

Sheffield Scrutiny Annual Report: 2017/2018

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1.0 Introduction

1.1 Chair’s Introduction – Cllr Denise Fox, Chair of Overview and Scrutiny Management Committee 2018/19

As Chair of Overview and Scrutiny Management Committee 2018/19 I present this report giving an overview of scrutiny activity during the 2017/18 municipal year, and looking forward at scrutiny priorities and highlights for 2018/19.

1.2 Sheffield Scrutiny

Scrutiny helps ensure that people making decisions are held to account, promoting clear and open decision making. It has a policy development role, investigating issues that are important to the people of Sheffield and making recommendations to decision makers about how we could do things differently. Scrutiny also has some statutory responsibilities that extend beyond the Council – to consider significant changes to health services and to scrutinise the work of the Safer and Sustainable Communities Partnership Board. Our meetings are open to the public to attend and every agenda has an item that allows members of the public to ask a question. Our Committees’ membership includes statutory diocese representatives and parent governors, a co-opted school governor representative and observers from Healthwatch Sheffield.

In Sheffield, the Scrutiny function is carried out through 5 Committees:

- Overview and Scrutiny Management Committee (OSMC)
- Children Young People and Family Support (CYP&FS)
- Economic and Environmental Wellbeing (EEW)
- Healthier Communities and Adult Social Care (HCASC)
- Safer and Stronger Communities (SSC)

2.0 Overview of activity 2017/18

This section provides an indication of some of the key activities that have taken place in the past year. These are all important and making public services in Sheffield accountable, and particularly decisions that are taken about these services. In June 2018, the Council heard a motion regarding “more open and transparent decision making at Sheffield City Council” , triggering a debate about whether the current decision making structure is working. The role of Scrutiny is key to this and here are the reasons why I think we have made a difference this year.

In 2017/18, we made a deliberate shift towards scrutinising the development of policy and strategy, getting more involved at an earlier stage of decision making. In some ways this makes identifying outcomes harder but nevertheless Scrutiny has had an impact in the following ways:

- Requested further work to provide more detailed information and intelligence about an issue or service
- Reviewed the role of consultation and user involvement in the development of services
- Made specific recommendations to decision makers to improve services, policies and strategies
- Raised awareness and understanding of specific issues
- Influenced developing policies and strategies

Scrutiny's effectiveness is, in part, due to the cross party and collaborative nature of its work, freeing elected members to advocate for the communities they represent. Partnership working and public involvement are key elements of this collaboration. I am pleased to report that during 2017/18, different ways of including communities in Scrutiny's activities were explored, for example, holding a meeting of the Safer Stronger Communities Committee at the Cathedral Archer project. The Children, Young People and Family Support Committee also engaged directly with Home Educators and front line Social Workers as part of its work programme. All of the committees worked closely with a wide range of partners from the NHS, Police, Fire Service, Tenants and Residents and a range of Voluntary Sector organisations, to achieve the work programme we set out at the beginning of the year. This is not a full list but I would like to thank all of those who contributed to the work programme and to achieving these outcomes.

Between them the 5 scrutiny committees in 2017/18 held 34 formal meetings, and covered over 80 subject areas.

Committee	OSMC	CYP&FS	EEW	HCASC	SSC	Total
Number of meetings	7	6	8	7	6	34
Number of subjects	10	24	14	20	16	84
Number of Call-ins	1	0	2	0	0	3

Depending on the nature of the topics, the extent to which detailed scrutiny is required, and the time and resources at their disposal, scrutiny committees use a range of approaches, including:

- looking at issues in detail at meetings through single item agendas, in some cases using the style of a parliamentary select committee
- requesting briefing papers for information/awareness which in some cases may highlight a need for more detailed scrutiny
- running in-depth task group reviews and sub-groups taking evidence from different sources and forming propositions to take back to the formal scrutiny committees
- holding ‘call-ins’ of decisions where some councillors have concerns to such an extent that they believe the decision should be reviewed, and
- considering petitions that have been brought direct to Scrutiny or to Full Council and then referred to scrutiny.

