



County Council

14 July 2020

Agenda

*If you wish to view proceedings please click on this [live stream link](#).
However, that will not allow you to participate 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.

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, but please give as much notice as possible before the meeting.

To: **Members of the County Council**

Notice of a Meeting of the County Council

Tuesday, 14 July 2020 at 10.30 am

Virtual

***Due to guidelines imposed on social distancing by the Government
this meeting will be held remotely***

*Due to the current guidelines regarding social distancing this meeting of the County Council will be held remotely. Normally requests to speak at a public meeting are requested by 9 am on the preceding day to the published date of a meeting. However, during the current situation and to facilitate these new arrangements we are asking that requests to speak are submitted by 9am **four** working days before the meeting i.e. 9 am on Wednesday 8 July together with a transcript of your presentation emailed to deborah.miller@oxfordshire.gov.uk*

***If you wish to view proceedings please click on this [live stream link](#).
However, that will not allow you to participate in the meeting.***



Yvonne Rees
Chief Executive

July 2020

Committee Officer: **Deborah Miller**
Tel: 07920 084239; E-Mail: deborah.miller@oxfordshire.gov.uk

In order to comply with the Data Protection Act 1998, notice is given that this meeting will be recorded. The purpose of recording proceedings is to provide an *aide-memoire* to assist the clerk of the meeting in the drafting of minutes.

AGENDA

1. Minutes (Pages 1 - 4)

To approve the minutes of the meeting held on 4 May 2020 (**CC1**) and to receive information arising from them.

2. Apologies for Absence

3. Declarations of Interest - see guidance note

Members are reminded that they must declare their interests orally at the meeting and specify (a) the nature of the interest and (b) which items on the agenda are the relevant items. This applies also to items where members have interests by virtue of their membership of a district council in Oxfordshire.

4. Official Communications

5. Appointments

To make any changes to the membership of the Cabinet, scrutiny and other committees on the nomination of political groups.

6. Petitions and Public Address

This Council meeting will be held virtually in order to conform with current guidelines regarding social distancing. Normally requests to speak at this public meeting are required by 9 am on the day preceding the published date of the meeting. However, during the current situation and to facilitate these new arrangements we are asking that requests to speak are submitted by no later than 9am four working days before the meeting i.e. 9 am on 8 July 2020. Requests to speak should be sent to Deborah.miller@oxfordshire.gov.uk together with a written statement of your presentation to ensure that if the technology fails then your views can still be taken into account. A written copy of your statement can be provided no later than 9 am 2 working days before the meeting.

Where a meeting is held virtually and the addressee is unable to participate virtually their written submission will be accepted.

Written submissions should be no longer than 1 A4 sheet.

7. Questions with Notice from Members of the Public

8. Questions with Notice from Members of the Council

9. Report of the Cabinet (Pages 5 - 10)

Report of the Cabinet Meetings held on 19 November 2019, 17 December 2019, 21 January 2020, 25 February 2020, 17 March 2020, 13 May 2020, 26 May 2020 and 16 June 2020 (**CC9**).

10. Director for Public Health Annual Report (Pages 11 - 32)

Report by the Director of Public Health (**CC10**)

This is the 2019/20 Director of Public Health Annual Report for Oxfordshire. The purpose of a Director of Public Health is to improve the health and wellbeing of the people of Oxfordshire. This is done by reporting publicly and independently on issues which affect the health and wellbeing of the population in Oxfordshire and by making recommendations for improvement to a wide range of organisations. Producing a report is a statutory duty of Directors of Public Health.

Council is RECOMMENDED to note the report.

11. Scrutiny Annual Report (Pages 33 - 52)

The Scrutiny Annual Report (**CC11**) highlights the key work undertaken by the Council's scrutiny committees to address current and emerging issues including the delivery of improved services for the residents of Oxfordshire.

The report 2019-2020 is presented here to full Council, having been considered by the Performance Scrutiny Committee on 9 July 2020. Additional comments from the Committee will be summarised by the Chairman of the Performance Scrutiny Committee.

Council is RECOMMENDED to receive the report.

12. Audit & Governance Committee Annual Report (Pages 53 - 70)

Report by the Chairman of the Audit & Governance Committee (**CC12**).

The Annual Report sets out the role of the Audit & Governance Committee and summarises the work that has been undertaken both as a Committee and through the support of the Audit Working Group in 2019/20.

Council is RECOMMENDED to receive the report.

13. **Appointment of Independent Persons (Member Code of Conduct)** (Pages 71 - 74)

Report by the Monitoring Officer (**CC13**).

The County Council must appoint one or more Independent Persons whose views are to be sought, and considered, by the authority before it makes its decision on an allegation that a councillor has breached the Members' Code of Conduct.

Independent Persons perform a key role in the Council's procedures for investigating any such complaints.

The Council currently has one Independent Person but it is prudent for more than one to be appointed. This report therefore recommends Council to make two additional appointments to this role.

Council is RECOMMENDED to appoint Mr Martyn Hocking and Mr Nicholas Holt-Kenwell to the role of Independent Persons for Oxfordshire County Council for a period of two years, renewable once.

14. **Health Scrutiny Arrangements** (Pages 75 - 82)

Report by Corporate Director for Commercial Development, Assets and Investment (**CC14**).

The report outlines changes to the scope of delegation of health scrutiny powers for the Horton Joint Health Overview and Scrutiny Committee (HOSC). The changes seek to ensure the Horton HOSC can scrutinise the development of a masterplan for the Horton General Hospital.

Council is RECOMMENDED to agree an amended scope of the health scrutiny powers delegated to the Horton Joint Health Overview and Scrutiny Committee to allow scrutiny of a masterplan for the Horton General Hospital, as set out in paragraph 15 (a and b).

MOTIONS WITH NOTICE FROM MEMBERS OF THE COUNCIL

WOULD MEMBERS PLEASE NOTE THAT ANY AMENDMENTS TO MOTIONS WITH NOTICE MUST BE PRESENTED TO THE PROPER OFFICER IN WRITING BY 9.00 AM ON THE MONDAY BEFORE THE MEETING

15. **Motion by Councillor Ian Hudspeth**

"This Council recognises the excellent work of all local government staff across Oxfordshire during the COVID-19 crisis. Councils have worked together in difficult times, showing that organisational barriers to joint working can be overcome.

All Councils have gone the extra mile in delivering services to our residents that prioritise the most vulnerable. This has inevitably incurred additional costs – c. £90

million across all tiers.

All Councils acknowledge the additional Government funding to date, but we have a duty to respond to the national financial challenge ahead and to be open with residents. This Council is currently forecasting a deficit of c. £24 million for the financial year 2020/21 and a further deficit of c. £40 million for 2021/22.

All Councils across Oxfordshire are now considering how they can balance budgets and protect frontline services. No Councillor nor party wants to see drastic cuts to vital Council services.

We, as a group of democratically elected leaders, should take the opportunity provided by the devolution white paper to ensure that we provide the best possible public services for our residents.

This Council calls on the Leader to write to the Secretary of State requesting that its 2021 elections are held over until 2022 to allow sufficient time to undertake an open and wide-ranging conversation with our local authority partners, residents and stakeholders to explore all options for a new future for Oxfordshire. Our aims are clear: safeguard public services in the future, support a vibrant local democracy and ensure a strong economy.”

16. Motion by Councillor John Sanders

"This Council supports the concept of Low Traffic Neighbourhoods and will aim to introduce them when and where feasible."

17. Motion by Councillor Neville Harris

"Council are delighted to note that the Oxfordshire Charity "Children Heard and Seen" were amongst the 2019 recipients of The Queen's Award for Voluntary Service.

The Council further note that:

The Charity's work minimises the effects of parental imprisonment on young people through mentoring, group working and other interventions. Just listening to the thoughts of these young people promises benefit; realising they are not alone in facing problems is often pivotal.

Annually c312,000 children lose a parent to custody in England and Wales, c17,000 following the imprisonment of mothers. The Ministry of Justice advise that 65% of boys with a convicted parent go on to offend themselves.

The Charity's services are mainly reactive, identifying and encouraging children to take part is difficult and time consuming. Developing and fulfilling individual potential, seeking to reduce intergenerational crime and cut parent re-offending, this work impacts positively in Oxfordshire. Over 160 young people are on projects at present, c500 have participated since the Charity's formation in 2014. Commercial sector and grant foundation, purpose specific, funding and c40 volunteers make this endeavour

possible.

Council agrees that it recognises, "Children Heard and Seen", as a vital community initiative originating in Oxfordshire. It further agrees to invite the Charity to prepare a brief written report on its work, needs and aspirations and present the report to a meeting of the Council's Performance Scrutiny Committee and/or to such other Committee the Council may decide appropriate."

18. Motion by Councillor Charles Mathew

"The recent decision by the Oxfordshire LEP to withdraw funding from the Loop Farm project (Duke's Cut to Loop Farm Roundabout), a long-promised relief road to the A40 around Oxford, undermines sensible solutions to the current endless traffic jams on the A40 between Witney and the Oxford roundabouts. Given that the use of public money should be productive, Council asks Cabinet to review the unproductive plans presently being offered and adopt a long term strategy that will meet the needs of travellers from afar and near for the next twenty years at least"

19. Motion by Councillor Yvonne Constance

"This Council is aware of the need for urgent action to reduce carbon emissions. The Government is now committed to the ambitious target of carbon neutrality by 2050. Given the scale of the challenge ahead in retrofitting existing buildings to deliver this target, it is imperative new developments are built now to the highest possible energy efficiency standards.

Oxfordshire is committed to deliver 100,000 houses by 2031. These homes must be low-carbon, energy and water efficient and climate resilient. The Committee on Climate Change recognises the cost of building to a standard that achieves these aims is not prohibitive. Getting the design right from the outset is vastly cheaper than 'locking in' carbon and forcing retrofit at a later date.

We strongly welcome the governments consultation on the Future Homes Standard, which seeks to deliver homes with significantly lower carbon emissions. We note the Standard is planned for introduction from 2025, with an interim uplift to Building Regulations in 2020.

Council asks the Leader and Cabinet Member for Environment to write to the Secretary of State requesting that the government ensure that the full ambition of these proposals is delivered and that the Future Homes Standard is set as a 'minimum' rather than 'ceiling' standard leaving open the opportunity for higher standards to come forward. We also urge government to bring forward the introduction of this standard before 2025, by which time large numbers of Oxfordshire's new homes will already have been built."

20. Motion by Councillor Nick Field-Johnson

"We need to end sewage pollution and make our rivers clean and fit for bathing and recreation once again. We have a "clean beach policy" - we now need a clean river

policy (such as a Blue flag approach for our rivers so that they can be clean and healthy once again)."

Oxfordshire County Council therefore asks the Leader of the Council to call on Oxfordshire MPs to insist that HM Government takes action to ban the dumping of raw and untreated sewage into our rivers and to support a clean river policy including the reintroduction of bathing quality status in our rivers."

21. Motion by Councillor Suzanne Bartington

"Increasing tree cover is recognised as one of the most effective strategies to tackle the climate crisis, given the critical role of trees for absorbing and storing carbon. Additional benefits of appropriate tree species in suitable locations include mitigating flood risks, improving air quality, providing protected wildlife and contributing to improved mental health. Our Government has pledged to plant 30 million trees each year until 2024, and it is estimated that doubling UK woodland cover could absorb 10% of UK annual greenhouse emissions.

In July 2019 this Council declared a climate emergency and committed to achieving carbon net-zero status by 2030. Currently, trees cover 9% of Oxfordshire's land area, compared with an EU average of 35%. We therefore call upon the Cabinet Member for Environment to:

1. Recognise the critical role of existing tree preservation and planting for effective climate action and consider developing a Trees and Woodland Strategy.
2. Set a target for increased tree cover in Oxfordshire, and explore the viability of doubling coverage by 2045
3. Undertake a survey to identify existing tree cover and suitable sites for new trees (with consideration for habitat protection, land-use and biodiversity)
4. Work collaboratively with District, Town and Parish Councils, civic and commercial partners to deliver tree planting initiatives, considering maintenance responsibilities.
5. Influence developer schemes to ensure tree planting is undertaken, supported by relevant planning agreement contributions.
6. Write to the SoS for Environment, Food and Rural Affairs to request additional local authority funding to support tree-planting and maintenance."

22. Motion by Councillor Liz Brighouse

"The impact of COVID 19 has exposed the enormous inequalities in our County and the senseless death of George Floyd followed by demonstrations across our County have highlighted the injustices and inequalities experienced by many. In particular, there have been calls for changes to the National Curriculum which reflects our past rather than our present or future needs.

Until 1988 Oxfordshire, as the Local Education Authority was responsible for what was taught in Oxfordshire Schools. When that ended, the responsibility went to the Secretary of State for Education advised by a National Curriculum Council, this was revised by Labour. In 2010 Michael Gove, as Secretary of State for a Education in the Coalition Government, abolished it completely and took power to himself advised by Dominic Cummings.

Now is the time to consider whether this is the most inclusive or effective way of determining what our children learn. The CBI and the TUC think that the National Curriculum is inappropriate for the needs of industry and the life chances of future employees. We see cries from those demonstrating in the streets that it is not inclusive and diverse. Now is the time for change.

This Council asks the Leader of the Council to seek support from the LGA and the CCN to lobby Central Government to bring forward proposals to devolve responsibility for the Curriculum to Local Government within a framework agreed by an Advisory Council made up of Local Authorities CBI, TUC, Teachers, Faith Groups, EHRC.”

23. Motion by Councillor Deborah Mcilveen

“This Council notes:

- The disproportionate impact of COVID-19 on BAME communities, and the significant contribution of BAME individuals to the frontline COVID-19 response;
- The increase in hate crime towards people from BAME communities in Oxfordshire in recent years;
- The impact of the Hostile Environment on the ‘Windrush generation’ and others who have the right to live in this country;
- Structural racism is still an everyday reality for people from Black, Asian and other minority and refugee communities.

This Council also notes that:

- BAME communities are underrepresented in Oxfordshire County Council’s workforce, and that the Council’s Equality Policy and Strategy 2018-22 identifies the need to address this;
- Thousands of local people have expressed concerns about the existence of structural racism as part of the Black Lives Matters protests, vigils and events that have taken place in recent weeks across the county;
- Communities across Oxfordshire are united by a desire to live happy, healthy and productive lives, and recognise that reducing inequalities helps all communities to thrive;
- The County Council Equalities Strategy for employment, service delivery and participation needs to be updated.

This Council therefore:

1. Pledges to make Oxfordshire an Anti-racist County;
2. Will work with and listen to people experiencing racism;
3. Develop and implement an anti-racist strategy for employment, service delivery and participation; and
4. will work with local authorities, public bodies, employers, trade unions and community groups to achieve this.”

Pre-Meeting Briefing

There will be a Virtual pre-meeting briefing on **Monday 13 May 2020 at 10.15 am** for the Chairman, Vice-Chairman, Group Leaders and Deputy Group Leaders

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OXFORDSHIRE COUNTY COUNCIL

MINUTES of the meeting held on Monday, 4 May 2020 commencing at 10.30 am and finishing at 11.39 am

Present:

Councillor Les Sibley – in the Chair

Councillors:

John Howson	Mike Fox-Davies	Glynis Phillips
Sobia Afridi	Stefan Gawrysiak	Susanna Pressel
Jamila Begum Azad	Mark Gray	Laura Price
Hannah Banfield	Pete Handley	Eddie Reeves
David Bartholomew	Jane Hanna OBE	G.A. Reynolds
Dr Suzanne Bartington	Jenny Hannaby	Judy Roberts
Tim Bearder	Neville F. Harris	Alison Rooke
Maurice Billington	Steve Harrod	Dan Sames
Liz Brighouse OBE	Damian Haywood	Gill Sanders
Paul Buckley	Mrs Judith Heathcoat	John Sanders
Kevin Bulmer	Hilary Hibbert-Biles	Emily Smith
Nick Carter	Ian Hudspeth	Roz Smith
Mark Cherry	Tony Ilott	Lawrie Stratford
Dr Simon Clarke	Bob Johnston	Dr Pete Sudbury
Yvonne Constance OBE	Liz Leffman	Alan Thompson
Ian Corkin	Lorraine Lindsay-Gale	Emma Turnbull
Arash Fatemian	Mark Lygo	Michael Waite
Neil Fawcett	D. McIlveen	Liam Walker
Ted Fenton	Kieron Mallon	Richard Webber
Nicholas Field-Johnson	Jeannette Matelot	
Mrs Anda Fitzgerald-O'Connor	Charles Mathew	

The Council considered the matters, reports and recommendations contained or referred to in the agenda for the meeting and decided as set out below. Except insofar as otherwise specified, the reasons for the decisions are contained in the agenda and reports, copies of which are attached to the signed Minutes.

10/20 MINUTES

(Agenda Item 1)

The Minutes of the Meeting of 11 February 2020 were approved and signed as an accurate record, subject to the corrections set out in the schedule and page 6, 1st paragraph changing 'Jenerick' to 'Jenrick' and 'sighted' to 'cited'.

Cllr Harris raised a concern that the report provided to Council did not specifically identify the legal implications and risk assessment which was a departure from the normal form of report.

11/20 APOLOGIES FOR ABSENCE

(Agenda Item 2)

An apology for absence was received from Councillor Carmen Griffiths.

12/20 DECLARATIONS OF INTEREST

(Agenda Item 3)

Councillor Charles Mathew declared a non-pecuniary personal interest in Agenda Item 5 by virtue of his position as the Oxfordshire County Council representative on the Cotswold Conservation Board.

13/20 CHAIRMAN'S ANNOUNCEMENTS

(Agenda Item 4)

Council congratulated staff and the community on their efforts and response during the Coronavirus pandemic.

Council paid tribute and thanked Nick Graham for his service as Monitoring Officer and Director of Law and Governance and wished him all the best for his new venture.

14/20 PETITIONS AND PUBLIC ADDRESS

(Agenda Item 5)

Mr George Lambrick, Chairman of the Rollright Trust presented a Petition of some 32,000 signatures concerning Traffic on the road that passes the Rollright Stones in North Oxfordshire.

15/20 CONSTITUTION CHANGES

(Agenda Item 6)

Council had before it a report which set out for information proposed temporary changes necessary for the effective running of remote meetings during the restrictions brought about by the corona virus pandemic. The changes were in line with, and gave practical effect to, The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020 that came into force on 4 April 2020. The Regulations enabled all local authority meetings before 7 May 2021 to be held remotely and removed the requirement for the annual meeting this year.

The Chairman drew member's attention to the Erratum set out in Annex 1 to the schedule of Business which included a corrected recommendation (b) to reflect the recommendation of officers that the Annual General Meeting be postponed.

RESOLVED: (on a Motion by Councillor Les Sibley, seconded by Councillor John Howson and carried nem con) to:

- (a) note the amendments set out in the Annex that the Monitoring Officer has made following publication of the Regulations to give effect to the principles of open decision making and public engagement;
- (b) agree that the Annual General Meeting be postponed;
- (c) note the emergency powers set out at Annex 3;
- (d) agree that the Director of Law and Governance in consultation with the Chairman of the Council be authorised to make minor changes to the process and, as necessary, the Constitution in the light of practical experience of virtual working.

16/20 APPOINTMENT OF MONITORING OFFICER ON AN INTERIM BASIS

(Agenda Item 7)

As a result of the current Monitoring Officer, Nick Graham, leaving the Council, it was now necessary for the Council to re-appoint an officer to this statutory role. The Council had before it a report which sets out the procedural requirements in making such an appointment. The report had been circulated separately in an Addenda to the Meeting.

