



North Yorkshire
County Council



Overview and Scrutiny Annual Report Municipal Year 2014 – 2015

May 2015

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NORTH YORKSHIRE COUNTY COUNCIL

Overview and Scrutiny Annual Report, Municipal Year - March 2015

Foreword

This Scrutiny Annual Report reviews what overview and scrutiny has done over the past year.

Our work is very wide ranging - policy development, and performance improvement and looking in detail at particular services. At all times we must be thinking about how services and any proposed changes impact on our customers and local communities. But there are major challenges facing the Council as a result of reductions in Government funding. By the end of 2019 our funding will have reduced by almost £170m p.a. compared to funding levels in 2011 – a reduction of around 30%. The role of each overview and scrutiny committee includes looking at how these savings can be achieved and service outcomes delivered in different ways such as through the Stronger Communities initiative.

Scrutiny Board has an important role to play in terms of providing a forum for sharing ideas and best practice and co-ordinating the work of individual committees. We also have a key role in championing the role of overview and scrutiny.

Scrutiny Board now meets in the afternoon following each Executive (Performance Monitoring) in the morning. This is giving the committees more opportunities to contribute to discussion on performance and to identify issues on which they might want to carry out further research.

Over the year we have all heard of the problems of child sexual exploitation in Rotherham. The poor levels engagement with Scrutiny at that Council by senior officers and the Executive contributed to the problems not being addressed earlier. Scrutiny Board examined these relationships in North Yorkshire to ensure there was transparency and constructive challenge. Whilst we concluded that those relationships in North Yorkshire are good and nothing like the dysfunctional ones uncovered in Rotherham, none of us, Scrutiny especially, should ever become complacent. In North Yorkshire we also felt that there is a recognition that effective Scrutiny is a responsibility of the Council not just that of non-Executive members. None of us should lose sight of the essential role Scrutiny plays in how the Council provides services to what are frequently the most vulnerable groups in society and isolated communities.

To all those Members, officers and partners that have assisted Overview and Scrutiny in the past year; thank you for your hard work and invaluable contributions.

The rest of the report gives just a flavour of what each of the Committees have been doing and what they have achieved.



**County Councillor Liz Casling
Chairman Scrutiny Board**

Highlights and Achievements

Care and Independence

Scope:

The needs of vulnerable adults and older people and people whose independence needs to be supported by intervention from the public or voluntary sector.

The past year the committee has been scrutinising the council's response to changes in the social care system introduced by the government, as well as how we are responding to the challenge of limited resources. Our programme of work included the following:

The Care Act

The Care Act is the single biggest consolidation of social care legislation for over a century. Two areas of particular concern are: A) the greater emphasis on prevention, particularly around advice and information; and B) the new duty to promote physical, mental and emotional wellbeing in all decisions regarding an individual's care needs. There is also a new statutory duty for carers; if a carer has eligible needs of their own, they will have a right to support from the council. This is all good news. Caring can take its toll both physically and mentally and it's important that the right level of support is offered to all carers.

We believe the council is in a good state of preparedness. The commitment is evident, the systems and practices are in place, all backed up by strong performance figures which show that we are poised to handle the scale of change that awaits us.

Care and Support Where I Live Strategy

We were wholehearted in our support for the: "2020 North Yorkshire Care and Support Where I Live," strategy which, as the foreword says, represents a significant part of the Council's vision to meet people's needs now and in the future. We welcomed the notion of planning ahead to respond to the increasing number of people who need care and support. It is also indeed vital that Extra Care homes are at the heart of the community in targeted locations so that people know they can receive the help, support and advice they need.

Local Account 2014-15

Given that the Local Account must be an honest assessment of social care performance, it was important that it passed what for us is perhaps the pivotal test: it is not self-congratulatory, as evidenced by the case studies which describe how we have learned from experience. It's no surprise to us that the CQC has held up the North Yorkshire Local Account as an example of best practice in the area of self-assessment.

