



Complete Agenda

Democratic Services
Swyddfa'r Cyngor
CAERNARFON
Gwynedd
LL55 1SH

Meeting

CORPORATE SCRUTINY COMMITTEE

Date and Time

10.30 am, THURSDAY, 11TH JUNE, 2015

Location

Siambr Hywel Dda, Council Offices, Caernarfon, Gwynedd. LL55 1SH

Contact Point

Eirian Roberts

01286 679018

maireirianroberts@gwynedd.gov.uk

(DISTRIBUTED 03/06/15)

CORPORATE SCRUTINY COMMITTEE

MEMBERSHIP (18)

Plaid Cymru (9)

Councillors

Elwyn Edwards
Annwen Hughes
Gethin Glyn Williams

Aled Ll. Evans
Dyfrig Jones
John Wyn Williams

Sian Gwenllian
Michael Sol Owen
R. H. Wyn Williams

Independent (4)

Councillors

Lesley Day
W. Roy Owen

Trevor Edwards
Eirwyn Williams

Llais Gwynedd (3)

Councillor

Jason Humphreys
(2 vacant seats)

Labour (1)

Councillor Gwynfor Edwards

Liberal Democrats (1)

Councillor June Marshall

Ex-officio Members

Chairman and Vice-Chairman of the Council

Other invited members

Councillor Mandy Williams-Davies – item 7
Councillor Peredur Jenkins – item 8

AGENDA

1. CHAIRMAN

To elect a Chairman for 2015/16.

2. VICE-CHAIRMAN

To elect a Vice-chairman for 2015/16.

3. APOLOGIES

To receive any apologies for absence.

4. DECLARATION OF PERSONAL INTEREST

To receive any declaration of personal interest.

5. URGENT ITEMS

To note any items that are a matter of urgency in the view of the Chairman for consideration.

6. MINUTES

1 - 4

The Chairman shall propose that the minutes of the previous meeting of this committee held on 26 March, 2015 be signed as a true record.

7. PROCUREMENT STRATEGY 2014/15

5 - 16

Cabinet Member: Councillor Mandy Williams-Davies

(A) Submission of the final draft Strategy by the Cabinet Member for Economy (attached).

(B) To consider the questions raised at the Preparatory Meeting (attached).

10.40am – 11.25am

8. FFORDD GWYNEDD STRATEGY

17 - 26

Cabinet Member: Councillor Peredur Jenkins

Submission of the draft Strategy by the Cabinet Member for Resources (attached).

9. INVESTIGATIONS

27 - 31

(A) Holiday Homes and Taxes Investigation – to submit a draft brief (attached).

(B) Engagement Scrutiny Investigation – to submit a revised draft brief (attached).

12.25pm – 12.40pm

CORPORATE SCRUTINY COMMITTEE, 26.03.15

Present: Councillor Jason Humphreys (Vice-chairman in the chair).

Councillors:- Aled Evans, Gweno Glyn, Simon Glyn, Siân Gwenllian, Annwen Hughes, June Marshall, Michael Sol Owen, Eirwyn Williams, John Wyn Williams and R.H.Wyn Williams.

Officers present:- Debbie Anne Williams Jones (Members' Manager - Democratic Services) and Eirian Roberts (Member Support and Scrutiny Officer).

Present for item 3 below:-

Councillor Dyfed Edwards, Council Leader
Arwel E. Jones (Senior Manager – Corporate Commissioning Service)

Present for item 4 below

Councillor Dyfed Edwards, Council Leader
Dilwyn Williams (Chief Executive)

Apologies: Councillors Lesley Day, Elwyn Edwards, Trevor Edwards, Dyfrig Jones and W.Roy Owen.

1. DECLARATION OF PERSONAL INTEREST

No declarations of personal interest were received from any members present.

2. MINUTES

The Chairman signed the minutes of the previous meeting of this committee held on 14 January, 2015 as a true record.

3. CONSULTATION PAPER ON REFORMING LOCAL GOVERNMENT

Submitted –

- (1) The report of the Leader and the Head of Strategic and Improvement Department seeking the members' observations on a series of matters arising in the Consultative Document on Reforming Local Government, which outlined several matters that the Government were considering in terms of the arrangement and pattern of local authorities in Wales.
- (2) The observations of the Democratic Services Committee on the matters within its remit.

RESOLVED

- (a) **To accept the observations submitted by the Democratic Services Committee, adding support to the objection to limit councillors' terms of membership.**
- (b) **To propose that the following additional observations are considered by the Council's Cabinet:-**
General – The Committee welcomes the opportunity to offer observations on the document, although concerned about the mixture in the proposals submitted and also eager to highlight the importance of proceeding quickly to set a direction for reorganising local government.

Paragraph 2.5 – We wish to re-emphasise the comments that were sent in response to the Consultation on Re-organising Local Government submitted in October, 2014.

Paragraph 2.7 – We accept what is noted as the Government’s intention.

Paragraph 2.8 – We agree with the emphasis in favour of establishing a ‘general power of competence’, which would enable us to do more for the benefit of our communities.

Paragraph 2.10 – We accept what is noted as the Government’s intention.

Paragraphs 3.11 and 3.12 – We cannot see much benefit in placing the set of specific duties on Chief Executives and there should be no limit on how long a Chief Executive may be in office.

Paragraph 3.13 – While we accept the principle behind the idea of addressing the significant difference in the salaries of chief and senior officers, we feel that it is possible to oversimplify in this field as responsibilities vary. We feel that there is potential for some sort of framework, but there should be freedom for individual councils to respond to local circumstances.

Paragraph 3.14 – We fully object to the suggestion of establishing an independent commission to appoint Chief Executives and other senior public roles. Establishing such a body would be expensive at a time when the public services are all under great financial strain and would also detract from the key relationship between chief and senior officers and the body of local elected members. Also, whatever the procedure will be, steps will need to be taken to ensure that there are clear requirements in terms of the ability to speak Welsh for such posts.

Paragraph 4.4 – The power to review the Community Councils in the area is not welcomed, especially when the brief to reduce them and the timetable to achieve that seems to have already been set.

Paragraph 4.5 – There is doubt regarding the intention to establish a set of standards that town and community councils will be expected to meet “*before they can be deemed capable and competent*” as it would create expectations that could lead to people being reluctant to offer themselves to serve on community councils and, in turn, would lead to two tiers of town and community councils.

Paragraphs 5.1 and 5.2 – The emphasis on empowering local communities and community groups to take responsibility for services or assets is welcomed, as this Council has been discussing in the recent Gwynedd Challenge sessions.

Paragraph 6.1 – We accept what is noted as the Government’s intention.

Paragraph 6.2 – We accept what is noted as the Government’s intention.

Paragraph 6.3 – We accept what is noted as the Government’s intention.