Two in depth, “task group” reviews were undertaken during 2017/18:

Committee:	Subject of Review:	Reported to Cabinet:	Further details:
Safer Stronger Communities	Street Culture	18/4/18	See page 16
Children, Young People and Family Support	Children’s Social Care	18/7/18 (TBC)	See page 11

There have been 3 ‘call-ins’ this year, see table on page 5, where Committees have reviewed decisions that have been made. After considering the issues, in each case the Committees voted to let the decisions stand.

In December 2017, the national Select Committee for Communities and Local Government published a report on the “Effectiveness of Local Authority Overview and Scrutiny Committee”. Whilst this annual report reflects the positive achievements of Scrutiny in Sheffield, we have been looking at the findings of this report and expect to be reporting back during 2018/19 on our response.

2.1 Overview and Scrutiny Management Committee 2017/18

Chair: Cllr Chris Peace

Remit of the Committee: Lead the scrutiny of high level cross-cutting and city-wide issues – appointing joint committees where appropriate; Scrutinise the use of Council resources – Resources Portfolio, budget monitoring, annual budget setting process; Performance monitoring – referring areas of concern to the relevant Scrutiny and Policy Development Committee where appropriate.

Highlights from the work of the Committee in 2017/18 include:

Annual Budget Setting Process – For 2017/18 the Committee wanted to take an earlier look at the budget setting process than it has in the past. An extra meeting was added to the schedule in January for the Committee to consider the process that was being undertaken to put the budget proposals together, including the public consultation. The Committee then met again in February to consider the draft budget proposals. The Committee reported to Cabinet that it believed the precarious financial position that Councils find themselves in is due to the approach of central government; that the national crisis in social care is driving many of the difficult decisions that councils are having to make locally and expressed concerns about the longer term sustainability of local government without changes in how central government chooses to fund councils. The Committee also acknowledged the valuable contribution of the Council's front line staff and volunteers and community groups in the city. The Committee has agreed to include greater oversight of the budget in its work programme for 2018/19, including in-year monitoring and the process for putting together next year's budget proposals. Cabinet welcomed this approach.

Sheffield City Region Devolution – The Committee was keen to hear about the current state of Sheffield City Region Devolution and so held a single item agenda meeting in February to hear from the Leader and Chief Executive of Sheffield City Council, the Managing Director of the City Region, and a Board Member from the Local Enterprise Partnership. The Committee was keen to understand the impact of the Barnsley and Doncaster position on the devolution deal, and how plans to inform the public about the forthcoming City Region Mayoral election are shaping up. They also wanted to understand the role of the Mayor, the support and facilities available for the Mayor's office, and the process and possible timelines for agreeing the Mayor's powers.

Work based Wellbeing and Development – The Committee met in November to consider work based development and wellbeing, to contribute to the development of the workforce strategy. The Committee made several suggestions for inclusion in the strategy including; adequate mental health training for all staff, ensuring new initiatives work for all staff – including those not in ‘office based, office hours ‘ roles, and encouraging and enabling staff to complete the workforce survey. The Committee was keen to see that Trade Unions were involved and engaged in developing and implementing the strategy, and that the organisation provides an environment that encourages conversations around development and equips managers with the skills and capacity to have those conversations. The Committee felt that there was a pressing need to ensure that there are a range of options for whistleblowing, and for staff to report harassment, bullying and victimisation so that individuals can choose the reporting method that is most comfortable for them; and that there should be a way of escalating issues that is independent of the Council.

Call-in of the Executive Director of Resources' Decision on the Treasury Management Mid-Year Review, including an Amendment to the Council's Minimum Revenue Provision Policy - In January, Councillors called- in this decision. Their reason for calling it in was to ‘further scrutinise the decision made, that will have serious financial consequences for future budgets’. The Committee heard from the Executive Director of Resources and the Cabinet Member for Finance. The Committee was assured that the amendment to the Minimum Revenue Provision was prudent, and decided to take no action in relation to the call-in, but did recommend that the Council’s Audit and Standards Committee discuss the changes with the Council’s external auditors as part of its work programme.

2.2 Children, Young People & Family Support Scrutiny Committee 2017/18

Chair: Cllr Mick Rooney

Deputy Chair: Cllr Cliff Woodcraft

Remit of the committee: Early Years, Children's Social Care, Child Safeguarding, Education, Family Support, and Youth Services.