2014 Annual Report of the Director of Public Health for North Yorkshire

As a committee, we are increasingly taking an interest in how public health initiatives contribute to social care needs. Beyond the obvious benefits to the population, this work also complements our social care priorities, especially prevention, which could prove critical in the continuing financial challenges ahead. We congratulated Dr Sargeant on both the clarity of his report and for the inclusion of recommendations that are targeted, realistic and achievable.

Annual Report of the Older People's Champion

In her 15th Annual Report, County Councillor Shelagh Marshall gave a sobering reminder of the demographic challenge before us: by 2030 it is estimated that North Yorkshire will have

approximately 15,000 people over the age of 90. Shelagh highlighted some of the initiatives in local communities which successfully contribute to older people's health and wellbeing and which will be crucial if we are to meet this challenge. We are fortunate to have, in Shelagh, such a respected ambassador for North Yorkshire older peoples' interests.

Safeguarding Annual Report

Raising the profile of safeguarding is as important as it ever has been; we all have safeguarding, responsibilities but scrutiny Members must also ensure that proper arrangements are in place to ensure safeguarding of our communities is effective. The evidence in the North Yorkshire Safeguarding Board's report for 2014/15 convinced us (as previous years' reports have done) that partners continue to demonstrate strong, strategic commitment.

Winterbourne Concordat Review

In 2011, a Panorama programme exposed evidence of abuse of some individuals with learning disabilities who were living in Winterbourne View. After the Inquiry, the Department of Health published the Winterbourne Concordat Programme of Action. We think that good and substantial progress is being made in North Yorkshire. The overriding principle that people are appropriately placed with the right care and support in their local communities, near their families and friends, has our support. Bearing in mind how the Directorate manages these 'complex cases' is one of the 2020 savings areas, the Committee will return to this subject later in the year.

Challenges Ahead

We have settled on a work programme for the year ahead which marries reviewing service delivery and change, with an understanding of people's experiences.

We will shift the emphasis of our enquiry into the implications of the Care Act from "preparedness" to people's experiences and their reaction. Having already looked at Supporting People, and Domiciliary Care, space has been set aside to look at the other 2020 savings areas such as: the future of provider services, the Assessment and Reablement Pathway, and Equipment and Telecare. We'll devote time to understanding how the service will be different and whether financial targets are being achieved, but also to how the Directorate is managing the impact on service users.

We'll also gauge the council's success at diverting demand and encouraging communities to support service delivery, and at how, through the council's Stronger Communities programme, we are reducing demand by targeting prevention and intervention initiatives.



**County Councillor Patrick Mulligan
Chairman Care & Independence O&SC**

Corporate and Partnerships

Scope:

The Council's corporate organisation and structure, resource allocation, asset management, procurement policy, people strategy, equality & diversity, performance management, communication and access to services.

Partnership working, community development, community engagement, community strategies and community safety. This Committee shall be the Crime & Disorder Committee for the purposes of Part 3 of the Police and Justice Act 2006.

It has been an interesting and varied year for the Committee with it considering a number of the County Council's high profile issues. The highlights from the year's meetings are outlined below.

- The Police and Crime Commissioner (PCC) for North Yorkshire outlined the work to update the Police and Crime Plan, which was the strategic blue print for the Chief Constable and delivery of the Plan was the mechanism by which the Police and Crime Commissioner holds the Chief Constable to account.

Emerging themes included:

- There is a strong correlation between the strength and vitality of the local community and the extent to which people feel safe. It was more complicated than just whether or not there was a police presence locally.
 - People feel more unsafe after dark
 - There are high levels of satisfaction with the Police
 - In Scarborough and York the biggest drivers of crime are drugs and the night time economy respectively
 - There are issues for people with learning disability, for instance, their concerns using public transport
 - There is greater need to engage with young people.
- The County Council's changing workforce and the Council's Workforce Plan show that staffing reductions have to date focused mainly on managerial and back office posts. However, inevitably there will be a bigger impact on frontline posts from now on due to the budget savings that we need to make.
 - A key aspect of the 2020 Workforce Plan is to ensure that staff are supported, maintaining their personal resilience during the on-going period of uncertainty and change. This includes having the right people with the right skills working in the right way within effective roles and structures.
 - The Library Workshop enabled the Committee to look at the criteria for the categorisation of libraries. We wanted to reassure ourselves that any decisions taken around libraries in the future were based on sound evidence.

