there was an extensive time slot available to undergo the various stages of the consultation. There had already been some consultation with various parties. It was highlighted that at this stage ideas were being tested to obtain views and it was emphasised that no decisions had been made yet.

#### Cost

In response to Member questions, the panel was made aware that the PCT had set a percentage savings target of between 11-13%, equating to £13m but was yet to be finalised.

Members were interested to know whether any of the proposals impacted negatively on the unit cost for the Berkshire East PCT and whether for example there would be an impact on the unit cost of an outpatient bed. The Panel was advised that it was not possible to say at present what the unit cost

savings would be. This would be considered when assessing the financial implications.

### Impact on Slough

The Trust upheld that the quality of services was pivotal to provision and the Trust's contract was driven by quality. The members were interested to know whether the people of Slough would be more adversely affected than the people of Reading were these proposals to go ahead. It was accepted that the impact on Slough would be felt more widely but stated that in the current economic situation all options would need to be considered. It was also important to assess whether it was viably economic to run a hospital in Reading at less than capacity.

Members questioned whether there would be transport provided if mental health bed provision was moved to Reading from Slough and they were advised that it would be necessary to cost in a transport solution were the bed provision to be moved to Reading. They were also advised that in the last eight weeks every visitor to mental health services had been asked for information relating to the way in which they had arrived at the hospital. This information would be used to assess transport needs if required. The outpatient service would remain in Slough.

## **2.2 Outcomes and Next Steps**

In the main, as a result of scrutiny, the panel put in place a number of early interventions to secure better understanding of all the options. In particular members wanted to be confident that a robust consultation process was put in place and ensure that the consultation was not shaped in such a way as to meet the preferred solution.

The Panel registered their serious concerns regarding the possible relocation of mental health service bed provision being moved to Prospect Park and placed on record its view that the provision for Mental Health Service beds be retained in Slough and not moved to Prospect Park Hospital, Reading.

That a Member of the Berkshire Healthcare NHS Trust return to the panel to give more detailed information on the Option Appraisals for Mental Health Services in Slough.

The point was made that the cheapest options may not always be the best options. Moving mental health inpatient care to approximately 25 miles away, might be cheaper in monetary terms but the long term cost to carers, emergency services, the health economy of slough as well as patient treatment could well be higher.

The panel was due to hear from Berkshire Healthcare NHS Trust on the 22<sup>nd</sup> of March but representatives were unable to attend. The meeting has been scheduled for June 22<sup>nd</sup>. In the meantime, members have put together questions to be submitted in advance of the meeting and ahead of the Trust's consultation. The focus of the questions will be on:

- How the trust assessed the impact of various options upon users of the service.
- How is quality determined in the delivery of this service.
- What options have been costed with respect to transport.

## **2.3 Heatherwood & Wexham Park Hospital Trust – Financial Position**

Following the use of intervention powers on the 14<sup>th</sup> of October by Monitor, the independent regulator of NHS foundation trusts, the chair of the Health Scrutiny Panel asked for an urgent update on the situation at the next Health Scrutiny panel on the 26<sup>th</sup> of October 2009.

The Panel learned that Monitor had used its intervention powers to appoint with immediate effect an Interim Chair at Heatherwood and Wexham Park Hospitals NHS foundation Trust, as a result of the Trust's rapid decline in financial and operational performance.

With regard to the financial situation, the Trust had performed relatively well in the past couple of years but it became clear earlier this year that there was a total shortfall in the budget of some £20m which required savings of £10m this year and a similar amount next year. As this equated to some 10% of the Trust's turnover, such savings presented a real challenge.

There were a number of reasons for the shortfall and also measures that were being put together to address the situation. Members asked that the Trust returns with their Turnaround plan in March 2010.

### **2.3.1 Scrutiny**

There was concern that the precarious nature of the Trust's finances had not been picked up much earlier. It was confirmed that a certain amount of complacency had set in as well as a high turnover of senior staff and unplanned for expenditure.

There was some concern that doctors were not already prescribing generic drugs wherever possible which would greatly reduce costs without compromising safety.

