



Notice of a Meeting

Performance Scrutiny Committee

Thursday, 9 May 2019 at 10.00 am

Rooms 1&2 - County Hall, New Road, Oxford OX1 1ND

Membership

Chairman Councillor Liz Brighthouse OBE

Deputy Chairman - Councillor Jenny Hannaby

Councillors:

Nick Carter
Mike Fox-Davies
Tony Ilott

Liz Leffman
Charles Mathew
Glynis Phillips

Judy Roberts
Michael Waine
Liam Walker

Notes: *A pre-meeting briefing will take place in the Members' Board Room at 9.30am on the day of the meeting.*

Date of next meeting: 4 July 2019

What does this Committee review or scrutinise?

- The performance of the Council and to provide a focused review of:
 - Corporate performance and directorate performance and financial reporting
 - Budget scrutiny
- the performance of the Council by means of effective key performance indicators, review of key action plans and obligations and through direct access to service managers, Cabinet Members and partners;
- through call-in, the reconsideration of decisions made but not yet implemented by or on behalf of the Cabinet;
- queries or issues of concern that may occur over decisions being taken in relation to adult social care;
- the Council's scrutiny responsibilities under the Crime and Justice Act 2006.

How can I have my say?

We welcome the views of the community on any issues in relation to the responsibilities of this Committee. Members of the public may ask to speak on any item on the agenda or may suggest matters which they would like the Committee to look at. **Requests to speak must be submitted to the Committee Officer below no later than 9 am on the working day before the date of the meeting.**

For more information about this Committee please contact:

Chairman	-	Councillor Liz Brighthouse E.Mail: liz.brighthouse@oxfordshire.gov.uk
Policy & Performance Officer	-	Lauren Rushen, Policy Officer 07584 909530; katie.read@oxfordshire.gov.uk
Committee Officer	-	<i>Colm Ó Caomhánaigh</i> , Tel 07393 001096 colm.ocaomhanaigh@oxfordshire.gov.uk

Yvonne Rees
Chief Executive

April 2019

About the County Council

The Oxfordshire County Council is made up of 63 councillors who are democratically elected every four years. The Council provides a range of services to Oxfordshire's 678,000 residents. These include:

schools	social & health care	libraries and museums
the fire service	roads	trading standards
land use	transport planning	waste management

Each year the Council manages £0.9 billion of public money in providing these services. Most decisions are taken by a Cabinet of 9 Councillors, which makes decisions about service priorities and spending. Some decisions will now be delegated to individual members of the Cabinet.

About Scrutiny

Scrutiny is about:

- Providing a challenge to the Cabinet
- Examining how well the Cabinet and the Authority are performing
- Influencing the Cabinet on decisions that affect local people
- Helping the Cabinet to develop Council policies
- Representing the community in Council decision making
- Promoting joined up working across the authority's work and with partners

Scrutiny is NOT about:

- Making day to day service decisions
- Investigating individual complaints.

What does this Committee do?

The Committee meets up to 6 times a year or more. It develops a work programme, which lists the issues it plans to investigate. These investigations can include whole committee investigations undertaken during the meeting, or reviews by a panel of members doing research and talking to lots of people outside of the meeting. Once an investigation is completed the Committee provides its advice to the Cabinet, the full Council or other scrutiny committees. Meetings are open to the public and all reports are available to the public unless exempt or confidential, when the items would be considered in closed session.

If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, giving as much notice as possible before the meeting

A hearing loop is available at County Hall.

AGENDA

1. **Apologies for Absence and Temporary Appointments**
2. **Declarations of Interest - Guidance note on back page of the agenda**
3. **Minutes (Pages 1 - 6)**

To approve the minutes of the meeting held on 14 March 2019 and to receive information arising from them.

4. **Petitions and Public Address**

5. **Oxfordshire Local Enterprise Partnership (OxLEP)**

10.05

A presentation from the Oxfordshire Local Enterprise Partnership followed by a question and answer session with a focus on the Skills Board.

6. **Overview of the Adult Social Care Co-Production Programme (Pages 7 - 14)**

10.50

This report has been requested by the Chair of Performance Scrutiny Committee and describes how the co-production programme is being implemented, managed and monitored in an Adult Services setting, what the impact and changes are to date, as well as the expected outcomes.

The key areas covered include: why we are changing how we work; progress since September 2017; key projects and extending the reach of the programme.

The Committee is RECOMMENDED to note the report.

7. **Review of S113 Agreement - Update from the Oxfordshire County and Cherwell District Councils Partnership Working Group (Pages 15 - 36)**

11.20

This report provides an update with regards to the progress of the joint working partnership between Oxfordshire County and Cherwell District Councils.

The Committee is RECOMMENDED to note the report and progress made through the Partnership.

8. **Household Recycling Rate Update Report (Pages 37 - 44)**

11.30

The Quarter 3 Business Management and Monitoring Report 2018-19 reported that the status of the 'Proportion of household waste reused, recycled or composted' had moved from Green to Amber. Our target is a 60% recycling and composting rate, and the report projected an end of year outturn of 58.58%.

While slightly under our target, this recycling and composting rate is still amongst the very best in England. In 2017/18 Oxfordshire had a recycling rate of 57.2% and was the top ranked County Council Waste Disposal Authority (CCWDA) in the country.

Nationally recycling rates have stalled, and in some places started to decline, and Oxfordshire's experience is in line with this national picture. This report details some of the issues, and the action that we are taking to address them.

The Committee is RECOMMENDED to note the report and support the communications planned for 2019/20.

9. Scrutiny Annual Report 2018-19 (Pages 45 - 68)

11.50

The Scrutiny Annual Report provides a summary of the work of the Council's overview and scrutiny function in 2018-19. This function includes the council's three Overview and Scrutiny Committees and any joint scrutiny arrangements. The report will be considered by the Audit and Governance Committee and the Performance Scrutiny Committee prior to Council.

The Committee is RECOMMENDED to comment on the report prior to its presentation to Council for approval.

10. Draft Outcomes Framework 2019-20 (Pages 69 - 80)

12.05

The Outcomes Framework is the mechanism by which progress towards OCC's Corporate Plan priorities is measured and reported. The draft 2019-20 version at Annex A has been revised to reflect this year's business activities and to incorporate improvements identified during routine review and engagement with members, particularly Performance Scrutiny Committee.

The Committee is RECOMMENDED to note the contents of this report and suggest any revisions to the draft Outcomes Framework ahead of Cabinet considering it for approval on 14 May.

11. New model for children's social care

12.25

To receive a presentation about development of a new model for children's social care and the impact this will have on outcomes for children and families, as well as managing demand for services.

12. Transformation Sub-Committee Report (Pages 81 - 82)

12.35

The second meeting of the Joint Audit & Governance and Performance Scrutiny (Transformation) Sub-Committee took place on 18 April 2019. The Sub-Committee considered a quarterly performance report covering January – March 2019 and a

presentation about the interface between the Cherwell Partnership and the Transformation Programme.

The Committee is RECOMMENDED to note the report.

13. Committee work programme (Pages 83 - 86)

12.45

To agree the committee's work programme for future meetings based on key priorities and discussion in the meeting.

Declarations of Interest

The duty to declare.....

Under the Localism Act 2011 it is a criminal offence to

- (a) fail to register a disclosable pecuniary interest within 28 days of election or co-option (or re-election or re-appointment), or
- (b) provide false or misleading information on registration, or
- (c) participate in discussion or voting in a meeting on a matter in which the member or co-opted member has a disclosable pecuniary interest.

Whose Interests must be included?

The Act provides that the interests which must be notified are those of a member or co-opted member of the authority, **or**

- those of a spouse or civil partner of the member or co-opted member;
- those of a person with whom the member or co-opted member is living as husband/wife
- those of a person with whom the member or co-opted member is living as if they were civil partners.

(in each case where the member or co-opted member is aware that the other person has the interest).

What if I remember that I have a Disclosable Pecuniary Interest during the Meeting?.

The Code requires that, at a meeting, where a member or co-opted member has a disclosable interest (of which they are aware) in any matter being considered, they disclose that interest to the meeting. The Council will continue to include an appropriate item on agendas for all meetings, to facilitate this.

Although not explicitly required by the legislation or by the code, it is recommended that in the interests of transparency and for the benefit of all in attendance at the meeting (including members of the public) the nature as well as the existence of the interest is disclosed.

A member or co-opted member who has disclosed a pecuniary interest at a meeting must not participate (or participate further) in any discussion of the matter; and must not participate in any vote or further vote taken; and must withdraw from the room.

Members are asked to continue to pay regard to the following provisions in the code that *“You must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself”* or *“You must not place yourself in situations where your honesty and integrity may be questioned.....”*.

Please seek advice from the Monitoring Officer prior to the meeting should you have any doubt about your approach.

List of Disclosable Pecuniary Interests:

Employment (includes *“any employment, office, trade, profession or vocation carried on for profit or gain”*.), **Sponsorship, Contracts, Land, Licences, Corporate Tenancies, Securities.**

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members’ conduct guidelines. <http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or contact Glenn Watson on **07776 997946** or glenn.watson@oxfordshire.gov.uk for a hard copy of the document.

PERFORMANCE SCRUTINY COMMITTEE

MINUTES of the meeting held on Thursday, 14 March 2019 commencing at 10.00 am and finishing at 11.55 am

Present:

Voting Members:

Councillor Liz Brighthouse OBE – in the Chair

Councillor Jenny Hannaby (Deputy Chairman)

Councillor Nick Carter

Councillor Mike Fox-Davies

Councillor Tony Ilott

Councillor Liz Leffman

Councillor Glynis Phillips

Councillor Judy Roberts

Councillor Michael Waine

Councillor Liam Walker

Councillor Jeannette Matelot (In place of Councillor Charles Mathew)

By Invitation:

From Healthwatch: Rosalind Pearce – Executive Director and Veronica Barry – Community Involvement Officer, Projects

From Age UK Oxfordshire: Penny Thewlis – Chief Executive and Ruth Swift – Head of Community Development

Officers:

Whole of meeting

Lauren Rushen, Policy Officer; Colm Ó Caomhánaigh, Committee Officer

Part of meeting

Agenda Item

5

Officer Attending

Ben Threadgold, Policy and Performance Service Manager; Steven Jones, Corporate Performance and Risk Manager

5, 6, 7

Kate Terroni, Director for Adult Services

6, 7

Karen Fuller, Deputy Director for Adult Services

6

Louise Acraman, Area Service Manager

5, 7, 8

Benedict Leigh, Deputy Director, Commissioning

8

Andrew Colling, Head of Quality and Contracts

The Scrutiny Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting and agreed as set out below. Copies of the agenda and reports are attached to the signed Minutes.

9/19 APOLOGIES FOR ABSENCE AND TEMPORARY APPOINTMENTS

(Agenda No. 1)

An apology was submitted by Councillor Charles Mathew (Councillor Jeannette Matelot substituting).

10/19 DECLARATIONS OF INTEREST - GUIDANCE NOTE ON BACK PAGE OF THE AGENDA

(Agenda No. 2)

There were no declarations of interest.

11/19 MINUTES

(Agenda No. 3)

The minutes of the meeting held on 10 January 2019 were approved and signed as a correct record.

Councillor Jenny Hannaby gave an update on the Highways Deep Dive (Item 5/19). She stated that the recommendations had been well received and she was hopefully of positive developments when officers report back to the Committee on this issue.

12/19 BUSINESS MANAGEMENT AND MONITORING REPORT - QUARTER 3 2018-19

(Agenda No. 5)

Ben Threadgold introduced the report and highlighted the improvements in the ratings for children's social care assessments, children the subject of protection plans and older people supported to live in the community. However, performance had declined for household recycling and levels of educational attainment.

Members asked for more information on the following issues:

- Where are road fatalities occurring and were there any that could have been avoided by County Council actions?
- Problems with road defects have rolled over since last year's severe winter. Will they continue to roll over into next year?
- A breakdown of recycling figures by district/city council area to be included in the recycling deep-dive report.
- Information on temporary school exclusions as well as students on part-time timetables to be provided as part of the Education Scrutiny Committee's discussions on school exclusions.
- Better indicators are need under the issue of air quality.
- Should the maximisation of "our" assets be broadened to include all public assets including police, NHS etc.

Officers responded to questions on adult services as follows:

- While the situation with Delayed Transfer of Care is rated green, there are still delays in reablement.

- Officers are working with providers to make more efficient use of their services, in particular to reduce travel time by transferring clients where appropriate.
- Self-funders are finding it harder to obtain services and costs are high.
- The council assists those in need to access financial advice.

The Committee noted that reports will be monthly in the next financial year and agreed that these should be emailed to Members.

The performance measures will be reviewed at the next meeting of this Committee.

RESOLVED: to note the report and consider any matters for future attention by the Committee.

13/19 HEALTHWATCH REPORT OF DAYTIME SUPPORT SERVICES IN OXFORDSHIRE
(Agenda No. 6)

Kate Terroni introduced a presentation from Rosalind Pearce and Veronica Barry summarising the findings of the Healthwatch review of the changes to daytime support services.

Members welcomed the review and raised the following issues and questions:

- The changes were implemented in a short period and came at the same time as cuts to transport which compounded problems for service users.
- It has been difficult for self-funders to find places.
- It would have been useful to see the consultation questionnaire.
- What lessons were learned for future change processes?
- Did the Council lose any staff?
- Regarding co-location of older people and people with learning disabilities, there were problems with the balance of numbers, some had problems with the noise level and lack of understanding.
- Councillors should be consulted in the community mapping process.
- Some anxiety was caused for users by receiving different messages from different staff.
- The Health and Wellbeing Centres in Bicester were the most successful but the mapping process showed that there was a dearth of alternatives.
- Localities need a more meaningful place in the process.
- There is a need to support rural day centres.
- Why is there a separate panel for children's services?

Council officers responded as follows:

- Perhaps the changes were implemented too quickly but on the other hand taking longer would have prolonged the stress and the pace of change needed to be swift to meet the Medium Term Financial Plan.
- There was a two-month gap for self-funders but the Council did not lose sight of anyone in this period.
- The lessons learned were that a) the consultation discussion was too broad and b) you can't do enough communication.
- Staff were redeployed. Four in Bicester left to form their own organisation.

- The issues are different for children. The people's panel includes carers who are encouraged to give their feedback.

Healthwatch representatives made the following points:

- The full report will be on the Healthwatch website next week.
- Problems with co-location were mainly in the larger centres and there was feedback that activities could be more stimulating.
- While the Council did not lose touch with people, one or two lost touch with the Council.
- Some centres are run by the elderly themselves but it has to be questionable how sustainable that is.

Penny Thewlis and Ruth Swift, representing Age UK Oxfordshire added the following points:

- Grants for volunteer services – which had been doing a fantastic job – were also being cut while these changes were being implemented.
- Day centres are not the only option. The innovation grants are very important to help scale up new ideas.

The Chairman and other Members thanked Healthwatch for the report which was very helpful in scrutinising the changes to daytime support services.

14/19 UPDATES FOLLOWING IMPLEMENTATION OF THE REVISED ADULT SOCIAL CARE CONTRIBUTIONS POLICY

(Agenda No. 7)

Benedict Leigh summarised the report and, along with Karen Fuller, responded to Members' issues as follows:

- The type of waiver referred to in paragraph 21 can be authorised by an officer, for example in a mental health case where there is a duty of care. Only a small number of waivers are authorised - in single figures.
- The same employer responsibilities apply even where a friend or neighbour is employed.
- Support is offered to all to avoid financial abuse and there is a safeguarding process.
- Police have the authority to access accounts where allegations have been made.
- Officers work closely with the benefits team and debt recovery.
- If there are safeguarding issues, then the safeguarding team would be involved and it would be up to them to inform police.

RESOLVED: to note the report.

15/19 ADULT SOCIAL CARE CONTRACT AND QUALITY MANAGEMENT

(Agenda No. 8)

Benedict Leigh gave a presentation on contract management and, along with Andrew Colling, addressed Members' concerns as follows:

- If weaknesses are identified with a provider, a member of staff is allocated that contract to manage.
- If it is a safeguarding issue then there is a coordinated approach with the Clinical Commissioning Group.
- An action plan and timescale are agreed with the provider – usually over three months.
- The policy is not aimed at driving down the cost of home care but helps providers to be more efficient by reducing travel times.
- Having dealt with adult social care, officers are now looking at the mental health element.
- Contracts are outcome-based – the providers themselves decide the activity.
- Oxford Health has a normal staff turnover rate – this information can be obtained for other providers.

A review will be completed by August. It was agreed to bring that to Scrutiny in November.

RESOLVED: to note the report.

16/19 TRANSFORMATION SUB-COMMITTEE REPORT
(Agenda No. 9)

RESOLVED: to note the report.

17/19 COMMITTEE WORK PROGRAMME
(Agenda No. 10)

The following was agreed:

- To add the Annual Scrutiny Report to the agenda for the May meeting.
- That the report on Recycling at the May meeting should include data on recycling rates in the district/city areas including historic data to show changes.

..... in the Chair

Date of signing 20

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Division(s): ALL

PERFORMANCE SCRUTINY – 9 MAY 2019

OVERVIEW OF THE ADULT SOCIAL CARE CO-PRODUCTION PROGRAMME

Report by Benedict Leigh – Deputy Director Commissioning

RECOMMENDATION

1. The Committee is **RECOMMENDED** to note the report.

Executive Summary

2. This report has been requested by the Chair of Performance Scrutiny Committee and describes how the co-production programme is being implemented, managed and monitored in an Adults Services setting, what the impact and changes are to date, as well as the expected outcomes.
3. The key areas covered include: why we are changing how we work; progress since September 2017; key projects and extending the reach of the programme.

Context

4. Oxfordshire County Council has a strong commitment to ensuring that our communities thrive, with good quality services that are designed in partnership with our residents, as set out in our Corporate Plan, and our Adult Social Care ambitions. It is important to recognise that Oxfordshire has a growing, ageing population and this presents a challenge with regards to funding.
5. In 2014 co-production was written into the Care Act, under the Department of Health Care and Support Statutory Guidance, providing local authorities with a framework of legal obligations for resident involvement.
6. In 2016, senior leaders in Adult Social Care made a commitment to co-production, by planning a co-production programme. In 2017 they recruited a co-production team and set up a co-production board with a view to:
 - Meeting our obligations under the Care Act 2014.
 - Making the services we provide more relevant and effective
 - Supporting communities to be more engaged and connected.
 - Ensuring the services we provide are sustainable in the long term.
 - Increasing public confidence and improving relationships between the council and residents.