Paragraph 6.4 – We welcome the proposal to clean up the powers of Welsh Ministers to undertake an independent review of concerns regarding council arrangements and to intervene specifically in the operation of any council, following such a review.

Paragraph 7.2 – We accept what is noted as the Government’s intention.

Paragraph 7.3 – We welcome any movement to make councils more accountable digitally through webcasting and facilitating the offering of comments through social media amongst others, but we are concerned that there are financial implications involved with this proposal at a time when councils are under great financial pressure.

Paragraph 7.4 – We accept what is noted as the Government’s intention.

Paragraphs 8.1 and 8.2 – The fact that the Government wishes to further strengthen the scrutiny function within councils is welcomed, which will have sufficient resources to support it and also for the public to be able to

participate in scrutiny processes, but there is concern again regarding the cost implications.

Paragraph 8.3 – The Government's proposal to see councils collaborating to scrutinise services that are provided regionally is welcomed, but emphasising that this should include scrutinising unelected bodies that provide services.

Paragraph 8.4 – The Government's wish to see better collaboration between the external audit bodies is welcomed, and indeed it is suggested that we should aim towards having only one auditing body.

Paragraph 9 – As the need to reform and simplify the procedure of funding local government is mentioned in the document, it is very disappointing that there are no proposals on the table for it as of yet. There is a real need to look at the way finance is allocated and the failure in the existing arrangements to identify the needs of rural areas.

4. DEMAND MANAGEMENT

Cabinet Member: Councillor Dyfed Edwards

Submitted – a progress report by the Leader and Chief Executive at the committee's request outlining the relevant background, providing an update and specifically responding to questions that had arisen in the Preparatory Meeting on 12 February, 2015.

Members were given an opportunity to ask further questions and offer their observations. During the discussion, the Leader and the Chief Executive responded to questions / observations regarding:-

- Concern that the Council was doing away with some services and establishing new services in their place that would not come to fruition for some years. The Leader noted that he and the relevant Cabinet Members would be glad to hear of any examples of this.
- Calculating the financial savings and the importance of identifying unsuccessful plans, bring them to a close and moving on to alternative plans. It was noted that the findings of implementing the change to the residual waste collection procedure in the Dwyfor area had been submitted to the Communities Scrutiny Committee, and that this was a clear example of managing demand which had worked for several reasons, including the fact that the local population had been consulted beforehand regarding the change to procedures. It was noted that the report of the Scrutiny Committee could be sent to any member who wished to receive a copy.
- The challenge of coupling saving money with managing demand in the older people field due to the increase in the demand.
- The need for everyone to be aware of the need to manage demand.
- The need to change culture amongst the staff, as well as people outside.
- Concern that mainstreaming some fields could mean that other fields would be lost in the process of changing culture.
- The tendency to respond to the current emergency each time rather than looking further ahead, and, as resources were diminishing, there was a need to invest in the services in a way that would save in the long term and give the citizen a better quality of life.

5. PROPOSED SCRUTINY ARRANGEMENTS OF THE JOINT LOCAL SERVICES BOARD – A FURTHER REPORT ON THE OPTIONS

Submitted – the further report of the Democratic Services Manager on the options for establishing the scrutiny arrangements of the Local Services Board (LSB), in light of a

discussion in the Scrutiny Forum on specific fields of concern that had been raised by members of this committee at their last meeting regarding clear political accountability, undemocratic bodies being part of the scrutiny work, the membership of the panel and a clear reporting procedure for the Council.

It was noted that it was important to ensure that the members of the new scrutiny panel received specific training on the role of the LSB and the Democratic Services Manager agreed to report that to the Senior Partnerships Manager who was leading on the work of the Board.

RESOLVED

- (a) To support Option B, ensuring that the reporting procedure noted in paragraph 2.2. of the report is incorporated.**
- (b) To report to the group which is drawing up the more detailed arrangements on the recommendation regarding membership noted in paragraph 2.3(i) of the report.**
- (c) To trial the arrangements for a period of a year prior to further assessment.**

The meeting commenced at 10.30am and concluded at 12.35pm.

Procurement Strategy 2014/15 v final draft

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Foreword by Cabinet Member for Procurement and the Economy

Welcome to Council's Procurement Strategy. This strategy outlines our procurement priorities and shows how procurement has and can contribute further to the Council's aims for the term of this Cabinet. This strategy brings together local priorities and Welsh Government recommendations for public sector commissioning and procurement.

The Council spent over £185 million during 2013/14 on goods, works and services provided by external organisations, and we have a duty to make sure that our resources are used in the best possible way to meet the needs of our citizens and secure our wider strategic objectives.

Our main procurement and economic priorities are:

- Keeping the benefit local, which includes strengthening business resilience within the county and retaining local economic benefit
- Improving our procurement capability and results
- Utilising procurement to meet the financial challenges facing the Council and effectively deliver services to the people of Gwynedd

As the Cabinet Member with responsibility for procurement, I recognise that effective procurement is key to achieving our aims and objectives. A strategic approach to procurement can achieve significant benefits to the Council, to local people and the local community.

This vision, direction and key priorities outlined have been developed following consultation with stakeholders. Having a strategy does not, by itself, lead to effective procurement. It is the commitment of senior management and Council-wide use of the strategy which are the most important elements in its success.

Mandy Williams-Davies

Cabinet Member

1. Introduction

1.1 Procurement in Gwynedd

1.1.1 The Council currently has a decentralised procurement arrangement where Services are responsible for the commissioning and procurement of goods and services.

1.1.2 There is a Corporate Procurement Unit whose role is to monitor and improve the procurement results of the Council. The Corporate Procurement Unit measures and reports on the performance of the Services, and seeks to improve procurement by improving internal processes and understanding of procurement across the Council.

1.1.3 Through effective procurement and commissioning the Council sustainably sources goods and services that ensure value for money for the people of Gwynedd.

1.2 What we have achieved

1.2.1 Procurement has contributed significantly to the local community. Listed below are some of the achievements following the publication of the Procurement Strategy 2008-2011:

- Implementation of the Sustainable Procurement Policy and a further successful scrutiny of the Policy.
- Realised Community Benefits in several large scale procurement projects.
- Collaborated with neighbouring authorities with various procurement transformation and improvement projects.
- Created and established collaborative contracts and framework agreements through collaboration with partners across North Wales.
- The implementation of various eProcurement tools such as a fully integrated Purchase to Pay Systems and eTendering suite of tools.
- Realised procurement savings and ensured value for money through our procurement activities and electronic procurement processes.
- Report regularly on our procurement performance and evaluate local spend.
- Developed the procurement skills and capability of both our Corporate Procurement Unit and members of staff across the Services who undertake procurement activities.
- Engaged with the Third Sector through a Social Enterprise Forum and developed a Social Enterprise Toolkit.
- Created a Social Enterprise Procurement Framework for working with the Third Sector and recognised as a Social Enterprise County by Social Enterprise UK.

