

Overview and Scrutiny **Annual Report** 2016 - 2017

Contents

Foreword

Introduction

Contributing to service improvement

Overview and Scrutiny Committee

Call In Panel

Children and Young People Scrutiny Committee

Health Scrutiny

Looking ahead to 2017 – 2018

Contact information

Foreword

I am very pleased to introduce this Annual Report to Council which outlines the continued contributions made by the overview and scrutiny committees during 2016-17. Throughout the year scrutiny councillors have engaged in a number of significant pieces of work and have worked to add value to the delivery of City Council services in a challenging operational environment.

As scrutiny councillors we talk a lot about the need for scrutiny to work closely with the Executive and the Council's leadership and this is something we will continue to do – both providing constructive and critical challenge and gathering data from a range of sources to contribute to service improvement in a meaningful way. In the future it will be increasingly important, as we continue to navigate our way through this period of financial constraint, that we focus our scrutiny resource on areas that matter most to the public and areas where we feel we can help the Council to work smarter and more efficiently.

As is often the case, we owe much of our achievement to the continued support and engagement of councillors and colleagues across the Council and our partners and contributors from outside the Council. I would like to take this opportunity to acknowledge and thank all of those people who contributed to, and supported the work of all the scrutiny committees this year.

In particular I would like to thank Beverley Frost (third sector representative), Maria Ward (Children and Young People's Network) and Martin Gawith (Healthwatch Nottingham) who regularly attended and contributed to our meetings adding valuable insight and evidence from their organisations and sectors.



Brian Parbutt

Councillor Brian Parbutt
Chair of the Overview and Scrutiny Committee
Nottingham City Council

Introduction

Overview and scrutiny exists to help improve governance and public services for the benefit of local people. It ensures that the Council's Executive is publicly held to account for its decisions and actions and promotes open and transparent decision-making and democratic accountability. It also has a wide remit to explore how the Council and its partner organisations could improve services for the people of Nottingham by:

- reviewing existing policy and contributing to the development of new policy;
- acting as a 'critical friend' to those making decisions;
- holding decision-makers to account for their decisions and actions through the call-in process; and
- challenging performance to ensure that services are meeting the needs of local communities.

During 2016/17 overview and scrutiny work was carried out by:

- an Overview and Scrutiny Committee chaired by Councillor Brian Parbutt which took an overview of key strategic issues relevant to Nottingham, ensuring decision-makers were held to account for their decisions and actions. The Committee set and managed the overall programme for scrutiny including commissioning review panels to undertake specific pieces of in-depth review work;
- a Call-in Panel which met as and when required to consider requests to 'call in' Executive decisions that had been made but not yet implemented. The Panel met three times during 2016/17;
- a Children and Young People Scrutiny Committee chaired by Councillor Brian Parbutt which focused on the scrutiny of issues and services relevant to the wellbeing and safeguarding of children and young people in the City;
- a Health Scrutiny Committee to carry out the statutory roles to review and scrutinise matters relating to health in the Council's area, with powers to make reports and recommendations to health service commissioners and providers. The Committee was chaired by Councillor Anne Peach; and
- a Nottingham and Nottinghamshire Joint Health Scrutiny Committee which carried out the health scrutiny function for matters that affected both Nottingham City and Nottinghamshire County Council residents. During 2016/17 this Committee was chaired by a Nottinghamshire County councillor and Councillor Anne Peach was the Vice Chair and lead from Nottingham City Council.

The function was supported by two Senior Governance Officers (as part of their wider role), with support from other colleagues in Constitutional Services.

As part of developing its evidence base, the overview and scrutiny committees often invited individuals and organisations to attend meetings and provide information about their work, experience or expertise. Councillors also undertook visits to see services being delivered first-hand and speak to service users and frontline staff. We would like to take this opportunity to thank all those who contributed to the work of overview and scrutiny during 2016-17.

Contributing To Service Improvement

Overview and scrutiny provides an opportunity for councillors to review decisions, policies and services of the Council and other organisations operating in Nottingham to ensure that they meet the needs of local communities. Where evidence shows that there could be a better way

of doing things, overview and scrutiny can make recommendations for change. Overview and scrutiny cannot make decisions or overturn the decisions of others. Instead it aims to support service improvement by putting forward robust evidence-based recommendations to influence the decisions and actions of those who can make decisions. Decision makers are asked to provide a response to recommendations and overview and scrutiny councillors then monitor the implementation of accepted recommendations to assess the impact.

