

# OVERVIEW & SCRUTINY

Annual Report **2016**



Making a difference



# Chairman's Foreword

**It is my pleasure to introduce our 2015/2016 Overview and Scrutiny Annual Report. It has been another busy year with the Team carrying out work on several different topics. We have also continued to monitor progress on the work that we have completed in previous years to ensure our recommendations and actions are being implemented.**

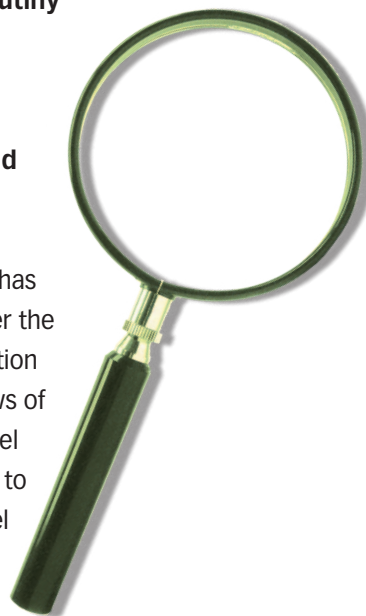
The majority of the work has been carried out by the Scrutiny Management Team as a whole. However, a substantial amount of work has also been carried out by the Health and Social Care Scrutiny Panel under the leadership of Councillor Ken Hartley. This includes receiving a presentation from the North West Ambulance Service on its five year plan and reviews of nearby provision for eye care and drug & alcohol rehabilitation. The Panel has also started an in depth review on mental health in the community, to be continued in 2016/17. I would like to thank the members of the Panel for their hard work and for providing a greater understanding of many health and social care issues affecting people in the borough.

Following the Team's work this year, we have decided that next year we will look into several further topics including the impact of upper tier authorities on planning matters (in our case Lancashire County Council); littering in the borough and the Council's Flood Policy.

I would like to thank everyone who has taken part in our reviews this year. Thanks to those of you who gave us the ideas and started the ball rolling, those who have given up their time to share their views and concerns and those who helped us gather evidence or been involved in preparing briefings. This has resulted in well prepared and presented scrutiny reports and recommendations that have been a huge help to the Executive and Council in understanding what's happening in Pendle.

I would also like to thank Councillor Smith Benson who is unfortunately leaving the Council at the end of the municipal year. Councillor Benson's vast experience with the Council has proven invaluable to the smooth running of the Scrutiny Management Team and to my chairmanship of the Team. I wish him well in all activities he undertakes after his retirement.

My final thanks go to Lynne Rowland, the Council's Scrutiny Committee Administrator. Her tireless effort and enthusiasm has enabled the Team to put together informative reports and recommendations throughout the year. She has been a great support to me in my position as Chairman of the Scrutiny Management Team and I wish her continued success in the role.



**Councillor Christian Wakeford**

*Chairman of Scrutiny Management Team*

# OVERVIEW & SCRUTINY IN PENDLE

**The Council's Overview and Scrutiny role allows councillors to look closely at services and issues which affect the lives of local people – usually with a view to improving them. It's now more commonly referred to simply as Scrutiny.**

To address the issues they gather relevant information and make recommendations based on what they have found out.

They can look at anything that has an impact on the quality of life of people in Pendle – they're not just restricted to Council services. Even so, they do keep an eye on how the Council's services are performing and whether targets are being met.

## How do we decide what work to do?

As a Scrutiny Team we don't know what issues are important to local people unless we ask. Therefore, at the start of each year we invite suggestions from people and organisations across Pendle about issues of concern that could benefit from a scrutiny review. Once we have gathered all the suggestions we have to decide which issues matter most to local people and also match the Council's priorities. Carrying out scrutiny reviews can be very time-consuming and it is impossible to take up all the issues that are suggested. We try to choose those issues where we believe we can make a real difference and achieve most improvements. Those suggestions that don't make it into our programme are passed on to be dealt with by some other means where appropriate.

Once the Team has agreed its own workload this is then confirmed by the full Council.

This doesn't mean that further topics can't be added during the year - suggestions are welcome all year round.

## How does it work?

Eleven scrutiny councillors comprise the Scrutiny Management Team, which has to reflect the political make-up of the full Council.