Such examples of these benefits include:

- Apprentices and work experience as part of large capital programmes such as Ysgol y Hendre, Blaenau Ffestiniog Regeneration Scheme and other builds.
- A National Award Nomination for the implementation of eProcurement in Gwynedd's School.

- Cashable Savings of £200,000 via the successful electronic auctions of public transport contracts.

2. Local Benefit from Procurement Spend

2.1 Category management

2.1.1 The Council wishes to ensure that we maximise the benefit from procurement and commissioning of goods and services.

2.1.2 The Council has undertaken an assessment of its procurement activity and through workshops, consultation with services and external reviews, has identified some key areas for improvement. The Council wishes to address these deficiencies through the adoption of Category Management principles.

2.1.3 Category Management is a strategic approach to procurement and commissioning which organises procurement resources to focus on specific categories of spend. This differs to the current arrangement where services individually procure goods and services. A strategic approach to procurement puts a greater emphasis on conducting in depth market analysis and a greater collaboration between commissioners and procurers. With specific roles and responsibilities to undertake specific tasks, the commissioning and procurement teams can leverage improved purchasing results through category management principles in comparison to traditional, service focused procurement methods.

2.1.4 We believe that this procurement approach can deliver improved procurement efficiency savings, and at the same time increase local benefit.

2.2 Engagement with local Suppliers

2.2.1 As previously mentioned, the Council has identified the development of the local economy as one of its key strategic outputs for the term of this appointed Cabinet. The Council acknowledges that its third party spend can have a significant impact on the local economy and wishes to maximise the benefits to the local economy from this spend.

2.2.2 The Council has identified key performance measures to maximise local benefit, these include:

- Increasing the amount of third party spend from the 2013/14 amount of 40%
- Safeguard and create job opportunities as a result of the Council third party spend
- Increase the use of social clauses in major procurement projects to benefit the local community

2.2.3 The Council believes that a consistent approach to procurement through Category Management can improve local suppliers ability to compete for its contracts. Similarly, transparent practices and publishing the Council proposed forward procurement programme can better prepare the local market to compete for up and coming contracts.

2.2.4 Currently the Council has a centrally managed contracts register and forward work programme, however the completeness of this register must be improved, and this can only be achieved by greater engagement across the Council.

2.3 Sustainable procurement and local benefits

2.3.1 The Council implemented a Sustainable Procurement Policy with guidance in 2011. This aimed to ensure that Services undertook procurement activities in a responsible and sustainable manner. The Policy also aims to ensure that we make the best possible use of the Council's expenditure in terms of improving the economic, environmental and social benefit within the County.

2.3.2 The Sustainable Procurement Policy objectives are to:

- Minimise our environmental impact through better selection and improved usage of goods, works and services.
- Ensure that procurement activities are undertaken in such a way that all suppliers, including small and medium enterprises are encouraged to bid for Council contracts;
- Create an environment that provides opportunities to maximise the benefits arising from the inclusion and application of social criteria within procurement activities.
- Ensure value for money assessments are based, where appropriate, on whole life costing and not just initial purchase price.

2.3.3 The guidance, which includes a Sustainable Procurement Checklist and a Sustainable Procurement Tool, assists users to consider the mentioned factors in the design of their procurement approach.

2.3.4 The Council believes that a sustainable approach to procurement is fundamental to ensuring that we maximise the benefit locally from third party spend and this approach will have a positive and long lasting effect on our communities.

2.4 Developing skills, ability and procurement capacity

2.4.1 The Council currently has a number of its staff undertaking various aspects of commissioning and procurement, whether it being identifying business needs, publishing tender documents or managing contracts.

2.4.2 The frequency and ability of staff to undertake these tasks varies across the Council and under the principles of Category Management, the Council will seek to co-ordinate this activity better. By giving individuals clear commissioning and procurement roles and responsibilities, we anticipate an improvement in our procurement and service results.

2.4.3 Currently, as part of the Council Corporate Training Matrix there is a standard procurement training course and a further advanced procurement course. The Council will seek to implement a Procurement Competency Framework to ensure that individuals involved in the commissioning and

procurement process are capable and sufficiently supported to undertake strategic and operational sourcing activities.

2.4.4 Through tailored Category Management training and support we can improve our ability to achieve better procurement and service results which will benefit the citizens of Gwynedd.

2.4.5 The Council acknowledges the magnitude of this transformational change and will adopt a gradual approach to implementing the change.

2.5 Governance and responsibilities

2.5.1 In order for Category Management to be successfully adopted across the Council there must be clear governance and responsibility.

2.5.2 As part of the implementation of Category Management, the appointed Category Teams will be responsible for the delivery of procurement across agreed categories of spend. This will include the preparation of category plans and procurement plans that must be agreed by the relevant Service Management and the Corporate Procurement Manager. These procurement plans will address the needs of the Service, any efficiency targets identified and how the procurement approach will benefit the local community.

2.5.3 The Category Teams will be under the management of the Services, but, will be required to report professionally to the Corporate Procurement Manager in terms of their procurement results and performance.

2.5.4 To ensure that procurement results are monitored by the Council's Senior Management Team, procurement performance will be reported at the respective Delivery Panel which will include the relevant category Head of Service and Cabinet Member.

2.5.5 The overarching procurement results will be reported by the Category Leads and Corporate Procurement Manager to the Cabinet Member for Procurement and the Economy.

3. Procurement Savings and Efficiencies

3.1 Financial challenge

3.1.1 As a result of Government and subsequently Welsh Government decision to reduce Local Authority Budgets across Wales, The Council faces a budget deficit of approximately £50m between 2014 and 2018.

3.1.2 As we have already experienced locally, better procurement can deliver financial savings and contribute significantly towards the financial challenge facing the Council. In order to fully quantify the contribution of procurement we must adopt an approach that can accurately monitor both non cashable efficiency savings, cashable savings and community benefit.

3.1.3 In our Category Management approach to procurement, each category plan must incorporate a savings target or cost avoidance target, with this target being agreed and monitored in order to calculate its impact.

3.1.4 The Council has already adopted a Corporate Procurement Savings Plan. The Council will be required to monitor procurement savings and ensure that each procurement approach best maximises the opportunity to realise savings that will benefit the people of Gwynedd.

3.1.5 Similarly, each category plan must consider possible community benefits as per the Sustainable Procurement Policy.

3.2 Value for money

3.2.1 The Council will ensure that all its procurement activity when purchasing goods and service or works represent value for money. As part of the Council Sustainable Procurement Policy it will consider the whole life cost of any acquisition and ensure that any procurement doesn't have any detrimental effect on the citizens of Gwynedd today or tomorrow.

3.2.2 The Council will also, where appropriate, review the internal provision of delivering goods and services to ensure that this is the best model of service delivery.