RESOLVED: (on a Motion by Councillor Les Sibley, seconded by Councillor John Howson and carried new con) to agree that:

- (a) Steve Jorden be appointed on an interim basis as the Council's Monitoring Officer from the 11th June 2020;
- (b) the appointment be formally made once the Proper Officer is satisfied that no member of the Cabinet objects to this.

17/20 MEMBERS' ALLOWANCES SCHEME 2020/21

(Agenda Item 8)

Each year, the Council must approve a Members' Allowances Scheme. Before doing so it must consider the views of its Independent Remuneration Panel.

The COVID-19 restrictions on holding meetings have legally prevented Council from meeting until now to consider adopting a Scheme for 2020/21. The Council had before it a report which sets out proposals for approving a scheme this year in light of the pandemic.

RESOLVED: (on a Motion by Councillor Les Sibley, seconded by Councillor John Howson and carried nem con) to:

- (a) to agree that the Members' Scheme of Allowances for 2020/21 should be the same as that which applied during 2019/20;

- (b) to hold a further review of allowances once the business of the Council has sufficiently returned to normal following the COVID-19 pandemic, and in any case ahead of the May 2021 County elections.

18/20 OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN: REVIEW OF OXFORDSHIRE STATEMENT OF COMMUNITY INVOLVEMENT

(Agenda Item 9)

Council had before it a report which set out the Statement of Community Involvement (SCI) which was a statutory planning document that set out how Oxfordshire County Council would involve the community (consultees, stakeholders and other interested parties) in preparing and reviewing the Minerals and Waste Local Plan and making decisions on planning applications for minerals, waste and County Council developments. The Council must comply with its SCI in preparing local plan documents.

The current SCI had been adopted by the Council in March 2015. The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) required SCI's to be reviewed every 5 years. In view of those Regulations, and the legislative changes that had been made under the Neighbourhood Planning Act 2017, it is now an appropriate and relevant time to update the Statement of Community Involvement to incorporate these changes.

RESOLVED: (on a motion by Councillor Yvonne Constance, seconded by Councillor John Sanders and carried nem con) to:

- (a) adopt the Oxfordshire Statement of Community Involvement with the amendments as shown in Annex 1; and
- (b) delegate to the Corporate Director for Place and Growth the approval of the Oxfordshire Minerals and Waste Statement of Community Involvement at Annex 1, subject to any further minor changes to be made in consultation with the Cabinet Member for Environment.

19/20 DISPENSATIONS

(Agenda Item 10)

This item was withdrawn as it was not required.

..... in the Chair

Date of signing

Division(s): N/A

COUNTY COUNCIL – 14 JULY 2020

REPORT OF THE CABINET

Cabinet Member: Leader of the Council

1. Appointments 2020/21

(Cabinet, 26 May 2020)

Cabinet confirmed member appointments to a variety of bodies which in different ways supported the discharge of the Council's Executive function.

2. Oxfordshire County Council Post COVID Planning: Restart, Recover, Renew

(Cabinet, 16 June 2020)

Cabinet had before it a report which set out Oxfordshire County Council's approach to post COVID-19 planning and recovery following the national period of lockdown and a prolonged period of operation within an emergency response context

Cabinet endorsed the approach to planning for recovery for the immediate, transitional and longer term.

N.B. As set out under Rule 19(a) of the Scrutiny Procedure Rules, this decision was exempt from Call-In as it was deemed urgent to enable the actions and proposals in the report to be implemented immediately without any delay, which is important given the fluid situation with covid guidance and the need to respond and adapt.

Cabinet Member: Deputy Leader

3. Workforce Report and Staffing Data

(Cabinet, 17 December 2019, 25 February 2020 and 26 May 2020)

Cabinet noted a series of reports that gave a snapshot of the workforce profile including headcount and full-time equivalent comparison, equality, apprenticeships, sickness, turnover and agency spend for the period from 1 July 2019 to 31 March 2020. In addition, the report provided information on the cost of posts being covered by agency staff and a 4-year agency trend analysis.

Cabinet Member: Adult Social Care & Public Health

4. Innovation and Sustainability Funds

(Cabinet, 21 January 2020)

The Innovation and Sustainability Funds were introduced in 2018, following the review of daytime support services and the implementation of a new, flexible countywide system of daytime support in Oxfordshire. The aim of the sustainability funding is to provide support to existing services and the innovation funding is to provide one-off funding to support the development of self-sustaining projects, delivering new opportunities for adults in Oxfordshire.

Cabinet approved the final cross-party panel recommendations for allocation of the Innovation and Sustainability Funds for Daytime Support 2020-21.

Cabinet Member: Council Business & Partnerships

5. ICT Strategy, Digital Strategy & Endorsement of Local Digital Declaration

(Cabinet, 17 December 2019)

Cabinet agreed the proposed Information Technology Strategy and the Framework for Digital Service Delivery; and adopted the Local Digital Declaration and became a signatory to it.

* This decision was taken under the remit of the former Cabinet Member for Transformation.

6. Digital Infrastructure Strategy

(Cabinet, 17 March 2020)

Cabinet considered a plan to support delivery of the Government's commitment to have 100% coverage of full fibre broadband and close to 100% coverage of fast mobile. Cabinet approved the Digital Infrastructure & Delivery Plan; and the associated Memorandum of Understanding forming a Digital Infrastructure Partnership between Oxfordshire Local Authorities and OxLEP.

Cabinet Member: Education & Cultural Services

7. Statutory Notice to Close Culham Parochial CE Primary School

(Cabinet, 19 November 2019)

Following the publication of a statutory notice Cabinet approved the proposed closure of Culham Parochial Church of England Primary School.

8. SEND LA Ofsted Report

(Cabinet, 21 January 2020)

The Cabinet noted the outcome of the SEND Local Area re-visit report, which had been published by Ofsted on the 23 December 2019, following the revisit on the 15 - 17 October 2019.

9. Expansion of Radley CofE Primary School

(Cabinet Member for Education & Cultural Services, 13 May 2020)

The Cabinet Member for Education & Cultural Services agreed to permanently expand Radley CofE Primary School to 1 form of entry, increasing its admission number from 15 to 30 and its capacity from 105 to 210 places.

N.B. As set out under Rule 19(a) of the Scrutiny Procedure Rules, this decision is exempt from Call-In as it is deemed urgent and any delay would seriously prejudice the Council's interests, in that any delay could mean the decision would be taken away from Oxfordshire County Council.

Cabinet Member: Environment

10. Delegation of Enforcement Powers to City/District Councils

(Cabinet, 19 November 2019)

Cabinet approved the delegation of specific powers from the county council to the city and district councils in relation enforcement of the legal requirements concerning domestic Energy Performance Certificates (EPCs) and in relation to the enforcement of the Minimum Energy Efficiency Standards (MEES) in commercial properties.

11. Oxfordshire Local Aggregates Assessment 2019

(Cabinet, 19 November 2019)

Cabinet had before them a report that set out the background to the community asset transfer policy and the issues that have arisen from its application in its current form, most recently through the children's services transformation. The report proposes revisions to the policy to improve the process for all parties in future, to provide greater clarity when working with community organisations interested in taking on council buildings.

Cabinet adopted the revised Community Asset Transfer Policy.

12. Connecting Oxford

(Cabinet, 21 January 2020)

Cabinet considered a report on the Connecting Oxford proposals - further traffic restrictions across Oxford and a workplace parking levy in Oxford's Eastern Arc - and the transport, environmental and other benefits it could deliver for Oxfordshire. A timetable and costs for the work required to design a detailed scheme and develop a DfT compliant business case, which will thoroughly

assess a range of scheme benefits and impacts, were contained within the report. Initial proposals were subject to an extensive engagement exercise and the report confirmed the main findings.

In addition, the report set out the need for further consultation and engagement. It was proposed to develop a detailed scheme and business case between January/February 2020 and Autumn 2021. A decision was required on whether to proceed on this basis (with the necessary funding to undertake this work already secured from the Housing & Growth Deal).

Cabinet endorsed the overall approach proposed as the basis for further scheme and business case development of Connecting Oxford proposals in partnership with Oxford City Council.

13. Oxford Local Walking & Cycling Infrastructure Plan

(Cabinet, 17 March 2020)

Cabinet had before it a detailed 10-year plan to improve cycling and walking in Oxford. Cabinet approved the Oxford Local Cycling & Walking Infrastructure Plan (LCWIP), including the Oxford cycle network plan.

14. Oxfordshire Minerals & Waste Local Development Scheme

(Cabinet, 17 March 2020)

Cabinet approved a revised minerals and waste development scheme and proposed timetable for the preparation of the Minerals and Waste Local Plan.

15. Better Deals for Bus Users – Funding Opportunities

(Cabinet, 26 May 2020)

The purpose of the report was to detail two new funds for the provision of bus services under the heading of 'Better Deal for Bus Users', and to provide an update on the financial support available to bus operators as a result of the impact of Covid-19 along with updating members on other funding opportunities to support public transport.

Cabinet agreed for Officers to submit an Expression of Interest to the Government's 'All-Electric Bus City' funding initiative; and to submit up to four Expressions of Interest to the Government's Rural Mobility Funding initiative.

Cabinet Member: Finance

16. Community Asset Transfer Policy*

(Cabinet, 19 November 2019)

Cabinet had before them a report that set out the background to the community asset transfer policy and the issues that have arisen from its application in its current form, most recently through the children's services transformation. The report proposed revisions to the policy to improve the process for all parties in future, to provide greater clarity when working with community organisations interested in taking on council buildings.

Cabinet adopted the revised Community Asset Transfer Policy.

* This decision was taken under the remit of the former Cabinet Member for Transformation.

17. Capital Programme Monitoring Report

(Cabinet, 17 December 2019 & 17 March 2020)

Cabinet two capital programme update and monitoring reports for the 2019/20 financial year that focused on the delivery of the capital programme based on projections at the end of October 2019 and new inclusions within the overall ten-year capital programme.

Cabinet approved the updated capital programme and:

- In relation to the Housing & Growth Deal agreed the release of the Benson Relief Road and Milton Heights Bridge schemes;
- In relation to schools agreed:
 - the inclusion of the following projects in the Capital Programme: new Faringdon Primary School; new Primary School in Wallingford; the expansion project at Thame, Lord Williams's School;
 - the release of the expansion project at Chalgrove Primary School in the Basic Need programme;
 - the release of the expansion project at John Watson Special School (Secondary) in the Basic Need programme
- agreed the release of the Legacy Programme, and to report the governance of these projects at a programme level.
- agreed to continue to report the Growth Deal at programme level to enable resources to be moved between schemes but within the overall programme total of £143m.

18. Provisional Capital Outturn 2019/20

(Cabinet, 26 May 2020)

Cabinet noted the provisional capital programme outturn position for the 2019/20 financial year that focused on the capital spending against budget allocations within 2019/20 and the financing of this capital investment.

Cabinet Member: Local Communities

19. Youth Opportunity Fund

(Cabinet, 25 February 2020)

The Youth Opportunity Fund was introduced by Cabinet in 2019 to increase opportunities for young people across Oxfordshire. Following the application

process, as per the agreed cross-party decision-making process, the cross-party panel reviewed the applications and assessed them against grant criteria.

Cabinet approved the final cross-party panel recommendations for allocation of the Youth Opportunity Fund and closed the Fund.

Cabinet Member: All Cabinet Members

20. Business Management & Monitoring Report

(Cabinet, 17 December 2019, 21 January 2020, 25 February 2020, 17 March 2020 and 26 May 2020)

Cabinet considered a series of reports that set out Oxfordshire County Council's (OCC's) progress towards Corporate Plan priorities and provided an update on the delivery of the Medium Term Financial Plan from 1 October 2019 to 31 March 2020.

IAN HUDSPETH

Leader of the Council

July 2020

Some are more equal than others

HIDDEN INEQUALITIES IN A PROSPERING OXFORDSHIRE
2019/20 DIRECTOR OF PUBLIC HEALTH ANNUAL REPORT





Oxfordshire is a prosperous and affluent place to live. However, it also hides significant health and social inequalities across the County.

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Acknowledgments

I would like to thank our colleagues from Oxfordshire Public Health and wider organisations who have contributed to producing this report, from providing data and intelligence to great case studies. Special mention to Eunan O’Neill, Eddie Gibb, Val Messenger, Jackie Wilderspin, Kate Holburn, Donna Husband, Sue Lygo and Philippa Dent for their efforts in getting the report turned around in no time.

Foreword

I am the Director of Public Health for Oxfordshire. Every year, all directors of public health are required by law to produce a report about the health of the residents in their areas. Less than six months into my new role I find myself having to do my first Annual Report for Oxfordshire. This has made me think about the purpose of this year’s report.

In the past, the annual reports have been used as a great vehicle to provide useful information about the health and wellbeing of Oxfordshire residents. This year, as my first report, I want to take a different approach. I want to use this year’s annual report as a vehicle for shining the spotlight on a significant issue in Oxfordshire that is relevant to all partners both health and non-health, as well as the public.

Oxfordshire is a prosperous and affluent place to live. However, it also hides significant health and social inequalities across the county. The most recent data also indicates this is getting worse. This is going to be the focus

of my report. Identifying and tackling these inequalities will require a collaborative approach. The report will look at not only tackling the health inequality head on, but also understanding and addressing the underlying drivers of these inequalities, which goes well beyond the remit of our health partners. Shaping our environments to promote healthy behaviours and forming thriving communities will be a big part of this.

Therefore, the purpose of this report is to identify the level of inequality across the County and to reflect, learn and build on the good work so far. It is not the intention of this report to produce sweeping recommendations but more of a conversation starter and a call for action to form a collective vision.

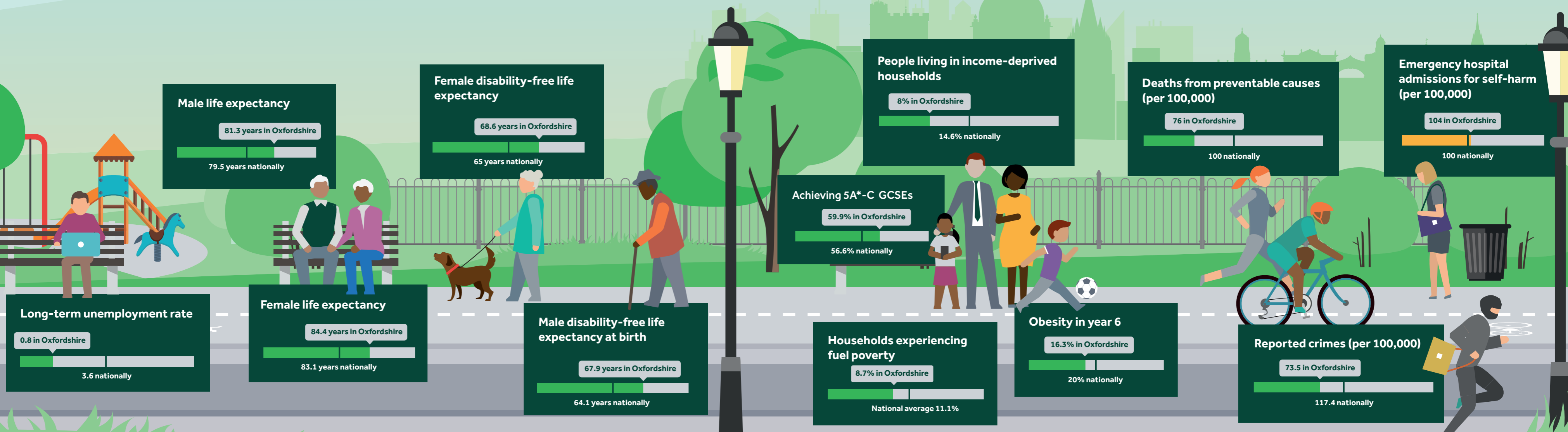
I hope you find the report interesting, but more importantly it inspires you to join the journey with me to form a healthy and prosperous Oxfordshire for everyone.



Ansaf Azhar, Director of Public Health, Oxfordshire

Oxfordshire, a pleasant and prosperous County - mostly

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Our health is something we live with every day, and good health is something we may not notice until we are ill. The causes of ill health are many and complex. Some factors that affect our health are beyond our control like our genes. However, there are many factors which can be in our control that we can modify to maintain good health.

We know that our lifestyles and behaviours can play a major role in the development of long-term conditions such as heart disease, diabetes and cancer. Raising awareness and health education have been the mainstay of the public health strategy over the past decades. However, we know that tackling the drivers of ill health is not so simple.

The social and wider determinants such as our early years, employment and housing status have a significant influence on the way we feel and behave. We can often find ourselves in environments that make it very difficult to adopt healthy behaviours and make healthier decisions. To address this, the public health approach needs to be all-encompassing and build wider partnerships with our key stakeholders.

Oxfordshire is accepted on the whole to be an affluent and prosperous place to live. The County is one of the 20% least deprived County Councils (or Unitary

Authorities) in England. The health of the people in Oxfordshire overall is generally better than national averages for most health metrics

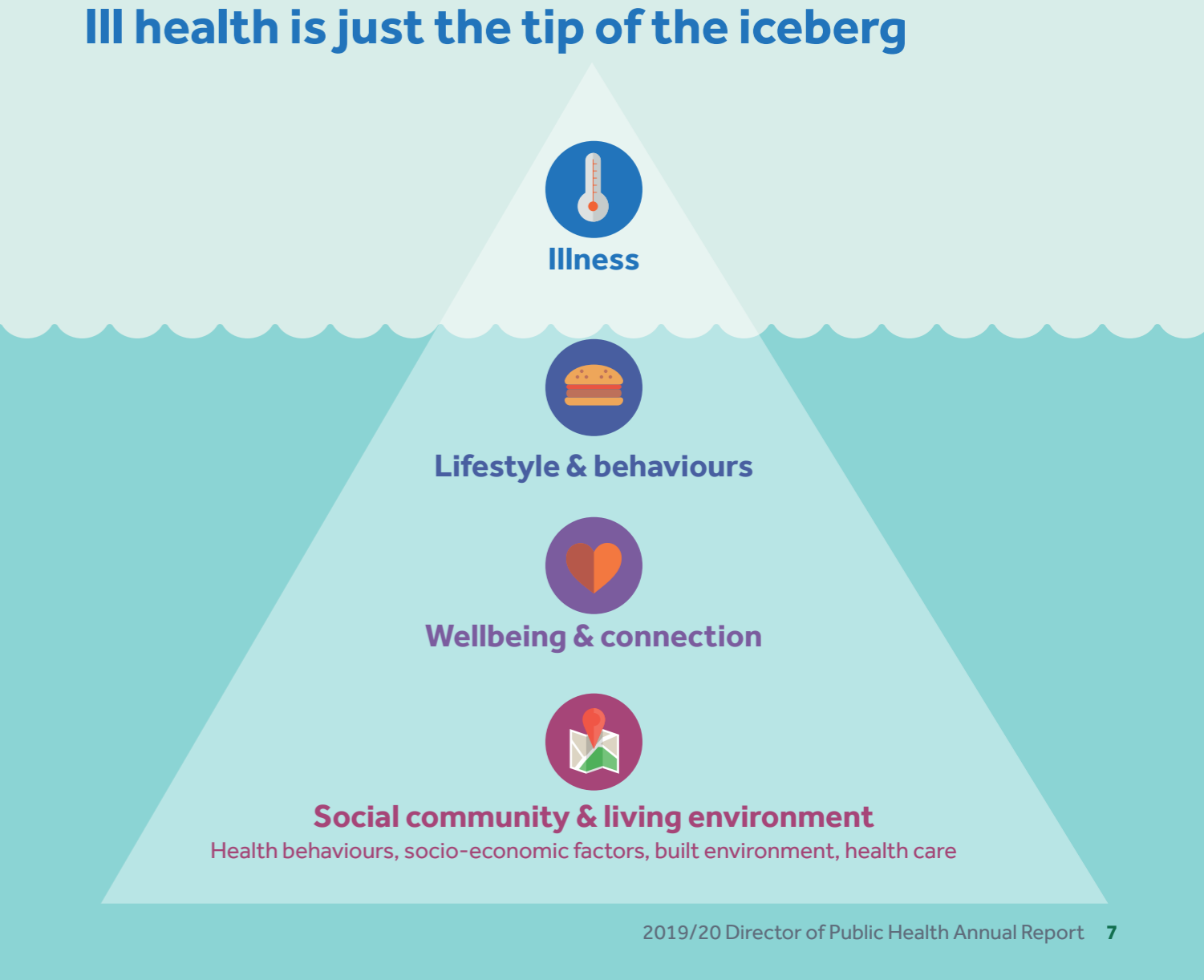
When we consider the wider indicators beyond the direct health and health behaviour outcomes, we know that Oxfordshire on average is significantly better than National averages. This reinforces the perception of a prosperous Oxfordshire.