7. The co-production team is responsible for providing support, advice and resource on co-production, enabling the council to develop its approach to working *with* the community. The team support the running of the co-production board and the development of co-production champions, who are our experts by experience Their role is to drive this change across health and social care, and within our communities. This has been supported by the Social Care Institute for Excellence (SCIE), national experts in co-production, and leaders in providing independent support and improvement to the health and social care sector.

What is co-production?

8. Co-production means working together as equals to maximise our resources and assets and explore new ways of doing things that benefit the community.
9. Working as equal partners means that everyone who has relevant experience and skills is able to contribute, but that people will have specific roles and jobs to do to make things work smoothly.
10. Good co-production is:
 - Involving the people that matter, at the right time, and in a meaningful way
 - Listening to each other, and communicating well, feeling understood
 - Respecting each other's opinions, however different they are to our own
 - Working together and developing trust and respect to form good working relationships
 - Working as equal partners, from start to finish (where possible)
 - Making decisions, developing ideas and solving problems together
 - Everyone working in a positive way that gets results and makes things better for all
 - Understanding that everyone has something to contribute and have different challenges and needs
 - Everyone is recognised and celebrated for the contributions they make

Researched benefits of co-production

11. Academic and policy research recognises that:
 - Involving people in design and decisions affecting their lives gives them control over their own lives and gives the community collective ownership.
 - This helps people thrive and feel a sense of place and belonging.
 - Combining the knowledge, skills, and resources (assets) of the community leads to better outcomes.

Co-production nationally

12. Co-production is currently being readily discussed in multi-agency conferences and round-tables around the country. It is also being trialled within councils and the NHS

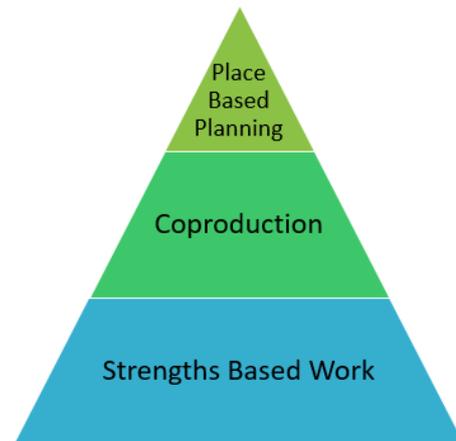
nationally. The latest research articles note that there is still some progress to be made in understanding the theory and practice of co-production, and how the principles can be applied successfully.

Co-production in Oxfordshire

13. Oxfordshire is one of the leading authorities in co-production nationally. The progress made through investment in a team, board and champions is apparent in national network discussions of co-production practitioners (#CoproEngland). It is also visible in the number of local authorities who contact us for advice and support, and request access to our programme approach. We have visited or been visited by several authorities wishing to learn from our experience.

14. Co-production is central to the way in which we work with people who receive services

- **Place Based Planning** - Planning to meet needs with local communities / places
- **Co-production** - Planning and delivering services together with the organisations that deliver support and the people who use support and their families.
- **Strengths Based Work** - Working with individuals to decide outcomes and plan support for the person to achieve these



15. Supporting people through change is a key role of the co-production programme. This means:

- helping people believe in the change enough to enable them to do something different;
- helping people learn about the change (co-production) and trust that it can work;
- helping people believe that they can change the way they work and behave;
- supporting them to try and adopt the change and use co-production.

16. Co-production also features in the Council's Corporate Plan which states; "We want our residents to work as our partners in the design, purchase and delivery of all our frontline services, so our services are shaped by those that use them".

17. However, to enable organisation-wide change and for co-production to reach its full potential, the organisation and its leaders need to adopt the change, and encourage all staff to buy-into it, which requires a culture change from the top.

Co-production in Adult Social Care

The co-production programme

18. The co-production programme was set up with the aim of embedding co-production across the council, the programme consists of:

- **Co-production Board** – our experts by experience advisory who provide a check and challenge function.
- **Co-production Champions** – our experts in the community, supporting development of toolkits, training, and workshops.
- **Co-production team** – supporting the whole programme, the board and champions, and individual key projects.

Progress to date

19. In the first year of co-production in Adult Social Care we have:

- Recruited a Co-production board of residents, 'experts by experience', who we work alongside to oversee change;
- Trained 20 Co-production Champions, including residents, staff, partner organisations, and voluntary sector organisations. Their job is to educate and spread the message across the County.
- Successfully piloted a number of co-produced projects to test the change and learn what works best;
- Worked alongside national experts SCIE to develop advanced training on co-production;
- Begun to encourage the use of co-production more widely across the council; in transport, libraries, properties and the Children's Directorate.

Examples of key projects

20. Older People's Strategy

- 600+ people involved from a mix of areas and backgrounds.
- It was a different model of co-production, because of the scale of the project.
- It was a good example of partnership working with our health colleagues with OCCG and OCC Engagement teams working together for the first time on this scale.
- This helped build trust and working relationships between the two organisations, as well as in the other organisations and people involved.
- This project has provided an outline to help us develop more co-produced strategies in the future, including the Adults of a Working Age Strategy.

21. Moving into Adulthood (transition project)

- 108 people involved from a mix of areas and backgrounds.
- It was truly co-produced, and the time was allowed for this to happen meaningfully.
- The group built trust and strong relationships.
- The group involved a wide number of people to get input from a range of stakeholders, including researching other areas out of county.

- The outcome was a clear set of recommendations for changes in the transition process, which is now being taken forward into a proposed business model.

22. Grants panels

- People who use services and carers sat alongside Councillors and County Council officers on both the Innovation Panel and Sustainability Panel.
- Decisions were made by the panel about grants awarded to charities and community groups.
- The people who use services and carers involved have given positive feedback from the experience whilst Councillors stated having such representation on the panel was very helpful.

23. Quality Checkers service

- Our Contracts & Quality team have co-produced support from a Quality Checkers service (Learning Disability).
- Quality Checkers are Experts by Experience – people who have previously received services – who are independent of the Council and supported and organised by My Life My Choice.
- The aim in the coming year is to explore how we can co-produce and expand this type of arrangement for it to be delivered by older people in Older Persons services.

Evaluating and measuring co-production

External evaluation

24. Several organisations have evaluated Oxfordshire's approach to co-production.

- The **Social Care Institute for Excellence (SCIE)** reviewed our programme and found that we have had some real success in year one. They recognised we had demonstrated some good practice and awareness building around working more closely with residents. They recommend that for year two we begin embedding co-production more widely.
- Recent **Care Quality Commission (CQC)** and **Ofsted** reviews prompted us to consider more development for co-production in Adult Social Care by continuing to involve people who use services, families and carers. In a recent follow up review they noted the use of co-production in the development of key strategies.
- The recent **Local Government Association Peer Challenge** said that our approach is being watched by other local authorities, who are impressed with our innovative working. They noted that we have a strong relationship with our partners, which we can build on to create a single vision. They also recognised that we need to embed co-production across the organisation, take more risks and be even more innovative.

Measuring co-production

25. Our methods for mapping and monitoring progress involve several approaches:

- Collecting and reporting on key data to the Co-production Board
- An annual staff survey (supported by SCIE)
- Focus groups and interviews with key stakeholder groups (supported by SCIE and co-produced with Board members and Champions)
- Collecting qualitative feedback data from people participating and staff
- Monitoring team clinics and workshops
- Inputting into the Adult Social Care Directorate Leadership Team monthly highlight report
- Quarterly performance report for CEDR; as well as reports for Performance Scrutiny and Cabinet as requested.

26. In 2017-2018 the number of people involved in co-production projects or training went from around 30 at the start, increasing to 120 by mid-year, and totalled over 900 by year end.

Project/Area:	Approx. number of people involved:
Moving into Adulthood	108
Older People's strategy	600
Co-production Board	32
Co-production Champions	20 (members) 20 (waitlisted) 95 (applications)
Voluntary Sector Contract	40
Grant funds Panel	15
Fostering review	20
Co-production toolkits	20
Care home pathways	30
Wellbeing teams	37
Expenses policy review	12
Ageing well campaign	40

Co-production Programme – Key work for 2019

27. The overall aim for the coming year is to ensure more key pilot projects are successfully completed or underway within Adult Social Care, we will also be running further workshops and training sessions, to help more people understand how to use co-production.

28. We will continue to ensure co-production is built into the way we work with people, and our processes. This will include working with our partner organisations to make the whole Oxfordshire system better at supporting people to use co-production.

Key future projects

29. Older People's Strategy implementation plan

- The draft strategy went to the Health and Wellbeing Board in November, and for consultation from December. The strategy has four priorities and makes a commitment that the next steps will be co-produced, the first of which is a stakeholder focus group on 13 May.

30. Moving into Adulthood delivery model

- Since the recommendation was taken to DLT by the co-production group, the new Project Management Office for Adult Social Care has been developing a business model for implementing a transition service. The next phase will follow in 2019.

31. Further Grants panels

- The grants panels have been a success and we will use the learning gained from the first year to continue with and develop these further in 2019.

32. Carers pathway review

- We recognise from our data, surveys and CQC report that we need to review our offer to carers. We aim to work with carers to review what does and doesn't work, and how we can work together to improve the experience of carers. A Listening Event with Carers will be held on 22 May.

33. Self-funders review

- In 2017 the CQC found that people funding their own care faced barriers to accessing advice, information and guidance about services and we are co-producing a piece of work that will resolve these issues.

34. Homecare Standards co-design

- The Homecare Standards which set out what people receiving care in their homes (and their relatives) told us what they expect from providers of care was produced in 2014. These now need to be reviewed and we will work with people who use services and carers again to ask what is most important to them.

35. Co-production toolkit launch

- We have worked with staff and co-production champions to co-design a toolkit for enabling people to understand and use co-production. The toolkit is in the testing phase and will be launched in the spring of 2019.

Co-production across the Council and Health Partners

36. The co-production team have also been working with: **highways, transport, libraries, schools**, and have been involved in several developments, including the **Corporate LGA review** of our Voluntary and Community Sector contract, and in **children's** - supporting the Foster Carers engagement work, to review our 'offer'. This work has resulted in a lot of very positive feedback from foster carers.

37. The Co-production Board has recognised the need to extend the scope of co-production to include health partners and has invited the Chief Executive of the

Oxfordshire Clinical Commissioning Group to sit on the board alongside them. The co-production Champions also support broadening the work and have suggested more work with NHS and schools. As a result, Champions have been running workshops and speaking at meetings in the voluntary and community sector as well as across health and children's social care.

Benedict Leigh
Deputy Director Commissioning

Contact Officer: Danie Woodbridge
April 2019

Division(s): All

PERFORMANCE SCRUTINY COMMITTEE – 9 MAY 2019

UPDATE FROM THE OXFORDSHIRE COUNTY AND CHERWELL DISTRICT COUNCILS PARTNERSHIP WORKING GROUP

Report by Assistant Chief Executive (Interim)

RECOMMENDATION

1. The Committee is RECOMMENDED to note the report and progress made through the Partnership.

Introduction

2. Annex 1 is a detailed report from the Oxfordshire and Cherwell Partnership Working Group and sets out the progress made through the partnership.

Report Details

3. The report at annex 1 sets out the progress of the partnership since its inception in October 2018 and highlights where positive progress has been made alongside further opportunities for development. Both Councils have accepted the recommendations contained within the annex and a joint project team will be established to develop the next phase of partnership working.
4. The report highlights that the partnership has taken opportunities as they have emerged and commissioned more detailed business cases for joint working in several back-office services.
5. The Partnership Working Group has a clear ambition to look at how county and district services can be aligned to better meet the needs of local communities. The Working Group has endorsed early work to explore joint working in relation to housing and commissioning, family safeguarding, emergency planning, public protection and regulatory services.

Financial and Staff Implications

6. The Cabinet have agreed to develop a joint project team to expediate the delivery of further joint working savings. The project team will be jointly funded and is expected to deliver savings greater than their cost, in effect 'paying for themselves'. The initial establishment will be funded from within existing resources.

Claire Taylor
Assistant Chief Executive (Interim)
April 2019

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Oxfordshire County Council and Cherwell District Council

Partnership Review, Evaluation and Next Steps

Report of the Partnership Working Group

March 2019



DISTRICT COUNCIL
NORTH OXFORDSHIRE



OXFORDSHIRE
COUNTY COUNCIL

Contents:

- 1 Executive Summary
- 2 Recommendations
- 3 Background
- 4 Partnership Progress
 - 4.1 Delivery of Joint Working Opportunities
 - 4.2 Financial Benefits
 - 4.3 Principles and Objectives
 - 4.4. Summary of Benefits Achieved
- 5 Proposals for Partnership Development and Next steps
 - 5.1 Governance
 - 5.2 Performance and Review
 - 5.3 Operational and Project Delivery
 - 5.4 Options for the Future and Next Steps

Tables:

- Table 1: Models of Joint Working
Table 2: Examples of Joint Working
Table 3: Summary of Joint Working Deliverables
Table 4: Partnership Principles - delivery assessment
Table 5: Partnership Programme Objectives - delivery assessment

Appendices:

- Appendix 1: Joint Working Principles and Objectives
Appendix 2: SWOT Analysis
Appendix 3: Confidential Note – CEO Appraisal summary of feedback relating to partnership working

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1. Executive Summary

- 1.1 This review provides a background to the joint working partnership between Oxfordshire County Council and Cherwell District Council. The report summarises activity and progress since the inception of the partnership in October 2018 and sets out a series of options and recommendations to further develop the work that has begun in the first six months of partnership delivery.
- 1.2 The report provides an overview of joint working models and gives examples of similar arrangements in place elsewhere in the local government sector.
- 1.3 The governance of the partnership is considered, and it is concluded that the governance arrangements (i.e. the use of a 113 agreement, oversight through an informal joint working group, and a joint working committee to deal with any formal decision-making requirements) provides a solid framework for sharing services, one that is well used across the sector.
- 1.4 Successes of the partnership are considered in relation to the original principles and outcomes set (in October 2018) and with regards to the financial benefits. It should be recognised that the partnership has been in operation for only 6 months and therefore business cases for full shared services are still underway, but the report sets out that even in this short time benefits have been achieved.
- 1.5 Finally, the report makes recommendations to further enhance assurance and embed joint working into 'business as usual operations' such as performance management, internal communications, governance, project management, audit and organisational change.
- 1.6 The review provides an opportunity for Member of both councils to reflect upon the work undertaken to date and set the direction for the future development for the partnership.

2. Recommendations

Partnership Working Group is recommended to:

1. Note the progress to date developing opportunities for joint working between Cherwell District Council and Oxfordshire County Council as set out in section 4 of this report.
2. Endorse the proposals set out in this report (section 5) to continue developing joint working arrangements. These arrangements may include recruitment to joint posts and the development of shared services. To note that any new shared service arrangements will be subject to the development and adoption of specific business cases.

3. Request that officers continue to develop options for the exploration of collaborative frontline delivery arrangements that will improve access and outcomes for local people. The options may take the form of shared service delivery, closer alignment of county and district services or pilot projects. As for shared services these proposals should be brought forward with a specific business case, where necessary governance implications will be set out.
4. Request that officers prepare an annual 'performance' update to provide a summary of the achievements and benefits of joint working and that officers use this report as a model to explore joint working opportunities with other partners whether these be districts or other public sector organisations.
5. Request that a joint event is held for Members of both councils to raise awareness about joint working and its wider applications through a member briefing or seminar.
6. Endorse the ongoing use of a section 113 agreement as the framework to enable joint working. Note that the Monitoring Officer will keep under review arrangements for joint working governance requirements to ensure that governance remains fit for purpose in a shared service environment.
7. Identify any additional recommendations, lessons or feedback that the Working Group would wish to provide to Oxfordshire County and Cherwell District Council as part of this gateway review.

3. Background

- 3.1 During the summer of 2018 Members at Oxfordshire County Council (OCC) and Cherwell District Council (CDC) agreed to establish a joint working partnership. Partnership working began in October 2018 with the establishment of a joint Chief Executive role.
- 3.2 The development of the partnership represented a new opportunity to reset the tone of county and district collaboration in Oxfordshire. An opportunity to work together in the context of the Oxfordshire growth deal, the first of its kind in the country. It is also an opportunity for both authorities to explore how vertical joint working (i.e. joint working between a county and district rather than between two districts or two counties often referred to as horizontal joint working) could successfully deliver operational efficiencies. The partnership provides an opportunity in terms of reducing the cost of running services and, perhaps more importantly improving how local residents experience the delivery of services by aligning county and district frontline operations.
- 3.3 As instigators of the partnership OCC and CDC have made a bold move. Sharing services and joint working are well established within the sector however there is often a perception that like should share with like (horizontal sharing). OCC and CDC are somewhat ahead of the game, beginning to shape and develop what is beginning to be referred to as non-structural reform. This

type of reform aims to ensure that services are designed around people, communities and places rather than organisational boundaries, seeking to ensure operational efficiencies, but more fundamentally a better service experience for local communities. The goal is to ensure that the resources of both organisations are meeting both the long term and local needs of communities, through better planning and place shaping, service support designed around the recipient and a focus on prevention and demand management.

- 3.4 The first stage of this arrangement was to share a chief executive officer with an agreement to explore further opportunities. The terms and framework of the partnership are set out in a section 113 agreement. This agreement essentially enables officers from each authority to operate for the other. The councils have established a broad 113 agreement which extends beyond the CEO role to include any post or service area. It should be noted that officers working in joint roles remain employed by their 'home' authority.
- 3.5 Members set out their expectations that any long-term shared service arrangement should be subject to a detail business case. A partnership working group (the PWG) has been established to oversee the development of these business cases. The PWG has also chosen to endorse joint appointments on both an interim and permanent basis as opportunities have arisen. To date none have been permanent chief officer appointments and as such the PWG has not had to meet as a formal joint committee to undertake a Member appointments process.
- 3.6 There are several different ways of enabling joint working table 1 (overleaf) sets out the various delivery models available. After six months of operation the OCC | CDC partnership could best be described as being in the earliest stages of the second model. However, it should be noted that a mix of the three approaches can be utilised effectively. Joint working should be enabled by the most appropriate governance and delivery models and these may differ on a service by service basis.
- 3.7 The delivery of shared services has an established track record within the local government sector. Members may be familiar with the Cherwell and South Northants model whereby a fully integrated workforce delivered savings of around £20 million over the 10-year life of the partnership. Likewise, OCC established a shared service partnership with Hampshire (IBC) to deliver transactional HR and finance services, with annual savings estimated at £0.805m. Whilst neither of these models may be the preferred long-term model of shared service delivery, they do demonstrate that various shared services models are operative and offer a variety of benefits.

