

SOUTHAMPTON CITY COUNCIL

OVERVIEW & SCRUTINY

ANNUAL REPORT 2017/18



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Chair's Introduction



Councillor Fitzhenry

Chair of the Overview & Scrutiny Management Committee – (OSMC) 2017/18

In a year when the House of Commons Housing, Communities and Local Government Select Committee undertook a review into the effectiveness of overview and scrutiny in local government and identified that performance varied considerably across councils, I am pleased to present a report that highlights a number of examples where scrutiny has made a positive difference to local decision making and outcomes for Southampton residents.

In 2017/18 the Health Overview and Scrutiny Panel has shone a spotlight on important issues such as suicide prevention and proposals to make better use of our community hospitals in Southampton; oversight by the Children and Families Scrutiny Panel has resulted in improved co-operation and information sharing between post-16 education providers in Southampton and has maintained political focus on the educational attainment of our looked after children. The Scrutiny Inquiry Panel has identified a number of actions that, if implemented effectively, could help to reduce levels of drug related litter in Southampton and improve wider outcomes associated with the consumption of narcotics. Finally, the Overview and Scrutiny Management Committee, in support of a determined campaign by service users, parents and carers, ensured that pressure was maintained on the Executive to continue to provide respite care for adults with learning disabilities from the Kentish Road site.

Scrutiny on the future of the Kentish Road Respite Service included a call-in by the OSMC of the November 2017 Cabinet decision. This was one of two decisions that were the subject of a call-in in 2017/18. The second decision that the Committee called-in was the development of an offer for children with disabilities.

As always I am grateful to members of the various scrutiny panels for their hard work and contributions throughout the year. I am also grateful to all the local groups, national organisations and individuals who have attended, made presentations and provided evidence at scrutiny meetings, and to Council officers and Cabinet Members for their attendance.

This collective effort is reflected in feedback provided by the LGA in their 2017 review of the Council:

'The Overview & Scrutiny function is making a valued and timely contribution to policy development and decision making. The Council takes the function seriously and supports councillors accordingly. The work programme is informed by the Executive Forward Plan and includes a focus on strategic challenges and pertinent issues, e.g. Drug related litter, clean air zones, and taxi licensing. There is also a focus on budget performance and progress of the transformation programme. It holds the Executive to account on important issues such as the Council's response to the Grenfell tragedy. There are some good examples of scrutiny inquiries that have informed policy thinking over the last few years – such as the review of apprenticeships and Dementia.'

This positive feedback is especially welcomed given the findings from the select committee inquiry, and, within the context of evolving and transforming public services, the critical role good governance and scrutiny can play in increasing public trust and confidence in decision-making. In times of uncertainty and change, it is important that decisions are made in a way that is transparent and holds to account those responsible for implementation.

The Purpose and Functions of Overview & Scrutiny

Decision making context

The Full Council of 48 councillors approves the policy framework which sets out the key policies and programmes for the main services provided by the Council. In February each year Council meets to set the Council Tax for the following year.

The Executive make decisions relating to services provided by the Council, except for those matters which are reserved for decision by the full Council, planning and licensing matters which are dealt with by specialist regulatory panels. The Executive is made up of a Leader, elected by Council, and his or her appointed Cabinet Members.

The Scrutiny function helps to inform the decision making process and improve the way the Council works. They assess what impact the Executive's policies and plans will have on the City and its residents.

Scrutiny is a process for:

- Holding the Cabinet, chief officers and senior members of staff to account for the discharge of its functions by examining, challenging and, if necessary requesting changes to Executive Decisions made but not yet implemented.
- Scrutinising and reviewing policies and practices within a cross-service remit, assisting in the development of such policies and practices and scrutinising policy outcomes – e.g. the implementation of strategic priorities.
- Reviewing decisions and policies made by the Executive and considering whether they are right for the City.
- Assessing the Council's performance against its planned targets and monitoring critical success factors.
- Reviewing the work of other partnerships and public sector organisations in the City, particularly the Safe City Partnership and health providers and commissioners.
- Championing issues of local concern to residents and contribute to policy development and service improvement.

