

# OVERVIEW AND SCRUTINY UPDATE

November 2018

## 1 Introduction

This report summarises the activities of each Overview and Scrutiny Committee during September. Individual reports from the scrutiny chairs are referenced as follows:

<b>Section 2</b>	Cllr Patrick Molyneux, Chair of the Overview and Scrutiny Management Committee
<b>Section 3</b>	Cllr Brian Robinson, Chair of the Children and Families Overview and Scrutiny Committee
<b>Section 4</b>	Cllr Carole Allaway Martin, Chair of the Health and Care Overview and Scrutiny Committee
<b>Section 5</b>	Cllr Robert Bird, Chair of the Environment and Communities Overview and Scrutiny Committee
<b>Section 6</b>	Cllr Kevin Cromwell, Acting Chair of Economic Growth Overview and Scrutiny Committee
<b>Section 7</b>	Cllr Will Windsor Clive, Chair of Gloucestershire Police and Crime Panel

## 2 Overview and Scrutiny Management Committee (28 September) – Cllr Patrick Molyneux

### 2.1 Scrutiny Review Update

The Committee were informed that workshops had been set up for 25 October and 14 November. Members noted the paper which had been received by group leaders outlining the approach and key questions. Members understood that the Centre for Public Scrutiny had agreed to be involved in the review as well as other scrutiny practitioners. There would be work to understand what scrutiny looked like elsewhere with the aim to develop something tailored to Gloucestershire. After the workshops, updates would go back to meetings of the committee as well as keeping group leaders up to date. The aim was for findings to go to Council in March 2019 so that any proposed changes would be in place in time for committee appointments in May 2019. It was noted that the Constitution Committee would also need to be included in the timeline.

### 2.2 Debt Management

Paul Blacker, Head of Financial Management, outlined that further information had been requested at the last committee meeting around debt management. It was felt that a presentation to committee would help members understand the

process including how the legal team might get involved. To put the information in context, the Council invoiced for over £100 million a year. The committee were informed that that total debt was reducing and received details of the introduction of a professional credit control function. The trend was going in the right direction but there was now a need to focus on the social care debt. Overall, the age profile was changing as well as a reduction in the level of debt. It was more difficult to make changes on the adult social care side which represented the biggest area of debt but also the biggest area of income. There was not the leverage to stop providing a service in this area so it had to be handled sensitively. Member requested more detail on the work carried out in relation to social care providers.

### 2.3 Finance and Performance Monitoring

The Committee received the strategic performance report for the end of quarter 1 2018/19. Other committees had been provided with the opportunity to look at quarter 1 figures and that was why the performance data was coming to the committee a little later than usual. It was explained that the Council was meeting or exceeding 69.6% of targets. As outlined by the Children and Families Scrutiny Committee, the Council faced challenges with regards to Children's Services. It would take a period of sustained good performance to make an impact three of the performance measures in this area, re-referrals into social care, re-registrations of children on child protection plans and re-admissions to care.

Members were provided with an update on the County Council's Revenue and Capital outturn expenditure for 2018/19 explaining that there was forecast to be a £2m overspend. Members understood that there was a £3.5m overspend in Children Services.

There was further discussion around the pressure on the Children's service area, including experienced staff working in one area of the service but not necessarily in areas where there was a real experience gap. The Committee recognised the significance of this area of the Council on the overall budget, including spend on agency workers, and asked that the Director and Cabinet Member attend the next meeting to answer questions on the points raised.

## **3 Children and Families Overview and Scrutiny Committee (13 September) - Cllr Brian Robinson**

### 3.1 Improvement Board Update

Committee members had a detailed discussion with the Cabinet Member for Children and Young People and the Director of Children's Services (DCS).

Discussion particularly focussed on the workforce challenges and the plans and actions to redress this position. Recruitment and retention is an issue that the committee will need to closely monitor through the improvement journey.

The committee heard that the remuneration for the hard to reach teams had recently increased. This has caused some tension and disharmony in some of the other teams which the DCS does understand, and he has met with teams to explain the reasoning for this move.