3.3 Electronic procurement and efficiencies

3.3.1 The Council will continuously seek to improve its procurement and purchasing processes to ensure it is as efficient and effective as possible. We will therefore undertake an eProcurement Programme to review all of our tendering and purchasing arrangements. The eProcurement Programme will strive to modernise, through the adoption of electronic tools, all publications of tendering opportunities and the processing of orders and invoices for payment.

3.3.2 The Council will ensure that it will meet the electronic requirements of the European Directive 2014 to make tendering opportunities available electronically by the set date.

3.3.3 Such is the complexity of how Services interact with different suppliers and markets, we may seek to adopt a multiple of tools to be able to trade electronically. The eProcurement Programme will identify the most effective and efficient electronic method and monitor the usage of that agreed method. Each Service will have an agreed approach to electronic procurement that will identify how it will process both its tendering opportunities and processing of orders and invoices.

3.3.4 In order for the Council to be able to notify the local market of up and coming tender opportunities and implement a Category Management approach to procurement, the Council will implement an electronic process of managing contracts. The eContract Management Programme will remind the Services of contract renewal dates to best prepare both the Council and the local market of forthcoming procurement exercises. In a similar fashion, in order for the Council to adopt a more strategic approach to procurement the Council will attempt to integrate all contract referencing with the Council's current financial budgeting processes.

3.3.5 Better visibility of procurement spend will allow Services and Category Teams to make more informed decisions of the best use of the resources available to deliver services to the people of

Gwynedd. Similarly, accessible and transparent procurement process will allow the local economy to be aware of contracting opportunities.

4. Wider procurement ambitions

4.1 Collaborative Procurement

4.1.1 The Council will seek to collaborate with other Welsh Authorities and public bodies where it can benefit the people of Gwynedd. This may include the sharing of best practice and exchanging experiences to identify and develop better ways of procuring.

4.1.2 The Council will also consider collaborating with others to aggregate demand for goods and services, this can potential leverage better prices and also reduce the procurement effort required.

4.1.3 Following the establishment of the National Procurement Service which establishes collaborative frameworks. The Council will actively engage with the National Procurement Service and best utilise the collaborative framework made available. When deciding on the use of any framework, we must ensure that the framework represents value for money in terms of quality and cost. Factoring also, the effort of establishing a similar arrangements and whether it represent any benefit to the local economy.

4.2 Welsh Language Policy

4.2.1 As part of the procurement strategy and its wider efforts, the Council is committed to promoting and safeguarding the use of the Welsh Language. This strategy outlines the Council's commitment to adopt the Welsh Language Board's *'Advice under Section 3 of the Welsh Language Act 1993'* by embedding the *'Contracting out public service contracts and the Welsh Language'* within its procurement practices. The Council will revise the relevant policy and procedural documentation to include the practical assistance within this paper.

4.3 Social Enterprises and the Third Sector

4.3.1 The Third Sector includes, voluntary organisations, community groups, self-help groups, community co-operatives and enterprises, religious organisations, and other not for profit distribution organisations.

4.3.2 The Council acknowledges the Third Sector as a vital sector in delivering essential services. The Council will build on it's working relationship and engage with the Third Sector to ensure that we consider all options of sustainable service delivery and value for money for the people of Gwynedd.

4.3.3 In light of the current financial challenges, the Council is reviewing a range of service delivery options and is working to identify further opportunities to work with the Sector. The Council will consider alternative service delivery models where appropriate which could be met by the Third Sector.

4.3.4 The Council believes the further embedding of the toolkit and framework will assist both parties in developing it's working partnership.

4.4 Compliance and procedures

4.4.1 The Council will ensure compliance with all statutory procurement rules and regulations, these of which includes the:

- Directive 2014/24/EU of the European Parliament
- Public Contract Regulations 2015

In addition, individuals undertaking procurement activity must ensure that they work to the guidelines of the Council Contract Procedure Rules and any Welsh Procurement Policy.

5. Key Procurement Commitments

5.1 What we want to achieve

5.1.1 This procurement strategy outlines the key procurement outputs we wish to achieve. We will set the following target dates to embed the objectives of this procurement strategy:

Key Outputs for Completion	Target Date
Implementation of Category Management in the Pilot Category	June - 2015
Implementation of Category Management across all categories of spend	Sept - 2016
Procurement Opportunities Programme for the Pilot Category <ul style="list-style-type: none"> • Forward Procurement Programme • Existing Contracts List 	Aug - 2015 Aug - 2015
Procurement Opportunities Programme for all categories of spend <ul style="list-style-type: none"> • Forward Procurement Programme • Existing Contracts List 	Dec - 2016 Dec - 2016
Procurement savings and efficiencies <ul style="list-style-type: none"> • Complete the Corporate Procurement Savings Plan • Effectively measure both cashable and non cashable procurement savings 	2015 – 2017 (ongoing) Aug - 2015
Creation of a competency framework and training plan for both the Services and the Category Teams	Dec - 2015
eProcurement, the completion and development of: <ul style="list-style-type: none"> • eProcurement Programme • eContract Management • Contract Referencing 	2015 – 2017 (ongoing) Aug - 2015 Dec - 2015
Internal review of procedures <ul style="list-style-type: none"> • Adoption of the Regulations • Implementation of the category management approach into the Council's standing orders • Welsh Language Policy 	April – 2015 Aug – 2016 Dec - 2015

1.	What is the matter that is considered as a scrutiny issue?	<p>In the Annual Workshop for preparing the forward programme of the Corporate Scrutiny Committee for 2015/16, members identified the need to scrutinise the Draft Procurement Strategy prior to its adoption by the Cabinet.</p> <p>In 2013/14, the Council spent £185m on the provision of goods, work and services by external organisations and, therefore, there is a responsibility to ensure that the Council's resources are used in the best possible way to satisfy the needs of the county's residents and at the same time ensuring the best value for the Council and the local economy.</p> <p>The Procurement Strategy, which is currently in draft form, establishes the policy direction, the objectives and priorities which are to be implemented on a corporate, regional and national level up until 2017.</p>
2.	What can the Scrutiny Committee consider?	<p>I. How successful was the previous Procurement Strategy (2008-2011) in terms of achieving all its objectives?</p> <p>II. What is the general ambition of the Council for procurement as noted in the draft Strategy and is the ambition achievable and realistic?</p> <p>III. How does the Council succeed in striking a balance between ensuring value for money and keeping the benefit local in respect of procurement?</p> <p>IV. What formal/informal engagement has there been</p>