The Team meets around six times per year. It oversees and monitors the work of scrutiny panels which are appointed by the full Team to carry out specific pieces of work. They include scrutiny councillors with a particular interest in the topic under consideration. When work on that particular topic has finished the panel is disbanded. The Team also carries out some short reviews and gets involved in other issues such as developing policy and responding to consultation by outside organisations.

There is also a standing panel which focuses on issues relating to health and social care. The delivery of these services remains a hot topic for many local people and ensures that the Health and Social Care Panel has plenty of work to do.

## Who's involved?

Any Council member who is not a member of the Executive is eligible to serve on the Scrutiny Management Team.

During 2015/16 the following 11 councillors have made up the Scrutiny Management Team -

<b>Marjorie Adams</b>	Liberal Democrat
<b>Nawaz Ahmed</b>	Labour
<b>Smith Benson</b>	Conservative
<b>Wayne Blackburn</b>	Labour
<b>Ken Hartley</b>	Liberal Democrat
<b>Asjad Mahmood</b>	Labour
<b>Noel McEvoy</b>	Conservative
<b>Jonathan Nixon</b>	Conservative
<b>Graham Roach</b>	Liberal Democrat
<b>Christian Wakeford</b>	Conservative
<b>Sheila Wicks</b>	Labour

## How can local people get involved?

There are various ways in which you can get involved.

- You can suggest a topic for scrutiny in several ways. Firstly there's a form at the back of this report that you can complete and return. Alternatively, forms are available at Council reception areas and libraries or you can complete one online at **[www.pendle.gov.uk/scrutinyrequest](http://www.pendle.gov.uk/scrutinyrequest)**.
- You can come along to a scrutiny meeting, details of which are displayed at the Town Hall or online at **[www.pendle.gov.uk](http://www.pendle.gov.uk)** – click on Council, then Agendas, Minutes and Reports and find Scrutiny Management Team.
- Panels sometime seek feedback from local people in connection with specific topics. Public opinion surveys are usually publicised in the local press, on our website, or via Facebook and Twitter.
- If you're a member of a group, you may be invited to contribute your views on issues related to your areas of interest.
- Join our electronic mailing list to receive scrutiny bulletins and reports. Email **[scrutiny@pendle.gov.uk](mailto:scrutiny@pendle.gov.uk)**.
- Visit the scrutiny pages of the Council's website for further information at **[www.pendle.gov.uk/scrutiny](http://www.pendle.gov.uk/scrutiny)**.
- Follow the Council on Facebook and Twitter where we publicise our meetings and invite your views - **[www.facebook.com/pendlecouncil](http://www.facebook.com/pendlecouncil)** and **[www.twitter.com/pendlebc](http://www.twitter.com/pendlebc)**

It really is worth getting involved in scrutiny work, whether it's by putting forward your suggested topics or taking part in a specific review.

**We have  
to decide  
which  
issues  
matter most  
to local  
people**



**Marjorie Adams**



**Nawaz Ahmed**



**Smith Benson**



**Wayne Blackburn**



**Ken Hartley**



**Asjad Mahmood**



**Noel McEvoy**



**Jonathan Nixon**



**Graham Roach**



**Christian Wakeford**



**Sheila Wicks**



## Potential Shale Gas Exploration

### Issue

**The Council is aware that gas-bearing shales underlie much of East Lancashire, including Pendle and that exploitation of this gas involves hydraulic fracturing techniques ('fracking').** The government believes that shale gas has the potential to provide the UK with greater energy security, growth and jobs. It is encouraging safe and environmentally sound exploration to determine this potential and there have been calls for the development of shale gas in East Lancashire. The Council therefore decided that it would be helpful to gather evidence on the practicability, likelihood and desirability (or otherwise) of possible shale gas exploration and exploitation in this area.

### How we did it

We began by gathering information and/or hearing evidence from the following groups/organisations, as well as hearing the views of local people.

- Local pressure group Keep East Lancashire Frack Free (KELFF)
- A member of the Craven and Pendle Geological Society
- Environment Agency (EA)
- Health and Safety Executive (HSE)
- Department for Energy and Climate Change (DECC)
- Lancashire County Council (LCC)
- UK Onshore Oil and Gas (UKOOG)

We also drew on the experience of two other Lancashire local authorities who had already carried out their own scrutiny reviews in this area.