People in Oxfordshire have better health and the number of people dying early is significantly lower than the England average. This is also the same for causes of ill health. Alcohol related admissions, smoking prevalence, childhood and adult obesity in Oxfordshire are significantly below national average. This is a good thing and contributes to people living healthier lives into older age.

The overall view of the averages for Oxfordshire paints a very positive picture for the County. However, this

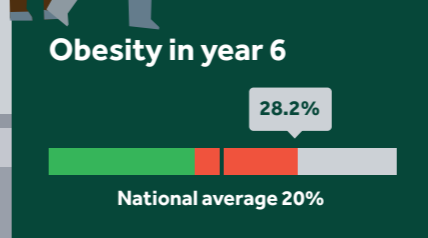
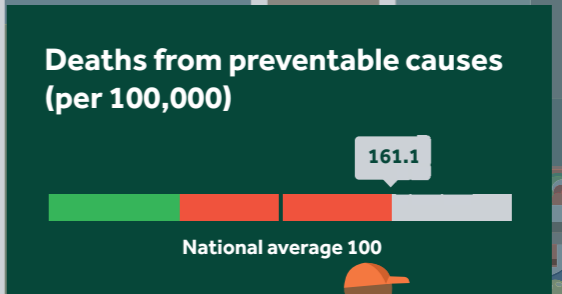
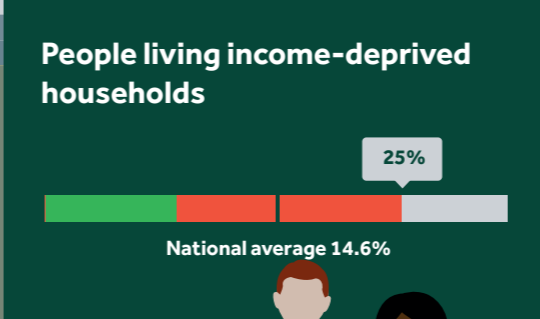
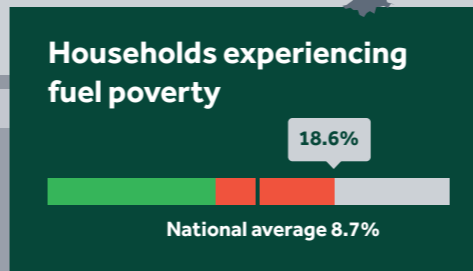
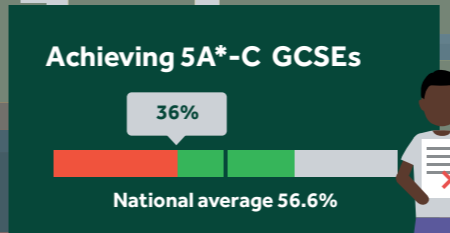
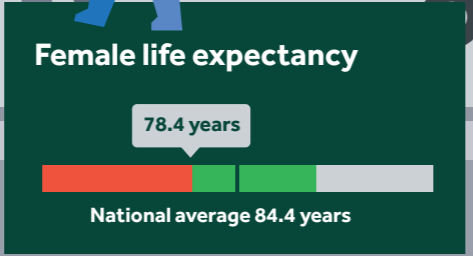
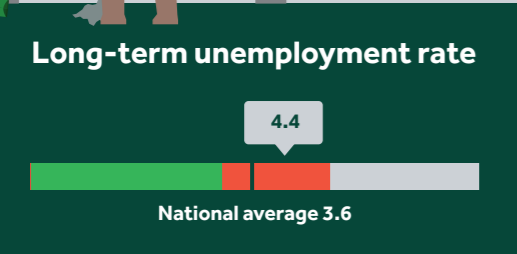
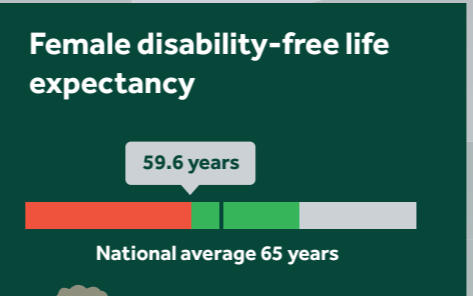
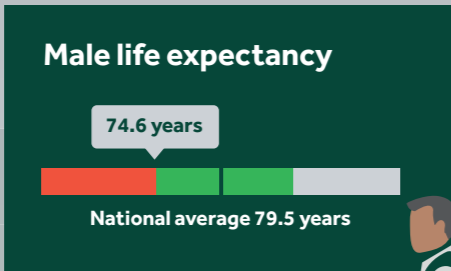
does not represent the situation for everyone in the County. When we look deeper into the data below the County level, we know there are 10 wards in Oxfordshire which fall within the 20% most deprived wards in England. With this economic inequality there are health and social inequalities for the people who live in these areas.

If a universal approach to policy and delivery of services is maintained in Oxfordshire, there is a real risk that any improvements in the average population will not be realised for the most deprived and at worst, may exacerbate and widen the inequalities between the least and most deprived residents of Oxfordshire. This is not socially or morally acceptable, which is why we will consider these areas in more detail and how the wider aspects of how we live our lives can be addressed to improve the lives of those who are disadvantaged the most in our County.



Scratching beneath the surface

■ Oxfordshire average ■ Worst performing ward in Oxfordshire



Oxfordshire is one of the most affluent areas of the country. This hides the astonishing fact that there are 10 wards in Oxfordshire which feature areas which are in the 20% most deprived in England.

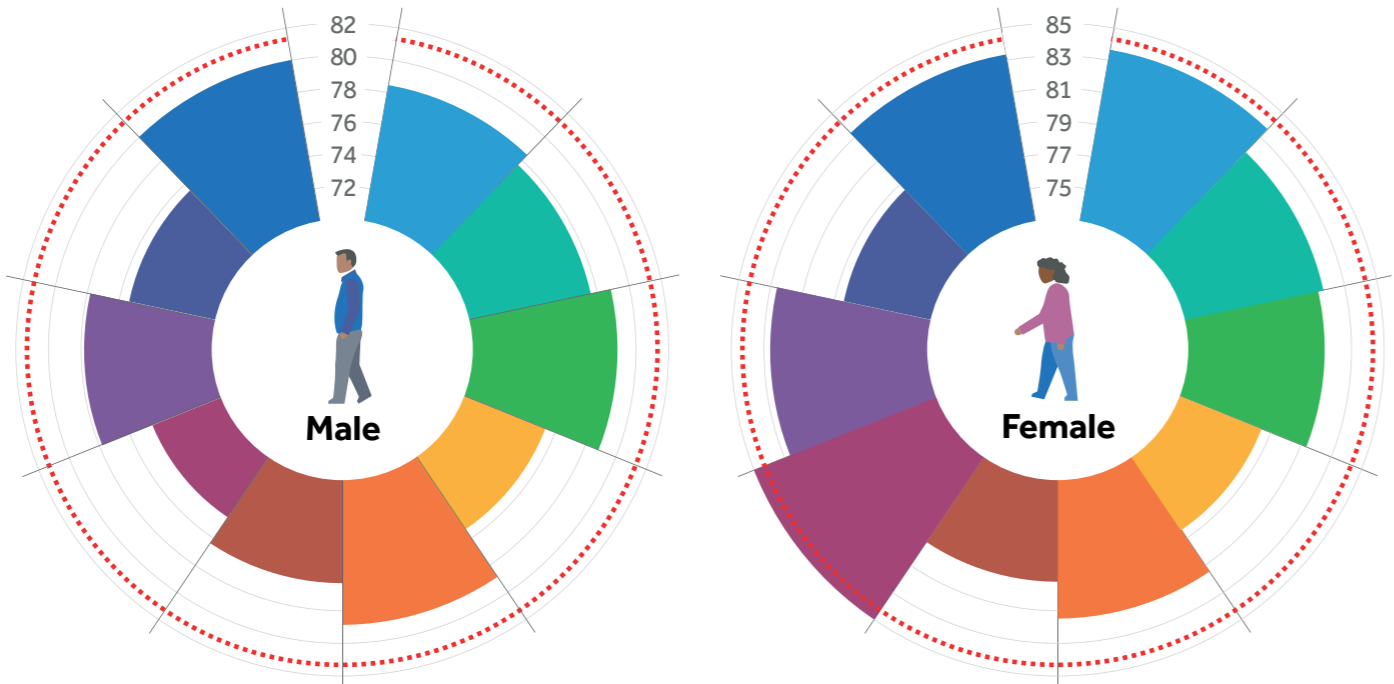


The 10 most deprived wards in Oxfordshire



Average Life Expectancy

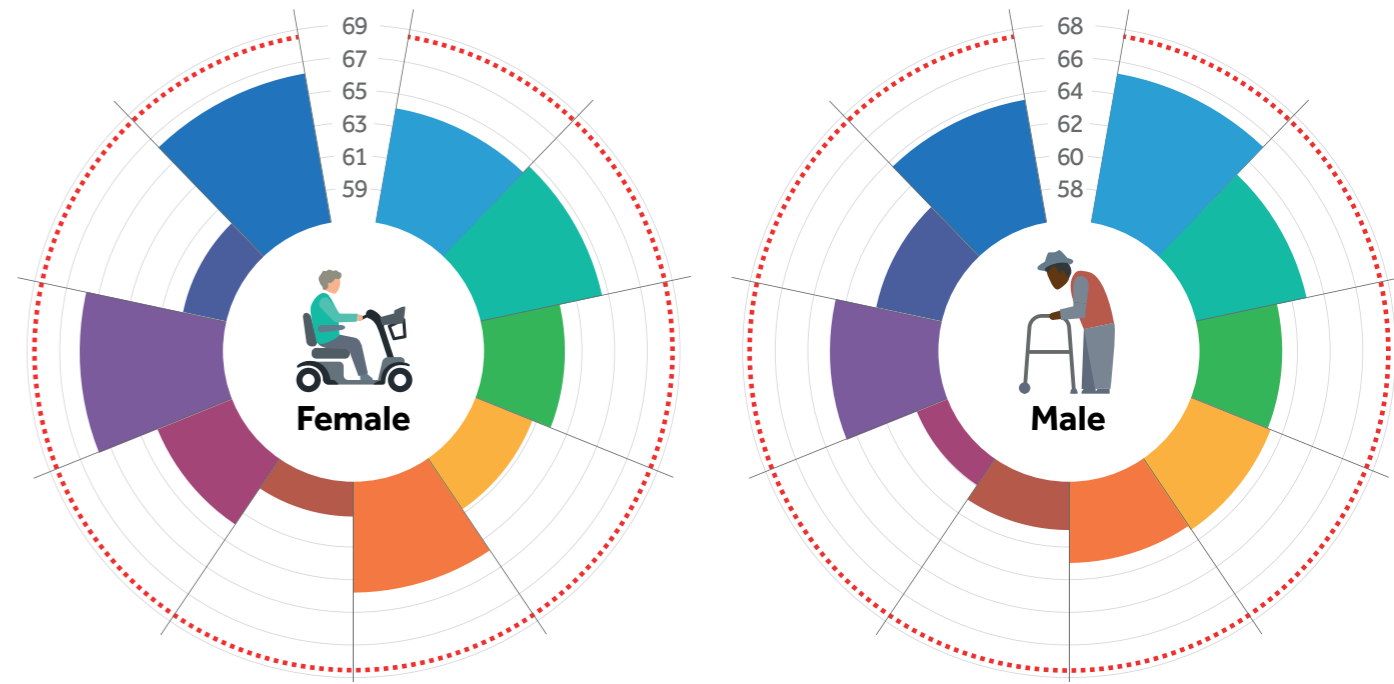
Most people would want to live a long life. If you live in the most deprived areas of Oxfordshire you are expected to live a shorter life than the average life expectancy for Oxfordshire. The diagram shows the male life expectancy of the ten most deprived wards. Nine out of ten of these wards are below the national average and significantly below the Oxfordshire Average. The life expectancy gap for men living in Carfax to the least deprived ward in Oxfordshire is shockingly 15 years!



- Key**
- Abingdon Caldecott
 - Banbury Cross and Neithrop
 - Banbury Grimsbury and Hightown
 - Banbury Ruscote
 - Barton and Sandhills
 - Blackbird Leys
 - Carfax
 - Littlemore
 - Northfield Brook
 - Rose Hill and Iffley
 - Oxfordshire average

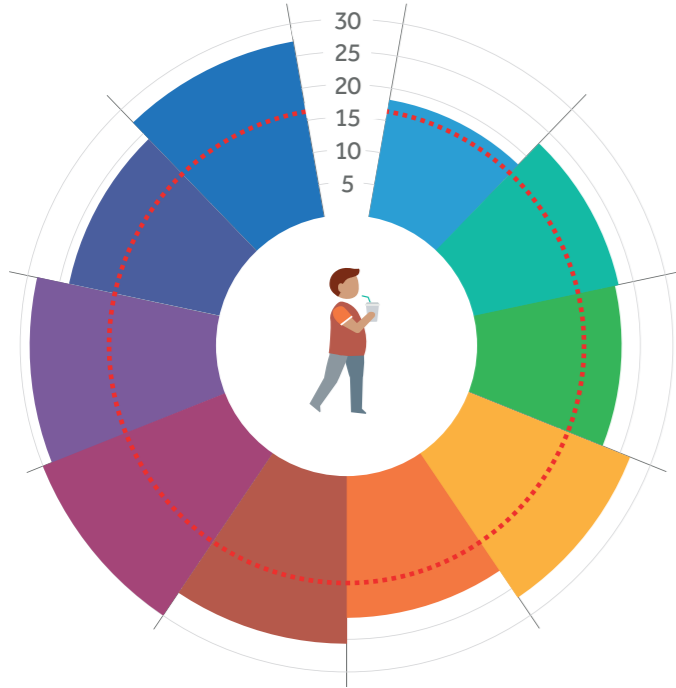
Disability-Free Life Expectancy

Living a long life in good health is also another ambition which we may not all achieve. The residents of the most deprived areas of Oxfordshire can expect to live a shorter life, where they can expect to live with a long-term illness or disability for more of their life than those in the least deprived areas.



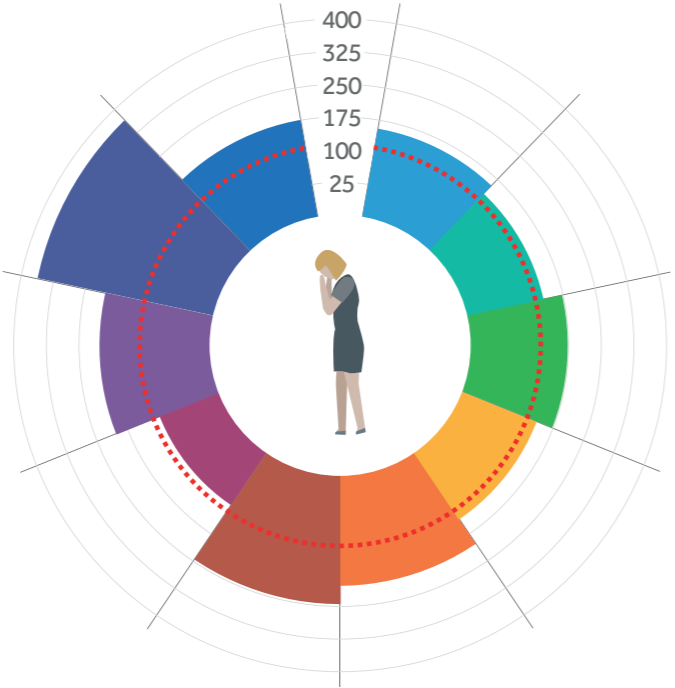
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 - Oxfordshire average

Childhood Obesity at Year 6



The most deprived wards are consistently worse than the England and Oxfordshire averages, where multiple factors are at play. Children are more likely to be overweight or obese when they leave primary school and hospital admission rates are higher for a range of conditions.

Self-Harm



The extent of the inequality in health outcomes can be shown in the chart above for rate of emergency hospital admissions for self-harm. As you can see, the wards we are discussing have higher admissions than the average.

Key

- Abingdon Caldecott
- Banbury Cross and Neithrop
- Banbury Grimsbury & Hightown
- Banbury Ruscote
- Barton and Sandhills
- Blackbird Leys
- Carfax
- Littlemore
- Northfield Brook
- Rose Hill and Iffley
- Oxfordshire average

Deprivation and Determinants

There are various factors that determine how healthy a population can be. There are a much wider range of drivers of inequality beyond traditionally accepted behaviours such as smoking, drinking alcohol, physical inactivity and our diet.

Since 2000 in England the government use The Index of Multiple Deprivation (IMD) to rank every small area of England from 1 (most deprived) to 32,844 (least deprived area).

The IMD combines information from seven domains to produce an overall relative measure of deprivation. The seven domains and how they give a combined value are shown alongside.

The seven domains of IMD reflect that there are many aspects or “wider determinants” which impact on our lives, health and wellbeing. Factors which are now accepted to play a much bigger part in our health outcomes include income, education, housing and employment.

Measuring Deprivation



Employment

Measures the proportion of the working age population in an area involuntarily excluded from the labour market



Education

Measures the lack of attainment and skills in the local population



Barriers to housing and services

Measures the physical and financial accessibility of housing and local services.



Income

Measures the proportion of the population experiencing deprivation relating to low income



Health

Measures the risk of premature death and the impairment of quality of life through poor physical or mental health



Crime

Measures the risk of personal and material victimisation at a local level



Living environment

Measures the quality of both the ‘indoor’ and ‘outdoor’ local environment

Income deprivation

Eight wards in Oxfordshire have higher than average percentages of people living in income deprivation.