As well as adding criterion to establishing how future library services might be provided, we felt that any future review of libraries should not just be about closing or transferring libraries but also establishing if they are in the right place. Could they for example be re-located and incorporated into other buildings?

- In light of this, the Committee looked at the 2020 Property Workstream. Part of this focus will be to slim down the County Council's operational property portfolio and review the way that property is managed across directorates.

The intention is that there will be more shared accommodation across directorates. Property reviews will be taken on an area by area basis, working with directorates to establish what their future requirements will be.

- Both Libraries and Property will remain a focus in the new Civic Year as will the development and delivery of the Council's 2020 cross cutting themes, which are about reshaping the Council in the face of significantly reduced funding:
 - stronger communities
 - alternative delivery models & commercial focus
 - property
 - customer
 - organisational delivery.

The Committee's aim will be to provide sufficient challenge to officers to ensure that the desired benefits and outcomes of the 2020 cross cutting themes are delivered and the savings targets are met.



County Councillor Derek Bastiman
Chairman, Corporate and Partnerships O&SC

Scrutiny of Health

Scope:

To review any matter relating to the planning, provision and operation of health services in the County with the aim of improving the health of local people and ensuring that their needs are considered as an integral part of the delivery and development of healthcare services.

To focus on action to achieve health improvement; to examine health care in the context of the wider determinants of health; to examine how health services address the needs of local communities; especially to address health inequalities; to ensure that local health and health related issues are being tackled jointly and in a co-ordinated way across agencies.

To contribute to the NHS's Quality Accounts initiative by providing commentaries to the NHS Trusts serving North Yorkshire on how they intend to improve the quality of the services they provide.

Over the last year the Committee has continued to be involved in a wide range of healthcare developments. Most of these have been brought forward by the Clinical Commissioning Groups – their commitment to engage with the Committee has continued to be very good. I have very recently responded to a survey sponsored by NHS England in which I was able to commend the CCGs on this aspect of their work.

The next few paragraphs give a flavour of our work. I hope fellow Members will agree we are finding the right balance in terms of working constructively with the NHS without compromising our scrutiny role and continuing to champion public involvement in the NHS.

GP Out of Hours Service and Community Services in the Whitby

The Hambleton, Richmondshire and Whitby CCG consulted the Committee and kept us fully up to date with developments on their plans for the GP Out of Hours Service and Community Services in the Whitby area, including plans for Whitby Hospital. The £6 million a year

contract was retendered because the current service providers, York Hospitals NHS Foundation Trust, gave notice on its contract. Virgin Care will provide the services from 1 July 2015.

Urgent Care in Scarborough and Ryedale

The Committee was heavily involved in the Scarborough and Ryedale CCG’s consultation on proposals for improving urgent care services in its area. As part of its tendering process the CCG did not specify where exactly the two urgent care centres should be located. Throughout the process we maintained that the centres should be located on the same site as Scarborough and Malton Hospitals. I am pleased to be able to report that things did work out that way. Whilst we cannot claim the outcome was as a direct result of our involvement but I do feel that, together with the voice of the local communities, we were able to influence the CCG and the bid put forward by Northern Doctors.

Minimum Practice Income Guarantee (MPIG)

There were concerns that the withdrawal from 1 April 2014 of the MPIG provided to individual GP practices by NHS England would undermine the viability of small rural practices. NHS England identified 2 ‘outliers’ practices as they could lose more than £3 per patient in 2014/15 as a result of the overall changes. I am pleased to be able to report that NHS England, the CCGs and individual practices worked closely together on this matter so that the concerns did not materialise. We contributed to those discussions and provided a forum for the issue to be debated in public, including with a GP whose practice was going to be affected.