Environment  
Agency

Lancashire  
County  
Council



UKOOG



Health & Safety  
Executive



Department  
of Energy &  
Climate Change

### What we found out

#### Our interim work established that:

- fracking is a method of extracting gas from mineral deposits by injecting water, sand and chemicals at high pressure into wells
- the British Geological Survey reveals both upper and lower deposits of shale in parts of Lancashire and Yorkshire, including Pendle
- exploration can only be carried out under licence
- Lancashire County Council is the Mineral and Waste Authority responsible for dealing with planning applications for shale gas extraction throughout Lancashire
- shale gas is seen as having a major longer term potential to support the energy needs of the country
- fracking involves limited surface impacts compared to other fossil fuel extraction processes, but the underground and geological impacts are far more complex
- there are many agencies involved including the Department for Energy and Climate Change and within that the Office of Unconventional Gas and Oil; Lancashire County Council; UK Onshore Oil and Gas; the Environment Agency and the Health and Safety Executive
- those in opposition to fracking believe that there are a number of dangers associated with the process.

### Outcome

During the course of the review, the government announced that it was considering issuing licences to areas of East Lancashire. In response to this, a discussion was held at the full Council meeting on 15th October where the work of the Scrutiny Management Team was acknowledged. Having considered the information gathered by the Team and taking into account a number of factors, the Council has agreed that it opposes any exploratory drilling for shale gas in Pendle and will take all appropriate steps to prevent it happening. No further work on this topic is to be carried out by the Scrutiny Team.



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## Policies for safeguarding vulnerable people

When a local resident expressed understandable concern over recent high profile cases of Child Sexual Exploitation in towns such as Rotherham, Derby and Rochdale the Team agreed that it was an appropriate time to review the Council's policies for safeguarding vulnerable people. Pendle's initial Safeguarding Policy was for both adults and children. However, the two have now been separated.

### Family Support and Safeguarding of Children Policy

We began by looking at our Family Support and Safeguarding of Children Policy which was first approved in 2010. It has since been updated three times, with the most recent update being approved in July, 2015 to include:

- a joint policy and approach to safeguarding between Pendle Council, Liberata and Pendle Leisure Trust
- explicit reference to Child Sexual Exploitation as part of 'understanding abuse'
- additions to the Code of Conduct for staff, volunteers and councillors, to include reference to Pendle Leisure Trust's previous policy

- updated web links to our policies and other websites/guidance
- changes in staffing – regarding the Designated Safeguarding Children Officer role and addition of a Pendle Leisure Trust lead
- Common Assessment Framework (CAF) pathway – updated in light of changes at Lancashire County Council (LCC) and removal of Help Direct role
- examples of situations – updated to remove references to vulnerable adults and to include examples relevant to Pendle Leisure Trust services
- reporting domestic abuse – updated by the Pendle Domestic Violence Initiative (PDVI) Manager
- a 'benchmark' of good practice with other district councils.

In view of these changes a corporate training programme has been introduced and implemented. This includes training at varying levels for all members of staff and elected members. You can view our Family Support and Safeguarding of Children Policy on the Council's website at [www.pendle.gov.uk/meetings/meeting/1959/scrutiny\\_management\\_team](http://www.pendle.gov.uk/meetings/meeting/1959/scrutiny_management_team)

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### Safeguarding Adults Policy

We then looked at our Safeguarding Adults Policy which has been designed in line with a legislative framework which was introduced in the Care Act 2014. This Act created a single law for adult care and support. The Policy is designed to protect adults from a wide range of abuse and its aim is to:

- stop abuse or neglect wherever possible
- prevent harm and reduce the risk of abuse or neglect to adults with care and support needs
- safeguard adults in a way that supports them in making choices and having control about how they want to live
- promote an approach that concentrates on improving the lives of the adults concerned
- raise public awareness so that communities as a whole, alongside professionals, play their part in preventing, identifying and responding to abuse and neglect
- provide information and support in accessible ways to help people understand the different types of abuse, how to stay safe and what to do to raise a concern about the safety or well-being of an adult
- address what has caused the abuse or neglect.