Table 2 outlines similar examples covering county, district and mixed examples.

Table 1: Models of Joint Working (PWC March 2019)

	1. 'Customer / supplier' partnership (Host Authority)	2. Shared roles / specialist functions (Joint direct delivery)	3. Fully shared functions (Joint direct delivery at scale)
Description	The services of one council being extended to another on a commercial/contractual or partnership basis. The supplier authority delivers defined and agreed service provision to the customer authority. Services are delivered and managed under the supplying authority's processes, practices and operational decision-making.	The councils establish shared management or specialist roles, using various legal mechanisms, to deliver services on behalf of both councils. Officers are responsible directly to both councils, with alignment of processes, practices and decision making where possible. However, these will be tailored to meet differing requirements between organisations if needed.	Similar to Option 2 but at greater scale, with the councils establishing whole functions / teams to deliver services on behalf of both councils. In some cases, some functions might primarily be utilised by one council but resources accessible by both. Integration of processes, practice and decision making where possible.
Key features	<ul style="list-style-type: none"> • 1:1 agreement between the two authorities for a specific purpose (likely use of s101 agreement). • Defined services and delegation of responsibilities (under a Service Legal Agreement of some form). • Customer authority pays the supplier authority an agreed amount for the provision of services. • Functions in this model operate using the policies, working practices and systems of the host authority. • Host authority is the employer of staff with staff transfers if required. • Various mechanisms available for accountability between customer and supplier authorities. 	<ul style="list-style-type: none"> • Use of s113 for specific posts enabling designated officers to operate for both councils but remaining an employee of their original authority. • Majority of posts continue to deliver for employing authority, following their processes and practice. • Separate budgets, with financial contribution for service costs which are proportionate to services delivered to each authority. • Mixed policies, working practices and systems used for operational delivery. • Shared roles or specialist functions directed by aligned policy goals, set either by a Joint Committee or simultaneous executive decisions. 	<ul style="list-style-type: none"> • Pooled team resource using s113 arrangements, with any subsequent new posts hosted by one authority. • Majority of posts able to deliver across both authorities. • A form of budget sharing (with appropriate accounting and audit mechanisms for each authority). • Harmonisation of policies, working practices and systems used for operational delivery (as far as possible). • Shared management and operational decision making, informed by strategic goals and priorities set by each authority. • Potential precursor for an alternative or separate delivery vehicle.

Table 2: Examples of Joint Working (PWC March 2019)

	Gloucester City / Gloucestershire	Suffolk Shared Services
Description	Shared CEO of City and Director of County, sharing of back office services, potential co-location	Babergh DC, Mid Suffolk, Suffolk County
Horizontal / Vertical	Vertical	Horizontal limited vertical
Benefits	Resilience, financial, long term opportunity to save through co-location	13m since 2011
	Selby DC and North Yorks County	Suffolk Councils Legal Services
Description	Shared senior posts, co-location, sharing of finance, exploring legal and HR.	County wide shared service based around a single case management system.
Horizontal / Vertical	Vertical	Vertical and horizontal
Benefits	1.5m saved in first three years	Resilience, co-ordination.

4. Partnership Progress

The partnership has been in operation for just under six months, commencing with the implementation the joint Chief Executive role in October 2018. At the commencement of the partnership it was agreed that a six month 'gateway' review would be undertaken. This gateway review gives Members from both councils the opportunity to reflect upon achievements and consider proposals for the future of the partnership.

Development of the partnership has combined an emergent and opportunistic approach coupled with planned and specific proposals, this has resulted in a combination of permanent and interim joint posts, detailed work exploring shared services and the early stages of service alignment in areas such as housing and commissioning.

This section sets out the progress made by the partnership during its first six months, it covers delivery of joint working opportunities, that is what has been delivered and how it is working. It then considers financial benefit and finally summarises with an assessment about the extent to which the partnership has met its stated principles and objectives (which are reproduced in Appendix 1).

4.1 Delivery of Joint Working Opportunities

4.1.1 The table below sets out the progress made in terms of joint working. The activities below reflect the agreed approach of taking opportunities as they arise and developing more detailed and specific service proposals.

Table 3: Summary of Joint Working Deliverables

Joint Senior Appointments	<ul style="list-style-type: none">• Chief Executive - the appointment of a CEO shared across both organisations. This also includes shared PA support.• The appointment of an Assistant Director shared across both organisations to lead regulatory services and public protection (permanent appointment).• The appointment of an Assistant Director shared across both organisations to lead Housing and Commissioning (permanent appointment).• The appointment of a strategic lead shared across both organisations for human resources (permanent appointment).• Interim sharing of the monitoring officer.• Interim sharing of Assistant Chief Executive / Director
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Business cases for shared services (all currently under development)	<ul style="list-style-type: none"> • Law and Governance • Finance • Human Resources • Corporate Services (including communications and marketing, corporate core services such as policy and consultation, research and business intelligence) • Regulatory Services, Community Safety and Public protection.
Provision of service arrangements	<ul style="list-style-type: none"> • Emergency Planning (OCC to CDC) • Business Continuity (OCC to CDC)
Collaboration and service alignment	<ul style="list-style-type: none"> • IT – provision of informal project assurance (CDC to OCC) • CDC and OCC shared approaches to junior management & organisational development • Early stage feasibility on how to align service development between OCC and CDC with regards to the proposed Family Safeguarding model. • Early stage development of service alignment proposals around housing and commissioning
Co-location	<ul style="list-style-type: none"> • Provision of training area at Bodicote House for OCC staff using the new Liquid Logic application • Provision of hotdesking area at Bodicote House for OCC staff

4.2 Financial Benefits

4.2.1 Joint working and shared services partnerships are able to drive out savings through a variety of means; these include shared senior management, other joint posts or service structures, shared opportunities such as procurement and commissioning, economies of scale and business process efficiency. More established partners may also seek to deliver savings through rationalisation of property and estates and shared endeavours / investments / projects that could generate income. The benefits returned depend on the nature of the partnership, its depth and ambition.

4.2.2 The Oxfordshire | Cherwell partnership to date has focused on the sharing of senior posts which have delivered savings. A small amount of financial benefit or cost avoidance has also been achieved through the provision of emergency planning and business continuity services from OCC to CDC – this amounts to around £20k (on the basis that CDC have avoided employing additional FTE and the limited funding available contributes to a shared post).

4.2.3 It should be noted that the savings outlined represent a best estimate. This is due to the fact that several of the posts are shared on an interim basis and with regards to the HR post the contribution arrangements are due be finalised at the end of March, so at this stage have been estimated. The calculations are

based on salary plus on costs and to give a sense of the annual sum have been are presented as a predicated annual saving for 2019/20 based on the assumption the current arrangements continue.

Posts shared	OCC estimated saving 2019/20	CDC estimated saving 2019/20
<ul style="list-style-type: none"> • Chief Executive • Monitoring Officer • Assistant Chief Executive/Director • Assistant Director Regulatory Services and Community Safety • Assistant Director Social Care, Commissioning and Housing • Strategic Lead for HR 	£314k	£315k
	£629k	

4.2.4 The figures above demonstrate that savings that can be realised through the sharing of senior posts. It should be recognised that other opportunities such as procurement or process efficiency haven't been taken into account.

4.3 Principles and Objectives

4.3.1 The table below sets out the principles that underpin the joint working partnership and makes an assessment about the extent to which these principles have been met. These were agreed at the meeting of the Working Group in October 2018 (the report is set out at Appendix 1).

Table 4: Partnership Principles - delivery assessment

Partnership Principle	Assessment
1) That both councils will retain their own governance and constitutional structures	Principle met. The section 113 agreement sets out how this works. No examples of conflict have emerged. No additional changes have been required to accommodate the partnership in terms of governance.
2) That there will be no restriction on each authorities' ability to determine how it exercises its functions nor how each formulates and spends its budgets	Principle met. The section 113 agreement sets out how this works. No examples of conflict have emerged.

Partnership Principle	Assessment
3) That both councils will be able to demonstrate savings or a neutral position through the joint arrangements	Principle met. All arrangements and opportunities to date have adhered to this.
4) That both councils will be able to demonstrate improved services and outcomes through the joint arrangements	At this stage no full shared services have been implemented and therefore it is too soon to be able to demonstrate this principle in action. Business cases are underdevelopment and the Partnership Working Group will wish to ensure that they can demonstrate this principle.
5) That an incremental approach will be taken to manage risk, reduce costs and minimise the impact of transition on service delivery	Principle met. Proposals have been subject to consideration on a case by case basis. No whole service decisions have yet been taken although several are under development and will be considered on a business case by business case basis.
6) That both councils will commit to working towards sharing formulation of policy, alignment of procedures and sharing of teams (subject to the approval by each council) where doing so is in the interests of residents and represents value for money	Principle met. Although in the early stages the work undertaken as part of the business case for law and governance demonstrates this principle. The lessons learnt document produced by PWC sets out how this can be supported through alignment in HR, ICT and finance. These documents are set to be consider by the Partnership Working Group in April 2019.
7) That local physical presence will be maintained and improved	Principle met. Local presence maintained. Enhanced through training and hotdesking space at Bodicote House for OCC staff. It should be noted that there is further opportunity to enhance local presence through a wider approach to estate and property management.

Partnership Principle	Assessment
8) That councillors from both councils will be fully involved in the development of the joint working arrangements	<p>Principle met. All proposals are considered by the Partnership Working Group with equal representation. The Chair and Vice Chair of the Partnership Working Group have communicated progress after each meeting.</p> <p>It should be acknowledged that there are opportunities to share and engage more widely and this forms one of the recommendations in the review.</p>
9) That both councils will work together to understand their organisational and political cultures and to assess risks and opportunities for joint working that result from these	<p>Principle met. OCC and CDC have worked to understand their organisations contexts. The Partnership Working Group has sought to understand the impact of separation between CDC and SNC and how this impacts on joint working development.</p> <p>Likewise, OCC and CDC have sought to explore how the county's transformation programme can sit alongside joint working and help to enable or unlock shared service delivery.</p>

4.3.2 The Partnership Working Group also set out as series of programme objectives to sit alongside joint working principles (Appendix 1). These are set out in the table below and again an assessment is made with regards to the success of delivery. It should be noted that the objectives for the partnership working programme reflect an ambitious and long-term agenda, so it cannot be argued that any of the objectives have been completed. However, it can be shown that work to date demonstrates that there is significant potential to meet the long-term objectives set out.

Table 5: Partnership Programme Objectives - delivery assessment

Programme Objective	Assessment
1) To effectively co-ordinate and align key areas of work such as place making and growth, community development and wellbeing for the benefit of local residents, communities and businesses.	Objective underway. The Partnership Working Group has demonstrated it can effectively consider, commission and co-ordinate opportunities for joint working. Opportunities to consider joint working in place making and growth work are in the earliest stages.

Programme Objective	Assessment
2) To develop joint working in areas where it makes sense to deliver services through integrated and/or aligned management and delivery teams.	Objective met. Joint working opportunities currently being explored in the following areas: <ul style="list-style-type: none"> • Law and Governance • Corporate services in`c policy and communications • Human Resources • Finance • Housing and Commissioning • Public Protection and Regulatory Services • Family Safeguarding • Sharing of senior posts
3) To improve (or maintain) the financial position of both councils.	Objective met. In year savings realised. On-going savings deliverable. Further potential for joint working to make savings through estate and property, procurement and demand management to be scoped.
4) To consider the potential for an effective joint management structure or joint management posts.	Objective underway. A mix of interim and permanent appointments have been made and show proof of concept. There are clear further opportunities given the number of vacancies at CDC and OCC. Savings on senior appointment (management overheads can be demonstrated).
5) To consider the potential for shared support services, serving the needs of both councils to the standards agreed by each.	Objective underway. Proposals for law and governance well advanced (expected to PWG in April 2019). Business case for joint working in HR commissioned. Finance and corporate services options to be explored in the first phase of county council transformation programme.
6) To maximise the opportunities for joint initiatives and joint working with partners in ways that better meet the needs of residents.	Objective underway. The Partnership Working Group has identified a number of opportunities to improve how residents experience services through joint work. These include co-location, alignment of frontline services and strategic co-operation in areas such as the delivery of the growth deal.

4.4. Summary of Benefits Achieved

4.4.1 In summary the OCC | CDC partnership has met the objectives and principles it set out at the early stages of joint working. The partnership has taken

opportunities as they have emerged and commissioned more detailed business cases for joint working in several back-office services.

- 4.4.2 Members of the Partnership Working Group have been explicit in their ambitions to look at how county and district services can be aligned to better meet the needs of local communities and have endorsed early work to explore this with regards to housing and commissioning, family safeguarding, emergency planning, public protection and regulatory services.
- 4.4.3 Both partners have seen the potential for financial benefit, with in year savings delivered and the opportunity for further savings identified.
- 4.4.4 Finally, the work undertaken to date could be used to test the model for wider collaboration, for example with other districts or public sector partners.

5. Proposals for Partnership Development and Next steps

This section sets out a number of recommendations and proposals to help support the development of joint working if the partnership continues. It covers governance, performance, operational and project delivery and options for the future.

5.1 Governance

- 5.1.1 There are many options that are available to provide a governance framework for joint working. These include more formal or contractual arrangements (usually managed through service level agreements), the use of arm's length employment vehicles, joint ventures and various collaborative options under different elements of local government law. The use of a section 113 enables one authority to put its staff at the disposal of another to deliver services. It provides a flexible governance model whereby service specific arrangements can be developed on a case by case basis. The 113 provides the simplest method by which to undertake joint service delivery and as such should be maintained. Alternative governance models may be considered and if necessary they will be presented as part of specific service functions or projects / business cases. The 113 therefore needs to be clear and fit for purpose, to facilitate this a brief review of the 113 is suggested to ensure it is clear and fit for purpose.
- 5.1.2 Assurance that shared services are delivering and underpinned by effective corporate governance is important, as it is for traditional forms of service delivery. It is therefore proposed that as joint working is embedded and developed the shared arrangements should be added to the both councils internal audit programmes so assurance is considered on a routine basis, as part of business as usual.
- 5.1.3 Likewise both councils may wish to add appropriate commentary to their annual/quarterly governance statements to provide on-going assurance with regards to partnership governance.

- 5.1.4 As such, it is not proposed to change the role of audit committees with regards to risk, assurance and corporate governance of shared services or joint working, these recommendations seek to reflect or embed shared services governance in both councils' respective governance frameworks. Likewise, the scrutiny arrangements of both authorities may also be used to consider joint working as and when they choose to.
- 5.1.5 The decision-making body for matters relating to Joint Working is a formal joint working committee. This committee acts as an appointments committee and oversight committee for shared services. To date there has been no requirement for the committee to meet as there have been no chief officer appointments or formal business cases for shared services. When these are developed or appointments required the committee will be required to meet.

5.2 Performance and Review

- 5.2.1 All service delivery arrangements benefit from periodic review and performance management should form part of everyday operational delivery, shared services should not be considered any differently. However, it should be recognised that where a service is shared Members and/or service commissioners need to be assured that the function is delivering. As such it is recommended that an annual review of joint working performance is presented in the form of an annual report (publicly available) setting out outcomes, achievements and savings/efficiencies delivered.
- 5.2.2 This annual review should be a shared document providing both a summary of performance and a prospectus of opportunities which could be replicated in other areas of the county. This performance review should be considered in the public meeting of the councils' joint committee to ensure transparency. The document may also be considered used by each councils' scrutiny committees.
- 5.2.3 In terms of partnership review, it should be noted at any stage members from either side of the partnership can seek to end the relationship. The 113 sets out how this process would be undertaken. As such no further 'gateway' reviews of the existence of the partnership are recommended.
- 5.2.4 It is noted that the Partnership Working Group meets in private. This is due to the nature of discussions which include human resource matters. It is suggested that shared service delivery is included in both councils' performance management frameworks so Members not on the PWG are able to access information about joint working.

5.3 Operational and Project Delivery

- 5.3.1 The Partnership Working Group has sought to align the work to separate CDC from SNC and the OCC transformation programme with the development of options for joint working. It is worth noting that CDC is on track to separate all

frontline services from SNC by July 2019 and most back office services by September 2019. As such the CDC SNC partnership does not represent a significant barrier to joint working.

5.3.2 Since the inception of the partnership the OCC transformation programme has also begun in earnest. Officers have sought to align opportunities to explore joint working alongside transformation. This has the benefit of a single programme of change and minimises the impact on staff as the principle of 'one change process' is adhered to as much as possible. It should be noted that not all elements of the OCC transformation programme are appropriate to use for the development joint working. It should also be noted that the OCC transformation programme should not prevent options for joint working being explored.

5.3.3 As part of the work that has been undertaken to prepare a business case for a shared law and governance service PWC have reviewed and considered enablers for joint working. They have made a series of reflections which are set out below. It is recommended that should the partnership continue, these are addressed by a project team dedicated to the effective implementation of joint working. The PWG will receive a more detailed summary of the lesson learnt at the meeting in April 2019.

- a) There are no barriers which prevent joint working from being implemented. A systematic approach to addressing the areas raised through this work will help to avoid any potential 'speedbumps', improve staff engagement and can save additional effort and cost at a later point.
- b) Equally pragmatism is needed –the councils could spend considerable time trying to get comprehensive solutions without delivering benefit. The three broad models of joint working (see table 1) will help services determine what is most applicable to them and make progress quickly.
- c) A mixture of different joint models is likely to be needed depending on function, given the differences in responsibilities of OCC/CDC and vertical integration required. Clear core principles will help streamline how these arrangements are managed and monitored.
- d) Example case studies of joint working between OCC and CDC will be a great catalyst for momentum in other service areas –improving the staff experience of joint working by minimising or mitigating ICT/Finance/HR operational challenges will help to establish these stories.
- e) It should therefore be a priority to address key areas such as: HR operational policies (change management; disciplinary; appraisal); Finance principles for recharges, aligning finance working practice and budget processes; and ICT workarounds.
- f) There are a number of other longer-term areas that will be important to consider and plan for, but will not need to be implemented until later (if at

all), such as: potential for pay / T&C alignment; values and behaviours for operating in partnership; greater ICT integration.

