# Overview and Scrutiny Annual Report 2016

January 2017

worcestershire countycouncil

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## Foreword

I am pleased to present to Council the 2016 Overview and Scrutiny Annual Report.

It has been a challenging year with many changes. We lost two members of the Overview and Scrutiny Performance Board (OSPB) who joined the Cabinet; Dr Ken Pollock and Andy Roberts. We thank them for their scrutiny service and wish them well in their new roles. We have gained two new members of OSPB; Alan Amos and Paul Tuthill. We welcome both to the Scrutiny family.

The role of scrutiny is changing, we need to spend more of our time investigating quality assurance and helping to develop new policy; we need to spend less time looking back at past problems and mistakes. Clearly we need to learn from the past, but with the resources available to us we need to concentrate on the issues which matter most.

We should not be afraid to hold Cabinet and Officers to account; it is our job to question and to seek assurances. We should not be reluctant to speak truth to power, even if by doing so we are challenging friends and colleagues. The County Council is the chief forum of the County; people look to us to question, challenge and propose alternatives. I hope that in the years ahead we will continue to have adequate funding to enable us to do such a job.

It is right that we also try to seek scrutiny of agencies outside the Council. We may not have direct responsibility for their work, but we have a duty and a role to scrutinise anybody who provides services to Worcestershire people. Clearly we cannot force people to speak to us, but I hope that the few who decline will reflect and reconsider; nobody needs to be afraid of scrutiny.

The year ahead will have its challenges and difficulties, but I hope scrutiny will be a constant feature, questioning, suggesting and proposing change. I look forward to the co-operation of the Cabinet and the Executive, which will ensure we all do a good job for the County.

I would like to thank all scrutiny members, and in particular the members of the Overview and Scrutiny Performance Board, for their hard work and commitment over the year. Also, I would like to place on record my appreciation and thanks to the Scrutiny Team; without their help, patience and assistance the job of scrutiny would be impossible. I would to personally thank my Vice-Chairman Liz Eyre, without her challenging and questioning it would be a more difficult job, especially when she challenges and questions my decisions; I am grateful for her work and dedication.

This report highlights some of the key activities that have taken place during the year but if you would like to know anything more we would be delighted to talk to you. Contact details for the Scrutiny Team can be found on the back cover and you can find out more about our work by visiting our website at <u>www.worcestershire.gov.uk/scrutiny</u>

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Councillor Richard Udall Chairman, Overview and Scrutiny Performance Board

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## Introduction

This report highlights some of the key pieces of work from the past year. The complete work programme can be seen at **Appendix 1.** 

The remits of all the scrutiny bodies and their memberships can be found at **Appendices 2 and 3** and **Appendix 4** shows activity data.

## **Overview and Scrutiny Performance Board**

The OSPB has considered a wide range of issues in 2016. These have included strategic Council-wide matters, such as the Use of Consultants, Quality Assurance, the Council's approach to Equalities and Diversity, the new Leader's Vision, the Refresh of the Corporate Plan and the Annual Community Safety discussion with key partners.

In fulfilling its role to co-ordinate the scrutiny function, the Board has agreed scrutiny reports on the 2016/17 Budget and Increasing Physical Activity and considered how to take forward budget scrutiny for the current year.

## Scrutiny Annual Work Programme for 2016/17

This year, the Board's consultation on the annual Work Programme for 2016/17 was more extensive than ever before. The rolling Programme was developed by taking into account the results of the consultation exercise, which sought the views of Members as community champions, the Executive, officers, stakeholders, partners and the public. It also took into account the budget scrutiny process.

The consultation was promoted by the local press and radio, the Council Twitter feed and Facebook page, partner agencies and groups (including health partners), Local Enterprise Partnership (LEP), the Voluntary and Community Sector, Council's Viewpoint Group, all parish councils and an internal news article to encourage staff responses.

In total, 3000 suggestions were received, which we were very encouraged by and from which we were able to carry out some analysis to identify a list of priority topics.