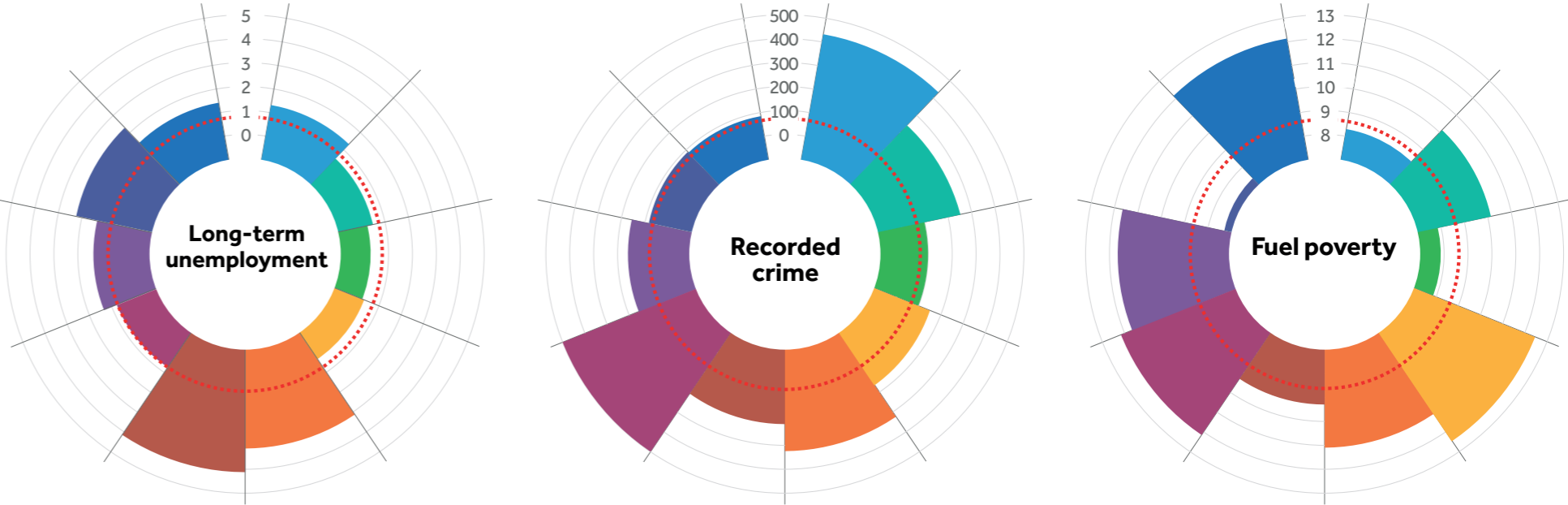
Seven of these wards are from our ten most deprived and is a stark inequality to many wards which have higher than average income. Analysis of data shows that in these wards there are relatively high levels of child and pensioner poverty.



Key

- Abingdon Caldecott
- Banbury Cross and Neithrop
- Banbury Grimsbury and Hightown
- Banbury Ruscote
- Barton and Sandhills
- Blackbird Leys
- Carfax
- Littlemore
- Northfield Brook
- Rose Hill and Iffley
- Oxfordshire average

Other Factors



Many factors in our lives have a significant impact on our health and can have a major influence on our health behaviours, creating barriers to choosing healthier options in our life. There is a surprising impact of these wider determinants on our health and how much they affect our individual behaviours.

Key

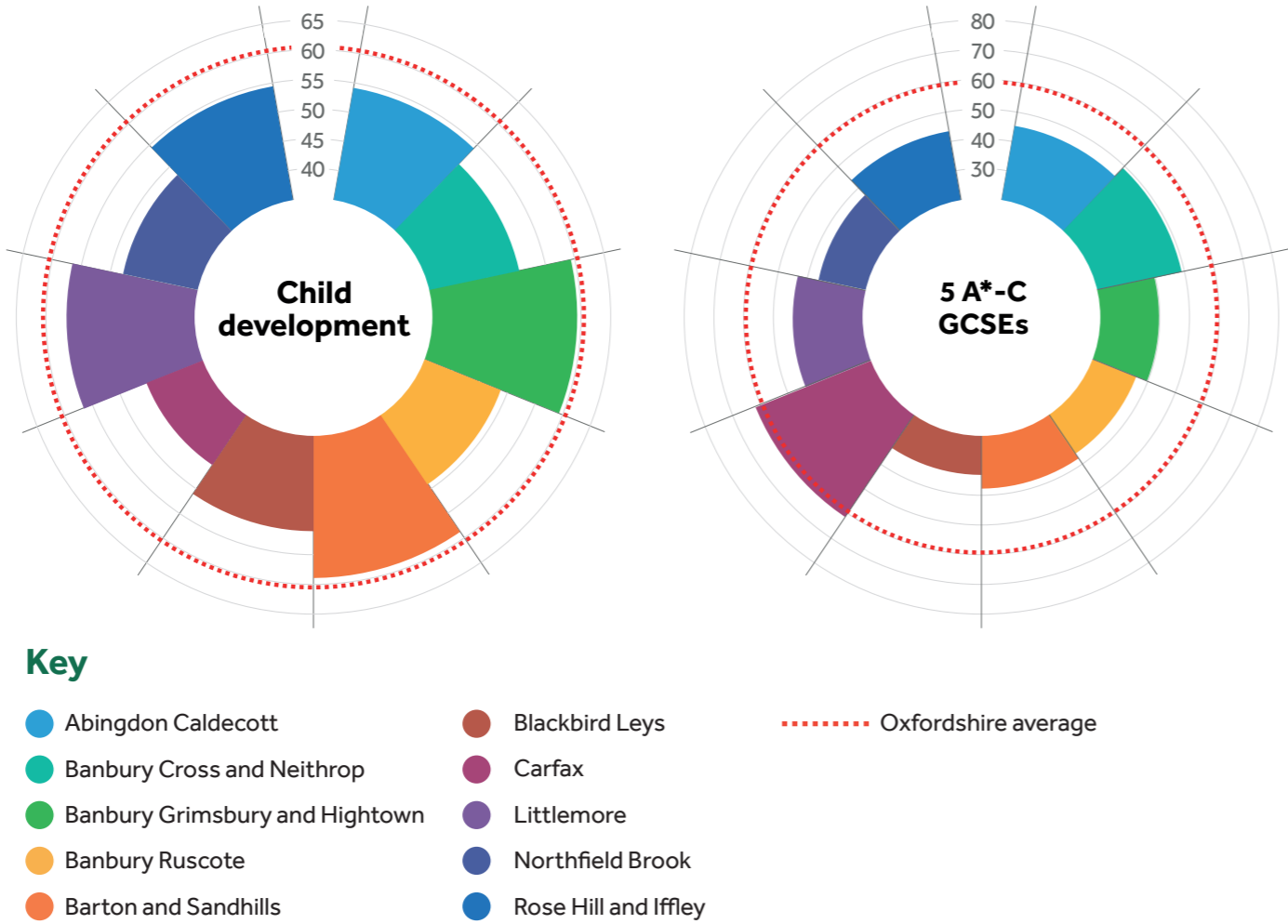
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- Northfield Brook
- Rose Hill and Iffley
- Oxfordshire average

Education and Skills Development

Good education and skills development can help lift people out of poverty and reduce income poverty.

The future growth of the Oxfordshire economy is dependent on young people leaving school with skills to “flow” into the local economic workforce with the suitable “stock” of skills to fill local jobs.

If the “flow and stock” is not in suitable numbers, a low-income economy and high unemployment will continue in the most deprived areas of the County. Some of the most deprived wards in the County have significantly lower levels of development at age 5, which if left unaddressed will impact on the whole life outcomes of these children.



By now you should clearly see that there are some areas in Oxfordshire where many aspects of health and wider life are not the same as many people would expect, or take for granted. There is a wealth of information available and I could present several examples of inequality but less is more!

I hope that by now you may be curious to find out more for yourself. If you want to explore the data for yourself and learn more please visit the Oxfordshire County Council's Joint Strategic Needs Assessment at <http://insight.oxfordshire.gov.uk/cms/> . Here you will find all the latest information and evidence about Oxfordshire and the people who live in the County.



Prevention is better than cure



Prevent ill health

Improve primary care

Improve emergency care

“An ounce of prevention is worth a pound of cure”
Benjamin Franklin

It is a commonly used phrase, but prevention really is better than cure! The increase in pressures on health services to respond to increasing demand is the visible tip of the iceberg of missed prevention opportunities.

But we now know that prevention is more than the individual behaviour lifestyle changes such as stopping smoking, watching our diet and exercising more.

As people move through “ages and stages” in their life course, we want to help every individual live a long life in health, free from illness for as long as possible. Prevention is different for each person, depending on their stage in life, their views on health and how they want to live their life.

With the different stages in each of our lives, prevention and the interventions to help improve our health will change to meet our changing needs and

circumstances. To affect the impacts of the drivers of ill health, and the wider determinants for the population of Oxfordshire, a broad and multifaceted spectrum of prevention measures need to be employed by everyone. This spectrum must not only consider the individual lifestyle factors or the NHS interventions, but move to address the wider socioeconomic factors, and impact of the built environment. This whole system approach to creating healthier lives for the residents of Oxfordshire will “add years to life and life to years”

The Oxfordshire approach to prevention

The data tells us that priorities for prevention in Oxfordshire need to address the increased likelihood that people who live in more deprived areas such as our 10 wards from Chapter 2 will experience:

- Lower life expectancy with higher rates of death from cardiovascular disease, stroke, lung illness and cancers.
- Earlier onset of long-term conditions. We know that those living in the 10% most deprived areas are likely to face effects of illness at the age of 60 whereas people living in the least deprived 10%

generally will have another 10 years of healthy life, free from disability and illness.

In Oxfordshire, the local organisations and communities are working together to develop a unified approach to prevention to achieve better health for residents. This approach is known as PROMOTE, PREVENT, REDUCE, DELAY

Working collaboratively, a local prevention framework has been developed to give practical guidance on how to implement the Oxfordshire Health & Wellbeing Board’s cross cutting priorities of prevention and tackling inequalities.

The prevention framework as an approach is not a replacement of the universal approach to health. However it will be an approach which delivers an increased focus on the neediest communities of Oxfordshire to address inequalities. Using the local prevention framework, we can target our 10 most deprived wards and disadvantaged communities across the County.

Prevention Spectrum



Promoting healthier communities



The design of our neighbourhoods can influence levels of physical activity, travel patterns, social connections, physical and mental wellbeing.

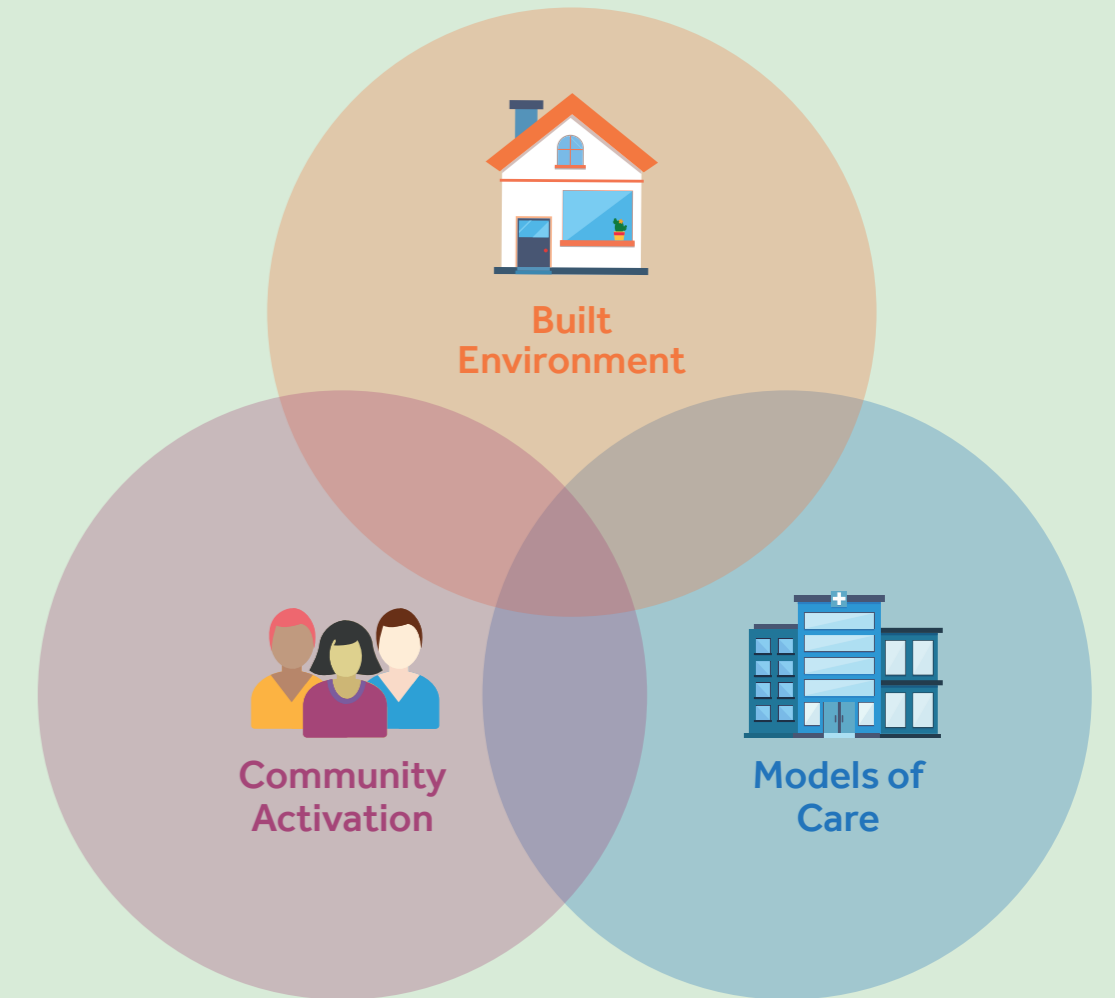


There is growing evidence that there are significant benefits for local people by taking an approach to planning housing, infrastructure, and the economy, with health and wellbeing as the centre of focus. This approach is known as “Healthy Place Shaping.”

Healthy place shaping is a collaborative approach to creating sustainable communities which promote healthier behaviours through integrated and co-ordinated planning of the built environment, services, and community activation. Successful healthy place shaping involves:

- Shaping the built environment so that homes are healthier, people can easily access green spaces, are enabled to walk, cycle, and socially interact in order to improve health and wellbeing.
- Working with local people and community groups, schools, and businesses to support them in adopting healthier lifestyles. Engaging communities in planning places, facilities, and services through ‘community activation’.
- Re-shaping and developing local health, wellbeing and care services, and the infrastructure which supports people to achieve health benefits which are fitting for local circumstance (models of care).

Successful Healthy Place Shaping



Every community has its own unique identity, assets and needs. This means that the healthy place shaping principles may be approached differently depending on the local context.

New developments may approach healthy place shaping by designing a health promoting infrastructure, while existing communities may work with the assets available and implement changes to their environment as opportunities arise. For example, a new development may design a local school set back from the road with excellent infrastructure to access the school through walking or cycling. An existing school may be based near a road with “drop-offs” made for cars. Introduction of initiatives such as “school streets” where traffic is limited at drop off times, through infrastructure modifications, can increase physical activity and reduce air pollution.

The healthy place shaping approach can be used to build the new and improve the existing in Oxfordshire.

Healthy Place Shaping is supported through the National Planning Policy Framework (NPPF) which states that:

“Planning policies and decisions should aim to achieve healthy, inclusive and safe places which:

- Promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other;*
- Are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion;*
- Enable and support healthy lifestyles, especially where this would address identified local health and well-being needs”*

Oxfordshire’s emerging and adopted Local Plans contain priorities which directly relate to healthy place shaping principles. District Council policies have identified the need for Health Impact Assessments (HIA) to be conducted for all the strategic development. These will take account of the health status and health needs in local areas and provide information about how development proposals will improve health and wellbeing.

Healthy place shaping is a pathway to better health which is already being implemented in Oxfordshire. Communities across the County are working with local planners and services to shape their communities for a healthier future. Let me now show you some examples of activity going on in the County today.

“A decent home, a job and friends are more important to good health than the NHS.”



Duncan Selbie, Chief Executive, Public Health England

District Local Plans

In West Oxfordshire

The Local Plan 2011-31 enables new development, services and facilities in locations which will help improve the quality of life of local communities and where the need to travel, particularly by care workers, can be minimised.

In Cherwell

The Local Plan 2011-31 proposes a number of transformational steps which will all support healthy place shaping, including securing an excellent transport system; inclusive communities and quality urban, rural and natural environments.

In Oxford City

The emerging Local Plan 2011-36 requires a Health Impact Assessment for major development proposals which ensures that measures will be taken to help contribute to healthier communities and reduce health inequalities through development.

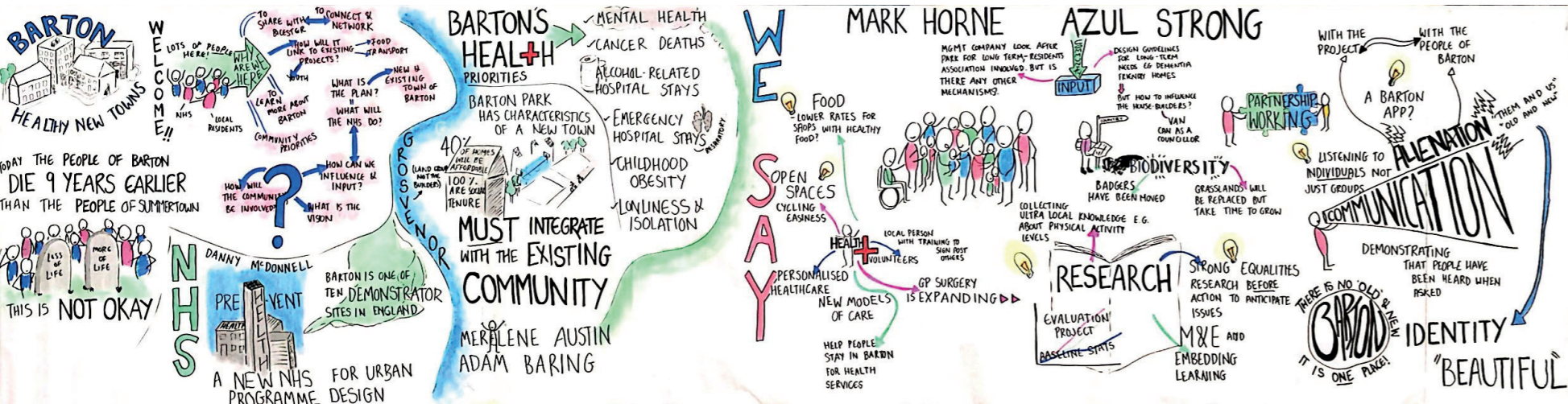
In Vale of White Horse

The Local Plan 2031 seeks to build healthy and sustainable communities which protect the environment and respond to climate change.

In South Oxfordshire

The emerging Local Plan 2011-34 requires that housing needs be met by delivering high quality, sustainable, attractive places and providing access to high quality leisure, recreation, cultural, community and health facilities

Barton Healthy New Town



Barton was selected as one of the NHS England Healthy New Town demonstrator sites back in 2016. Although the NHSE funding ended in March 2019, partners have committed to continuing to meet and work together. Partners include: Grosvenor, Oxford City Council, Oxfordshire County Council's Public Health team, Primary Care Network representatives and the Oxfordshire Clinical Commissioning Group. The delivery group are currently working towards a 5 year forward strategy.

Some of the successes to date have included being able to share learning and good practice in national publications, developing a strong partnership locally and contributing to the development of community-based projects such as the food bank and the Team Around the Patient model being mainstreamed by the Primary Care Network.

Barton Community Partnership

Barton Community Partnership is currently being developed by a steering group that includes local residents, elected officials, community groups and statutory agencies. The aim of the partnership is to bring the community together to take action on the things that are important to them.

To find out what it's like to live in, visit and work in Barton, the steering group did a review of data, conducted a survey of 276 people, held a community mapping exercise and a world café event to gather views on how the community would like to improve their area. Most people in Barton said they are either satisfied or very satisfied with their area and there are many things they like, such as the public transport, people working together to improve the area and access to nature.

A Community Asset Based Approach

Although Barton faces some challenges and inequalities that have been presented in previous chapters, there are also a number of assets rooted in the community, with more under development.