Paediatric Short-Stay Assessment Unit (PSSAU) at the Friarage Hospital

Following the review of consultant-led children’s and maternity services at the Friarage Hospital Members will recall that the final outcome was that consultant-led services were closed and the setting up of the PSSAU was seen as a key part in reassuring the public that a local service was being retained. The Unit was opened in October 2014 and set up with opening hours of 10.00am to 10.00pm 7 days per week but on 12 January 2015 the South Tees Hospitals NHS Foundation Trust announced at short notice that due to staffing shortages the Unit would close at the earlier time of 8.00pm Monday to Friday and 5.00pm on weekends and bank holidays. Despite efforts by the Trust to recruit consultants, the paediatric team has a shortfall of four fulltime equivalents due to long term sicknesses and vacancies.

It is unlikely that the planned staffing arrangements will be fully in place until September of this year. We must guard against these temporary changes becoming the permanent solution. The Hambleton, Richmondshire and Whitby Clinical Commissioning Group share that view.

National Review of Congenital Heart Disease

At a regional level I have continued to represent North Yorkshire on the Yorkshire and Humber Joint Scrutiny Committee looking at the national review of congenital heart disease for all age groups.



**County Councillor Jim Clark
Chairman Scrutiny of Health Committee**

Transport, Economy & Environment

Scope

Transport and communications infrastructure of all kinds, however owned or provided, and how the transport needs of the community are met.

Supporting business, economic regeneration and development and helping people develop their skills, including lifelong learning.

Sustainability, climate change strategy, countryside management, waste management, environmental conservation and enhancement, and cultural issues.

Flood and coastal erosion risk management

The work of the Committee over the last year has again been varied - from the performance of the highways maintenance contract, to the emerging devolution debate, to the local flood risk strategy, to the local bus services review and the proposed savings to be made to Home to School and College Transport. These are by no means all the areas that we have covered and the impact of further budget savings on service delivery now and in the future continues to be a running theme through our work programme.

In October the Committee responded in a practical way to the reduction in bus subsidy by producing its report on the access needs of communities in North Yorkshire and how these might best be met using a range of transport options. This was with a view to guiding the County Council in considering how to invest in bus services in the future and to identify where the Council could provide more support to enable communities to continue to access essential services using a range of transport options. I am pleased to say that the Executive accepted our recommendations in full.

The condition of the highway network remains a preoccupying concern of the Committee. In July 2014 and in January this year the Committee scrutinised the progress that the Highways Maintenance Contractor – Ringway - was making. At our meeting in January we were pleased to hear that the half-yearly picture (April to September 2014) shows steady improvement. However further progress still needs to be made and to this end we will be continuing to scrutinise the performance of the contract on at least an annual basis.

The devolution agenda has been a topic for discussion in recent months and it is interesting to note that devolution features widely in most of the parties' manifestos. I am sure that the Committee will be taking an active interest in any forthcoming developments in the county concerning the devolution of powers and funding for economic development and transport.

Looking ahead, the Committee will be undertaking a task group review of the Residents Parking Scheme Policy to consider if the criteria should be reviewed. The review has been prompted by a request for us to look at the current eligibility threshold set for the percentage of properties with off-street parking. This is a complex issue with a balance to be struck between residents' concerns about parking in their area versus the level of resource that the County Council can put into Residents Parking Schemes county-wide.



County Councillor David Jeffels
Chairman Transport Economy & Environment O&SC

Young People

Scope:

The interests of young people, including education, care and protection and family support.

As the County Council's Young People Overview and Scrutiny Committee, we critically evaluate and constructively challenge both the work of the Children and Young People's Service and the decisions taken by the Executive and Senior Officers. In undertaking this task we hope that, as County Councillors, we are playing our part in looking to secure access to good and outstanding education for all children and young people in North Yorkshire whilst also supporting families in need. The Committee's work includes in-depth scrutiny reviews and our current scrutiny task group will be looking at how to improve the experiences of Lesbian, Gay, Bisexual and Transgender Young People. Our wider work programme continues to be varied and I include here some examples of the reports and presentations the Committee have received.