## **Quality Assurance**

The Vice-Chairman of the Board looked into the role of Overview and Scrutiny Panels in carrying out their quality assurance role and developed a proposal, which the Board agreed and included suggestions for training for the Board and Panels and also training for new members as part of the Council's 2017 induction programme. It also suggested sessions for all scrutiny members covering familiarisation with specific directorate quality assurance arrangements, service budgets, service scope, Key Performance Indicators, quality assurance data and council complaints data.

## Call-in

The Board considered two call-ins<sup>1</sup> this year, in July and October. Both were in relation to the redesign of the 0-19 Service into a prevention and early help service, which in future will aim to provide a universal service with greater resources targeted at those most in need. The call-ins were specifically related to the Provision of Effective Prevention Services for Children and Young People including Optimising the Use of Children's Centre Buildings. It was one of the most controversial issues considered by Scrutiny this year and was a very thorough and resource intensive process, which attracted a lot of public and media attention. The Children and Families Overview and Scrutiny Panel, who played a significant role also in scrutiny of this Service re-design, continue their involvement moving forward.

The Cabinet's decisions were on both occasions accepted by the Board but with comments in July and qualification in October; the Board felt that this was important in order to achieve the best possible outcomes for the residents of Worcestershire.

## Task Groups

In addition, there are ongoing scrutiny task groups examining the following issues:

- Footways
- Commissioning: staff terms and conditions
- Effectiveness of the prevention and recovery drug and alcohol misuse service
- Budget 2017/18

## Adult Care and Well-being Overview and Scrutiny Panel

## Worcestershire's Care Market

The care market for domiciliary and residential care has remained an area of focus for the Panel. During discussion with care providers, the Panel expressed concern about the increasing, significant pressures on the care market, including the fact that providers lose money on council placements. The value of the Council-commissioned care market review was recognised, and the Panel will continue to monitor progress towards more sustainable services in 2017, including commissioning arrangements which focus on outcomes.

## **Drug Recovery Treatment**

The Panel discussed performance in successful completion of treatment for opiate users with the new provider, Swanswell, which highlighted the complexity of the profile of drug users in Worcestershire and the provider's work to engage and make services more accessible. Overall the Panel was impressed and encouraged by what they had heard about Swanswell's treatment for drug abuse, including powerful testimonies from previous service users, who had successfully completed treatment for heroin addiction, and who were now peer mentors for the service in Worcestershire.

<sup>&</sup>lt;sup>1</sup> A call-in is essentially one of the tools available to non-executive Councillors to hold the Executive to account for the decisions that they take, call-in is not a process to question the merits of a decision, it is a process to ensure that the principles of good decision making have been applied to the decisions that have been taken by Cabinet.

## Learning Disability Day Services

The Panel reviewed services for people with learning disabilities, following the 2011 decision to pilot a new approach, to reflect changing expectations and individuals wanting to be more independent and be part of their communities.

It was acknowledged that demand for services would change over time with the transition from children to adult services and increased take up of direct payments. There was potential for increased support for employment or volunteering opportunities, which the Panel has added to its work programme.

## **Safeguarding Adults**

During the Panel's annual update with Worcestershire's Safeguarding Adults Board Independent Chair, concern was expressed about the worrying increase in safeguarding alerts. However, it was understood that reporting methods and awareness raising have improved and under-reporting would be a worry.

## **Children and Families Overview and Scrutiny Panel**

## 0-19 Prevention Service and Children's Centres

On a number of occasions, throughout the year, the Panel has considered the ongoing redesign of the 0-19 prevention and early help service, which in future will aim to provide a universal service but with greater resources targeted at those most in need. Following discussion of proposed service developments in February and March, Members met with Early Help Providers and Schools in July, as more detailed plans for the service emerged. The Panel also contributed to the consultation on the future use of Children's Centre buildings, one of the most controversial issues that Scrutiny has been involved in in 2016, and one that has seen much public engagement. The Panel has been involved in questioning and challenging the plans for this Service throughout the process and will continue to do so to ensure the best outcomes for Worcestershire residents.