Overview & Scrutiny Management Committee (OSMC)

The OSMC is a parent committee that manages the overview and scrutiny process and meets on a monthly basis. The membership of the OSMC is appointed for the municipal year at the Annual Council meeting in May.

There are a number of Scrutiny Panels that support the work of the Executive and the Council as a whole. The Scrutiny Inquiry Panel carries out a work programme of scrutiny inquiries approved by the OSMC. These arrangements allow citizens to have a greater say in Council matters by holding public inquiries into matters of local concern. These member led inquiries lead to reports and recommendations which advise the Executive and the Council as a whole on its policies, budget and service delivery.

In addition the Health Overview and Scrutiny Panel undertakes the statutory scrutiny of health and adult social care agencies in Southampton, and the Children and Families Scrutiny Panel scrutinises services for children and families in the city, including education.

The OSMC also monitors the decisions of the Executive and can 'Call-In' a decision which has been made by the Executive but not yet implemented. This enables them to consider whether the decision is appropriate.

Councillor Call for Action

Enables all councillors to refer single ward issues, or 'Local Government matters', to the OSMC.

Scrutiny Panels 2017/18

- Health Overview and Scrutiny Panel
- Children and Families Scrutiny Panel
- Scrutiny Inquiry Panel

Overview and Scrutiny Management Committee

Councillor Fitzhenry

Chair of the Overview and Scrutiny Management Committee (OSMC) - 2017/18

Committee Members (April 2018)

Councillor Moulton (Vice-Chair)

Councillor Coombs

Councillor Fuller

Councillor Furnell

Councillor Hannides

Councillor Morrell

Councillor Murphy

Councillor Whitbread

Appointed Members – Church Representatives

Mrs Catherine Hobbs

Mr Rob Sanders

In addition to the statutory scrutiny of the Safe City Partnership at which the rise in recorded crime was discussed with the Chair of the Partnership and the Police and Crime Commissioner, and the annual process for scrutinising the budget, a number of issues, due to their importance and impact on the city, made repeat visits to OSMC agendas in 2017/18.

Kentish Road Respite Service

The decision to close the respite service for adults with learning disabilities at Kentish Road understandably dominated a number of meetings of the Committee. The issue was discussed 4 times in 2017/18, including 29th November 2017 when the Cabinet decision resulted in the first use of Call-in since September 2015.

At each meeting at which Kentish Road Respite Service was considered numerous service users, parents, carers and advocates were in attendance and spoke passionately on this emotive subject. Whilst recognising that, despite the protestations of the campaigners and the detailed arguments presented to the Executive through the scrutiny process, Cabinet opted to close the respite service, the subsequent decision of Cabinet to seek to re-provide respite care for adults with learning disabilities from the site demonstrates the role that robust scrutiny, in conjunction with a resolute campaign from service users and their loved ones, can play in improving the effectiveness of decision making.

LATCo

In previous years, reflecting the nature, scale and progress of the Council's transformation programme, the Committee sought to have oversight of the entire transformation programme. Whilst the OSMC still requested occasional programme wide updates the focus in 2017/18 shifted to scrutiny of the proposals to establish a Local Authority Trading Company (LATCo) for a number of Council services.



The OSMC challenged the financial savings projected by the LATCo and the capacity of the Authority to undertake the required transformational and cultural changes within the provisional timescales. With this in mind the expectations moving forward are that this initiative, reflecting the potential financial, performance and reputational risks associated with the proposals, will return to the Committee on a regular basis in 2018/19.

Planning

Following concerns expressed to councillors, the performance of the Planning Service and the Council's approach to planning enforcement was the subject of scrutiny in 2017/18.

National targets require local authorities to determine 60% of major applications and 70% of minor and other applications within designated timescales. The Council consistently missed these targets over an 18 month period from mid-2016 to December 2017 with performance dipping to as low as 20% for minor applications in 2017.