- g) An overarching view of the direction of joint working and where it is being developed will help to communicate and demonstrate mutual benefit to both councils when all is taken into account.
- h) A centrally co-ordinated programme of work alongside transformation would help to drive and implement joint working at greater pace. The log of queries and issues captured as part of this work (i.e. the law and governance business case) can be converted into a work plan to support this.
- i) A focus on cultural alignment and change management will be important – The focus of this work is on technical solutions to remove potential issues but a spirit of partnership must be cultivated and authentically felt at all levels so that joint working can be as successful as possible.

PWC March 2019

5.4 Options for the Future and Next Steps

- 5.4.1 After six months in operation the partnership has demonstrated that effective relationships between Councillors from different authorities can be formed, that opportunities can be taken as they arrive to maximise benefits and that there is potential for shared service delivery. Members have also identified additional ambitions and areas for joint working, including public estate and alignment around frontline services.
- 5.4.2 Following the six-month review there are two options; to continue to develop the partnership or to cease partnership working and revert to single authority arrangements.
- 5.4.3 The activity completed in the last six months suggests that there are no operational or financial reasons not to continue developing the partnership. Further opportunities have been identified and a solid working relationship between both officers and Members of the two councils has been formed to lead delivery. A series of improvements have been identified in this review to improve awareness, to improve project delivery, increase transparency and embed the partnership in the governance arrangements of both councils (for example including in the audit programme).
- 5.4.4 The alternative option would be to decommission the partnership. This would require the 113 agreement to be ended and all existing joint working arrangements to come to an end. Oxfordshire County and Cherwell District councils would then need to redefine their working relationship.
- 5.4.5. In summary it can be concluded that the first six months of partnership operation have demonstrated the 'proof of concept'. No governance issues have emerged that have prevented joint working, protocols to manage conflict

of interests have been put in place and joint human resource processes have been tested.

- 5.4.6. As such it is proposed that the partnership continues to develop on its current trajectory. That the principles and programme objectives as set out in Appendix 1 are re-endorsed and that all the improvements to performance, governance, and operational delivery contained within this report are accepted. It is also recommended that a short review of the 113 agreement is undertaken to ensure it is clear and fit for the next phase of the partnership. No further gateway reviews are recommended, ongoing assurance and performance managements arrangements should be used to ensure effective Member and managerial oversight.

Appendix 1: Joint Working Principles and Objectives

CHERWELL DISTRICT COUNCIL AND OXFORDSHIRE COUNTY COUNCIL PARTNERSHIP WORKING GROUP

Joint Working Principles and Objectives

23 October 2018

Executive Summary

1. This paper sets out the draft principles of joint working as considered in July by both Councils.
2. The Partnership Working Group is asked to consider these principles and note that they will form the guiding framework by which the partnership work programme is managed.
3. It should also be noted that after six months the programme will be reviewed, and success will be considered using these principles and objectives as the baseline.
4. The working group is asked to review the principles and objectives and identify any gaps or omissions that they would wish to see included. It is anticipated that any business case for joint working will need to reflect the principles and meet one or more of the objectives set out.

Principles of Joint Working

- 1) That both councils will retain their own governance and constitutional structures
- 2) That there will be no restriction on each authorities' ability to determine how it exercises its functions nor how each formulates and spends its budgets
- 3) That both councils will be able to demonstrate savings or a neutral position through the joint arrangements
- 4) That both councils will be able to demonstrate improved services and outcomes through the joint arrangements
- 5) That an incremental approach will be taken to manage risk, reduce costs and minimise the impact of transition on service delivery

- 6) That both councils will commit to working towards sharing formulation of policy, alignment of procedures and sharing of teams (subject to the approval by each council) where doing so is in the interests of residents and represents value for money
- 7) That local physical presence will be maintained and improved
- 8) That councillors from both councils will be fully involved in the development of the joint working arrangements
- 9) That both councils will work together to understand their organisational and political cultures and to assess risks and opportunities for joint working that result from these

Programme Objectives

- 1) To effectively co-ordinate and align key areas of work such as place making and growth, community development and wellbeing for the benefit of local residents, communities and businesses.
- 2) To develop joint working in areas where it makes sense to deliver services through integrated and/or aligned management and delivery teams.
- 3) To improve (or maintain) the financial position of both councils.
- 4) To consider the potential for an effective joint management structure or joint management posts.
- 5) To consider the potential for shared support services, serving the needs of both councils to the standards agreed by each.
- 6) To maximise the opportunities for joint initiatives and joint working with partners in ways that better meet the needs of residents.

Appendix 2: SWOT Analysis (strengths, weaknesses, opportunities, threats)

The analysis below sets out the strengths, weaknesses, opportunities, threats associated with the partnership:

Strengths	Weaknesses
<ul style="list-style-type: none">• Collaborative approach• Strong working relationships are developing• Maturity – sector leadership demonstrated• Early progress demonstrates a willingness to deliver and a proof of concept• Ability to move at pace demonstrated• Ability to realise savings demonstrated• Governance arrangement established	<ul style="list-style-type: none">• Currently there is no project team supporting the partnership programme and there is a risk that opportunities may be missed or not delivered at pace• The partnership is not well understood outside of the working group, which may lead to misunderstandings about how shared services work• No communications strategy for the partnership – either internal or external.
Opportunities	Threats
<ul style="list-style-type: none">• OCC ICT service improvement work is about to commence which could facilitate the development of a joint IT offer• Back office savings for both authorities due to joint working are deliverable, and whilst they may only reduce running costs in the early stages they may also facilitate more effective joint working across the county• Opportunities to collaborate on strategic matters such as the growth deal and demand management identified• Ambitious transformation programme affords opportunity to help drive change• Willingness to use the partnership to pilot joint working ideas that could be replicated cross county• Opportunity to use the partnership to revitalise agenda such as co-location, estates and property	<ul style="list-style-type: none">• Partnership seen as limited or benefits not applied more widely across the county and the districts• ICT, finance and HR services enable joint working and as such some alignment is required, this is currently in the earliest stages• So much scope and potential for joint working that efforts are spread too thinly• Other districts may feel excluded•

Division(s): ALL

SCRUTINY COMMITTEE – 9 MAY 2019

HOUSEHOLD RECYCLING RATE UPDATE REPORT

Report by Director for Planning and Place

RECOMMENDATION

1. **The Committee is RECOMMENDED to note the report and support the communications planned for 2019/20**

Executive Summary

2. At the March 2019 Performance Scrutiny meeting, the Quarter 3 Business Management and Monitoring Report 2018-19 reported that the status of the 'proportion of household waste reused, recycled or composted' had moved from Green to Amber. Our target is a 60% recycling and composting rate, and the report projected an end of year outturn of 58.58%.
3. This report explores the reasons for the this and notes the decline in recycling rates in the county is a trend that has been mirrored nationally. Despite this, in 2017/18 Oxfordshire was the top ranked County Council Waste Disposal Authority in the county.
4. Nationally the government have produced the Resources and Waste Strategy (RaWS) and four associated consultations which the county and districts are jointly responding to.
5. Oxfordshire Local Authorities are also working together to address the immediate issue of stagnating recycling rates including the development of Oxfordshire's Joint Municipal Waste Management Strategy and increased communication to residents to reduce contamination.

Introduction

6. The Quarter 3 Business Management and Monitoring Report 2018-19 reported that the status of the 'Proportion of household waste reused, recycled or composted' had moved from Green to Amber. Our target is a 60% recycling and composting rate, and the report projected an end of year outturn of 58.58%.
7. While slightly under our target, this recycling and composting rate is still amongst the very best in England. In 2017/18 Oxfordshire had a recycling rate of 57.2% and was the top ranked County Council Waste Disposal Authority (CCWDA) in the country.

8. Nationally recycling rates have stalled, and in some places started to decline, and Oxfordshire’s experience is in line with this national picture. This report details some of the issues, and the action that we are taking to address them.

Current reuse, recycling and composting rates

9. In a two-tier waste authorities the District and City Councils are responsible for providing a kerbside waste collection service, and the County Council are responsible for providing waste disposal services and Household Waste Recycling Centres (HWRCs). In Oxfordshire the District and City councils make their own arrangements to manage the dry recycling they collect at the kerbside (paper, card, glass etc) and use County Council contracts to recycle their food and green waste, and to dispose of any non-recyclable waste at the Energy Recovery Facility at Ardley.
10. Oxfordshire has had the highest reuse, recycling and composting rate of any CCWDA for 7 years running (some Unitaries have higher recycling and composting rates). Early introduction of household food waste collections and adoption of easy to use co-mingled recycling collections helped Oxfordshire reach the top spot with 57.2%, but other authorities are now catching us up and the gap is reducing. This year Buckinghamshire County Council is at 56.6% and Cambridgeshire County Council at 54.8%.
11. As well as including waste collected from the HWRCs, Oxfordshire County Council’s rate includes all the household recycling and composting collected by the city and district councils who are also performing very well in the league tables (Table 1). Three of the five authorities are in the top 10 Waste Collection Authorities in the country, and when compared to other City Councils, Oxford City is in the top 3. (Recycling in a city has different challenges – there is far less green waste to collect for composting than in a rural authority, and with a large student population Oxford City has a population turnover of around 25% each year requiring repeated, intensive communications.)

Table 1: Recycling and composting rates

Authority	% Reuse, recycling or composting rate	Position in league table 2017/18	Position in league table 2016/17
Disposal Only Authorities			
Oxfordshire County Council	57.2%	1	1
Collection Only Authorities			
Cherwell District Council	55.6%	25	23
Oxford City District Council	50.8%	50	66

South Oxfordshire District Council	63%	1 (joint)	2
Vale of White Horse District Council	60.4%	7	4
West Oxfordshire District Council	59.6%	10	3

13. A misclassification error has been identified with Vale of White Horse quarter four returns for garden waste which has impacted on their overall result. The correct reuse, recycling and composting rate for 2017/18 was 62.36% not 60.4% as reported. This would have resulted in Vale of White Horse being fourth in the WCA league table. This error has been reported to Defra and while they have a policy of not correcting data at this stage they have stated they will make the revision in time for the next release of data in November 2019. This will also raise the county recycling rate to 57.6%

Challenges to improving recycling and composting rates

14. There are a number of factors impacting Oxfordshire's recycling rates:
- a. Nationally recycling rates have stagnated, and for the first time in 2016 they fell. Changes in legislation impacted the recycling rates of all local authorities and a lack of national policy and focus combined with the impact of austerity meant councils across the country had focused their attentions elsewhere. Residents have also become increasingly confused with the wide range of materials use by manufacturers that they needed to correctly identify for recycling which combined with less communications from the councils has had a detrimental impact.
 - b. In January 2018 the Chinese Government introduced new import rules for certain types of waste. This has led to the UK needing to seek new markets to send our recyclables to, and an increased pressure to ensure that these materials are free from contamination. This has had a direct impact on the tonnage of materials 'rejected' from recycling plants and needing to be sent for disposal.
 - c. Consumer habits are also changing – many now source their news through online channels rather than reading a paper, reducing the amount of paper sent for recycling. Improving technology means lighter packaging materials (such as thinner glass bottles and jars) or new ways of packaging products (such as refills sold in laminated pouches). These have been highly successful in reducing transport costs (and associated carbon impacts), but also reduce the tonnage of material sent for recycling. Unfortunately, in some cases the new packaging is not recyclable at all and adds to residual waste tonnages.
 - d. Green waste tonnages fluctuate from year to year as they are highly dependent on the weather and this can have a significant impact on our countywide recycling rates. Summer 2018 was exceptionally hot and

dry, and this reduced the amount of green waste sent for composting by 1497t. If composting tonnages had been similar to 2017, this would have increased our countywide recycling rates to 59.11%

Actions underway to address the issues

National Action:

15. In December 2018, a national Resources and Waste Strategy (RaWS) was released. The Strategy is bold and ambitious and has the potential to transform the waste industry, and the involvement of local authorities in managing waste. Government is keen to preserve our stock of material resources by minimising waste, promoting resource efficiency and moving towards a circular economy.
16. In February 2019 the Government followed up RaWS by releasing 4 consultations (detail provided in Appendix 1). The Government hope that, once implemented, these will work together to ensure manufactures produce products made of recycled content, that are able to be recycled, and that they cover the costs of managing the materials at the end of their life. These drivers will incentivise local recycling and manufacturing markets to develop and reduce our reliance on sending waste overseas. Local Authority (LA) collections will be altered so that a consistent range of materials are collected, in a consistent way. LA will receive funding from manufacturers to cover some of our costs. Policies are expected to start in 2023.
17. While these proposals have the potential to dramatically reduce the environmental impact of the waste we as a country produce, it will change the LA role in the process. If material is removed from our control, our recycling rates may fall (while the national recycling rate rises). The changes also have the potential to increase our costs; it has been stated that Government will cover the cost of new burdens on LA, and funding from product manufactures should also reach LA, but the exact implications of this are not yet known.
18. We are working through the consultations as a county, to assess their impact and formulate our responses. We are also linked in with the National Association of Waste Disposal Officers (NAWDO), Local Authority Recycling Advisory Committee (LARAC), Association of Directors for Environment, Planning and Transport (ADEPT), Chartered Institution of Wastes Management (CIWM), Waste and Resources Action Plan (WRAP) and the Local Government Association (LGA) to ensure that LA interests and concerns are represented.

Local Action:

19. Oxfordshire Local Authorities are working together to address the immediate issue of stagnating recycling rates, and the longer-term changes proposed:
 - a. Oxfordshire's Joint Municipal Waste Management Strategy (JMWMS) has been agreed by The Oxfordshire Environment Partnership (OEP) and is currently in the process of being adopted by all partners. The

strategy sets out how we will work together over the next 5 years to reduce waste arisings and increase recycling rates. It includes ambitious recycling and composting targets of 65% by 2025.

- b. At the March 2019 meeting of the OEP all authorities agreed to jointly fund a Partnership Officer post. This role will help us to implement the JMWMS and navigate the changes that the RaWS changes will bring. It will investigate the potential of closer partnership working, joint contracts and sharing savings.
- c. Communications to residents have been increased to focus on reducing contamination rates and increasing recycling. Examples include a successful 'Recycle week' campaign in September 18 focusing on plastics; seasonal promotions focused on recycling pumpkin waste and Christmas leftovers; door knocking which has increased food waste tonnages; recycling wheels and other literature have been issued to help residents place materials in the correct bin; removing as many old 360 litre residual bins and replacing them with 180 litre wherever possible; using clear sided bins in flats to reduce contamination and increase accountability; and supporting the 'Great British Spring Clean'.
- d. Councils are also focused on helping residents to reduce the amount of waste being produced in the first place. We have established a reuse scheme at Dix Pit HWRC; In response to growing interest in using washable nappies we have established 2 new trial kit holders in the county and provided extra trial kits to those with a long waiting list; we have supported 'Refill' across the county, increasing the number of places where residents can fill up water bottles; Through the Community Action Group Project we have established community fridges in a number of locations and provided training to others interested in establishing them; run very successful repair cafes across the county to keep electricals in use for longer and supported the establishment of a 'library of things' so that residents can borrow items they only need occasionally rather than purchasing them.

20. We are currently planning communications for 2019/20 and anticipate that alongside continued efforts to reduce recycling contamination we will carry out campaigns on food waste recycling and fly tipping. Major events planned for this year include the 'Oxfordshire Reuses' event during Oxfordshire Green week (8-16 June 2019), as well as continued talks to community groups and schools.

Sue Halliwell
Director for Planning and Place

Contact Officer: Rachel Burns, Waste Strategy Manager, 07789 877310
May 2019

Annex 1:

EPR, DRS, Consistency and Plastic Packaging Tax Consultations

This briefing outlines the contents of four consultations released in February 2019 that were highlighted in the Resources and Waste Strategy published in December 2018. The consultations cover:

- Consistent collections including food waste and free garden waste
- Extended Producer Responsibility for packaging and the concept of full net cost recovery for local authorities
- Deposit Return Scheme (beverage containers) for the UK
- Taxing plastic packaging with less than 30% recycled content

All four consultations run for 12 weeks with a closing date of 12 May for the plastic packaging tax one and 13 May for the other three. Over 300 questions are asked across the 4 consultations. The consultations are seeking opinions on principals rather than detail, and while impact assessments have been produced for each, it is not yet possible to work out the exact implications and costs or benefits for individual authorities.

Officers from all Oxfordshire Authorities are coordinating to develop responses to the four consultations with the aim of submitting one response on behalf of all of us, as well as individual responses.

Subject to the outcome of these consultations there will be further consultations in late 2019 or early 2020 on the detail of proposals, regulatory changes to implement these measures and supporting guidance.

The Government has again stated that Local Authorities would receive funding to cover any additional burdens placed on them resulting from legislative change.

Summary of Consistency Consultation

This consultation is concerned with having consistent collections and recycling to improve the quantity and quality of municipal waste recycled in England. It directly impacts on local authority waste collections and is looking at proposals for all waste collection authorities to:

- collect the same core set of dry recyclable materials from households (plastic bottles and plastic pots tubs and trays, glass packaging (bottles and jars), paper and card, and metal packaging). Views are being sought on whether cartons, flexible plastics and black plastics should also be included.
- have separate weekly food waste collections from households

Other measures that are also contained within the consultation are:

- whether waste collection authorities should provide a free garden waste collection service for households with gardens
- how to achieve greater separation of dry materials in collections, especially paper and glass to improve the quality of dry recyclables collected from households (should recycling collections be comingled, 2 stream (separate glass) or multistream.
- having standardised bin colours for waste and recycling
- whether statutory guidance on minimum service standards for waste and recycling services should be introduced, including collection frequency
- how to develop non-binding performance indicators to support local authorities to deliver high quality and quantity in recycling and waste management
- how to support joint working between local authorities on waste;
- alternatives to weight-based targets;

It is hoped that the measures in this consultation and the others will help achieve a recycling rate of 65% by 2035.

Following legislation there is a stated expectation that local authorities would transition to consistency at the point of next contract renewal or whenever is the cheapest to do so. There is a recognition that there needs to be enough lead time for industry and local authorities to plan and adapt their services, and for existing market barriers to have been addressed. It is still expected all local authorities would adopt consistency at the earliest opportunity.