Members cautioned against the loss of too many administrative staff if this impacted on patients in any way. It was confirmed that the Trust was fully aware of this and was undertaking benchmarking against other hospitals to ensure that any job reductions were sustainable and did not cause undue problems.

Members noted the suspension of the current development programme at the Hospital and referred to the state of certain of the wards, seeking an assurance that improvements would be made wherever possible.

The Panel also requested that the report pick up on the issue of patients whose appointments were repeatedly cancelled as this was a major indicator that patient safety and well-being were being put at risk.

Members noted the Turnaround plan presented to them in March and made reference to the impact it would have on number of beds, appointments and staff cuts. Members cautioned against making cuts to the service and staff numbers in pursuit of targets and cost cutting. The Panel sought clarification on whether the Trust was one of two in the country classed as a “serious risk” with a one out of five rating for both governance and finance.

## **2.4 Outcomes and Next steps**

Looking ahead the challenge for scrutiny will be to keep a watching brief on the progress of the Turnaround Plan, ensuring that financial planning is not at a cost to quality. The panel should also draw upon how the Trust performs in the next annual assessments by the Care Quality Commission and Monitor and include this in their work plan.

## **2.5 Joint Strategic Needs Analysis**

The Local Government and Public Involvement in Health Act (2007) places a duty on local authorities and Primary Care Trusts to undertake a Joint Strategic Needs Assessment (JSNA). The JSNA is a process that identifies the current and future health and wellbeing needs of a local population, informing priorities and targets and obtaining the best services that will improve and reduce health inequalities.

As scrutiny members it is important for us to ensure that the JSNA is central to all strategic planning and is routinely used to inform the buying in of services to meet the needs of our population.

In evaluating the JSNA, scrutiny members found that the health of people in Slough showed a mixed picture and some indicators such as those for diabetes were worse than the England average. Within Slough there were many inequalities including the fact that the life expectancy for men living in the less deprived areas was six years

higher than for those living in the deprived areas. Indicators of child health including child poverty, physical activity in children, and tooth decay were worse than the England average. There was a high incidence of Tuberculosis (TB) and a high prevalence of HIV were also identified. The Tuberculosis (TB) rate in Slough was also highly prevalent and much higher than neighbouring authorities. The

Prevalence of HIV was at the highest rate in the south-east apart from Brighton and it was recognised that there was a link between HIV and TB because immune compromised individuals were more susceptible to TB.

#### **2.5.1 Scrutiny of Tuberculosis**

Members raised the following issues:

##### Education

Members were particularly concerned about the prevalence of TB and HIV and asked whether the population was being educated about these issues. They were advised that a multi-agency working group had been formed to address the TB issue and there would be an action plan and a link to consider the problems relating to HIV.

##### Houses in multiple occupation

Members raised the issue of the number of houses in multiple occupation in Slough and overcrowding in homes was raised, in particular the issue of people living in close proximity to each other, thereby increasing the risk of the transfer of TB. Further whether the messages regarding the dangers of health related problems were being adequately conveyed. It was suggested that this required a good communication strategy in place which targeted various religious organisations, mosques and temples as well as households. It was agreed that this should be reflected in their action plan.

The panel asked to be kept informed of progress action plan would address ways in which this issue could be taken forward and the Panel would be kept informed of its progress.

##### Investment

A Member commented that in Hackney, the early diagnosis of TB was supported by the use of portable x-ray units and asked whether a similar scheme could be made available in the Berkshire East area. In response members were advised that both Hackney and Tower Hamlets had a well resourced team dedicated to this issue. A lot of investment had been made in the East London area and it was notable that the same level of funding was not available, here in East Berkshire. It was felt that the

PCT should raise its game in this area and that more funds should be made available to address this worrying trend.

### Migration issues

There were concerns about how migrants could potentially bring their own in borne health problems and unknowingly spread diseases within the Borough.

Further that these individuals may not necessarily register with a doctor's surgery. The Panel was advised that there was a 'New Entrants' nurse based at Upton Park and individuals were referred here from Heathrow Airport. Those individuals who presented themselves were screened for TB but it was accepted that work was needed to target very hard to reach groups.