## **Children Educated Otherwise**

The Panel considered an overview of the provision for young people of compulsory school age defined as being 'educated otherwise' ie learners who are in receipt of alternative provision (including hospital or medical education), and elective home education. The discussion highlighted concerns - shared by the Independent Chair of the Worcestershire Safeguarding Children Board - about the local authority's scope to inspect provision, beyond initial checks.

## Monitoring the Effectiveness of the Learning and Achievement Service Commissioned to Babcock Prime

On 1 October 2015, the majority of the Council's Learning and Achievement Services were commissioned to Babcock Prime. Once the contract had been running for several months, the Panel met with the Strategic Commissioner – Education and Skills, to discuss the measures and resources in place to monitor and manage the delivery of the education services commissioned.

# Corporate and Communities Overview and Scrutiny Panel

## **Trading Standards and Animal Health**

The Panel received an update on Trading Standards and Animal Health which moved back from being delivered as a shared service by Worcestershire Regulatory Services to being provided in-house as of 1 June 2016, a change which was supported by Members of the Panel.

## **Future Proposed Changes to Library Opening Hours**

As part of the consideration of proposed changes to Library opening hours, the Panel had the opportunity to question and challenge the proposals. Some Councillors were able to provide local knowledge to ensure that the changes to the service were the best fit for the community.

## **Property Asset Strategy**

As part of the Panel's scrutiny of the Council's use of property, Members considered the Property Asset Strategy and how the services provided by the Place Partnership are monitored and the Small Holdings Strategy. The Panel welcomed the opportunity to consider the detail of the Small Holdings Strategy, including its history and ideas for the future. The Panel was also given the opportunity to speak to the Place Partnership to understand, one year on since inception, how the relationship with the County Council and partners was developing and the achievements so far.

## **Economy and Environment Overview and Scrutiny Panel**

## **Ketch Roundabout**

The Panel considered lessons learned from the Ketch Roundabout, which had resulted in public concerns and safety action. The Panel welcomed the change to ways of working and the fact that preparation and monitoring around opening a new road set up to live traffic was now top of the agenda.

## Highways Development Management Processes – Section 278 and 106

An overview on Highways Development Management processes was provided, in particular to understand processes and obstacles around more efficient use of funding received from developers for infrastructure development.

Processes were complex, and the County Council was a consultee in the process; it was the responsibility of district councils to oversee the conditions attached to approval of each scheme. However, the Panel welcomed further detail on the County Council's current and proposed development management process, including the evidence base, control statistics, the Council's transport-related development control process, issues and involvement of county councillors – a further update on new processes will be provided in early 2017.

## **Transport and Access to Hospital**

Questions on transport and access to hospital were put to those leading the review into the Future of Acute Hospital Services in Worcestershire, as well as representatives from the Council's Transport Commissioning Team and Worcestershire's Acute Hospitals Trust.

The Panel felt reassured by the work in hand, although ownership of transport and access provision would be important and it was suggested more could be achieved through maximising use of infrastructure and the accessibility of hospital sites.

## Health Overview and Scrutiny Committee (HOSC)

## **Acute Hospital Services**

Pressures on Acute Hospital Services have continued, and the Health Overview and Scrutiny Committee has requested regular updates to seek assurances that clinical standards are being maintained, including lessons learned from the Care Quality Commission inspection of Radiology, and temporary emergency changes made to Paediatric Inpatient Services at the Alexandra Hospital and to Maternity Services.

The HOSC has appreciated the Hospital Trust's honesty and visible progress, although issues clearly remain, which it will continue to monitor. As the review to reconfigure acute hospital services in Worcestershire reaches its final stages, it is hoped that removal of this uncertainty will aid recruitment alongside partnership working as part of national sustainability and transformation plans.

## **Public Health Ring-fenced Grant**

HOSC members discussed concerns about the impact of reductions in funding from the Government, with the Director of Public Health, and the main service provider. Concerns were expressed about obesity levels, mental health services and generally that budgets were being stretched across a vast remit. However, the Head of Public Health was congratulated on her handling of the situation. The HOSC plans to monitor the on-going impact of the grant reductions.