- The Committee learned that the Council's homelessness prevention accommodation pathway has completed its first 12 months of operation. The pathway is provided through 7 District area hubs where multiagency teams, County and District, work to prevent homelessness. Wherever possible and safe to do so, young people are returned home or supported to remain in their accommodation. Where this isn't possible then they are provided with accommodation and support until they are able to live independently. There was some concern over the numbers of young people presenting as homeless particularly in the Ryedale and Scarborough areas and this needs to be closely monitored.
- The Committee commended the Council's new children and young people's plan - Young and Yorkshire. The plan is driven by a vision for the future of services for children and young people and has been influenced by young people themselves so that two vision statements have been developed, a children's version and a statement drawn up by the professionals who work with children and young people:

"We want North Yorkshire to be a cool place with loads of great things to do"
(Children's version)

"We want North Yorkshire to be a special place where every childhood is magical and every young person thrives" (Professional's version)

The plan has three priority areas which represent our most pressing challenges. The three priorities are:

1. Ensuring that education is our greatest liberator, with a greater proportion of pupils attending a good or outstanding school
 2. Helping all children enjoy a happy family life, with a safe reduction in the care population
 3. Ensuring a healthy start to life, with more children and young people leading healthy lifestyles
- The Committee's Task and Finish Group recommendations on online safety of children and young people recommendations, which included supporting the North Yorkshire Safeguarding Children Board in a joint campaign with the NSPCC, were agreed by the Executive and the North Yorkshire Safeguarding Children Board. The report was clear that in focussing attention on online safety we have to ensure that

the measures we employ to make children and young people safer online are continuously reviewed and updated as this is an area that will never stand still.

- In respect of Welfare benefit reform and child poverty the data reported is approximately two years in arrears and the most recent measure available is for the year 2010/11. At that time, the data indicates that North Yorkshire has the ninth lowest proportion of children in poverty among local authorities in England. However, across North Yorkshire there were areas where the percentage of children in poverty is much higher, rising to over 25% in some wards.

Members were assured that the County Council supports, advises and works with families where benefit reforms may have a detrimental impact and where children may be living in poverty.

- The Committee were updated throughout the year on progress with the review of services which provide preventative work with children, young people and families which was launched on 24 March 2014. The key components of the new service would be to ensure a holistic approach to preventative services that engaged with families across an age range where appropriate whilst also improving integration of services within children centre areas.

This was a large, highly complex review. The implementation has involved a large and complex assimilation and transformation process, with 240 FTE moving into the new structure. It was complicated by the interaction with services which communities often hold in high regard, and sensitive in terms of the risk factors associated with any work with vulnerable children, young people and their families. Having to make savings of £3.2million at the same time provides significant additional challenge.

The new service became operational on the 13th April 2015.

- We received a comprehensive report on work across North Yorkshire to tackle Child Sexual Exploitation. We heard that work taking place across the County is not a knee-jerk reaction to the situation identified in Rotherham and was in progress well before the Jay Report was published. The message coming across was that agencies in North Yorkshire are effective at detecting and prosecuting the perpetrators of exploitation but there is no room for complacency. There was a recognition that we need to improve how we support and provide therapy to victims.

There is a good deal of work taking place to gather data and intelligence on this matter. This is reassuring but we felt it was worth highlighting the need to ensure that "hard to reach" children and young people are not excluded in any survey work.

- The Committee maintains its interest in Key Stage Outcomes. We noted that North Yorkshire schools continue to improve and perform well across most stages.

We particularly learnt that in respect of Early Years Foundation Stage Profile 2014, North Yorkshire outcomes have risen by over 17% to place the local authority slightly above the national average percentage of children achieving a good level of development. This returns North Yorkshire to its usual position of being broadly in line with national average.

- The Annual Report of the Director of Public Health provided a challenging analysis of the public health issues we face in North Yorkshire. It provided a blue print for a concerted effort, involving all partners, for instance, towards promoting physical activity, promoting smoking cessation, reducing obesity and tackling drug and alcohol abuse. It also highlighted the importance of Mental Health. We must not overlook the pressures which young people face and how mental health problems do not only affect adults and older people.

- We received a comprehensive report on the outcomes of the Growing Up in North Yorkshire Survey 2014 that showed a range of statistics some which were encouraging and indicate improvement from the last survey two years ago and some presented less positive findings.

The Committee were keen to emphasise the importance of momentum and moving forward as a result of the survey findings, particularly in areas such as e-safety, drug and alcohol-taking where the survey highlighted some worrying trends but where there is also much effective partnership underway to tackle such issues and where improvements can be seen.