At the April 2018 meeting the Committee, following discussions with the Leader, made a number of recommendations to the Executive, these included greater oversight of key performance information by the Planning Committee and more informed and robust enforcement activity targeted at those who consistently disregard planning legislation. The Committee look forward to receiving the Executive's response to the recommendations at the June meeting of the OSMC.

Tower Block Safety

In August, following the tragic events at Grenfell Tower in London on 14 June 2017, the OSMC considered the steps that were being taken by the Council, with Hampshire Fire and Rescue Service and the Hampshire and Isle of Wight Local Resilience Forum, to provide assurance that the Council's 20 residential high-rise buildings are safe.

The Committee welcomed the news that work to install sprinkler systems at Albion Towers, Sturminster House and Shirley Towers was underway and that the Council's intention was to install sprinkler systems in all its tower blocks. However, the OSMC challenged the Executive to accelerate the process and to re-prioritise resources to support this commitment.

Looking ahead

The Committee will continue to challenge and monitor progress as we move towards the implementation of a mandatory Clean Air Zone in 2019. At the June meeting the OSMC is scheduled to consider the findings from the outline business case and the options appraisal that will be the subject of a 12 week stakeholder consultation process.

At the February meeting the Committee were informed that a key part of the Digital Programme for 2018/19 will be the development of a range of projects to radically upgrade, redesign and rationalise the Council's core systems. This will include procuring a new client case management system to replace Paris; investigating options for delivering a Customer Relationship Management system and preparing to make critical decisions about the future of the Council's network, data and communications systems, including Microsoft Office and Outlook. The OSMC will be seeking to scrutinise these developments in 2018/19 and will be advocating the procurement of systems, software and hardware that effectively supports organisational transformation.

Following consideration of the issue in 2017/18 the OSMC have also committed to reviewing the impact of Alternate Weekly Collections (AWC) in 2018/19. The Committee have requested that the update report includes a comprehensive suite of performance indicators and metrics to enable comparisons to be made between the periods before and after the implementation of AWC.



Health Overview and Scrutiny Panel



Councillor Bogle

Chair of the Health Overview and Scrutiny Panel – 2017/18

Panel Members (April 2018)

Councillor White (Vice-Chair)

Councillor P Baillie

Councillor Houghton

Councillor Mintoff

Councillor Noon

Councillor Savage

Perhaps surprisingly, given the pressure that the health and adult care system is under, 2017/18 has been a relatively stable year for Southampton. Therefore, without the requirement to consider substantial variations and developments of health services, the Panel has discussed new initiatives and has also been able to study health profiles for the Southampton population, and the accompanying strategies, plans and proposals that have been developed in an attempt to reduce the levels of inequality in health outcomes that currently exist in our city.

Making better use of our Community Hospitals

Proposals to make better use of the land and buildings at the Royal South Hants Hospital and at the Western Community Hospital were considered by the HOSP. The project is essentially an exercise to consolidate and tidy up the estate of the local health service in order to make better use of sites within the city; draw together key departments; and improve customer experience.



RSH - Department of Psychiatry building (not in use)

The draft proposals include an extra care facility, key worker housing and a care home with nursing or student accommodation. The Panel broadly supported the direction of

travel for the two sites, however, it was recognised that this would be a challenging programme and the Panel have requested that we are kept informed as the programme develops.

Crisis Lounge

The Panel, at the October meeting, explored with Southern Health the lessons that have been learnt from the intense period of scrutiny following the publication of the Mazars report and the subsequent CQC inspections. In addition the HOSP were informed about a new crisis-care service based at Antelope House that is part of a programme of investment and improvement, as a result of the Mental Health Matters strategy. Called the Crisis Lounge it is a safe and supportive space for people experiencing a sudden crisis with their mental health. The service is based on similar schemes that have enabled more timely and appropriate care for people in crisis, and it represents a more suitable environment than acute hospital emergency departments for people with this type of need.

The Panel were subsequently informed that in the 6 months in which it has been operational the Crisis Lounge has helped to significantly reduce admissions to A&E by high intensity users and is now open 24 hours a day, 365 days a year.