The Panel was informed that there had been 40 hospital admissions for TB in the Berkshire East area in the last year. The current identified rate for HIV in Slough was 3.75 cases for each 1,000 members of the population.

### **2.5.2 Outcomes and Next Steps**

As a result of scrutinising the JSNA, members concluded that there were a number of themes that could be included in future scrutiny workplans.

- To ensure that these priorities are identified in regular performance data and reflected in strategies such as the Local Area Agreement and the Sustainable Community strategy.
- The understanding of the health and wellbeing needs of the population involves intelligence from stakeholders and local communities. Therefore where services might be changed such as changes to mental health care provision scrutiny needs to ensure that the community perspective is included.
- Given the significant increase in older people there would be an increase in pressure on health and social care services and carers and other areas such as mental health problems Scrutiny has a role in understanding the knock on effect of shifts in demography and the associated impact.
- Scrutiny needs to ensure that targeted interventions improve the outcomes for younger people. The Slough JSNA outcomes identified higher birth rates and a younger population, and child wellbeing indicators (with the exception of education) in the bottom 25% nationally.
- Projections for Slough indicated that by the year 2019 there would be a 12% increase in chronic heart disease, a 20% increase in heart failure, and an 11% increase in the incidents of stroke. Evidence has shown that the most effective way to achieve an increase in life expectancy and narrow the gap

between worst and best wards was by targeting male cardiovascular disease and female obstructive pulmonary disease. Health scrutiny needs to track the progress on such critical indicators and include these items on their work plan. For example the panel recently heard about the developments on services for Angioplasty.

- It is known that the poorest members of our community are often more likely to suffer from poor general health. This is borne out by findings that the Chalvey Ward had the highest rate of deprivation and mortality. Health scrutiny needs to use evidence such as this to challenge local health inequalities to ensure fair and equal access to quality health services for everyone in the borough and to ensure that partners work together to meet the greatest health needs.

## Education and Children's Services Scrutiny Panel



Councillor Patricia O'Connor -



Councillor Peter Dale-Gough –

### **Membership**

Councillors:

Balvinder Bains

Roger Davis

May Dodds

Mohammed Rasib

Roy Davey (Oxford Diocese)

Pat Parker (Diocese of Northampton)

Sandy Hopkinson (Primary School Representative)

Charlie McGeachie (Head Teacher )

## **Responsibilities**

This panel has a monitoring role with a portfolio overseeing the following areas –

All Education issues (including Adult Learning)

Children's Services

Youth Services/Young People's Centres

Youth Offending Team

DRAFT

## Chair's Summary

This has been an interesting and challenging year for this panel. Our panel is committed to working together to improve outcomes for children and young people in Slough. As well as the councillors on the panel we have co-opted members representing education providers and faith groups giving the panel overall a wide range of experience and expertise with which to hold decision makers to account and improve services for children and young people.

One of the challenges for the panel has been to balance its commitments in respect of receiving statutory reports and the need to undertake more targeted scrutiny of key issues. The panel tackled a broad range of topics within its Work Programme ranging from Looking at Slough's Fostering Service, Development of Play Areas in Slough and Young People Not in Education, Employment or Training (NEET).

The Panel decided this year to strengthen its scrutiny of children's safeguarding and held two special meetings to solely on Safeguarding. We invited the independent chair of the Local Safeguarding Children's Board to update us on the work of the board over the past year. We received evidence of latest developments and partnership arrangements but considered that further scrutiny of individual partners is essential. We will be seeking evidence that the partner arrangements have been embedded and that a rigorous system of performance monitoring and reporting to members is fully established and maintained.

In terms of education, the panel is keen to ensure that continuous improvements in educational attainment are being achieved across the board. Key Stage 2 results are an area of concern and the panel has been closely following the progress of the actions being taken to address this issue. The panel welcomes the extensive research and analysis in this area and will continue progress in the new municipal year.

The number of Young People not in Education, Employment or Training (NEET) is of concern and reducing those numbers is a priority for Slough. The panel was given an update on the situation to date and the measures being taken to improve this indicator.