Summary of Packaging ERP Consultation

The proposals being covered in this consultation are concerned with reforms to the packaging waste regulations and explore:

1. The definition of full net cost recovery and approaches to recovering full net costs from producers
2. Incentives to encourage producers to design and use packaging that can be recycled
3. The businesses that would be obligated under a packaging extended producer responsibility system
4. Producer funding is used to pay local authorities for the collection and management of household packaging waste and to support the collection for recycling of household-like packaging arising in the commercial waste
5. Mandatory labelling on all packaging to indicate if it is recyclable or not
6. New packaging waste recycling targets for 2025 and 2030, and interim targets for 2021 and 2022
7. Alternative models for the organisation and governance of a future packaging extended producer responsibility system
8. Measures to strengthen compliance monitoring and enforcement including for packaging waste that is exported for recycling

Principles of EPR

The following principles are highlighted in the consultation:

1. Businesses will bear the full net cost of managing the packaging they handle or place on the market at end of life.
2. Fees raised from obligated businesses will be used to support the management of packaging waste and the achievement of agreed targets and outcomes. Local authorities will be expected to meet any minimum service standards for the household collection service they provide
3. All packaging should be labelled as recyclable or not recyclable to make it easier for people to recycle and dispose of packaging waste

Full Net Cost Recovery

The proposed definition of full net cost covers:

- Collection, transport, sorting, treatment, recycling or disposing of any 'in scope' packaging
- Providing information to consumers on recycling packaging waste and anti-littering
- Clean up of littered and fly-tipped packaging items
- The collection, collation and reporting of relevant packaging and waste management data (including litter and fly-tipping)

The income obtained from the sale of recyclable materials would be netted off.

Summary of DRS Consultation

This consultation seeks views on proposals to introduce a DRS for drinks containers in England, Wales and Northern Ireland, whilst recognising that any DRS should form part of a coherent system across the UK.

Options

There are two options being considered in the consultation.

- **'all-in' model**, would not place any restrictions on the size of drinks containers in-scope of a DRS. This would target a large amount of drinks beverages placed on the market.
- **'on-the-go' model**, would restrict the drinks containers in-scope to those less than 750ml in size and sold in single format containers. This model would target drinks beverages most often sold for consumption outside of the home (while 'on-the-go').
- An alternative to introducing a DRS would be for all drinks containers to be captured under a reformed packaging producer responsibility system.

This consultation proposes that beverages sold in PET, HDPE, plastic bottles, steel and aluminium cans, and glass bottles should be included. Views are sought on whether disposable cups, cartons, pouches, and energy gel sachets should be included.

It is proposed to include all soft drinks (including water and juices), alcoholic drinks and drinks containing milk and plant-based drinks e.g. smoothies, milkshakes, ready-to-drink coffee, flavoured milk and yoghurt drinks. The intention is to exclude drinks containers containing milk from a DRS, including soya and other plant type milks.

The consultation does not give stated preference for how much the deposit should be and asks for suggestions.

As this will potentially remove valuable materials from the LA waste stream the consultation states that:

'We are considering a funding formula whereby local authorities could be paid the deposit amount on drinks containers by the DMO without having to physically return them via a designated return point. Local authorities could then use this money for the benefit of the environment, or other wider priorities.'

Summary of Plastic Packaging Tax Consultation

The Government is planning to tax plastic packaging that contains less than 30% recycled material to stimulate end markets for plastic and promoted better design of packaging.

The consultation includes several specific questions on:

- defining products within the scope of the tax,
- setting a threshold for recycled plastic content
- the approach to rates
- the precise point at which the tax is charged and who will be liable to pay
- how to minimise administrative burdens for the smallest operators and/or low volumes of production or import
- the treatment of imports and exports
- promoting compliance and preventing opportunities for tax avoidance or evasion
- how business can demonstrate the recycled content of their products in a robust way

This consultation has the least direct impact on Local Authorities, but it is hoped that by stimulating a market for recycled plastics, the materials that we collect will have a viable, stable, UK based outlet.

Division(s): All

PERFORMANCE SCRUTINY COMMITTEE – 8 MAY 2019

SCRUTINY ANNUAL REPORT 2018-2019

Report by Policy and Performance Service Manager

RECOMMENDATION

1. **The Committee is RECOMMENDED to comment on the report prior to its presentation to Council for approval.**

Introduction

2. Each year the Scrutiny Annual report provides a summary of the work and impact of the Council's scrutiny function. The Council has three scrutiny committees: Performance Scrutiny, Education Scrutiny and the Joint Health Overview and Scrutiny Committee. This year has also seen the creation of the Joint Horton Health Overview and Scrutiny Committee and the Joint Transformation (Audit and Governance and Performance Scrutiny) Sub-Committee.
3. The report is structured by committee and highlights the areas where scrutiny has had the most impact on decision-making. The role of scrutiny has become increasingly important for ensuring the needs of Oxfordshire residents are at the forefront of decisions about local services. The full report is attached at annex 1 to this report.

Next Steps

4. The attached report is in draft form and the Performance Scrutiny Committee are invited to comment on the draft prior to consideration at Council on 21 May. The Audit and Governance Committee will also be considering the same draft at their meeting on 8 May.

Ben Threadgold
Policy and Performance Service Manager

Background papers:

Contact Officer: Lauren Rushen, Policy Officer
April 2019

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**OXFORDSHIRE
COUNTY COUNCIL**

Scrutiny Annual Report

2018-2019

Foreword

Overview and Scrutiny forms an integral part of the Council's operations, with its influence being seen in the budget setting process, policy development, performance monitoring and the drive for continuous service improvement. The Council continues to face ongoing budget pressures and is embarking on an ambitious transformation programme. This means that it is vital to ensure that we have strong overview and scrutiny arrangements to ensure robust challenge and transparent decision making.

The recent Peer Challenge highlighted that the overview and scrutiny function was strong and valued by the organisation. This annual report highlights some of the challenges that the function has proactively taken on, to address current and emerging concerns and to deliver improved services for the residents of Oxfordshire. Our aim has been to provide challenge and insight to ensure that the Council's and the NHS's proposals serve the residents of Oxfordshire as fully as possible.

This year has seen the establishment of two joint committees. Firstly, the Horton Joint Health Overview and Scrutiny Committee which has been set up in response to advice from the Secretary of State and Independent Reconfiguration Panel (IRP) to oversee changes to obstetric services at the Horton General Hospital. Secondly, the Joint Transformation Sub-Committee which has brought together Councillors from the Performance Scrutiny and Audit and Governance Committees to oversee and monitor the delivery of the Council's transformation programme.

The committees have continued to undertake a considerable amount of work via committee meetings, working groups and visits. Through the information received, scrutiny committees have made recommendations to Cabinet and partners in the NHS for policy changes and service improvements.

We are proud of the achievements that the scrutiny committees have made this year and look forward to building on this. We hope you find this report interesting and informative.



Cllr Liz Brighthouse OBE
Chairman of the
Performance Scrutiny
Committee



Cllr Arash Fatemian
Chairman of the
Oxfordshire Joint Health
Overview and Scrutiny
Committee



Cllr Michael Waine
Chairman of the
Education Scrutiny
Committee

Executive Summary

Overview and scrutiny play a crucial role in holding decision makers to account, enabling the voice and concerns of the public and driving service improvement.

In 2018-19, the County Council's three overview and scrutiny committees focused on areas where they could have the greatest influence on outcomes for the people of Oxfordshire and overseeing significant service redesign across the Council.

The **Performance Scrutiny Committee** has continued to use business monitoring reporting as a key way to identify and scrutinise high priority service areas across the Council. This has included completing deep dives into recycling rates, young carers and another on highways.

The Committee has scrutinised key partnerships throughout the year including Oxfordshire Safeguarding Children and Safeguarding Adults Boards; Thames Valley Police and the Police and Crime Commissioner; and Oxfordshire Local Enterprise Partnership. The Committee has also received a report from Healthwatch, commissioned by the County Council, into the redesign of daytime support services across the County.

Oxfordshire Joint Health Overview and Scrutiny Committee (HOSC) has met formally five times in 2018/19 and in addition, carried out its first Task and Finish Group on Muscular Skeletal (MSK) Services. A new joint Health Overview and Scrutiny Committee has been established to scrutinise the Horton Hospital proposals. Over 2018/19 HOSC has agreed a new protocol aimed at improving working relationships between HOSC and health partners.

HOSC has continued to seek reassurances about the timescales surrounding the future of Wantage Community Hospital and following a presentation from the Clinical Commissioning Group in November 2018 has established a Task and Finish group to monitor the delivery of the Local Health Needs Assessment Framework in Wantage.

The **Education Scrutiny Committee** has continued its focus on previously identified key areas of concern through 'deep dive' committee working groups. The Committee received a progress report on the implementation of recommendations from the exclusions deep dive, completed a deep dive into secondary school attendance and is due its third deep dive into educational attainment.

Another key area in which the committee's scrutiny has had an impact included the proposed Home to School Transport Policy in June 2018, particularly as it related to arrangements for children with SEND, post-16.

1. Introduction

- 1.1 The Scrutiny Annual Report summarises the activities of the Council's three Overview and Scrutiny Committees between April 2018 and March 2019. Membership of the Scrutiny Committees is included at annex 1.
- 1.2 The report highlights key areas of work each committee has undertaken over the last year and where the influence of scrutiny has been greatest.
- 1.3 This year the scrutiny chairmen have continued to build on the practical steps that were implemented following a light touch review of the function that was completed last year. Chairmen have sought to balance the committees' time between performance monitoring, deep dives into topics of concern, policy development and scrutiny of partnership arrangements.

2. The Role of Scrutiny

- 2.1 Overview and scrutiny arrangements were established under the Local Government Act 2000. They are a mechanism for non-executive Councillors to examine the policies and decisions of Cabinet and other executive decision makers, identify problem areas and issue reports. Overview and scrutiny also has additional roles to scrutinise crime and disorder issues, flood risk management and health.
- 2.2 Specifically, the powers and functions of overview and scrutiny committees include the ability to:
 - Hold inquiries and produce reports and recommendations to the cabinet
 - Require cabinet members and officers to appear before them; and
 - Require a response to its reports within two months
- 2.3 Scrutiny provides the opportunity to challenge policy and decision makers through an evidence based investigative process that aims to resolve problems in the public interest and drive service improvements. It does this by holding the cabinet and senior officers to account but also through constructive dialogue between the public and councillors. The Centre for Public Scrutiny (CfPS) stated that scrutiny has four principles:
 - Provides 'critical friend' challenge to executive policy-makers and decision makers,
 - Enables the voice and concerns of the public
 - Is carried out by 'independent minded governors' who lead and own the scrutiny process,
 - Drives improvement in public service.
- 2.4 HOSC has specific health scrutiny powers governed by statute. Chief among these powers is the ability to:
 - Require officers of NHS bodies to attend committee meetings.

- Require the local NHS to provide information about the planning, provision and operation of the health service in the area.
- Make reports and recommendations to NHS bodies.
- Refer proposals for substantial changes to health services to the Secretary of State for decision if the committee believes the consultation has been inadequate, if there were inadequate reasons for not consulting, or if the proposals would not be in the interests of the local health service.
- The NHS is obliged to consult the HOSC on any substantial changes it wants to make to local health services, in addition to its wider responsibility to involve and consult the public. The Committee and local NHS have an agreed process to help both parties determine if a proposal constitutes a substantial change, known informally as 'the toolkit'.

3. Performance Scrutiny Committee

3.1 The Performance Scrutiny Committee has a membership of 11 county councillors and is chaired by Cllr Liz Brighthouse OBE and Cllr Jenny Hannaby is the deputy chairman. The committee met seven times during 2018-19.

3.2 The committee's key functions, as outlined in the constitution, include:

- Scrutinising the performance of the council;
- Providing a focused review of corporate performance and, directorate performance;
- Scrutinising financial reporting and budgets;
- Raising queries or issues of concern that may occur over decisions being taken in relation to adult social care, to provide a specific committee for addressing such queries;
- Discharging the Council's scrutiny responsibilities under the Police and Justice Act 2006; to review and scrutinise decisions made, or actions taken by community safety partners.

Performance Management:

3.3 The committee has continued to use the Business Management report as a means for holding the Council to account for the pledges it makes in the Corporate Plan and for determining future areas for scrutiny. Through examining overall performance, the committee plays an important role in driving improvement across some of the Council's highest priority areas. The Committee welcomes the move from quarterly to monthly reporting from April 2019 onwards as this will allow the it to receive more timely information.

Deep Dives:

3.4 The Performance Scrutiny Committee has undertaken three deep dives during the past year:

3.5 *Household Recycling:* This deep dive was completed in May 2018 and was commissioned after a performance report highlighted that household recycling rates were below target, particularly in relation to composting and dry recycling.

The deep dive highlighted that there is a countywide Joint Waste Management Strategy between the county and districts and city councils. The deep dive made eight recommendations to Cabinet, six of which were accepted. The accepted recommendations included promoting the 'reduce, re-use, recycle' message, recognising the importance of working with local collective authorities to create greater synergy in waste collection services and creating a joint communication strategy for residents and manufactures about recycling.

- 3.6 *Young Carers*: An initial report for this deep dive was completed in September 2018 and was started in response to the Committee reviewing the implementation of the Health Inequalities Commission report into health inequalities in the county. The deep dive looked at the profile and number of young carers in Oxfordshire, the challenges they face, access to support and services and how the Young Carers Service work in partnership to identify and support young carers. The deep dive identified that the number of young carers in the county continues to grow. The deep dive highlighted that because of their caring role, around a third of young carers in the county have school attendance below 85%. It also highlighted that the biggest challenge that the Council faces is identifying young carers, as they are often isolated and may not see their role as anything out of the norm. The Council's Young Carers Service was incorporated into the Family Solutions Service in June 2018 to work with a much wider range of vulnerable families. The working group noted that whilst a number of young carers had been identified, more work was needed on effective practice in provision of support for young carers. Further work is being undertaken to meet with young carers and the deep dive will report to Cabinet in the new council year.
- 3.7 *Highways*: This deep dive was completed in January 2019 after the committee recognised that the condition of roads has a significant impact on levels of public satisfaction with the Council and the local area. The deep dive investigated the factors affecting public perception and experience of highways and the Council's approach to improving this. The group worked with officers to identify opportunities for improving the condition of the road network, tackling congestion, better managing the impact of street works and adapting our approach to maintenance contracts and partnership working on the highway.

Call-In:

- 3.8 The call-in procedure allows the Performance Scrutiny Committee to compel the Cabinet to reconsider a decision made by its members but not yet implemented. The committee considered one call-in during 2018/19 into Post-16 Home to School Transport provision for children with Special Educational Needs or Disabilities (SEND), in July 2018. Nine councillors requested that the committee consider the call-in on the grounds that further information was needed in relation to how the policy would be implemented and requesting further assurances about the effectiveness of the proposed changes. The committee heard representations from the lead call-in councillor, Cabinet member for Children and Family Services and the Director of Children's Services. The committee agreed to refer the decision back to Cabinet for

further consideration. The matter is currently subject of a Cabinet Advisory Group who are due to report in Summer 2019.

- 3.9 Thames Valley Police Delivery Plan 2018-19:** The Chief Constable of Thames Valley Police attended a Committee meeting to discuss the Thames Valley Police delivery plan. The committee noted that although crime rates had increased, the numbers were still relatively low. It was also reported to the Committee that there had been a noticeable increase in knife crime which appeared to mirror the reduction in the number of 'stop and searches'. The committee also questioned the Chief Constable over capacity issues with the 101 service, the Chief Constable noted that there had been a big increase in the number of people reporting 101 issues online but acknowledged that there were capacity issues with the service.
- 3.10 Community Safety Services Annual Report 2017-18:** Councillors considered the Community Safety Services Annual Report 2017-18 in September 2018. The report is produced for the County Council, Councillors and the public to provide them with a review of the Service's performance over the last financial year. Highlights from the report included proactive referrals to Safeguarding when interacting with the public around wellbeing and vulnerability, with 246 referrals which is an increase on the previous year. The committee also noted improvements in wholtime staff sickness rates. The committee asked questions of the Chief Fire Officer that enabled it to gain a greater understanding of the community work that the service does particularly around smoking and alcohol campaigns, Safe and Well Visits and highways safety. Councillors also asked questions about the memorandum of understanding agreed in relation to unauthorised encampments across the county.
- 3.11 Transformation Programme:** The committee has received regular updates on the Council's transformation programme. In September 2018, the committee asked questions of officers and the Council's delivery partner for this stage of the delivery programme. Councillors sought reassurances that the public and Councillors had been consulted during the design phase to ensure that systems worked for them. Councillors also sought reassurances that anticipated savings could be delivered with minimal staff redundancies. The committee requested that further engagement with Councillors was undertaken. This has led to the establishment of a joint sub-committee between the Performance Scrutiny Committee and the Audit and Governance Committee to specifically look at the transformation programme.
- 3.12 Community Safety Risk Management Plan:** The Community Safety Risk Management Plan (CRMP) is an integrated risk register that Fire Authorities are required to publish under the Fire and Rescue Services Act 2004. There are a number of requirements of the Plan including an up-to-date risk analysis of the local area that demonstrates how prevention, protection and response activities are used to prevent incidents. The committee commented on a draft of the CRMP in November 2018 and was pleased to see a project that sought to improve standards in rented housing in conjunction with Trading Standards. The committee also heard that local officers were attending Town and Parish Council and other local meetings to engage the public in the development of

the plan. The committee were pleased to see that improvements had been made in improving diversity of the service in terms of gender but noted that further work was required to engage with black and minority ethnic (BME) communities.