The Policy was agreed and adopted by the Council in February of this year. It is reassuring to know that we have these robust policies in place and a clear procedure by which to report concerns. If you would like to view our Safeguarding Adults Policy you can do so at [www.pendle.gov.uk/meetings/meeting/2119/council](http://www.pendle.gov.uk/meetings/meeting/2119/council)





## Community Protection Notices and Public Space Protection Orders

**In 2014, the Anti-Social Behaviour (ASB) Crime and Policing Act was introduced, changing, amongst other things, the way in which organisations deal with anti-social behaviour.**

The Scrutiny Team was aware that this would have an impact on the Council, particularly with the introduction of Community Protection Notices (CPNs) and Public Space Protection Orders (PSPOs). We therefore carried out a light-touch review and gathered information on the new powers that have been made available to the Police, Council and housing providers.

### Community Protection Notices

The purpose of a CPN is to deal with, in a single notice, a wide range of behaviours and types of anti-social behaviour such as dog control; property and land condition; and vehicle and public nuisance. They can be

issued by the Council, Police and a person designated by the Council, such as officers of housing providers. We have learnt that Lancashire Constabulary has declined to take up use of the power, but are pleased to note that it is committed to supporting us in our work. Housing providers in Pendle have adopted a similar approach.

A CPN must be preceded by a written warning and, at the time of writing, 29 warnings have been issued, nine of which have moved on to full CPNs. These relate to property condition, dog control and other street level issues. A further 49 cases are currently under investigation.

### Public Space Protection Orders

PSPOs are available to the district council only and replace Gating Orders, Dog Control Orders and Designated Public Place Orders (alcohol control zones) with a single power. They are aimed at dealing with persistent and unreasonable nuisance that is detrimental to the quality of life of residents in the designated area for up to three years. They must be reviewed before the period can be extended.

This has obviously created additional work for the Council. The Council has already created a single PSPO to replace existing dog control orders and to enforce a ban on dogs and on smoking in children's play areas and multi-use games areas.

Over the next two years the Council will review and convert its five town centre alcohol control zones and Gating Orders to PSPOs. When considering the alcohol control zones we will also take the opportunity to consider the impact of other town centre nuisances. We will also be looking at whether any PSPOs should be introduced in our parks and recreation grounds. Please keep your eye out for the public consultation on these proposals.

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## Health & Social Care

**Our Health and Social Care Scrutiny Panel has had a busy year and continues to work closely with colleagues from other agencies, looking at relevant issues which impact on people in Pendle.**

### Integrated Care

Following on from our review of District Nurse provision we continue to receive regular updates from East Lancashire Hospitals Trust (ELHT) and East Lancashire Clinical Commissioning Group (ELCCG). In our last report we told you about the 'Virtual Ward', a relatively new service to provide care in the home to avoid unnecessary hospital admission and to aid early discharge from in-patient treatment. This year we can tell you of the Intensive Home Support Service (IHSS) which has built on the success and learning of the Virtual Ward. The IHSS is a reactive community based, multidisciplinary team which provides a step up from community services and primary care and a step down from hospital/intermediate care.

Integrated Neighbourhood Teams (INTs) which provide need-based care to patients and carers in their own home or place of residence have also been formed.

Both INTs and IHSS models began partially in April 2015 and became fully operational in September 2015. This has since been added to with the introduction of a 'Front Door Team' made up of a number of medical and social care professionals. This Team is based in the Emergency Department and carries out a joint assessment of the patient to determine if the care provided by the IHSS could avoid hospital admission. We are happy to report that this has been very successful. The Scrutiny Panel will continue to monitor progress on this important issue.

### Ambulance Service

As in previous years, we continue to receive regular updates on the work and performance of the North West Ambulance Service (NWAS). We have been very pleased to welcome to our meetings several representatives from NWAS. Many of you will have heard of Community First Responders (CFRs) – volunteers trained to respond to emergency calls in their local area and will recognise their importance. Unfortunately, earlier this year we were told that the number of CFRs in Pendle was low and that new volunteers were actively being recruited. If you feel that this is something for you, details can be found via the following link - [www.nwas-responders.info/application.php](http://www.nwas-responders.info/application.php)

We also heard from the Community Specialist Paramedic, a role that had been developed and trialled across 12 communities within the region, of which Pendle was one. Our view, and that of those closely involved, is that the role should continue and ideally, more be recruited. We are yet to hear the outcome of the trial.