There is a strong emphasis on partnership working in the area, with groups such as the BICEP (Barton Integration and Community Engagement Partnership – which was set up to get all the stakeholders involved in Barton Park together), the Health and Wellbeing Partnership and the Healthy New Town Delivery Group. There is a Community Partnership which is being established and there are several other community organisations who are working together in other ways to achieve shared outcomes.

There are activities taking place in Barton for many different age groups and different interests, some of these include Zumba classes, youth clubs, lunch clubs, breakfast clubs, sports groups and community activities delivered by different organisations. Facilities such as allotments, sports pitches, a new



sports pavilion, leisure centre, a refurbished GP practice, new linear park with equipment/ nature area, a community café and more recently a satellite library in the Neighbourhood Centre are important assets for the community, along with an active community association.

Sue Holden, Secretary of the Barton Community Association says: "We make our activities affordable so they're more accessible for people in Barton. We had activities going on for young people over half term where they were having fun and learning about healthy eating at the same time. Zumba is one of the really popular sessions that we have at the centre, helping people to keep active and healthy. We manage the food bank at the centre as well and usually have a lot of fruit and veg that people can take."



The FAST programme in Banbury

The FAST programme started in October 2018 to encourage children, parents/guardians and grandparents to enjoy energising free and low-price sport and physical activity as a family in their local area. FAST offers a programme of physical activity for residents in four wards of Banbury: Neithrop, Ruscote, Hardwick and Grimsbury.

FAST is delivered in three ways:

- School – Free 12-week family provision on the school site
- Community – Free weekly family activities in local community settings and targeted areas
- FAST card offers/ incentives – Heavily reduced local offers (e.g. £3 swim instead of £13)

Evaluation data shows a positive trend in terms of overall activity



levels on FAST. When the initial baseline was carried out 43% of participants on the programme were inactive, this has gone down to 32%, while the percentage who were active rose from 54% to 65%.

“The sessions have been so positive particularly seeing parents engage who we don’t normally see. Also great to see a mixed age of children who don’t normally work together interact and enjoy being active together. As a result of the success we will be continuing to run a family

club ourselves to continue offering family opportunities”

Head Teacher

“I have been attending the after-school activities with my six year old girl and my three year old son for two weeks now and the three of us love it. It’s so fun and light hearted. It’s well thought out and Dave and Tom who run our two sessions a week are great with the children and very patient. This is by far the best thing CDC have put on (in my opinion) for a very long time. It’s good to meet other parents also going through the same sweat too haha.”

Parent



Making Every Contact Count in Libraries

Public Health has been working together with Oxfordshire Library Service staff to embed MECC (Making Every Contact Count) into everyday conversations with members of the community. MECC is about opportunistically having a conversation about health and wellbeing with others and signposting them on to sources of information and support.

1300 MECC conversations have taken place across the library network since monitoring began in August 2019, providing an insight into the type of information and support being sought by the public with a third of the conversations relating to mental wellbeing

Libraries are so much more than books, they are at the heart of local communities and are playing an ever-increasing role in prevention; helping to reduce social isolation, promoting health and wellbeing, fostering connections between people and place as well as delivering the core functions set out in the Universal Offer.

“I was able to help a gentleman who came in looking for books on managing stress –he’d been told to come to the library to look for books by his GP (Health on

Prescription). He said that he wasn’t very confident at reading, so I helped to find him a couple of books which he felt comfortable with. I signposted him to Mind and explained that there are people there he could talk to, groups he might be interested in and leaflets he could pick up (which may be less daunting than books). He came back 2 weeks later to renew the books which he was finding helpful.”

Cath, Abingdon Library

Talking Men’s Health

“ We held a ‘Men’s Cancer’ information drop-in at Thame Library. One of our regular library users was curious about the drop-in and was introduced to the health professional we’d invited along. We didn’t see him for several weeks and when he finally came back, he explained that he’d ‘had a few symptoms’ he didn’t think he needed to discuss with his GP, but the lady he spoke to that day persuaded him that he really should. Due to that one conversation he’d gone to his GP, been diagnosed with early stages Prostate cancer and had begun treatment. He was very emotional as he told us he felt the library had saved his life that day.... and he’s now in recovery!”

Allie, Thame Library



Libraries are so much more than books, they are at the heart of local communities

Rose Hill

The two headline priorities for Rose Hill’s action plan identified by their community partnership are:

- Addressing impacts of poverty and food poverty
- Using partnerships to reduce isolation and loneliness

Tackling Food Poverty

At Rose Hill Primary School a collaborative project part funded by Healthwatch Oxfordshire resulted in the setting up of a healthy tuck shop where children can buy sugar free snacks for 20p. Before the tuck shop was set up research found unhealthy food was cheaper and more widely available with one parent saying: “I can get 6 cakes for 20p, or 6 apples for £1.69.” This initiative won a Golden Spoon Award from Sugar Smart Oxford which is co-ordinated by Good

Food Oxford with support from Oxfordshire County Council Public Health and Sustain.

The Rose Hill Lottery Project has forged strong links with the community and directly tackles food poverty by distributing high quality food from Oxford Food Bank and Fairshare, to vulnerable people in the community and providing over 100 healthy meals each week for children attending Rose Hill Junior Youth Club.

Tackling Isolation

Residents in Rose Hill are working together to tackle isolation and loneliness by introducing regular coffee mornings, health walks and open mic nights.

Repair cafés have been very popular and are well attended. Rose Hill Repair Café is part of Oxfordshire’s Community Action Group Network that is facilitated by Resource Futures and Oxfordshire County Council.



Engaging with Men in Minority Communities

Between May and July 2018, East Oxford United worked collaboratively with Healthwatch Oxfordshire to find out what men in East Oxford thought about their health.

East Oxford United saw that its links with men, particularly those from Black, Asian and Minority Ethnic (BAME) backgrounds was a great opportunity to ask men their views on keeping healthy. It also knew that men from this group often were low on uptake of health information and support, and in particular NHS Health Checks.

Through a process of co-design with local men, a questionnaire was developed. The work took place from May to June 2018, with less activity planned for the month of Ramadan; although evening gatherings in the Mosques were a great opportunity to reach men breaking fast.

Through reaching out to men from the BAME community the report identified;

- Positive collaborative working between the statutory and voluntary sector and community groups requires flexibility, ongoing

communication and dialogue with specific input and allocation of appropriate resources.

- The potential for developing both ‘asset-based’ and ‘co-produced’ approaches to promoting health and wellbeing locally were positively demonstrated by the Men’s Health Project. This simply means recognising and making the most of strengths within communities, at the same time as making sure communities are able to be involved in developing the services they receive
- Better Community engagement was also facilitated by the use of community volunteers whose local knowledge and diverse community access enabled a wide range of responses and feedback.
- Better information can be produced for target groups by working in partnership with community-based organisations.

Better community engagement can be facilitated by working collaboratively with community-based organisations. A much greater impact was achieved by linking the annual national Men’s Health Week campaign to local events and activities in this case - East Oxford United organising the Men’s Health Cup Tournament.



Making the most of strengths within communities, at the same time as making sure communities are able to be involved in developing the services they receive.



Developing Community Assets in Blackbird Leys

In the Leys area the local Community is working with local organisations and services to develop assets for the whole community to address local issues important to the people of Blackbird Leys and bring people together.

The Community Larder

The setting up of a community fridge and larder to address local food poverty has been a recent success. The Leys Community Larder is a membership scheme run by local volunteers which in return for £8.66 per month gives people access to ten items of high-quality food and additional fresh fruit and vegetables, access to events, a café and children's activities.

"As for this project, Community Larder, what we do, is to bring everybody together. It's not just for people on benefits, it's for working people, for families, for single people, you know, just to help the community, because there is a lot happening in the community, so we are here to support that. That is the aim for all of this...Come and have a look, just come, have a cup of tea, even if you don't want to become a member. See what we've got here, what you like. It's a way of meeting new people as well, you're not alone, you know, come in."

Beatrice- Local Resident

The Public Living Room

Bringing people together in one space is important in addressing loneliness and building communities and relationships between residents. The community in Blackbird Leys has created a place for everyone to use and come together. The Public Living Room is an area where people can come together, hang out, have a coffee and take part in creative activities for all ages.

"It makes me happy, because I can see my kids are happy. They are happy to come here, they're asking me every day if we have time to come to the Living Room. If I have time to bring them here to play, they enjoy, they like it. The fact that they find warm people here and they connect, they start having friends. Which is a better thing than staying inside the house alone with a screen in their hands."

Gabriel - Local resident



Photo credits © Sascha Levi for the CIZ

Didcot Garden Town

Didcot Garden Town is improving the lives of its residents by using the healthy place shaping principles at the core of the design principles of the Garden Town.

Promoting Cycling

There continues to be a growing interest in cycling in Didcot and the improvements that will build on the planned local network. In June 2019 a bike ride involving councillors, residents, cycling advocates, County Council staff, and Didcot Garden Town staff took place. The group looked at the gaps in the cycle network around the Didcot area. In Harwell, the Harwell Bicycle Users Group (Harbug) have produced a report on how to help staff improve the cycling network.



Photo credit © Ian McCulloch

Public Art

Public Art enriches our communities and makes them more attractive and unique. Didcot Garden Town continues to promote public art projects throughout the town. Next time you are in Didcot look out for some of the local art in the following locations:

- REACH by Michael Condrón, 2019. University Technology College, Didcot
- Mantle by David Harbour, 2015 Harwell Campus, Harwell
- Nurturing Hearts and Minds by Clare Goodall, 2019. Aureus School, Didcot
- Glass Frontage by Martin Donlin, 2016 Boundary Park Pavilion, Great Western Park
- Curtain Calls by Rodney Harris and Valda Jackson, 2019 District Centre, Great Western Park
- Boundary Park Pavillion Sign and Atrium by Rachel Barbaresi, 2017. Boundary Park, Didcot



Planning for the Future with Communities

Oxfordshire Cotswolds Garden Village

Planning a new rural community in the County which embraces the key principles of healthy place shaping is a priority for planners in West Oxfordshire.

The proposed Cotswolds Garden Village is an opportunity to develop new homes, a business

space, and other services and facilities. It provides the opportunity to create a garden village with beautifully designed homes that meet the needs of all generations; a distinctive place that complements its rural setting and one that focuses on sustainability with links to pedestrian, cycle, bus and rail networks.



Recognising the value of local opinions and knowledge of the area, the County Council, District Council and Developers have been engaging with the local community through engagement events design workshops and developing a garden village community forum. This ongoing series of continuing engagements and consultations are helping shape a plan and an approach to developing a new community which informs the policy approaches to the new village by;

- Adopting Healthy Place Shaping Principles
- Social Integration and Inclusion
- Providing Opportunities for Healthy Active Play and Leisure
- Green Infrastructure
- Enabling healthy food choices

Working with the community, local organisations and developers can create a place that will promote healthy lifestyles and a prosperous community.

Growing Oxfordshire Together: Delivering Inclusive Growth

It is clear to see that Oxfordshire is a great place to live for many people. Oxfordshire has one of the strongest economies in the UK, contributing £23 billion to the UK exchequer each year. It is also rapidly growing, with an average growth of 3.9% per year since 2006.

However, I hope that you recognise that this prosperity has not reached everyone to the same level and there are still persistent inequalities. The Cutteslowe walls brought infamy to Oxford as a physical symbol of division and inequality. While the walls have long since been pulled down, the invisible walls of division still separate the deprived communities in Oxfordshire.

The recent Housing and Growth Deal has secured an initial investment of £215 million over the next 5 years with the intention of creating a thriving community and supporting the delivery of 100,000 homes across the County. This growth brings opportunities and challenges for the people of Oxfordshire.

We have a once in a lifetime opportunity to ensure that the benefit of growth includes everyone across all parts of Oxfordshire and reduces the inequalities across our County.

As our communities grow, we have an opportunity to deliver growth in partnership with the residents who make Oxfordshire a great place to live, rather than imposing growth on communities with little benefit to them. Oxfordshire needs to understand how the impact of growth is distributed across the County and what can be done differently to ensure those benefits are distributed more fairly across Oxfordshire to meet the needs of our most vulnerable and deprived communities.

Healthy place shaping provides an approach to delivering growth that will build the new and improve the existing, while delivering a health dividend for all from the Growth Deal. Communities are ready and willing to be part of the successful growth of Oxfordshire as shown in the case studies. We need to reach out and connect with these communities who are not only an asset, but also the experts on what can make the place they live a better place to live and work.

This will require input from our local leaders, academic experts, businesses and community organisations to shape our places and redistribute the benefit of growth so that we can really tackle the underpinning drivers of health inequalities such as employment, education, housing and poverty.

This report does not set out to list solutions and recommendations, but to set out and highlight an important issue and invite reflection on the hidden inequalities in Oxfordshire. To create a list of recommendations in my first annual report would not be credible or realistic, the solutions involve more than one organisation.

If I have one recommendation, it is for a collective approach where all local partners and residents work together to reduce inequalities and present the challenge on how we can consider the wider built environment and social networks of communities to make Oxfordshire a great place to live a long, active and healthy life.

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Division(s): N/A

COUNCIL – 14 JULY 2020

SCRUTINY ANNUAL REPORT 2019-2020

Report by Director of Customer and Organisational Development

RECOMMENDATION

Council is RECOMMENDED to receive the report.

Executive Summary

1. The Overview and Scrutiny function forms an integral part of the Council's operations. Its influence can be seen in the budget setting process, policy development and scrutiny of key partners including the health service in order to drive for continuous service improvement and transparent decision making.
2. This annual report highlights the key work undertaken by the Council's scrutiny committees to address current and emerging issues including the delivery of improved services for the residents of Oxfordshire.
3. The Scrutiny Annual Report 2019-2020 is presented here to full Council, following consideration by the Performance Scrutiny Committee on 9 July 2020.

Introduction

4. 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. In addition to the work of the three main committees, the Annual Report also summarises the work of the Joint Horton Health Overview and Scrutiny Committee and the Joint Transformation (Audit and Governance and Performance Scrutiny) Sub-Committee.
5. In total twenty-nine public scrutiny meetings were held over the past year, demonstrating that the role of scrutiny continues to be an important tool for ensuring that 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.
6. In the usual annual cycle, the Annual Report is approved in the May meeting of Performance Scrutiny ahead of submission to Council in July. In 2020, no May meeting was held as scrutiny committees were suspended due to the impact of COVID-19. In order to ensure timely reporting, this report is to be considered at the July Performance Scrutiny meeting and then directly at the July Council meeting, rather than wait for the next meeting of Council in September. Any additional comments from the Committee will be conveyed by the Chairman of the Performance Scrutiny Committee at full Council.

Performance Scrutiny

7. The Performance Scrutiny Committee have used the move to monthly business management reporting as a key method for identifying areas of scrutiny, leading to further in-depth scrutiny to understand the reasons behind increases in delayed transfers of care between hospital to residents' homes or supporting living. The committee has continued to play an important role in scrutiny of the Council's Corporate Plan and Services and Resources Planning approaches and has undertaken scrutiny of key partnership arrangements including the Local Enterprise Partnership, Police and Crime Commissioner and Safeguarding Boards.

Education Scrutiny Committee

8. The Education Scrutiny Committee completed a deep dive into educational attainment and has also had representatives from both the Regional Schools Commissioner's Office and Ofsted attend during the year.

Oxfordshire Joint Health Overview and Scrutiny Committee

9. The Oxfordshire Joint Health Overview and Scrutiny Committee (HOSC) has established a task and finish group to review the ongoing rollout of the Population Health and Care Needs Assessment Framework in the OX12 locality. The Horton Joint Health Overview and Scrutiny Committee has continued its work to scrutinise future proposals for the Horton General Hospital in Banbury.

ROBIN ROGERS

Head of Strategy

Background papers:

Contact Officer: Lauren Rushen, lauren.rushen@oxfordshire.gov.uk

June 2020



Scrutiny Annual Report 2019-2020

Foreword

The Overview and Scrutiny function forms an integral part of the Council's operations. Its influence can be seen in the budget setting process, policy development, performance monitoring and the drive for continuous service improvement.

This annual report highlights some of the work undertaken by our scrutiny committees to address current and emerging issues and to deliver improved services for the residents of Oxfordshire. Our aim has been to provide challenge and insight to ensure that activities proposed or undertaken by the Council or the NHS serve the residents of Oxfordshire as fully as possible.

The committees have completed a vast amount of work via formal 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. In addition, the two Health Overview and Scrutiny Committees have made a referral each to the Secretary of State for Health and Social Care to draw attention to issues of concern.

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 and
Chairman Horton Joint
Health Overview and
Scrutiny Committee



Cllr Michael Waite
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 to be heard and driving service improvement. The Council delegates scrutiny responsibilities to four committees; three of which are long standing committees, one (the Horton Health Overview and Scrutiny Committee) is a more recently established committee.

In 2019-20, the County Council's overview and scrutiny committees focused on areas where they could have the greatest influence on outcomes for the people of Oxfordshire including scrutinising significant service redesign across the Council.

The **Performance Scrutiny Committee** has used the move to monthly business management reporting as a key method of identifying areas requiring further in-depth scrutiny across the Council. This led to a special meeting to understand the reasons behind delayed transfers of care from hospital into residents' homes or supported living. The committee continued to play an important role in scrutinising the development of the Council's Corporate Plan and Service and Resource Planning approaches.

The committee has scrutinised key partnerships throughout the year including Oxfordshire Safeguarding Children and Safeguarding Adults Boards and Oxfordshire Local Enterprise Partnership. Thames Valley Police and the Police and Crime Commissioner also participated.

Oxfordshire Joint Health Overview and Scrutiny Committee (HOSC) has met formally six times in 2019/20 and in addition, established a Task and Finish Group to review the ongoing rollout of the Population Health and Care Needs Assessment Framework in the OX12 locality.

The Horton Joint Health Overview and Scrutiny Committee (Horton HOSC) has continued its work to scrutinise proposals for maternity in the Horton Hospital, meeting three times throughout 2019/20.

Both HOSC committees have used their delegated powers to make a referral each to the Secretary of State. Referrals can be made by a health scrutiny committee when the local committee is not satisfied they have been consulted effectively, or that it a change is not in the best interests of local health services. For the Oxfordshire Joint HOSC the referral was in relation to PET-CT (cancer) scanning and the NHS England decision to award the contract for services to InHealth. For the Horton HOSC, the referral was in relation to consultant-led maternity services at the Horton General Hospital and a decision to not return to obstetric-led maternity services, in favour of establishing a Midwife Led Unit (MLU) at the hospital.

The **Education Scrutiny Committee** has continued its focus on previously identified key areas of concern through 'deep dive' committee working groups including the completion of a review into educational attainment.

The committee was also pleased that representatives from the Office of the Regional Schools Commissioner's Office and regional representatives from Ofsted attended to answer questions from.

1. Introduction

- 1.1 The Scrutiny Annual Report summarises the activities of the Council's Overview and Scrutiny Committees between April 2019 and March 2020. Membership of the committees is included at annex 1 of this report.
- 1.2 This 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 balanced the committees' time between performance monitoring, deep dives into specific areas, 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 have a role in scrutinising 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 to be heard
 - Is carried out by 'independent minded governors' who lead and own the scrutiny process,
 - Drives improvement in public service.
- 2.4 HOSC committees have 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 wishes 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. Cllr Jenny Hannaby is the Deputy Chairman. The committee met eight times during 2019-20.

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, effectively providing 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
- In addition, scrutiny has a role in developing and revising Council policies

Performance Management:

3.3 From April 2019 the Council moved to monthly performance reporting, which has been welcomed by the committee. The committee has continued to use the new monthly Business Management and Monitoring 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.

