



**OXFORDSHIRE
COUNTY COUNCIL**

Scrutiny Annual Report

2018-2019

Foreword

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

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

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

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

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



Cllr Liz Brighthouse OBE
Chairman of the
Performance Scrutiny
Committee



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



Cllr Michael Waine
Chairman of the
Education Scrutiny
Committee

Executive Summary

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

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

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

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

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

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

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

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

1. Introduction

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

2. The Role of Scrutiny

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

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

3. Performance Scrutiny Committee

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

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

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

Call-In:

3.3 The call-in procedure allows the Performance Scrutiny Committee to compel the Cabinet to reconsider a decision made by its members but not yet implemented. The committee considered one call-in during 2018/19 into Post-16 Home to School Transport provision for children with Special Educational Needs or Disabilities (SEND), in July 2018. Nine councillors requested that the committee consider the call-in on the grounds that further information was needed in relation to how the policy would be implemented and requesting further assurances about the effectiveness of the proposed changes. The committee heard representations from the lead call-in councillor, Cabinet member for Children and Family Services and the Director of Children's Services. The committee agreed to refer the decision back to Cabinet for further consideration. The matter is currently subject of a Cabinet Advisory Group who are due to report in Summer 2019.

Performance Management:

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

Deep Dives:

- 3.5 The Performance Scrutiny Committee has undertaken three deep dives during the past year:
- 3.6 *Household Recycling:* This deep dive was completed in May 2018 and was commissioned after a performance report highlighted that household recycling rates were below target, particularly in relation to composting and dry recycling. The deep dive highlighted that there is a countywide Joint Waste Management Strategy between the county and districts and city councils. The deep dive made eight recommendations to Cabinet, six of which were accepted. The accepted recommendations included promoting the 'reduce, re-use, recycle' message, recognising the importance of working with local collective authorities to create greater synergy in waste collection services and creating a joint communication strategy for residents and manufactures about recycling.
- 3.7 *Young Carers:* An initial report for this deep dive was completed in September 2018 and was started in response to the Committee reviewing the implementation of the Health Inequalities Commission report into health inequalities in the county. The deep dive looked at the profile and number of young carers in Oxfordshire, the challenges they face, access to support and services and how the Young Carers Service work in partnership to identify and support young carers. The deep dive identified that the number of young carers in the county continues to grow. The deep dive highlighted that because of their caring role, around a third of young carers in the county have school attendance below 85%. It also highlighted that the biggest challenge that the Council faces is identifying young carers, as they are often isolated and may not see their role as anything out of the norm. The Council's Young Carers Service was incorporated into the Family Solutions Service in June 2018 to work with a much wider range of vulnerable families. The working group noted that whilst a number of young carers had been identified, more work was needed on effective practice in provision of support for young carers. Further work is being undertaken to meet with young carers and the deep dive will report to Cabinet in the new council year.
- 3.8 *Highways:* This deep dive was completed in January 2019 after the committee recognised that the condition of roads has a significant impact on levels of public satisfaction with the Council and the local area. The deep dive investigated the factors affecting public perception and experience of highways

and the Council's approach to improving this. The group worked with officers to identify opportunities for improving the condition of the road network, tackling congestion, better managing the impact of street works and adapting our approach to maintenance contracts and partnership working on the highway.

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

improve standards in rented housing in conjunction with Trading Standards. The committee also heard that local officers were attending Town and Parish Council and other local meetings to engage the public in the development of the plan. The committee were pleased to see that improvements had been made in improving diversity of the service in terms of gender but noted that further work was required to engage with black and minority ethnic (BME) communities.

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

- 3.17 In relation to the capital budget proposals, the committee requested further information about the location of housing associated with the Housing and Infrastructure Fund (HIF). The committee wanted to understand the relationship between capital investment and revenue savings and asked if real examples could be used to illustrate this in the future.
- 3.18 **Healthwatch review of Daytime Support Services:** In March, representatives from Healthwatch attended to present the findings from its investigation into the Council's daytime support services. Age UK Oxfordshire also attended with Healthwatch. The committee welcomed the review into the service following a significant re-design in 2017. The report highlight that the short implementation period had been stressful for service users and their families/carers. Officers also noted that a number of lessons had been learnt from the process including that consultation discussions had been too broad and increasing levels of communication during the change process would have benefitted service users and their families. Age UK noted that grants for voluntary services had also been reduced whilst these changes were implemented which made the situation particularly challenging, however it was important to continue to be innovative to bring forward new ideas to support older people and those with learning disabilities.