### Fracture Clinic

Another trial that we have been made aware of is the relocation of the Fracture Clinic from Burnley General Hospital to Royal Blackburn Hospital. We were told that this was to address the issue of patients waiting up to 14 days for an appointment at the Burnley clinic which was regarded as a patient safety and quality concern issue. Understandably we had a number of concerns which we put to ELCCG. We questioned why, at the time of the decision there was just one fracture clinic being provided every two weeks at Burnley General Hospital. We also had concerns over the way an assessment of the quality of service had been carried out and questioned the accuracy of the views gathered from service users.

Our hope is that the Fracture Clinics can be achieved over the two sites within the resources available. The outcome of the trial is awaited.





**Social Care – Recommissioning of Homecare Services**

We began our year by considering proposals by Lancashire County Council (LCC) to recommission homecare services for older adults and people with a physical disability.

We’ve been told that the proposals could mean that the number of homecare providers with LCC contracts would reduce from over 130 to less than 30, affecting around 5,800 homecare customers. However we soon heard that this work had been put on hold as the process used by LCC was vulnerable to challenge. All re-procurement activity has now been paused.

We have been told that a new framework will be procured in the future and so the Scrutiny Team will revisit this issue in 2016/17.



**Eye Care Provision**

As part of our review on eye care provision in East Lancashire we gathered information on a redesign of ophthalmology and the development of a new integrated eye service. We were very encouraged by the new model of service which has:

- an integrated team
- single point of access
- a more robust and safe urgent eye pathway
- care closer to home; where possible and appropriate
- enhanced skills and knowledge
- shared decision making – informed activated patient.

The new service is also supported by an integrated I.T. system which enables:

- referral by optometry, directly into the Hospital Eye Service
- safe timely communication
- step-up; step down care – smooth seamless pathways and shared clinical management plans
- effective coordinated care
- measures of success.

We have compared the services provided at Burnley General Hospital with those at Royal Blackburn Hospital and found them to be the same, with the exception of a couple of laser treatments, the injections and elective surgery. Some of the necessary equipment is available at one site only. This is due to the fact that the equipment required for ophthalmology is extremely specialised and is very expensive. We are happy to report that, at the time of this report there were no plans to move any of the eye care services out of Burnley.

We are still very interested in the new integrated eye service and will monitor its progress in 2016/17.

**Mental Health in the Community, Care Homes and Mental Health Wards**

One of the larger reviews being carried out by the Team involves gathering information on the mental health care provision in East Lancashire to find out if it is sufficient to give high quality care for patients in Pendle.

Our initial focus is to consider the services available in the community and the methods in which we tell people about these services. As we learn of the varying degrees of mental illness we understand the need for differing treatments. These are provided in line with a national model of stepped care, beginning with low intensity treatment for those with mild/moderate symptoms to high intensity therapy for those with moderate/severe





conditions. We were interested to hear of two Assessment and Treatment Teams within ELCCG, led by consultant psychiatrists, which provide a gateway into various services.

As well as medical interventions there are community learning opportunities being offered by Access Ability CIC, a registered community interest company. These include training on mental health first aid, youth mental health first aid and Practical Ideas for Happier Living – a two session course to promote mental wellbeing in local communities.

We expect that this review will continue long into the new year as we continue to gather information and investigate broader issues such as unemployment/drugs and alcohol/education and their effect on mental health.

**Pendle alcohol related indicators are significantly worse than England and Pendle also has a significantly higher rate of opiate and/or crack use.**

### **Drug and Alcohol Rehabilitation Provision in East Lancashire**

We recognise that our review on drug and alcohol rehabilitation provision ties in closely with that of mental health. We began by considering some statistics about alcohol and drug misuse in Lancashire. We learnt that:

