

**To the Chair and Members of the Council**

**OVERVIEW AND SCRUTINY PROGRESS REPORT**

**EXECUTIVE SUMMARY**

1. This report updates Members on the work of the Overview and Scrutiny Management Committee (OSMC) and the four standing Overview and Scrutiny Panels for the period June, 2014 to December, 2015.
2. It also details how the recent changes to the Overview and Scrutiny function are being taken forward. Members will recall that the changes were developed by the cross party working group which met during summer 2013.

**EXEMPT REPORT**

3. Not exempt.

**RECOMMENDATIONS**

4. Receive and comment on:-
  - i. The implementation and operation of the new Overview and Scrutiny arrangements; and
  - ii. The work of the OSMC and the four standing Scrutiny Panels for the period June to December, 2014.

**WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

5. The Overview and Scrutiny function has the potential to impact upon all of the Council's key objectives by holding decision makers to account, reviewing performance and developing policy. This is achieved through making robust recommendations, monitoring performance of Council and external partners and reviewing issues outside the remit of the Council that have an impact on the residents of the borough. Reviewing the activities of Overview and Scrutiny provides an opportunity to demonstrate to the public how the function has contributed to decision making and the improvement of services.

## BACKGROUND

6. Changes to the Overview and Scrutiny structure were introduced at the start of the current municipal year and took account of the Council's evidence submitted to the Boundary Commission for England as part of its review of electoral size and ward boundaries. The changes to the Overview and Scrutiny structure that were subsequently agreed included the following:-
  - i. The inclusion of an additional standing Panel to consider Health Scrutiny issues and renaming and realignment of existing Panels as follows:-
    - **Children and Young People's Panel** – to consider issues relating to improved outcomes for Children and Young People including Learning and Opportunities Children and Young People Directorate, the Children's Trust and other areas undertaken by partners;
    - **Regeneration & Housing** – to consider issues relating to regeneration, economic development, strategic transport and Housing;
    - **Community & Environment** – to consider neighbourhood issues, street scene and highways, community safety as well as environmental issues, and
    - **Health and Adult Social Care** – to consider issues that fall within the remit of Public Health Directorate, Adult social Care and wider health issues.
  - ii. The membership of the Overview and Scrutiny Management Committee (OSMC) was revised to include 8 Members including the Chairs of the four standing Panels.
  - iii. The Vice Chairs of the standing Panels were able to substitute for Panel Chairs as full voting Members where they were unable to attend OSMC.
  - iv. The membership of standing Panels was revised to include 9 elected Members.
  - v. Rules relating to political proportionality were dis-applied to OSMC and the Panels to maximise cross party representation
  - vi. There is a greater focus on OSMC as a management committee agreeing the work programmes of the standing Panels and considering all issues except health and crime and disorder matters.
  - vii. OSMC meets more often to consider issues that would previously have been considered by the standing Panels. The Panels have a greater flexibility to set meeting dates and undertake reviews in ways that will support the gathering of evidence and public engagement to undertake review work.

## Progress To Date – New Working arrangements

7. Detailed below is a summary of how the new arrangements have been put into practice:-
  - i. OSMC now undertakes a greater management role to co-ordinate Scrutiny activities as the wider Overview and Scrutiny work programme is presented to each of its ordinary meetings to provide updates on Panel activities.
  - ii. Overview and Scrutiny Chairs or Vice-Chairs provide a verbal update report on the work of their Panels at each ordinary meeting to provide an opportunity for wider understanding of Scrutiny work.
  - iii. When reviewing performance or financial activity Chairs can contribute to meetings by referring to evidence and information they may have acquired from the in depth reviews.
  - iv. The arrangements that allow Vice-Chairs to substitute for Chairs ensures that the Committee is updated on relevant issues if the Chair is unable to attend.
  - v. The Forward Plan is now included on the agenda for each OSMC meeting. This provides an opportunity for the Committee to revise its work plan and to take account of the need for pre decision Scrutiny on important issues.
  - vi. OSMC has continued to focus on the Budget, Finance and Improvement. To effectively manage these meetings the Committee has introduced question planning sessions prior to these meetings to ensure questioning is more focused around key areas of under-performance and overspend. Directors are also given time slots to attend to ensure there is improved meeting management and better use of officer and Member time.
  - vii. Whilst initially agreeing that OSMC would consider all Scrutiny issues to enable the Panels to undertake review work (with the exception of the Health and Adult Social Care Panel that would meet more frequently), the Committee has taken the opportunity to amend these arrangements where appropriate. For example the arrangements for reviewing the Children's Trust and a review of Child Sexual Exploitation have been undertaken by the Children and Young People's Panel and it will continue to monitor the effectiveness of these arrangements reporting back to OSMC where appropriate.
  