Southampton Suicide Prevention Plan

This item came forward at the direct request of the House of Commons Health Committee who had recommended that there should be scrutiny of the implementation of local suicide prevention plans. Following scrutiny by the Panel of the Southampton Suicide Prevention Plan that was adopted by the Health and Wellbeing Board in 2016, it was noted that Southampton's figures were a cause for concern with records showing a higher than average rate locally. The Panel acknowledged the positive work that was being undertaken by Public Health, with local partners, however, it was recognised that additional resources for delivering the plan's objectives could help to improve outcomes.

Southampton Health Profiles

At the October and December meetings the HOSP explored health profiles for Southampton. Reflecting upon the population wide data provided in October the Panel decided that the December meeting would focus on child health. Our child health profile shows that the health of children in Southampton is generally worse than the England average, particularly in the following areas:

- 23.4% of children aged under 16 years live in poverty compared to an England average of 20.1%
- 22.5% children in Year 6 (aged 10-11) are classified as obese compared to an England average of 19.8%
- 78.0 per 100,000 children under 18 are admitted to hospital with alcohol specific conditions in Southampton, compared to the England rate of 36.6 per 100,000.

The Panel noted the success of early years provision and outcomes in Southampton. However, the Panel observed that attainment and health outcomes drop off as children get older. Examples of good practice within some schools in the City were referenced, particularly relating to reducing obesity, but the Panel expressed concerns that good practice is not being promoted or embedded across all schools to ensure that outcomes at all schools reflect the best performing schools.

Regular agenda items

Despite some positive developments emergency flow at University Hospital Southampton (UHS) and delayed transfers of care continue to cause concern. Reflecting Emergency Department performance this winter, and a desire to avoid mistakes being repeated next year, the HOSP have requested that the issue of winter pressures on the NHS is discussed at the first meeting of the Panel in the next municipal year. With regards to delayed transfers of care the Panel were pleased to note that improving hospital discharge outcomes will remain a priority for UHS, and the wider system, in 2018/19. Despite improvements performance in this area performance is still below desired standards.

In October the Panel considered the performance of Adult Social Care, and proposals to introduce a new target operating model. The Panel commented on the need for a change in culture within Adult Social Care to make the new approach work and this will inevitably be scrutinised by the HOSP in 2018/19.

The Panel had anticipated that proposals and initiatives generated by the Hampshire and Isle of Wight Sustainability and Transformation Plan (STP) would require significant agenda time this year. This has not been the case, reflecting the prominent role that Better Care Southampton continues to play in transforming health services in the city. It is anticipated that the Panel will continue to have oversight of the STP and Better Care Southampton in the new municipal year, as well as implementation of the Primary Care Strategy, particularly GP recruitment and retention.

Thank you to the support that officers from the Council and CCG have given to the Panel this year. I would also like to congratulate NHS providers on the progress that has been made in Southampton.

Children and Families Scrutiny Panel



Councillor Keogh

Chair of the Children and Families Scrutiny Panel – 2017/18

Panel Members (April 2018)

Councillor Taggart (Vice-Chair)
Councillor Burke
Councillor Laurent

Councillor Murphy
Councillor O’Neill
Councillor Painton

Appointed Members – Church Representatives

Mrs Catherine Hobbs

Mr Rob Sanders

In acknowledgement of the breadth of services and subjects impacting on outcomes for children and young people in Southampton the Panel has undertaken a varied programme of scrutiny in 2017/18. Safeguarding continues to be the priority for the Panel but, reflecting performance information and policy changes, the Panel has sought to extend its oversight to a wider range of issues.

Focus on Performance

The Panel continued to use monthly performance management data to scrutinise the safeguarding of children in Southampton. This focus has helped members familiarise themselves with the service area, trends, pressures and the identification of key issues for future scrutiny.