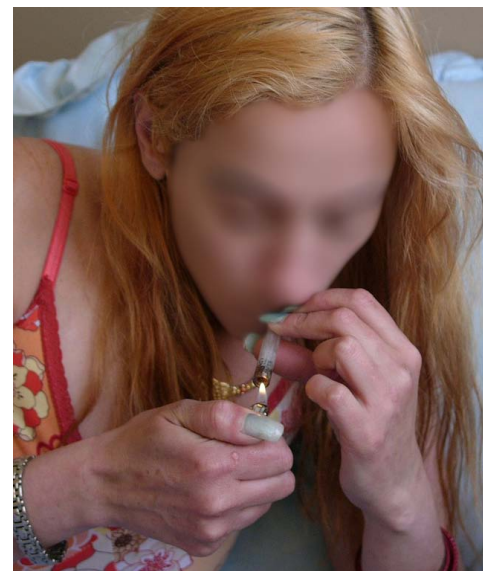
- 7,000 people in Lancashire are problem drug users
- 8,000 children in Lancashire live in households with parents or carers who are substance misusers
- tens of thousands of people are drinking at harmful or hazardous levels
- each year more than 7,000 adults and nearly 1,000 young people receive specialist help for a primary drug or alcohol problem in Lancashire.

Pendle alcohol related indicators are significantly worse than England and Pendle also has a significantly higher rate of opiate and/or crack use.

These are obviously worrying statistics, but we are encouraged to hear of the organisations that provide invaluable support for those in need. One such organisation is Inspire Integrated Substance Misuse Service, which has held the contract to deliver local substance misuse services since April

2010. We were very pleased to welcome representatives of Inspire to our February meeting, where they presented us with detailed information of the services they currently provide. They also provided us with details of a new commissioned service, which is to be implemented under the new contract from 1st April, 2016.

There is further evidence to gather with regard to this review and we will therefore continue our work in 2016/17.





# SCRUTINY CAN MAKE A DIFFERENCE

**We are happy to report on progress following a number of reviews previously carried out by the Team.**



## Promoting Pendle

Following on from the review of Promoting Pendle a Visitor Economy Plan for Pendle 2016/17 has been approved. The Council also took the opportunity to promote the area by hosting Stage Two of the Tour of Britain Cycle Race in September, 2015. This has been followed by a revision to Pendle's Cycling Legacy Strategy.

## Dementia Friendly Pendle

Thanks to the work of the Scrutiny Team the Council has committed to developing a Dementia Friendly Community. Pendle has set up a Dementia Action Alliance (DAA) which is a national movement to bring about a society-wide response to dementia. A DAA action plan has also been approved to raise awareness of dementia; provide access to further information and understanding of dementia; and to inspire and coordinate projects/programmes/initiatives for people affected by dementia, including carers.

## Changing Places Toilet Facility

Changing Places toilets offer the extra space and equipment needed by some people with more severe learning and other disabilities, and their carers. Our borough had been identified as a potential site for one of four facilities planned in Lancashire. Our Health and Social Care Scrutiny Panel was eager to support the case and, at the request of the Panel, consideration was given to developing a facility at Stanley Villas in Albert Road, Colne.

We are pleased to report that the premises have been found to be suitable and approval for the scheme has been confirmed.



# The year ahead

## What we'll be looking at next

As in previous years we asked people to put forward topics which they thought should be the subject of scrutiny during the coming year. This has resulted in the Team being able to agree a busy work programme for 2016/17.

Our Health and Social Care Scrutiny Panel will continue to look at health and social care issues whilst continuing with their reviews on mental health and drug and alcohol rehabilitation provision.

We will also be looking at the following issues:

- the impact of upper tier authorities (in our case Lancashire County Council) on planning matters
- the effectiveness of Section 106 Agreements
- the behaviour of debt enforcement officers
- littering
- the impact of the transfer of facilities from Pendle Council to town and parish councils
- the Council's Flood Policy

## Why not join us?

If any of these topics are of interest to you, you would be most welcome to attend our meetings. You can find out when each of the topics will be discussed by enquiring at [scrutiny@pendle.gov.uk](mailto:scrutiny@pendle.gov.uk).



## Dates for your diary

The Scrutiny Management Team is expected to meet on the following dates during 2016/17. Meetings are open to the public and will start at 7.00 p.m. We usually meet in the Wilson Room at Nelson Town Hall but occasionally may use another venue so do check notices on Council noticeboards or on the website.

**24th May, 2016**

**19th July, 2016**

**13th September, 2016**

**15th November, 2016**

**17th January, 2017**

**14th March, 2017**

**23rd May, 2017**



# CONTACT US



If you think there's a service or an issue which is in need of scrutiny please complete the form below and return it **FREEPOST**

The following issue/service is in need of scrutiny –

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**Please state why**

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which is better for you, please telephone us.**

#### **Overview and Scrutiny**

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