## 3.1 Safeguarding in Slough

Safeguarding children and improving their welfare is one of the key statutory responsibilities vested in local authorities. Child protection issues regularly feature in the news and public confidence in safeguarding practice is understandably low. The Local Safeguarding Children's Board (LSCB) is a statutory body and as such has the lead responsibility for ensuring that the welfare of all children is safeguarded, and more specifically for ensuring children are actively protected from harm. Therefore it was decided that the first special meeting would be held on the work of the LSCB.

### 3.1.1 Special meeting – The work of the Local Safeguarding Children's Board (LSCB)

The Independent Chair of the Local Safeguarding Children's Board (LSCB) gave a presentation to the Panel which included information on the different partners who were members of the Board, the work carried out by the Board and the statutory responsibilities. A number of issues were raised during the presentation which fell into three main areas:

#### a) Partnership

Here members of the panel were keen to ascertain whether the LSCB was effective in holding individual agencies to account and whether the relationship between the LSCB and the Children's Trust was clear and working effectively to improve outcomes for children.

- Communication Between Partner Agencies, the Children's Trust (CT) and the LSCB

There was good communication between the CT and the LSCB. The Independent Chair of the LSCB also sat as a Member on the CT which improved communication. There was a pan-Berkshire LSCB Chairs meeting to allow LSCBs to share information and the Independent Chair was confident that there was good communication between partners and all policies and procedures were available on-line. It was reported that the LSCB was positive about the significant learning outcomes to be gained by all partners from and was confident that these were fed back efficiently by LSCB Members to the partner agencies.

- LSCB Membership

The LSCB considered that they had sufficient access to senior officers in partner agencies and that the representation on the LSCB was in a position to report back on the work of the LSCB to their own organisations. Members of the LSCB were named individuals/positions in order to ensure accountability and that those people had a full understanding of the responsibilities of the

organisation they belonged to. The Panel were advised that each LSCB member had to hold their organisation to account and report back to their organisations as the voice of the LSCB.

- Relationships between the LSCB and Partners

Members asked whether there was a possibility of the LSCB implementing sanctions on partners who were not fulfilling their safeguarding requirements sufficiently. Members were advised that the LSCB did not have authority over other agencies as they were independent and had their own procedures and governance arrangements in place. However, the LSCB requested reports on work carried out by partners. Prior to the establishment of the LSCB there was minimal overview of partner agencies. It was noted that Section 11 audits (Section 11 of the Children Act places a statutory duty that requires key organisations eg Police, The Probation Service to carry out existing functions in a way that takes into account the need to safeguard and promote the welfare of children) were carried out to find out how statutory partners were functioning and 90% partners reported back into the LSCB on any action points.

- Monitoring of Partner Agencies

The LSCB monitored and checked performance of agencies but it was the role of the delivery agencies themselves to instigate improvements. Organisations on the LSCB had a statutory requirement to deliver against the safeguarding agenda and most key organisations were considered to have met these requirements. A Member was concerned that further reassurance could not be given due to the fact that some organisations with high profile failings had received recent good inspections. The Board Manager was asked about the accountability of smaller groups represented on the Board. The Manager advised that she was not aware of any groups that were not performing adequately. However it was noted that the representation from the voluntary sector relied upon overarching groups which represented smaller organisations. The Independent Chair advised that the LSCB was a statutory body and that attendance and participation was entirely mandatory and was taken very seriously across the board. Members undertook their role with due diligence to the importance of the Safeguarding Agenda.

b) Quality and performance

Again members were interested to know how the LSCB performed its quality assurance role and whether there was there evidence that it led to service improvement.

- Work of the LSCB Sub-Groups

The LSCB had established a number of Sub-Groups to carry out specific functions. A Member requested examples of some of the work that sub-groups had carried out. The Board Manager advised that the Quality and Performance Sub-Group did a lot of work around Section 11 audits and accident prevention. The Sub-Group also undertook spot checking on cases which came into Slough to see how they were handled. The cases that were looked at were selected independently.