## **Sustainability and Transformation Plans**

The HOSC requested an overview of the development of the Sustainability and Transformation Plan for Herefordshire and Worcestershire, and looks forward to more involvement as the detail of plans emerges.

## **Scrutiny Task Groups**

## **Increasing Physical Activity Scrutiny Task Group**

Following an OSPB discussion in early February 2015 about the Worcestershire Public Health Annual Report 2014, which highlighted the need to increase opportunities for participation in physical activity and suggested there was fragmentation of responsibility between organisations in the County, a Scrutiny Task Group was set up. The Task Group reported in May 2016.

## **Footways Scrutiny Task Group**

This Scrutiny was established to investigate the condition of Worcestershire's footways, how funding is prioritised and allocated, and the potential impact of plans for increased integration of Public Rights of Way work with highways work. The Task Group will report in January 2017.

## Budget 2017/18 – Scrutiny

A cross party group of Councillors has been set up to undertake 2017/18 budget scrutiny. In November 2016, the Overview and Scrutiny Panels held discussions with Cabinet Members and Directors and the Panels' views were fed back to the Scrutiny Task Group. The Task Group also met with Group Leaders, and the Chief Executive and the Leader of the Council to discuss the direction of the 2017/18 budget.

The Task Group will report its findings to Cabinet in February 2017.

## **Commissioning: Staff Terms and Conditions**

This scrutiny is looking at how the Council ensures that those it commissions from are fair employers. The Task Group is due to report in early 2017.

# Effectiveness of the Prevention and Recovery Drug and Alcohol Misuse Service

This Scrutiny is investigating how the County Council, with partners, is developing prevention and recovery approach and an effective service to help reduce drug and alcohol misuse. It is also investigating how effectively the Council is working with other agencies to improve the help and advice provided to addicts and their families. The Task Group is due to report in early 2017.

#### **APPENDIX 1 - Overview and Scrutiny Work Programme 2016**

#### **Overview and Scrutiny Performance Board**

- Budget Scrutiny 2016-17
- Audit and Governance Committee: Use of Consultants
- Update 2015/16 Scrutiny Work Programme
- Developing a Scrutiny Approach to Quality Assurance
- 2016/17 Scrutiny Work Programme Consultation
- Discussion with New Leader
- Draft Scrutiny Report: Increasing Physical Activity in Worcestershire
- Scrutiny Proposal: Bus Transport Review
- Equalities and Diversity
- Call-in of the Cabinet Decision on the Provision of Effective Prevention Services for Children and Young People including Optimising the Use of Children's Centre Buildings
- Annual Worcestershire County Council Community Safety Report
- 2016/17 Budget Scrutiny Planning
- Corporate Plan Refresh Shaping Worcestershire's Future (2017-2022)
- Call-in of the Cabinet Member Delegated Decision on Optimising the Use of Children's Centre Buildings in the Context of Effective Prevention Services in Children and Young People

#### Adult Care and Well-being

- Budget and Performance Monitoring: Adult Services and Health
- Drug Recovery Treatment Performance Update
- Review of the Care Market
- Developing an Overview and Scrutiny Work Programme
- Council Website for Adult Social Care and Health: Your Life Your Choice
- Learning Disability Day Services
- Overview and Scrutiny Work Programme 2016/17
- Social Impact Bonds
- Care Act 2014 Update
- FutureFit Proposals for Change and Reform to Support the Medium Term Financial Plan: Adult Social Care
- Safeguarding Adults

#### **Children and Families**

- Budget and Performance Monitoring: Children and Families
- Children with Disabilities Commissioning Update
- The Educational Attainment of Worcestershire Looked After Children
- Child Sexual Exploitation: Update on the Implementation of the Action Plan
- Prevention Policy and 0-19 Services Commissioning Plan
- 0-19 Prevention Service and Children's Centres
- Developing an Overview and Scrutiny Work Programme
- Educational Outcomes 2015 including OFSTED Update
- Children 'Educated Otherwise'
- Monitoring the Effectiveness of the Learning and Achievement Services Commissioned to Babcock Prime
- Update on Back to Basics Safeguarding Improvement Plan
- Stronger Families Programme Update