8. The Overview and Scrutiny Chairs and Vice-Chairs continue to meet quarterly to consider and review Overview and Scrutiny activities. The Group agreed that it would be appropriate to review the effectiveness of the new arrangements at the end of the municipal year as this would give a greater opportunity to consider the outcomes from the reviews undertaken by the Panels.

## **Summary of Overview and Scrutiny Activities:**

9. The following identifies some of the key work undertaken by OSMC and the Panels between June and December 2014.

## **Overview and Scrutiny Management Committee**

10. **Finance and Improvement** - The Committee has continued to consider the quarterly Finance and Improvement reports focusing on how key areas of overspend and underperformance are being addressed. Question planning sessions have been used prior to these meetings to ensure there is a more systematic approach to identifying and focusing on key areas of concern such as the use and costs of employing agency staff, reviewing progress against the Doncaster 2017 projects and seeking clarification on actions to raise educational attainment.
11. **Budget Proposals** - The Committee has had a number of discussions around the budget proposals 2015/16 – 16/17. Plans are in place to undertake budget workshops in January and February, 2015 with a focus on the proposals to address the £16.1m budget gap. As in previous years the Committee will seek to put forward comments and suggestions that will help inform the proposals when they are presented to Council in March. The Committee will consider the extent to which the proposals are evidence based, support corporate and Borough wide priorities, and capacity and risks around deliverability and implementation.
12. **Pre Decision Scrutiny** - The Committee was able to engage with members of the public and facilitate an opportunity to ask questions to the Mayor about the Future of Residential Care Homes and Day Care Centres for Older People and Adults with a Learning Disability. As part of its review the Committee considered the robustness of the consultation process, the impact on users and how transition to new arrangements would be managed to reduce the impact on service users. In respect of the residential care homes assurances were sought on how issues raised around improving standards and quality of care in the independent sector would be addressed.
13. The Committee put forward a number of comments and suggestions to help inform and advise the Cabinet before making its decision. Some of the key suggestions around the future of care homes included ensuring there was adequate future capacity, careful management of transferring residents to new homes and to continue to look for alternative options. The Committee supported the view that the Council should work to effectively help stimulate and shape the market to ensure quality residential care was available in the Borough. The Committee also recognised the need for greater marketing and awareness of personalised budgets as a means of supporting residents to live longer in their own homes.

14. **Holding To Account** – The decisions detailed above were Called In and re-examined by the Committee after the decisions had been taken by Cabinet. The Committee concluded that no action be taken in relation to the Called In decision.
15. The Committee is scheduled to give further consideration to the issue of care homes at its meeting on 19<sup>th</sup> January, when it considers a progress report on the programme to transfer the Council's 7 residential care homes.
16. To gain a greater understanding of the effectiveness of Council and multi-agency co-ordinated activities consideration was given to the work of the Stronger Families Programme as a means of reducing anti-social behaviour and crime, improving school attendance and supporting adults in families into work. Reviewing the Programme provided an opportunity for the Committee to consider how effectively partnership working was taking place to deliver outcomes and early help strategies to turn around the lives of those families identified through the programme.
17. **Future Issues** - Moving forward into 2015 the Committee will review and respond to the Mayor's Budget Proposals, consider the outcomes of the review work undertaken by the standing Panels and continue to monitor the Council's effectiveness through the quarterly performance and Improvement reports.

## **HEALTH AND ADULT SOCIAL CARE SCRUTINY PANEL**

18. In establishing the new Overview and Scrutiny structure it was agreed that this Panel would hold a number of scheduled meetings to ensure it could effectively discharge the Council's Health Scrutiny role. The Panel has a wider remit in reviewing and monitoring quality and activities relating to health and social care issues often in partnership with a number of health bodies and agencies.
19. **Ongoing Learning** - Due to the many changes in the health landscape the Scrutiny Panel took the opportunity to enhance Member learning and understanding by reviewing how the NHS works. This included partner input to review the roles of Public Health, the Clinical Commissioning Group (CCG), NHS England, Health Watch and Care Quality Commission (CQC) with a specific overview of Children's Health issues.
20. **Scrutiny** - Examples of other areas that the Panel contributed to include the Better Care Fund where it considered the extent to which it was meeting national and local challenges. It also considered the Commissioning of Model of Home Support where Members were supportive of the proposed model and the more personalised approach

to care was welcomed by the Panel with all comments made to the Executive taken on board.