- Health Care Figures

A Member raised a query about the figures contained within the report that indicated Slough had many more admissions to hospital than other local authorities. It was thought that this was a problem with double counting in the NHS procedures that were being used at Wexham Park Hospital. This was being investigated and the LSCB was awaiting the final report. Officers advised that the LSCB did not get a sense from the PCT that there was a significant problem in this area. The final report would be shared with the Scrutiny Panel and Elected Members present.

### c) Practice

The focus here was on whether there were adequate and effective early intervention services in place for children and families? Were services reaching the most vulnerable groups e.g. children with disabilities, children in families affected by substance misuse, domestic violence. What was the quality and frequency of supervision and training given to frontline staff?

- Training for Partner Agencies – Health Service.

The training available to frontline Members of the Health service. It was confirmed that all frontline health practitioners received training on safeguarding issues. A Member advised that he had been informed that frontline officers did not receive basic child abuse awareness training and that cases of domestic abuse where children were involved were not reported back to social services. Officers confirmed that all cases were now reported to social services if there were children involved. The Assistant Director undertook to follow-up on the training issues raised.

- Serious Case Reviews (SCR) and Child Death Panels (CDP) carried out by the LSCB .

In response to a question the Independent Chair advised that CDP usually took place in the authority where the child had the greatest involvement or

was registered with a GP. There was a degree of exchange of information between authorities if this situation occurred. In response to a question regarding the type of deaths considered by panels it was confirmed that accidental injuries were reviewed but that these would probably not be elevated for SCR. Officers advised that they had commenced two SCR over the last few years that were still to be fully concluded. In response to question it was confirmed that the local authority was not aware of either case before the death occurred.

- Children excluded from School

Some concerns were raised regarding the actions the local authority was taking in response to children who were particularly vulnerable to exploitation. For example, those who had effectively been excluded from the formal education system or were members of gangs. Officers advised that any pupils who were identified as being out of school were channelled through behaviour programmes to help them engage with education. However some children had suffered high levels of disengagement and were only able to attend programmes for a few hours a week to begin with. The Council had undertaken attendance sweeps in conjunction with the police to ensure that children were in school.

## **3.2 Outcomes and Next Steps**

The special meeting was found to be useful in giving a clearer understanding about the roles and responsibilities of the LSCB. The next steps for future scrutiny would be to gather evidence on how improvements have been made, better outcomes secured from the work of the LSCB. In particular, further scrutiny is required to see what mechanisms are in place to monitor and influence partner performance.

## Communities, Leisure and Environment Scrutiny Panel



Councillor James Walsh - Chair



Councillor Mohammed Basharat –

### Membership

Councillors:

Jagit S Grewal

Mewa S Mann

Rakesh Pabbi

Azhar Qureshi

## **Responsibilities**

This Panel has a monitoring role with a portfolio overseeing the following areas:-

Careline Services

Customer Service Centre, · Benefits/Council Tax

Resident/Community Participation, Voluntary Sector issues

Leisure (including libraries, sports, arts, community facilities, parks and open spaces)

Community Cohesion/Community Celebration/Community Information

Inclusion of Excluded Groups

Agenda 21 Issues, · All Environmental Services

Environmental Health and Trading Standards, Licensing Issues

## Chair's Summary

This year has been a productive and eventful year as the work of this panel continues to focus on finding ways to improve the cultural and leisure activities in the town as well as exploring ways to allow our communities to thrive and become more unified. The environmental challenge is ever present, and I believe that in protecting our environment we will all be investing in the future of our communities.

The panel has considered issues ranging from Biodiversity, proposals for Slough Tennis Centre, the future of the West Wing and Transport for the 2012 Olympic Games. We also received an update on Parks, Allotments and Open Spaces - a subject which is so important to communities as they promote healthy lifestyles, moderate the effects of climate change and provide an outdoor meeting place for people to meet and integrate.