3.4 By using data from these reports, the committee has undertaken in-depth scrutiny into delayed transfers of care (DTC) and intends to undertake further scrutiny jointly with the Education Scrutiny Committee into the reasons for underperformance against our Education, Health and Social Care Plans (EHCPs) targets.

Key Areas of Scrutiny in 2019-20:

- 3.5 Oxfordshire Local Enterprise Partnership (OxLEP):** In May 2019 senior representatives from the Oxfordshire Local Enterprise Partnership answered questions from councillors about the role and activities of the LEP. Councillors sought to understand how the Skills Board, a sub-group of the LEP, were working to help people in deprived areas gain vital skills to enter employment. The committee also asked questions about how the Board were working to address skills shortages in STEM (Science, Technology, Engineering and Mathematics) areas of employment and to understand why apprenticeship growth in the county has been lower than other comparable areas.
- 3.6 Draft Investment Strategy (July 2019):** The committee undertook pre-decision scrutiny of the Council's draft Investment Strategy. Members asked officers to include greater information about the need to invest in carbon neutral or green energy projects to address the Council's climate change commitment. The committee also asked for greater transparency in the strategy in relation to the way in which local councillors would be consulted if potential land purchases were in their division. This strategy was seen at a draft stage which meant that comments from the Committee were able to directly feed into the final version that was agreed by Cabinet.
- 3.7 Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) Report (July 2019):** The committee considered the first HMICFRS inspection report of Oxfordshire Fire and Rescue Service where the Service had been rated 'Good' across all service areas. The committee scrutinised the Chief Fire Officer and asked questions about the areas where the service had been graded as 'requiring improvement' and learnt that actions had already been undertaken including the replacement of outdated computer software with tablets to assist with understanding the risk of fire and other emergencies.
- 3.8 Deputy Police and Crime Commissioner and the Thames Valley Police (TVP) Delivery Plan 2019-20 (September 2019):** The Deputy Police and Crime Commissioner and Chief Constable of Thames Valley Police attended to give a presentation of the TVP Delivery Plan and answer questions posed by the committee. The committee asked TVP about the steps they were taking to tackle County Lines drug trafficking issues, the importance of tackling rural crime and the use of police tasers.
- 3.9 NHS Long Term Plan (October 2019):** In October the committee held a special meeting to look at the progress towards the future of Buckinghamshire, Oxfordshire and Berkshire West (BOB) Integrated Care System (ICS) to understand the impact on social care. The committee asked the Corporate Director of Adult and Housing Services questions about the development of Primary Care Networks, scrutiny arrangements and how scrutiny of pooled budget arrangements between health and social care will take place through an ICS.

- 3.10 Mental Health Outcomes Framework (February 2020):** The committee held a special meeting in February to scrutinise the Council's Mental Health Outcomes Framework contract. The contract exists between Oxford Health Foundation Trust and the Oxfordshire Clinical Commissioning Group, with the Council also contributing money towards the contract. The contract covers the delivery of all mental health support for people with specific conditions including inpatient care, community support, wellbeing and housing. The committee considered this matter from a Council perspective before it was scrutinised by the Joint Oxfordshire Health Overview and Scrutiny Committee, demonstrating strong joint working between both Committees.
- 3.11 Delayed Transfers of Care (DTOC) (February 2020):** DTOC performance in Oxfordshire has consistently been identified in the bottom quartile nationally for performance. In February the Committee received a detailed presentation from the Corporate Director, Adults and Housing Services to understand the reasons for this and the approaches the Council is taking with health partners to address this area of underperformance. The committee learnt that delays are caused by a range of issues including the availability of care, particularly home care, difficulties in recruiting care workers and seasonal variances. The Council is seeking to address these issues through the Home Care 2021 Project to develop a new partnership model and business offer which will involve co-designing a new care home model and contract offer. The Council is also focusing on a strengths-based approach that draws on an individual's strengths and assets to design a plan which meets their needs and identifies how they can be supported in their community.
- 3.12 Corporate Plan and Service and Resource Planning 2020/21 (January 2020):** The committee needed to take a different approach to scrutinising Service and Resource Planning this year due to the General Election taking place in December. Instead of its usual December meeting, in January 2020 the committee took a combined look at the revised Corporate Plan and Outcomes Framework alongside the draft budget. The committee made several overarching points on the budget noting that whilst the committee welcomed the 'invest to save' measures taken in the budget, it will be keen to monitor the return on investment during the next financial year. The committee also welcomed the introduction of specific actions to address the climate change emergency and the inclusion of a £2.5m fund in the Capital Programme to address climate action. In relation to the draft Corporate Plan the committee felt that consideration needed to be given to including clearer measures in the Outcomes Framework (the set of performance indicators by which the Council monitors and reports on its performance) in relation to income generating activities and aspirations.
- 3.13 Other key matters considered by the committee during 2019-20:**
- Use of co-production i.e. service users and providers designing services together
 - Development of the new Family Safeguarding Model
 - Safeguarding Children Annual Report
 - Safeguarding Adults Annual Report
 - Serious Case Review and Mental Health Homicide Review
 - SEND Inspection Re-Visit report from Ofsted.

3.14 **Forward Plan:**

- In partnership with the Education Scrutiny Committee, Performance Scrutiny Committee will review performance in producing Education, Health and Social Care Plans (EHCPs) within the intended twenty-week government timescale
- The committee will also continue the committee's watching brief on delayed transfers of care via scrutiny of home care budgets
- The committee will receive updates on the development of the Council's Local Transport and Connectivity Plan

4. **Joint Transformation Sub-Committee:**

4.1 The Joint Audit and Governance and Performance Scrutiny Transformation Sub-Committee (Joint Transformation Sub-Committee) was jointly chaired by Cllr Liz Brighthouse (Performance Scrutiny Committee Chairman) and Cllr Nick Carter (Audit and Governance Committee Chairman). The committee met three times during 2019-20 before the sub-committee formally agreed to disband at their meeting on 30 January 2020.

4.2 The committee monitored quarterly performance reports in relation to the Council's transformation programme including progress with the redesign of Financial Services, Strategic Capability and the Provision Cycle and the implementation of the ICT Digital Strategy. Scrutiny of the Council's approach to transforming services will now be undertaken via the respective parent committees.

5. **EDUCATION SCRUTINY COMMITTEE**

5.1 The Education Scrutiny Committee is chaired by Cllr Michael Waine and the Deputy Chairman is Cllr John Howson. The committee met four times during 2019-20.

5.2 A key area of work during for the Education Scrutiny Committee was the completion of a deep dive into educational attainment levels. The deep dive sought to understand why an educational attainment and progress gap exists for disadvantaged children both nationally and locally. The working group visited four secondary schools in Oxfordshire in urban and rural areas with varied demographics in their local communities who had all successfully reduced the educational attainment gap for disadvantaged pupils. The working group also worked closely with the Council's Education team and met with the Headteacher of the Virtual School (Oxfordshire's education service for looked-after children and care leavers aged from 0-25).

5.3 The findings from the working group fell into four categories:

- Teaching excellence: good teaching is the most important lever schools have to improve outcomes for disadvantaged pupils
- Post-16 Education and aspiration: The schools visited by the working group all offered varied post-16 vocational courses alongside academic subjects

with an eye to maintaining educational engagement and keep post-16 children learning

- Recruitment and retention: all of the schools visited face an ongoing challenge of retaining excellent teachers, particularly due to the high cost of living in the county
- Attainment for all children in Oxfordshire: work to improve educational attainment and achievement of disadvantaged and vulnerable children by definition addresses existing inequalities of opportunity. The working group felt strongly that collaboration and innovation is needed to overcome these barriers.

5.4 The working group concluded that the committee should consider adding annual monitoring reports of both the progress and attainment of disadvantaged children across primary and secondary school to their work plan. It also recommended that the committee use a future visit by the Regional Schools Commissioner to ask how best practice can actively be shared to foster collaboration between academies to improve educational outcomes. The working group also asked Property Services Officers to consider investigating how the county council might work with partners including district councils, universities and the diocese to support accommodation access for teachers.

Key highlights from 2019-20 Committee meetings:

5.5 **Regional Schools Commissioner (June 2019):** representatives from the Regional Schools Commissioner's office attended to answer questions from the committee about the role of the Commissioner, its relationship with other statutory bodies and how the Commissioner supports academies in areas including attainment and finance.

5.6 **Special Educational Needs and Disabilities (SEND) Strategy:** the committee has received updates throughout the year about the development of a new SEND Strategy for the county and provided comments on a draft version at their meeting in June 2019.

5.7 **Alternative Provision Strategy (September 2019):** the committee requested a progress update on commissioning arrangements for alternative provision for Oxfordshire's children. The committee had previously expressed concerns about the increase in permanent exclusions particularly the number of SEND children who were excluded and the number of children who were excluded that had a Team Around the Family (TAF) in place. The committee learnt that the review of commissioning arrangements would help to deliver the Council's vision in the new Learner Engagement Strategy. The strategy aims to assess and manage the financial implications of the increased demand in alternative provision; ensure good quality, value for money alternative provision is in place and robustly monitor providers to demonstrate improved outcomes for young people requiring alternative provision.

5.8 **Local Government and Social Care Ombudsman (LGO) Report Investigation Report Outcomes (November 2019):** the committee received a report on the outcomes of LGO recommendations made to the council. These

recommendations were made to remedy an issue about suitable education for a child unable to attend school for medical reasons. The committee learnt how the council had undertaken several steps in line with LGO ruling including a full audit in relation to Children Missing Education (CME), a revised Fair Access Protocol and the development of a new Learner Engagement Service. This now means a single point of contact is in place to help ensure that children are in school as much as possible. The committee noted that academies can refuse to take children through the Fair Access Protocol procedure and asked the Cabinet Member for Education and Cultural Services to write to the Secretary of State on the issue.

5.9 Improving Education Outcomes (February 2020): the committee participated in a strategic review that the Council was undertaking to develop joint priorities to improve educational outcomes for young people. The review involves working with key stakeholders including schools, Trusts, Diocesan Authorities and parents and was commissioned by the Director for Children, Education and Families.

Forward Plan

5.10 In the coming months the Committee's agenda will include:

- Review of performance in developing Education Health and Care Plans (jointly with the Performance Scrutiny Committee)
- A further visit from representatives of the Regional Schools Commissioner, Ofsted and the Schools Funding Agency
- An update on alternative provision commissioning progress.

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 2019/20 the committee has been chaired by Cllr Arash Fatemian, the Deputy Chairmanship rotates annually and in 2019/20, this was Cllr Sean Gaul (Cherwell District Councillor). The committee met formally six times in 2019/20 and in addition, established a Task and Finish Group to review the ongoing rollout of the Population Health and Care Needs Assessment Framework in the OX12 locality (Wantage and the surrounding communities).

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 activity of the 'Horton HOSC' during 2019/20, 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 2019/20, starting with details of the most significant issues which resulted in extraordinary action by the committee:

Referral on PET-CT (cancer) Scanning Service

- 6.5 At its first meeting of the 2019/20 financial year, in April 2019, HOSC received a report from NHS England detailing the commissioning and procurement process which led to the award of a contract for cancer scanning services. The contract for the regional Positron Emission Tomography and Computed Tomography (PET-CT) scanning service was awarded by NHS England to the private healthcare company, InHealth. The service in Oxfordshire had been provided by the Oxford University Hospitals NHS Foundation Trust (OUH). The item drew large public interest and concerns were raised around the quality of scans, which would increasingly be delivered by mobile scanners under InHealth. The committee felt that the process and potential change in service had not been effectively communicated to the committee prior to the procurement process or contract awarding.
- 6.6 HOSC members agreed to use their delegated powers to make a referral to the Secretary of State in May 2019 on the grounds that the committee had not been consulted prior to the contract going out to bidder status and additionally that the proposal was not, in the committee's view, in the best interest of the patients.
- 6.7 The Secretary of State rejected the referral on the basis that discussions for a partnership between NHS England, InHealth and OUH were taking place, to try and come to an arrangement that would see OUH continuing to deliver an element of the service. At a HOSC meeting in September 2019 it was confirmed that an arrangement had been met which would see OUH delivering the service for Oxfordshire residents. NHS organisations reflected on the value of thorough scrutiny and the learning from this exercise will help inform future engagement with procurement exercises.

Oxford City Community Hospital

- 6.8 HOSC held an extraordinary meeting in May 2019 to consider the decision by Oxford Health NHS Foundation Trust (OHFT) to temporarily close the Oxford City Community Hospital from 31 May 2019. The decision to close was based on safety grounds and an inability to maintain safe staffing levels. Committee members

expressed concern that there was a lack of planning and commitment to reopen community hospitals. Committee members also raised concerns that advanced notice of the decision had not been communicated to the committee in line with the agreed 'no surprises' way of working, as per the HOSC Working Protocols.

- 6.9 As a result, the HOSC Chairman wrote to the Chairman and Board of Oxford Health Foundation Trust expressing their lack of confidence in the management of Oxford Health and their understanding of the agreed principles between health providers and HOSC. Following this, the Oxford Health Chairman reported back to HOSC to signal their intention to work collaboratively with HOSC in future.

Population Health and Care Needs Assessment Framework in OX12

- 6.10 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. This was because the Hospital had been temporarily closed in an emergency in July 2016, on the grounds of health and safety. HOSC wanted to establish the likely timescale for options to be available for public consultation. OCCG and Oxford Health FT presented a paper at the 20 September 2018 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'.
- 6.11 At the November 2018 HOSC it was agreed that a Task and Finish Group would be established to act as a 'critical friend' and provide more detailed scrutiny throughout the rollout of the framework in the Wantage, Grove and surrounding (OX12) locality. The membership of the group consisted of four HOSC members and the local county councillor for Grove and Wantage. The aim of the Task and Finish Group was to provide:

Scrutiny throughout the process of implementing the Local Health Needs Assessment Framework and its timely roll-out, to take account of the needs of residents in Wantage and the local area.

- 6.12 The work of the Task and Finish Group began in March 2019 was due to complete within three months, at the end of June 2019. However, as work began it was quickly agreed that more time was needed to complete the review. The timeline for the project was extended to November 2019. Final reporting of the project was delayed until early 2020 due to the General Election and pre-election period restrictions.
- 6.13 The Task and Finish Group presented its findings to HOSC on 6 February 2020. The report included a set of recommendations to health partners, on suggested improvements to the process of using the framework in the future. At this meeting, OCCG presented the project report for the OX12 work, which highlighted the local profile and possible solutions for meeting health and care needs. Work remained to test the financial and clinical viability of solutions.

- 6.14 HOSC members were concerned that no firm conclusions had been made on the status of the temporary closure of the beds within Wantage Community Hospital or the status of the hospital itself. It was agreed at the February 2020 HOSC meeting that the Task and Finish Group would continue as the project had yet to be fully implemented.

Other items considered by HOSC

- 6.15 **Integrated Care System.** HOSC members have received regular updates throughout the year on progress of the development of the Buckinghamshire, Oxfordshire and Berkshire West Integrated Care System (BOB ICS). The BOB ICS partnership consists of 6 NHS Trusts and Local Authorities and an Academic Health and Science Network. The shared vision of the partnership is to create a joined-up health and care system. On 13 September 2019 HOSC members undertook training on scrutinising Integrated Care Systems and on Primary Care Networks (PCNs) in Oxfordshire.
- 6.16 **Dental Services and Dental Health (September 2019).** The committee received an update on Dental Services and Dental Health in Oxfordshire. The update contained information on: provision and capacity of NHS dentists in Oxfordshire, programmes of work to promote dental health; dental health of adults, older adults and children; and dental needs and health in nursing and residential homes.
- 6.17 **Children and Adolescent Mental Health Service (CAMHS) (November 2019)** HOSC members received an update on the progress of implementing Mental Health Support Teams (MHSTs) in Oxfordshire schools, including an explanation of how those MHSTs fit within the overall CAMHS provided by Oxford Health NHS Foundation Trust. The update also highlighted progress with addressing waiting times through a local pilot. Committee members heard concerns around long waiting times for a number of families. Health officers outlined how the MHSTs and funding received for a four week wait pilot would aid families and reduce the waiting time for urgent services. Committee members asked for an update on progress at a future meeting which was reported to HOSC through the Chairman's report in February 2020.
- 6.18 **Mental Health (February 2020).** This item was developed in tandem with the Performance Scrutiny Committee to provide scrutiny of Council-specific issues and system-wide issues by the respective committees. A joint paper from Oxford Health NHS Foundation Trust (OHFT) and the Council was presented to HOSC. HOSC members asked questions about the Mental Health Outcomes Based Contract between OHFT and Oxfordshire CCG (OCC contributes funding to this contract).

Other items for 2019/20:

- 6.19 The following items have also been considered at HOSC throughout 2019/20:
- Follow up of Muscular-Skeletal services Task and Finish Group recommendations
 - GP Appointments and GP Federations
 - Health and Wellbeing Board Annual Report
 - Transition of Learning Disability Services

- Annual report from the Director of Public Health
- Health Inequalities Commission Implementation Group update report
- Managing the impact of winter on Oxfordshire's health system

Forward Plan

6.20 During 2020-21, amongst other issues, the committee intends to scrutinise the following:

- Proposals for changes to health scrutiny arrangements
- COVID-19 update: including the impact on health services and health partners response to the outbreak.
- Winter Planning: Understanding learning from the 2019/20 Winter Plan and how that will inform preparations for winter 2020.
- PET-CT Scanning: an update on PET-CT (cancer) scanning services in the wider Thames Valley area.

7. HORTON JOINT HEALTH OVERVIEW AND SCRUTINY COMMITTEE

- 7.1 Following a referral to the Secretary of State over closure of obstetrics at the Horton General Hospital, it was determined in March 2018 that further action was required locally before a final decision could be made about the future of maternity services in Oxfordshire.
- 7.2 The Horton HOSC, formed in September 2018, holds all health scrutiny powers, specifically on the issue of consultant-led maternity services at the Horton General Hospital. It does not scrutinise any other health or wellbeing issues. This is a joint committee of nine non-executive voting members and one co-opted non-voting member. Having due regard to the patient flow for the Horton Hospital, the committee has eight members from Oxfordshire, one from Northamptonshire and one from Warwickshire.
- 7.3 Members are appointed to the committee from the respective local authorities and are reflective of the political balance accordingly. The Horton HOSC met three times in 2019/20 where it considered information on:
- Patient and public engagement
 - Transport and travel
 - Models of care in obstetric units with small birth numbers
 - Financial analysis
 - Option development (including scoring criteria and weighting of criteria)
- 7.4 On 19 September 2019 the committee was presented with a decision paper due for decision by the OCCG Board. The OCCG Board's recommendation was to maintain the closure of the Obstetric-Led Unit at the Horton, in favour of providing a Maternity-Led Unit at the Horton. The committee expressed

disappointment at the proposed decision and raised concerns about the detail of information available throughout the process.

- 7.5 As a result, the committee agreed to make a re-referral to the Secretary of State if the Board decided to proceed with the decision; the CCG Board did so on the 26th of September 2019.
- 7.6 The committee also agreed to continue to meet, and extend its terms of reference, to work with health partners and be able to hold them to account in the development and implementation of the positive vision for the future of the Horton General Hospital.

8. CONCLUSION

- 8.1 This report has outlined a comprehensive and robust programme of scrutiny which has been conducted through the Oxfordshire County Council scrutiny committees in 2019-20.