21. The Panel will continue its work by considering issues that are recognised both locally and nationally for example Loneliness, focusing on combined partner actions and examples of safe discharge from hospitals under the Better Care Fund.
22. **Partnership working** - The Panel has regularly met with partners throughout the year. As well as holding them to account a Joint Workshop with the Health and Well-being Board was held to consider care and challenges in response to the Francis recommendations. This focused on examining the causes of failings in care at Mid Staffordshire NHS Foundation Trust between 2005-2009. The Chair of the Adult Safeguarding Board also attended the Panel and Members took the opportunity to seek further information on activities detailed in the Annual Report.
23. Joint Health Overview and Scrutiny Committee (Yorkshire and Humber - The Joint Regional Scrutiny Committee) has continued to meet to consider information from NHSE (National Health Service England) LTHT (Leeds Teaching Hospital Trust), Embrace (the dedicated neonatal and paediatric transport services and Children's Heart Surgery Fund. Details of the discussions were used to provide the Joint Committee's draft response to the proposed service specification and draft standards arising from the new Congenital Heart Disease review.

## **REGENERATION AND HOUSING SCRUTINY PANEL (R&H)**

24. The Regeneration and Housing Overview and Scrutiny Panel has completed its first review of Community Assets. This review considered the effectiveness of the process for consultation with the Communities on community buildings defined as 'surplus' by the Council's own Assets Review. The review was undertaken through a series of workshop style meetings and the following areas were considered: -
  - The draft process for Community Consultation;
  - The Community Leases Policy;
  - Examples of best practice;
  - The process – identifying examples of Community assets likely to be included in such a consultation; and
  - The Implementation plan for Community Consultation and gaining member/community support
25. Recommendations made by the Panel were agreed at by the OSMC in December 2014. The recommendations focused on identifying ways to support community groups wishing to undertake a transfer of assets, ways in which surplus properties could be identified and promoted to

the community, and reviewing the monitoring and processes in place to improve effectiveness. A full report has been sent to the Mayor and is awaiting a response.

26. The second review will begin in December 2014 to identify barriers and consider opportunities to assist housing developers to build houses on sites within the Borough. There will be a series of meetings which will look at the analysis of research undertaken, as well as providing an opportunity to meet with Officers, Housing Developers and key partners. The Panel has already undertaken an informal meeting at which it had an opportunity to consider developing housing strategies.

### **CHILDREN AND YOUNG PEOPLE SCRUTINY PANEL**

27. The Panel's first review has focused on relationships with Academies and Local Authority maintained schools with a view to raising educational attainment.
28. To undertake the work six meetings and site visits were held. In addition to meeting with Council officers, Members of the Panel met Headteachers of both primary and secondary schools, the Teaching School Alliance and gave consideration to Ofsted results and Action Plan, examination results and outcome of the Local Authority Governors' Review.
29. Recommendations from the review are currently being drawn up for consideration by the Executive and will include areas relating to increased partnership working, Councillors increasing links with schools in their wards and the Overview and Scrutiny Team promoting the need to have a full complement of Governors on OSMC.
30. In addition to its review work the Panel has also considered the Assurance Report responding to Child Sexual Exploitation (CSE) in Doncaster and the Safeguarding Board Annual Report, both presented by the Independent Chair of the Doncaster Childrens Safeguarding Board. Members held a full and frank discussion, and were satisfied with assurances provided in response to their questions and concerns. The Panel recognise that the system established to tackle CSE is in its infancy and was pleased to see that the Referral and Response Service was fully resourced and hoped that measures put in place continued to have a positive impact. An update on the position has been requested by April, 2015 where Members wish to address how the short term Action Plan will be developed to address longer term issues and, particularly, how children and young people have been involved in discussions to contribute to the CSE Strategy.
31. Following establishment of the Children's Services Trust, the Panel will continue to meet to consider the Trusts performance and general update under the Local Authority's and Children's Services Trust

Agreement. The first two meetings are scheduled for January and April, 2015.