		<p>with stakeholders locally to ensure that the private sector and the third sector in Gwynedd are prepared and able to maximise the opportunities from the Council's new procurement processes to ensure that the benefit is kept locally? What was the outcome of any engagement?</p> <p>V. Has the Council sufficient resources available to achieve the new Procurement Strategy?</p> <p>VI. Are the measures for the draft Strategy fit for purpose and do they include the financial impact of the Council's expenditure and the impact on residents?</p> <p>VII. How will it be possible to secure commitment and understanding across the Council to realise the new procurement arrangements and the objectives of the Strategy?</p> <p>VIII. How certain are we as a Council of the contribution of procurement to finding financial savings for the Council? What is the sum of the saving that is anticipated will be achieved during the lifetime of this Procurement Strategy?</p> <p>IX. Does category management offer the best opportunity to ensure robust control of the Council's procurement arrangements and the best opportunity to ensure value for money/financial savings?</p>
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		<p>X. How active is e-procurement across the Council?</p> <p>XI. Do all the local, regional and national policies/frameworks in the procurement field address the language requirements of the Council's Language Plan (proposed Language Standards) and the guidelines for 'Awarding Public Service Contracts and the Welsh Language'? What methods have been established to measure compliance with the requirements of the Council's Language Plan?</p>
3.	What will scrutiny achieve?	Direct questioning of the Cabinet Member in order to seek to influence policy and/or the decision of the Cabinet Member in the future.
4.	Form of scrutiny	Specific questioning in the Scrutiny Committee itself on the questions in 2 above.
5.	Accountable Cabinet Member	Councillor Mandy Williams-Davies

FFORDD GWYNEDD

June 2015



1. What is Ffordd Gwynedd?

Ffordd Gwynedd is the name given to the “way” we in Gwynedd Council will ensure that we place the people of Gwynedd central to everything we do.

It is neither a process nor a theory, rather a collection of working arrangements, behaviours and a culture which, together, allow us to be confident that we always place the people of Gwynedd central to everything we do.

2. Why is this strategy needed?

As a body which exists to serve the people of Gwynedd, our culture and working arrangements should ensure that those people are at the heart of everything we do.

A large number of the Council's staff would consider that we already do this. However, there is considerable evidence that suggests that this is not always the case.

However, very often this is not the fault of the staff.

The majority of the Council staff work hard to try to achieve things that are of benefit to the people of Gwynedd. However, things happen in their day to day work which prevent them from realising this desire – things which derive from working procedures and arrangements developed over many years which have been established for various reasons.

The Council's culture has also led us think at time that we know better and not to consider what the real needs of our residents are.

If we are going to ask the staff to really place the people of Gwynedd central to everything we do, we must ensure that we have the right conditions within the Council to allow this to happen.

This means creating a culture which is consistent with this objective and which tirelessly eliminates those barriers which prevent our workforce from doing this.

It must be stressed that placing the people of Gwynedd central to everything we do is not the same as saying that we will satisfy everyone’s wishes. The Council must work within significant financial constraints and we cannot meet everyone’s expectations.

However, within the resources we have, we should ensure that every penny is spent to maximise the value created for the people of Gwynedd and those things that are important to them. The starting point of all of this is to consider everything through the eyes of the people of Gwynedd rather than through the eyes of the establishment and its staff.

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In the current financial climate, which is likely to last for an extended period, Local Government will receive much less money and this means that, if we are going to be able to continue to ensure that the most needy are looked after, we will also have to look for other methods of achieving the requirements of the people of Gwynedd.

The people of Gwynedd must also face the fact that if we are to continue to deliver those services which are of the highest priority to them, then they must also be willing to accept different methods of meeting their needs – maybe even by asking some cohorts to meet their own needs with different support from the Council or from other organisations.

Many will object to these changes (change is never popular) but it is an essential element of placing the people of Gwynedd central ensuring that the value gained from every pound spent delivers the greatest possible benefits.

3. What needs to be in place in order to realise the vision?

All of this starts by understanding the basic business model that the Council should be working to.

This business model can be summarised as follows -



It starts by defining what requirements any service team is providing for the people of Gwynedd (namely, defining the "purpose" of the team); defining what is important to the people of Gwynedd in meeting that need; and then establishing which measures indicate how good they are at achieving that purpose.

Teams should then be continually aiming to find ways of improving their performance on those measures.

Due to the significant financial constraints we are facing, service teams will also have to consider whether there are ways of preventing those needs from arising in the first place (perhaps by investing earlier and in preventative services) in order to reduce the "needs" we are required to provide for and in doing so ensuring that the resources we have can serve more people.

When the time comes to prioritise the requirements to be met, this will be a matter for the Council's elected members.

However, an understanding of the business model shown above and attempting to implement it in itself will not be adequate. Ensuring that we place the people of Gwynedd central to everything we do means having a culture and working arrangements within the Council which reiterate our ability to realise that wish.



4. Ensuring appropriate working arrangements and culture

A change in culture will not happen overnight and, reaching the end of the journey will undoubtedly take time. What is important is that we start on that journey and assess from time to time whether we are on the right track and how far we have travelled.

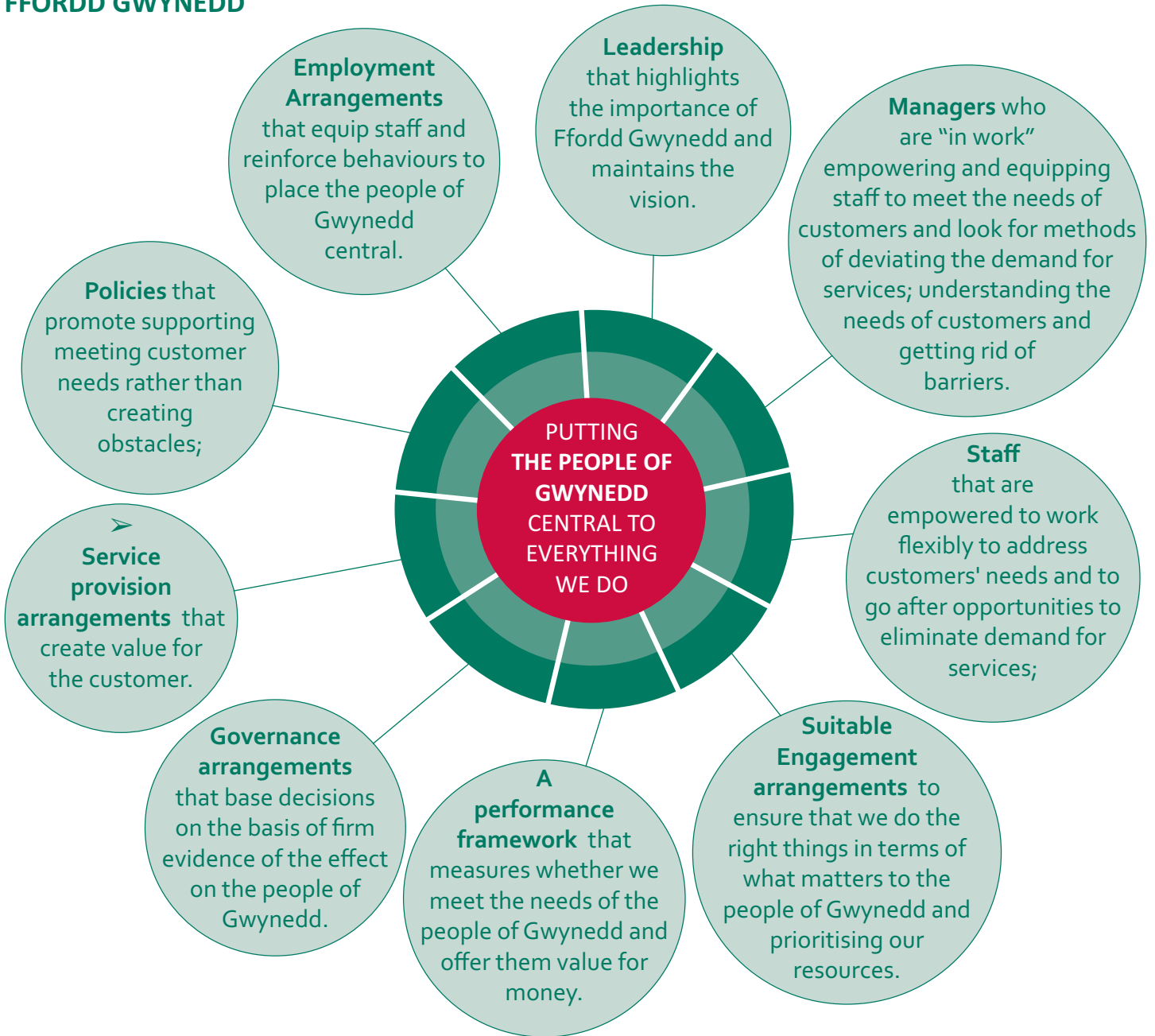
Several discussion sessions have been held with members, managers and staff to assess what the weaknesses are perceived in responding to the needs of our residents.