Highlights from the work of the Committee in 2017-18 included:

Adoptions (July and December)

In July 2017, the Committee discussed the Annual Report for Looked After Children and Care Leavers, presented to them by the Cabinet Member for Children, Young People and Families, Councillor Jackie Drayton. As part of this the Committee considered issues around the process of adoption, tracking children with plans for adoption, recruitment of adopters and ways to improve timeliness. A further, more detailed report was requested on timeliness and tracking of adoptions.

The Committee received this at their meeting in December 2017 and considered the six stages of adoption. The discussion also included a question from a member of the public regarding post adoption monitoring, which currently doesn't take place. The recommended outcomes were therefore:

- To focus on successful placement of the child as opposed to meeting performance targets
- To develop a method of monitoring post adoption success rates
- To consult with elected members on this process

School Exclusions (Sept)

As part of its September 2017 meeting, the Committee received a detailed report on school exclusions in Sheffield, providing background and context and a detailed analysis of the figures. Members considered the difference between fixed term and permanent exclusions and also the variations across schools due to them all having their own policies.

Issues of high level of exclusions in primary schools and trends within BME communities were also considered and tested. Members were also made aware of limited funding for alternative provision for excluded pupils and a forthcoming review of this provision.

As a result of this session members focused recommended outcomes on:

- Requesting further involvement in the commissioning strategy for alternative provision, via a report to the Committee in November 2017.
- Requesting a further report on Special Educational Needs and the development of the commissioning strategy for this. An initial report was received in January 2018.
- Requesting regular briefing notes for all members on exclusions by electoral ward and ethnicity.

School Attainment in 2017 (November)

In November 2017 the Committee received a report outlining the provisional attainment results for city. Officers presented an overall picture of improvement in performance generally and in comparison to other Local Authorities. They also received information on the outcomes and impact of the Learn Sheffield model. Members were presented with some of the key challenges being faced across the city, particularly the performance issues with regard to Year One Phonics.

Members also noted the good performance in Key Stage 5 and A Level results but requested further information regarding other post 16 outcomes, for example the number of young people engaged in apprenticeships.

A final report was presented to the Committee, entitled “Final Results: attainment and progress” in March 2018.

Elective Home Education (November and March)

A presentation of the Elective Home Education Service was given to the Committee during its meeting in November 2017. Elective Home Educators were also present for the discussion as members of the public and were keen to explore further consultation and involvement with the service. Members discussion particularly focused on progress and tracking of home education children, the support provided to home educators and integration back into formal education for those children who required it. A further report was requested for March 2018, looking at some case studies of different kinds of home education.

Children’s Social Care Task Group

The Scrutiny Committee set up a task group during 2017/18 to focus on a key policy area of Children’s Social Care. After spending the first two meetings gathering information about the context and challenges within Children’s Social Care, the Task Group agreed to target two key areas of the Improvement Plan, with a view to influencing the outcome of new policy formulation and decisions. These two key areas were:

1. Budget – sufficiency plan and local offer
2. Quality – Workforce development, recruitment and retention.

During January and February the group gathered evidence from people within Children’s Social Care about initiatives to increase the local offer; particularly the number of in house Foster Carers; the potential impact of these initiatives on the budget, recruitment and retention plans to increase the numbers of experienced social workers within Sheffield, preventative measures for children not yet brought into care and specialist provision for the increasing number of older children and more complex cases.

The recommendations from the review were reported to the main Committee at its March meeting and the report will be considered by the Council’s Cabinet in July 2018.

2.3 Healthier Communities & Adult Social Care 2017/18

Chair: Cllr Pat Midgley

Deputy Chair: Cllr Sue Alston

Remit of the Committee: Local NHS Services and Health Service Commissioning, Local Health Services, including the power of referral to the Secretary of State for Health, Public Health, Health Inequalities, Adult Social Care and support, Adult Safeguarding

Highlights from the work of the Committee in 2017/18 include:

Oral and Dental Health in Sheffield – the Committee heard from a range of people and organisations including Sheffield’s Director of Public Health, Public Health England, University of Sheffield’s Dental Public Health Faculty, the Oral Health Promotion Team, dental practitioners, as well as NHS England, the commissioner of NHS dental services. The Committee made recommendations to NHS England and the Director for Public health on areas including access to dental services, low recorded rates of fluoride varnish applications and maximising the impact of oral health promotion through existing mechanisms. Cabinet also accepted a recommendation from the Committee that the issue of water fluoridation should be re-examined.