Annex 1 – Scrutiny Committees

This report covers the time period from April 2019 – March 2020 and the membership listed below corresponds to that time period

Performance Scrutiny Committee:

Cllr Liz Brighthouse OBE (Chairman)
Cllr Jenny Hannaby (Deputy Chairman)
Cllr Nick Carter
Cllr Mike Fox-Davies
Cllr Tony Illot
Cllr Liz Leffman
Cllr Charles Mathew
Cllr Glynis Phillips
Cllr Judy Roberts
Cllr Michael Waine
Cllr Liam Walker (until February 2020)
Cllr Jeannette Matelot (from February 2020)

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 Sean Gaul – Cherwell District Council (Deputy Chairman)
Cllr Mark Cherry
Cllr Mike Fox-Davies
Cllr Hilary Hibbert-Biles
Cllr Jeanette Matelot
Cllr Laura Price
Cllr Alison Rooke
Cllr Paul Barrow – Vale of White Horse
Cllr Nadine Bely-Summers – Oxford City Council
Cllr David Bretherton – South Oxfordshire District Council
Cllr Neil Owen – West Oxfordshire District Council
Dr Alan Cohen (non-voting co-optee)
Barbara Shaw (non-voting co-optee)
Dr Keith Ruddell (non-voting co-optee) – until June 2019
Anita Higham (non-voting co-optee) – September 2019 meeting only

Horton HOSC:

Cllr Arash Fatemian (Chairman)
Cllr Hannah Banfield
Cllr Sean Gaul (District Councillor)
Cllr Keiron Mallon
Cllr Neil Owen (District Councillor)
Cllr Wallace Redford (Warwickshire County Councillor)
Cllr Alison Rooke
Cllr Adil Sadygov (Northamptonshire County Councillor)
Cllr Sean Woodcock (District Councillor)
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 Thomson – Oxfordshire Governors Association (non-voting co-optee)
Donald McEwan - Council of Oxfordshire Teachers' Organisation (non-voting co-optee) – from March 2019 onwards

Audit & Governance Committee Annual Report

Report of the work of the Audit & Governance Committee during 2019-20

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1. Audit and Governance Committee Functions (extract from the Council's Constitution)
2. Audit Working Group Terms of Reference

Chairman's Introduction

As the Chairman of the Audit and Governance Committee I am very pleased to present this annual report which sets out the role of the Audit & Governance Committee and summarises the work we have undertaken both as a Committee, and through the support of the Audit Working Group during the financial year 2019/20.

The Committee operates in accordance with the good practice guidance produced by the Chartered Institute of Public Finance Accountancy (CIPFA) in 2018. During the year the Committee completed a self-assessment against this guidance which confirmed the Committee is operating effectively in accordance with the standards, providing an independent and high-level resource which supports good governance and strong public financial management.

The Committee continues to be well supported by Officers, providing a high standard of reports and presentations. I would also like to thank the Internal Audit and the External Audit teams for their input.

I should like to take this opportunity to give my personal thanks to all the officers, Dr Geoff Jones, Chairman of the Audit Working Group, my Vice Chairman Cllr Tony Ilott and without exception, all fellow Committee members who have contributed and supported the work of the Committee in such a meaningful and positive way throughout the past year.

COUNCILLOR NICK CARTER

Chairman, A&G Committee

Role of the Audit & Governance Committee

The Audit and Governance Committee operates in accordance with the “Audit Committees, Practical Guidance for Local Authorities” produced by the Chartered Institute of Public Finance and Accountancy (CIPFA) in 2018. The Guidance defines the purpose of an Audit Committee as follows:

1. Audit committees are a key component of an authority's governance framework. Their function is to provide an independent and high - level resource to support good governance and strong public financial management.
2. The purpose of and Audit Committee is to provide to those charged with governance independent assurance on the adequacy of the risk management framework, the internal control environment and the integrity of the financial reporting and annual governance processes. By overseeing internal and external audit it makes an important contribution to ensuring that effective assurance arrangements are in place.

The key functions of the Audit and Governance Committee are defined within the Council's Constitution; the relevant extract is attached as Annex 1 to this report. In discharging these functions, the Committee is supported by the Audit Working Group, their terms of reference are attached as Annex 2 to this report.

How the Committee has discharged its responsibilities during 2019/20

NB: March 2020 meeting was cancelled due to the COVID-19 crisis.

Key A&G Committee Activities	May 19	July 19	Sept 19	Nov 19	Jan 20
Financial Reporting					
Considered accounting policies	•				
Approved 2018-19 Annual Statement of Accounts		•			
Review of Treasury Management Outturn 2018-19		•			
Treasury Management 2019-20 mid-term review				•	
Treasury Management Annual Investment Strategy 2020-21					•
Treasury Management industry update briefing from Arlingclose					•
Financial Management Code				•	
Internal Audit					
Annual Report of the Chief Internal Auditor 2018-19	•				
Internal Audit Strategy and Plan 2019-20	•				
Reports from Audit Working Group	•	•	•	•	•
Update on Highways / Highways Payments Audit	•			•	
Review of Internal Audit Reports and monitor of in-year progress			•		•
Review of Internal Audit Charter and Quality Assurance Programme		•			
External Audit					
External audit progress updates and technical updates	•			•	•
Audit Results Report 2018-19		•			
Pension Fund Audit Results Report 2018-19		•			
External Audit Annual Audit Letter			•		
Governance & Risk Management					
Review of OCC/CDC partnership governance arrangements	•				
Approval of Annual Governance Statement (AGS) for 2018-19	•				
Review of AGS action plan	•				
Report from Transformation Sub Committee	•		•		
Annual Scrutiny Report	•				

Key A&G Committee Activities	May 19	July 19	Sept 19	Nov 19	Jan 20
Review of OxLEP governance arrangements	•				
Oxfordshire Fire & Rescue Statement of Assurance	•				
Carilion Recovery Plan Update	•				
Review of governance arrangements – Oxford City Works agreement		•			
Review of Corporate Security		•			
Surveillance Commissioner's Inspection and Regulation of Investigatory Powers Act			•		
Risk Management & Opportunities Strategy			•		
Information Governance			•		
Local Government Ombudsman annual report			•		
Monitoring Officer annual report			•		
Changes to constitution – Pension Fund Committee				•	
Review and update of Audit & Governance Committee Terms of Reference				•	
Audit & Governance Committee Self-Assessment against CIPFA standards				•	
Scale of election fees and expenditure					
Counter-Fraud					
Approval of Counter-Fraud Strategy and plan for 2019-20		•			
Counter-Fraud Plan update				•	

The Committee is supported by the Audit Working Group (AWG):

Key AWG activities	April 19	June 19	Sept 19	Oct 19	Dec 19
Internal Audit & Counter-Fraud					
Internal Audit and Counter-Fraud update, including review of Internal Audit Reports and monitoring of progress with implementation of agreed management actions	•		•		•
Review of Audit of Backup and Recovery and implementation of management actions	•				

Key AWG activities	April 19	June 19	Sept 19	Oct 19	Dec 19
Review of Audit of Security Bonds and implementation of management actions	•	•		•	•
Review of Audit of Contingency Care and implementation of management actions	•				
Review of Audit of S106 and implementation of management actions		•		•	
Review of Audit of Mental Health and implementation of management actions			•		
Review of Audit of Oxford City Works Agreement and implementation of management actions					•
Governance & Risk Management					
Review of draft Annual Governance Statement, including Corporate Lead Statements and Action Plan	•				
Oxfordshire Fire & Rescue Draft Statement of Assurance	•				
Finance Review update	•	•			
Review of corporate risk management arrangements, including Leadership Team Risk Register	•			•	
Review of directorate risk management arrangements including risk register – Resources (as referred to at the time of AWG review)		•			
Review of directorate risk management arrangements including risk register - Communities				•	
Review of directorate risk management arrangements including risk register – Childrens					•
Whistleblowing Annual Report			•		

2019/20 Key Achievements:

- The Committee and AWG has continued to review and monitor material weaknesses identified from the internal audit reports with Senior Managers attending to provide assurance on how the issues were being addressed. This has supported the implementation of the actions plans to deliver the required improvements in key areas for the Council, for example Highways Payments and Mental Health.

Highways Payments – following several audits, graded Amber, which highlighted weaknesses with the contractor's cost management system and promised developments to the system not being progressed satisfactorily, the

contractor has attended the Committee. The challenge offered by the Committee has supported OCC officers with the escalation of the issues with the contractor to ensure proper resolution. The committee have monitored the contractor's improvement plan to address the system weaknesses identified and the Service now report the significant improvement in terms of cost transparency and data capture.

Mental Health – Following two audits, both with the overall grading of Red, the Committee / Audit Working Group have closely monitored the implementation of the agreed action plans. The responsibility for the delivery of social work provision for the over 65's has been brought back from Oxford Health to the County Council. The Committee / Audit Working Group have noted the significant improvements made. The Mental Health Provider JMG (OCC and OHFT) continue to retain the responsibility for overseeing the s75 partnership arrangements including monitoring of budget, performance, staffing and service development. OCC are working collaboratively with Oxford Health to ensure robust oversight of activities relating to social care, care act compliant assessments and reviews. The Committee/AWG continue to monitor the remaining outstanding actions which include agreeing the detailed governance arrangements for the delivery of Adult MH social care and updating the S75 / quality assurance framework with the revised arrangements.

- A continued focus for the Committee and AWG during 2020/21 will be to monitor the improvement actions agreed following audits of S106 and Security Bonds, both areas graded as red, due to significant weaknesses identified. Officers are regularly required to attend the Committee/AWG and through this continued monitoring positive action is in progress to improve the governance and control environment, including that there are now clear timescales in place for the procurement and implementation of the new S106/Security Bonds ICT systems. In response to Internal Audit highlighting that the current security bond register was not an accurate or complete mechanism for the recording and management of bonds, that a moratorium on all returns and releases of cash bonds and an immediate process review was instigated to ensure the robust checking and adequate segregation of duties is in place going forward.
- The Committee are pleased to particularly note through review during the year of the Internal Audit reports and monitoring by the Committee & AWG of the agreed management actions that significant weaknesses in the system of internal control are being prioritised and addressed.
- The Committee have provided effective scrutiny of the treasury management strategy and policies. Receiving regular reports of activity, reviewing the treasury risk profile and adequacy of treasury risk management processes has contributed to good performance in this area.

Our work in 2019/20

The key activities of both the Committee and AWG are captured in the tables above. In summary:

Financial Reporting

The Committee reviewed and approved the annual statement of accounts on behalf of the Council and considered the external auditors report. The Committee reviewed the proposed accounting policies for the statement of accounts.

The Committee receives reports from the Treasury Management Team three times a year, exercising its stewardship role. The Committee reviewed the Treasury Management Outturn Report, the Treasury Management Mid-term Performance Report and the Treasury Management Strategy Statement and Annual Investment Strategy 2020/21. The committee members attended an industry update briefing presented by Arlingclose covering new legislation and potential risks; to help inform the review of the 2020/21 Treasury Management Strategy.

Internal Audit

The Committee in May 2019 approved the Internal Audit Strategy for 2019/20, including the annual audit plan and counter fraud plan, which provides members the opportunity to challenge and influence the plan where the Committee has identified areas of concern.

The Committee receives regular progress reports from the Chief Internal Auditor, including summaries of the outcomes from Internal Audit work. Through the Audit Working Group, the Committee monitors the progress with the implementation of management actions arising from audit reports.

In response to Internal Audit reports the Committee/Audit Working Group, has looked in detail at the following areas; S106, Security Bonds, Contingency Care, Back up and Recovery, Oxford City Works Agreement, Mental Health and Highways Payments.

The review of the effectiveness of the system of Internal Audit, commissioned by the Committee was reported and considered in March 2019. Overall the results are very favourable and demonstrated a strong level of satisfaction about the nature and effectiveness of the service. There were no issues as regards the integrity, or capability, of any of the officers of Internal Audit; the comments continue to reflect that the service is well-regarded. The next review will be scheduled for 2021.

The Committee has continued to monitor the resourcing of Internal Audit. The Committee recognise the challenges in recruitment in this area and continue to be updated regarding the recruitment and retention strategies being adopted.

The completion of the Internal Audit Plan and the annual statement of the Chief Internal Auditor is produced for the Committee at the end of the financial year. Based

on the evidence of the reports presented to the Audit Working Group and the Committee, the team continues to provide an effective challenge and therefore assurance on the key risk activities.

The Committee also met with the Chief Internal Auditor in a private session during September 2019 and are satisfied Internal Audit are free to carry out their duties without restrictions.

The Committee approve the Internal Audit Charter on an annual basis, this was approved at the July 2019 meeting.

Facilitated by the Chief Internal Auditor, the Committee completed a self-assessment against CIPFA's view of best practice for Audit Committees in local authorities "Audit Committees in Local Authorities and Police 2018 edition". This exercise confirmed the Committee is operating effectively in accordance with the standards, providing an independent and high-level resource which supports good governance and strong public financial management.

External Audit

The Council's external auditors, Ernst and Young, attended all the committee meetings during 2019/20, providing regular updates on their work plan and any matters arising. The Committee received and reviewed the External Audit Annual Letter.

The Committee were due to meet with the external auditors in a private session in March 2020 – this was postponed due to COVID-19. The Committee however is satisfied that they are free to carry out their duties without restrictions. We are also assured that if identified they would bring any material issues to the attention of the Committee.

Governance & Risk Management

The Committee approved the Annual Governance Statement (AGS) for 2018/19 in May 2019. This included improvement actions for 2019/20, within the following areas; Property & Security, Business Continuity, ICT & Digital and Procurement. The Committee actively monitors progress with the implementation of the actions.

The Committee and AWG receives and considers updates from officers on areas such as: OCC & CDC partnership governance, OxLEP governance arrangements, Carillion recovery plan and Oxford City Work agreement.

The Committee received the draft Risk and Opportunities Management Strategy 2019-21 at the September meeting for review and comment, prior to presentation to Cabinet in October 2019.

The Committee, through the Audit Working Group, has continued to receive risk management updates, which included detailed review of the Leadership risk register.

The Audit Working Group have continued with a cyclical programme of reviewing the Directorate risk registers throughout the year. The Audit Working Group is satisfied from their review that the process for reporting, escalating and managing risks is being maintained and acknowledge the ongoing work to improve and properly embed risk management as a routine part of OCC's everyday work.

The Committee and Audit Working Group also considered the annual report of the Monitoring Officer; the annual report of the Local Government Ombudsman; the use of the Regulation of Investigatory Powers Act 2000 (RIPA); review of scale of election fees; and the Fire and Rescue Service Annual Statement of Assurance. There were no material issues or concerns arising.

The Committee has not received any reports in respect of investigations into allegations of misconduct under members' code of conduct. The Committee has not granted any dispensations from requirements relating to interests as set out in the code of conduct for members.

Counter-Fraud

The Audit & Governance Committee and Audit Working Group receive regular updates from the Chief Internal Auditor on any reported matters of suspected fraud, including investigations. Outcomes of investigations are reported to and monitored by the Audit & Governance Committee. The Committee plays a key role in monitoring the effectiveness of the Council's counter fraud arrangements.

The Committee received a report on Whistleblowing from the Monitoring Officer, that highlighted there have been very few cases.

Overall the Council has a strong system of internal control, so it is not unexpected there is very little fraud identified; however nationally statistics show that fraud is on the increase, so it is important that we all remain vigilant.

Appeals

The Committee is responsible for the work of the Appeals & Tribunals Sub-Committee a panel of members that is chaired by a member of the Audit & Governance Committee*. They carry out a range of appeals and tribunals:

Type of appeal	Number in Calendar Year 2019
Member Appeals:	
Appeal against dismissal	0
Appeal against redundancy selection	0
Raising concerns at work appeals	0
Disciplinary and Capability appeals	0
Job Evaluation formal appeals	2
Home to School Transport Appeals	46 Appeals were scheduled to be heard 4 Upheld (wholly or in part) 23 Refused 19 Withdrawn

* Excluding Home to School Transport Appeals where the Panel is made up of one councillor, one officer and one independent person.

Annex 1

Audit & Governance Committee Terms of Reference

Statement of purpose

1. The Audit & Governance Committee is a key component of Oxfordshire County Council's corporate governance framework. It provides an independent and high-level focus on the adequacy of the risk management framework, the internal control environment, the integrity of the financial reporting and governance processes. By overseeing internal and external audit it makes an important contribution to ensuring that effective assurance arrangements are in place.

Generally

2. To draw to the attention of the appropriate scrutiny committee, or Cabinet or any other committee, as appropriate any issues which in the Committees view would benefit from a scrutiny review or Cabinet's or a committee's further investigation.

Governance, risk and control

3. To review the council's corporate governance arrangements against the good governance framework, including the ethical framework and consider the local code of governance.
4. To review the AGS (Annual Governance Statement) prior to approval and consider whether it properly reflects the risk environment and supporting assurances, taking into account internal audit's opinion on the overall adequacy and effectiveness of the council's framework of governance, risk management and control.
5. To ensure compliance with relevant legislation, guidance, standards, codes and best practice, whether external or internal;
6. To consider the council's arrangements to secure value for money and review assurances and assessments on the effectiveness of these arrangements.
7. To consider the council's framework of assurance and ensure that it adequately addresses the risks and priorities of the council.
8. To monitor the effective development and operation of risk management in the council.
9. To monitor progress in addressing risk-related issues reported to the committee.
10. To consider reports on the effectiveness of internal controls and monitor the implementation of agreed actions.
11. To review the assessment of fraud risks and potential harm to the council from fraud and corruption.
12. To monitor the counter-fraud strategy, actions and resources.
13. To review the governance and assurance arrangements for significant partnerships or collaborations.

Internal audit

14. To approve the internal audit charter.
15. To review proposals made in relation to the appointment of external providers of internal audit services and to make recommendations.
16. To approve the risk-based internal audit plan, including internal audit's resource requirements, the approach to using other sources of assurance and any work required to place reliance upon those other sources.
17. To approve significant interim changes to the risk-based internal audit plan and resource requirements.
18. To make appropriate enquiries of both management and the head of internal audit to determine if there are any inappropriate scope or resource limitations.
19. To consider any impairments to independence or objectivity arising from additional roles or responsibilities outside of internal auditing of the head of internal audit. To approve and periodically review safeguards to limit such impairments.
20. To consider reports from the head of internal audit on internal audit's performance during the year, including the performance of external providers of internal audit services. These will include:
 - updates on the work of internal audit including key findings, issues of concern and action in hand as a result of internal audit work
 - regular reports on the results of the QAIP (Quality Assurance Improvement Programme)
 - reports on instances where the internal audit function does not conform to the PSIAS, (Public Sector Internal Audit Standards) considering whether the non-conformance is significant enough that it must be included in the AGS.
21. To consider the head of internal audit's annual report:
 - The statement of the level of conformance with the PSIAS – this will indicate the reliability of the conclusions of internal audit.
 - The opinion on the overall adequacy and effectiveness of the council's framework of governance, risk management and control together with the summary of the work supporting the opinion – these will assist the committee in reviewing the AGS.
22. To consider summaries of specific internal audit reports as requested.
23. To receive reports outlining the action taken where the head of internal audit has concluded that management has accepted a level of risk that may be unacceptable to the authority or there are concerns about progress with the implementation of agreed actions.
24. To contribute to the QAIP and in particular, to the external quality assessment of internal audit that takes place at least once every five years.
25. To consider a report on the effectiveness of internal audit to support the AGS.
26. To provide free and unfettered access to the audit committee chair for the head of internal audit, including the opportunity for a private meeting with the committee.

External audit

- 27. To support the independence of external audit through consideration of the external auditor's annual assessment of its independence and review of any issues raised by PSAA (Public Sector Audit Appointments) or the authority's auditor panel as appropriate.
- 28. To consider the external auditor's annual letter, relevant reports and the report to those charged with governance.
- 29. To consider specific reports as agreed with the external auditor.
- 30. To comment on the scope and depth of external audit work and to ensure it gives value for money.
- 31. To advise and recommend on the effectiveness of relationships between external and internal audit and other inspection agencies or relevant bodies.