2016-17 was a busy year and the overview and scrutiny committees undertook a wide range of interesting work. This Annual Report provides a snapshot of some of the contributions that it made to improving services for local people.

Overview and Scrutiny Committee

This year scrutiny work has been carried out in Overview and Scrutiny Committee meetings. Examples of this work are outlined below to give a flavour of what scrutiny councillors did in 2016-17.

Air Quality

A review of air quality in Nottingham was undertaken, focusing on the Council's ability to regulate industrial, commercial and domestic pollutant activities. The Committee also sought reassurance around meeting air quality objectives, establishing that large scale behavioural changes are required in addition to regulation changes. In meeting the task of reducing CO₂ emissions, the Committee was informed of regeneration projects across the city, such as those to the Ring Road, NET Lines 2 and 3, improvements to the public transport network (such as quality bus partnerships) and Clean Air Zones, which have a positive impact on the overall reduction. The Committee welcomed representations from Nottingham Friends of the Earth and were grateful for their input into discussions on this topic.

Flood Risk Management

The Committee has a statutory responsibility to review flood risk, and invited representatives from the City Council, Environment Agency, and Severn Trent Water to ascertain the effectiveness of the Nottingham Local Flood Risk Management Strategy. The Committee heard evidence of the work that has been undertaken, and is planned, to reduce flood risk in the city. It was clear that the city is well protected from flooding, but additional work could improve this further. The Committee made a recommendation for the Planning Committee to explore how to increase awareness of flood risk in planning applications, and will continue to review flood risk management at appropriate times.

Tourism

The Chief Executive of Marketing Nottingham and Nottinghamshire, the Place Marketing Organisation responsible for tourism in the city, attended a meeting to discuss the establishment of the organisation and its aims. The Committee was pleased to learn that tourism in the city is successful, and that Marketing Nottingham and Nottinghamshire will be approaching private sector businesses to help fund the work they do. The Committee agreed to review the progress of the organisation at a future meeting.

The Private Rented Sector

Colleagues from the Council attended a meeting to outline the work that the Council is doing to ensure that the growing private rented housing sector is fit for purpose. The Committee welcomed the work to date and will require a progress report at a future meeting.

Cycling Strategy

Representatives from the Council, Pedals, Highways England, and the Sustainable Travel Collective attended a meeting to discuss the work being done in the city to improve cycling facilities. All representatives expressed how well the Council had done to secure the amount of funding it had, but were disappointed that this was still way below the funding available in London. The Committee made a number of recommendations and agreed to monitor the targets and outputs detailed on the Nottingham Cycle City Action Plan 2016/17-2020/21.

Portfolio Holders

During the 2016/17 municipal year the Committee welcomed all Portfolio Holders to discuss their progress against Council Plan priorities, their objectives and current challenges within their remit. The Committee agreed that it would extend the invite for the 2017/18 municipal year, with a focus on the red and amber Council Plan priorities. The Portfolio Holders with responsibility for children and health will be invited to attend the scrutiny committees relevant to their remit.

Children and Young People Scrutiny Committee

The Children and Young People Scrutiny Committee facilitated the scrutiny of issues and services relevant to the wellbeing and safeguarding of children and young people in Nottingham. The Jay and Casey Reports into child sexual exploitation, and how it was addressed in Rotherham, drew specific attention to the need for better local authority scrutiny to contribute to the protection of children and young people, through listening to local people, influencing policy and holding decision makers to account.

The Committee provided an appropriate and robust level of challenge to those in authority, and on actions and performance where they impacted on Nottingham's children and young people. The Committee was well attended by a range of senior managers, Executive Portfolio Holders and frontline service providers, including a representative of the Children and Young People's Network.

Out of Area Placements

The Committee reviewed the Council's use of out of area placements for looked after children in Nottingham and explored whether the practices employed in Nottingham adequately safeguard children who live away from their home authority. The Committee heard that weekly placement panels are designed to determine the most appropriate placements for individual children. The Committee was reassured that children are visited at least once every six weeks by their nominated social worker.

Service provision for Young Carers in Nottingham

The Committee has a remit to review the practices of commissioned services relevant to the wellbeing of children and young people in the City. In July, the Committee took a closer look at the services available to young carers in Nottingham, in particular, those offered by the Carers Federation and Action for Young Carers. The Committee identified the issues impacting on young carers, such as isolation and loneliness and reviewed the way in which one to one support is provided to encourage activities and opportunities for those in need. In addition to listening to service professionals, the Committee received testimonies from service users which offered tangible insight into the impact that early intervention has had for young carers in Nottingham. The Committee was supportive of increased cooperation between frontline health care providers, such as GPs to help identify young carers.