- A report on Growing Up as a Lesbian, Gay, Bisexual or Transgender (LGBT) Young Person in North Yorkshire was illuminating yet very stark, highlighting that the majority of GLBT young people are having a more negative experience in the county than their peers. This relates to their time at school, ability to achieve, their engagement in risky behaviours and their emotional and mental health.

Maintaining LGBT youth support groups, such as those in Harrogate and Scarborough was clearly vital for these young people as well as a commitment to continue working in partnership to offer targeted provision.

Members agreed to set up a small task and finish group to work closely with officers to see if any additional value can be brought by Members of the Committee to this important issue.

- The Committee considered a draft strategy and the subsequent consultation on how to meet the care needs of disabled children, young people and their families with a £887k target saving to be met within the 2020 North Yorkshire programme. The consultation responses asked some fundamental questions about the strategy and the impacts it may have. Members wanted to keep a close eye on the next stage of the consultation on the Short Breaks Statement which will set out what support is available to families of disabled children.
- There has been some comprehensive scoping work done on Female Genital Mutilation (FGM) within CYPS which was presented to the Local Safeguarding Children's Board (LSCB) in September 2014 and also shared at the mid-cycle briefing meeting of the Committee in December 2014. The practice of FGM is generally hidden and as such is difficult to identify or estimate accurately. However, estimates based on Yorkshire and Humber figures would suggest that between 0.4% and 2.8% of children less than 18 years of age are at risk of FGM within the county.

FGM has been identified as a priority for the LSCB who have set up a task and finish group to take some further work forward around this. This will include increasing awareness of FGM and improving guidance for professionals.



County Councillor Elizabeth Shields
Chairman Young People O&SC

Looking Ahead

This report has highlighted some of the work undertaken by each of the Committees over the last year. The table below gives examples of areas of work the Committees have planned for the future:

O&S Committee	Area of work
Care and Independence Overview and Scrutiny Committee	<ul style="list-style-type: none"> • Stronger Communities and Social Care • 2020 Savings (number of items) • Prevention • Local Account • North Yorkshire Local Assistance Fund (update) • Care Act implementation • Public Health initiatives and Social Care • START reconfiguration
Corporate & Partnerships Overview and Scrutiny Committee	<ul style="list-style-type: none"> • 2020 North Yorkshire • Libraries • Property Disposal • Procurement • Police and Crime Commissioner update • Transforming Rehabilitation
Scrutiny of Health	<ul style="list-style-type: none"> • Results of CQC Inspections of South Tees Hospitals NHS Foundation Trust, Yorkshire Ambulance Service Ambulance, Tees, Esk and Wear Valleys NHS Foundation Trust and County Durham and Darlington NHS FT • South Tees Hospitals NHS FT - Investigation by Monitor and financial situation of the Trust • Short Stay Paediatric Assessment Unit, Friarage Hospital • Child and Adolescent mental Health Service/Improving Access to Psychological Therapies for Young People • Whitby Hospital • Winter Pressures • National Review of Congenital Heart Surgery (Adults and Children)
Transport, Economy & Environment Overview and Scrutiny Committee	<ul style="list-style-type: none"> • Updates from Highways Agency and Ringway (Highways Maintenance Contract) • Overview of the Adult Learning Service and actions arising from the Ofsted inspection carried out in November 2014 • Update on current and planned rail services affecting North Yorkshire: overview of the Rail North franchising partnership and replacing the franchises for TransPennine and Northern rail services • Results of the consultation on the proposed reduction in bus subsidy for local bus services
Young People Overview and Scrutiny Committee	A workshop is taking place on 26 June 2015 to set a work programme for the next two years.

If you would like to know more about how Overview and Scrutiny works in North Yorkshire County Council a handy guide is published on our website at www.northyorks.gov.uk or contact the Scrutiny Team Leader Bryon Hunter bryon.hunter@northyorks.gov.uk, Tel. 01609 532898

I hope you have found this Overview and Scrutiny Annual report both useful and interesting.

Thank you.

County Councillor Liz Casling