Forward Plan:

- Business Management reporting will move from a quarterly to a monthly reporting cycle which will allow the Committee to scrutinise performance information in a timely way.
- Oxfordshire Local Enterprise Partnership (OxLEP) will attend in July to answer questions about the work of the Skills Board
- The Committee will undertake scrutiny of the Mental Health Outcomes Based Contract and Section 117 Contracts in November in conjunction with HOSC
- The Committee will be receiving an update on the implementation of the recycling deep dive recommendations.
- The new Chief Constable and Police and Crime Commissioner will be attending in the autumn to scrutinise progress against the Police and Crime Plan 2017-2021 and to discuss performance of the Thames Valley Police Service.
- The Committee also intend to review the outcomes from the LGA Peer Review
- A follow-up to the SEND HTST call-in to consider the recommendations from the Cabinet Advisory Group

4. Joint Transformation Sub-Committee:

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

(Cllr Liz Brighthouse) and the Audit and Governance Committee Chairman (Cllr Nick Carter) and is a politically proportionate Committee of eight councillors.

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

- Delivery and performance of the programme;
- Impacts of the programme outcomes for residents i.e. Corporate Plan priorities;
- Impacts on service performance;
- Impacts on changes of staff;
- Predicted costs and savings as compared to actual costs and realised savings;
- Predicted non-financial savings.

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

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

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

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

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

5. Education Scrutiny Committee

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

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

- To assist the Council in its role of championing good educational outcomes for Oxfordshire's children and young people;
- To provide a challenge to schools and academies and to hold them to account for their academic performance;

- To promote joined up working across organisations in the education sector within Oxfordshire;
- To review the bigger picture affecting academic achievement in the county so as to facilitate the achievement of good outcomes;
- To represent the community of Oxfordshire in the development of academic achievement across the county, including responding to formal consultations and participating in inter-agency discussions;
- To contribute to the development of educational policy in the county.

School Exclusions Deep Dive Six-Month Update

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

Elective Home Education

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

Home to School Transport Policy

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

Oxfordshire High Needs Block Funding

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

Carillion Recovery Plan

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

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

Forward Plan

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

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

6. Joint Health Overview and Scrutiny Committee

- 6.1 The Oxfordshire Joint Health Overview and Scrutiny Committee (HOSC) is a joint committee comprising 12 non-executive voting members (seven county councillors and five district/city councillors) and three co-opted non-voting members. During 2018/19 the Committee has been chaired by Cllr Arash Fatemian. The committee met formally five times in 2018/19 and in addition, carried out its first Task and Finish Group on Muscular Skeletal (MSK) Services.
- 6.2 Following a referral by Oxfordshire HOSC to the Secretary of State on the closure of obstetrics at the Horton General Hospital in 2017, a new Health Overview and Scrutiny Committee was established to scrutinise these specific proposals. The initiation and activity of the 'Horton HOSC' during 2018/19, is reported in the section below.
- 6.3 HOSC has a statutory role in reviewing or scrutinising, health services commissioned or delivered in Oxfordshire, or jointly with any other local authority where such services are commissioned outside Oxfordshire but are delivered to the inhabitants of the county. HOSC holds health scrutiny powers, which include the ability to request information and the attendance of health commissioners and providers to the committee. HOSC is also able to make referrals to the Secretary of State where it is not satisfied that:
- Consultation on any proposal for a substantial change or development has been adequate in relation to content or time allowed (NB. The referral power in these contexts only relates to the consultation with the local authority, and not consultation with other stakeholders).
 - That the proposal would be in the interests of the health service in Oxfordshire.
 - A decision has been taken without consultation and it is not satisfied that the reasons given for not carrying out consultation are adequate.
- 6.4 The following describes some of the items considered by the Committee in 2018/19:

HOSC and Health Ways of working

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

CQC System review

- 6.6 HOSC first considered the CQC system wide review at its meeting in April 2018. The system review took place in November 2017, where a number of recommendations were made to improve system-wide working. HOSC

reviewed health and social care system's response to the outcomes of the CQC inspection and requested additional information for its June 2018 meeting on areas of innovation, best practice, and housing and workforce initiatives. HOSC also requested an evaluation framework for actions arising from the review to improve the understanding of progress against the action plan.