In addition, an assessment was undertaken of the existing governance arrangements (whilst preparing for the Annual Governance Statement).

We also experimented with the Systems Thinking concept as a method of ensuring that we focus on genuinely meeting needs.

These experiences, along with the assessments undertaken, led to the conclusion that the following need to be in place, if we are to succeed in having an appropriate culture in order to realise our ambition.

We must have -



5. How will we achieve all of this?

Past experience has shown that it is not through training sessions and lecturing staff that we will ensure that these elements fall into place.

We must have a development framework which ensures that there is an opportunity for services to reflect on what they are doing and to ask the fundamental question "Are we placing the people of Gwynedd at the heart of everything?"

This framework must equip persons with the necessary skills to be able to reflect on that, whilst also giving appropriate support and assistance to implement any

necessary changes and offer continuous challenge throughout the process to ensure that it happens.

Project No. 1 will do this. This is the cornerstone which will attempt to root the mind-set and relevant behaviours within every service unit in the Council.

It is an enormous task as we are trying to transform decades of practices but it is only through this method that we will be able to attempt to ensure that the necessary behaviour change is rooted together with enabling the workforce.



In itself, it will not be enough, however, as other elements as noted above must pull in the same direction if we are to succeed.

There is also a possibility that we have missed something and we must be aware of this as we go on the journey and change the strategy as and when required.

There is one certainty; we must be uncompromising about the implementation of this strategy, or it will fail. It is not enough to say that we will be implementing it, our behaviours must support that.



6. Work Programme

The following notes the projects we will be undertaking in order to ensure that we create an appropriate culture within the Council and notes which element of the circle above they will address.

Managers who are in work empowering staff to meet the needs of customers and look for methods of deviating the demand for services; understanding the needs of customers and getting rid of barriers.

Staff that are empowered to work flexibly to address customers' needs and to pursue opportunities to eliminate demand for services.

Project 1 - Implementing Ffordd Gwynedd

The “Implementing Ffordd Gwynedd” project will have two work streams

The first will be to immerse all Council managers in the basic principles of Ffordd Gwynedd to ensure that they have an understanding of the relevant concepts and what they can do to disseminate the mind-set in their units. However, raising awareness in itself will not lead to success.

The second work stream will involve implementing a programme which will equip service teams to be able to reflect on their existing working arrangements; challenge whether they are placing the people of Gwynedd centrally, and consider whether there is room for improvement; ensuring that every service has the opportunity to implement the programme.

It is anticipated that this will involve a series of joint learning sessions at work which will equip managers and staff to:-

- Look at the service provided through the eyes of the citizen every time.
- Agree together how best to go about things in order to provide what is important to our people.
- Challenge working methods which do not help to deliver for our people.
- Be willing to experiment (with clear success measures) in order to improve services.
- Take advantage of the opportunities provided to suggest how services can be improved.
- Ensure a continuous dialogue between managers and staff to see how managers can help staff to do their work better and take advantage of staff knowledge to improve services.
- Ensure that the Unit’s performance ownership is in everyone's hands (not just the managers).
- Ensure that performance information is used to improve the service.

- Create a culture of continuous improvements in the interests of the people of Gwynedd.
- Assess the roles required to deliver for our people effectively
- Look for opportunities to ensure that the demand for service is deviated.

Project 2 - Leaders' Development Programme

The Leaders' Development Programme Project will ensure that leaders within Gwynedd Council understand the principles of "Ffordd Gwynedd"; that they are aware of what they need to do in order to reiterate the "Ffordd Gwynedd" principles through all tiers of the establishment and that they are equipped to do so.

Leadership that highlights the importance of Ffordd Gwynedd and maintains the vision.

holding services to account.

Project 5 - Review of opening hours

The Review of Opening Hours Project will engage with the people of Gwynedd to see whether there is demand for different opening hours and consider whether this can be realised within the financial constraints.

Service provision arrangements that create value for the customer.

Project 6 - Extending the use of self-service

The Extending the Use of Self-Service project will establish which fields we should be targeting to use Information Technology to extend the use of self-service in order to make it easier to access the services with consideration of the benefits and cost of doing so and realising the established business plan.

Project 3 - Engagement Strategy

The Engagement Strategy Project will ensure that there is appropriate support available to help service teams and members to improve the Council's engagement arrangements whilst ensuring that priority is given to those priority fields within the Strategic Plan.

Suitable engagement arrangements to ensure that we do the things that matter to the people of Gwynedd and where to prioritise our resources.

Project 7 - Change Management Arrangements

The Change Management Arrangements project will assess where there is a need to strengthen our change management arrangements and putting in place a programme to resolve this in order to achieve the necessary changes.

Project 8 - Information Technology Strategy

The Information Technology Strategy will create a strategy and work programme in order to realise that strategy, which will maximise the use of information technology to assist the Council's workforce to deliver for the people of Gwynedd in the context of the financial climate ahead.

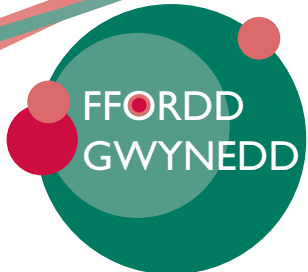
Policies that support the achievement of customer needs rather than creating barriers.