During the year we have keenly followed the progress of the Task and Finish Group which was set up to carry out a strategic review of Libraries. The working group included expert witnesses, officers and elected members, two from this scrutiny panel. Regular progress reports were brought before the review as well as the final recommendations and conclusions to Cabinet. The Panel learned that there was an opportunity to transform the look and use of our library services, bringing them into the 21<sup>st</sup> Century. The Panel sought assurances that whilst better outcomes are sought for the local authority and residents, staff who worked for the library services are supported through the change and the best outcomes are secured for them.

The panel has been actively involved in the Stoke road Cemetery and Crematorium after a number of concerns were raised from residents including the suitability of the drainage, condition of the graves and capacity of the grounds. This was a challenging piece of work for the panel because there was a balance to be met between objectively looking at the evidence and being sensitive to the needs of all members of the community.

As you can see the panel has a wide remit and I would like to thank all the external guests, officers and members of the public that have attended the meetings over the year for their time and contributions.

### **4.1 Stoke Road Cemetery and Crematorium**

The topic of the Stoke Road Cemetery and Crematorium was raised initially in Full Council, by a Member who had received concerns about the state and conditions of the graves in the Muslim area. It was agreed that this should be passed to the Communities, Leisure and Environment panel to investigate.

The Panel considered a report from the Assistant Director, Environmental Services and Quality, outlining the current site conditions and management policy for the

Cemetery and Crematorium, and plans for future investment and expansion for the site. An independent industry consultant had been commissioned to provide an appraisal of the cemetery site and had concluded that there were no particular issues with inadequate drainage. However, the use of wooden burial chambers could eventually contribute towards grave sinkage. In addition, cemetery management rules had been inconsistently applied, and a community wide consultation on these rules should therefore be conducted. The Panel was advised that preliminary work was under way to bring an adjoining Council-owned field into use for burials, in line with expected need. A capital bid for this would be considered in the current budget setting process.

Councillor P. Choudhry, who submitted the Motion<sup>2</sup> regarding these issues to Council on the 21<sup>st</sup> July, 2009, addressed the Panel and highlighted the need to ensure that all members of the community were entitled to bury their loved ones according to the practices and traditions of their particular religion. Further to this, these issues should be addressed both for the immediate future and for the long term; grave sites should be properly maintained for both current and future generations to pay their respects.

Several spokespeople were invited to address the Panel on behalf of the community and subsequently, a number of issues were raised. In particular, considerable concern was expressed in relation to the use of wooden burial chambers and the perception that the current management rules did not support Islamic burial practices. In addition, the need to extend the Crematorium Centre to ensure that there was adequate space for funeral services was highlighted. A clear and strong inclination was expressed by all parties for a community-wide consultation on these and other issues regarding Stoke Road Cemetery and Crematorium to take place as soon as possible.

The Panel recommended to Cabinet that

a) A comprehensive consultation be undertaken with all sections of the community with regard to a range of issues concerning the Stoke Road Slough Cemetery and Crematorium, including:

- i) The Slough Cemetery and Crematorium Rules
- ii) The condition of the graves -
  - Delineation of graves, (length, height, mounding, verge etc.)
  - Gaps between graves.
  - Pathways

These recommendations were endorsed by Cabinet on 5<sup>th</sup> November, 2009.

#### **4.1.2 Special Meeting – Slough Cemetery and Crematorium – consultation**

A special meeting was called to hear the results of the user consultation on Stoke Road Cemetery and Crematorium management issues and site rules.

The consultation was conducted over the period of a month, closing on 15<sup>th</sup> February, 2010. The Panel learned that 230 responses were received, out of 2453 questionnaires sent out, providing a 9.8% rate of response; and that this was a standard level of response to consultations.

The consultation identified that whilst there was a majority view against overall change at the cemetery site, there was significant demand from sections of the community for the implementation of changes to reflect their faiths, traditions and customs. It was highlighted to the Panel by Officers that these views had been expressed by several large, organised community and faith groups in Slough and should therefore, be given considerable weight in the Panel's considerations. This was further emphasised by several of the Members in attendance at the meeting and various community representatives.