- 6.7 In June 2018, system leaders reported that no evaluation framework existed nationally and so in September 2018, they brought a proposed evaluation framework to HOSC which was based around the whole health and social care system and aimed to also encompass the CQC Action Plan. HOSC was encouraged by seeing that a local evaluation framework was in development and asked that progress be reported back in a year. However, a further CQC visit occurred in November 2018 and HOSC therefore received a report on this visit at its meeting in February 2019. HOSC was pleased to hear about the positive outcome of the visit and the progress made by the system in the year since its original review.

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

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

HOSC agreed the establishment of a Task and Finish Group. The work of this Group will begin from April 2019 and will run through the duration of the assessment work in OX12; it will reflect upon the process as a whole, reporting to HOSC accordingly.

Health and Wellbeing Board and Strategy

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

Health visitors and school nurses

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

Stroke Rehabilitation

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

MSK Services

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

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

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

Other items for 2018/19:

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

HOSC Visit to the Churchill Hospital

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

Early Phase Clinical Trial unit. All Committee members noted the professionalism and compassion of the staff they encountered.

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

Co-opted members

- 6.23 Throughout February and March 2019, HOSC undertook a review of its co-opted members in accordance with the terms for co-optees. A process was subsequently followed to advertise, shortlist and interview candidates for co-opted members. There was strong interest from members of the public in being a member of HOSC and following interviews Barbara Shaw was appointed on to the Committee to serve for two years.

Forward Plan

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

7. Horton Joint Health Overview and Scrutiny Committee

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

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

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

HOSC response

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

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

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

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

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

Meetings

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

Appointment of a stakeholder engagement supplier

- 7.11 As part of the work to address the Secretary of State recommendations, OCCG and Oxford University Hospitals FT established a number of workstreams, including one on engagement. As part of that workstream information on patient experience since the closure of the Horton obstetric unit on 1st October 2016 is being gathered. Horton HOSC members were invited to take part in a working appoint a provider to conduct a patient survey and focus groups to gather this information.

- 7.12 The group met in November 2018 to discuss what the survey needed to capture and to design the scoring criteria for supplier bids. Companies were invited to bid for the work in early December, the group then assessed bids to shortlist suppliers and then assessed presentations. The group recommended a preferred supplier to the CCG who was subsequently appointed to conduct the work (Pragma).
- 7.13 The working group then met with the successful supplier to review the survey, approach and the timetable. The survey was issued to all women that gave birth within the two-year period from the closure of the obstetrics unit at the Horton Hospital in October 2016, to October 2018. It was sent to all those in Oxfordshire, and those in the Horton catchment area in South Northamptonshire and South Warwickshire. In addition, qualitative data was gathered from focus groups and one-to-one sessions. The results of this work are anticipated by the end of April 2019.

Forward Plan:

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

Annex 1 – Scrutiny Committees

This report covers the time period from April 2018 – March 2019 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

Joint Transformation Sub-Committee:

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

HOSC:

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

** District council elections are scheduled to take place at these authorities in May 2019*

Horton HOSC:

Cllr Arash Fatemian (Chairman)
Cllr Fiona Baker (Deputy Chairman & Northamptonshire County Cllr)
Cllr Sean Gaul (District Cllr)
Cllr Keiron Mallon
Cllr Neil Owen (District Cllr)
Cllr Wallace Redford (Warwickshire County Cllr)
Cllr Barry Richards
Cllr Alison Rooke
Cllr Sean Woodcock (District Cllr)
Dr Keith Ruddle – co-opted member

Education Scrutiny Committee:

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