- 3.13 Safeguarding Adults Annual Report:** The independent Chairman of the Oxfordshire Safeguarding Adults Board presented its annual report to the Committee in November. The committee was pleased that more public engagement had been involved in the production of the report and that there had been a 9% decrease in safeguarding concerns being referred to the authority and felt that this reflected enhanced partnership working.
- 3.14 Safeguarding Children's Annual Report:** Local Safeguarding Children Boards were setup under the Children Act 2004 and co-operate with each other to safeguard children and promote their welfare. The Board has representation from all six Oxfordshire local authorities, the probation service, community rehabilitation, Thames Valley Police, Oxfordshire Clinical Commissioning Group, health trusts and schools. The independent Chairman of the Board attended to present the report of the Oxfordshire Safeguarding Children's Board. The Committee noted that academisation of schools had made it more challenging to deal with exclusions, students on part-time timetables and elective home education. All schools are required to return data and reports which help to identify where additional support is needed. Child and Adolescent Mental Health Services (CAMHS) waiting times had initially improved but were still challenging.
- 3.15 Commissioning of Mental Health Social Work Services:** In November, the committee received an update on the new partnership arrangements with the provider of mental health assessments. The social welfare aspects of the service were taken back by the Council in September 2018. The Committee learnt that around 50 cases were taken back and any staff who were transferred have not had the terms and conditions of their employment changed. The Committee requested to be kept updated on these cases during the next Council year.
- 3.16 Service and Resource Planning 2019/20 – 2022/23:** The committee undertook its annual scrutiny of the Council's service and resource planning process. This year the committee made a number of overarching points on the pressures and savings including being keen to scrutinise the impact of work to meet the Council's transformation programme savings. The committee also wants to understand how the development of a new model for children's social care will impact on outcomes for children and families and the implications from the liquidation of Carillion on revenue budgets. The committee also expressed concerns about the proposed changes to the Council's contribution to the Mental Health Outcomes Based Contract, which was subsequently deferred for further consideration by the Cabinet.
- 3.17** In relation to the capital budget proposals, the committee requested further information about the location of housing associated with the Housing and Infrastructure Fund (HIF). The committee wanted to understand the relationship

between capital investment and revenue savings and asked if real examples could be used to illustrate this in the future.

3.18 Healthwatch review of Daytime Support Services: In March, representatives from Healthwatch attended to present the findings from its investigation into the Council's daytime support services. Age UK Oxfordshire also attended with Healthwatch. The committee welcomed the review into the service following a significant re-design in 2017. The report highlight that the short implementation period had been stressful for service users and their families/carers. Officers also noted that a number of lessons had been learnt from the process including that consultation discussions had been too broad and increasing levels of communication during the change process would have benefitted service users and their families. Age UK noted that grants for voluntary services had also been reduced whilst these changes were implemented which made the situation particularly challenging, however it was important to continue to be innovative to bring forward new ideas to support older people and those with learning disabilities.

Future Areas of Work:

- Business Management reporting will move from a quarterly to a monthly reporting cycle which will allow the Committee to scrutinise performance information in a timely way.
- Representatives from the Oxfordshire Local Enterprise Partnership (OxLEP) will be attending a future meeting of the Committee.
- The Committee intends to undertake scrutiny of the Mental Health Outcomes Based Contract and Section 117 Contracts.
- The Committee will be receiving an update on the implementation of the recycling deep dive recommendations.
- The new Chief Constable and Police and Crime Commissioner will be attending in the autumn.

4. Joint Transformation Sub-Committee:

4.1 In October 2018 the Cabinet agreed an implementation strategy for the Council's new operating model. The Performance Scrutiny Committee and Audit and Governance Committee have both taken active roles in the development of the transformation programme. To continue these roles, both committees agreed to establish a joint sub-committee for transformation so that focussed and timely reviews of complex issues around the transformation process can be scrutinised. The Committee is co-chaired by the Performance Scrutiny Committee Chairman (Cllr Liz Brighthouse) and the Audit and Governance Committee Chairman (Cllr Nick Carter) and is a politically proportionate Committee of eight councillors.

4.2 In terms of performance, the sub-committee will review:

- Delivery and performance of the programme;
- Impacts of the programme outcomes for residents i.e. Corporate Plan priorities;
- Impacts on service performance;

- Impacts on changes of staff;
- Predicted costs and savings as compared to actual costs and realised savings;
- Predicted non-financial savings.

4.3 In terms of governance, audit and internal control, the sub-committee will consider:

- Risks identified, and mitigations proposed and actioned;
- Systems of internal control to include assurance that a robust framework is in place;
- Governance of the process;
- Any ethical governance processes.

4.4 The sub-committee is scheduled to meet prior to Cabinet meetings on a quarterly basis. Thus far the Committee has met in January and will meet in April 2019.

4.5 In the January 2019 meeting, the committee received an overview of the programme to date from the interim Transformation Programme Director and a presentation from the Director of Finance on anticipated financial implications associated with the Service and Resource Planning process.

4.6 The next meeting of the sub-committee will be in April 2019 and will include a performance report and an overview of governance arrangements for the programme.

5. Education Scrutiny Committee

5.1 The Education Scrutiny Committee has a membership of seven county councillors, and two non-voting co-opted members and is chaired by Cllr Michael Waine. The deputy chairman is Cllr John Howson. The county councillor membership is politically proportionate to the membership of the Council. The committee met six times in 2018/19.

5.2 The Education Scrutiny Committee provides a county wide view of the provision of all the schools in Oxfordshire. As stated in the Terms of Reference of the committee, its key functions include:

- To assist the Council in its role of championing good educational outcomes for Oxfordshire's children and young people;
- To provide a challenge to schools and academies and to hold them to account for their academic performance;
- To promote joined up working across organisations in the education sector within Oxfordshire;
- To review the bigger picture affecting academic achievement in the county so as to facilitate the achievement of good outcomes;
- To represent the community of Oxfordshire in the development of academic achievement across the county, including responding to formal consultations and participating in inter-agency discussions;
- To contribute to the development of educational policy in the county.

School Exclusions Deep Dive Six-Month Update

5.3 The committee received a report on the work to date implementing the recommendations approved by Cabinet in April 2018, following the committee working group investigation into rising rates of exclusions in schools. The work is led by the new Head of Learner Engagement and was presented at the committee's meeting in February 2019. Councillors requested a report in future on the impact of this work in reducing exclusions at a point when results could meaningfully be evaluated.

Elective Home Education

5.4 The committee completed an investigation into elective home education (EHE) in Oxfordshire after it had identified that there had been a 21% increase in the county and a 40% increase nationally. The group met with officers in the service area and parents who have chosen to home educate. The group discovered that for 2016-17, the peak years for EHE were Years 5 and 9 and that concentrations of EHE were higher in urban areas of the county compared to rural. It also found that children with SEND or an EHCP were more likely to be home educated. The parents that the working group spoke to said that EHE had been a positive choice for them and felt that there are excellent networks of parents in the county to support those who home educate, though the working group remained concerned that this may not be the case for all parents and recommended that further work is undertaken to understand this area. The recommendations were reported to Cabinet in July 2018 and the Committee will request an update on the recommendations in the next Council year.

Home to School Transport Policy

5.5 In June 2018 the committee scrutinised the proposed Home to School Transport policy in an extraordinary meeting a day ahead of it going to Cabinet for decision. The committee raised a number of significant issues where were forwarded to Cabinet. The Cabinet decision was subsequently called in by a group of councillors due to concerns about the proposed withdrawal of free transport to school for some children with SEND at post-16, and a concern that it did not reflect views given by Headteachers of special schools. The decision was referred back to Cabinet in July, resulting in the establishment of a Cabinet Advisory Group on Home to School Transport for SEND Post-16 children. This CAG continues to meet and will report its recommendations to Cabinet this summer.

Oxfordshire High Needs Block Funding

5.6 The committee remains unhappy about the challenges facing the County arising from the High Needs Block Funding formula. The Chairman and Lead Cabinet Member for Education and Cultural Services wrote to the Department for Education in November 2018 to highlight that the County has seen a 22% increase in High Needs Learners since 2014-15 and are concerned that the funding formula cannot cover the costs of this increased demand. They urged the

government to review the funding formula for all local authorities encouraging fairness in distribution.

Carillion Recovery Plan

5.7 In June 2018, the committee received an update on how the County Council had responded to the liquidation of Carillion in relation to provision of services to schools and building maintenance. The committee was advised that the Council had identified major school building works which had stalled because of the liquidation and that new contractors and timescales were in the process of being identified. An update on the recovery from Carillion's collapse remains in the Forward Plan for the committee.

5.8 **Ofsted Regional Director for the South East** attended a question and answer session with the committee meeting in March 2019. The committee met to plan the questions to be put to him. The committee asked questions around the new Ofsted Framework for Inspection, the focus on disadvantaged pupils' attainment and the timing interval between school inspections.

Forward Plan

5.9 The following items are on the committee's Forward Plan for discussion and will be scheduled as the year goes on.

- Secondary School Attainment: A committee working group will conduct a deep dive investigation into secondary school attainment focusing on particular groups of vulnerable learners.
- Special Educational Needs and Disabilities Strategy: to receive a report on the new SEND strategy, and how it is being implemented in education across Oxfordshire.
- Children & Family Centres and Locality Community Support Services – to receive a monitoring report following on from a presentation on the work of these services in July 2018.
- New school buildings programme: to receive a report and discuss concerns around readiness

6. Joint Health Overview and Scrutiny Committee

6.1 The Oxfordshire Joint Health Overview and Scrutiny Committee (HOSC) is a joint committee comprising 12 non-executive voting members (seven county councillors and five district/city councillors) and three co-opted non-voting members. During 2018/19 the Committee has been chaired by Cllr Arash Fatemian. The committee met formally five times in 2018/19 and in addition, carried out its first Task and Finish Group on Muscular Skeletal (MSK) Services.

- 6.2 Following a referral by Oxfordshire HOSC to the Secretary of State on the closure of obstetrics at the Horton General Hospital in 2017, a new Health Overview and Scrutiny Committee was established to scrutinise these specific proposals. The initiation and activity of the 'Horton HOSC' during 2018/19, is reported in the section below.
- 6.3 HOSC has a statutory role in reviewing or scrutinising, health services commissioned or delivered in Oxfordshire, or jointly with any other local authority where such services are commissioned outside Oxfordshire but are delivered to the inhabitants of the county. HOSC holds health scrutiny powers, which include the ability to request information and the attendance of health commissioners and providers to the committee. HOSC is also able to make referrals to the Secretary of State where it is not satisfied that:
- Consultation on any proposal for a substantial change or development has been adequate in relation to content or time allowed (NB. The referral power in these contexts only relates to the consultation with the local authority, and not consultation with other stakeholders).
 - That the proposal would be in the interests of the health service in Oxfordshire.
 - A decision has been taken without consultation and it is not satisfied that the reasons given for not carrying out consultation are adequate.
- 6.4 The following describes some of the items considered by the Committee in 2018/19:

HOSC and Health Ways of working

- 6.5 At its first meeting of the 2018/19 financial year, HOSC agreed a protocol aimed at improving working relationships between HOSC and health partners. The protocol was developed after a recommendation from the Secretary of State that local stakeholders work better together to command confidence of the public. The document was developed with HOSC Members and representatives from across the health system using best practice examples from elsewhere in the county, combining this with what local stakeholders felt was important to reflect about the priorities in Oxfordshire.

CQC System review

- 6.6 HOSC first considered the CQC system wide review at its meeting in April 2018. The system review took place in November 2017, where a number of recommendations were made to improve system-wide working. HOSC reviewed health and social care system's response to the outcomes of the CQC inspection and requested additional information for its June 2018 meeting on areas of innovation, best practice, and housing and workforce initiatives. HOSC also requested an evaluation framework for actions arising from the review to improve the understanding of progress against the action plan.
- 6.7 In June 2018, system leaders reported that no evaluation framework existed

nationally and so in September 2018, they brought a proposed evaluation framework to HOSC which was based around the whole health and social care system and aimed to also encompass the CQC Action Plan. HOSC was encouraged by seeing that a local evaluation framework was in development and asked that progress be reported back in a year. However, a further CQC visit occurred in November 2018 and HOSC therefore received a report on this visit at its meeting in February 2019. HOSC was pleased to hear about the positive outcome of the visit and the progress made by the system in the year since its original review.

Wantage Community Hospital and a 'Local Health Needs Assessment Framework'

- 6.8 In July 2018, the HOSC Chairman wrote to request greater clarity from Oxfordshire Clinical Commissioning Group (OCCG) and Oxford Health Foundation Trust over the future options for Wantage Community Hospital (which has been temporarily closed since July 2016) and the likely timescale for such options to be available for public consultation. OCCG and Oxford Health FT committed to presenting a paper at the 20th September HOSC meeting. The report set out an emerging framework for all localities in Oxfordshire, to determine the health and care needs of the population and how they can be met. This approach is termed the 'Local Health Needs Assessment Framework'.
- 6.9 OCCG presented a draft of the Local Health Needs Assessment to HOSC in September, along with a draft timetable for rolling this framework out in Wantage and the surrounding area which would include consideration of the future of Wantage Community Hospital. HOSC was supportive of the framework as a comprehensive way of assessing the health needs of a population but were concerned that the timetable for the roll out in Wantage was too long. HOSC therefore requested that OCCG return to the committee meeting in November 2018 with a revised timetable to bring a swifter conclusion to the future of Wantage Community Hospital. In November 2018, the timetable was re-presented as the means through which a comprehensive assessment and therefore more effective set of options for the future was possible. A marginally shorter timeframe was identified which would only answer a question about overnight hospital beds in Wantage and not look at wider issues. HOSC remained concerned about the timetable and insisted that all conceivable action was taken to accelerate the comprehensive approach.
- 6.10 To provide closer and more frequent scrutiny input into the roll out of the Local Health Needs Assessment in Wantage and the surrounding areas (OX12) HOSC agreed the establishment of a Task and Finish Group. The work of this Group will begin from April 2019 and will run through the duration of the assessment work in OX12; it will reflect upon the process as a whole, reporting to HOSC accordingly.

Health and Wellbeing Board and Strategy

- 6.11 In November 2018, the committee received a report on the new governance

arrangements and strategy for the Health and Wellbeing Board. The committee particularly scrutinised the membership of the Board and its democratic accountability. HOSC also requested an increased level of transparency around some of the sub-groups of the Health and Wellbeing Board. In February 2019, HOSC received a report to describe in more detail how the membership of the Board had been determined and how the voice of the voluntary sector was represented at the Board and its sub-groups. HOSC was pleased to note that the level of transparency with sub-groups of the Board would be increased through the publishing of the notes of meetings. HOSC was presented with the draft Health and Wellbeing Strategy at both the meeting in November 2018 and February 2019 for comment before it was agreed by the Health and Wellbeing Board in March 2019.

Health visitors and school nurses

- 6.12 At its meeting in November 2018, HOSC heard from those providing health visiting and school nursing services across the county. The committee were very impressed to hear of the excellent work going on in the services which to provide early support and prevention activities with children and families that need this support. HOSC heard how work has been undertaken to support the local workforce too by retaining services within local providers, working to recruit locally and developing new roles within services. HOSC were also pleased to hear of the focus on mental wellbeing throughout the services. HOSC offered its thanks and support to those working in school nursing or health visiting in Oxfordshire as they seek to maintain and develop these services for the county's families.

Stroke Rehabilitation

- 6.13 At its meeting in September 2017, HOSC considered a proposal to pilot the relocation of stroke rehabilitation beds from Witney to Abingdon. The committee therefore requested that an evaluation report was presented back to HOSC in June 2018. The information presented at that meeting did not provide sufficient evidence of the benefits to patients and their families of the pilot and so in September 2018, HOSC received a business case for longer-term changes following the stroke rehabilitation services pilot with a fuller evaluation of the pilot which included data and analysis to show impact on staff and patient outcomes (including detailed patient feedback). HOSC was satisfied in September that there was sufficient evidence of the benefits of the pilot for patients and endorsed the changes to be made permanently.

MSK Services

- 6.14 In response to concerns raised by residents and patients about long waiting times and poor communication, in February 2018, HOSC agreed to establish a Task and Finish Group to look in detail at Musculoskeletal Services (MSK) across Oxfordshire. The aim of the Task and Finish Group was to provide assurance that:

MSK services for people in Oxfordshire are provided in a way that achieves the highest possible quality within the available resources.

6.15 The Task and Finish Group had three HOSC members and worked from June 2018 through to January 2019 to produce a collaborative report, co-produced between the Task Group, the commissioner of the service, Oxfordshire Clinical Commissioning Group (OCCG) and the provider of the service, Healthshare. The Task Group grounded its 22 recommendations in the information provided throughout the review; these recommendations were about learning the lessons from the recommissioning of the MSK contract. They focused on the commissioning and transition process, triage process and governance of MSK services, performance and learning for HOSC itself in using Task and Finish Groups as a way of working. At its meeting on the February 2019 meeting, HOSC agreed all the recommendations and to ensure delivery against the areas needed for improvement, the Committee has requested a progress report in June 2019.

Other items for 2018/19:

- 6.16 The following items have also been considered at HOSC throughout 2018/19:
- Potential changes to Cogges Surgery (Witney)
 - Director of Public Health's Annual Report
 - Response by the Health and Wellbeing Board to the Health Inequalities Commission report
 - Managing the impact of winter on Oxfordshire's health system

HOSC Visit to the Churchill Hospital

- 6.17 In July 2018, four members of the HOSC, took up an invitation from Oxford University Hospitals Foundation Trust (OUHFT), which was made at HOSC's February 2018 meeting, to attend the Churchill Hospital to visit its Cancer and Haematology Services.
- 6.18 HOSC's members were warmly welcomed at 'Maggie's Centre' at the Churchill Hospital, where they heard how the charity Maggie's offered non-clinical support and a dedicated environment for cancer patients. Members noted how valuable these services are for Oxfordshire patients and that such support is not available in all places.
- 6.19 Committee members were shown around the Oncology and Haematology Outpatients service, the Day Treatment Unit, Radiotherapy Services and Early Phase Clinical Trial unit. All Committee members noted the professionalism and compassion of the staff they encountered.
- 6.20 Members heard how the world-leading research of OUHFT and Oxford University is helping to understand more about cancer and cancer treatments; for patients now and in the future.

- 6.21 During the visit, Committee members had the opportunity to understand more about some of the workforce challenges faced by the local health and social care system. This included uncertainty created by exiting the European Union, the cost of living in Oxfordshire and local transport and parking issues. They also heard about some of the initiatives being used by OUHFT and partners across the system to tackle these issues. These included, investing in the back-office to free clinical and care staff from administration, using technology to help with more effective scheduling, being flexible with recruitment and where appropriate, increasing the use of chemotherapy at home.
- 6.22 HOSC personally and formally thanked the team involved at OUTFT for the informative and moving visit.