Committee members were pleased to note that the establishment of an Academy for Social Work has progressed and has now been approved to be a physical rather than virtual entity. It is hoped that the development opportunities that an Academy could provide will not only encourage retention, but also help social workers see Gloucestershire as a good place to work where staff are well supported.

The Multi-Agency Safeguarding Hub is moving into Shire Hall on 24 September 2018. Once settled in committee members will visit to observe practice.

The DCS and Cabinet Member are meeting with Essex County Council (Improvement Partner) on 18 September 2018 for the Quarterly Performance Review Meeting; and the quarterly Ofsted monitoring visit is due on 2 and 3 October 2018. The committee will discuss the outcomes from these meetings at its next meeting.

### 3.2 Quality Assurance Framework: Progress Update Report

The committee noted the work in place to improve the quality of audits. The development of practice is being undertaken through a phased approach and the report received by the committee demonstrates progress. Committee members noted the progress, particularly regarding the training programme to build the number of auditors. Members did agree that the number of audits currently being identified as inadequate was higher than they would like. Members agreed that improved metrics were needed to enable a clearer understanding of whether these audits were improving practice, and importantly making a difference to the child/young person.

The DCS informed the committee that as the service had not previously had a model of what good looks like the outcomes from these audits were used as development tools/opportunities. He was however clear that if the poor practice was repeated appropriate action would be taken.

### 3.3 Revenue Monitoring

All members of council are aware of the challenges for the children and families budget areas. The committee focussed much of its discussion on the external placement budget which was currently forecasting a £5.35m overspend (31% above budget).

The DCS informed members that a Panel reviewed all high cost placements to check that we were delivering the right level of care and that the placement was value for money. The Panel had already saved £1m in costs; this was linked to poor planning, and inadequate reviews. The DCS shared the details of some cases recently reviewed by the Panel to demonstrate the complex issues faced by some children and young people. He informed the committee that good contract management was crucial, and although the overspend was large actions were in place to address it.

This is an area that the committee will need to monitor closely.

### 3.4 Performance Monitoring

The DCS informed the committee that he thought that the conditions for success are emerging. This is a huge challenge for the service with social workers trying to improve performance/practice at a time when workflow has doubled. Data was lacking to inform on the number of people who have been trained and the level and quality of supervision; this would be included in future reports. We are higher than average for the number of re-referrals; this tells us that we are not getting things right the first time.

The feedback from the quarterly monitoring review with Essex should confirm whether the DCS is correct in thinking that the conditions for success were coming through.

The committee was also concerned with regard to school performance but recognise that the council has a limited role with regard to academy schools. Members are aware that there is a national debate on what should happen when an Academy Trust or individual Academy fails, and will be interested to note the outcome of this debate.

### 3.5 SEND – The Gloucestershire Offer

The committee received a detailed update on this complex issue. The committee was pleased to note the initiatives proposed to develop a support team around the school, and the innovative approaches to funding to better provide the right level of support to the individual. All members of council are

aware of the pressures on the high needs budget and the recent consultation on this issue; a report on this matter will be received by Cabinet later this year.

The committee welcomed Gloucestershire's Joint Strategy for Children and Young People with Additional Needs, including SEND 2018-21. The strategy included the importance of utilising Restorative Practice to reduce school exclusions, and linked with the Adverse Childhood Experiences (ACEs) Strategy.

#### **4 Health and Care Overview and Scrutiny Committee (11 September) – Cllr Carole Allaway Martin**

##### **4.1 The impact of the Health and Wellbeing Board (HWB) 2013 – 2018**

The committee welcomed the report which included the duties and role of the committee, and the role profile of Board members, alongside the Board's priorities. For some members the main point of discussion was the lack of opposition members on the HWB.

Comments were also made with regard to the LGA prevention peer review that took place earlier this year and that the committee should have had greater involvement. However the Director of Public Health had provided regular updates in her reports to committee and elected members were included in the 100+ interviews that were undertaken as part of the review. It is important to add that the prevention peer review was, in the main, very positive about Gloucestershire.