Improvement across a range of key measures has continued in 2017/18. This has provided greater stability in performance outcomes and re-assurance that, with new initiatives bedding in such as the Edge of Care Service, the MET (Missing, Exploited and Trafficked) hub and more step down support, safeguarding outcomes will continue to improve. However, whilst the performance trends are positive monthly performance data is still prone to fluctuation, reflecting the limited resilience across certain services to respond to service pressures.

The Panel will continue to hold decision makers to account to ensure that improvements are sustainable and that learning from audits and reviews is incorporated into practice.

Apprenticeships

With the introduction of the Apprenticeship Levy, new Apprenticeship Standards, and the government target of three million apprenticeships by 2020 the landscape surrounding apprenticeship training has seen numerous changes over the past few years. This has created turbulence in the sector and, in recognition of the important contribution apprenticeships make to the skills and training offer in the city, the Panel discussed the issue at meetings in June and July 2017.



The initial discussion focussed on developments in Southampton and the effectiveness of the Apprenticeship Action Plan. The July meeting provided an opportunity for the Panel to consider the Council’s approach to maximising apprenticeships within its workforce. In particular, the Panel sought to focus on the opportunities/offer for care leavers and looked after young people. The Panel expressed support for the approach and requested that appropriate performance information is collected on the provision of apprenticeships in the Council to enable the Panel to effectively challenge outcomes and track progress in 2018/19.

Education Standards

To support the Panel's role in maintaining oversight of education standards in the city the Panel has sought to challenge performance across a range of education sectors in 2017/18, from the availability of Early Years provision to Post 16 attainment.

Following consideration of the Ofsted inspection report in May 2017 the SEN/Disabilities inspection action plan was scrutinised by the Panel at the September meeting. This was followed by a discussion on the provisional 2016/17 key stage exam results in Southampton. In general results were in line with expectations and familiar concerns were expressed with regards to Key Stage 5 results and the performance of Looked After Children. The Panel's concerns prompted additional scrutiny of these issues, including a meeting dedicated to Post 16 education and training at which senior representatives from each of the state-funded Post 16 providers in Southampton were in attendance.



Educational Attainment for Looked After Children

In 2016/17 the educational attainment and progress of Southampton's Looked After Children was below the national average and statistical neighbours for a number of indicators, especially at Key Stage 4. The Panel were informed that the Virtual School, social workers, schools, foster carers and the Corporate Parenting Committee were working hard to improve the educational attainment of Looked After Children in Southampton and to close the gap between Looked After Children and their city peers.

Reflecting previous recommendations made by the Panel, the evidenced improvement in the understanding of the needs of our looked after children, and the use of technology to track performance, thereby enabling more effective, timely and targeted support, was welcomed. Clearly progress has been made supporting educational attainment for this cohort and there are positive signs for the future, however, more needs to be done to support attainment and the Panel will continue to advocate for improved outcomes for Southampton's Looked After Children.

Looking Ahead

The agendas for 2018/19 have yet to be determined but it is inevitable that the Panel will seek to re-visit a number of the issues scrutinised this year to challenge progress. For example, the proposals relating to the development of an offer for children with disabilities, commonly referred to as short breaks, were scrutinised by the Panel in November 2017. Following Cabinet approval in March 2018 the Panel will look to have oversight of the implementation of the proposals and to understand the impact they are having on outcomes for children with disabilities and their parents/carers.

A number of issues of concern that may require further scrutiny were also raised by the Independent Chair of the Local Safeguarding Children Board (LSCB) during his presentation of the LSCB's Annual Report. Despite the Independent Chair informing the Panel that he considered Southampton to be a safer place for children and young people now than when he has presented previous LSCB annual reports to the Panel he raised specific concerns, which the Panel may wish to explore in more detail next year, about awareness and understanding of neglect.

I would like to thank the representatives from Hampshire Constabulary, NHS Southampton CCG, schools and colleges in Southampton and officers from Children and Families Services for attending meetings and providing the requested reports. As I said in last year's report progress is being made and it is essential that this improvement trajectory is maintained.