Provisional Data on Attainment

In September the Committee reviewed the data on attainment levels in Nottingham, following their provisional release. The Committee established that there had been a clear improvement across the board on results from 2015 and that Nottingham was much closer to the national average of achievement. The Committee was pleased to see that Key Stage 2 pupils had narrowed the gap in reading, writing and maths to 3.2% from the national average, realising a provisional rise in Nottingham's ranking from 141 out of 150 in 2015 to 109 out of 150 in 2016. The Committee was supportive of efforts to raise aspirations of young people in Nottingham and were encouraged by the Council's plans to bring schools and local businesses together to help raise the aspirations by demonstrating positive outcomes.

Ofsted Pilot Inspection of Children's Services

In January 2017, a team of Ofsted inspectors conducted an inspection of Nottingham City Council's Children's Services, piloting a new framework focusing far more on the journey of the child and looking in depth at 274 cases. Following this process, the Committee reviewed some of the outcomes of the inspection and were reassured by the inspector's recognition of the impact of changes made since the last inspection in 2014.

Call-in Panel

Call-in is a mechanism for scrutinising Executive decisions. Overview and scrutiny has the power to ask for an Executive decision to be reconsidered if, during the five working days immediately following an Executive decision being made, valid concerns are raised about the way in which the decision has been taken, for example that relevant information was not considered.

The Call-in Panel met three times during 2016/17 in relation to decisions to:

- undertake early works including design development in relation to the potential expansion of Middleton Primary School;
- establish a Public Spaces Protection Order in respect of dogs; and
- approve the disposal of the Angel Row site.

The Panel considered a range of evidence in relation to these decisions including speaking with the relevant decision maker and those councillors who initially requested that the decision be reconsidered. In all three cases the Panel agreed that the decision could be implemented but the process provided an opportunity for councillors to find out more about the decisions being taken and why and assurances were given in relation to the way in which the decisions would be implemented.

Health Scrutiny

The Council has a statutory role to review and scrutinise the planning and delivery of local health services with the aim of helping to improve the health and wellbeing of local people. The role includes:

- strengthening the voice of local people in decision making, through democratically elected councillors, to ensure that their needs and experiences are considered as part of the commissioning and delivery of health services;
- taking a strategic overview of the integration of health, including public health, and social care;

- proactively seeking information about the performance of local health services and challenging and testing information provided to it by health service commissioners and providers; and
- being part of the accountability of the whole health system and engaging with the commissioners and providers of health services and other relevant partners such as the Care Quality Commission and Healthwatch.

In addition to the broad powers held by all overview and scrutiny committees, committees carrying out health scrutiny hold additional powers and rights to require information and attendance at meetings from organisations that commission and provide NHS and public health funded services; and to make reports and recommendations to those organisations and expect a response. Health scrutiny committees also have a statutory role to consider proposals to substantially develop or vary health services to ensure that the views of patients and the public have been taken into account when making significant changes, as well as ensuring that such changes are in the best interests of local health services.

During 2016/17 health scrutiny was carried out by the Health Scrutiny Committee (for issues affecting only City residents) and the Nottingham and Nottinghamshire Joint Health Scrutiny Committee (for issues affecting residents in both the City and County).

Health scrutiny engaged with a broad range of health and social care issues during the course of the past year. Below are some examples of that work and how it contributed to improving health and social care services for the people of Nottingham.

Congenital Heart Disease Services

In July 2016 NHS England announced proposals for the future commissioning of congenital heart disease services. This included decommissioning Level 1 services at Glenfield Hospital, Leicester which is the provider that the majority of Nottingham City patients receive care from. Councillors held a meeting with NHS England and University Hospitals of Leicester to hear more about the proposals and better understand the implications for Nottingham residents. Evidence was also received from commissioners, other local health service providers and other health scrutiny committees from across the region. Based on the evidence gathered a response to the national consultation was submitted raising concerns about both the consultation and the proposals. It is understood that NHS England will make a decision on future commissioning in winter 2017 and, given the powers it holds in relation to substantial changes to health services, the Health Scrutiny Committee will review this decision and decide whether any further action is required.