The other main thrust of the discussion was how the committee should scrutinise the HWB going forward. This will be discussed at the committee's work planning meeting this month, and could also be discussed through the review of scrutiny which is due to start in the autumn.

##### **4.2 Gloucestershire Urgent and Emergency Care Sustainability Plan 2018/19**

NHS England has instructed Clinical Commissioning Groups to now refer to sustainability rather than winter plans; this reflects the significant level of demand across the year rather than just over the winter period.

The sustainability plan builds on the Winter Resilience Plan 2017/18 and picks up the learning opportunities discussed at the committee's meeting on 6 March 2018. There is a lot of detail involved in the sustainability plan and I recommend that OSMC refer to these papers and the presentation information, which is available on the council website, to get a full picture of the activity. This is a

robust plan, and the committee hopes that it will be successful but recognises the challenges faced by the NHS in Gloucestershire, particularly regarding the pressures on A & E.

The committee was informed of a proposal relating to the gastroenterology reconfiguration pilot. This proposal aims to bring all gastroenterology inpatient activity into a single ward at Cheltenham General Hospital to optimise care quality and outcomes. The paper received at the committee outlines the proposal in detail, and includes the key performance metrics that will be baselined and tracked to ensure that the expected outcomes are achieved. The committee agreed that it could support this pilot given the expected benefits for both patients and staff. The committee will be briefed on the evaluation of the pilot next year and the planned course of action should the pilot have proved successful.

#### 4.3 Gloucestershire Clinical Commissioning Group Performance Report

The committee was primarily concerned with regard to the performance against the A & E targets, particularly at Gloucestershire Royal Hospital (GRH). There was also a discussion relating to the types of data that the committee needs in order to do its job successfully.

The committee is aware that proposals will be coming forward relating to urgent care in 2019. A performance workshop has been scheduled to enable members to identify the data/information that they will need to scrutinise these proposals. This workshop will also support members understanding of the data that the NHS in Gloucestershire is required (by government) to report on, and therefore the information that is available to the committee. It is expected that this will help manage expectations on both sides.

The committee was concerned with performance against level 2 and 3 referral to treatment targets for Children and Young People's Mental Health Services. This had dropped significantly from 2017/18 outturn position of 78% receiving treatment within 8 weeks and 86% within 10 weeks. This is due to an increasing demand for specialist treatment in the second half of 2017/18. The 2Gether NHS Foundation Trust and the Clinical Commissioning Group were working to redress this position. The committee will be looking to see improvement at the next meeting.

#### 4.4 Quarter 1 Public Health Performance Report

Committee members were interested in the increase in the rate of STI referrals. It was commented that the manner in which the data was reported made it difficult to identify the trend. The committee was informed that the increase in

Gloucestershire was not at the same rate as nationally. it was agreed that it is good to see that more people were coming forward to be checked.

As previously reported to OSMC members remain concerned with performance against drug and alcohol targets. The Director of Public Health agreed to provide a more detailed briefing on this issue.

#### 4.5 Quarter 1 Adult Social Care Performance Report

The committee remains concerned about performance against the percentage of service users who have had a full reassessment of their needs in the last 12 months. The Director of Adult Social Services informed members that this is the most challenging area of work. Work continued to address this situation but it was important to be aware that the demand from the front door, particularly from Gloucestershire Hospitals NHS Foundation Trust, was the immediate priority.

### **5 Environment and Communities Overview and Scrutiny Committee (19 September) - Cllr Rob Bird**

#### 5.1 Commissioning Director's Report

Nigel Riglar, Commissioning Director: Communities and Infrastructure, updated the Committee on current issues.

In particular, members were updated on the Highways Term Maintenance Contract; the Highways and Biodiversity Working Group; the Western Gateway Sub-National Transport Body; the ongoing conversation with Cheltenham and Tewkesbury Borough Councils regarding waste transfer; and Household Recycling Centre (HRC) opening hours.