Scrutiny Inquiry Panel



Councillor McEwing

Chair of the Scrutiny Inquiry Panel – 2017/18

Panel Members (April 2018)

Councillor Fuller (Vice-Chair)

Councillor Coombs

Councillor Fitzhenry

Councillor Noon

Councillor Vassiliou

Councillor Whitbread

Reducing Drug Related Litter in Southampton

Litter related to drug use can cover a range of materials including syringes, foils, swabs, spoons, plastic bottles and cans. Most urban areas in the UK, including Southampton, experience problems with drug litter. In 2016/17 there were 7,567 pieces of injecting equipment found in Southampton, including 7,037 needles.

Given the scale of the problem, the linkages to outcomes within the Southampton Drugs Strategy, and the key role councils and partners can play in reducing incidence of drug related litter, the Overview and Scrutiny Management Committee recommended 'reducing drug related litter' as an appropriate subject for a scrutiny inquiry at the August 2017 meeting.

Consultation

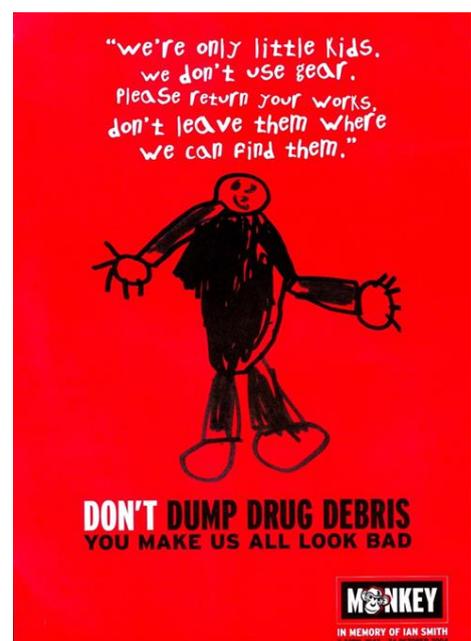
The Scrutiny Inquiry Panel undertook the inquiry over 3 evidence gathering meetings and received information from a wide variety of organisations. This included Hampshire Constabulary, health professionals, street cleansing managers, charitable and voluntary organisations, commissioners, experts in harm reduction and residents concerned about drug litter.

A visit was also made to the Southampton Needle Exchange to develop the Panel's understanding of the services being provided in the city.

Findings and conclusions

Information presented to the Inquiry Panel identified that:

- In excess of 90% of the drug litter finds are within the city centre. The largest finds are in the city centre car parks.
- In Southampton there are estimated to be 1483 opiate and/or crack users, including 636 who inject.
- The majority of the drug litter found in Southampton in 2016/17 was originally distributed from the Southampton Needle Exchange.
- Most people who inject drugs return used equipment. However, within the group of people in the city who inject drugs, the people who are disposing of equipment in the community are likely to be those with the most chaotic lifestyles and who are also some of the most vulnerable.



- Drug related litter is an issue of concern in Southampton that, despite not appearing to be as pervasive as in some other cities, is creating an element of fear, damaging the reputation of certain communities, and presents a potential health risk, particularly to the people who inject drugs and those working with people who inject drugs and clean-up drug litter.
- The position in Southampton compares favourably to some other cities partly due to the effective and proactive work of services delivered by the Council, and partners, to limit the impact and prevalence of drug litter. In particular the Panel recognise the essential role played by the City Council's cleaning staff clearing drug litter from public places.
- Many of the recommended approaches to tackling drug related litter are already being implemented in Southampton, including needle exchange services, effectively sharing information with partners and the prompt cleansing service response to finds.
- Whilst the Panel are keen to applaud the good practice being employed in Southampton they recognise that more can be done to reduce drug litter, and the impact of drug litter.
- The Panel were in agreement that it is never acceptable to dispose of drug litter irresponsibly, but we should make it as easy as possible for people who inject drugs to do the right thing with their used equipment. Reflecting this the Panel consider that the installation of discrete public sharps bins, near to locations where drug litter is a consistent problem, would have a beneficial impact on levels of drug litter in Southampton.
- The Inquiry Panel also questioned the logic of the current legal position relating to drug consumption rooms. These are professionally supervised healthcare facilities that have operated in Europe, Australia and Canada for the past three decades, where drug users can consume drugs in safer conditions. At present vulnerable people addicted to drugs collect sterile injecting equipment, leave the safe and secure environment provided by the needle exchange, and subsequently proceed to inject drugs in public places in unhygienic locations, increasing risk to users and the public. This is illogical and evidence available recognises that different approaches can produce better outcomes.