Financial reporting

- 32. To review the annual statement of accounts. Specifically, to consider whether appropriate accounting policies have been followed and whether there are concerns arising from the financial statements or from the audit that need to be brought to the attention of the council.
- 33. To consider the external auditor's report to those charged with governance on issues arising from the audit of the accounts.

Accountability arrangements

- 34. To report to those charged with governance on the committee's findings, conclusions and recommendations concerning the adequacy and effectiveness of their governance, risk management and internal control frameworks, financial reporting arrangements, and internal and external audit functions.
- 35. To report to full council on a regular basis on the committee's performance in relation to the terms of reference and the effectiveness of the committee in meeting its purpose.
- 36. To publish an annual report on the work of the committee.

Treasury Management

- 37. To be responsible for ensuring effective scrutiny of the treasury management strategy and policies. Receiving regular reports of activity, reviewing the treasury risk profile and adequacy of treasury risk management processes.

Ethical Governance

- 38. To promote high standards of conduct by councillors and co-opted members.
- 39. To grant dispensations to councillors and co-opted members from the requirements relating to interests set out in the code of conduct for members
- 40. To receive a report from member-officer standards panels appointed to investigate allegations of misconduct under the members' code of conduct.

41. To advise the Council as to the adoption or revision of the members' code of conduct.

Elections

42. To appoint the County Returning Officer for the purposes of county council elections
43. To carry out other relevant electoral functions under Section D of Schedule 1 to the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, including the annual setting of the scale of fees for County Council elections.

Appeals & Tribunals Sub – Committee

44. The Committee will appoint an Appeals & Tribunals Sub-Committee which will have the following responsibilities and membership:

Responsibilities:

- (i) The determination of appeals against decisions made by or on behalf of the authority as specified in Paragraph 2 of Schedule 2 to the Functions Regulations.
- (ii) To hear and determine appeals in cases where the relevant procedure rules require this function to be performed by a formally constituted committee or sub-committee.
- (iii) To hear and determine appeals in other cases under the relevant procedure rules.

Membership:

The Appeals & Tribunal Sub-Committee will meet as needed and its membership will be:

- (i) A member of the Audit & Governance Committee (or substitute)
- (ii) Two other members of the Council (one being a Cabinet member in the case of Fire Discipline issues)

November 2019.

Annex 2

AUDIT WORKING GROUP TERMS OF REFERENCE

Membership

The Audit Working Group shall consist of:-

The independent member of the Audit and Governance Committee who will chair the Group, together with four members of the Audit and Governance Committee, one of whom shall be the Chairman of the Committee. There will also be up to four named members of the Audit and Governance Committee who will deputise as required. Where the Chairman of the Audit and Governance Committee cannot attend the Audit Working Group, the Deputy Chair of the Audit and Governance Committee will be the named deputy.

The Director of Finance and/or Assistant Director of Finance Officer, Director of Law and Governance (& Monitoring Officer), and the Chief Internal Auditor, or their representatives shall attend the Group meetings.

Members of the Group and their deputies should have suitable background and knowledge to be able to address satisfactorily the complex issues under consideration and should receive adequate training in the principles of audit, risk and control.

All members of the Audit and Governance Committee can attend Audit Working Group Meetings as observers.

Role

The Audit Working Group shall:

act as an informal working group of the Audit and Governance Committee in relation to audit, risk and control to enable the Committee to fulfil its responsibilities effectively in accordance with its terms of reference;

routinely undertake a programme of work as defined by the Audit and Governance Committee;

consider issues arising in detail as requested by the Audit and Governance Committee;

receive private briefings on any matters of concern;

at least annually hold a private session with the External Auditors not attended by any officers, and a further private session on Internal Audit matters with the Chief Internal Auditor only.

Reporting

The Director of Finance will report to the Audit and Governance Committee on matters identified by the Group following consultation with the Chairman and members of the Group.

Meeting

The Group shall meet regularly in cycle with the Audit and Governance Committee. The Group may invite any officer or member of the Council to attend its meetings to discuss a particular issue and may invite any representative of an external body or organisation as appropriate.

Confidentiality

The Group will meet in private to allow full and frank consideration of audit, risk and control issues.

All matters discussed and papers submitted for the meetings including minutes of the previous meeting must be treated as confidential. Papers will be circulated in advance to all members of the Audit and Governance Committee for information whether attending the Group or not.

Where any other member wishes to inspect any document considered by the Group and believes that s/he has a "need to know" as a County Councillor, the procedure in the Council's Constitution relating to Members Rights and Responsibilities (Part 9.3) shall apply.

UpdatedMarch 2020

Review Date.....April 2021

Officer Responsible:
Sarah Cox, Chief Internal Auditor
Telephone 07393 001246
sarah.cox@oxfordshire.gov.uk

Division(s): N/A

COUNCIL – 14 JULY 2020

APPOINTMENT OF INDEPENDENT PERSONS

Report by the Monitoring Officer

RECOMMENDATION

Council is RECOMMENDED to appoint Mr Martyn Hocking and Mr Nicholas Holt-Kenwell to the role of Independent Persons for Oxfordshire County Council for a period of two years, renewable once.

Introduction

1. The County Council must appoint one or more Independent Persons whose views are to be sought, and considered, by the authority before it makes its decision on an allegation that a councillor has breached the Members' Code of Conduct.
2. Independent Persons perform a key role in the Council's procedures for investigating any such complaints.
3. The Council currently has one Independent Person but it is prudent for more than one to be appointed. This report therefore recommends Council to make two additional appointments to this role.
4. This follows publication of the vacancies by the former Monitoring Officer, Nick Graham, and interviews by him with both candidates. Mr Graham, prior to his departure, was satisfied that both persons recommended in this report meet the requirements of an 'Independent Person'. This meeting provides the first opportunity to put the recommendation to Full Council following the Covid-19 outbreak.

Role of independent person

5. An Independent Person appointed by the Council performs two important roles, under law.

Members' Code of Conduct & Councillor Complaints Procedure

6. The Council must seek the views of its Independent Persons before deciding any allegation investigated under the Member Code of Conduct.
7. The Independent Person may be consulted by:

- The Council – normally through its Monitoring Officer – as part of the established complaints procedures for elected and co-opted members
- The member or co-opted member who is the subject of an allegation.

Senior Officer – Dismissal Procedures

8. The Independent Persons play a key role in the statutory processes for the dismissal of the three key statutory officers, (Head of Paid Service, Monitoring Officer and Chief Finance Officer). It is for Full Council to decide on any such dismissal. Before doing so, it needs to consult a Panel of at least two Independent Persons. There is an expectation that such Independent Persons will, if possible, be those appointed by the Council.
9. The role of the Independent Person in this context is advisory: the Panel will be responsible for giving Full Council any advice, views or recommendations as regards a proposed dismissal.

Recruitment and appointment

10. Full Council is being recommended to appoint Mr Martyn Hocking and Mr Nicholas Holt-Kenwell. The Localism Act 2011 requires that, prior to the appointment of any Independent Person, the position must have been advertised publicly and applications should have been received from them. I can confirm that these requirements have been met.
11. Both Mr Hocking and Mr Holt-Kenwell were interviewed by the former Monitoring Officer, Nick Graham and Glenn Watson, the Principal Governance Officer.
12. Mr Hocking and Mr Holt-Kenwell both have experience as magistrates. Mr Hocking also has extensive service as an independent person on appeals panels for school admissions and home to school transport. Both demonstrate, and are committed to, high standards of conduct in public service. They are both experienced, impartial, and evidence-based decision makers.
13. The former Monitoring Officer was satisfied, as am I, that Mr Hocking and Mr Holt-Kenwell are appropriate persons to fulfil this role. If appointed by Full Council, they will join our existing Independent Person, Dr Sadie Reynolds (appointed in December 2015).
14. The roles are voluntary and are not remunerated other than through a nominal £500 per annum allowance, if claimed. (The law is clear that any such allowance does not negate independence).

Legal, financial and other procedural implications

15. The Council is required under the Localism Act 2011 to appoint Independent Persons to fulfil key aspects of the Council's governance as outlined in this report. As such, it is very important that the Council appoints more than one person so that the Council has access to more than one independent

perspective. This also ensures continuity of procedure - should one Independent Person not be available.

16. The legal requirements for publicity and recruitment have been followed. It remains with Full Council to determine any such appointment.
17. It is suggested that the appointments be made for an initial period of two years, renewable once. The Committee on Standards in Public Life has recommended that such an arrangement become statutory for two reasons: to provide stability of tenure and to create the flexibility of refreshing that tenure periodically. Although this has not been enacted, Full Council may wish to adopt this practice in any case. There are no financial implications other than those mentioned in paragraph 14.

Conclusion

18. Full Council is asked to appoint Mr Martyn Hocking and Mr Nicholas Holt-Kenwell to the role of Independent Persons for the Council for a period of two years, renewable once.

STEVE JORDEN
Monitoring Officer

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Division(s): N.A

COUNCIL – 14 JULY 2020

SCOPE OF THE HORTON JOINT HEALTH SCRUTINY AND OVERVIEW COMMITTEE

**Report by Corporate Director of Commercial Development, Assets and
Investment**

RECOMMENDATION

Council is RECOMMENDED to agree an amended scope of the health scrutiny powers delegated to the Horton Joint Health Overview and Scrutiny Committee to allow scrutiny of a masterplan for the Horton General Hospital, as set out in paragraph 15 (a and b).

Executive Summary

1. Health Services have a legislative duty to consult a local authority's Health Overview and Scrutiny Committee about any proposals they have for a substantial development or variation in the provision of health services in their area. When these substantial developments or variations affect a geographical area that covers more than one local authority, the local authorities are required to appoint a Joint Health Overview and Scrutiny Committee (HOSC) for the purposes of the consultation.
2. Oxfordshire has a Joint HOSC which scrutinises almost all health and wellbeing issues for the county of Oxfordshire. The exception to this is a separate committee constituted in 2018, known as the Horton HOSC, which with Northamptonshire County Council and Warwickshire County Council has scrutinised NHS proposals on consultant-led obstetric services at the Horton General Hospital.
3. Following its work on consultant-led obstetric services, a recommendation was made at the Horton HOSC's meeting in September 2019 to revise the committee's scope to allow scrutiny of a masterplan for the Horton General Hospital.
4. This report sets out proposals to amend the scope of the Horton HOSC to allow for scrutiny of a master plan for the Horton General Hospital.

Background

Health scrutiny powers

5. Health scrutiny powers are held by local upper tier authorities. Chief among these are the ability to:

- a) Require officers of NHS bodies to attend committee meetings.
 - b) Require the local NHS to provide information about the planning, provision and operation of the health service in the area.
 - c) Make reports and recommendations to NHS bodies.
 - d) 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.
6. 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.

Health scrutiny in Oxfordshire

7. For Oxfordshire County Council, health scrutiny powers are primarily discharged through the Oxfordshire Joint Health Overview and Scrutiny Committee (HOSC). This 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.
8. The 'Horton HOSC' was formed in 2018 following a recommendation from the Secretary of State. The Committee's current remit is therefore solely in relation to the issue of consultant-led obstetric services at the Horton General Hospital. It has not had any wider remit to scrutinise any other health or wellbeing issues.
9. This is a joint committee of nine non-executive voting members and one co-opted non-voting member. Having due regard to the patient flow for the Horton Hospital, the committee has eight members from Oxfordshire, one from Northamptonshire and one from Warwickshire. Members are appointed to the committee from the respective local authorities and are reflective of the political balance accordingly.

Scope of the Horton HOSC

10. Throughout the twelve months from September 2018, an extensive process was undertaken by the Horton HOSC to examine and scrutinise obstetric services at the Horton General Hospital. Following this, a decision was made by Oxfordshire Clinical Commissioning Group (OCCG) in September 2019 to:
- a) Confirm an earlier decision made in August 2017 to create a single specialist obstetric unit for Oxfordshire (and its neighbouring areas) at the John Radcliffe Hospital and establish a Midwife Led Unit (MLU) at the Horton General Hospital, for the foreseeable future.
 - b) Work closely with Oxford University Hospitals (OUH) and local stakeholders to further develop the masterplan for the Horton General Hospital, ensuring it includes high quality, flexible clinical space that could be used for different services over time, including obstetric services if circumstances demand.

- c) Actively pursue with OUH the need for significant capital investment in the Horton Hospital, in clear recognition that this can improve recruitment and ensures the site is fit for its future as a thriving 21st century hospital for the whole of North Oxfordshire and beyond.
11. The Horton HOSC responded to this decision by making a referral to the Secretary of State on the following grounds:
- I. The Horton HOSC was not satisfied with the adequacy of the content of the consultation (Regulation 29(9)(a)).
 - II. The Horton HOSC believed the proposal would not be in the interests of the health service in this area (the latter being the cross-boundary area represented by the Horton HOSC) (Regulation 23(9)(c)).
12. The Committee accepted that partners were working to improve Horton General Hospital and agreed that it would be beneficial if the Horton HOSC could continue meet to hold OUH and OCCG and others to account in the development and implementation of the positive vision for the future of the Horton General Hospital (through the masterplan). To achieve this, it requires Oxfordshire County Council and its counterpart authorities in Warwickshire and Northamptonshire to amend the scope of the delegated health scrutiny power.
13. To date, there has not been a response by the Secretary of State to the Horton HOSC's referral.
14. The Oxfordshire Joint HOSC considered a proposal to amend the scope of the Horton HOSC at its meeting of 25 June 2020. It supported the following amended scope in relation to health partner's:
- a) **Development of the masterplan for the Horton General Hospital, ensuring it includes high quality, flexible clinical space that could be used for different services over time, including obstetric services if circumstances demand.**
 - b) **Active pursuit of significant capital investment in the Horton Hospital.**
15. It is not recommended to amend any other parts of the Terms of Reference for the Horton HOSC committee.
16. A revised Terms of Reference for the Horton HOSC is attached in Annex 1. Changes to the original Terms of Reference are highlighted for ease of reading.

STEVE JORDEN

Corporate Director, Commercial Development Assets and Investment
Background papers:

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July 2020

Horton Joint Health Overview and Scrutiny Committee (Oxfordshire, Northamptonshire and Warwickshire)

AMENDED Terms of Reference

July 2020

Rationale

1. Health Services are required to consult a local authority's Health Overview and Scrutiny Committee about any proposals they have for a substantial development or variation in the provision of health services in their area. When these substantial developments or variations affect a geographical area that covers more than one local authority, the local authorities are required to appoint a Joint Health Overview and Scrutiny Committee (HOSC) for the purposes of the consultation.
2. In response to the Oxfordshire Clinical Commissioning Group's proposals regarding consultant-led maternity services at the Horton General Hospital, the Secretary of State and Independent Reconfiguration Panel (IRP) advised a HOSC be formed covering the area of patient flow for these services. This was formed in 2018, across the area of patient flow for obstetric services at the Horton General Hospital covers Oxfordshire, Northamptonshire and Warwickshire.
3. A decision was made by Oxfordshire Clinical Commissioning Group (OCCG) in September 2019 to:
 - a) Confirm an earlier decision made in August 2017 to create a single specialist obstetric unit for Oxfordshire (and its neighbouring areas) at the John Radcliffe Hospital and establish a Midwife Led Unit (MLU) at the Horton General Hospital, for the foreseeable future.
 - b) Work closely with Oxford University Hospitals (OUH) and local stakeholders to further develop the masterplan for the Horton General Hospital, ensuring it includes high quality, flexible clinical space that could be used for different services over time, including obstetric services if circumstances demand.
 - c) Actively pursue with OUH the need for significant capital investment in the Horton Hospital, in clear recognition that this can improve recruitment and ensures the site is fit for its future as a thriving 21st century hospital for the whole of North Oxfordshire and beyond.
4. Following this decision, the Horton HOSC Terms of Reference were amended to allow its further scrutiny of the development of a Horton General Hospital masterplan [N.B This sentence to be inserted pending Council agreement].

5. These terms of reference set out the arrangements for Oxfordshire County Council, Northamptonshire County Council and Warwickshire County Council to operate a Joint HOSC Committee in line with the provisions set out in legislation and guidance to allow it to operate as a mandatory committee.

Terms of Reference

6. The new Joint Health Overview and Scrutiny Committee will operate formally as a mandatory joint committee i.e. where the councils have been required under Regulation 30 (5) Local Authority (Public Health, Health and Well-being Boards and Health Scrutiny) Regulations 2013 to appoint a joint committee for the purposes of the specified health partner's consultation on:
 - i. Development of the masterplan for the Horton General Hospital, ensuring it includes high quality, flexible clinical space that could be used for different services over time, including obstetric services if circumstances demand.
 - ii. Active pursuit of significant capital investment in the Horton Hospital.
7. The purpose of the mandatory Horton Joint HOSC across Oxfordshire, Northamptonshire and Warwickshire is to:
 - a) Make comments on the proposal consulted on
 - b) Require the provision of information about the proposal
 - c) Require the member or employee of the relevant health service to attend before it to answer questions in connection with the consultation.
 - d) Refer to the Secretary of State only on the development of a masterplan for the Horton General Hospital 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 authorities, and not consultation with other stakeholders)
 - That the proposal would not be in the interests of the health service in the area
 - A decision has been taken without consultation and it is not satisfied that the reasons given for not carrying out consultation are adequate.
8. The response to the consulting health service will be agreed by the Joint Health Overview and Scrutiny Committee and signed by the Chairman.
9. With the exception of proposals to develop a masterplan for the Horton General Hospital, responsibility for all other health scrutiny functions and activities remain with the respective local authority Health Scrutiny Committees.

10. No matter to be discussed by the Committee shall be considered to be confidential or exempt without the agreement of all Councils and subject to the requirements of Schedule 12A of the Local Government Act 1972.

Timescales & Governance

11. The Horton Joint Health Overview and Scrutiny Committee operates as a mandatory Committee only while the proposed service changes that affect the relevant areas are considered. This period is from the point at which the relevant health body notifies the Joint HOSC of the formal consultation timetable and the point at which a decision is taken.
12. Meetings of the Joint HOSC are conducted under the Standing Orders of Oxfordshire County Council (i.e. the Local Authority hosting and providing democratic services support).

Membership

13. Membership of the Joint HOSC is appointed by Oxfordshire County Council, Northamptonshire County Council and Warwickshire County Council from the membership of their Scrutiny Committees that have responsibility for discharging health scrutiny functions.
14. Appointments to the Joint Committee have regard to the proportion of patient flow for ~~consultant-led obstetric services at the Horton General Hospital. Using latest figures available from 2015/16, of the 1466 births at the Horton General Hospital, 4% came from women with Warwickshire post codes and 14% from Northamptonshire post codes~~ (removed as the committee will scrutinise more than obstetric services). The membership of the Joint Committee will therefore be ten Councillors, consisting of eight from Oxfordshire, one from Northamptonshire and one from Warwickshire.
15. Appointments by each authority to the Joint Committee will reflect the political balance of that authority.
16. The quorum for meetings will be five members, comprising at least one member from either Northamptonshire or Warwickshire.

Committee support

17. The work of the Joint Horton HOSC will require support in terms of overall co-ordination, setting up and clerking of meetings and underpinning policy support and administrative arrangements.

18. Meetings of the committee are to be held near to the Horton General Hospital (or virtually according to relevant regulations) and associated administrative support and costs to be borne by Oxfordshire County Council.
19. Should a press statement or press release need to be made by the Joint Health Overview and Scrutiny Committee, this will be drafted by Oxfordshire County Council on behalf of the Committee and will be agreed by the Chairman.

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