Project 4 - Implementing a Performance Framework

The Implementing a Performance Framework project will develop and install a new performance framework which will ensure that service teams measure what matters to the people of Gwynedd and will use those indicators to improve performance and that the reporting procedure will add value by

A performance framework that measures whether we meet the needs of the people of Gwynedd and offer them value for money.

Project 9 - The EDRMS Project will put a system in place which will reduce our dependency on paper and will save us time and costs.





Integrating public services - Thus far, the efforts to collaborate have had little impact. In order to respond to this, we will establish the following project -

Project 10 - Redefining the role and remit of the Gwynedd Local Services Board.

The Redefining the role and remit of the Gwynedd Local Services Board project will ensure that we undertake a review of the role and remit of the Local Services Board ensuring that its activities add value to the people of Gwynedd for the future.

Governance arrangements that make decisions on the basis of firm evidence of the effect on the people of Gwynedd.

The Governance Statement published by the Council in

Summer 2014 identifies several governance risks which need to be addressed, with the following identified as very high risks which need addressing -

The Council's Values - There is not much evidence that the Council's values are embedded as we would have wished amongst Council staff and members. Discussions with staff have highlighted that there are other factors which are more important than values. **Project 1 above will be a method of responding to this risk.**

The "Achievement" Framework - Lack of ownership of performance information and its use for improvement. There is a need to be clearer about what is management information and what is performance indicator. **Project 4 above will be a**

method of responding to this risk.

Engagement - The Council's engagement arrangements are not as good as they should be for the new climate that lies ahead. **Project 3 above will respond to this risk.**

Project 11 - Information Governance

As a result of recent failures, there is an element of evidence that we need to improve our information management arrangements. **Project no. 11 will be a method of doing this.**

Employment arrangements - No specific projects have been identified at present for this field; however, there are implications deriving from Project No. 1 which will mean that there will be work streams within that project to adapt our recruitment, appraisal and induction arrangements in line with what will be needed as part of that project.

Employment Arrangements that equip staff and reinforce behaviours to place the people of Gwynedd at the centre.



7 Resources

In terms of resources, the Council has already provided a resource to be able to achieve Project 1 and we have reiterated this by creating a Special Programme Leader post for a period of three years in order to ensure that we achieve the necessary changes.

Therefore, it is anticipated that it can be achieved to a specific level without the need for further funding in addition to what is already available; however, we cannot be certain that no other requirements will arise in the future.

The Council must consider any further needs that could arise in the future based on their merits and the financial situation at the time.

It is questionable whether the existing resource provided reflects the Council's ambition.

It is recommended that the existing resource is adequate to embed the principles in 21 service units by the end of 2018/19. With a further one-off investment of £150,000 this could be increased to 31.

8 How will we know if we have succeeded?

At the end of the day, the success of Ffordd Gwynedd will be a situation where individuals' experiences, when they come into contact with the Council will be positive ones that will meet their needs. In order for this to happen, we must have services which can

show that they respond to what is important by showing that they know what is important to the people of Gwynedd; that they have appropriate measures to show how well they respond to these matters and can show that they have arrangements in place to identify barriers and can respond in order to get rid of those barriers.

The aim is for every Service Unit in the Council to define clearly what needs they meet and the measures which prove how well they meet those needs (in line with the business model noted in section 2 above). The true success of this strategy will then be the assurances that those measures are in place and that we see those measures improving.

In order to give an element of assurance that service units within the Council work to these principles and follow working arrangements and behaviours which will allow this to improve for the future, it is intended to establish a Ffordd Gwynedd charter mark.

We will, therefore, be measuring the following as an indicator of success

- Percentage of business units within the Council which have received a Ffordd Gwynedd charter mark.
- Percentage of measures established when following the route of Project 1 which shows improvement.

Within a period of two years, we will undertake a formal review of progress against the objective.

NAME OF SCRUTINY COMMITTEE	Corporate Scrutiny Committee
DATE OF MEETING	11 June 2015
TITLE	The Ffordd Gwynedd Strategy
CABINET MEMBER	Councillor Peredur Jenkins

1. The Corporate Scrutiny Committee has shown an interest in the “thinking systems” way of working and these experiments have now progressed to forming the basis for a new culture for the Council in its attempt to put the people of Gwynedd at the centre of everything we do.
2. “Ffordd Gwynedd” is the label given to this culture and before long, I hope to present the formal strategy to the Cabinet so as to adopt it formally.
3. Before doing so, in view of the interest shown by this Committee in the “systems” methodology, it would be worthwhile to hear the Corporate Scrutiny Committee’s opinion on where we’ve reached and to receive any further comments as to how we can improve the strategy in view of the interest shown by this Committee in the “systems” methodology.
4. I enclose the latest version of the draft strategy so that the Scrutiny Committee has an idea of what we have in mind.
5. It is not yet finished as the work programme has not been included, and there is a possibility that we may need to add to it if we come across something else that essentially needs to be done to promote the culture, but it notes the context and what we intend doing to make Ffordd Gwynedd a reality in this Council.
6. Once I’ve received the Scrutiny Committee’s observations on the matter, my intention is to submit the strategy before the Cabinet for adoption. Of course, the concept is already a part of our Strategic Plan.
7. In order to ensure full understanding, my intention at the meeting is to ask the Chief Executive, who’s assisting me to commission this programme, to give a presentation to the Scrutiny Committee to explain how we’ve reached this point and to explain why the strategy incorporates the matters within it.
8. I understand from the brief for the meeting, that members have raised some questions they would like to receive answers to:
 - What is Ffordd Gwynedd?
 - What is the Council’s general ambition for Ffordd Gwynedd and is this ambition realistic and attainable?

- Do we have enough resources in place and the capacity to fulfil the vision of the Ffordd Gwynedd strategy and to implement it?
 - How confident are we that Ffordd Gwynedd will succeed?
 - What evidence is there that Ffordd Gwynedd has succeeded in improving services to our residents and in ensuring financial savings in the two pilot schemes undertaken in the homelessness and property services?
 - How do we ensure commitment and understanding across the Council to fulfil Ffordd Gwynedd?
 - As the change of culture within the Council is essential for Ffordd Gwynedd to succeed, what performance measurements are possible to be put in place to ensure this culture?
 - What formal/informal contact has taken place with beneficiaries:
 - Managers
 - Staff
 - Elected members
 - Residentsregarding the Ffordd Gwynedd Strategy?
9. I shall be asking the Chief Executive to try and address these in his presentation.

Scrutiny Investigation - Holiday Homes and taxes

Version 1.00 of the Scope

Background

“Second Homes”, which are subject to Council Tax, and “Self Catering Accommodation”, which are subject to Non-domestic Taxes are clearly defined within the law.