Food and Wellbeing Strategy – the Committee considered the draft Food and Wellbeing Strategy and made recommendations to the Cabinet Member on areas such as the importance of close links between the Food and Wellbeing Strategy and the Tackling Poverty Strategy, the impact of cuts to weight management on individuals, the importance of having measurable objectives in the strategy and food standards and regulation post Brexit. The draft strategy was amended to reflect the feedback from the Committee, however the response to the Committee’s comments that the draft strategy’s focus was primarily on tackling obesity and could benefit from looking at wider food issues, stated that the focus on health as the primary outcome was justified due to the scale of the poor diet and obesity issue in Sheffield, and that broadening the strategy would make it harder to have a meaningful impact.

Urgent Care – NHS Sheffield CCG came to the Committee in September 2017 to present their intentions to consult on options for improving Urgent Care in the City. These options all included closure of the Minor Injuries Unit at the Hallamshire and the Broad Lane Walk-In Centre, and replacing them with Urgent Treatment Centres at the Northern General Hospital and Sheffield’s Children’s Hospital, alongside increased access to GP appointments within 24 hours, provided by groups of GP Practices working together. Urgent eye care would be provided at locations across the city and emergency eye care would be provided at the Hallamshire Hospital. The Committee expressed concerns including: the ability of patients to travel to other GP practices in their neighbourhood – including issues around public transport and cost, concern over absence of detail over how the model will work in each neighbourhood, issues of accessibility and parking at the Northern General, the importance of any telephone triage system working well for everyone, including those who may not speak English and the importance of engaging widely through the consultation. This has been a high profile issue in the City and the Committee will keep a keen eye on the CCG’s proposals as they emerge following the analysis of the consultation responses.

Call-In of the Sheffield Accountable Care Partnership – The Committee met on the 5th December 2017 to consider a call-in of the Cabinet Member for Health and Social Care decision on the Sheffield Accountable Care Partnership. Councillors had called the decision in to further consider the formal scrutiny arrangements for the partnership. The Committee heard from the Cabinet Member for Health and Social Care and the Director of Public Health, who made it clear that the Sheffield Accountable Care Partnership was about collaboration between organisations, and that Sheffield City Council had no plans to develop an Accountable Care Organisation. The Committee asked the Cabinet Member to request that meetings of the partnership take place in public, with minutes and papers published. She has confirmed that plans are underway to do this, as well as reporting to Scrutiny on a 6 monthly basis.

Transfers of Care – In recent years Sheffield has performed poorly in delayed transfers of care – when someone is unable to leave hospital at the point their treatment is complete either because discharge planning has not been done in a timely way, or because the required support arrangements have not been put in place in quickly enough. In September, the Committee heard from representatives of Sheffield Teaching Hospitals, NHS Sheffield CCG and Sheffield City Council who explained that better relationships and ways of working between the 3 organisations, and a shared understanding of the performance data was resulting in significant improvements – but that the true test would be how the system coped over winter. Officers came to present an update

in March, and reported that performance had slipped back to last year's levels over the winter, but that there is cause for optimism. Winter 2017/18 was more difficult than the previous year, discharge planning on hospital wards is improving and adult social care capacity is greater this year than last. The Committee heard about further plans to improve performance this year, and will keep a watching brief.

Scrutiny of Health activity outside of work programme

South Yorkshire, Derbyshire, Nottinghamshire and Wakefield Joint Health Overview and Scrutiny Committee - Cllr Pat Midgley represents Sheffield City Council on this Committee. It meets in relation to the Commissioners Working Together Collaborative and Health Service Change in South and Mid Yorkshire, Bassetlaw and North Derbyshire. It has been considering two NHS service reconfigurations - Hyper Acute Stroke Services; and Children's Surgery and Anaesthesia, as well as a review of Hospital Services. Sheffield Healthier Communities and Adult Social Care Scrutiny and Policy Development Committee has received updates on activity. The Joint Health Overview and Scrutiny Committee has met twice this year and will continue to meet in 2018/19 to monitor the implementation of the two reconfigurations, the hospital services review as well as any future NHS workstreams or potential reconfigurations over the geographical footprint.