Recommendations

The final report of the Inquiry Panel contains 7 recommendations in total which, if implemented, the Panel believe will reduce drug related litter, and the impact of drug related litter in Southampton.

Cabinet

The inquiry report was presented to Cabinet in April 2018. A formal response to the recommendations from Cabinet is expected at the June or July 2018 meeting.

The final report of the Inquiry Panel can be accessed here:

<http://www.southampton.gov.uk/council-democracy/meetings/scrutiny/completed-inquiries.aspx>



Fig 1 - Examples of a sharps bin

Getting Involved

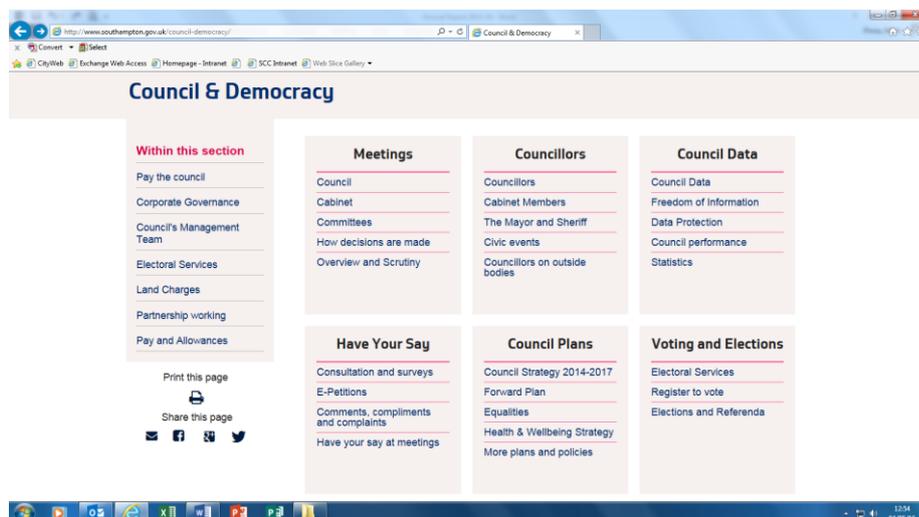
How can I get involved?

There are a number of ways in which the public and interested organisations can get involved.

- **Attend a meeting of the Overview & Scrutiny Management Committee or a Scrutiny Panel.** All scrutiny meetings are held in public and anyone is welcome to attend to listen to proceedings. Meetings are currently usually held in the Civic Centre. Only on rare occasions, when certain types of confidential information is being discussed, are members of the public not allowed to attend.
- Raise issues with your Councillor and request Overview and Scrutiny to consider as part of **Councillor Call for Action.**
- Give your feedback to inquiry meetings as part of evidence gathering.

Details of forthcoming scrutiny meetings, agendas, reports and minutes can be obtained from the City Council's website at:

<http://www.southampton.gov.uk/council-democracy/meetings/scrutiny/default.aspx>



Providing written evidence

Scrutiny inquiries can consider written evidence and members of the public, community groups, or other key stakeholders can write in to bring evidence to the attention of Inquiry Panel members. Inevitably, scrutiny inquiries have only a limited amount of time, so they may not be able to hear oral testimony from all interested people.

Written evidence provides an alternative way to receive evidence from key stakeholders, policy makers, service providers, service users and community groups. Written evidence may put forward a particular perspective of the issue being considered, or may highlight evidence to help the investigation. It can also put forward questions for witnesses which may be taken up by members of the Panel during the discussion.

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