- The Provision of Effective Prevention Services for Children and Young People including Optimising the Use of Children's Centre Buildings
- Worcestershire Safeguarding Children Board Annual Report
- FutureFit Proposals for Change and Reform to Support the Medium Term Financial Plan: Children and Families
- Children's Social Care Safeguarding Assurance Update

#### **Corporate and Communities**

- Budget and Performance Monitoring: Commercial & Change, and Communities
- Trading Standards and Animal Health Update
- World Class Worcestershire
- Use of Consultants
- Developing an Overview and Scrutiny Work Programme
- Future Proposed Changes to Library Opening Hours
- Overview and Scrutiny Work Programme 2016/17
- Property Asset Strategy Update on Progress
- Update on the Smallholding Strategy and the Place Partnership Limited Relationship and Achievements
- FutureFit Proposals for Change and Reform to Support the Medium Term Financial Plan: Commercial and Change, and Communities

#### Economy and Environment

- Ketch Roundabout Update
- Budget and Performance Monitoring: Economy and Environment
- Local Economic Multiplier
- Transport and Access to Hospital
- Major Infrastructure Schemes
- Overview and Scrutiny Work Programme 2016/17
- Highways Development Management Processes Section 278 and 106
- Superfast Broadband Update
- Flood Risk Management Annual Report and the Roles of Key Risk Management Authorities
- FutureFit Proposals for Change and Reform to Support the MTFP: Economy and Environment

#### Health

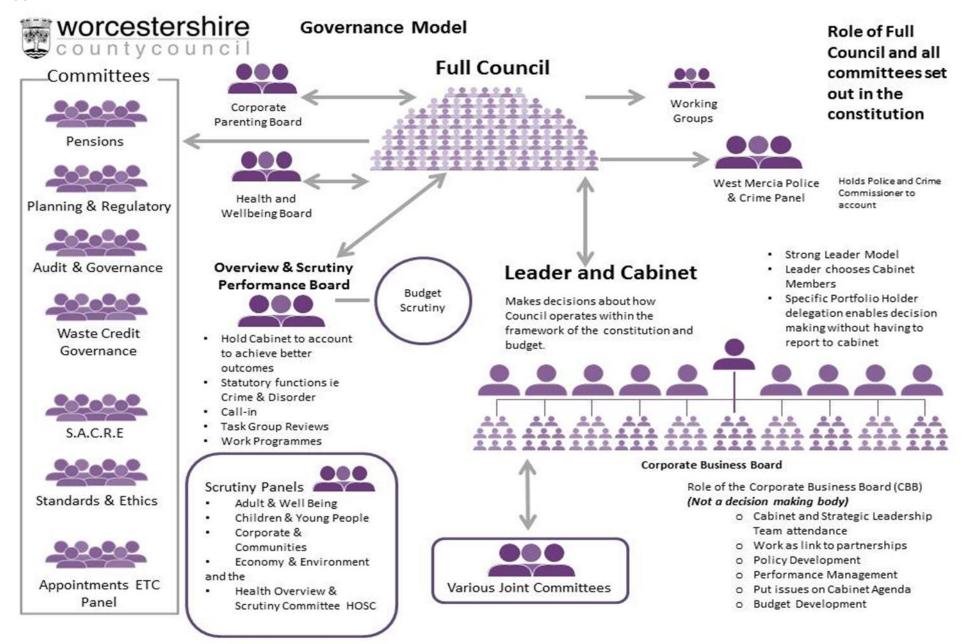
- Adult Mental Health Transformation
- Developing an Overview and Scrutiny Work Programme
- Future of Acute Hospital Services in Worcestershire Update
- Quality of Acute Hospital Services Updates
- Quality Accounts 2015-16
- Public Health Ring-Fenced Grant Updates
- Overview and Scrutiny Work Programme 2016/17
- Temporary Emergency Change to Paediatric Impatient Services at the Alexandra Hospital (Redditch) from September 2016
- E-cigarettes
- Scrutiny Approach: Consultation Plans for the Future of Acute Hospital Services in Worcestershire
- Wyre Forest Community Unit
- Radiology