2.4 Safer & Stronger 2017/18

Chair: Cllr Chris Peace

Deputy Chair: Cllr Penny Baker

Remit of the Committee: Housing, Community Safety and Crime, Community Cohesion, Social Inclusion and Locality Management

Highlights from the work of the Committee in 2017/18 include:

Fire Safety on Council High Rise Residential Blocks – Following the tragedy of Grenfell Tower, London , June 2017, the Committee sought information from Sheffield City Council Housing Services on the position in regard fire safety for our tower blocks, including actions in regard cladding immediately and following results of cladding tests; actions and review of advice in respect of prevention and what to do in event of a fire; and most importantly communications with residents. In July 2017 the committee invited TARAs to attend a meeting and share their views on the Council response. The TARAs welcomed the response and reassurance of the Council following Grenfell, what was important to them was to see that cladding when removed was replaced soon and that the Council continue to communicate with tenants. The Committee have received two further updates in September 2017 and January 2018 and continue a watching brief to ensure tenants in Sheffield feel safe.

Neighbourhood Policing in Sheffield – South Yorkshire Police shared their neighbourhood policing plans for Sheffield, the proposed structure that is being implemented over 2017/18, the Committee noted especially the positive, improving relationship with current Sheffield City Council safer neighbourhoods arrangements, the move to increased co-location of police and safer neighbourhoods teams; and members of the Committee took up the offer of a visit to the joint working, co-located Safer Neighbourhoods Service at Moorfoot.

Challenge for Change – the committee as in previous years receive the reports of the Challenge for Change Tenant Scrutiny Group. This year they reported on the quality of rehousing Services.

Hate Crime – the Committee continue to monitor actions in response to the Committee’s recommendations following the reporting of the Safer and Stronger Communities Scrutiny and Policy Development Committee’s Hate Crime Task Group, who reported back February 2017, there have been update reports to the Committee on progress on actions July 2017 and March 2018.

Street Culture – the committee meeting on 9th November was held out of the Town Hall at the Cathedral Archer Project and representatives attended from a range of organisations, agencies, commissioned and community groups, these included the Council - Cabinet Adviser and officers, Drug and Alcohol Co-ordination Team, City Centre Ambassadors, South Yorkshire Police, Cathedral Archer Project, Sheffield Street Outreach Team, Street Pastor, Soup Kitchen, and Sheffield City Centre Residents Action Group. They were invited to inform on what is street culture and the issues in Sheffield, the latter also included consideration of a petition to Council for a Night Café. The Committee on hearing this range of information decided to set up a task group to gather more in-depth information and operational evidence, the task group reported its recommendations back to the Committee March 2018. The final report was agreed and forwarded on to Cabinet to consider its recommendations in April 2018.

2.5 Economic & Environmental Wellbeing 2017/18

Chair: Cllr Denise Fox

Deputy Chair: Cllr Ian Auckland

Remit of the Committee: Economic and Business Sector Development, Regeneration and Physical Development, Enterprise and Skills, Sustainable Development and Climate Change, Culture, Leisure and Tourism, Transport

Highlights from the work of the Committee in 2017/18 include:

City Centre Developments – fulfilling their Economic, Regeneration, Culture, Leisure and Tourism remit the Committee considered progress updates on key city centre developments, including Heart of the City Phase 2, retaining World Snooker Championship, China Economic and Civic Programme.

Small Business Support – the committee were pleased to hear all that is provided to support small business in the city, and encourage a conversation on a policy direction that includes changing how business view the Council and the practical measures that can be put in place for example, in regard business rate relief assistance.

Green City Strategy, Transport Vision, Clean Air Strategy- the committee work programme included a look at the programme and action plan for Sheffield sustainability strategy, the response to Sheffield Green Commission. The Committee heard that this will be fulfilled by a Green City Strategy, a Clean Air Strategy and the developing Sheffield Transport Vision, the Committee had the opportunity to undertake policy development and provide comment on the proposed Green City Strategy, along with comment on the consultation version of Sheffield Transport Vision, the agreed Clean Air strategy and Parking Strategy. The Committee agreed to consider these further as they develop and are implemented in the coming year.