Co-opted members

- 6.23 Throughout February and March 2019, HOSC undertook a review of its co-opted members in accordance with the terms for co-optees. A process was subsequently followed to advertise, shortlist and interview candidates for co-opted members. There was strong interest from members of the public in being a member of HOSC and following interviews Barbara Shaw was appointed on to the Committee to serve for two years. From September 2019 Anita Higham will join as a second co-optee when Dr Keith Ruddle steps down as a co-opted member.

Forward Plan

- 6.24 In the coming months, amongst other issues, the committee intends to scrutinise the following:
- Dentistry: The committee will review dentistry services in Oxfordshire, both the services provided by the NHS but also through Public Health.
 - Health and Wellbeing Annual Report: members will scrutinise the Health and Wellbeing Board's activities across the year, including an understanding of how well the revised membership arrangements are working.
 - GP appointments and GP Federations: The committee intends to examine availability, demands and costs of GP appointments, it will also review how effective GP Federations are at delivering high-quality, accessible and sustainable services for residents across Oxfordshire.

7. Horton Joint Health Overview and Scrutiny Committee

- 7.1 Following a decision by Oxfordshire Clinical Commissioning Group (OCCG) to permanently close obstetrics at the Horton General Hospital in Banbury (as part of Phase one of its Transformation Programme), the Oxfordshire Joint Health Overview and Scrutiny Committee (HOSC) referred the decision to the Secretary of State. The referral was on the basis of:

- Regulation 23(9)(c) - the decision is not in the best interests of the health service or local residents; and
- Regulation 23(9)(a) – the content of the two-phase consultation is inadequate.

7.2 In response to the committee's referral of the CCG's decision, the Secretary of State passed the matter to the Independent Reconfiguration Panel (IRP) for initial assessment. The Secretary of State received the IRP report on the permanent closure and wrote to HOSC in March 2018 to state that "The Panel considers each referral on its merits and concludes that further action is required locally before a final decision is made about the future of maternity services in Oxfordshire".

HOSC response

7.3 The Secretary of State confirmed his support of the following recommendations in relation to HOSC:

- HOSC and the CCG to work together to invite stakeholders from surrounding areas that are impacted by these proposals to participate in this debate going forward. This should include the consideration of forming a joint oversight and scrutiny committee covering a wider area (for example all of the local authorities that took part in the consultation) which would help meet the concerns expressed in the IRP's report of their review.
- Where the CCG consults more than one local authority about a proposal, they must appoint a joint overview and scrutiny committee for the purposes of the consultation.

7.4 At its meeting of the in April 2018 HOSC considered its response to the Secretary of State. At that meeting OCCG confirmed its intention to consult on consultant-led obstetric services at the Horton General Hospital. Oxfordshire HOSC gave its support to establish a separate Joint Health Overview and Scrutiny Committee to scrutinise the proposals on the patient flow area in question; Oxfordshire, Northamptonshire and Warwickshire.

7.5 The proposal required Oxfordshire County Council and its counterpart authorities in Warwickshire and Northamptonshire to delegate powers of health scrutiny of this specific issue to a new joint committee. All three county councils agreed the proposal to establish a 'Horton HOSC' in May 2018.

7.6 Membership of the new committee reflects the patient flow for the services under scrutiny and is politically balanced in-line with the upper-tier authorities with health scrutiny powers. The Horton HOSC is a time-limited committee and will operate until such time as the process has concluded.

Meetings

- 7.7 The first meeting of the Horton HOSC took place on September 2018 at Banbury Town Hall. OCCG and Oxford University Hospital Foundation Trust set out their proposed approach to addressing the Secretary of State's recommendations in response to the referral of proposed changes to obstetric services at the Horton General Hospital. Further meetings took place in November and December 2018 and again in February 2019. The following summarises the content of those meetings.
- 7.8 **Monday 26th of November.** During this meeting, OCCG and Oxford University Hospital Foundation Trust presented a paper which set out a revised and updated programme plan following the initial Horton HOSC meeting in September 2018. It included an Engagement Plan for stakeholder engagement and a revised timeline for the work which altered the planned timeline for presenting options to the committee to June 2019. The committee also considered a paper on the key issues around recruitment and retention of staff.
- 7.9 **Wednesday 19th of December 2018.** During this extended, information-gathering meeting, Horton HOSC members heard from many interested parties around obstetric services at the Horton General Hospital. This included members of the public, MP's, Council Leaders and Cabinet members, NHS England, South Central Ambulance Service, the Royal College of Midwives and the Keep, the Horton General campaign group. The purpose of this session was to inform the Committee's future scrutiny as the work progresses and options are proposed.
- 7.10 **Monday 25th of February 2019.** Detailed updates and information were provided to the committee on: public and stakeholder engagement, service description, activity and population modelling, travel and access data/information, option appraisal, recruitment and retention of staff at OUH.

Appointment of a stakeholder engagement supplier

- 7.11 As part of the work to address the Secretary of State recommendations, OCCG and Oxford University Hospitals FT established a number of workstreams, including one on engagement. As part of that workstream information on patient experience since the closure of the Horton obstetric unit on 1st October 2016 is being gathered. Horton HOSC members were invited to take part in a working appoint a provider to conduct a patient survey and focus groups to gather this information.
- 7.12 The group met in November 2018 to discuss what the survey needed to capture and to design the scoring criteria for supplier bids. Companies were invited to bid for the work in early December, the group then assessed bids to shortlist suppliers and then assessed presentations. The group

recommended a preferred supplier to the CCG who was subsequently appointed to conduct the work (Pragma).

- 7.13 The working group then met with the successful supplier to review the survey, approach and the timetable. The survey was issued to all women that gave birth within the two-year period from the closure of the obstetrics unit at the Horton Hospital in October 2016, to October 2018. It was sent to all those in Oxfordshire, and those in the Horton catchment area in South Northamptonshire and South Warwickshire. In addition, qualitative data was gathered from focus groups and one-to-one sessions. The results of this work are anticipated by the end of April 2019.

Forward Plan:

- 7.14 The Horton HOSC is a time-limited committee and the further meetings planned throughout 2019 will continue to address the Secretary of State and IRP recommendations. Meetings have been planned for the 11th of April to hear details of the financial implications of the proposed model and June to consider the proposed options. The following meetings are planned:
- 7.15 A decision on the proposed solution is expected at the OCCG's Board in September 2019.

Annex 1 – Scrutiny Committees*Performance Scrutiny Committee:*

Cllr Liz Brighthouse OBE (chairman)
Cllr Jenny Hannaby (deputy chairman)
Cllr Nick Carter
Cllr Mike Fox-Davies
Cllr Tony Illott
Cllr Liz Leffman
Cllr Charles Mathew
Cllr Glynis Phillips
Cllr Judy Roberts
Cllr Michael Waine
Cllr Liam Walker

Joint Transformation Sub-Committee:

Cllr Liz Brighthouse (co-chairman)
Cllr Nick Carter (co-chairman)
Cllr Paul Buckley
Cllr Mike Fox-Davies
Cllr Tony Illot
Cllr Liz Leffman
Cllr Charles Mathew
Cllr Glynis Phillips

HOSC:

Cllr Arash Fatemian (chairman)
Cllr Neil Owen – Vale of White Horse (deputy chairman)
Cllr Mark Cherry
Cllr Dr Simon Clarke
Cllr Mike Fox-Davies
Cllr Hilary Hibbert-Biles
Cllr Laura Price
Cllr Alison Rooke
Cllr Nigel Champken-Woods – South Oxfordshire District Council
Cllr Sean Gaul – Cherwell District Council
Cllr Monica Lovatt – Vale of White Horse
Cllr Susanna Pressel – Oxford City Council
Dr Alan Cohen (non-voting co-optee)
Dr Keith Ruddle (non-voting co-optee)
Anne Wilkinson (non-voting co-optee) – until January 2019

Horton HOSC:

Cllr Arash Fatemian (Chairman)
Cllr Fiona Baker (Deputy Chairman & Northamptonshire County Cllr)
Cllr Sean Gaul (District Cllr)
Cllr Keiron Mallon
Cllr Neil Owen (District Cllr)
Cllr Wallace Redford (Warwickshire County Cllr)

Cllr Barry Richards
Cllr Alison Rooke
Cllr Sean Woodcock (District Cllr)
Dr Keith Ruddle – co-opted member

Education Scrutiny Committee:

Cllr Michael Waine (chairman)
Cllr John Howson (deputy chairman)
Cllr Ted Fenton
Cllr Anda Fitzgerald-O'Connor
Cllr Jeannette Matelot
Cllr Gill Sanders
Cllr Emma Turnbull
Carole Thompson – Oxfordshire Governors Association (non-voting co-optee)
Ian Jones – Council of Oxfordshire Teachers' Organisation (non-voting co-optee) –
until March 2019
Donald McEwan - Council of Oxfordshire Teachers' Organisation (non-voting co-
optee) – from March 2019 onwards

PERFORMANCE SCRUTINY COMMITTEE – 9 May 2019

DRAFT OUTCOMES FRAMEWORK 2019-20

Report by Policy & Performance Service Manager

RECOMMENDATION

1. **The Committee is RECOMMENDED to note the contents of this report and suggest any revisions to the draft Outcomes Framework ahead of Cabinet considering it for approval on 14 May.**

Executive Summary

2. The Outcomes Framework is the mechanism by which progress towards OCC's Corporate Plan priorities is measured and reported. The draft 2019-20 version at Annex A has been revised to reflect this year's business activities and to incorporate improvements identified during routine review and engagement with members, particularly Performance Scrutiny Committee.

Introduction

3. The Outcomes Framework takes existing performance measures from across OCC and maps them against the priorities in the Corporate Plan. It has a hierarchical structure:
 - the 6 priorities of the OCC Vision
 - 13 outcomes (things which will be different following our interventions)
 - 49 indicators (how will those outcomes will be visible)
 - 100+ measures & targets (providing evidence for the indicators).
4. Priorities, outcomes and indicators are published in the Corporate Plan, and are reported on in regular Business Management Reports. The supporting measures and targets are the basis for reporting on outcomes and indicators but are not themselves published in the Corporate Plan.
5. Much of the content of the draft 2019-20 Outcomes Framework in Annex A will be familiar from the 2018-19 version. However, as published in the Corporate Plan in February, the draft contains new indicators for 2019-20 on early years places, Special Educational Needs and Disabilities and reablement. Annex A also contains one change to the indicators published in the Corporate Plan: the indicator previously worded as "Production of our Joint Statutory Spatial Plan" now reads "Level of infrastructure investment required".
6. Scrutiny members' comments on the Outcomes Framework in use in 2018-19 have been incorporated into this revised version. For example, one of the measures on household waste will now make clearer how OCC performs with

regard to different types of waste. The indicator on air quality is now supported by a new measure which will demonstrate performance of the Oxford Zero Emissions Zone project (the joint project between OCC and Oxford City Council which will tackle Oxford's toxic air pollution, protect the health of people in the city, and improve air pollution levels across Oxfordshire.

7. Routine review of the Outcomes Framework in the later part of 2018-19 has also resulted in a broad update of many measures and targets, to reflect the latest focus of OCC's business and ambitions.
8. The intention is that new or revised measures and targets can be incorporated into the Outcomes Framework during the year to reflect changes to OCC's business, availability of data, or agreement of additionally stretching targets. The new monthly Business Management and Monitoring Reports (of which the first is due at Cabinet in May, and which all members will receive) will provide the mechanism by which proposed updates are brought to senior management and members.
9. Two structural changes to the Outcomes Framework have been made for 2019-20. The first is to show which Cabinet portfolio lead and Director are responsible for each line of business. This provides clarity for all audiences and supports accountability. The second is the additional column showing last year's targets alongside those for 2019-20, which demonstrates the council's performance trajectory.
10. In addition to any changes proposed in monthly Business Management and Monitoring Reports, a full review of the Outcomes Framework will be undertaken as the year progresses and will inform planning for 2020-21.

BEN THREADGOLD

Policy & Performance Service Manager

Contact Officer: Steven Fairhurst Jones
Corporate Performance and Risk Manager
07392 318 890

26 April 2019

ANNEX A – draft Outcomes Framework 2019-20

ANNEX A - **DRAFT** OUTCOMES FRAMEWORK –SUMMARY OF PRIORITIES, OUTCOMES & INDICATORS 2019-20

<p>We listen to residents so we can continuously improve our services and provide value for money</p> <p>Residents feel engaged with the county council</p> <ul style="list-style-type: none"> • Number and value of opportunities for public engagement • Rates of customer satisfaction <p>Our services improve and deliver value for money</p> <ul style="list-style-type: none"> • Value for money through effective use of resources • Improvement following external inspection or audit <p>The use of our assets is maximised</p> <ul style="list-style-type: none"> • Progress with the One Public Estate Programme 	<p>We help people live safe and healthy lives and play an active part in their community</p> <p>People are helped to live safe and healthy lives</p> <ul style="list-style-type: none"> • Number of people helped to live safe & well • Emergency response times • Prevalence of healthy lifestyles • Number of people receiving support for drug or alcohol dependency • Proportion of people walking & cycling <p>People play an active part in their communities</p> <ul style="list-style-type: none"> • Rates of volunteering • Prevalence of services provided by communities 	<p>We provide services that enhance the quality of life and protect the local environment</p> <p>Our quality of life in Oxfordshire is enhanced</p> <ul style="list-style-type: none"> • Condition of highways • Funding secured through planning obligations • Levels of public transport use • Rates of access to cultural services <p>Our local environment is protected</p> <ul style="list-style-type: none"> • Levels of carbon emissions • Levels of energy use • Air quality • Proportion of household waste re-used, recycled or composted
<p>We strive to give every child a good start in life and protect everyone from neglect</p> <p>Children are given a good start in life</p> <ul style="list-style-type: none"> • Prevalence of healthy children • Sufficiency of early years places • Number of looked after children • Number of children’s social care assessments • Number of children the subject of protection plans • Number of children’s cases held by permanent staff <p>Children are able to achieve their potential</p> <ul style="list-style-type: none"> • Percentage of children with a place at their first preference school • Percentage of children at good schools / settings • Children missing education • Educational attainment and progress • Meeting the needs of young people with special educational needs and disabilities (SEND) 	<p>We enable older and disabled people to live independently and care for those in greatest need</p> <p>Care services support independent living</p> <ul style="list-style-type: none"> • Number of home care hours purchased • Number of hours of reablement delivered • Number of people delayed leaving hospital awaiting social care • Number of people with control over their care • Proportion of older people supported in the community <p>Homes and places support independent living</p> <ul style="list-style-type: none"> • Percentage of people who report feeling safe and well • Percentage of people living in safe and suitable housing 	<p>We support a thriving local economy by improving transport links to create jobs and homes for the future</p> <p>Strong investment and infrastructure are secured</p> <ul style="list-style-type: none"> • Level of investment attracted • Production of our Joint Statutory Spatial Plan • Number of new homes • Levels of disruption to journeys by congestion or roadworks • Level of transport connectivity • Level of access to online and digital services <p>Local businesses grow and provide employment</p> <ul style="list-style-type: none"> • Employment rates • Number of businesses • Number of apprenticeships • Levels of workforce

Measures and targets to demonstrate progress towards these priorities, outcomes and indicators are set out on the following pages.

WE LISTEN TO RESIDENTS SO WE CAN CONTINUOUSLY IMPROVE OUR SERVICES AND PROVIDE VALUE FOR MONEY					
OUTCOME	INDICATOR	MEASURE	TARGETS		Cabinet Member (& director)
			18-19	19-20	
Residents feel engaged with the county council	Number & value of opportunities for public engagement	% of Residents' Survey respondents who say local people can influence us	>43%	Increase on 18-19 average	Deputy Leader (Assistant Chief Executive)
		% of Residents' Survey respondents who say we act on residents' concerns	>58%		
		To keep within the lower quartile of comparable authorities of upheld Local Government & Social Care Ombudsman complaints	n/a	Lower quartile	
	Rates of customer satisfaction	% of Residents' Survey respondents satisfied with the way we run things	>55%	Increase on 18-19 average	
Page 72 services improve and deliver value for money	Value for money through effective use of resources	Achievement of planned savings	95%		Finance (Director of Finance)
		Achievement of general balance outturn in line with risk-assessed level	100% of risk assessed level		
		Use of earmarked reserves	100% of planned use		
		Outturn variation by Directorate	1% variation by directorate		
		Actual expenditure for the Council is in line with the latest agreed budget	< 1.0% of net budget		
		Capital outturn variation compared to original programme	5%		
	Improvement following external inspection/audit	Proportion of post-inspection/audit action plan objectives dealt with on time	100%		Deputy Leader
		The proportion of social care providers rated as 'outstanding' or 'good' by the care quality commission in Oxfordshire remains above the (monthly) national average	17-18 nat. av. 80%	monthly nat. av. 84% (April '19)	Adult Social Care and Public Health (Director for Adult Services)
The use of our assets is maximised	Progress with One Public Estate	One Public Estate projects progress in line with agreed project plans.	In line with plans		Transformation (Director of Community Operations)

WE HELP PEOPLE LIVE SAFE AND HEALTHY LIVES AND PLAY AN ACTIVE PART IN THEIR COMMUNITY

OUTCOME	INDICATOR	MEASURE	TARGETS		Cabinet Member (& director)
			18-19	19-20	
People are helped to live safe and healthy lives Page 73	Number of people helped to live "safe and well"	Number of vulnerable children and adults helped to live more secure and independent lives, supported by safe and well visits	6,248	6,248	Deputy Leader (Director for Community Safety & Chief Fire Officer)
		Number of children better educated to live safer and healthier lives	14,168	14,168	
	Emergency response times	More people alive as a result of our prevention, protection and emergency response activities	1,000	1,000	
		% of emergency call attendances made within 11 minutes	80%	80%	
		% of emergency call attendances made within 14 minutes	95%	95%	
	Prevalence of healthy lifestyles	% of eligible population 40-74 who have been invited for NHS Health Check since Apr '15	97%	97%	Adult Social Care and Public Health (Director for Public Health)
		% of eligible population 40-74 who have received a NHS Health Check since Apr '15	49%	49%	
	Numbers of people receiving support for drug and alcohol dependency	Rate of successful quitters per 100,000 smokers 18+ (reported a quarter in arrears)	> 2,338	> 2,338	
		Number of users of OPIATES that left drug treatment successfully (free of drug(s) of dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of opiate users in treatment.	>6.6	>6.6	
		Number of users of NON-OPIATES that left drug treatment successfully (free of drug(s) of dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of non-opiate users in treatment.	>36.6%	>36.6%	
Number of users of ALCOHOL ONLY that left treatment successfully (free of alcohol dependence) who do not then re-present to treatment again within 6 months as a percentage of the total number of ALCOHOL ONLY users in treatment.		>38.6%	>38.6%		
People walking & cycling	Numbers of people walking or cycling increase, based on the baseline for Oxfordshire in the Government's Active Lives Survey.	n/a	1% annual increase	Environment (Director for Planning & Place)	
People play an active part in their communities	Rates of volunteering	Number of environmental volunteer hours generated through council activities	Reporting only		Environment (Director for Planning & Place)