- Sustainability and Transformation Plans
- FutureFit Proposals for Change and Reform to Support the Medium Term Financial Plan: Public Health
- Dentistry Services in Worcestershire
- Pharmacy Services in Worcestershire
- Fast Food Outlets and Health
- Stroke Services Community Specialist Rehabilitation

#### Scrutiny Task Groups

- Increasing Physical Activity
- Footways
- Commissioning Staff Terms and Conditions
- Effectiveness of the Prevention and Recovery Drug and Alcohol Misuse Service
- Budget 2017/18

#### **Appendix 2**



## **APPENDIX 3 - Membership**

#### **Overview & Scrutiny Performance Board**

Richard Udall - Chairman Liz Eyre - Vice Chairman Chris Bloore - Crime & Disorder Lead Member Lynne Duffy - Children & Families Paul Tuthill (from February 2016) – Economy, Environment (Ken Pollock until January 2016) Alan Amos (from May 2016) – Health O&S Committee (Andy Roberts until May 2016) Kit Taylor – Corporate & Communities Tom Wells - Adult Care & Well Being

#### Adult Care & Well Being O&S Panel

Tom Wells - Chairman June Griffiths - Vice-Chairman

Rob Adams, Chris Bloore, Andy Fry, Phil Grove, Anne Hingley, Clive Holt, Mary Rayner

#### Economy & Environment O&S Panel

Paul Tuthill, Chairman (from February 2016) – (Ken Pollock, Chairman until January 2016) Graham Vickery – Vice Chairman

Alastair Adams, Alan Amos, Pat Agar, Phillip Gretton, Matthew Jenkins, Tony Muir (from January 2016), John Thomas.

#### Health O&S Committee

*Worcestershire County Council* Alan Amos – Chairman (from May 2016) Andy Roberts – Chairman (until May 2016)

Phillip Gretton, June Griffiths, Phil Grove, Pattie Hill, Tony Miller, Fran Oborski (from May 2016), John Raine (until May 2016), Mary Rayner, Graham Vickery

#### **Children and Families O&S Panel**

Lynne Duffy - Chairman Fran Oborski – Vice Chairman

Bob Banks, Paul Denham, June Griffiths, Ian Hopwood, John Thomas Bryan Allbut – Church of England rep Vacancy - Catholic Diocese rep Charmian Richardson – Parent Governor Vacancy – Parent Governor

#### Corporate & Communities O&S Panel

Kit Taylor – Chairman Stephen Peters – Vice Chairman

Maurice Broomfield (until June 2016), Stuart Cross, Pamela Davey, Clive Holt, Robin Lunn, Liz Tucker, Paul Tuthill, Vacancy.

*District Councils* Frances Smith – Wychavon DC – Vice Chairman

Tony Baker – Malvern Hills DC Brian Cooper – Bromsgrove DC Nina Wood-Ford – Redditch BC Tracey Biggs – Worcester City Council Anne Hingley – Wyre Forest DC This page is deliberately blank

## **APPENDIX 4 - Performance and Activity Measures**

	2011/12	2012/13	2013/14	2014/15	2015/16 To Date
No. of Scrutiny Reports published	3	5	7	7	2
% of scrutiny recommendations accepted by Cabinet	98	80	100	95	100
"Short scrutinies" <sup>2</sup>	39	68	45	54	45
No. of call ins received	0	1	0	2	0
Total no. of issues considered	45	75	53	63	47
No. of meetings serviced <sup>3</sup>	44	61	51	65	45

<sup>&</sup>lt;sup>2</sup> Number of separate issues considered <sup>3</sup> OSPB/Panels/HOSC/Task Groups

## Further copies of this report are available from:

Overview and Scrutiny Team Legal and Democratic Services Worcestershire County Council County Hall Spetchley Road Worcester WR5 2NP Tel: 01905 766916 E-mail: <u>scrutiny@worcestershire.gov.uk</u> http://www.worcestershire.gov.uk/scrutiny

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