Unplanned Teenage Pregnancy

Although there has been a reduction in the level of unplanned teenage pregnancies in the City over the last 10 years and the Nottingham target to halve teenage pregnancy by 2020 was met by 2014, the England under-18 conception rate remains higher than other Western European countries and the rate in Nottingham is still above the national average. Teenage pregnancy is a health inequalities issue with teenage mothers, and children born to teenage mothers at greater risk of experiencing a range of poorer health and wellbeing outcomes. Health scrutiny councillors wanted to review whether the reduction in teenage pregnancy rates was sustainable. As a result of its work the Committee recommended that the reasons for low teenage pregnancy rates in Bristol be explored to see if lessons could be learnt for Nottingham; that commissioners utilise frontline practitioners e.g. health visitors as a source for gathering local evidence to inform future commissioning decisions; and requested that a review of local activity and provision to reduce unplanned teenage pregnancies in the Aspley

and Bulwell areas was carried out. The findings of this work will be reviewed by health scrutiny councillors during 2017/18.

Uptake of seasonal flu vaccinations

Flu is a common infectious viral illness spread by droplets from coughs and sneezes. While it can be very unpleasant most people begin to feel better within about a week. However older people, those with long term conditions such as heart or lung disease, pregnant women and young children can develop more serious symptoms requiring hospitalisation which can, in some instances, lead to death. Councillors were concerned about the low uptake of seasonal flu vaccinations by all the eligible cohorts in Nottingham: adults aged 65 years and older; at risk groups; pregnant women; and children aged 2-4 years. Councillors reviewed data about the delivery of the 2015/16 immunisation programme and spoke to both NHS England (which is responsible for commissioning the immunisation programme and providing system leadership) and Local Authority Public Health which has an assurance function in relation to immunisation arrangements. Councillors provided challenge to performance of the 2015/16 programme and reviewed plans for improving uptake during the 2016/17 programme. Commissioners have been requested to report performance of the 2016/17 programme so that the Health Scrutiny Committee can assess the effectiveness of those actions in improving uptake amongst Nottingham residents.

Cleanliness at Nottingham University Hospitals NHS Trust sites

Nottingham University Hospitals awarded a contract for its cleaning services to Carillion in July 2014 and councillors were keen to keep an eye on whether this had any impact on levels of cleanliness experienced by patients and visitors to Trust sites. Following receipt of some anecdotal concerns, councillors found out that audits carried out showed that some areas fell below the required cleanliness standards. Councillors requested that the Trust explain the actions that it was taking to improve standards and expected timescales for improvement, and in the meantime were reassured that there had not been a general increase in infections over the period when there was a deterioration in the consistency of cleanliness. The Committee kept pressure on the Trust by requiring regular attendance at public meetings to explain the action being taken by the Trust. In January 2017 Nottingham University Hospitals NHS Trust and Carillion mutually agreed a managed exit from the contract and services subsequently returned in-house. Councillors have requested a review of cleanliness levels to come back in winter 2017 to assess whether performance has improved and if there are any outstanding issues to address.

Sustainability and Transformation Plan

The Five Year Forward View for the NHS required that local areas produce a five year Sustainability and Transformation Plan (STP) to show how local services will evolve and become sustainable over the next five years. In this area the footprint for the Plan covers Nottingham and Nottinghamshire (except Bassetlaw) and therefore the Nottingham and Nottinghamshire Joint Health Scrutiny Committee led on engaging with the development and implementation of the Plan. At key points throughout the year the Committee held meetings with the STP Lead Officer and STP Team. The purpose of these meetings included reviewing plans for governance of the STP, with a particular focus on the role of Elected Members, and reviewing plans for and subsequent outcomes of public engagement on the STP. A role for health scrutiny has been built into the governance arrangements for the STP. This role will continue into 2017/18, including undertaking specific scrutiny required by any proposed substantial changes to health services associated with the Plan, and will evolve to include scrutiny of the plans for an Accountable Care System in Greater Nottinghamshire.

To inform its work, health scrutiny councillors carried out site visits to places including Rampton Hospital, the Urgent Care Centre and CityCare's Partnership Clinic in the Victoria Centre to view services first hand and speak to staff and patients about their experiences. Regular informal meetings were also held with Chief Executives of Nottingham University Hospitals NHS Trust, Nottinghamshire Healthcare NHS Foundation Trust, East Midlands Ambulance Service NHS Trust and commissioners. These meetings were really useful in maintaining good working relationships and informing the health scrutiny work programme and scrutiny activity. Health scrutiny continued to benefit from the input of Healthwatch Nottingham who regularly attended meetings to contribute evidence from their insight and analysis. Nottingham led on organising regional meetings with health scrutiny representatives from across the East Midlands with East Midlands Ambulance Service (EMAS) and Hardwick Clinical Commissioning Group (lead ambulance commissioners) to scrutinise the provider and commissioner responses to the Care Quality Commission's inspection of EMAS which rated it as 'requires improvement' and 'inadequate' in the Safe domain. This was useful in bringing health scrutiny colleagues together to share information and intelligence, raise common concerns and give strength to its discussions with the Trust and commissioners. This followed from active contribution by health scrutiny at the Care Quality Commission Quality Summit held following the initial and follow up inspections.