Several members expressed their concerns regarding the change in opening hours at HRCs, particularly that sites will be closing for one mid-week day per week throughout the year.

Additionally, members asked questions regarding the A417 Missing Link; Traffic Regulation Orders, including the trial Boots Corner Closure in Cheltenham; the Metz Way highway scheme; the Cheltenham Spa Railway scheme; and the LED Street Lighting Project.

There was also a discussion about the appropriateness of the term 'Lengthsmen' and whether an alternative term to describe the scheme should be used instead.

## 5.2 Trading Standards

Andy Hermiston, Chief Fire Officer and Head of Trading Standards and Coronial Services, presented a report on the performance of the Trading Standards Service (TSS).

Members were informed that the TSS has a statutory responsibility for consumer protection and supporting the interests of legitimate business, and were provided with a financial and operational overview. It was explained that the TSS priorities for 2017/18, as identified through the annual Strategic Assessment, were scams and doorstep crime, product safety, disease control in farm livestock, primary authority and business support, illegal tobacco and the motor trade.

The Committee was informed that during 2017/18, the TSS received over 7500 complaints which included evidence of criminal and civil law breaches by businesses, requests for guidance or advice from businesses, and requests for assistance from other law enforcement agencies. During this period the TSS also conducted 24 investigations into serious crime breaches, which included seizing over 21,000 packs of illegal tobacco.

It was noted that succession planning had identified that up to 16 of the 21 TSS staff will be eligible for retirement within the next ten years. In response to a query as to how this would be managed, it was explained that training would be developed to mitigate the loss of experience, and it was agreed that the Lead Cabinet Member would be provided with a succession planning report.

There was a discussion regarding the success of TSS intervention to tackle sales of illegal tobacco within the County, and how this could be measured. It was requested that details be provided to the Committee on surveillance activities carried out and their outcomes. It was noted that the sale of illegal tobacco was a national as well as local issue, and that information gathered locally by the TSS was used to inform the national database. It was noted that the TSS also investigated sales of counterfeit make-up and clothes in the County.

One member suggested that there be a focus on raising public awareness of the risks of purchasing counterfeit goods, such as tobacco.

There was also a query as to how the TSS cost per head of population in Gloucestershire compared with other local authorities.

### 5.3 Cotswold National Park Status

Cllr Kevin Cromwell, Vice-Chair of the Gloucestershire Economic Growth Scrutiny Committee (GEGSC), provided the Committee with an update on progress with the scrutiny review of the Cotswold National Park status proposal.

The Committee was informed that GEGSC had agreed at its last meeting to await the outcomes of the Cotswold District Council review to consider a proposal by the Cotswold Conservation Board to seek 'National Park' status for the Cotswold Area of Outstanding Natural Beauty (AONB) before considering the request by Gloucestershire Economic Growth Joint Committee (GEGJC) to consider the impact of the proposal as a scrutiny task group review. The request by GEGJC was therefore deferred by GEGSC until the New Year, pending the outcome of the review by Cotswold District Council.

There was a brief discussion regarding the proposal for Cotswold National Park status. Several members highlighted their concerns regarding the proposal, particularly in relation to the implications of national park status on planning and house prices.

Following several queries, it was explained that the Cotswold District Council review would involve conversations with other local authorities that already neighbour national parks, such as South Downs National Park, and would also involve discussions with the other district councils that would be affected by the proposal, such as Tewkesbury Borough Council.

It was agreed that the Committee would receive a further update on the review of the Cotswold National Park status proposal in the New Year.

### 5.4 Chief Fire Officer Report

The Committee received a report from Andy Hermiston detailing information on the portfolio of services provided by the Gloucestershire Fire and Rescue Service (GFRS) on behalf of Gloucestershire County Council.