A number of queries were raised regarding the way in which the consultation was conducted. The meeting was advised that consultation documents had been sent to a range of individuals and groups. All grave plot owners from the year 2000 onwards had been consulted, as had a variety of community and faith groups and related businesses. The consultation document had included an invitation to speak directly to the Assistant Director, either in person or over the telephone.

Several spokespeople addressed the Panel on behalf of a number of community organisations and faith groups. The concerns outlined included the use of kerb sets, mounding of graves, allowing benches on site, the use of different types of burial chambers and the provision of extended facilities for mourners in site buildings. The need for these concerns to be adequately addressed and the matter to be resolved as quickly as possible was emphasised. Further to this, a demand for regular consultation and monitoring of community needs was also expressed.

The Assistant Director advised that it was appropriate to offer a range of options for cemetery users and that with regard to the burial chambers, an opportunity existed for joint working with community representatives in terms of the materials and design of the structures. There could be some difficulties with kerb sets in the Muslim section of the existing cemetery site due to restricted space; however, in conjunction with community representatives, other options such as light weight kerb sets could be explored.

The Panel made a number of recommendations to Cabinet:

- That the management rules for the Muslim section of the graveyard be revised in consultation with representatives from Muslim communities.
- That the capital expenditure for the planned expansion of the cemetery be prioritised and that a section of the new site be allocated for Muslim burials.
- That the Council offer a range of options with regard to burial chambers, including both wooden and fibreglass structures.
- That the capacity of the viewing areas within the Crematorium Centre be examined by Officers in the longer term in consultation with appropriate community representatives.

## **4.2 Outcomes and Next Steps**

As mentioned this was a challenging issue and one that required sensibility as well as sensitivity. On the strength of the initial evidence the Panel decided that a consultation was required. In assessing the results of the consultation, the Panel took into account the fact that the responses to the consultation included a number of community groups that represented their members. Therefore these responses would carry more weight. Further, that there was scope to review the management rules, burial options and capacity with community groups. This is an example where scrutiny was able to play a key role in working with a community towards finding a solution.

## **4.3 Libraries Review**

## Neighbourhoods and Renewal Scrutiny Panel



Councillor Rakesh Pabbi -



Councillor Balwinder S Dhillon –

### Membership

#### Councillors

Roger Davis

Mohammed Rasib

James Walsh

Raja M Zarait

Slough Federation of Tenants & Residents (Non-Voting

Co-Opted Members)

Barbara Goldstein

Glynys Higgins

Heather Mason

## **Responsibilities**

The Panel covers matters relating to Planning; Highways and Transportation; Emergency Planning; Community Safety Strategy; all Housing issues; Tenant Services and Economic Development.

### **Chair's Summary**

I am pleased with the continuing progress this panel has made in tackling key issues over the year. The panel has looked at a range of public services, plans and strategies and made recommendations and observations for improvement.

The panel has actively monitored the performance of People 1<sup>st</sup>, which is the organisation that manages the day to day management and running of the homes for tenants and leaseholders on behalf of the council. It is also responsible for the decent homes programme which aims to bring Slough's 7,500 council homes up to a decent standard by 2012. Of particular note was the poor turnaround time in letting Void properties. The Panel actively pursued progress on this and requested regular updates.

During the year a decision was made to bring the housing management function back in-house, after consultation and significant support from tenants. The implications for this panel will be that it will need to continue to monitor day to day performance but also monitor the progress of the project to bring the function back-in house.

The Panel requested information on new legislative provisions relating to the scrutiny of crime and disorder. The requirements are that each authority needs to ensure that a panel is established where issues of community safety can be scrutinised. It was agreed that the scrutiny of such matters be considered by this panel since there is already an established structure to support the new legislative provisions. The Panel was advised that the panel established to scrutinise crime and disorder matters must meet at a minimum once a year. The panel followed this up with a request around the work and measures taken by the Safer Slough Partnership to improve community confidence in December 2009. The panel will be using the new legislative powers in future work plans and recommend items for in-depth scrutiny.