Call In of Cabinet Decisions - there were two call-ins of Cabinet Decisions in 2017/18 municipal year by Economic and Environmental Wellbeing Scrutiny and Policy Development Committee, providing a check and balance to executive decisions by finding out for **Changes to Environmental Maintenance Services** that the environmental and financial impacts had been appropriately considered; and for **Disposal of Property at Mount Pleasant Sharrow Lane Sheffield** a check that the decision had been based on appropriate process.

Western Road First World War Memorial – over the year Cabinet provided verbal and formal written response to the Committee's recommendations in relation to the Western Road First World War Memorial, the Committee's recommendations led to the commission of further investigations, and the outcome of these was reported back to the Committee.

3.0 Scrutiny Objectives 2018-19

3.1 Approach to Scrutiny

This year we will continue to have a policy focus in our work, aiming to look at issues where we can have the most impact. We want to look at how we can better engage and involve the public in Scrutiny's work, and improve our online information. We want to support scrutiny members to develop their skills and knowledge through training, where appropriate, and take a more joined up approach to scrutiny across the 5 Committees.

We will continue to work across the region and sub-region through our membership of Joint Health Overview and Scrutiny Committees looking at health service reconfigurations across various footprints and through links with the Sheffield City Region and the Police and Crime Panel.

3.2 Proposed Work Programme 2018-19 highlights

The following table shows provisional topics for the Work Programme 2017/18. It should be noted, however, that this work programme will be considered in more detail by each of the Committees as their schedule of meetings commence. New ideas can therefore still be considered. The scrutiny work programme is a living document and appropriate items can also be suggested by members of the Committees throughout the municipal year.

Scrutiny Committees Work Programme 2017/18 highlights	
Overview & Scrutiny Management Committee (OSMC)	
Annual Performance Update 2017-18	To take an overview of Council performance and consider the performance management framework.
Ethical Procurement	To consider the updated Ethical Procurement Policy.
Revenue Budget and Capital Programme 2018/19	To consider the budget and capital programme 2018/19 proposals before they are agreed by Cabinet
Children, Young People and Family Support	

Special Educational Needs in Sheffield	To receive an update on the progress of the development and implementation of the Inclusion Strategy, specifically with regard to the conversion to EHC Plans
Consultation on the future commissioning and delivery of young people's services	To receive a report on the proposals for youth services, during the consultation period and provide feedback / comment.
Children's Social Care Improvement and Recovery Plan	To receive a progress update of the Improvement and Recovery Plan.
Healthier Communities and Adult Social Care	
Urgent Care Proposals	Following on from discussions in 2017/18, the Committee will consider the process that has been undertaken since the public consultation, including the revised options for delivering urgent care in the city.
Accountable Care Partnership	To understand how the Accountable Care Partnership works, what its aims are, how it plans to achieve them and the role of the Accountable Care Partnership in the wider health and social care landscape, particularly in relation to the Health and Wellbeing Board.

Joint Strategic Hospital Services Review	To consider the outcome of the review and the potential impact on Sheffield
Safer & Stronger Communities	
Fire Safety in Tower Blocks and Council High Rise Residential Buildings	Continuing watch on Sheffield response to Grenfell Inquiry (December 2018 possible interim report) and Hackitt review (interim report May 2018)
Gun and knife Crime in the city	Receive an update on gun and knife crime and approaches being taken
Private Rented Housing Sector	Report on increase in % of private rented sector in Sheffield (PRS); Cost and Quality - Mitigations, standards e.g. Selective Licensing, private landlords
Economic and Environmental Wellbeing	

Heart of the City II	Report on basket of growth, placemaking, environment plans and strategies
Green City Strategy	Report on basket of growth, placemaking, environment plans and strategies
Bus Services Bill – part 2 - future of bus provision in Sheffield and/or City Region	Report on role of the Combined Authority

4.0 Recommendations

- 4.1 Full Council is asked to note the work undertaken through the scrutiny committees during the 2017/18 municipal year and proposed for 2018/19 and,
- 4.2 Note that members are still able to feed suggestions for the 2018/19 work programme in to the relevant Committees

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