In particular, members were informed that, in an update on the HMICFRS, the Service Liaison Lead visit took place on 17 and 18 September; the draft Statement of Assurance had been agreed by the GFRS Senior Leadership Team and will now be taken forward to GCC Internal Audit, before it is presented to the Lead Cabinet Member and this Committee; and that a Cotswold farmer was prosecuted for offences relating to animal health.

Clarification was sought on the Wholetime Duty System Resilience and Productivity Review, particularly regarding a proposed change in shift times.

Clarification was also sought on the Green Vehicle Strategy in terms of timescale.

## 5.5 Work Plan

At its meeting on 7 November 2018, the Committee is to receive an update from the Cabinet Member on measures to address the backlog of applications for Modification Orders to the Definitive Map, and an update on the strategy of UBICO.

At its meeting on 16 January 2019, the Committee is to receive a report on the Local Flood Risk Management Strategy Annual Improvement Plan.

It was recognised that the report recommendations from the Biodiversity Task Group and Culture of Gloucestershire Fire and Rescue Service Task Group would need to be considered by the Committee in early 2019, in addition to an update on progress with the recommendations from the Air Pollution and its Impact on Public Health Task Group.

It was also noted that it would be appropriate to consider a report on the effectiveness of the Lengthsmen scheme in Spring 2019 following the setting of the budget and the commencement of the new contractor.

## **6 Gloucestershire Economic Growth Scrutiny Committee (5 September) – Cllr Kevin Cromwell**

### 6.1 District held meetings

The committee considered the arrangements for hosting local held meetings, including the outcomes of the meetings held at Tewkesbury Borough Council on 22 October 2017 and Cotswold District Council on 22 February 2018. The committee concluded that the current arrangements had been useful in gaining a better understanding of some of the issues impacting on economic growth in local areas and agreed to continue with the current arrangements. The next local held meeting will take place at Cheltenham Borough Council on 31 October 2018.

### 6.2 Vision 2050

Dr Matthew Andrews from the University of Gloucestershire gave an update on the Vision 2050 Big Conversation Consultation. (The consultation ended on 31 July 2018). Dr Andrews explained why the consultation had been designated to the University and highlighted some of the initial findings emerging from the

study. Expanding on some of the themes and ambitions initiated by the consultation, Dr Andrews agreed to explore some of the committee's comments as part of the detailed analysis of the outcomes from the consultation. Dr Andrews agreed to revisit the committee to report on progress and future activities.

### 6.3 National Park Status for the Cotswold Area of Outstanding Natural Beauty

Having considered a request from the Economic Growth Joint Committee in March 2018 to consider a proposal by the Cotswold Conservation Board to seek "National Park" status for the Cotswold Area of Outstanding National Beauty (AONB), the committee received an update on the work being undertaken by Cotswold District Council (CDC) in response to a motion at the full council meeting in May 2018. Members also noted a draft scoping document circulated to members before the meeting.

Members were advised that at the CDC council meeting on 15 May 2018, members had considered a cross-party motion, requesting officers to carry out an evaluation of the potential benefits and disadvantages of designating the Cotswold AONB as a National Park. Engaging with local authorities, Cotswold District Council hoped to gain a better understanding of some of the implications the proposal might have on local residents, including the possibility of increased housing costs.

The motion, (proposed by Cotswold Liberal Democrat Group Leader, Councillor Joe Harris and Cotswold Cabinet Member for Housing, Health and Leisure, Cllr Stephen Hirst), received unanimous support. The outcome of the meeting was to undertake early preparatory work on issues relating to the Cotswold Conservation Board's aspiration to seek National Park Status for the Cotswold AONB.

The Cotswold Conservation Board (CDC) is currently seeking to meet with CDC to discuss the proposal. (A meeting has yet to be arranged). Having spoken with CDC officers earlier in the week, it was confirmed that the district council would be willing to participate in a countywide review.