Looking Ahead

During November and December 2016 an Independent Remuneration Panel (IRP) met and in January 2017 full Council adopted the IRP's recommendations, which required some structural changes to the operation of the governance framework. The IRP acknowledged the pivotal governance role exercised by the Chair of the Overview and Scrutiny Committee but proposed a re-alignment of the Special Responsibility Allowances (SRAs) attached to the scrutiny function, deleting the SRAs attached to the positions of Scrutiny Panel Chairs and establishing SRAs for the positions of two Scrutiny Vice-Chairs. In making these recommendations the IRP was clear that both the Vice-Chairs of Overview and Scrutiny would have enhanced responsibilities, including each chairing a standing committee and leading individual overview and scrutiny reviews.

Moving forward the Chair of Overview and Scrutiny will chair the Overview and Scrutiny Committee, the Overview and Scrutiny Call-in Panel, and any review panels established by the Committee and will continue to perform a wider governance role, for example, a consultative role on urgent decisions (in accordance with Overview and Scrutiny Procedure rules). The Overview and Scrutiny Vice-Chairs will each chair one of the remaining scrutiny committees (Health Scrutiny Committee and Children and Young People Scrutiny Committee). The Scrutiny Vice-Chairs will also chair any review panels established by their respective committees, deputise for the Overview and Scrutiny Chair in relation to the wider governance role when required to do so and act as Vice-Chair of both Overview and Scrutiny Committee and Overview and Scrutiny Call-in Panel.

The involvement of individuals from outside the Council with overview and scrutiny will continue to be a focus. The committees will continue to seek evidence from a wide range of individuals and organisations in order to benefit from their knowledge, expertise and experience. The Overview and Scrutiny Committee also has the ability to appoint co-opted members if it feels that it will be beneficial for delivery of the work programme. Following a review it is felt that going forward there is likely to be more value in engaging relevant individuals for specific pieces for scrutiny work rather than as a standing member of a

committee. For scrutiny work that deals wholly or partly with education issues there is a statutory requirement to involve specific co-opted members and these co-optees will be appointed to the Children and Young People Scrutiny Committee. Nominations for new Parent Governor Representatives will be sought during the course of the year.

Nottinghamshire County Council decided that it did not wish to take part in a Joint Nottingham and Nottinghamshire Health Scrutiny Committee during 2017/18. Therefore all health scrutiny activity relevant to Nottingham City residents will need to be undertaken by the Health Scrutiny Committee. This significant increase in workload will be a challenge for the Committee and there will need to be an even more robust prioritisation of issues for scrutiny. In order to avoid losing the expertise of those councillors who had been members of the Joint Health Scrutiny Committee in the past, the membership of the Health Scrutiny Committee will be increased in size. The Health Scrutiny Committee will continue to take a strategic overview of the integration of health and social care including through the progression of the Sustainability and Transformation Plan and plans to establish an Accountable Care System for Greater Nottinghamshire. The Committee is aware of the significant financial challenges facing health commissioners and this is likely to form the backdrop for much of the work of the Committee during 2017/18. In addition the Committee intends to:

- continue its focus on issues such as improving uptake of seasonal flu vaccinations; ensuring that homecare services are of good quality and available in a timely manner for all those who need access including through scrutiny of the re-commissioning of homecare services later in the year; and reviewing the development of new inpatient facilities for child and adolescent mental health services and perinatal services and work to reduce waiting times for services in the community.
- speak to commissioners and the new providers of carer support services to ensure that carers' needs are being met under the new contracts.
- explore the future role for pharmacies within local communities.
- oversee the tendering of a new Out of Hospital Services contract to ensure that it reflects the interests of local people.
- respond to the recommendations of the Parliamentary Health Select Committee and scrutinise implementation of the Nottingham Suicide Prevention Plan.
- review whether access to, take up and quality of NHS dental services has improved since the Committee carried out an in-depth review of dental care in 2009.
- understand the implications of the new national ambulance service standards and what this means for citizens in Nottingham.

Contact Information

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