		Number of volunteer hours contributed to library services	Reporting only	Education & Cultural Services (Director of Community Operations)
	Prevalence of services provided by communities	Number of town or parish councils with devolved service responsibilities	Reporting only	Local Communities (Assistant Chief Executive)
		% of Councillor Priority Fund monies allocated to a) Community Groups, b) town or parish councils, c) direct services	Reporting only	
		Number of opportunities for daytime care services listed on the Live Well website	Improve on baseline	Adult Social Care and Public Health (Director for Adult Services)

WE PROVIDE SERVICES THAT ENHANCE THE QUALITY OF LIFE AND PROTECT THE LOCAL ENVIRONMENT					
OUTCOME	INDICATOR	MEASURE	TARGETS		Cabinet Member (& director)
			18-19	19-20	
Our quality of life in Oxfordshire is enhanced	Condition of highways	A and B Classified road network where carriageway maintenance should be considered	33%	33%	Environment (Director of Community Operations)
		Defects posing immediate risk of injury are repaired within 24 hours	100%	100%	
		Defects creating potential risk of injury repaired within 28 calendar days	90%	90%	
		Percentage of reported defects for which remedial action is taken	75%	75%	
		Km of highway resurfaced as % of total	0.6%	0.6%	
		% of highway maintenance construction, demolition and excavation waste diverted from landfill	90%	90%	
	Funding secured through planning obligations	A minimum of 70% of S106 agreements involving contributions to county council infrastructure are completed within 6 months of District Committee resolutions	70%	70%	Environment (Director for Planning & Place)
	Monies secured in S106 agreements represent at least 85% of the sums identified as necessary through the corresponding Single Response process	>85%	>85%		

	Levels of public transport use	Increase use of public transport in Oxfordshire over baseline (as per Autumn 2018 Bus Passenger Survey for Oxfordshire)	n/a	1% annual increase	
	Rates of access to cultural services	Increase in the number of community and cultural programs/events/attendees at events/activities hosted by Cultural Services (Museums, History, Archives and Library Services)	n/a	5% annual increase	Education & Cultural Services
		Reach the upper quartile in the CIPFA benchmarking comparison group for active users, website visits, book issues and physical visits	n/a	Upper quartile	(Director of Community Operations)
For local environment is protected Page 75	Percentage of planning decisions on time	80% of District Council planning applications are responded to by us within the agreed deadline	80%	80%	Environment
		50% of Mineral and Waste applications are determined within 13 weeks	50%	50%	(Director of Community Operations)
	Levels of carbon emissions	Average 3% year on year reduction in carbon equivalent emissions from county council estates and activities	3%	3%	
	Air quality	% rate of delivery against the Zero Emission Zone programme	n/a	80%	Environment
	Levels of energy use	% of streetlights fitted with LED lanterns by March 2019	18%	18%	(Director for Planning & Place)
	Proportion of household waste re-used, recycled or composted	% of household waste a) recycled, b) composted and c) re-used (and total %)	60%	a) 30% b) 29.5% c) 0.5% Total 60%	Environment
		% of household waste sent to landfill	5%	5%	(Director of Community Operations)
% of household waste recycled, composted and re-used at Oxfordshire Household Waste Recycling Centres		59%	59%		
% of people satisfied with Oxfordshire Household Waste Recycling Centres		95%	95%		

WE STRIVE TO GIVE EVERY CHILD A GOOD START IN LIFE AND PROTECT EVERYONE FROM NEGLECT

OUTCOME	INDICATOR	MEASURE	TARGETS		Cabinet Member (& director)
			18-19	19-20	
Children are given a good start in life	Prevalence of healthy children	Number of expectant mothers who receive a universal face to face contact at 28 weeks	80%	80%	Adult Social Care and Public Health (Director for Public Health)
		Percentage of births that have received a face to face New Birth Visit	95%	95%	
		Percentage of children who received a 12-month review	93-95%	93-95%	
		Percentage of children who received a 2-2½ year review	93-95%	93-95%	
		Babies breastfed at 6-8 weeks of age	60%	60%	
		% of Mothers who received a Maternal Mood Review in line with the local pathway by the time the infant is aged 8 weeks.	95%	95%	
	Sufficiency of early years places	To provide sufficiency of early education placements for children aged 3 and 4 better than England average.	n/a	95%	Education & Cultural Services (Director for Children's Services)
	Number of looked after children	Reduce the number of looked after children by 50 to bring it nearer to the average of our statistical neighbours during 2019/2020	750	750	Children & Family Services (Director for Children's Services)
	Numbers of children's social care assessments	Increase the number of early help assessments to 1,500 during 2019-20	1,500	1,500	
		Not to exceed the level of social care assessments in 2019-20	tbc	6,250	
	Number of children the subject of protection plans	Maintain the number of children who are the subject of a child protection plan to the average of our statistical neighbours during 2019/2020	650	Under 620	
	Number of children's cases held by permanent staff	Reduce caseloads so that by March 2020 over 80% of staff have caseloads at or below the agreed target level	80%	80%	
		Invest in the workforce so that by March 2020 80% of cases are held by permanent staff	80%	80%	

Children are able to reach their potential
Page 77

%of children with a place at their first preference school	% of children offered a place at their first preference primary school	Reporting only		Education & Cultural Services (Director for Children's Services)
	% of children offered a place at their first preference secondary school	Reporting only		
Percentage of children at good schools and settings	% of children attending primary schools rated good/outstanding by Ofsted	94%	94%	
	% of children attending secondary schools rated good/outstanding by Ofsted	90%	90%	
Children missing education	Persistent absence rates in primary schools (%)	Best quartile	6.8%	
	Persistent absence rates in secondary schools (%)	Best quartile	12.2%	
	Reduction in permanent exclusions to 44 or fewer	n/a	44	
Educational attainment and progress	KS2: % of pupils reaching expected standard in reading, writing, maths	65%	65%	
	KS2: progress scores for (i) reading (ii) writing (iii) maths remain at least in line with the national average i.e. greater than '0'	0.6, 0.1, 0.15	> 0	
	KS4: average attainment 8 score per pupil	48.2	48.2	
	KS4: average progress score	0.07	0.07	
	KS4: % of pupils achieving a 5-9 pass in English & maths remains at least in line with the national average	52%	43%	
	16-18: average point score per pupil (A level)	Reporting only		
	16-18: average point score per pupil (Tech level)			
16-18: average point score per pupil (Applied General students)				
Meeting the needs of young people with Special Educational Needs and Disabilities	Increase the proportion of Education Health and Care Plans that are completed within 20 weeks to be above the national average by March 2020	n/a	75%	Education & Cultural Services (Director for Children's Services)

WE ENABLE OLDER AND DISABLED PEOPLE TO LIVE INDEPENDENTLY AND CARE FOR THOSE IN GREATEST NEED

OUTCOME	INDICATOR	MEASURE	TARGETS		Cabinet Member (& director)
			18-19	19-20	
Care services support independent living 78	Number of home care hours purchased	Maintain the number of home care hours purchased per week	21,779 hours per week	21,779 hours per week	Adult Social Care and Public Health (Director for Adult Services)
	Number of hours of reablement delivered	Maintain the number of hours of reablement delivered to 5750 per month	n/a	5750 hours per month	
	Number of people with control over their care	Number of people with personal budgets remains above the national average	16-17 nat. av. 89.4%	17-18 nat. av. 89.7%	
		% of people with safeguarding concerns who define the outcomes they want	> 90%	> 90%	
		% of people using Adult Social Care services who receive a direct payment remains above the national average	16-17 nat. av. 28.8%	17-18 nat. av. 28.5%	
	Number of people delayed leaving hospital awaiting social care	Reduce the number of people delayed in hospital awaiting social care	13 per day	TBC – Awaiting agreement with NHS England	
		Reduce the number of people delayed in hospital awaiting both health and social care	42 per day		
	Proportion of older people supported in the community	Increase the percentage of older people in long term care who are supported to live in their own home	>57%	>57%	
Homes and places support independent living	Percentage of people living in safe and suitable housing	Increase Extra Care Housing capacity to 4,500 flats by 2026	n/a	4,500 by 2026	
		Ensure the % of working age (18-64) service users with a learning disability support, who are living on their own or with their family, remains above the national average (76%)	>76%	>76%	

WE SUPPORT A THRIVING LOCAL ECONOMY BY IMPROVING TRANSPORT LINKS TO CREATE JOBS & HOMES FOR THE FUTURE

OUTCOME	INDICATOR	MEASURE	TARGETS		Cabinet Member (& director)
			18-19	19-20	
Strong investment and infrastructure are secured 79	Level of investment attracted	Funding secured as % of yearly investment required to bring the condition of all assets into good condition (identified in the Highway Investment Business Case)	95%	95%	Environment (Strategic Director, Communities)
		Participate in 20 innovation funding bids to support the Smart Oxford programme	20	20	
		Businesses given support by Trading Standards interventions/fire risk inspections	3,332	3,332	
		% rate of delivery against the Growth Deal infrastructure programme	n/a	80%	
	Level of infrastructure investment required	Identification of investment levels required in new/improved infrastructure to 2050 (updated from Oxfordshire Infrastructure Strategy 2040)	n/a	Reporting only	
	Number of new homes	We enable the construction of 100,000 new homes by 2031	n/a	1,215 homes in 2019/20 accelerated	
		We support the delivery of 464 new affordable housing starts by March 2020	148	464	
	Level of disruption to journeys	Failed utility inspections no higher than 15%	n/a	>15%	
	Level of transport connectivity	Improve connectedness of all transport modes in priority corridors in Oxfordshire	n/a	1% annual increase	
	Level of access to online and digital services	The absolute number of premises we have enabled to have access to superfast broadband within Oxfordshire, via our contract with BT	78,000	97%	
The % of premises in Oxfordshire with access (via either our contract or commercial providers) to superfast/ultrafast/full fibre broadband		96.8%	97%		
The % of premises in Oxfordshire without access to at least Basic Broadband (at least 2Mb/s) or OFCOM 'acceptable' broadband (10Mb/s)		<0.33% <1.4%	2Mb + tbc 10Mb + tbc		
Local businesses grow and provide employment	Employment rates	% of Oxfordshire residents aged 16-64 in employment (against GB rate Jan-Dec 2017 of 78.4%)	Reporting only		Deputy Leader (Assistant Chief Executive)

Division(s): N/A

Performance Scrutiny Committee – 9 May 2019

Transformation Sub-Committee Report

Report by Chairman of the Transformation Sub-Committee

RECOMMENDATION

1. The Committee is RECOMMENDED to note the report.

Introduction

2. The second meeting of the Joint Audit & Governance and Performance Scrutiny (Transformation) Sub-Committee took place on 18 April 2019. The Sub-Committee considered a quarterly performance report covering January – March 2019 and a presentation about the interface between the Cherwell Partnership and the Transformation Programme.

Key Points

3. The sub-committee were keen to gain a greater understanding of the governance arrangements in place for the transformation programme. It learnt that the Transformation Programme Board oversees three workstream boards (Serving the Customer, Transforming Service Delivery and Enabling the Council). Where issues cross-cut over several workstream themes or deal with anything affecting this business case, these will be escalated to the Transformation Programme Board.
4. A performance dashboard was being developed across the workstreams and this would feature in future performance reports to enable the sub-committee to better understand progress being made and savings achieved. The sub-committee were keen that the dashboard includes an understanding of capacity to deliver change as this was highlighted as an area requiring attention during the Peer Review.
5. The sub-committee were advised that as a result of the IT health check, the decision had been taken to maximise the use of existing IT systems rather than investing in a single large-scale piece of software. The reason for this was a concern that, in some areas, centralising systems could result in losing the link to the front line. The sub-committee will undertake a more detailed look at the IT health check and digital strategy in July.
6. Levels of communications, particularly with Councillors was raised as an area of concern. The sub-committee were keen to ensure that all Councillors were kept informed about progress being made with the Transformation Programme and the Cherwell Partnership. Officers agreed that communications with

Councillors and staff was a priority area and greater communications would be start after Easter.

7. The sub-committee were enthusiastic about the Cherwell Partnership and felt it was working well so far. The Sub-Committee felt that a number of good news stories were emerging from the partnership including greater joint working between housing and social care that should receive greater publicity.
8. It was agreed that the meeting originally scheduled for the 13 June 2019 would be cancelled as there was no business requiring attention. The next meeting of the Sub-Committee would be on 25 July 2019.

Councillor Liz Brighthouse / Councillor Nick Carter
Chairman / Deputy Chairman

Contact Officer: Lauren Rushen, Policy Officer
April 2019

PERFORMANCE SCRUTINY COMMITTEE

PROPOSED WORK PROGRAMME

ITEM	NOTES
9 May 2019	
Oxfordshire Local Enterprise Partnership	<p>Scrutiny of the LEP's activity in supporting innovation and driving productivity.</p> <p>Scrutiny members may wish to consider a deep dive in preparation for this item, focusing on:</p> <ul style="list-style-type: none"> - How the LEP is accountable to the public, - How the County Council operates as the accountable body, - Governance and transparency around decision-making.
Scrutiny Annual Report 2018-19	To comment and approve the Scrutiny Annual Report for 2018-19 prior to consideration by Council on 21 st May 2019.
S113 Review	To consider the Cherwell Partnership Working Group report into the review of the S113 arrangements between Oxfordshire County Council and Cherwell District Council.
Transformation Sub-Committee Update	To receive an update on the meeting of the Joint Transformation Sub-Committee meeting held on 18 th April 2019.
Recycling Rates	An update on progress made with implementing the recommendations from the recycling deep dive and how this may have affected performance.
Co-production	Scrutiny of progress embedding co-production within Adult Social Care, but also as a key principle in how the Council operates across the board.
New model for children's social care	To receive a presentation about development of a new model for children's social care and the impact this will have on outcomes for children and families, as well as managing demand for services.
2019-2020 Outcomes Framework	To receive the full Outcomes Indicators, Measures and Targets for 2019-20 and a paper about the revised business monitoring report.
4 July 2019	
Scrutiny Young Carers Deep Dive	A further report on the findings and recommendations from the Committee's deep dive into inequalities faced by young carers, particularly focusing on areas highlighted by the Cabinet in its response to the initial scrutiny report.
Community Safety Services Annual Report	Scrutiny of the Oxfordshire Fire and Rescue Service's performance in 2018-19
Oxfordshire Local Transport Plan	Scrutiny of the Council's overall transport vision, goals and objectives to support population and economic growth.

Business Monitoring Report	To consider the monthly business monitoring report
5 September 2019	
Police and Crime Commissioner	Scrutiny of progress against the Police and Crime Plan 2017 – 2021 – The PCC will present his 2018/19 Annual Report.
Thames Valley Police Delivery Plan 2019-20	Discussion about performance of the Thames Valley Police Service in 2018/19 and areas of focus for 2019/20.
Community Safety and Risk Management Plan	Scrutiny of the Oxfordshire Fire and Rescue Service's strategic approach to improving community safety outcomes.
Drug use in Oxfordshire	Links with health, domestic violence, housing – examine relationship with districts and Thames Valley Police, including work underway to tackle Child Drug Exploitation and County Lines.
Turning Point Contract	To review and scrutinise the Turning Point Contract
Business Monitoring Report	To consider the monthly business monitoring report
7 November 2019	
Safeguarding Children	Scrutiny of Safeguarding Children Annual reports, including an overview of safeguarding work, serious case reviews and quality assurance
Safeguarding Missing Children	An update on the number of children reported as missing from home, care and school in Oxfordshire and the work undertaken by the Missing Children's Panel and partners.
Safeguarding Adults	Scrutiny of the Oxfordshire Safeguarding Adults Board Annual Report.
Mental Health Social Work services	Review the outcomes of transferring social work staff back into the council for the delivery of mental health assessments, including an overview of s.117 funding, team performance and numbers of clients supported.
Review of the Mental Health Outcomes Based Contract	TBC
Highways Deep Dive follow-up	To receive an update on implementing the recommendations of the Highways Deep Dive
Business Monitoring Report	To consider the monthly business monitoring report
12 December 2019	

Business Monitoring Report	To consider the monthly business monitoring report
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TO BE SCHEDULED	
ITEM	NOTES
Oxfordshire Growth Deal	Oversight and scrutiny of Oxfordshire Growth Board decisions, bearing in mind the work of the joint scrutiny panel.
Use of s.106 monies	Update on progress since the PSC deep dive into s.106/Community Infrastructure Levy (CIL) payments.
Plans to tackle roadside NO2 concentrations	Council's approach to dealing with the impact of national policy to tackle roadside NO2 concentrations on Oxfordshire's transport network/ road infrastructure (i.e. ending the sale of diesel/petrol cars by 2040)
Strategic drivers	How the council is meeting its identified strategic risks, including council transformation and culture change, its relationship with external partners, building communities, etc.
Income generation	Scrutiny of the council's principles in relation to income generation, the opportunities available to the Authority and plans for increased income generation.
Ofsted inspection response	Scrutiny of the actions the Council is planning to take in response to the findings of the inspection into local authority services for children in need of help and protection, children in care and care leavers.
Council workforce	How the Council is meeting its Investors in People standard, ensuring its workforce is diverse and representative of local communities, and building workforce resilience, including its relationship with Unison.
Priority Delivery Plans	Directors will share their priorities within the overarching delivery plans and service plans.
Young Carers	Review of progress in relation to the recommendations from the Young Carers' scrutiny deep dive and the impact of moving the Young Carers Service into the Family Solutions Service.
Key worker housing	A report on progress with addressing housing and affordability issues in Oxfordshire as one of the biggest barriers to attracting key workers for the care workforce.

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