Noting comments from Cllrs Stephen Hirst and Joe Harris, (Cotswold scrutiny members), the committee agreed to await the outcomes of the CDC review before considering the request by the Economic Growth Joint Committee to consider the impact of the proposal. It has since been suggested that the scrutiny committee may wish to consider whether it would be useful to hold the proposed meeting with the Cotswold Conversation Board at Shire Hall, (hosted by CDC), with invitations to district authorities and key stakeholders. The suggestion is subject to the agreement of the scrutiny committee.

The request by the Economic Growth Joint Committee, (to establish a scrutiny task group to consider the impact of seeking National Park status for the Cotswold AONB), has been deferred until the New Year, pending the outcome of the review by Cotswold District Council.

#### 6.4 Work Plan Considerations

##### a) Brexit

A briefing note to consider the implications of leaving the EU post Brexit to be circulated to members after the meeting. The committee requested periodical updates, as and when appropriate.

##### b) Mobile Phone Coverage/Connectivity

A presentation from mobile phone providers to consider issues affecting mobile phone coverage and connectivity in rural areas will be held in the New Year.

##### c) Cotswold Water Park

A member requested a presentation from the Cotswold Water Park Trust. The committee agreed to include the item on the committee work plan.

## **7. Gloucestershire Police and Crime Panel (14 September) – Cllr Will Windsor Clive**

### 7.1 Chief Executive's Report

The Panel noted the report detailing the activities of the Police and Crime Commissioner's Office. It was intended to assist the Panel in reviewing and scrutinising the decisions made and actions taken by the Commissioner.

Members asked questions relating to amount of consultation around the badger cull, the use of all-terrain vehicles for rural policing and work being undertaken around speeding.

There was some discussion around the use of dash cams and body cams by police and members of the public and work to upgrade systems within the Constabulary that would be able to receive this type of data to help build up evidence against those who broke the law.

## 7.2 Child Friendly Proposal

Ruth Greenwood and Nigel Hatten introduced the report and the background to the proposal. It was explained that the HMIC report into vulnerable children which had been critical of the approach had also coincided with the Ofsted report into child protection in the County Council. Agencies were already getting on with a significant amount of work so this was not about duplicating or 'stepping on toes'.

Nigel Hatten was a former detective with specialism in safeguarding. He understood that each partner had action plan or improvement plan to improve response to safeguarding. Five gaps were identified though:

- True voice of young people – often go to easy to reach young people, important to get a true voice.
- Voluntary Sector – actively working with young people, they felt that they were not involved with some of the statutory agency work and that there is a divide. If joined up better this would improve outcomes.
- Intelligence gathering – how to we ensure it is everyone's responsibility on safeguarding children? Ensure we can get intelligence from communities in a safe and effective way.
- How do we involve communities and business in safeguarding children?
- A need to map what work was being undertaken in Gloucestershire

The team had attended a showcase event in Leeds to look at what they had done and what they had achieved.. Their starting place had been similar to Gloucestershire in terms of the challenges. Leeds reached out to all sectors, including businesses emphasising civic responsibilities and the importance of growing strong leaders for their companies in the future. Their focus was on understanding what children said they wanted and what their aspirations were. The Leeds approach was the basis for the Gloucestershire Child Friendly proposal.

Members welcomed the approach being taken and urged all members to get involved in the conversation. The report can be found at:

<http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=650&MId=8728&Ver=4>

### 7.3 Criminal Justice

Amanda Segelov, Criminal Justice Policy Officer, presented the briefing note providing an overview of Criminal Justice. The Commissioner chaired the Gloucestershire Criminal Justice Board. Three delivery groups had been set upon the specific aims and focus:

- Delivering Justice Group
- Victims and Witnesses
- Reoffending and rehabilitation

Members received details of the activity in these areas, understanding the importance of putting the victim first and ensuring that an overarching strategy was developed for the country to reduce reoffending. There was a focus on transition groups between 18-21 to ensure they did not fall through the gaps.

### 7.4 Police and Crime Plan Priorities – Quarterly Highlight Report

Richard Bradley, Deputy Chief Executive from the Office of the Police and Crime Commissioner, gave an update on the Police and Crime Plan.