## **COMMUNITY AND ENVIRONMENT SCRUTINY PANEL**

32. The Panel has made good progress with its initial Review of Waste Collection. This is a piece of work that will ensure a greater understanding of the issues relating to the current waste collection service and future service provision, ensuring it is robust and fit for purpose.
33. In addition to discussing the issue with officers, the Panel has looked at different receptacles available, examples of incentive schemes and Education and Communication. Between January and March the Panel will consider strategic issues and will undertake a visit to the Private Finance Initiative waste facility at Manvers.
34. The second review aims to contribute to the development of the Community Voluntary Policy. Members will hold discussions with voluntary groups, New Horizons and the Community Voluntary Sector and give consideration to the new policy objectives and Strategy. It is anticipated that this review will consider the effectiveness of the joined up approach by the Council its partners and agencies in working together to identify if any gaps exist.
35. Acting in its capacity as the Crime and Disorder Committee, the Panel has met formally to consider substance misuse, the Police and Crime Panel Protocol and Safer Stronger Doncaster Partnership (SSDP) priorities. Representatives from the SSDP Board and Group were invited to the meeting. The Panel recognised the issues resulting from the lack of legislation in respect of Novel Psychoactive Substances (NPS) otherwise known as 'legal highs' and has asked the Mayor to give consideration to writing to local MP's about how the issue affects groups in the Doncaster community. There will be a second meeting of the Committee to consider crime statistics and mechanisms put in place to address specific problem areas.

## **OPTIONS CONSIDERED**

36. There are no other specific options in relation to the issues covered by this report. The Constitution requires OSMC to report to Council at least twice per year to ensure there is accountability and transparency.

## **REASONS FOR RECOMMENDED OPTION**

37. There are no specific recommended options; this report provides an opportunity for Council to consider the activities of OSMC and the standing Panels and the effectiveness of the new arrangements.



## IMPACT ON THE COUNCIL'S KEY PRIORITIES

	<b>Priority</b>	<b>Implications</b>
1	<p>We will support a strong economy where businesses can locate, grow and employ local people.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Be a strong voice for our veterans</i></li> <li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li> </ul>	<p>Overview and Scrutiny has the potential to impact on all the key priorities.</p>
2	<p>We will help people to live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	
3	<p>We will make Doncaster a better place to live, with cleaner, more sustainable communities.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	
4	<p>We will support all families to thrive.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li> </ul>	
5	<p>We will deliver modern value for money services.</p>	
6	<p>We will provide strong leadership and governance, working in partnership.</p>	

## **RISKS AND ASSUMPTIONS**

38. There are no specific risks associated with this report. Providing an update report to Council provides an opportunity for Members to consider if there are any aspects of the Overview and Scrutiny function that need to be further considered or reviewed.

## **LEGAL IMPLICATIONS**

39. There are no specific legal implications relating to this report. Legislation requires the Council to have a least one Committee responsible for the Council's Overview and Scrutiny function. The Council should also ensure it has provision to undertake Health Scrutiny and Scrutiny of the local Crime and Disorder Partnership (The Safer Doncaster Partnership).
40. Specific legal implications and advice will be given within any reports when Overview and Scrutiny have received them as items for consideration.

## **FINANCIAL IMPLICATIONS**

41. There are no specific financial implications relating to the recommendations in this report. Any relevant financial implications are included when reports are presented to Overview and Scrutiny for consideration.

## **HUMAN RESOURCES IMPLICATIONS**

42. There are no Human Resource implications relating to the recommendations in this report.

## **EQUALITY IMPLICATIONS**

43. There are no specific equality issues associated with this report. Equality issues are considered by Overview and Scrutiny when it considers individual work plan issues.

## **CONSULTATION**

44. The Chairs of Overview and Scrutiny Panel have been consulted in respect of feedback on the progress against work plans.
45. This report has no significant implications in terms of the following:-

Procurement		Crime & Disorder	
Human Resources		Human Rights & Equalities	
Buildings, Land and Occupiers		Environment & Sustainability	
ICT		Capital Programme	

## **BACKGROUND PAPERS**

46. The Overview and Scrutiny Work Plan 2014/15.

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