The Resources Cabinet Member provided a number of papers to the preparatory meeting of the Corporate Scrutiny Committee held on the 20/05/2015 answering questions raised with regards to taxation of “second homes” and “self catering accommodation” and the situation in Gwynedd. It clearly showed the annual challenge of protecting the taxable foundation and the budget due to property moving from Council Taxation to non-domestic taxation.

The Resources Cabinet Member requested that the Corporate Scrutiny Committee undertake a Scrutiny investigation into the matter on his behalf, looking at what is happening in other areas, drawing up recommendations to present to him.

Purpose of the Investigation

The purpose of the investigation is to look at other authorities who face a similar challenge to Gwynedd with regards to the migration from Council Tax on Second Homes to Non-domestic rate payers for “self catering accommodation”, and to identify if they have any good practice or plans to lessen the problem/situation.

- The Non-Domestic Rating (Definition of Domestic Property) (Wales) Order 2010 changed the definition of property that is not domestic property for taxation purposes. What effect did these changes have on the speed of the transfer?
- What discount or premium do different councils in Wales and England allow / charge on second homes? Is there any correlation between the size of the discount / premium and the number of properties transferring?
- How often does the Valuation Office review if a property that has transferred to the Business Rates regime continues to comply with the definition of property that is not domestic property?
- Does the Council have any “policing” powers? If so, is there a business case for establishing a “compliance” function within the Council that would pay for itself by finding properties that are not eligible for Council Tax, but should be? If the Council finds such property, would the Valuation Office be prepared to act?
- What strength of evidence is acceptable to the Valuation Office to allow a transfer?
- We have figures to show how many properties the Valuation Office has allowed to transfer in each year. Are there figures available for the

number of properties that the Valuation Office has rejected in each year? These figures would help to show whether more property owners are now asking for a transfer, or if the Valuation Office is more willing to allow transfers (e.g. because cuts in resources mean that they cannot investigate as thoroughly).

- Does the Council have any right of appeal when a property is transferred?
- Is there a risk that raising a Council Tax Premium on second homes could be counterproductive if it encourages more transfer?

Investigation Timescale

Begin the investigation	June 2015
End of the investigation	October 2015
Report to the Corporate Scrutiny Committee	3rd December 2015
Report from the Scrutiny committee to the Cabinet member	January 2016

Programme

Outline of the main stages and meetings.

Members will be required to undertake additional work between meetings.

1.	Presentation from the Resources Cabinet Member and the Head of Finance .
2.	<p>Planning meeting</p> <ul style="list-style-type: none"> • Investigation Team to consider the information provided thus far • Agree work programme to include questions, timetable and how to undertake the investigation eg • Discuss with other authorities by phone or video conferencing • Contact the Government and the Valuer's Office • desk top Research work • local field work
3.	Members to undertake Research work on behalf of the investigation
3.	<p>Evaluate and analyse:</p> <p>Consider and summarise the information collated</p> <p>Agree the main recommendations for the report</p>
4.	Write the report
5.	Present the draft report to the Corporate Scrutiny Committee before presenting the recommendations to the Cabinet Member.

Draft

Engagement Scrutiny Investigation

Version 2.00 of the Scope

Background

The objective of the Council's Engagement Strategy is:

"To ensure that there is a structured procedure within the Council to ensure opportunities for the people of Gwynedd and the Council to gain a better understanding of each other."

The success of the strategy will be measured initially, by asking Gwynedd residents how satisfied (on a scale of 1 – "very unsatisfied", to 10 – "very satisfied") they feel, as follows:

1. Generally, how do Gwynedd residents feel about their area as a place to live
2. How satisfied are Gwynedd residents with how Gwynedd Council meets their needs?
3. Do Gwynedd residents agree that they are given the opportunity to influence decisions about the services that they use?

Purpose of the Investigation

The purpose of the Scrutiny Investigation will be to look at the Council's engagement arrangements in practice. It is intended for the investigation to be based on an example of engagement that is intended to be implemented in the near future, which is Gwynedd Challenge 2 - the cuts process. There are three categories which can be considered with regards to engagement, being

- i. Elected Members
- ii. Gwynedd Residents
- iii. Gwynedd Council Staff

Attention should be given to the following matters with regards to i –iii above:

- a) What is the purpose of the engagement?
- b) Is the engagement plan fit for purpose?
- c) Have all the stakeholders been identified for the engagement?
- d) Which levels of engagement methods were used?
- e) Has internal resources or outside contractors been used for the engagement? What are the advantages/disadvantages of that regarding engagement?
- f) Has appropriate consideration been given to any obstacles to the engagement and how to resolve them?
- g) Has appropriate consideration been given to equality as part of the engagement?

- h) What feedback was given on the efficiency of the engagement?
- i) What successes and lessons were learned from the engagement?
- j) What good practice was identified and are there opportunities to improve?
- k) What impact and influence, if any, did the engagement have on the Council's plans in the context of the cuts process?

Period of the Investigation

Start of the investigation	June 2015
End of the investigation	March 2016
Submit a report to the Corporate Scrutiny Committee	14 April 2016 or the following meeting (date yet to be set)
A report from Scrutiny to the Executive	Within a month of the report being presented to committee

Programme

Outline of the main actions and meetings.

Members will be required to undertake additional work between the meetings.

1.	Presentation by the Cabinet Member on the Engagement Strategy
2.	Presentation by the Senior Commissioning and Change Management Officer, Citizens Panel Co-ordinator and the Communication Manager on the Engagement Plan for the cuts process.
3.	<p>Planning Session</p> <ul style="list-style-type: none"> • The Investigation Group to consider the information submitted to date • Agree on questions • Agree on a timetable for visits • Agree a work programme.
4.	Questioning and discussion sessions with relevant Council officers.
5.	<p>Shadow the engagement meetings:</p> <p>Members Scrutiny workshops (June 2015)</p> <p>Public workshops (September / October 2015)</p> <p>Staff workshops (dates to follow)</p> <p>Members Scrutiny workshops – prioritize (dates to follow)</p>
6.	Consider the content of the Council's Engagement Booklet and the <i>Wales Participation</i> guidance amongst others for engagement

7.	Planning Session Consider the information obtained to date and plan the remainder of the work programme.
8.	Arrange and hold Focus Groups with key stakeholders, including service users, residents who were part of the engagement etc.
9.	Planning Session Consider the information obtained to date and plan the remainder of the work programme.
10.	Consider any feedback from the engagement, any appraisal drawn up, the influence and satisfaction of residents with the arrangements for them to be engaged in the process.
11.	Questioning and discussion session on the main outcomes with the Cabinet Member.
12.	Analysis <ul style="list-style-type: none"> • Consider and summarise the information and experiences • Agree the main recommendations for the report
13.	Write the report
14.	The Corporate Scrutiny Committee to consider the draft report and submit the recommendations to the Cabinet Member.