## **5.1 Bus Services to Heathrow**

The Panel invited representatives from Transport for London (TFL) and First Buses to its first meeting of the municipal year. At the previous meeting, the panel had been presented with the plans and opportunities for the future to the public transport link from Slough to Heathrow. The panel learned that a main priority for Slough, the surrounding local authorities and for central government was to reduce that congestion and allow the Thames Valley area to thrive by being accessible.

Encouraging the travelling public onto public transport was also a primary objective for Slough Borough Council.

Further, the Local Transport Plan 2006-2011 which is a statutory plan submitted every five years to the Government Office for the South East, contains Access to Heathrow as one of SBC's main transport priorities for residents to access employment opportunities and to travel.

Given that a large proportion of Slough's residents worked in Slough, the panel were keen to find out whether the services accommodated the current needs of those users and future needs, allowing that there would be expected growth and expansion in and around Heathrow. In addition, there were concerns that the Colnbrook area being on the outskirts of Slough should not be disadvantaged from the network of bus routes.

The panel learned that the way bus services in London are funded is very different and this causes some of the interface problems between buses to Heathrow from London and those from Slough. London services are supported by Transport for London and heavily subsidised. It would only be possible for the council to have parity with London bus prices if the bus support budget for SBC was increased dramatically. Some of the bus services that run from Slough to Heathrow are supported by BAA

A number of questions were put to the bus including whether buses operated by both First Beeline and TfL could be better co-ordinated to improve access to the various parts of Heathrow Airport.

Members were advised that the services provided by First and TfL were provided under two different regulatory regimes; First operated under a mainly commercially deregulated environment, whilst TfL operated under contract in a regulated environment. The TfL service was an important part of the Slough bus network and it had been a London Transport red bus route for many years. TfL had statutory responsibilities for maintaining cross boundary links particularly where there was a high demand for end to end journeys. First was happy to consider suggestions as to how its resources and TfL's could be better co-ordinated but there were fundamental differences, particularly relating to fares, resulting from the ways in which services were funded and delivered.

Members asked what measures were being taken to prevent overcrowding particularly on route 81 Colnbrook at peak times and whether linkages between Conbrook and Terminal 5 could be improved.

The panel was advised that TFL were aware of the overcrowding and were looking to provide extra capacity by running double decker buses but that any solution would be dependent on coordination with First services.

TfL took the view that whilst changes to the routes could benefit Colnbrook residents wishing to access Terminal 5, this option had to be weighed against the increase in journey time between other areas in Slough and the Airport. It was likely that 3000 passengers per day who used the current service would increase their journey time by between 10 or 12 minutes and it was likely that there could be a net loss of passengers using the service, which would in turn affect income levels. It was argued that any benefit to Colnbrook residents did not outweigh the additional journey time for passengers in other areas.

The panel also asked whether there could be an extension of the present route (74) to Heathrow to service Terminal 4. They were advised that any extension of the existing bus service would need financial support because the additional revenue would not cover the additional operational costs in the early years. However there might be a possibility to extend a route (78) already it would be more economical to extend route 78 which already operates to Terminal 5 and First Buses would be happy to discuss this option with BAA and local authorities. It was noted that Terminal 4 suffered from its remoteness but there was no prospect of a direct link to the Terminal in the foreseeable future.

In relation to the provision of services in Colnbrook, a Member asked whether customers had been surveyed. He was advised that the operators relied on feedback from passengers and officers and in his opinion Colnbrook had adequate services and connections to other routes and to change these would be to the detriment of other routes and passengers.

## **5.2 Outcomes and Next Steps**

The panel bought awareness of the issues around capacity and accessibility of transport from Slough to Heathrow; and that whilst the bus operators were open to suggestions, the options had to be balanced against demand and revenue. Of note however, is that customer feedback and consultation should be a significant driver in the provision of services and this is an issue that could be looked at again by the panel.

In order to address and understand some of the issues around transport, there is an opportunity for the panel to include the Local Transport plan which is due for renewal in 2011 to be included in the work plan, thus giving the panel some strategic oversight. The Climate Change Strategy (Transport work stream) and Sustainable Community strategies offer further avenues for the panel to influence at a strategic level.

## **5.3 Traveller Incursions**

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